Office of the General Counsel
U.S. Government Printing Office

Legislative Histories of the Laws Affecting the U.S. Government Printing Office as Codified in Title 44 of the U.S. Code

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VOLUME I

1982

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

INTRODUCTION

October 20, 1982

These are the first two volumes of a series entitled Legislative Histories of the Laws Affecting the U.S. Government Printing Office As Codified in Title 44 of the U.S. Code. The series was prepared by the Office of General Counsel, United States Government Printing Office.

This legislative history project will provide researchers with the capability of rapidly determining the legislative intent behind those chapters of Title 44 of the United States Code which set forth Federal printing policies and which affect the operations of the Government Printing Office. These legislative histories are especially important because there are very few judicial decisions which interpret the meaning and purpose of Title 44. Without those interpretive court decisions, the only legally binding method to derive the intent of Congress when it enacted Title 44 is to look to legislative histories.

In the Office of General Counsel alone, we expect this series to save our attorneys many hours of research and to provide the foundation for continued analysis and review of Title 44 with the goal of amending it where necessary.

Mr. Garrett E. Brown, Jr., the Government Printing Office's General Counsel, coordinated the production of these legislative histories, which were prepared under the direct supervision of his Deputy General Counsel, Mark C. Cramer. Emelia M. Parker, M.L.S., and Mary Lee Carson, M.L.S., spent many dedicated hours researching, obtaining, analyzing, and reviewing the materials found in these volumes. To them, everyone who uses these volumes, owes a debt of gratitude. We would also like to thank Gwendolyn Tucker and Josephine Williams for their assistance in compiling these volumes.

We are grateful to Mr. Roger Haley and the staff of the U.S. Senate Library for their courteous assistance and generosity in allowing us to avail ourselves of the library's materials.

We would also like to express our thanks to the staff of the Law Library of the Library of Congress for their assistance.

I am confident that all those concerned with matters involving public printing will find these volumes invaluable in their endeavors.

Sincerely,

Danford L. Sawyer Jr.

DANFORD L. SAWYER, JR.
Public Printer

PREFACE

Soon after assuming my duties as General Counsel of the Government Printing Office, it became apparent that my office expended a great deal of time and effort researching the legislative history of various provisions of the first ten chapters of Title 44 of the United States Code. These provisions detailed the mission, duties, and functions of the Government Printing Office (GPO) and generally controlled the printing, binding, and distribution of all Government documents. I found that no comprehensive series of legislative histories of these acts which comprise the chapters of Title 44 was available. There was, however, a constant necessity for such a work in determining the legal framework within which the Federal Government performed these duties. To remedy this oversight and to expedite research on this topic, my office researched and reproduced a comprehensive set of legislative histories.

This is the first part of a two-part series of legislative histories. It encompasses the twelve acts that, from 1852 to 1982, had the greatest influence on the development of public printing. We will also include in this part all of the versions of Title 44 of the United States Code which have been published to date. The second part of the series will include the legislative histories of certain acts, passed by Congress from 1852 to 1982, which dealt with public printing, but which did not have the broad significance of the acts analyzed in the first part.

The acts analyzed in the first part are as follows.

The Printing Act of 1852 provided for the appointment of a Superintendent of Public Printing within the Department of Interior, and the election of public printers for the House and Senate. The

Joint Committee on Printing (JCP), composed of three members of each House, was empowered to mediate certain disputes between the Superintendent and the Printers, and to use any measures necessary to remedy neglect or delay in public printing.

The 1860 Printing Act authorized the Superintendent of Public Printing to execute the public printing himself, and to purchase the necessary buildings, machinery and materials for that purpose. This was the beginning of the Government Printing Office as an institution. The JCP was directed to set standards for paper purchases, and to approve major procurements of supplies by the Superintendent.

In 1869, an appropriations act established a Superintendent of Documents within the Department of Interior. This position was the forerunner of the current Superintendent of Documents whose duties include public sale, depository library distribution, by-law distribution, and cataloging of government documents.

An 1876 law changed the title of the "Superintendent of Public Printing" to "Public Printer" and the office became a presidentially appointed position, subject to Senate confirmation.

The Printing Act of 1895 collected and organized all of the extant printing laws, from and including the 1860 Act. The 1895 Act was the direct antecedent of Title 44 as it presently exists, and is the most recent comprehensive substantive revision of the public printing laws. The major impact of the act was the transfer of the office of Superintendent of Documents to the Government Printing Office from the Department of the Interior.

In 1924, Congress passed the Kiess Act, which removed the full Congress from the setting of wages for the Government Printing Office's craft workers. That Act mandated that the Public Printer hold a conference with representatives of the trades and crafts for the purpose of establishing a rate of wage which was subject to approval by the JCP. If the Public Printer and the worker representatives could not agree, then the JCP decided the wage rate.

A 1935 act created the Federal Register, and a 1937 amendment to that act created the Code of Federal Regulations.

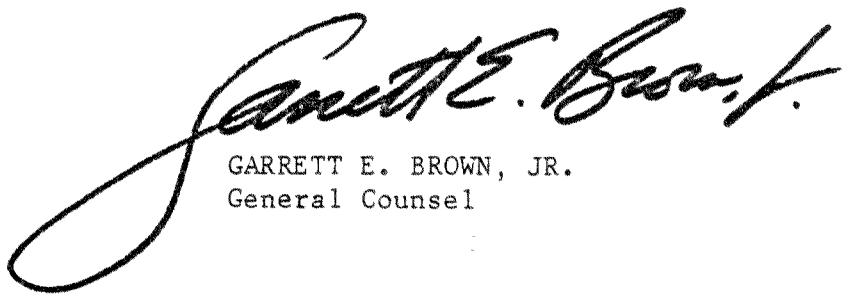
A major change in the JCP's structure took place in 1946 when Congress consolidated the House and Senate Committees on Printing with the House Administration and Senate Rules and Administration Committee, respectively. The composition of the JCP was changed thereafter to include only members from these two committees.

Substantial modifications in the Depository Libraries Program took place in 1962, and a 1968 Act recodified Title 44 into positive law, although no substantive changes in existing law were intended.

These legislative histories include all available versions of bills, committee hearings, committee reports, and all relevant debates on the acts here considered. Not all the different versions of a bill were printed as it moved through the legislative process, but all versions that were printed are noted or included in these volumes. In the course of gathering these materials it became apparent that the hearings, reports and debates for the acts in the 19th century were never compiled and thus are not available. All extant material, however, has been included in this series.

When numerous pages of debate were reviewed and contained no pertinent information, the page numbers were abbreviated by using the designation "ff", in the following manner: 94 CONG. REC. 1036 ff - No relevant comments.

The two parts of this series, created for the complementary purposes of providing first a general outline of the major acts, then a detailed analysis of less far-reaching laws, combine to form the most complete study of public printing legislation currently available.



GARRETT E. BROWN, JR.
General Counsel

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l.	COMPANION BILL	- H.R. 7138, 87th Cong., 1st Sess. (May 17, 1961), introduced by Mr. Hays and referred to the Comm. on House Administration.	1835

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m.	COMPANION BILL	- S. 2029, 87th Cong., 1st Sess. (June 7, 1961), introduced by Mr. Lausche and referred to the Comm. on Rules and Administration.	1835

Act of Oct. 22, 1968 - Recodification of Title 44 of the U.S. Code into positive law.

a.	HOUSE HEARING	- No hearings available.	1838
b.	HOUSE REPORT	- H.R. REP. NO. 1719, 90th Cong., 2d Sess. 1-29, 40-42 (1968), reported by Mr. Willis from the Comm. on the Judiciary.	1838
c.	HOUSE BILL	- H.R. 18612, 90th Cong., 2d Sess., 1-69,95-99 (July 16, 1968), reported from the Comm. on the Judiciary.	1866
d.	HOUSE DEBATE	- 114 CONG. REC. 26928-29 (1968).	1938
e.	SENATE HEARING	- No hearings available.	1939
f.	SENATE REPORT	- S. REP. NO. 1621, 90th Cong., 2d Sess. (1968), reported from the Comm. on the Judiciary.	1939
g.	SENATE DEBATE	- 114 CONG. REC. 30821 (1968).	1939
h.	STATUTES AT LARGE	- 82 Stat. 1238.	1939

[Companion bill H.R. 14144 was introduced in Nov. 1967, and died in Committee]

i.	COMPANION BILL	- H.R. 14144, 90th Cong., 1st Sess. (Nov. 22, 1967), referred to the Comm. on the Judiciary.	1992

Compiler's Note on the Legislative Process

The legislative process is not unlike a great Scottish moor. Many things go into it. Few ever come out. And those that do are usually very different than when they entered.

Literally thousands of bills are introduced into both houses of Congress each year, but the vast majority of them die in committee, are amended out of existence, fail to make it onto a calendar, or are simply defeated in a vote on the floor. Those that do make it through the process often have travelled by very different procedural routes, and they bear evidence of concession, compromise, and plain old "horse trading".

Because the legislative process is fraught with so many twists, turns, and deadends, describing that process, as such, is a formidable task. The compilers of this series of legislative histories, however, believe that such a description will assist readers in understanding the many varied materials in the series. Rather than undertake that task ourselves; we have included immediately following this note the 1975 edition of Enactment of a Law, which was published by the Secretary and Parliamentarian of the Senate. It is as good a brief description of the path which legislation takes as can be found. Anyone not familar with the legislative process should review Enactment of a Law prior to using this series.

S. DOC. NO. 152, 94th Cong., 2d Sess. 1-16 (1975) describes the steps in the passage of a bill through Congress.

94TH CONGRESS
2d Session

SENATE

DOCUMENT
No. 94-152

ENACTMENT OF A LAW

PROCEDURAL STEPS IN THE LEGISLATIVE PROCESS

REVISED UNDER THE DIRECTION OF

FRANCIS R. VALEO

SECRETARY OF THE SENATE

BY

MURRAY ZWEBEN

PARLIAMENTARIAN OF THE SENATE

JULY 15, 1975.—Ordered to be printed

U.S. GOVERNMENT PRINTING OFFICE

65-400 O WASHINGTON: 1976

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402 - Price 35 cents
Stock No. 052-071-00468-6

S. RES. 208

Submitted by Mr. Mansfield (for himself, Mr. Cannon, and Mr. Hugh Scott)

IN THE SENATE OF THE UNITED STATES.
July 15 (legislative day, July 10), 1975.

Resolved, That Senate Document Numbered 35, Ninetieth Congress, first session, entitled "Enactment of a Law", relative to the procedural steps in the legislative process, be revised by the Parliamentarian of the Senate, under the direction of the Secretary of the Senate, and be reprinted as a Senate document.

SEC. 2. There shall be printed ten thousand additional copies for the use of the Committee on Rules and Administration.

Attest:

FRANCIS R. VALEO.
Secretary.

II

ENACTMENT OF A LAW

CONGRESS

"All legislative powers" granted to the Federal Government by the Constitution are vested in the Congress of the United States, which consists of two branches—the Senate and the House of Representatives.

The Senate is composed of 100 Members. Each State, regardless of area or population, is entitled, under the Constitution, to two Senators. It is presided over by the Vice President of the United States, who is the President of the Senate. Senators are elected for terms of six years, and are divided into three classes, so that the terms of one-third thereof expire every two years.

Membership of the House is apportioned on the basis of the population of the several States, the number now being fixed at 435, but each State shall have at least one Representative. The House is presided over by the Speaker, who is chosen by its Members at the beginning of a Congress or when a vacancy occurs in that office. Members of the House are elected for two-year terms, being the same as the duration of a Congress.

Vacancies in the representation of any State in the Senate may be filled at a special election called for such purpose or by a temporary appointment by the Governor. In the latter case the appointee serves until the vacancy is filled by election in the manner provided by law. Vacancies in the House of Representatives can only be filled by an election for that purpose.

In addition to the 435 Members of the House, there are in that body a Resident Commissioner from Puerto Rico, and one Delegate each from the District of Columbia, Guam, and the Virgin Islands. They have the same rights and privileges as a Representative with respect to attending sessions of the House, engaging in debate, and serving on committees, but they do not have the right to vote.

The life of a Congress is two years. Under the provisions of amendment XX, the so-called "lame-duck" amendment to the Constitution, the Congress convenes in regular session of each year on January 3, unless by law it fixes a different day. Thus, each Congress has at least two sessions. The President, under the Constitution, may call a special session of Congress or either body thereof, whenever in his judgment it is necessary. He may even adjourn them to such time as he shall think proper in case of "disagreement between them, with respect to the time of adjournment."

Both Houses ordinarily meet at noon each day, but either may change its hour of meeting. Each House terminates its daily session at its own pleasure, usually by 6:00 p.m.; however, evening sessions are held when necessary. Neither House can recess or adjourn for more than three days without the consent of the other.

2

Bills and resolutions started on their way to enactment but left unfinished at the end of any session of a Congress, except the last, are proceeded with at the next session as if no adjournment had taken place; however, at the end of a Congress all such measures die on which final action has not been taken. Treaties and protocols, which are considered by the Senate only, do not die, but remain from Congress to Congress until disposed of; their consideration, however, must be resumed anew at the beginning of the next Congress. Nominations unacted upon in a session die and must be resubmitted to the Senate at the next session.

FORMS AND DESIGNATION OF LEGISLATIVE BUSINESS

All proposed legislation, and nearly all formal actions by either of the two Houses, take the form of a bill or resolution. When bills and resolutions are introduced or submitted, they take one of the following forms: In the Senate, they are designated with the prefix "S. ———," for Senate bills; "S.J. Res. ———," for Senate joint resolutions; "S. Con. Res. ———," for Senate concurrent resolutions; and "S. Res. ———," for Senate resolutions. In the House of Representatives, they have the following designations: "H.R. ———," for House bills; "H.J. Res. ———," for House joint resolutions; "H. Con. Res. ———," for House concurrent resolutions; and "H. Res. ———," for House resolutions. The bills and resolutions are numbered ad seriatim, in the chronological order in which they are introduced.

Senate and House bills and Senate and House joint resolutions, when passed by both Houses in identical form and approved by the President, become public or private law—public laws affect the Nation as a whole; private laws benefit only an individual or a class thereof. The procedure on both is identical, with the exception of joint resolutions proposing amendments to the Constitution of the United States, which under the Constitution must be passed in each House by a two-thirds vote of the Members present and voting, a quorum being present. They are not sent to the President for his approval but to the Administrator of the General Services Administration, who transmits them to the various States for ratification by at least three-fourths thereof. When so ratified, such amendments are valid.

Concurrent resolutions by either House do not become law; they are not signed by the President, nor by the Speaker and the Vice President. They are attested by the Secretary of the Senate and Clerk of the House and transmitted after approval to the Administrator of the General Services Administration for publication in the Statutes at Large. Concurrent resolutions have the force of both Houses and must be approved by them in identical form to be effective—they are used for joint housekeeping matters such as the creation of a joint committee or to express the sense of Congress.

A House or Senate resolution (H. Res. ——— and S. Res. ———) only has the force of the House passing it, and the action by the one House is all that is necessary—such resolutions are used for the housekeeping matters of the House passing it, such as creating an ad hoc investigating committee. They are also used to express the sense of the body passing them.

3

ORIGIN OF LEGISLATION

Legislation originates in several ways. The Constitution provides that the President "shall from time to time give to the Congress

information of the state of the Union, and recommend to their consideration such measures as he shall judge necessary and expedient."

The President fulfills this duty either by personally addressing a joint session of the two Houses or by sending messages in writing to the Congress or to either body thereof, which are received and referred to the appropriate committees. The President usually presents or submits his annual message on the state of the Union shortly after the beginning of a session.

The right of petition is guaranteed the citizens of the United States by the Constitution, and many individual petitions and memorials from State legislatures are sent to Congress. They are laid before the two Houses by their respective presiding officers or submitted by individual Members of the House and Senate in their respective bodies, and are usually referred to the appropriate committees of the House in which they were submitted.

Bills to carry out the recommendations of the President are usually introduced by the chairmen of the various committees or subcommittees thereof which have jurisdiction of the subject matter. Sometimes the committees themselves may submit and report to the Senate "original bills" to carry out such recommendations.

The ideas for legislative proposals may come from an individual Representative or Senator, from any of the executive departments of the Government, from private organized groups or associations, or from any individual citizen. However, they can be introduced in their respective Houses only by Senators and Representatives. When introduced they are referred to the standing committees which have jurisdiction of the subject matter.

Members frequently introduce bills that are similar in purpose, in which case the committee considering them may take one of the bills, and add the best features of the others for reporting to the parent body, or draft an entirely new bill and report it (known as an original bill) in lieu of the others.

Under Article 1, section 7 of the Constitution of the United States, all bills for raising revenue shall originate in the House of Representatives; but the Senate may propose or concur in amendments as on other bills.

PROCEDURAL STEPS IN THE LEGISLATIVE PROCESS

INTRODUCTION AND REFERENCE OF PROPOSED LEGISLATION IN SENATE

During the morning hour of each legislative day, Rule VII of the Senate provides that, after the Journal is read and the Presiding Officer lays before the Senate messages, reports, and communications of various types, he shall call for, in the following order:

"The presentation of petitions and memorials.
"Reports of standing and select committees.
"The introduction of bills and joint resolutions.
"Concurrent and other resolutions."

Under recent practices, however, nearly all of the bills and resolutions are presented by a Senator to the clerks at the Presiding Officer's desk for processing throughout the day, and without any comments from the floor. A few of them are still introduced from the floor, and any Senator, when making such introductions, usually discusses his proposal when he presents it. Only one Senator may introduce a bill or resolution, but commonly he does it for himself and other Senators as cosponsors. (See Figure I, p. 17.)

The rules require that every bill and joint resolution have three readings, each on a different legislative day, before passage—two of these to occur before reference to a committee. This is seldom done any more, however, since all bills and resolutions are available in printed form. The reading requirement on different days is rarely in-

voked, usually only when there are procedural conflicts, but it can be forced on the Senate by a single Senator.

A legislative day is the period between the meeting of the Senate following an adjournment and its next adjournment, which period, by recessing (as opposed to adjourning) from day to day, may include several calendar days.

After the second reading of a bill, it is referred by the Presiding Officer to the standing committee of the Senate which, in his judgment, has jurisdiction of the subject matter, or a preponderance thereof. The reference by the Presiding Officer is subject to an appeal to the Senate, which, by a majority vote, has power to overrule his decision and bring about a reference to a different committee. In the Senate unanimous consent is required to refer a bill jointly and/or sequentially to two or more committees having jurisdiction over the subject matter.

Endorsements showing the author and reference are made at the Presiding Officer's desk on each bill. These various proceedings are shown in the Congressional Record of that day and are noted in the Minute Book kept by the Journal Clerk. After being referred, the bill is sent by a page to the Office of the Secretary of the Senate and numbered by the Congressional Record Clerk. He delivers it to the Bill Clerk, who makes entries in the Bill Book and the computer-controlled data storage and retrieval system, showing the number, author, title, date, and reference. It is then turned over to the assistant Journal Clerk for proper notation in the Senate Journal of the proceedings of that day, and is subsequently sent to the Government Printing Office to be printed. Printed copies of the bill are delivered (usually the next morning) to the Secretary's office, and to the Senate and House document rooms, and are thus made available to the public. The original bill is then returned by the Printing Office to the Secretary of the Senate, who retains it in his files.

ANNUAL APPROPRIATIONS

After becoming law, legislative proposals are generally referred to as "legislative authority."

Funds for carrying on the work of the Government pursuant to "legislative authority" are provided in general and special appropriation bills, which usually originate in the House. The procedure is, briefly, as follows: The heads of the various departments and agencies of the Government prepare estimates on the cost of doing their work

for the year and submit these estimates to the Director of the Office of Management and Budget. He gives them careful consideration and then he prepares a budget for expenditures for each of the Government establishments based on their own official estimates. This budget is submitted to the President and, after his approval, is transmitted to the Congress.

The Committee on Appropriations of the House drafts the appropriation bills based on the budget submitted by the President. After passage of these bills by that body, they are transmitted to the Senate where they are referred to its Committee on Appropriations. After due consideration by the latter committee, they are reported back to the Senate, usually with recommended amendments, for passage by the Senate.

The budget is for the guidance of Congress; it is not obligatory upon either House to follow its recommendations. Since 1975 each House has had a Budget Committee, and Congress has had a specified procedure for dealing with the Budget. It may make changes as it sees fit.

The Government operates its business on a fiscal rather than a calendar year basis, beginning in 1976 on October 1 of each year and ending on the following September 30.

A clerk in the Secretary's office delivers a printed copy of each bill to the committee to which it was referred, taking a receipt therefor. The clerk of the committee enters it upon the committee's Calendar of Business.

Committees as a rule have regular meeting days, but they may meet at the call of their chairman or upon the request of a majority at other times. At these meetings matters on the committee calendar are usually the order of business, but any matter within the committee's jurisdiction may be considered, for example: an investigation of an agency of the Government over which it has jurisdiction, or to hear an official discuss policies and operations of his agency.

Any committee may refer its pending bills to its subcommittees for study and reports thereon. Most of the committees have standing subcommittees, and frequently ad hoc subcommittees are appointed to study and report on particular pieces of legislation or to make a study of a certain subject.

Committees or subcommittees generally hold hearings on all major or controversial legislation before drafting the proposal into a final form for reporting to the Senate. The length of hearings and the number of witnesses testifying vary, depending upon the time element, the number of witnesses wanting to be heard, the desires of the committee to hear witnesses, et cetera. Recommendations of the administration, in conjunction with the Office of Management and Budget, are sought by the committees on nearly all major legislation, but they are in no way obligated to accept such recommendations.

A subcommittee makes reports to its full committee, and the latter may adopt such reports without change, amend them in any way it desires, reject them, or adopt an entirely different report.

After consideration of any bill, the full committee may report it to the Senate favorably with or without amendments, submit an adverse report thereon, or vote not to report anything.

Committees need not act on all bills referred to them. Under the rules, a Senator may enter a motion to discharge a committee from the further consideration of any bill, but this is rarely done. By unanimous consent, some bills are discharged from one committee and sent to another. If a motion to discharge is agreed to, the bill is thereby taken out of the jurisdiction of that committee and placed on the Senate Calendar of Business. It may subsequently be referred to another committee.

COMMITTEE REPORTS

The chairman, or some other member of the committee designated for that purpose, reports bills to the Senate, and when reported they are placed on the Senate Calendar of Business, unless unanimous consent is given for immediate consideration. (See Figure II, p. 18.)

The action taken by the committee appears on the copy of the bill reported, and a written report, which is numbered ad seriatim, nearly always accompanies the bill. (See Figure III, p. 19.) The reports, like the bills, are printed by the Government Printing Office for distribution.

A reported bill passes through the same channels in the Secretary's office as an introduced bill, for notation of the proper entries on the records. It is reprinted, showing the calendar and report numbers, the name of the Senator reporting it, the date, and whether with or without amendment. Matters proposed to be stricken out of a bill by the committee are shown in line type, while matters proposed to be inserted are shown in italic. The committee report may include minority, individual, supplemental, and/or additional views, and these are printed as a part of the committee report on the measure.

The majority and minority leaders, as the spokesmen for their parties, and in consultation with their respective policy committees, implement and direct the legislative schedule and program.

Most measures are passed either on the call of the Calendar or by unanimous consent procedure. The more significant and controversial matters are considered under a unanimous consent agreement limiting debate and controlling time on the measure, amendments thereto, and debatable motions relating to it, when possible. This is done because otherwise debate is unlimited. Measures may be brought up on motion by a simple majority vote if they have been on the Calendar one legislative day. Such a motion is usually made by the majority leader or his designee and is usually debatable. The motion to proceed to the consideration of a measure on the Calendar is usually only made if unanimous consent to proceed to its consideration is objected to.

On highly controversial matters, the Senate frequently has to resort to "cloture" to work its will on the bill. Under Rule XXII, if three-fifths of the Senators duly chosen and sworn (sixty if the Senate is at full membership of one hundred) vote in the affirmative, further debate on the question shall be limited to no more than one hour for each Senator. On a measure or motion to amend the Senate Rules, it takes two-thirds of the Senators present and voting, a quorum being present, to invoke cloture.

7

Although under Rule VIII, which governs the consideration of bills on the call of the Senate Calendar, there is supposed to be a Calendar call each day at the end of the morning business, under current practice this very rarely occurs—the Calendar is usually called pursuant to a unanimous consent order. Rule VII makes a call of the Calendar mandatory on Monday if the Senate had adjourned after its prior sitting. This requirement may only be waived by unanimous consent, and it has become the practice of the leadership to almost invariably request that the requirement be waived.

Once a bill or resolution is before the Senate, it is subject to the amendatory process, both by the committee reporting it and by individual Senators offering amendments from the floor. A committee amendment reported as a total substitute (strikes all after the enacting clause and inserts new language for the entire bill) for the pending measure is always voted on last inasmuch as once a total substitute is agreed to, further amendments are precluded. With this exception, however, committee amendments take priority and are considered in order as they appear in the printed copy of the measure before the Senate. The only amendments from the floor in order during the consideration of these committee amendments are amendments offered to the committee amendments. Once the committee amendments have been disposed of, however, any Senator may propose amendments to any part of the bill not already amended, and while an amendment is pending, an amendment to the amendment is in order. By precedent, an amendment to an amendment to an amendment, being an amendment in the third degree, is not in order. However, the first amendment in the nature of a substitute for a bill, whether reported by a committee or offered by an individual Senator, does not kill a degree, being amendable in two more degrees.

There are certain special procedures in the Senate which limit the amendatory process. For example, during the consideration of general appropriation bills, amendments are subjected to the strictures of Rule XVI under which amendments proposing new or general legislation, non-germane amendments, and amendments increasing the amount of an appropriation, which increase has not been previously authorized or estimated for in the President's Budget, are not in order. Likewise, when operating under a general unanimous consent agreement in the usual form on a bill or resolution, amendments must be

germane. Germaneness of amendments is also required once the Senate has invoked cloture, and in addition any amendments considered under cloture must have been read prior to the Senate's vote on cloture. This latter requirement of reading is often waived under current practices by unanimous consent—Senators need only submit their amendments prior to the cloture vote.

When all committee amendments and individual floor amendments offered by Senators have been disposed of, the bill is ordered engrossed and read a third time, which step ends the amendatory process.

The next step, after the amendment stage, is the engrossment and third reading of the bill. This reading is usually also by title only, but, upon demand, the engrossed bill must be read in full. The question is then put upon its passage, which is carried by a majority vote.

8

If a bill has a preamble, sometimes referred to as "Whereases", it may be agreed to, amended, or striken out, after the bill has been passed. The title to a bill is also acted upon after its passage, and if amendments are made that necessitate a change in the title, the bill is accordingly amended. At any time before its passage, a bill may be laid on the table or postponed indefinitely, either of which motions has the effect of killing the bill; made a special order for a day certain, which requires a two-thirds vote; laid aside temporarily; recommitted to the committee which reported the bill; referred to a different committee; or displaced by taking up another bill by a majority vote.

Most bills are passed by a voice vote only, but where a doubt is raised in such a case, the Presiding Officer, or any Senator, before the result is announced, may request a division of the Senate to determine the question. Before the result of a voice or division vote has been announced, a roll-call vote may be had upon the demand of one-fifth of the Senators present, but at least eleven—one-fifth of the presumptive quorum of fifty-one.

In the case of a yea-and-nay vote, any Senator who voted with the prevailing side or who did not vote may, on the same calendar day or on either of the next two days the Senate is actually in session, make a motion to reconsider a question. On a voice vote or division vote, however, any Senator may make the motion. If made before other business intervenes, it may be proceeded with and is debatable. It may be laid on the table without prejudice to the main question and is a final disposition of the motion. A majority vote determines questions of reconsideration. If the motion is agreed to, another vote may be taken on the question reconsidered; if disagreed to, the first decision of the Senate is affirmed. The making of such a motion is privileged and may be made while another matter is pending before the Senate, in which case its consideration cannot be proceeded with except by unanimous consent or on motion. In such latter case the pending business would be displaced by agreeing to the motion.

Only one motion to reconsider the same question is in order. Such a motion, under rule XXI, may be withdrawn by the mover by leave of the Senate, which may be granted by a majority vote, or by unanimous consent. A bill cannot be transmitted to the House of Representatives while a motion to reconsider remains unacted upon.

ENGROSSED BILLS

The printed bill used at the desk by the Senate during its consideration as the official desk copy, showing the amendments adopted, if any, and endorsed as having passed, is sent to the Secretary's office and delivered to the Bill Clerk. Again, he makes the proper entries on his records and the data retrieval system. He then turns it over to the Enrolling Clerk who makes an appropriate entry on his records and sends it to the Government Printing Office to be printed on special white paper in the form in which it passed the Senate. This printed Act is attested by the Secretary as having passed the Senate as of the proper date, and is termed the official engrossed bill. (See Figure

IV p. 20.)

After the passage of a bill by one body, it technically becomes an Act (not yet effective as a law), but it nevertheless continues to be generally referred to as a bill.

9

BILLS SENT TO HOUSE

Engrossed bills are messaged to the House of Representatives by one of the clerks in the Secretary's office, who is announced by the Doorkeeper of the House.[1] Upon being recognized by the Speaker, the clerk announces that the Senate has passed a bill (giving its number and title) in which the concurrence of the House is requested.

Upon receipt of the message from the Senate, the Speaker refers the measures contained therein to appropriate committees. If, however, a substantially similar House bill has been favorably reported by a committee, the Senate bill, unless it creates a charge upon the Treasury, may not be referred but remains on the Speaker's table. It may subsequently be taken up or substituted for such House bill when consideration of the latter occurs.

HOUSE COMMITTEE CONSIDERATION

Senate bills and resolutions when messaged to the House may be referred by the Speaker to the appropriate House committee (see Figure V, p. 21), just as he refers all bills and resolutions introduced in the House. If referred, they are processed in much the same fashion as in the Senate—that is, endorsed for reference, recorded in the Journal, listed in the Congressional Record, and printed by the Government Printing Office for distribution. The House committees, like the Senate, have committee calendars of business and usually have regular meeting days [but may also meet on the call of their chairman] for the consideration of business pending before them.

The procedure of House committees in considering and reporting bills is much the same as that of the Senate committees; they also have standing subcommittees and ad hoc subcommittees. Under new House rules (adopted in January, 1975), a measure may be referred to a single committee, or jointly or sequentially to several committees, where more than one committee has jurisdiction over the subject matter.

After all House committees having jurisdiction have concluded consideration of a proposed bill, it may be reported to the House (see Figure VI, p. 22), with or without amendments. A written report accompanies each reported measure. (See Figure VII, p. 23.) When reported it is placed on at least one of the four House calendars, namely: Union Calendar, House Calendar, Consent Calendar, and Private Calendar. If it is a noncontroversial public bill, it may at the same time be placed on either the Union or House and the Consent Calendars.

There is one other House calendar called the Discharge Calendar. Only bills discharged from committees are ever placed on this calendar.

HOUSE CONSIDERATION

The House calendars have little relationship to the order in which the House transacts its business.

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[1] (Senate Journal, Apr. 23, 1789.) The original rule provided: When a bill or other message shall be sent from the Senate to the House of Representatives, it shall be carried by the Secretary, who shall make one obeisance to the Chair on entering the door of the House of Representatives, and another on delivering it at the table into the hands of the Speaker. After he shall have delivered it, he shall make an obeisance to the Speaker, and repeat it as he retires from the House.

10

In addition to the calendars, the House has special legislative days which have been established to expedite certain types of unprivileged business. The special legislative days are: Calendar Wednesday

(every Wednesday), District of Columbia (considered on second and fourth Mondays), and Suspension of the Rules (considered first and third Mondays, and the Tuesdays following those days). The Consent Calendar business is transacted on the first and third Mondays, and Private Calendar business on the first and third Tuesdays. Discharge Calendar business, if any, comes up on the second and fourth Mondays.

The business privileged for consideration in the House on special legislative days is defined in each instance. Generally speaking, after the regular routine business each morning, including the reading of the Journal, the House proceeds to the consideration of bills or resolutions if any are to be acted on that day. The order varies somewhat, as follows: (1) On special calendar and special legislative days, bills and resolutions are called up in pursuance of the procedure defined by the rules in each instance as mentioned above; (2) under unanimous consent, bills are called up in pursuance of such requests made and granted by the House regardless of the regular rules of procedure; (3) privileged matters, including general appropriation bills, conference reports, and the like, may be called up by the Members in charge of them at almost any time after they have been reported for three days, interrupting other less privileged business, providing the Representative in charge is recognized by the Speaker; and (4) the House can determine the order of its business and decide what bill to take up by adopting a special rule [simple House resolution] reported by the Rules Committee. The procedure for consideration of such measures is defined in each instance in the special rule. A special rule to call up a bill may be debated an hour before it is voted on.

Bills called up under the latter category are usually major or controversial pieces of legislation.

Bills which are first considered in the Committee of the Whole of the House are read for amendment under the 5-minute rule, after which the Committee of the Whole reports them back to the House for action on any amendments that may have been adopted and for final passage.

In the House as in the Senate, under the rules, bills are read three times before they are passed. After a Senate bill is passed by the House, with or without amendment, it is returned to the Senate; if there are amendments, the amendments are engrossed before being messaged to the Senate. All House bills passed are engrossed and messaged to the Senate. All House engrossments are printed on blue paper.

For more details on procedure in the House in its passage of bills, see House Document No. 377 of the 93d Congress, second session, by the late Dr. Charles J. Zinn, revised and updated by Edward F. Willett, Jr., Esq.

SENATE ACTION ON HOUSE AMENDMENTS

Senate bills returned with House amendments (see Figure VIII, p. 24) are held at the desk and almost always subsequently laid before the Senate by the Presiding Officer upon request or motion of a Senator (usually the manager of the bill). The Presiding Officer may also do

this upon his own initiative, but this is rarely done. After the House message has been laid down, the amendments may be considered individually or en bloc by unanimous consent. Any one of the following motions relating to the amendment or amendments may then be made, taking precedence in the order named: (1) A motion to refer the amendments to a standing committee of the Senate; (2) a motion to amend the amendments; (3) a motion to agree to the amendments; and (4) a motion to disagree to the amendments and ask a conference with the House. Usually number (4) includes authority for the Presiding Officer to appoint conferees on the part of the Senate, although the power to name conferees is in the Senate, not in the Chair. The number of conferees named varies widely. The usual range is seven to

eleven, but occasionally a larger number is appointed, especially in the case of general appropriation bills.

In the case of motion number (2), the amendments made by the Senate to the House amendments are transmitted to the House, with a request for its concurrence therein. If the House concurs or agrees in all the amendments (the words being used synonymously), the legislative steps in the passage of the bill are completed. The House, however, may amend the Senate amendments to the House amendments, this being the second, and therefore the last, degree in which amendments may be made. The House amendments to the Senate amendments are transmitted to the Senate, usually with a request for concurrence therein. As in the case of the original amendments, the Senate may agree to some, disagree to others, or ask for a conference with the House thereon. A conference may be requested at any stage of the consideration of these amendments in disagreement. If the Senate agrees to all of the House amendments to the Senate amendments, such action brings the two Houses into complete agreement, and likewise completes the legislative steps.

With respect to motion number (3), the concurrence of the Senate in the House amendments also completes the legislative steps.

With respect to motion number (1), the standing committee, after consideration, may recommend action indicated in motions (2), (3), or (4), and may make such motion accordingly.

BILLS ORIGINATING IN THE HOUSE

If a bill or resolution originates in the House, it follows the same steps as set forth above, except in reverse, i.e.: A House committee considers it first; it is passed by the House; it is messaged to the Senate and referred to a Senate committee; the committee reports it to the Senate and it is then acted on by that body. If amended, it is returned to the House for concurrence in the Senate amendments.

CONFERENCES

When the Senate requests a conference or agrees to a request for a conference and names its conferees, it informs the House of its action by message. After the second House agrees to the conference, appoints conferees, and apprises the first House of its action by message, all the papers relating to the measure sent to conference (referred to as the "official papers") are transmitted to the conference. This includes the original engrossed bill, engrossed amendments, and the various messages of transmittal between the Houses.

Since the conferees of each House vote as a unit, the House, like the Senate, may appoint as many conferees as it chooses to meet with the Senate conferees to reconcile the differences between the two Houses—the sole purpose of a conference. Thus, having a larger number of conferees than the other House does not provide an advantage.

After deliberation the conferees may make one or more recommendations: For example, (1) that the House recede from all or certain of its amendments; (2) that the Senate recede from its disagreement to all or certain of the House amendments and agree to the same; or (3) that they report an inability to agree in all or in part. Usually, however, there is compromise.

Conferees dealing with an amendment or a series of amendments, as opposed to an amendment in the nature of a substitute, are more limited in their options than conferees dealing with a bill passed by the second House with an amendment in the nature of a substitute. They can only deal with the matters in disagreement. They cannot insert new matter or leave out matter agreed to by both Houses, and if they exceed their authority, a point of order will lie against the conference report. Each House may instruct its conferees, but this is rarely done. Such instructions are not binding since conferences are presumed to be full and

free—one House cannot restrict the other House's conferees.

Where one House passes a bill of the other House with an amendment in the nature of a substitute and the measure then goes to conference, the conferees have wider latitude since the entire matter is in conference. They may report a third version on the same subject matter; all of its provisions, however, must be a germane modification of either the House or Senate version, or it will be subject to a point of order.

CONFERENCE REPORTS

The recommendations of the conferees are incorporated in a written report (see Figure IX, p. 25) and a joint statement of managers, made in duplicate, both of which must be signed by a majority of the conferees of each House. If there are amendments upon which they were unable to agree, a statement to this effect is included in the report. These are referred to as amendments in disagreement. The conferees cannot report amendments in disagreement where the bill had gone to conference after one House had amended it with a complete substitute for the other House's bill.

One report, together with the papers if the House is to act first, is taken by the House conferees, or managers, as they are termed in that body, and subsequently presented by them to the House, with an accompanying explanatory statement as to its effect upon the matters involved. The report must lie over three days in the House for printing, except during the last six days of a session. The Senate conferees take the other copy which is presented for printing under the requirements of the Legislative Reorganization Act as amended in 1970. To save time and expense, this requirement is frequently waived in the Senate by unanimous consent.

Normally, the House agreeing to a conference on a bill acts first on a conference report, but either House can act first if it has the official papers. Conference reports are privileged in both the Senate and the House. They cannot be amended, but must be voted upon as an

entirety. If amendments in disagreement were reported by the conferees, they are acted on after the conference report is adopted. After adoption by the first House, the conference report is transmitted with the official papers to the other House with a message announcing its action.

Assuming action by the House first, the Senate conferees could then present their report and ask for its immediate consideration. It does not have to lie over three days in the Senate, as it does in the House, and the motion to proceed to its consideration is not debatable; thus the Senate may act immediately. A motion to recommit a conference report may not be made in the second House acting on the report since the conferees of the first House were discharged when their body agreed to the report.

If conferees reach a complete agreement on all of the House amendments to a Senate bill, and the House adopts that report, the adoption of the report by the Senate completes the legislative action on the bill. If, however, there were amendments upon which an agreement had not been reached by the conferees, the adoption of the report by both Houses leaves the parliamentary status of these particular amendments in disagreement the same as if no conference had been held.

If the amendments on which an agreement could not be reached were House amendments, and the House acted on the report first, it could then recede from its amendments, eliminating the amendments in disagreement; and then, if the Senate adopts the report, the bill would have been cleared for the President's signature. If they were Senate amendments and the House acted first, the House could concur in the Senate amendments or concur in them with amendments. If the Senate amendments were concurred in by the House, that would clear the amendments in disagreement, and when the Senate agreed to the conference report, the bill would be cleared for the President's signature. If the House should concur in the Senate amendments re-

ported in disagreement with amendments, after the Senate agreed to the report, it could concur in the House amendments to the Senate amendments which would clear the bill for the President's signature. If the amendments reported in disagreement are not so disposed of, a further conference on these amendments could be requested by one House and agreed to by the other. When this happens, the two Houses usually appoint the same conferees. Until all the amendments in disagreement are reconciled by the two Houses, the bill cannot become a law.

If a conference report is rejected by one of the Houses, it so notifies the other body by message and usually requests another conference; however, it may merely notify the second body of its action without requesting a further conference, leaving further steps to be taken by the other House. Endorsements showing these various legislative steps and when taken are made on the engrossed bill.

When the two Houses reach a complete agreement on all the amendments, the papers are delivered to the Enrolling Clerk of the House where the bill originated. He prepares a copy of the bill in the form as finally agreed upon by the two Houses and sends it to the Government Printing Office for "enrollment," which means historically "written on parchment." The original papers on the bill are retained in the files of the originating House until the end of a Congress, when they are sent to the Archives.

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SIGNATURES OF SPEAKER AND VICE PRESIDENT

Upon receipt of an enrolled bill from the Government Printing Office, either the Secretary of the Senate or the Clerk of the House endorses it, certifying where the bill originated. If, after examination by the Enrolling Clerk of that House, the bill is found to be in the form agreed upon by both Houses, a slip is attached thereto stating that the bill, identified by number and title, has been examined and found truly enrolled. It is then presented to the Speaker of the House [2] for his signature, which is announced in open session. As a matter of custom, all enrolled bills are signed first by the Speaker. The bill is then transmitted by messenger to the Senate, where it is signed by the Vice President.[2]

Under the rules of the House, the Committee on House Administration is charged, when an enrolled bill has been duly signed by the Speaker and the Vice President, to present the same, when the bill originates in the House, to the President of the United States for his signature "and report the fact and date of such presentation to the House." If it is a Senate bill, this responsibility of presenting the bill to the President falls on the Secretary of the Senate.

An error discovered in a bill after the legislative steps in its passage have been completed may be corrected by authority of a concurrent resolution, provided it has not been approved by the President. If the bill has not been enrolled, the error may be corrected in the enrollment; if it has been enrolled and signed by the presiding officers of the two Houses, or by the Speaker, such action may be rescinded by a concurrent resolution agreed to by the two Houses, and the bill correctly reenrolled. If it has been presented to the President, but not acted upon by him, he may be requested by a concurrent resolution to return it to the Senate or the House for correction. If, however, the President has approved the bill, and it has thereby become a law, any amendment thereof can only be made by the passage of another bill, which must take the same course as the original.

PRESIDENTIAL ACTION—APPROVAL OR VETO

The President, under the Constitution, has ten days [3] (Sundays excepted) [4] after the bill has been presented to him in which to act upon it. If the subject matter of the bill is within the jurisdiction of a department of the Government, or affects its interests in any way, he

may, in the meantime, at his discretion, refer the bill to the head of such department for investigation and a report thereon. The report of

[2] When the Speaker and/or the Vice President are unable to sign duly enrolled bills or joint resolutions, they may be signed by the authorized presiding officers of the two bodies.

[3] Article 1, Section 7, provides that: "Every Bill which shall have passed the House of Representatives and the Senate, shall, before it become a Law, be presented to the President of the United States; if he approve he shall sign it, but if not he shall return it, with his Objections to that House in which it shall have originated, who shall enter the Objections at large on their Journal, and proceed to reconsider it. If after such Reconsideration two-thirds of that House shall agree to pass the Bill, it shall be sent, together with the Objections, to the other House, by which it shall likewise be reconsidered, and if approved by two thirds of that House, it shall become a Law. But in all such Cases the Votes of both Houses shall be determined by Yeas and Nays, and the Names of the Persons voting for and against the Bill shall be entered on the Journal of each House respectively. If any Bill shall not be returned by the President within ten Days (Sundays excepted) after it shall have been presented to him, the Same shall be a Law, in like Manner as if he had signed it, unless the Congress by their Adjournment prevent its Return, in which Case it shall not be a Law."

[4] In the computation of the ten days, the day on which the bill is presented to the President, like Sundays, is excluded.

such official may serve as an aid to the President in reaching a decision on the question of approval. If the President approves the bill, he signs it, giving the date (see Figure X, p. 26), and transmits this information, by messenger, to the Senate or the House, as the case might be. In the case of revenue and tariff bills, the hour of approval is usually indicated. The enrolled bill is delivered to the Administrator of the General Services Administration, who designates it as a public or private law, depending upon its purpose, and gives it a number. Public and private laws are numbered separately and serially. An official copy is sent to the Government Printing Office, to be used in making the so-called slip law print. (See Figure XI, p. 28.) The enrolled bill itself is deposited in the files of the General Services Administration.

In the event the President does not desire to approve a bill, but is unwilling to veto it, he may, by not returning it within the ten-day period after it is presented to him, permit it to become a law without his approval. The Administrator of the General Services Administration makes an endorsement on the bill that, having been presented to the President of the United States for his approval and not having been returned to the House of Congress in which it originated within the time prescribed by the Constitution, it has become a law without his approval.

The Supreme Court of the United States, in the case of *Edwards* v. *U.S.* (286 U.S. 482), decided that where the ten-day period extends beyond the date of the final adjournment of a session of the Congress, the President may, within such time, approve and sign the bill, which thereby becomes a law. If, however, in such a case, the President does not approve and sign the bill prior to the expiration of that period, it fails to become a law. This is what is known as a pocket veto. The United States Court of Appeals, in the case of *Kennedy* v. *Sampson*, 511 F.2d 430 (D.C. Cir., August 14, 1974), held that a Senate bill could not be pocket-vetoed by the President during an "intrasession" adjournment of Congress to a day certain for more than three days, where the Secretary of the Senate had been authorized to receive Presidential messages during such adjournment.

If the President does not favor a bill and vetoes it, he returns it to the House of origin without his approval, together with his objections thereto (referred to as the "veto message"). It should be noted that after the final adjournment of the 94th Congress, first session, the President, although he could have exercised the pocket veto, chose to return two bills in this fashion, giving Congress the opportunity to reconsider and "override" the vetoes.

The constitutional provision for reconsideration by the Senate is met, under the precedents, by the reading of the veto message, spreading it on the Journal, and adopting a motion (1) to act on it immediately; (2) to refer it, with the accompanying papers, to a standing committee; (3) to order that it lie on the table, to be sub-

sequently considered: or (4) to order its consideration postponed to a definite day. The House procedure is much the same.

If, upon reconsideration by either House, the House of origin acting first, it does not receive a two-thirds vote, the President's veto is sustained and the bill fails to become a law.

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If a bill which has been vetoed is passed upon reconsideration by the first House by the required two-thirds vote, an endorsement to this effect is made on the back of the bill, and it is then transmitted, together with the accompanying message, to the second House for its action thereon. If likewise reconsidered and passed by that body, a similar endorsement is made thereon. The bill, which has thereby been enacted into law, is not again presented to the President of the United States, but is delivered to the Administrator of the General Services Administration for deposit in the Archives, and is printed, together with the attestations of the Secretary of the Senate and the Clerk of the House of its passage over the President's veto.

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I.

Act of Aug. 26, 1852, ch. 91, 10 Stat. 30,
H.R. 299, 32d Cong., 1st Sess. (1852)

a. HOUSE BILL - H.R. 299, 32d Cong., 1st Sess. (July 14, 1852) as reported from the Committee on Printing.

A BILL

To provide for executing the public printing, and establishing the prices thereof, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the joint resolution entitled "Joint Resolution directing the manner of procuring the printing for each house of Congress," approved August third, eighteen hundred and forty-six, be and the same is hereby repealed.

SECT. 2. *And be it further enacted*, That from and after the passage of this act, there shall be elected a public printer by each house of Congress, to do the public printing for the Congress for which he or they may be chosen.

SECT. 3. *And be it further enacted*, That the following shall be the prices to be paid for such printing as may from time to time be ordered by Congress:

[2]

FOR THE FIRST CLASS,

CONSISTING OF THE BILLS AND JOINT RESOLUTIONS OF BOTH HOUSES.

For composition, per page, fifty cents.

For press-work, paper, folding and stitching, per page, for five hundred and eighty copies, seventy-five cents, and at the same rate for any greater number not exceeding one thousand copies.

FOR THE SECOND CLASS,

CONSISTING OF REPORTS OF COMMITTEES OF BOTH HOUSES, WITH INDEXES.

For the composition per page, octavo—

For small pica plain, one dollar.

For small pica rule, one dollar and twenty-five cents.

For brevier plain, one dollar and fifty cents.

For brevier rule, one dollar and seventy-five cents.

For the composition of tables larger than octavo—

Per one thousand ems, seventy cents.

For the press-work, paper, folding and stitching of the octavo size, per page—

For twelve hundred and fifty copies, ninety-five cents, and at the same rate for any greater number not exceeding fifteen hundred copies.

For the press-work, paper, folding and stitching of each table larger than octavo—

For twelve hundred and fifty copies, three dollars and fifty cents; and at the same rate for any greater number

not exceeding fifteen hundred copies.

For deduction on account of folding and stitching not required in the copies reserved for binding, per page for one hundred copies—

For the octavo size, one-quarter of a cent.

For each table larger than octavo, one-quarter of a cent.

Additional charge for the trimming, folding, stitching, or inserting of each map, chart, diagram, or plate, of any size or shape, in the copies not reserved for binding—

For one hundred copies, ten cents.

FOR THE THIRD CLASS,

CONSISTING OF THE JOURNALS OF BOTH HOUSES, WITH INDEXES.

For the composition per page, octavo—

For small pica plain, one dollar.

For small pica rule, one dollar and twenty-five cents.

For brevier plain, one dollar and fifty cents.

For brevier rule, one dollar and seventy-five cents.

For the press-work, paper, folding and stitching, per page, octavo—

For twelve hundred and fifty copies, ninety cents; and at the same rate for any greater number not exceeding fifteen hundred and fifty copies.

For deduction on account of folding and stitching not required in the copies reserved for binding, per page for one hundred copies—

For the octavo size, one-quarter of a cent.

FOR THE FOURTH CLASS,

CONSISTING OF THE EXECUTIVE DOCUMENTS OF EACH HOUSE, EMBRACING MESSAGES FROM THE PRESIDENT, REPORTS FROM THE SEVERAL EXECUTIVE DEPARTMENTS, OFFICES, AND BUREAUX, AND THE DOCUMENTS AND STATEMENTS COMMUNICATED THEREWITH, WITH INDEXES.

For the composition per page, octavo—

For small pica plain, one dollar.

For small pica rule, one dollar and twenty-five cents.

For brevier plain, one dollar and fifty cents.

For brevier rule, one dollar and seventy-five cents.

For the composition of tables larger than octavo—

Per one thousand ems, seventy cents.

For the press-work, paper, folding and stitching of the octavo size, per page—

For twelve hundred and fifty copies, ninety-five cents; and at the same rate for any greater number not exceeding fifteen hundred copies.

[5]

For the press-work, paper, folding and stitching of each table larger than octavo—

For twelve hundred and fifty copies, three dollars and fifty cents; and at the same rate for any greater number not exceeding fifteen hundred copies.

For deduction on account of folding and stitching not required in the copies reserved for binding, per page for one hundred copies—

For the octavo size, one-quarter of a cent.

For each table larger than octavo, one-quarter of a cent.

Additional charge for the trimming, folding, stitching, or inserting of each map, chart, diagram or plate, of any size or shape, in the copies not reserved for binding—

For one hundred copies, ten cents.

FOR THE FIFTH CLASS,

CONSISTING OF EVERY OTHER DESCRIPTION OF PRINTING NOT INCLUDED IN THE PRECEDING CLASSES FOR EACH HOUSE, WITH INDEX, AND DIVIDED AS FOLLOWS, VIZ:

PART A OF THE FIFTH CLASS,

Consisting of resolutions and other documents from State legislatures, memorials, petitions, and all other papers or documents, not included in parts B and C of this class:

For the composition per page, octavo—

For small pica plain, one dollar.

For small pica rule, one dollar and twenty-five cents.

For brevier plain, one dollar and fifty cents.

For brevier rule, one dollar and seventy-five cents.

For the composition of tables larger than octavo—

Per one thousand ems, seventy cents.

For the press-work, paper, folding and stitching of the octavo size, per page—

For twelve hundred and fifty copies, ninety-five cents; and at the same rate for any greater number not exceeding fifteen hundred copies.

For the press-work, paper, folding and stitching of each table larger than octavo—

For twelve hundred and fifty copies, three dollars and fifty cents; and at the same rate for any greater number not exceeding fifteen hundred copies.

For deduction on account of folding and stitching to be omitted in the copies reserved for binding, per page, for one hundred copies—

For the octavo size, one-quarter of a cent.

For each table larger than octavo, one-quarter of a cent.

Additional charge for the trimming, folding, stitching, or inserting of each map, chart, diagram, or

plate of any size or shape, in the copies not reserved for binding—

For one hundred copies ten cents.

PART B OF THE FIFTH CLASS,

Consisting of treaties, messages, reports, and other papers and documents ordered to be printed in confidence for the use of the Senate:

For the composition per page, octavo—

For small pica plain, one dollar.

For small pica rule, one dollar and twenty-five cents.

For brevier plain, one dollar and fifty cents.

For brevier rule, one dollar and seventy-five cents.

For the composition of tables larger than octavo—

Per one thousand ems, seventy cents.

For the press-work, paper, folding and stitching of the octavo size, per page—

For sixty-five copies, twenty cents; and at the same rate for any greater number not exceeding one hundred copies.

For the press-work, paper, folding and stitching for each table larger than octavo—

For sixty-five copies, two dollars; and at the same rate for any greater number not exceeding one hundred copies.

PART C OF THE FIFTH CLASS.

Consisting of tabular statements of the orders of the day, lists of yeas and nays, circular letters, and all other printing of a miscellaneous character not specified in either of the preceding classes, or in parts A and B of this class:

For composition, in whatever type, size, or form that may be required—

Per one thousand ems for plain work, fifty cents,

Per one thousand ems for rule and figure work, fifty cents.

For the press-work, paper, folding and stitching one hundred copies, per page—

For royal octavo or any size smaller, twenty cents.

For quarto post, one dollar.

For folio cap, one dollar.

For any size larger than folio cap, one dollar.

The paper to be used under this part (C) to be such as may be directed by the Secretary of the Senate and Clerk of the House of Representatives, respectively.

Per centage deduction for additional copies of either class.

For deduction on the prices above stated for the press-work, paper, folding and stitching, for furnishing additional copies of matter included in

in either of the aforesaid classes, the additional copies to be printed on the same paper, with the same ink, and in the same style as the usual numbers, viz:

For deduction for any number of copies—

Exceeding fifteen hundred, and not exceeding five thousand, none.

Exceeding five thousand, and not exceeding ten thousand, two per centum.

Exceeding ten thousand, and not exceeding twenty thousand, three per centum.

Exceeding twenty thousand, five per centum.

SECT. 4. *And be it further enacted*, That the Clerk of the House of Representatives and Secretary of the Senate shall purchase of the lowest and best bidder all the paper to be used for the public printing, said paper to be of a fine and smooth texture, weighing at least fifty pounds to the ream, not callender; the price or cost of said paper to be deducted from the prices for printing hereinbefore fixed.

SECT. 5. *And be it further enacted*, That a committee consisting of three members of the Senate and three members of the House of Representatives shall be appointed by the Speaker of the House and President of the

Senate, which shall constitute a Committee on Printing, which shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay in the execution of the public printing, and to make a pro rata reduction in the compensation if the work shall not be done in a neat, durable, and workmanlike manner, or to refuse the work altogether if not so executed as aforesaid. The committee shall audit and pass upon all accounts for public printing; but no bill shall be acted upon for work not actually delivered.

SECT. 6. *And be it further enacted*, That all motions to print extra copies of any bill, report, or other public document, shall be referred to the committee of the members of the house in which the same may be made; and all expenses for printing shall be paid out of the contingent fund of the two houses, in proportion to the number ordered by each, except the expense of composition, which shall be paid by the house first ordering the same to be printed.

That all acts or joint resolutions conflicting with the provisions of this act be, and the same are hereby repealed.

b. HOUSE HEARING - No hearings available.

c. HOUSE REPORT - No report available.

COMPILER'S NOTE

The following debates are from the Congressional Globe. It was necessary to have these pages typed as the small print on the three-column pages of the Globe became illegible when photocopied. The original page numbers from the Globe are indicated by an asterisk placed after the last word found on the page. The page number itself is displayed at the outer column of that line. For example, the last word on p. 2483 of the Globe is 'principle' and would be indicated in this manner:

be found more economical. But as the princi*ple is somewhat novel, and 2483

The outer columns also contain commentary on the debate. The sections of Title 44 of the U.S. Code which apply to specific parts of the debate are indicated by the section symbol '§' followed by the number of the section. For example:

The proviso in that section is in these words:
"Provided, That the Superintendent shall, at no time, employ more hands in the public printing and binding establishment than the absolute necessities of the public work may require." §305 ↓

d. HOUSE DEBATE - CONG. GLOBE, 32d Cong., 1st Sess., 1777-1779, 1792-1797, 2020-2023, 2025-2030 (1852)

PRINTING.

Mr. GORMAN. I ask the gentleman from Michigan to yield me the floor until I can make the report from the Committee on Printing, which I have been so anxious to submit for several weeks past.

Mr. STUART. As the gentleman from Indiana, as I understand, does not propose to take action upon that question at this time, but merely to submit the report, and to postpone its consideration, I yield the floor for that purpose.

Mr. GORMAN. I do not propose action now. I am instructed by the Committee on Printing to report to the House, "A bill to provide for executing the public printing, and establishing the prices thereof, and for other purposes."

Mr. G. Desirous of having the House advised of the details of the bill, as it comes up for consideration to-morrow morning, I move that it be printed.

Mr. CARTER. Can it be printed to-day?

Mr. GORMAN. I will say, in response to the gentleman, that I will see it shall be immediately printed, and laid upon the desk of each member to-morrow morning. * 1777

Mr. STANLY. I rise to a question of order. I suppose, sir, that this committee reports under the 20th joint rule. I wish to call the attention of the Chair to that rule, and desire to state, that I consider the committee have no authority to make a report of this kind. It is not within their province or their duty. They have no more authority to report this than to report any other matter pending before the House.

Mr. GORMAN. If the gentleman will allow me, I will relieve him from that difficulty. There have been referred to that committee various memorials for the establishment of a printing bureau, others for the adoption of other plans, and a bill of the Senate introduced into that body by Senator Clemen, of Alabama. They have all been considered by the committee, and the bill which I have reported is the result of their deliberations.

Mr. STANLY. The reference of these memorials does not confer authority upon the committee. We may refer to them memorials to alter the tariff laws, to establish a branch Mint, to raise an army, and to make appropriations for roads and canals, but the reference does not give that committee jurisdiction over them. If the rules are to be violated in this way, there will be no end of their violation at all. I want the decision of the Chair upon that subject as a precedent for our action hereafter. That committee have no power to handle this subject further than this rule is authority. The 20th rule reads as follows:

"20. A committee, consisting of three members of the Senate and three members of the House of Representatives, shall be chosen by their respective Houses, which shall constitute a Committee on Printing, which shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay on the part of the contractor to execute the work ordered by Congress, and to make a pro rata reduction in the compensation allowed, or to refuse the work altogether, should it be inferior to the standard; and in all cases the contractor and his securities shall be responsible for any increased expenditure consequent upon the non-performance of the contract. The committee shall audit and pass upon all accounts for printing; but no bill shall be acted upon for work that is not actually executed and delivered and which they may require to be properly authenticated."

Mr. STANLY. I maintain that under the rule this committee have no jurisdiction over that subject. They have to audit merely the accounts of the public printer, and to take such measures connected with the present public printing, account for the delay in its execution, and say what shall be deducted. They have no authority to report a bill to change the entire law of the land in regard to the public

printing.

The SPEAKER. During the last Congress, the Committee on Public Printing reported what was regarded by many gentlemen as a private claim. The question was then made, as it is now made by the gentleman from North Carolina, [Mr. Stanly,] that it was not competent for the Committee on Printing to make such a report. It was decided, however, that as that subject had been referred by the House to the committee, it was clearly in order. The Chair understands from the statement of the chairman of the committee, that the matters embracing the provisions of this bill had been referred to that committee. Unless the Chair has been misled in regard to the facts, it seems to me there can be no doubt as to the right of the committee to report the bill.

Mr. HAVEN. The precise point desired to be made is, not that the committee have not the right to report upon the subject when it is referred to them, but that they cannot report now in advance of the time when they shall be called upon for reports.

The SPEAKER. The rule is very clear that the Committee on Printing may report at any time.

Mr. HAVEN. The question is not whether they may not report at any time upon the ordinary business conferred upon them by law, but whether they can report upon general matters not pertaining to their duties under the existing law which may have been referred to them from time to time? That is the question, I understand.

The SPEAKER. The 21st rule reads thus:

"It shall be the duty of the Committee on Printing to report at any time."

There is in this no qualification. The decision of the Chair is, that it is in order for that committee to report upon any matter referred to it, or that they have a right to report upon under the rule, at any time; and he cannot recognize the distinction drawn by the gentleman from New York, [Mr. Haven.]

Mr. HAVEN. The point supposed to be made was this: that the rule was made in reference to the existing law, which declares that the committee have charge of this business, and of seeing that the contract is executed, and that they might report at any time upon these points. Now, subsequent to this, new duties are charged upon it, by reference of matter to them --.

The SPEAKER. In that immediate connection the gentleman will allow the Chair to say, that the reasons which the gentleman gives may be very good why the matter referred to that committee should not go there; but they do not, in the opinion of the Chair, furnish a ground for him to decide against its being in order, that matter having been referred to that committee.

Mr. MARSHALL, of Kentucky. It will be recollected --

Mr. HOUSTON. What is the proposition now before the House for discussion?

The SPEAKER. The gentleman from North Carolina [Mr. Stanly] raises a question of order, and several gentlemen have been indulged in explanations.

Mr. HOUSTON. If there is any matter to be settled, I am perfectly willing for it to proceed. I am exceedingly anxious, however, to take up and consider the appropriation bills. But this report has got in by reason of my having lost the floor by a privileged question.

Mr. MARSHALL. It will be recollected, as I stated before --

The SPEAKER. The gentleman from Alabama calls to order, and debate is not in order, unless an appeal is taken.

Mr. MARSHALL. I do not propose to discuss a question of order.

The SPEAKER. The Chair overrules the question of order raised by the gentleman from North Carolina, [Mr. Stanly.]

Mr. STANLY. I appeal from that decision, and ask the yeas and nays upon it. If I understand the Chair, a memorial being referred to this committee gives it power to report a bill at any time. At that rate they can report a bill for rivers and harbors -- to alter the tariff, or anything else, at any time.

The SPEAKER. The decision of the Chair is this: The House has referred to the Committee on Printing matter precisely such as is embraced in the bill. There is a

rule authorizing that committee to report an any time. The Chair, therefore, de-decides that the bill, or report of the committee, is in order. From this decision the gentleman from North Carolina [Mr. Stanly] takes an appeal.

Mr. MARSHALL, of Kentucky. I do not know whether, under the rules, this subject is debatable at all.

The SPEAKER. It is debatable, in the opinion of the Chair.

Mr. MARSHALL. Being in order, I will make a single suggestion.

Mr. STUART. I gave the floor to the gentleman from Indiana, [Mr. Gorman,] to make a report, upon the ground that it would not occupy any time. If this thing is to be discussed, I shall feel myself compelled to assume the floor.

The SPEAKER. The gentleman from Michigan, [Mr. Stuart,] and the whole House, by common consent, permitted the gentleman from Indiana [Mr. Gorman] to make this report. It is before the House, and it is for the House to determine what they will do with it.

Mr. STUART. But I yielded the floor conditionally for that purpose.

Mr. MARSHALL, of Kentucky. I understand that the question of order which the gentleman from North Carolina [Mr. Stanly] made, stopped the making of this report, because his question of order meets the report at the threshold, as to whether such a report can be made.

The SPEAKER. The Chair decides that the question of order was made in time to arrest the report.

Mr. Stuart. I ask if I am entitled to the floor? [Laughter.] I certainly was recognized by the Chair, and yielded the floor temporaily to the gentleman from Indiana. I said to the Chair and to the House, that inasmuch as the gentleman from Indiana only wished to introduce his report, and not to have any action upon it, which would take but a moment, I would yield him the floor temporarily for that purpose.

The SPEAKER. The gentleman from Michigan so stated when he made the report, but a question of order has been raised upon the report itself, and the gentleman from Kentucky [Mr. Marshall] is entitled to the floor. The Chair does not think it can be taken from him.

Mr. STUART. The gentleman from Kentucky is not speaking to the question of order.

Mr. MARSHALL. I propose to speak to the merits of the bill.

Mr. STUART. I understood the gentleman to bring up new matter entirely.

Mr. MARSHALL. I intended to make a motion as soon as I arose, for the reference of this report, in case the Chair had decided the question of order, and no appeal had been taken; but when the Chair announced that the appeal was debatable, I proposed to make a suggestion upon that point.

The SPEAKER. It is in order.

Mr. MARSHALL. The House will recollect, that when the difficulties occurred about the contract with the present public printer, the Committee on Printing assumed the position that this House had no right to instruct that committee, and that by the existing law, and by the constitution of the committee, they were beyond the power of the House. If the Committee on Printing bring in a bill, and it should be the pleasure of this House to recommit it to the Committee on Printing with instructions, what is to prevent them at once from assuming again that this House cannot instruct them to report a bill, and that they would not do it unless they please? And the very fact that they have it in their competency, such a position is evidence of the fact that they have no right to originate legislation; and the House will be placing itself in the absurd position of permitting a committee on memorials referred to it, to introduce general matters of legislation. When this House acts upon that matter of legislation, and sends it back to that committee, with instructions to prepare it in a definite mode, that committee can return back to the House for reply, that they are out of the power of the House, and that they will

not obey it. Gentlemen cannot escape from that conclusion, and this bill ought not to be entertained. It will be recollected, upon that occasion, that while this Committee on Printing had the particular matter of the contract under their supervision, in order to reach the matter of legislation, this House constituted a special committee, for the purpose of revisiting the laws and reporting a bill. Now, this bill is matter of general legislation, as I understand it, upon which a special committee of this House is now acting. I suppose that the House will refer the bill, at the proper time, to the special committee raised by the House, which has charge of the general subject-matter embraced in the bill.

Mr. STANTON, of Kentucky. I desire to ask at what time this committee was raised?

Mr. MARSHALL. It was raised immediately upon the last report of the Committee on Public Printing, while that matter was pending.

Mr. STANTON. It has been nearly two months ago.

Mr. MARSHALL. I do not know how many months ago.

Mr. STANTON. It has been a considerable time ago. Do they expect to report this session?

Mr. MARSHALL. We expect to report this session. I will state to my colleague that the committee has concluded upon the basis of its report, and will be ready to report as soon as they can get a scale of prices upon which to base a report. The committee has had no opportunity to report, as they have not the right to report at any time. Probably by the time we shall have an opportunity to report, we shall be ready to do so.

Mr. DEAN. Is a motion to lay the appeal on the table debatable?

The SPEAKER. It is not debatable.

Mr. DEAN. Then I make the motion to lay the appeal upon the table.

Mr. STUART. I suppose I can take the floor now, and go on with my business. My motion will override anything, except a motion to adjourn. I will never yield the floor again, unless the terms upon which I yield it are understood and
1778 adhered to by the Chair and the * House. My motion being a motion to reconsider, I understand, under the rules, is a privileged one, and takes precedence of everything, except a motion to adjourn.

Mr. HOUSTON. The motion is to lay the appeal upon the table.

The SPEAKER. The question is upon laying the appeal upon the table. The Chair did not understand the gentleman from Michigan [Mr. Stuart] as insisting upon his right to the floor.

Mr. STUART. Yes, sir; I do insist upon it.

The SPEAKER. The Chair will consider that question, and endeavor to decide it correctly.

Mr. DEAN. Does not a question of order take precedence of all other motions?

The SPEAKER. The Chair is of opinion that the privileged question raised by the gentleman from Michigan, must take precedence of the privilege of the Committee on Printing to report, if the gentleman insists upon it.

Mr. HOUSTON. I wish to know what is the state of the question? I have a privileged question remaining undisposed of that is confronted by the question of the gentleman from Michigan. Now I want to know what is the condition of this report, if any has been made?

The SPEAKER. A report has not been made, because the House has not received it, but it remains a proposition, to be determined upon, in the opinion of the Chair, after the expiration of the morning hour to-morrow, unless it be again shut out by some privileged question of a higher grade.

Mr. HOUSTON. Do I understand the Chair correctly, as saying that a report has been received from the Committee on Printing?

The SPEAKER. The question of the reception of the report is before the body. An appeal has been taken from the decision of the Chair, and a motion made to lay that appeal upon the table.

Mr. STANLY. But the Chair decides, that the report was not in order, and that the gentleman from Michigan [Mr. Stuart] had a prior right to the floor. That, of course, excludes it altogether.

The SPEAKER. The motion of the gentleman from Michigan takes precedence of the report.

Mr. STANLY. Then how could the report come in at all?

The SPEAKER. The motion of the gentleman from Michigan stops the consideration of the matter before the House, which is the proposition to report.

Mr. HOUSTON. Is this report, then, confined to the morning hour?

The SPEAKER. In the opinion of the Chair, it cannot be considered during the morning hour, but will be the first business in order in the House after the morning hour shall have expired.

Mr. HOUSTON. Then I wish to present another point of order. The express condition upon which the gentleman from Michigan agreed to let the report come in was that it should come in and be taken up in the morning hour. I understood that was the condition, and it was so stated by the gentleman from Indiana, [Mr. Gorman.]

The SPEAKER. The Chair did not so understand it.

Mr. HOUSTON. Was not that the understanding of the gentleman from Michigan?

Mr. STUART. I certainly so understood it.

The SPEAKER. The Chair understood it simply that the gentleman from Indiana should make his report from the Committee on Printing. He has attempted to do so. Objection was made to the reception of that report upon the ground that it was out of order. An appeal has been taken from that decision, and a motion is made to lay the appeal upon the table.

The gentleman from Michigan [Mr. Stuart] now calls up his proposition to reconsider a certain vote; which, in the opinion of the Chair, takes precedence of the motion of the gentleman from Alabama, [Mr. Houston,] and the proposition of the gentleman from Indiana, [Mr. Gorman.]

Mr. HOUSTON. I am satisfied that the gentleman's motion takes precedence of mine, and confronts me. I have no doubt about that. But I feel an interest in the matter, because if this question of printing intervenes between the appropriation bills and the action of this House, they will be put off until October, and we shall not get the work done at all.

The SPEAKER. Does the gentleman appeal from the decision of the Chair?

Mr. HOUSTON. I wished to present a suggestion to the Chair to see if I understood the Chair correctly in his decision. Here is a report, as I understand it, made from the Committee on Printing, and the Chair now decides without disposing of that report, although it is not made in the morning hour, and therefore not cut off by the expiration of the morning hour, that before that report is disposed of another member can rise and call up a privileged motion -- a motion to reconsider -- and thereby stop the action of the House upon the unfinished business wich was then before it. Now, I am aware if this report had been made in the morning hour, and the morning hour had expired, why, as a matter of course, the gentleman could have called up his privileged question.

The SPEAKER. Will gentlemen suspend for a single moment until the rule is read? The rule is as follows:

"56. When a motion has been once made, and carried in the affirmative or negative, it shall be in order for any member of the majority to move for the reconsideration thereof on the same or the suceeding day; and such motion shall take precedence of all other questions, except a motion to adjourn, and shall not be withdrawn after the said succeeding day, wihtout the consent of the House, and thereafter any member may call it up for consideration."

Mr. STUART. Now, I hope the gentleman from Alabama will allow me to proceed with my remarks.

The SPEAKER. The Chair reviews his decision in reference to the motion made by the gentleman from Michigan, and it is upon this ground: If the motion to reconsider is made when a different subject is before the House, it is entered and

remains until that subject is disposed of, and then takes precedence over other business, except the motion to adjourn. Therefore, in the opinion of the Chair, and according to the practice, as the book states, the motion of the gentleman from Michigan cannot interfere with the motion immediately before the House.

Mr. STUART. Then I am entitled to the floor when this motion is disposed of.

The SPEAKER. The gentleman will then be entitled to the floor.

Mr. HOUSTON. I understand that the pending motion now is to lay the appeal upon the table.

The SPEAKER. That is the question now before the House.

Mr. STANLY. As this motion is important, I demand the yeas and nays.

The years and nays were ordered.

The SPEAKER. The Chair will again state the question, so that there may be no misunderstanding, in reference to this business. The gentleman from Indiana [Mr. Gorman] presented a report from the Committee on Printing, embracing a proposition to change the existing law upon that subject, stating at the same time, which is not doubted by any one, that memorials concerning the matter contained in the bill, have been referred to that committee report. That being the case, the Chair unhesitatingly decides that the report is in order. From that decision the gentleman from North Carolina [Mr. Stanly] takes an appeal, upon the ground that the committee cannot act upon such matter -- cannot change the law, but has been constituted simply for the purpose of having that law regularly executed. The Chair thinks that is a fair statement of the gentleman's point of order.

Mr. STANLY. The committee have no authority, under the rules of this House, to alter the law.

Mr. BURT. Do I understand the Chair to say, that the committee report a bill to change the existing law?

The SPEAKER. This is the nature of the report.

Mr. BURT. And they ask authority to make that report after the expiration of the morning hour?

The SPEAKER. Yes, the propositions to change the law have been referred to the committee by the House. That is the ground upon which the Chair bases his decision.

Mr. HAVEN. Will the Chair allow me to inquire, that it may be stated, whether the report embraces any of the subjects which have been given in charge to the Committee on Printing by the law, or whether it is confined solely to the subjects which were referred to in these memorials?

The SPEAKER. The Chair is very free to answer that the law of the two Houses creating the committee, does not confer the power upon that committee, to change the law, but it was competent for the House to refer any matter they chose. The House is to be the judge of that.

The question was then taken upon laying the appeal upon the table, and it was decided in the affirmative -- yeas 108, nays 60; as follows:

YEAS -- Messrs. Aiken, Averett, Babcock, Thomas H. Bayly, Bocock, Bragg, Albert G. Brown, Buell, Burt, Busby, Joseph Cable, Caldwell, Thompson Campbell, Caskie, Churchwell, Cobb, Curtis, Daniel, John G. Davis, Dawson, Dean, Dimmick, Disney, Doty, Dunham, Edgerton, Edmundson, Faulkner, Fitch, Florence, Freeman, Thomas J.D. Fuller, Gamble, Gaylord, Giddings, Gilmore, Gorman, Green, Hamilton, Hammond, Isham G. Harris, Sampson W. Harris, Hart, Hendricks, Henn, Hibbard, Holladay, Houston, Ingersoil, Ives, Jackson, Jenkins, Andrew Johnson, James Johnson, John Johnson, Robert W. Johnson, Daniel T. Jones, George W. Jones, J. Glancy Jones, Preston King, Kurtz, Letcher, Lockhart, Mann, Mason, McCorkle, MeLanahan, McMullin, McNair, McQueen, Millson, Morrison, Murphy, Murray, Nabers, Olds, Andres Parker, Peaslee, Penn, Phelps, Powell, Price, Rantoul, Riddle, Robbins, Robie, Robinson, Ross, Savage, Schoolcraft, Scurry, David L. Seymour, Origen S. Seymour, Skelton, Smart, Smith, Snow, Frederick P. Stanton, Richard H. Stanton, Abraham P. Stephens, Stone, St. Martin, Stuart Sweetser, Townshend, Wallace, Wilcox, and Wildrick -- 108.

NAYS -- Messrs. Allison, Barrere, Bell, Bibighaus, John H. Boyd, Briggs, Brooks, George H. Brown, Burrows, E. Carrington Cabell, Carter, Chapman, Chastain, Cullom, George T. Davis, Dockery, Duncan, Durkee, Evans, Fowler, Goodenow, Goodrich, Grey, Harper, Haws, Haven, Horsford, John W. Howe, Thomas M. Howe, Thos. Y. How, Hunter, Landry, Humphrey Marshall, Martin, Miller, Miner, Molony, Henry D. Moore, John Moore, Morehead, Samuel W. Parker, Perkins, Porter, Reed, Sackett, Schermerhorn, Stanly, Benjamin Stanton, Thaddeus Stevens, Srother, Sutherland, Taylor, Walbridge, Walsh, Ward, Washburn, Watkins, Welch, Alexander White, and Yares -- 60.

So the appeal was laid upon the table, and the decision of the Chair was sustained as the judgment of the House.

Mr. GORMAN moved that the bill and report be postponed until to-morrow, and that they be printed.

The motion was agreed to. * 1779

PUBLIC PRINTING.

Mr. GORMAN. Has the morning hour expired?

The SPEAKER. The morning hour has expired.

Mr. GORMAN. Is not the next business before the House the bill in relation to the public printing?

The SPEAKER. The report from the Committee on Public Printing is the first business in order.

Mr. GORMAN. I ask for the reading of the bill.

Mr. HOUSTON. This bill has just been laid upon our tables, and I wish to know of the gentleman from Indiana [Mr. Gorman] whether he will not allow me to make a motion to postpone its consideration until to-morrow? It is impossible that members can have examined it since it came to our desks this morning. Then, sir, I have another reason why I wish to postpone. I have great anxiety to get through, if possible, with the Indian appropriation bill to-day. There is nothing befofe the Senate. They will get through the deficiency bill to-day; and my object is to send them that bill, that they may be at work upon it.

Mr. GORMAN. I would accommodate the gentleman certainly, or any one else in the House, if this were a new question; but the public printing has been subject to discussion so long, and the merits and demerits of every proposition have been discussed so long, that it is not like a new question. We have talked about it until it is perfectly familiar to the ear and the recollection of everybody. The rates and charges have been before the House since the first report of the committee upon the subject of public printing. The rates and charges originally reported to the House are the same as those in this bill; and there can be no kind of question raised that has not been raised, and no question discussed that has * not been discussed -- and conse- 1792
quently I cannot consent that it shall go over from day to day.

The Clerk then read the bill reported by the Committee on Printing, as follows:

Be it enacted, &c., That the joint resolution entitled "Joint resolution directing the manner of procuring the printing for the two Houses of Congress," approved August 2, 1846, be, and the same is hereby, repealed.

Sec. 2. Be it further enacted, that, from and after the passage of this act, there shall be elected a public printer by each House of Congress, to do the public §301
printing for the Congress for which he or they may be chosen.

Sec. 3. Be it further enacted, That the following shall be the prices to be paid for such printing as may from time to time be ordered by Congress: . . . (The bill as presented to the Committee on the Whole House is identical to the bill as it was introduced and referred to the Committee on Printing. See pp.)

. . . THE PUBLIC PRINTING.

Mr. JENKINS. Will the chairman of the Committee on Public Printing allow me to introduce a substitute for the bill which he reported, that it may be read for the

information of the House, if it is in order?

Mr. GORMAN. I am somewhat surprised to hear the gentleman from New York ask that of me, under the circumstances, but I cannot now say why. I certainly would extend to him any courtesy that I possibly could, but --

Mr. JENKINS. Allow me to say, I have no doubt the gentleman would be glad to extend to me any courtesy, and I hope therefore I may have an opportunity of offering the substitute.

1793 Mr. CARTTER. We will take care of it, if the previous question is called. *

Mr. CARTTER. I understand that the chairman of the committee designs calling the previous question, but before he does so, I desire to make an inquiry of him in regard to the precise application of the fourth section of the bill. The fourth section provides --

"That the Clerk of the House of Representatives and the Secretary of the Senate shall purchase of the lowest and best bidder all the paper to be used for the public
§511 printing; said paper to be of a fine and smooth texture, weighing at least fifty pounds to the ream, not calendar; the price or cost of said paper to be deducted from the prices of printing hereinbefore fixed."

I wish the chairman of the Committee on Printing would explain that provision. It appears to be that the amount paid for the paper shall be deducted, but no references is made to the price or quality of the paper.

Mr. GORMAN. I will endeavor to explain it. Members upon both sides of the House will remember that these bids were made with a view to the public printer being required to find the paper; this estimate of Towers was made with that view. Gentlemen will also remember that after the discussion in this House, there seemed to be a decided impression that the Government should buy the paper, that the public printer should not speculate upon it, and that it would then be of the style and texture, and weight that the Government desires its printing to be done upon. With that view, my friend from North Carolina [Mr. Venable] suggested an amendment almost in the precise words that are employed in this fourth section. After examination, I thought it proper that we should put in that provision; and it was put in. It simply provides that the price of the paper is to be deducted from the price of the composition and press-work.

Mr. STEVENS, of Pennsylvania. Will the gentleman allow me to ask him what is to be done with the contract with the present public printer? Is there any provision
1794 for that? *

Mr. GORMAN. Not in this bill.

Mr. STEVENS. Well, I should like to know what is to become of him; because we cannot elect a new printer until we get rid of the old one. The law nowhere authorizes us to dismiss him, but only to hold him on his bond for any deficiency in his
§301 work. Now, we have one printer, and I want to know what is to become of him?

Mr. GORMAN. If the law is repealed, the gentleman who is now the public printer will relinquish his contract. I can say that to the gentleman.

Mr. STEVENS. I do not know but that he will. What I want to know is, if the committee undertake to say that the repeal of that law repeals the contract between this Government and the present public printer?

Mr. GORMAN. Now, I think gentlemen ought to be satisfied with asking me questions.

Mr. SMART. I would like the gentleman to inform me --

Mr. GORMAN. I cannot yield to any further questions. I hope gentlemen will try to be reconciled, and be satisfied.

Mr. STEVENS. The caucus so decided.

Mr. GORMAN. Not at all. Men's consciences are not controlled upon questions of legislation, I apprehend, by the resolution of a caucus. It is a recommendation to friends, and that is all. It is to be expected, however, that there will be a liberal consideration paid to the dignified deliberation which was bestowed upon this question by Democrats who, I hope, were devoted to the welfare of their

country, as well as to the welfare of their party. It is a recommendation to their political friends of what they deem the best action to take. If any gentlemen differ with them, I hope it will be an honest difference -- I expect it will be. I make these remarks simply in reply to the gentleman from Pennsylvania.

Mr. Chairman, I shall take the responsibility of offering an amendment which has been handed to me by the gentleman from North Carolina, [Mr. Venable.] It will be remembered by gentlemen that there was a contest here some time since as to whether this House had a right to instruct the Committee on Printing. To obviate that difficulty, and entirely do away with all further argument of contest on the subject, the gentleman from North Carolina has handed me an amendment which I think ought to be incorporated in the bill. I will read it; it is to add to the fifth section the following:

Provided, That no contract, agreement, or arrangement entered into by the committee shall be binding, or take effect, until the same shall be reported to the House of Congress to which the printing belongs, and approved by the same; and when the printing relates to the business of both Houses of Congress, then it shall be reported to both Houses of Congress, and approved by them. §103

Mr. FITCH. I have prepared an amendment intended to obviate the same difficulty, and if the gentleman will permit me, I will read it. The fifth section of this bill is, I believe, substantially the existing law. Is it not?

Mr. FTICH. My amendment more clearly defines the duties of that committee. It is to strike out the word "which" in the fifth line of the fifth section and insert the following:

Whose duty it shall be, if there be any neglect, delay, or defect in the execution of the public printing, to report the fact, instances, and extent to the House and the Senate, and if joint instruction relative to this action be not given within three weeks from the date of their report, they shall --

Mr. GORMAN. The amendment of my colleague is substantially the same as that of the gentleman from North Carolina. The amendment of the gentleman from North Carolina covers all that ground, and consequently there is no necessity for accepting the amendment of my colleague.

The SPEAKER. The amendment of the gentleman from Indiana [Mr. Fitch] cannot be offered without the consent of his colleague.

Mr. GORMAN. I hope, sir, that after having disposed of this public printing, I shall be permitted to withdraw from this vexed question. I have never in my life had a public duty to perform in which I had so many conflicting elements to meet. I have never discharged a public duty with a more conscientious regard for the public weal and the service. In the selection of individuals to do particular jobs, I confess that my party predilections have sometimes governed me. But I have been so much annoyed, and have been so much subjected to the suspicions of gentlemen in regard to prices and in regard to my party predilections, that I think, after I have discharged my duty, and got the public printing once fixed upon a permanent basis, I shall ask the kind indulgence of the Chair to discharge me from further service on that committee. It is a committee upon which any gentleman who discharges his duty lays himself open to the constant criticism of his kindest and best friends.

Sometimes it has been a duty which I have really performed with reluctance. It is one which at the proper time I shall ask to be discharged from.

Mr. Speaker, as I said before, this bill has been discussed; the prices have been discussed; the merits of a proposition for a printing bureau have been discussed; the election of a printer has been discussed; the buying of paper by the Government has been discussed. Now you have a proposition plainly before you to repeal the existing law, to elect a printer, to fix the prices, and to provide that

the Government shall hereafter buy the paper on which the printing is done, and upon this question I now ask for the previous question.

Mr. MARSHALL, of Kentucky. I hope the gentleman will not insist on his demand for the previous question.

Mr. CAMPBELL, of Ohio. I ask the gentleman to withdraw the call for the previous question. There is one matter here which I should like to have explained.

Mr. JENKINS. I hope the gentleman will allow me to offer a substitute for the bill.

Mr. GORMAN. The gentleman from Ohio [Mr. Campbell] desires to propound a question, and for that purpose I will withdraw the demand for the previous question.

Mr. CAMPBELL. I should much prefer that the gentleman would withdraw the demand for the previous question, to allow me to submit a few remarks in relation to the bill.

Mr. GORMAN. I cannot do that.

Mr. CAMPBELL. The question I desire to ask, is substantially the same as that which was propounded by my colleague, [Mr. Cartter.]

Mr. GORMAN. Then I must insist on the previous question, for I have answered that question once.

Mr. CAMPBELL. At all events I did not understand the gentleman's explanation, and I desire to call his attention to it again. I understand that the committee have reported this bill, in pursuance of the recommendation of the caucus. The object of that caucus, as stated by the gentleman from Missouri, [Mr. Phelps,] was to allow a fair price for composition, press-work, folding and stitching -- Congress to furnish the paper. Now, sir, it will be observed that when the committee --

Mr. GORMAN. I cannot allow the gentleman to make a speech, because my time will be out, and I cannot then call the previous question.

Mr. CAMPBELL. I merely wish to explain to the gentleman --

The SPEAKER. The gentleman from Ohio is not in order. The gentleman from Indiana insists on his right to the floor.

Mr. CAMPBELL. The point I desire to submit is simply this --

Mr. GORMAN. I really cannot yield the floor any longer.

Mr. CAMPBELL. Well, I hope the previous question will be voted down.

Mr. JENKINS. Will the gentleman from Indiana allow my substitute to be read?

Mr. MARSHALL, of Kentucky. I desire to know if it is in order now to move to refer this bill to the Select Committee on Printing?

Mr. SPEAKER. The gentleman from New York [Mr. Jenkins] rose, and was recognized by the Chair, and appeals to the gentleman from Indiana [Mr. Gorman] to yield the floor to him for the purpose of having his substitute read.

Mr. JENKINS. I desire to have my substitute read; and then I will give way to the gentleman to move the previous question.

Mr. GORMAN. I cannot yield the floor, because my time will be out, and I cannot hold the floor for the purpose of moving the previous question.

The SPEAKER. In reply to the question propounded a moment ago by the gentleman from Kentucky, [Mr. Marshall,] the Chair would state that it is not in order to receive a motion to commit while the demand for the previous question is pending.

Mr. MARSHALL, of Kentucky. I thought that the demand for the previous question being made, but not seconded, the motion to commit took precedence. If the demand for the previous qeustion be seconded, the motion to commit cannot be made at all.

The SPEAKER. It cannot, nor can any motion intervene between the demand for the previous question and the putting of the question for seconding that demand.

Mr. MARSHALL. I appeal to the gentleman from Indiana [Mr. Gorman] to allow me to make a single remark upon this bill.

Mr. JOHNSON, of Arkansas. I rise to a question of order. I submit that this debate cannot be allowed after the demand for the previous question has been made. The Chair so stated.

. . . THE PUBLIC PRINTING AGAIN.

Mr. BRENTON. I desire to ask my colleague, the chairman of the Committee on Printing, [Mr. Gorman,] to withdraw the demand for the previous question.

The SPEAKER. The gentleman can propound no question unless the gentleman from Indiana [Mr. Gorman] withdraws the demand for the previous question.

Mr. GORMAN. I do not withdraw the demand.

Mr. MARSHALL, of Kentucky. I demand the yeas and nays upon seconding the demand for the previous question.

The SPEAKER. It is not in order to have the yeas and nays upon seconding the demand for the previous question. The gentleman can demand them upon ordering the main question.

Mr. SMITH obtained the floor.

Mr. MARSHALL. I move to lay the bill upon the table, and upon that motion I demand the yeas and nays.

Mr. SMITH. I desire to know if I have not the floor?

The SPEAKER. The gentleman from Alabama has the floor, and the gentleman from Kentucky cannot take it from him to make his motion.

Mr. SMITH. I rise to make a personal appeal to the honorable chairman of the Committee on Printing. I do it, as a friend to the principles of thc bill. But it is a matter of two much importance to be voted on under the operation of the previous question. There has been but one speech made, and that in favor of the bill. The thing should be more thoroughly investigated. The dis-* cussion heretofore had 1795
upon this subject has been of a very desultory character, and no distinct opinion on any particular branch of the subject has been arrived at; especially are we undecided upon the all-important question -- the price of the work. Now, sir, I appeal to the chairman of the Committee on Printing to withdraw his demand for the previous question. The honorable gentleman from Kentucky [Mr. Marshall] is the chairman of the Select Committee on Printing. I hope, sir, that the select committee will have an opportunity of making their report before the vote is taken on this bill. The special committee was raised to investigate this whole subject, on account of its great importance. If the House attempts to force this bill down, under-the operation of the previous question, I shall vote against every portion of it, and also against the candidate which may be brought forward under it. If we have a fair chance to investigate and make it right in its features, then I will sustain it, and the nominee of the party; for printing, sir, I can never consent to make a matter of money, a political principle. This subject of printing involves a vast amount of money, and it is our duty to attend to the Treasury untrammeled by party considerations.

Mr. MARSHALL. If the demand for the previous question is withdrawn, I will not make the motion to lay the bill upon the table.

The question was then taken upon seconding the demand for previous question, and the result was -- ayes 49, noes 98.

So the demand was not seconded.

Mr. JENKINS. I now offer the following substitute for the bill, which I send to the Clerk, and ask to have read.

Mr. HOUSTON. I want to make a suggestion to the gentleman from New York.

Mr. JENKINS. I hope I do not lose the floor.

The SPEAKER. The gentleman from New York is entitled to the floor, and it will be for him to say whether he will yield it to the gentleman from Alabama. [Mr. Houston.]

Mr. HOUSTON. I only desired to say, that I suppose the gentleman wishes to have his bill printed, and I propose that he should make the motion to print, and let the bill go over till members can have an opportunity to examine it.

Mr. JENKINS. If the bill is printed, that will answer my purpose. I move that the further consideration of this subject be postponed till to-morrow, and that the bill with the amendments be printed.

The SPEAKER. The bill has already been printed. Does the gentleman move that the proposed amendments be printed?

Mr. JENKINS. I submit that motion.

Mr. MARSHALL, of Kentucky. I move that the bill and amendments be referred to the Select Committee on Public Printing.

Mr. JENKINS. I believe I still have the floor.

Mr. KING, of New York. I hope my friend from New York [Mr. Jenkins] will have his amendment read, and we can then know how to dispose of it.

Mr. JENKINS. I have no objection to having the substitute read.

It was then read, in part, by the Clerk, as follows:

A bill amendatory of a joint resolution passed August 3d, 1846, entitled "A joint resolution directing the manner of procuring the printing for both Houses of Congress." Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall immediately be chosen by joint resolution of both Houses of Congress a Superintendent of Public Printing, who shall be a practical printer, and shall hold his office during the present Congress, or until another be appointed in his place: said Superintendent is hereby cloathed with all the authority conferred in and by said joint resolution, upon the Secretary of the Senate and the Clerk of the House of Representatives, the President or Vice President of the Senate, the Speaker of the House of Representatitves, and the authority conferred upon the Committee on Printing in and by the second section of said joint resolution; and he is hereby required to perform all the duties conferred by said joint resolution upon said officers, and each and every of them, except the duties of the Committee on Public Printing mentioned in the third section of said joint resolution.

Sec. 2. Be it further enacted, That the said Superintendent, when so appointed, shall take the oath of office prescribed in the second section of the act of the 3d of March, 1791, for clerks and other officers, and shall execute to the United States a bond, with two sufficient sureties, to be approved of by the President of the Senate and the Speaker of the House of Representatives, in the penalty of $10,000, conditioned for the faithful performance of the duties of his office. The said Superintendent shall, therefore, procure the printing necessary to be done before the close of the present session of Congress, or which may have been begun but not performed substantially according to contract, upon such terms as he may deem most advisable, and as shall best promote the public interest; and for that purpose the said superintendent is hereby authorized to purchase the requisite paper for said printing.

Sec. 3. Be it further enacted, That the said Superintendent be, and he is hereby authorized to contract for and purchase all paper for the printing of both Houses of Congress during his continuance in office; that contracts for paper shall, at all times, be separate from contracts for printing, and the same person shall not be allowed to contract both for printing and furnishing the paper; the contracts for printing to be done, and paper to be furnished after the close of the present session of Congress, shall be let and entered into in the manner prescribed in the first session of said joint resolution, and shall embrace the paper and printing for the residue of the present Congress only.

Sec. 4. And be it further enacted, That said Superintendent be and he is hereby authorized to decide upon the performance or non-performance of all said contracts, and whether the contracts be performed in due time, and to declare the same forfeited for non-performance. The contracts to be entered into for printing shall contain a stipulation that the printing shall be done in a reasonable time; which time may be designated as occasion shall require by the said superintendent; which conditions shall be inserted in each contract. Before declaring any contract forfeited for non-performance, the Superintendent shall immediately serve a written notice thereof upon the defaulting contractor, specifying the particulars in which sure

failure of performance consists, and the superintendent shall thereupon immediately proceed to relet such contract in the manner provided in the said first section of said joint resolution as herein amended; but he shall not relet such contract to such defaulting contractor. Said Superintendent shall forthwith cause the contractor, so failing to perform his contract, and his bail to be prosecuted in the name of the United States for the damages arising from such failure.

Sec. 5. Be it further enacted, That the said Superintendent shall personally superintend the business intrusted to his charge. He shall keep the samples of paper and printing upon which the contracts are let; he shall keep an accurate account of the paper furnished and the printing done, with the contract prices thereof and all expenses pertaining to said office. He shall make a full report of his doings at the opening of each session of Congress and as often as Congress or either House shall direct; and shall be entitled to receive a salary of $2,000 a year for his services.

Sec. 6. Be it further enacted, That within thirty days before the adjournment of every Congress, both Houses shall proceed by joint resolution, to choose a Superintendent of Public Printing, who shall possess the power and be subject to the same duties herein conferred and imposed upon the said Superintendent. Said Superintendent shall be entitled to the like salary, and shall hold his office for the period of two years or until another be chosen. So much of the said joint resolution of the 3d of August, 1846, as is inconsistent herewith is hereby repealed.

The following is the joint resolution proposed to be amended by the foregoing bill:

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Senate and the Clerk of the House of Representatives, be and they are hereby authorized and required, at the beginning of the final session of every Congress, to advertise, for four weeks successively, in all the newspapers published in the city of Washington, for sealed proposals for supplying the Senate and House of Representatives, respectively, of the next ensuing Congress, with the necessary printing for each; which advertisement shall describe the kind of printing and the quality of paper required, as near as may be, in the execution of the work; and said advertisement shall divide and classify the printing of the respective houses, as follows: One of bills and resolutions; one of reports of committees; one of journals; one of Executive documents; and one for every other description of printing; each class to be a separate job, and to be provided for by separate contract. The said advertisement shall also contain a designation of the place in the said city of Washington where such sealed proposals shall be received, and the day and time of day at which said Secretary and Clerk will cease to receive any further proposals. And the Secretary and Clerk aforesaid shall provide suitable samples of the printing required, and of the paper on which the same is to be executed, to be kept at the place so designated as aforesaid at least twenty days successively before the time of receiving proposals shall expire, open to the inspection of all persons desiring to make proposals for the printing aforesaid, intelligence whereof shall be contained in said advertisement. Immediately on the expiration of the time for receiving said proposals, they shall be opened by the Secretary and Clerk aforesaid in the presence of the Vice President, or President of the Senate, and the Speaker of the House of Representatives, and of such persons making proposals as may wish to be present. And the Secretary of the Senate, under the supervision of the Vice President or President of the Seante, and the Clerk of the House of Representatives, under the supervision of the Speaker, shall, thereupon, let each class of said printing to the lowest bidder, who shall furnish satisfactory evidence of his practical skill and his ability to do the work, and who shall offer good and sufficient security for the faithful execution of the jobs and contracts undertaken by him. And thereupon the Vice President or President

of the Senate and its Secretary, and the Speaker of the House and its Clerk, shall proceed to take bonds, with good and sufficient security, for the due and faithful performance of the work; and the officers aforesaid shall immediately thereafter report to their respective Houses all such lettings of printing, and the contracts relating to the same: Provided, That the said proposals shall remain sealed until the time appointed for examining the same.

Sec. 2. And be it further resolved, That a commiteee, consisting of three members of the Senate and three members of the House of Representatives, shall be chosen by their respective Houses, which shall constitute a Committee on Printing, which shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay on the part of the contractor to execute the work ordered by Congress, and to make a pro rata reduction in the compensation allowed, or to refuse the work altogether, should it be inferior to the standard; and in all cases, the contractor and his securities shall be responsible for any increased expenditure consequent upon the nonperformance of the contract. The committee shall audit and pass upon all accounts for printing; but no bill shall be acted upon for work that is not actually executed and delivered, and which they may require to be properly authenticated.

Sec. 3. And be it further resolved, That all motions to print extra numbers of any bill, paper, or document, in either House, shall be referred to the members of the committee of that House, who shall report upon the propriety of printing, and the probable expense thereof, as early as convenient. And all expenses for printing shall be paid from the contingent fund of the two Houses, in proportion to the number of copies ordered by each, except the expense of composition, which shall be paid by the House which shall have first ordered the printing of the paper or document; and if there should be a second composition, it shall be paid for by the House which shall authorize and direct the same; and when extra copies of any document or paper shall be ordered by both Houses, they shall be delivered to the two Houses simultaneously, in proportion to the number of copies by them respectively ordered.

Sec. 4. And be it further resolved, That all laws and parts of laws now in force, not in conformity with the provisions of this joint resolution, be and the same are
1796 hereby repealed. *

. . . Mr. KING. I am in favor of the contract system, and of letting out the work to the lowest bidder. I am in favor of the proposition submitted by my colleague, [Mr.
§511 Jenkins.] I believe, if it is fairly presented to the House, it will be adopted. All I ask is a fair and full consideration of it, and a full knowledge of it upon the part of the House. I am opposed to the motion to refer, because I believe the subject of printing of this House requires early and prompt action. We have not had our documents, and have been unable to furnish them to our constituents. We are unable to obtain those which are necessary for our own information in the matter of legislation. This business of printing, in my judgment, has been already postponed too long, and we ought to act promptly upon it. If, in the course of a day or two, the committee upon which is the gentleman from Kentucky, [Mr. Marshall,] could report, I would have no objection to postponing, but I do not think it ought to be postponed long. I am
1797 willing the further consideration should be postponed until to-morrow. . . *

THE REPORT ON PRINTING.

Mr. STANTON, of Kentucky. Is it in order to take up the printing matter?

Mr. CLINGMAN. I insist upon the regular order, and that we shall proceed with the bill just announced.

The SPEAKER. The Chair thinks that under the circumstances the gentleman from Kentucky [Mr. Stanton] may have a vote upon his proposition to proceed to another privileged question. It cannot be done without a vote of the House.

Mr. STANTON. I move that the House proceed to the consideration of the subject of printing.

Mr. FOWLER. Not to-day.

Mr. CLEVELAND demanded tellers; which were ordered; and Messrs. Cleveland and Chandler were appointed.

The question was then taken, and there were -- ayes 82, noes 45.

So the House agreed to take up the report of the Committee on Printing.

Mr. STANTON. It is not my purpose to detain the House with a speech.

The SPEAKER. The pending proposition is to refer the subject to the select committee.

Mr. STANTON. I will content myself with merely stating, for the information of the House, that the Joint Committee on Printing, and the Select Committee appointed some time ago upon the same subject, have had several conferences in reference to the character which should be given to this bill. After a great deal of deliberation, and after consulting with the most intelligent and experienced printers of this city, of whose services they could avail themselves, they came to the conclusion as * to the provisions which should be incorporated in this bill. 2020 They have drawn up a bill of that description, which the chairman of the Select Committee [Mr. Marshall] has under his care, and which he proposes to present to the House as a substitute for the bill now pending. I presume it will not be necessary to refer it back to the Special Committee or any other committee. The Joint Committee on Printing have agreed to the substitute which the chairman of the Select Committee has in his possession, and who will report it.

The SPEAKER. The pending proposition is to refer to the Select Committee.

Mr. MARSHALL, of Kentucky. The Special Commiteee on Printing have had this subject under consideration.

The SPEAKER. No amendment is in order while the motion to recommit the bill is pending. The motion pending is to recommit to the committee of which the gentleman from Kentucky is chairman, and it is upon his own motion.

Mr. MARSHALL. I will withdraw the motion to recommit the bill, in order that we may offer the substitute we have agreed upon for the bill.

Mr. POLK. Is it in order to move to lay the amendment upon the table?

The SPEAKER. That will carry the bill with it.

Mr. MARSHALL. Is it in order for me to move to strike out all after the enacting clause, and to insert after the first section?

The SPEAKER. There is a proposition of that kind pending. The gentleman can move to strike out the whole of the pending substitute, and introduce his amendment in lieu of it. It is competent, however, to amend the original bill, section by section, first.

Mr. PHELPS. I would inquire what is the motion pending. Is it to strike out the whole of the bill, and to substitute?

The SPEAKER. The gentleman from New York [Mr. Jenkins] proposed a substitute for the entire bill.

Mr. PHELPS. Is it not in order for the gentleman from Kentucky [Mr. Marshall] to move to strike out all after the first section, and to insert?

The SPEAKER. The pending proposition to do so would take precedence.

Mr. PHELPS. I understand the pending proposition is, to strike out all after the enacting clause and insert. Does the gentleman from Kentucky [Mr. Marshall] propose to strike out all after the first section and insert.

The SPEAKER. The Chair understood the gentleman from Kentucky as offering a substitute for the entire bill.

Mr. MARSHALL. I propose to strike out all after the first session and insert.

The SPEAKER. That is in order.

Mr. MARSHALL. The substitute which we offer has been printed, but there are one or two amendments which I shall have to add. I will explain to the House.

The SPEAKER. The Chair is informed that there is an amendment pending to the 5th section of the bill. It does not preclude the gentleman from Kentucky offering his amendment, but the Chair thinks that this amendment must be disposed of first.

The amendment was then read, as follows:

Provided, That no contract, agreement, or arrangement entered into by this committee shall be binding, or take effect until the same shall be reported to that House of Congress to which the printing belongs, and approved by the same; and where the printing relates to the business of both Houses of Congress, then it shall be reported to both Houses, and approved by them.

The original bill reported by Mr. Gorman, from the Joint Committee on Printing, was read, as follows: . . . (The bill as presented to the Committee of the Whole House is identical to the bill as it was introduced and referred to the Committee on Printing. See pp.).

. . .The question was then taken upon the amendment reported above, and it was not agreed to.

Mr. MARSHALL, of Kentucky. The bill which has been prepared by the special committee, of which I am chairman, is a very long bill, extending to twelve pages of printed matter, and embracing a great variety of details. If there is no objection, I will explain its provision during the course of my remarks, and express the views at the same time which I entertain upon the subject of the public printing. It is
2021 a subject to which I have given considerable attention, but from its * complexity and difficulty, I am not certain that the information I possess is to be relied upon, or that the views I entertain as to the best mode of managing it are safe guides to proper results.

The first section of the bill under consideration repeals the resolution of 1846, which established the contract system, whereby the public printing was let to the lowest bidder. I am perfectly satisfied, from the experiments which have been made under that resolution, that the system should be abandoned.

The contract system was established upon the idea that it secured economy, and was the fairest mode of selecting the printer, since it seemed to present the largest field for competition among those who were desirous of employment in the business of Congressional printing. Experience has demonstrated that fact, that neither of these elements, upon which the system was founded in theory, appear to work well in practice. First, economy is not secured; because the work, when performed at all, has always been badly executed, and comes to Congress so tardily that the subjects to which the printed matter relates have either been disposed of before we receive the document, or have passed away from the attention of Congress, for the want of the information the document is supposed to contain. It must be apparent to all that this delay compels Congress to legislate in the dark, or not to legislate at all; and consequently that it is disastrous to that intelligent determination of questions which the public expects from such a tribunal as this; also, fatal to the practice of enlightened public economy.

Independent of these considerations, experience has shown that while contracts have been repeatedly given under the system, there is no instance in which Congress has not memorialized, and appealed to for idemnity and remuneration for alleged losses of the contractors. Our files now contain such memorials from Wendell and Van Benthuysen, from Ritchie, and we shall have another from Hamilton. Congress seldom resists such applications when urged with perserverance. The votes which have been taken in this and the last Congress, upon some of these applications, leave little room for doubt that whatever expectation may have been formed of realizing economy of expenditure by resorting to a contract with the lowest bidder, will be disappointed by the ultimate settlement with the contractor, who appeals from the hardships of his contract to the generosity and magnanimity of Congress.

The delay -- the imperfect execution of the work -- the inconvenience of legislating without the aid of printed matter, embodying the information submitted to the consideration of Congress, would seem to present sufficient reasons to abolish the system. The printing ordered by the last Congress is not yet completed -- that

ordered by this Congress has been delayed, as we all know, to a degree and extent which has been greatly inconvenient, and indeed prejudicial to the public interests. It will always be thus under that system. But, in the second place, the idea of enlarging the field of competition for the employment and securing fairness among bidders, has proved an error also.

The public printing was divided into five classes by the advertisements, with a view that different bidders might propose for a part only, or for parts, or for the whole, as might suit their desire and their capital. They who understand the character of the work, possess great advantages in forming their bids over printers who do not understand it. Such persons may bid for three classes, or for the whole, and by bidding low upon a class in which little is to be done, may secure a contract, by reason of their average of the whole falling below the fair bidder for a single class who asks fair and living prices for that class. The same thing obtains when only a single class is bid for. Thus, the advertisements may be for proposals to print the fifth class -- so much for what is to be done in one kind of type, and so much for what is to be done in other kinds of type. The printer who knows the probable quantity of each kind of type to be used in that class, will propose to set up for nothing per page in that type in which he foresees that very little will be required, and at a very high rate for that in which he sees that much will be required, and so takes advantage, by the average, of the fair bidder who looks to a compensation for whatever type may be used, and bids accordingly. The like advantages are taken in the rates of press-work, and whatever else appertains to the work. There are minutiae in this business which you and I cannot understand -- which practical printers cannot, unless they are entirely conversant with the routine of Congressional printing -- of which our clerks and committees know little or nothing, and the results of all our attempts to put the system in force, have produced the conviction, upon my mind, that the printers here in Washington can combine and confound us whenever it suits their interest or pleasure; and should some unfortunate wight catch a contract that results disadvantageously, Congress is then to be besieged for indemnity or remunneration, and yielding to the appeal, stands a first-rate chance to pay, in the settlement, a higher price for bad work than would have bee requisite, under other circumstances, to have secured neatness, dispatch, and workmanlike execution of the same printing. §301 §501

My own reflection upon the contract system has included the conclusion that it is erroneous in the very principles upon which it is based. The principle is, that he is the best person to employ who will work the cheapest. The only criterion the system proposes whereby to judge the person to be employed, is the cheapness of the bid. As this is to be repeated at each Congress, by advertising anew for new proposals, and constantly referring the decision of the choice to the same standard, (the rate of the bid,) it will be seen that, no matter how faithfully the public printer may have executed his contract, or how much he may have expended in his preparation to do the work so as to suit the wishes of Congress, or how much Congress may desire to continue him in that employment, the system closes the door upon him, and upon Congress also, if any competitor shall have underbid him to the amount of five dollars. This fact makes the contract for the printing of Congress a most hazardous enterprise for a man of business. He must necessarily invest very extensively in materials essential to the conduct of his business, and must keep a large capital in movement to pay ordinary and extraordinary expenses. Should he fail to secure a renewal of the contract after his first term, the depreciation upon his stock will overbalance any legitimate profits he could make on a fair contract; for no property that I know of is so unavailable as old presses, half-worn type, desks, cases, and the ordinary fixtures of a printing establishment. Hence you find, practically, that the contractor is not prepared, and fears to prepare himself to execute the work with dispatch; for the law holds out no assurance of continuance in employment as a reward for fidelity to his engagement,

but, on the contrary, proclaims that skill, honesty, and the proper performance of the contract, will all be borne away and overwhelmed by a bid, if it shall be ten dollars cheaper than the bid of the printer who may have invested his means as I have supposed.

This system is an appeal to the avarice of labor for employment. Government stands in the market with work to be done, and means to pay for it, asking laborers to compete for it; but, unlike a private individual pursuing his own interest, Government declare that it does not mean to choose among the competitors from a comparison of ability, capacity, and fidelity -- the only test is cheapness. He who is worthless may succeed over him who is able, and faithful, and tried, and ready to proceed with the work. The result has been, and will be, that the incompetent and adventurous will succeed in procuring contracts they cannot fill, and soon fail to execute -- public loss occurs -- the Government suffers -- while, not unfrequently, the contractor is ruined.

It may be replied that the Government secures faithful performance by taking bond with sureties from the contractor. Why, sir, how fallacious is such an idea! What are such bonds worth? Where have been the recoveries on public bonds during the whole history of the Government? Even when public funds have been embezzled by fiduciaries, the bonds have not secured a reimbursement, and more seldom have any contractors in any branch of service been successfully prosecuted for liabilities incurred. A public printer's bond! Why, Mr. Speaker, no suit could be instituted to mark the damages resulting from a delay in executing Congressional printing, and none will ever be instituted which would pay the costs of the prosecution. No system is wise, in connection with the public printing, which provides for a determination of the choice by the cheapness of the bid alone, and which deprives the employer of the right to judge from knowledge, of the ability and capacity of the employee to perform the service. No system can be wise when defaults under it are accompanied by no penalty which can be practically enforced, or when political partialities of the general magnanimity of Representatives may turn failures and losses under a contract into the basis upon which to found indemnities which will turnout to be heavy rewards. Congress will not pursue the obligor who has failed to perform a ruinous contract, and much less will it pursue innocent sureties. These considerations have induced me to recommend an entire change of the system.

Two methods of executing the public printing were suggested in lieu of the contract system: 1st. The establishment of a Government printing office under the direc-
§301 tion of a superintendent. 2d. The employment of a public printer to execute the work, according to prices fairly remunerative, and to be regulated by law. The bill we have reported combines both these plans, yet adopts neither entirely.

Great objections exist to the adoption of the plan of a Government printing office. It establishes a printing office upon the means of Government, which may be used by those to whom it may be intrusted, for other purposes than mere Government printing -- purposes which may be used by those to whom it may be intrusted, for other purposes than mere Government printing -- purposes which may make it a means of oppressing those who have engaged private capital in the same kind of business. Congress cannot watch the operations of such an establishment, and persons engaged in such an office will undertake, on private account, at leisure hours, a thousand jobs, which have no relation to public affairs, to the detriment of other printing establishments, in the city or out of it.

Immense outlays of money will be required to supply the wastage of material, where the Government is the source of supply. Experience proves, that when private interest watches the preservation of means invested, there will be a proper effort to prevent the wastage of the original stock, and, consequently, greater caution in the use of it. Were a printing office purchased by Government, still, a superintendent must be employed; journeymen printers must be the compositors; presses, and paper, and ink, must be the means of executing the work. If a profit is derivable from the use of presses, paper, and ink, by individual enterprise, it is urged that, by this

expedient, that profit will be saved. But, in lieu of the profit saved, Government will expend large sums for ground and buildings, in salaries and wages, and be subjected to unusual wastage; for what belongs to the public will not be taken care of by persons engaged about a printing office.

Again: such an enterprise will cut off all who have invested their means here for the purpose of earning a livelihood by printing, and who looked to the patronage of Government, through its multiplied departments, as one of the supports for their trade. The special committee have compared the advantages and disadvantages to result from this plan, and have concluded to recommend against its adoption, and in favor of the election, by each House in Congress, of the public printer for the Houses respectively. No objection exists to this mode but the abuse which springs from the influence of political partialities. The dominant political party in each Congress will elect a politicial friend -- in all probability the conductor of a central party newspaper. To such a person, when elected, profitable jobs of printing will be given, and, it is feared, occasions will be sought for the grant of extra allowances. Political parties are constantly changing in this Hall. The majority of to-day is the minority of to-morrow. So far as party patronage is concerned, the plan of electing a public printer is as fair for one party as another. The fear to be entertained is, that the order of party feelings may cause forgetfulness of the public interest in the struggle for power. Party fealty is often invoked to rescue a party favorite, or a party organ, from apprehended ruin; and then allowances may be made, for which there exists no necessity in the pursuit of genuine public interests. But, Mr. Speaker, what check can be placed upon a majority determined to take such a step? If you have the contract system, the extra * allowance will be made in the shape of indemnity for alleged losses. If you have a Government printing office, it will be extended under some new form. The best remedy is to establish the rates beforehand, and by law, and then he who takes the printing will see what he may expect, and, as his work progresses, let him draw his pay, according to those rates. The only fear must spring from a distrust of the Representatives of the people; and, in Government like this, if the people may not repose securely upon their Representatives in Congress, they cannot expect to rely upon any power known to the Constitution. 2022

The bill provides for the appointment of a superintendent of the public printing, who shall be a practical printer, and versed in a knowledge of all that appertains to printing and book-making. Withal, he is not to have interest in any contract for paper, ink, or printing. Upon this person the bill imposes the duty of giving out the matter to be printed; of receiving it when printed; of examining the work and rejecting it when unfaithfully or improperly executed, and of attending to the dispatch with which it is done. He has a liberal salary allowed to him, and he is to be restrained from a violation of his official obligations by bonds and by penal sanctions. §301

The idea of the committee is, that the advantages to arise from a printing bureau are secured by this employment of a practical printer to take the general and particular supervision of this branch of the public business. He will be disinterested between the Government and the printer; but, should he attempt oppression, he may be removed from office, or his decisions may be reviewed by the Joint Committee on Printing. It is supposed by the committee that the same character of talent which enables a foreman of a heavy book concern to guide its operations in the business of publishing, would be able to render satisfaction in the office of superintendent of the Government printing. In order to reduce the printing to a system which can be regulated by law, the bill requires the departmental and bureau printing, as well as the printing of Congress, to pass through the hands of the superintendent, and that he shall register it both as it goes to and returns from the public printer, to the end that a complete exhibit, intelligible to the country, may be made of the amount annually drawn from the

public Treasury on account of public printing. At present this class of expenditure is clothed under the title of "contingent expenses," both by Congress and the Departments, and there is great difficulty in understanding the subject. We want a plain tableau of the expense, made out, item by item, like a merchant's account, that the country may look upon it embodied in a single report. Economy may then be practiced when popular observation can be fixed upon the annual result, and when the Representatives of the people can see at one view how much is to be estimated annually for public printing. I do not know, you do not, and I doubt much whether one among us can say how much is spent for printing by this Government from year to year. We know that the sum paid for Congressional printing has swollen to hundreds of thousands of dollars; but I have not the glimmering of an idea as to how much the printing of the Executive Departments costs the Government. So far as I can see, it is dispensed by the heads of Departments and chiefs of Bureaus, without responsibility for waste, without accountability for extravangance, and at their own will. By the plan proposed, instead of being covered up under the heading of contingent or incidential expenditures, we shall have a business record, and a change to fix proper responsibility upon whatever branch of Government may perpetrate abuse.

The superintendent is to execute bond for the faithful performance of his duty in the sum of $20,000, with sureties to be approved by the Secretary of the Interior, and should he violate his duty he may be prosecuted on his bond. But if he becomes interested in any contract relating to the furnishing of paper or relating to the printing, he may be fined, at the discretion of a jury, to the amount of $10,000, and may be imprisoned in the penitentiary for five years, besides forfeiting his place. Unless he should be capitally executed, no sterner penalty for a breach of duty could have been devised. The committee have provided by this bill, that the paper on which all public printing shall be executed is to be purchased by Government, under contract and by a sample. Experience has demonstrated that heavy speculations may be made in the article of paper, on which the public printing is executed. A public printer may engage to furnish paper of a specified quality, weight, and texture, but if the paper which he does provide falls a little short in size or weight, the decrease in price becomes a profit to the printer, illegitimately procured at the expense of the Government. These items, running through a heavy paper account, swell to thousands of dollars; and are so much abstracted improperly from the Treasury by an unfaithful public servant. This bill completely guards against such an abuse in future, by directing the superintendent to advertise for the annual supply of the paper, and to accept the bid with a sample, which shall be preserved. By that sample
§509 all the paper received under the contract must be compared, and to it must conform. Now, the examination of paper is made after the printing is executed upon it -- then it will be examined by a disinterested person, and may be returned if it is not of proper quality, or shall fail to come up to the proper standard. The bids for the
§511 paper contract will be opened by the superintendent in the presence of the President of the Senate and the Speaker of the House, and the contract shall be awarded, under their supervision, to the lowest bidder, whose sample shall most nearly conform to the specifications in the advertisement for proposals. But, it will be remarked that the provisions of the bill are so guarded that the officer who issues the advertisement at the close of each Congress, will not be the officer who awards the contract; for the superintendent will go out of office at the commencement of Congress, and his
2023 successor will open the proposals after the election of a Speaker of the House. * . . .

Mr. CHANDLER. Having been called upon, in the absence of the chairman of the Special Committee on Printing, to look carefully into the business, I will say that I consider there are three ways in which the House can accomplish its printing, and I presume that whatever improvement could be made upon the plan, at present we consider that the mode now adopted is exploded, and that we must abandon it. I have considered, with great care, the plan of providing a public printing office, and, though I believe that will be found, hereafter, the best, yet I believe now we are not the best prepared for it. The plan here proposed is that which I believe remains to us alone for adoption; and the details, as presented by the chairman of the committee in

the bill before us, have been prepared with much care, and after consultation with practical men.

I repeat, before leaving the floor, for the use of which I have to thank the honorable gentleman from North Carolina, that the utter dislike which Congress has recently manifested to what it calls the contract system, compelled the select committee to regard that as inadmissible for the present, and hence directed their attention to other modes. A careful investigation led to the belief that whatever may be the claims upon the attention and approval of Congress of a plan to establish a Congressional or National printing office, this House is not yet prepared for the adoption of that plan. Five years hence it will present itself in a more acceptable light. The plan proposed, then, is the only one which seemed to commend itself to the committee by its general utility and its acceptability by Congress. The state of the Congressional printing, and the feeling of the Committee on Printing, suggest the necessity of immediate action; and, let me say, I cannot doubt that, should a change be made, that this Congress will, with its accustomed liberality, see that the contractor does not suffer by the change which may militate greatly against his private interest. I have no strong preference for one plan over another -- for this over any on the table. Only having assisted in procuring information upon which the bill is founded, I am willing to try to remedy existing evils, and place the printing of Congress where it will be done creditably and advantageously. *

2025

Mr. ORR. If we refer to the debates in the Congressional Globe, it will be seen that the gentleman from Kentucky, [Mr. Marshall,] the chairman of the select Committee on Printing, as well as myself, have for three years been strenuous advocates of the contract system. We have done everything in our power to have it executed. I believe when we commenced at it, that we could succeed. I have become satisfied, from the experience of the present session, that it is impracticable in consequence of the circumstances which surround us here. A contractor comes forward, enters into a contract, and is unable to perform it. When you desire to have recourse upon his sureties, for the purpose of holding them responsible for his failure of performance of his contract, they are found to be insolvent.

§512

The public printing is delayed. We are now in the eighth or ninth month of the session. We have been here since December, and only eight copies of the first and second parts of the President's message have been delivered to the members of this House, and of the third part not a single copy. It is apparent, then, that something must be done, that some change must be made, and when the Committee on Printing made their report the other day, I objected to that report on this ground -- and I think the report of the Special Committee obviates the objections I then had -- that the joint committee, in fixing the scale of prices, allowed the price of the paper to go into the compensation. The difficulty growing out of that is this: Suppose the paper was worth six dollars a ream, and the work to be put upon it worth six dollars. That would make twelve dollars the Government would have to pay for the ream, the printer getting six dollars for his labor. But if the paper rose to seven dollars a ream to-morrow, the printer would only get five dollars for the same labor, and if the paper should fall to five dollars a ream, the printer for the same work would receive seven dollars. So you preceive, that under that system there would be no regular scale of prices, and that the compensation of the printer would depend upon the contingency of the price of paper. That I regard as serious objection, for the reason that if the paper costs six dollars to-day, and seven to-morrow, the printer, getting six dollars for his work to-day, and five to-morrow, would come into Congress and say: "The work I put upon the ream of paper which cost seven dollars was as great as that put upon the paper which cost only six dollars, and I want to be compensated."

Now, I want to adopt a system, under which, when the printer up his bill, and they are passed by superintendent, or by the Committee on Printing, that there shall

be the end of it.

I do not desire that claims shall be presented, year after year, appealing to our sympathies and generosity for alleged losses in doing the public printing. That difficulty is obviated, it strikes me, by the bill presented by the select committee. I have not been able to look closely into the scale of prices, as it would take a good deal of time to make the estimates. There is this fact, however, which the House should take into consideration: There are not perhaps half a dozen members upon this floor who are competent to judge of the prices. I confess myself incompetent. Whether they are fair or extravagant, you have at last to depend upon the report which your committee submit, and they have to depend upon the testimony of printers submitted to them. Now, I have no doubt it is a difficult matter for them to arrive at precisely the correct prices. Printers have different ways of estimating their prices. The Select Committee, I learn, had great trouble in fixing definitely prices. Of those who submitted estimates for the various classes of work, one proposed to allow twenty-five cents per page for composition and press-work; another thirty-two cents. The one proposing to do the work for twenty-five cents says, if you go beyond twenty thousand long numbers, you should not deduct more than fifteen per cent; whereas, the other, proposing to do the work for thirty-two cents, says you may deduct forty per cent. for all above twenty thousand.

I propose, if it is in order, to move one amendment to the bill, and with that amendment incorporated into it, I will be entirely willing to vote for the substitute. It will relieve us, I think, from all difficulty, and give a fair scale of prices to the printer, by which he will be liberally paid for all his labor and responsibility.

§301 The superintendent proposed to be appointed by this bill will have no other duty to perform than to contract for and receive paper, and inspect the printing as it progresses. If there should be any neglect or fraud on the part of the printers, he can make his report to the Joint Committee on Printing at once, and the remedy can be applied. The Government purchases the paper, and the House is relieved from three quarters of all the difficulty growing out of this whole subject by that very thing; for when twenty or thirty thousand copies of a document are ordered to be printed by the House, the printer prints about twelve hundred and fifty copies upon good paper, the contract paper, and then prints the balance of the copies, which we send to our constituents, upon paper costing one or two dollars less per ream, relying upon the generosity of the Printing Committee not to enforce strictly his contract to furnish paper according to the specifications, for the long numbers, which may be printed for general distribution. But when the Government pays for the paper, and buys the whole of it, the printer has nothing to charge for except setting the type, doing the press-work, and the folding and stitching. It is impossible that there can be any great fraud perpetrated upon us in that way. This superintendent, if he discharges his duty, when he receives paper under the contracts which he makes, can weigh every bundle, to ascertain with certainty if it comes up to the weight stipulated in the contract. There is, therefore, no chance for the Government to be defrauded in the purchase of paper, or, if he discharges his duty, in the execution of the work. And it is stipulated further, that the superintendent shall be obliged to enter into bonds of $20,000, for the faithful performance of his duty. If he fails in the discharge of his duty, that bond is forfeited, and its penalty enforced upon him and his sureties; or if there is any fraud or collusion between the printer with the superintendent, or with any other person, he is liable to indictment, and punishment in the penitentiary of this District. The bill is as well guarded as it can be, and I think it ought to pass.

. . . . Mr. HOUSTON. As the gentleman from North Carolina intends calling the previous question, I will, with his permission, call the attention of the chairman of the committee to the fifth section of the bill, where it provides for the delivery of the printing to the two Houses of Congress. It occurs to me there is too much discretion -- too much latitude left. There are two or three classes of printing which ought to be delivered sooner than is provided for in the bill. As the bill is now, the public printer is required to execute each job of printing within thity days from

the date of its receipt.

Mr. CLINGMAN. That same difficulty struck me, but I take it for granted the chairman of the Printing Committee will attend to that.

Mr. HOUSTON. The point is this: The fifth section provides that the public printing shall be returned to the House within thirty days after the printer has received it. It may be sent to us sooner. For instance: to-day we ordered the printing of a bill which we may require on Monday morning. In all the old contracts it was provided that if the matter to be printed did not exceed eight pages it should be upon our desks the next morning; and it seems to me important that some such provision should be made in this bill.

Mr. STANTON, of Kentucky. I will suggest the following amendment, which will cover the gentleman's objection, to come in after the word "superintendent," in the fourth line of the fifth section:

Except bills, reports, and joint resolutions, which shall be returned as the Clerk of the House and Secretary of the Senate shall require.

Mr. MARSHALL, of Kentucky. That is right. I will accept the gentleman's amendment.

Mr. FULLER, of Maine. With the gentleman's permission I will say, that there is one thing in connection with this matter to which gentlemen who have occupied the floor have not alluded, but which I think should recommend this bill of the Special Committee to the favorable consideration of the House. It is a fact that may not be known to all, that the Committee on Printing employs a clerk who receives a compensation of some three or four dollars per day. His time is occupied upon this work. At the short session of Congress, when we adjourn on the fourth of March, but very little public printing will be executed, and ever since the law of 1846 went into operation the House and Senate, by joint resolution, have had to appoint a person to supervise this public printing, and to settle and adjust §301
the accounts of the printer during the recess of Congress. The appointment of a superintendent provided for by this bill obviates that difficulty. In that particular the bill is really a matter of economy to Congress, the House, and the country.

Mr. HAVEN. If the gentleman from North Carolina has determined, whilst he has the floor, to demand the previous question, before he demands it, I ask his permission to make a brief satement.

Mr. CLINGMAN. Certainly, sir.

Mr. HAVEN. Mr. Speaker, I think I discover a determination on the part of the majority of this House, to pass the bill reported by the Special Committee, and offered as an amendment here. I do not suppose it will be of service to the public. that I should endeavor to combat that determination. The bill has been favored with the support of its friends, but those who think it impolitic, unwise, and uncalled-for, have already been admonished that the previous question is ready, and the majority have prepared to save them the trouble of endeavoring to show why it should not pass.

As one of the Committee on Printing, I wish it understood by the members here, and by all persons elsewhere taking any interest in this matter, that this bill (reported by the Special Committee) * proposes to create a new office -- a 2026
superintendent of the public printing, and to pay him $2,500 per year; and in addition to that, it provides for an actual increase of expenditure, and prices for printing; it proposes to pay the printer a higher price for his labor than the price fixed by the contracts made by the Committee on Printing with Gideon & Co. and with Donaldson & Armstrong, for doing the work that Mr. Hamilton should fail to perform. In some instances it increases those prices one sixth, and in no one case does it go below those prices. I am anxious to have this statement particularly understood, because the gentleman from South Carolina, [Mr. Orr,] who has

just addressed the House, and the gentleman from North Carolina, [Mr. Clingman,] by whose courtesy I now occupy the floor, as well as the gentleman from Indiana across the way, [Mr. Fitch,] at a previous period in the session, charged, or at least very broadly intimated, on this floor, and gave the country to understand, that the members of the Committee on Printing had entered into a combination, to give to their political friends, and for political purposes, the printing, at enormous prices, regardless of what was fair, equitable, and just; and it was also strongly intimated that such combination was to break down Mr. Hamilton, he being, as alleged, on obstacle in the way of accomplishing the desired object.

Hence it is I desire the House shall understand that the proposition in favor of which they are now called upon to vote increases, and does not decrease the price and expenditure for printing. It is an increase in price on the committee's contracts.

Mr. STANTON, of Kentucky, made some remark not heard by the Reporter.

Mr. HAVEN. This bill provides for an increase of prices above the prices agreed to be paid by the Committee on Printing, under the contracts with Gideon & Co. and Donelson & Armstrong, and for agreeing to pay which that committee was arraigned by the gentleman from North Carolina, [Mr. Clingman,] somewhat berated by my friend [Mr. Orr] from South Carolina, and very strongly suspected by the gentleman from Indiana, [Mr. Fitch.]

Again: it is now assumed by gentlemen here that the system of printing by contract with the lowest bidder has failed and should be exploded. I deny the fact. It has never been fairly tried. I insist there is not necessity for such an assumption; the system has not failed, and I desire the House to understand that its own action has tended to discredit it. I am not of much experience in Congress, and I am not well versed in the history of this subject previous to the present session; but I do know, sir, that if there is any reason why the contract system does not in every respect meet the expectations as well as the necessities of Congress, that reason is to be found in the course adopted by the House itself, and not in the contractor, much less in the acts of the Committee on Printing. The Committee on Printing made provision more than three months ago, by which any printing of either House which was neglected or delayed by the public printer, or which he failed to perform, should be executed by responsible men -- by Gideon & Co. and by Donelson & Armstrong. These gentlemen gave bond in heavy penalties, and with perfectly responsible sureties, which are now held for the Government for doing the work -- for doing it well, too, and on paper weighing not less than fifty pounds to the ream, and at prices in several respects much below those proposed by this bill of the Special Committee. I say this in justification of myself, as a member of the Committee on Printing. I speak for no one else. There are your contracts, valid and binding, and there is ample provision for remedying any neglect or delay by the public printer, at prices cheaper than you are about voting. Let the House order its printing, and direct the number of copies of each kind it desires, and instead of one establishment to do it, you have three, ready and under bonds to do it. But pass either this bill from the special committee, or that reported by my friend from Indiana, [Mr. Gorman,] or the substitute of my colleague from New York, [Mr. Jenkins,] in a form to suspend those contracts, and you will not only open the door to claims for damages by the present public printer, but you will make the Government liable for damages to the gentlemen who hold the contracts last made. It is true there is considerable printing ready for the press, and yet unexecuted, but it is also true that the delay is owing to the House, and not to the Printing Committee. Full three months ago, the House members of that committee made a report in reference to the printing of the mechanical part of the Patent Office report. They reported that in their judgment it was expedient to order the printing of 50,000 copies. I advised the House then, and also in March last, that so far as I was concerned or charged with any duty as one of the committee, I was determined the present system should be executed, and that the committee would be sure to provide means, full and ample, for remedying any neglect

and delay by the public printer and that this would be done at the risk even of being deemed troublesome and pertinacious by the House -- that the committee would discharge their duty under the law, and then leave the responsibility with the House.

The House have neglected and refused to act upon our report to order the printing to be done, and prevented the delivery to the printers of such as has been ordered, by questioning the power of the committee to make the contract. Let the House now order its printing, and cease its opposition to the contract made by the committee, at prices below those provided by this bill -- contracts perfectly valid and binding, and which, if the committee had not consummated, they would have been derelict in duty.

If these contracts are violated or repudiated by the House, and a printer is elected to take the work from the contractor, the contractor will come here and set up claims for damages, according to the prices of 1819, or some other uncomprehensible system of prices that does not afford an approximate means of guessing what the printer would be entitled to. Why, about this whole subject of prices and mode of computation, the chairman of the Special Committee [Mr. Marshall] tells us he knows nothing, and he believes the most of that committee know nothing, and the more he looked into it the less he knew about it. [Laughter.]

I admit, now, and I have charged heretofcre, that the printing which comes here from the public printer is not done upon paper of the quality called for by his contract. How is this to be remedied? We have deducted ten per cent. from his contract price, as one means of remedying it. §513

The bill of the special committee proposes to appoint a superintendent of public printing, and that he shall purchase and inspect the paper. If you appoint a superintendent, according to the proposition of my colleague, [Mr. Jenkins,] he will inspect the printing, and the paper together, as they come from the printer. He would then reject bad paper, and bad printing too, as he would reject bad paper under this bill from the paper maker; in either case, it all has to pass under his eye, and stand the test of his judgment. But both the paper and printing may well be inspected by, and subjected to the judgment of a superintendent, and Congress still adheres to this contract system. §301

It is further said the superintendent is to keep samples of the paper that the maker is to furnish, and he is to reject the paper offered if it does not conform to the sample. Why, sir, the Committee on Printing now have samples according to which the printer is to furnish paper -- a superintendent can test the paper as it comes from the printer by these samples, as well as he can test it as it comes from the maker by his new samples. §509

The truth forces itself upon my mind that this bill from the Special Committee only tends greatly to complicate the matter; and, in my judgment, neither of these measures under consideration ought to pass.

If the House is willing to stand up to this business, as I insist the Committee on Printing have hitherto stood up to it -- if it will be content with the contract made by the committee to remedy the neglect and delay -- if it will order the printing done and withdraw opposition to the committee's arrangements, the work will be quickly, and well done, and below the prices fixed in this bill. From indications here, if any of these new schemes receive the sanction of Congress, one of these contractors will be chosen printer by Congress, and you will gain no other benefit by this bill but that of hiring him over again at increased prices, and trusting thereafter to the activity and resources of one man, instead of having the services of the three establishments now provided.

I insist there is no excuse, much less necessity, for abandoning or changing the present system for a new and untried experiment. The contractors engaged are ready, willing, and anxious to do the work. They are men of character and standing, and have given abundant and responsible security.

Mr. JONES, of Tennessee. The gentleman from New York, who is a member of the Committee on Printing, says they have made contracts with Donelson & Armstrong and Gideon & Co. to execute the printing, and that they have their bonds for their proper execution of those contracts.

Mr. HAVEN. Yes, sir.

Mr. JONES. I would inquire whether, under the condition of these bonds, the committee are bound to give these contractors any part of the public printing, except such as it may determine Hamilton cannot do?

Mr. HAVEN. Why, of course not. As a committee, we are not authorized by the law to take from the public printer any printing, except such as we shall determine he has neglected or delayed, or is unable to perform.

Mr. JONES. Then, Mr. Speaker, I think we cannot keep two establishments waiting to execute printing on the failure of another to do so after a certain time.

Mr. HAVEN. One of the benefits of our contracts is, that we do not keep any establishment waiting, but we pay the contractor for the work he does at contract price. This very bill of the special committee, by its fifth section, allows the public printer to retain every piece of the printing for sixty days before you can take it away from him, even if, during that time, he has not commenced it; and at the end of that time we are authorized to look about us and begin to try and get somebody else to commence it.

Mr. CLINGMAN. I cannot give way further to the gentleman from New York.

Mr. JONES. One question further. I ask the gentleman from New York [Mr. Haven] if he does not consider that this House has virtually repudiated the contracts made by that committee with Donelson & Armstrong and with Gideon & Co.?

Mr. HAVEN. I do not -- I think the House has not the power to rescind those contracts. That question may be more satisfactorily answered after the House passes upon the amendment which provides that no agreement hereafter made by the committee shall be binding, until after it is reported to and approved by the House. The House seemed particularly to favor that amendment, from which I infer that they desire, hereafter, to withhold from the committee a power they clearly now possess under the law, of making a contract that is binding without the sanction of the House.

Mr. SPEAKER, I regret the gentleman from North Carolina [Mr. Clingman] insists upon his right to the floor now. I would like about ten minutes more to put myself right, as one of the Committee on Printing, and explain the relative demerits of these several schemes. This subject, involving as it does not only the printing of Congress, but of all the Departments, and of the Census, and involving vast amounts, and the abandonment of a system that has never had a fair trial, ought not, in my opinion, to be disposed of in this summary way. Nobody has been heard in opposition to it.

I am of the opinion that neither of these bills or propositions ought to pass, but that the present system should be retained and vigorously executed. If it is to be abandoned, we ought, in preference to anything now before us, to take up the bill
2027 of my friend from Wisconsin, [Mr. Doty,] and perfect that, and pass it. *

Mr. KING, of New York. I hope that the previous question will not be withdrawn.

Mr. CLINGMAN. Several gentlemen have been asking me to withdraw the demand for the previous question. I must insist upon it, and let a majority of the House sustain it or not, as they see fit.

Mr. FLORENCE. I hope and earnestly pray that the previous question will not be sustained, and that we may have a chance to offer such amendments as are proper to the bill.

Mr. POLK demanded tellers on the second; which were ordered; and Messrs. Polk, and Fuller of Maine, were appointed.

The question was then taken, and there were -- ayes 64, noes 59.

So there was a second, and the main question ordered to be put.

Mr. CLINGMAN moved to reconsider the vote by which the main question was ordered to be put, and to lay the motion to reconsider upon the table; which latter motion was agreed to.

The SPEAKER. The first question is upon the motion made by the gentleman from South Carolina [Mr. Orr] to amend the bill to the special committee by striking out the words "20", and to insert "40," in the clause providing that when the number of copies shall exceed 20,000, there shall be a reduction of twenty per centum.

The question was then taken, and it was decided in the affirmative.

So the amendment was agreed to.

Mr. STANTON, of Ohio. I hope the Chair will state distinctly the various questions before the House.

The SPEAKER. The chair stated the first question to be upon the amendment offered by the gentleman from South Carolina [Mr. Orr] to the bill reported by the Special Committee. The next question will be upon that bill as an amendment to the original bill; and if that does not prevail, the next question will be upon the substitute offered by the gentleman from New York [Mr. Jenkins] for the original bill. The question is now upon the bill reported from the Special Committee by the gentleman from Kentucky, [Mr. Marshall], as amended as an amendment to the original bill. It is as follows:

Strike out all the original bill after the first section, and insert the following:

Sec. 2. And be it further enacted, That there shall be a Superintendent of the Public Printing, who shall hold his office for the term of two years, and who shall receive for his services a salary of $2,500 per annum; and who shall give bond with two sureties to be approved by the Secretary of the Interior, in a penalty of $20,000, for the faithful discharge of his duties under the law. The said Superintendent shall be a practical printer, versed in the various branches of the arts of printing and bookbinding, and he shall not be interested directly or indirectly in any contract for printing for Congress or for any department or bureau of the Government of the United States. The first Superintendent under this law shall hold his office until the Commencement of Thrity-third Congress, and the Superintendent thereafter appointed shall hold their offices for two years, commencing with the first day of the session each Congress. §301

Sec. 3. And be it further enacted, That it shall be the duty of said Superintendent to receive from the Secretary of the Senate and the Clerk of the House of Representatives all matter ordered by Congress to be printed, and from the several chiefs of departments and heads of bureaus all matter ordered by the, respectively, to be printed at the public expense, and to keep a faithful account of the same, in the order in which the same shall be received, in a book or books to be by him kept for that purpose. He shall deliver said matter to the public printer or printers, in the order in which it shall be received, unless otherwise ordered by the Joint Committee on Printing. He shall inspect the work when executed by the public printer or printers, and shall record in a book or books, to be by him kept for that purpose, the dates at which the returns of said work are made, and whether the same is executed in a neat and workmanlike manner, upon the paper furnished to the public printers by said Superintendent, and the amount allowed by said Superintendent, for the said printing. It shall be his duty to supervise the execution of the public printing, to inspect the work when executed, and to see that the same is done with neatness and dispatch; to report every failure or delinquency of duty on the part of the public printer, and from time to time to report the said delinquencies to the Joint Committee of Congress on Printing. He shall issue his certificate for the amount due to the public printer for such work as shall have been faithfully executed, with certificate shall be made payable to the public printer at the Treasury of the United States, and shall not be assign-

able or transferable by indorsement or delivery to any third party. Said certificate of the Superintendent shall be a sufficient voucher for the Comptroller to pass, and for the Treasurer, upon the order of the Second Comptroller, to pay the same.

Sec. 4. And be it further enacted, That it shall be the duty of the said Superin-
§509 tendent of the public printing to advertise annually, in one or more newspapers of
§510 general circulation in the cities of Boston, New York, Philadelphia, Baltimore, Washington, New Orleans, Louisville, and Cincinnati, for the space of sixty days prior to the first of December, for scaled proposals to furnish the Government of the United States all paper which may be necessary for the execution of the public printing, of quality and in quantity to be specified in the said advertisements from
§511 year to year. He shall open such proposals as may be made in the presence of the President of the Senate and Speaker of the House of Representatives, on the first Tuesday of December annually, provided a Speaker shall have been elected, and shall award the contract for furnishing all of said paper, or such class thereof as may be bid for, to the lowest bidder, whose sample, accompanying his bid, shall most nearly approximate to the quality of paper (size, weight, and texture all considered) adver-
§509 tised for by the said Superintendent. The sample offered with the bid accepted shall be preserved by the said Superintendent, and it shall be his duty to compare these with the paper furnished by the public contractor; and he shall not accept any paper from the contractor which does not conform to the sample preserved as aforesaid. It shall be the duty of the Superintendent of the public printing to deliver the paper for the printing of the United States, upon the requisitions of the public printer or printers, and to charge him or them therewith; and as the printing is returned and passed by the said Superintendent, he shall credit the public printer with the quantity used in the public service. It shall be the duty of said Superintendent to have the requisitions of the printer and the returns of paper by the printer balanced at least once in each year, and in default thereof to report the same to Congress for such proceedings as Congress may direct. In default of any contractor under this law to comply with his contract in furnishing the paper in proper time and of proper quality, the Superintendent is authorized to advertise for proposals, as hereinbefore provided, and award the contract to the lowest bidder; and for any increase of cost to the Government in procuring a proper supply of paper for the use of the Government in procuring a proper supply of paper for the use of the Government, the contractor, in default and his securities, shall be charged with and held responsible for the same, and shall be prosecuted upon their bond, by the Superintendent, in the name of the United States for the District of Columbia.

Sec. 5. And be it further enacted, That the public printer shall be required to execute each job of printing intrusted to him within thirty days from the date of its delivery by the Superintendent, except bills, reports, and joint resolutions, which shall be returned as the Clerk of the House or Secretary of the Senate shall require, unless, for good reasons shown, the Superintendent of printing shall extend the time. And should the printer detain any matter longer than thirty days, a deduction of five per centum shall be made by the Superintendent, from the account of the printer, for such job; and an additional deduction of five per centun for every additional detention of twenty days. If the public printer shall detain such matter for sixty days, the superintendent shall withdraw it entirely, and shall employ another printer to execute the same with promptness, upon the terms provided by law; and in such case the public printer shall not be allowed therefor.

Sec. 6. And be it further enacted, That the Superintendent of the public printing shall not be, directly or indirectly, interested in the business of the public printing, or in any material to be used by the public printer, or in any contract for furnishing paper to Congress or to any department or bureau of the Government of the United States. For any violation of this provision, the Superintendent of the public printing shall forfeit his office, and may be indicted before the district

court for the District of Columbia, and if found guilty, shall be imprisoned in the penitentiary of the District of Columbia for any term not less than one nor more than five years, and in addition thereto may be fined in any sum from one to ten thousand dollars.

Sec. 7. And be it further enacted, That when any document shall be ordered to be printed by both Houses of Congress, the entire printing of such document shall be done by the printer of that House which first ordered the same. And §705
whenever the same person or the same firm shall be printer for both Houses of Congress, and both Houses shall order the same document to be printed within three weeks of the same time, composition shall be charged but once for said document; and no sum shall be paid to said printer for altering the headings from the form in which he * printed them first to the form or forms in which such document shall 2028
afterwards be printed.

Sec. 8. And be it further enacted, That there shall be elected a public printer for each House of Congress, to do the public printing for the Congress for which he or they may be chosen, and such printing for the executive departments and bureaus of the Government of the United States as may be delivered to him or them, to be printed, by the Superintendent of the public printing. The following rates of compensation shall be paid, from time to time, for such printing as may be ordered by Congress:

1. For bills and joint resolutions --

For composition per page, fifty cents.

For press work, folding, and stitching, for five hundred and eighty copies, thirty-two and a half cents per page; and at the same rate per page for any greater number not exceeding one thousand copies.

2. For reports of committees and the Journals of both House, with indexes, and the executive documents of each House, embracing messages from the President, reports from the executive departments, bureaus, and offices, and documents and statements communicated therewith, with indexes; resolutions and other documents from State Legislatures; memorials, petitions, treaties, and confidential documents for the Senate; for composition per page, octavo --

For shall pica plain, one dollar.

For small pica rule, one dollar and fifty cents.

For brevier rule, two dollars.

For nonpareil rule, three dollars and seventy-five cents.

For the composition of tables larger than octavo size, per one thousand ems, seventy cents; but the page of octavo size shall contain not less than one thousand six hundred ems when printed in small pica; and the body of all plain matter shall be so printed, except extracts, yeas and nays, and addenda, which shall be printed with brevier type. All rule and figure work shall be printed in royal octavo form, with small pica, each page containing not less than one thousand six hundred ems, if the matter to be printed can be brought into pages of that size with that kind of type, so as to be read with facility and convenience. If it cannot, it shall be printed with brevier type, each page containing not less than two thousand eight hundred ems; and if it cannot be brought into a royal octavo page with brevier type, so as to be understood with facility, it shall be printed with nonpareil type, each page containing not less than four thousand two hundred ems; and when it cannot be brought into a royal octavo page with nonpareil type, so as to be read with facility, it shall be printed with brevier type in a broadside, showing the whole table at one view, and be so filled that it can be bound in a royal octavo volume.

When matter is leaded, the composition shall be counted as if the matter were printed solid, and not leaded.

For press work, folding, and stitching of royal octavo size --

For twelve hundred and fifty copies, thirty-two and a half cents per page, and at the same rate for any greater number not exceeding fifteen hundred copies.

For press-work, folding, and stitching of each table larger than royal octavo size --

For twelve hundred and fifty copies one dollar and twenty-five cents per page, and at the same rate for any number not exceeding fifteen hundred copies.

The following deductions on account of folding and stitching copies reserved for binding shall be made:

For royal octavo size, per page, for each hundred copies, one quarter of a cent; for each table larger than octavo, one quarter of a cent; and the following additional charge shall be allowed for trimming, folding, and stitching, and inserting each map, chart, diagram or plat in the copies not reserved for binding; for every hundred copies, ten cents.

There shall be allowed for the press-work on treaties, reports, and other documents, when ordered to be printed in confidence, for the use of the Senate, at the following rates:

For the press-work, folding, and stitching of sixty-five copies, six cents per page which of the royal octavo size, and one dollar per page, for sixty-five copies, when the matter cannot be contained in the royal octavo page in any type hereinbefore specified, and allowance shall be made at the same rates for any greater number of copies than sixty-five, and not exceeding one hundred.

3. For tabular statements of the orders of the day, list of yeas and nays, circular letters, and miscellaneous printing ordered by Congress, not hereinbefore specified --

For composition for plain work, per thousand ems, fifty cents.

For rule and figure work, fifty cents per thousand ems.

For press-work, folding, and stitching one hundred copies, per page --

For royal octavo, or any smaller size, ten cents.

For quarto post, twenty cents.

For foolscap and any larger size, twenty cents.

For quarto post, twenty cents.

For foolscap and any larger size, twenty cents.

But the following deductions shall be made from the press-work, folding, and stitching additional numbers to the number usually ordered by Congress of matter included in the foregoing specifications, to wit:

When the number ordered exceeds five thousand and does not exceed ten thousand, two per centum.

When the number exceeds ten thousand, and does not exceed twenty thousand, five per centum.

When the number exceed twenty thousand, forty per centum.

Press-work, folding, and stitching of all printing not herein provided for shall be done by the ream; the rate shall be two dollars per one thousand when printed on one side, and four dollars per thousand when printed on both sides; when any quantity less than a ream is ordered it shall be counted and settled for as one ream.

Sec. 9. And be it further enacted, That the regular numbers of documents ordered by Congress shall be printed in octavo form, on paper weighing not less than fifty-six pounds for every four hundred and eighty sheets, and measuring twenty-four by thirty eight inches; and the extra numbers shall be printed on paper weighing not less than forty five pounds for every four hundred and eighty sheets, and measuring twenty-four by thirty-eight inches. The paper for any other species of printing ordered by Congress may be of such style and quality as the Superintendent of the public printing may deem suitable and proper.

Sec. 10. And be it further enacted, That the public printer or printers may be
§307 required by the superintendent to work at night as well as through the day upon the public printing, during the session of Congress, when the exigencies of the public service require it.

Sec. 11. And be it further enacted, That the same prices shall be paid for printing for the Executive Departments that are paid for printing for Congress, except for printing post bills, which shall be printed on paper not less than sixteen by twenty-six inches, and for printing on parchment; there shall be paid for printing the post bills at the rate of one dollar per thousand sheets, and at the rate of ten dollars per thousand for printing parchments; but nothing shall be allowed for altering post bills when the alteration consists in the mere change of a postmaster's name; and nothing herein contained shall prevent the heads of Executive Departments from employing printers out of the city of Washington to execute such printing for any of said departments as may be required for use out of Washington, when the same can be executed elsewhere as cheap as at the rates herein specified, increased by the cost of transporting the printed matter for use in the public service.

Sec. 12. And be it further enacted, That a committee, consisting of three members of the Senate and three members of the House of Representatives, shall be appointed by the President of the Senate and Speaker of the House, to be called the Joint Committee on the Public Printing, which committee shall have a right to decide between the Superintendent of the public printing and the public printer in any dispute which may arise as to the propriety of the decisions of the Superintendent making deductions on account of work which the Superintendent may refuse to receive, or which, in his opinion, may not be done with proper dispatch, and required by law; and the said committee shall pass upon the accounts of the Superintendent of the public printing. Said committee shall have power to adopt such measures as may be deemed necessary to remedy and neglect or delay in the execution of the public printing, provided that no contract, agreement, or arrangement entered into by this committee shall take effect until the same shall have been approved by that House of Congress to which the printing belongs; and when the printing delayed relates to the business of both Houses, until both Houses shall have approved of such contract or arrangement. All motions to print extra copies of any bill, report, or other public document, shall be referred to the members of the Committee on Printing from the House in which the same may be made. §101 §103

Sec. 13. And be it further enacted, That all acts or joint resolutions conflicting with the provisions of this act, are hereby repealed; but nothing herein contained shall be construed to authorize the cancelment of any contract now or heretofore entered into with any printer under the laws heretofore in force, or to abrogate his rights in any way, without his consent. Nothing in this act shall be construed to authorize the printing of the census, but the same shall be done as may be provided by law hereafter.

Mr. CLEVELAND demanded tellers on the adoption of this amendment; which were ordered, and Messrs. Cleveland and Orr were appointed.

The question was then taken, and there were -- ayes 99; noes not counted.

So Mr. Marshall's amendment was agreed to.

The question recurred on the adoption of the substitute offered by Mr. Jenkins.

Mr. KING, of New York, demanded the yeas and nays; and they were ordered.

The substitute was read, as follows: . . . (The substitute as presented to the Committee of the Whole House is identical to the substitute as it was first offered. See p).

The question was then taken, and it was decided in the negative -- yeas 49, nays 96; as follows: . . .

So the substitute was rejected.

The bill was then ordered to be engrossed and read a third time, and being engrossed, was read the third time.

Mr. POLK moved to reconsider the vote by which the bill was ordered to be engrossed and read a third time, and also moved to lay the motion to reconsider

upon the table; which latter motion was agreed to.

The question now being, "Shall the bill pass?"

Mr. CLINGMAN moved the previous question, which was seconded, and the main question was ordered to be now put.

Mr. HAVEN demanded the yeas and nays.

Mr. CARTTER called for tellers on the yeas and nays.

Tellers were ordered; and Messrs. Haven and Gaylord were appointed; and a count being had, the tellers reported 37 in the affirmative.

So the yeas and nays were ordered.

The question was then taken upon the passage of the bill, and it was decided in the affirmative; yeas 91, nays 56; as follows:

YEAS -- Messrs. Aiken, Willis Allen, John Appleton, William Appleton, Thomas H. Bayly, Bocock, Bragg, Breckinridge, Briggs, Basby, Thompson Campbell, Caskie, Chandler, Chastain, Churchwell, Clark, Clingman, Cobb, Colcoek, Daniel, Dawson, Dean, Duncan, Dunham, Eastman, Edmundson, Eicklin, Florence, Thomas J. D. Fuller,
2029 Gamble, Gaylord, Gentry, Hamilton, Isham G. Harris, * Sampson W. Harris, Hendricks, Henn, Hibbard, Houston, Howard, Ingersol, Jackson, Andrew Johnson, George W. Jones, Kuhus, Kurtz, Landry, Letcher, Lockhart, Humphrey Marshall, McLanahan, McMullin, McNair, McQueen, Meade, Millson, Henry D. Moore, John Moore, Murphy, Murray, Nabers, Olds, Orr, Penn, Phelps, Polk, Richardson, Riddle, Robie, Ross, Savage, Schermerhorn, Scurry, David L. Seymour, Origen S. Seymour, Skelton, Smith, Richard H. Stanton, Abraham P. Stephens, Stone, St. Martin, Stratton, Stuart, Thurston, Venable, Wallace, Ward, Watkins, Alexander White, Wilcox, and Williams -- 91.

NAYS -- Messrs. Abercrombie, Babcock, Barrere, Bennett, Brenton, Albert G. Brown, Burrows, Cartter, Chapman, Cleveland, Disney, Dockery, Doty, Edgerton, Evans, Fitch, Floyd, Fowler, Giddings, Goodenow, Goodrich, Grey, Harper, Haws, Hascall, Haven, Hebard, Holladay, Horsford, John W. Howe, Thomas M. Howe, Thomay Y. How, Hunter, Ives, John Johnson, Preston King, M ann, Martin, Mason, Miner, Molony, Morehead, Newton, Outlaw, Samuel W. Parker, Penniman, Perkins, Schoonmaker, Smart, Stanly, Benj. Stanton, Alexander H. Stephens, Townshend, Walbridge, Welch, and Addison White -- 56.

So the bill was passed.

Mr. CLINGMAN moved to reconsider the vote by which the bill was passed, and also moved to lay the motion to reconsider upon the table; which latter motion was agreed to.

Mr. FOWLER moved to proceed to the business of the Speaker's table.

Mr. CAMPBELL, of Illinois, moved that the House do now adjourn.

The question was taken on Mr. Campbell's motion, and it was agreed to, and
2030 The House adjourned until Monday, at eleven o'clock, a.m. *

e. SENATE BILL - H.R. 299, 32d Cong., 1st Sess. (Aug. 2, 1852) referred to the Comm. on Printing.

AN ACT

To provide for executing the public printing and establishing the prices thereof, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the joint resolution entitled "Joint Resolution directing the manner of procuring the printing for each house of Congress," approved August third, eighteen hundred and forty-six, be and the same is hereby repealed.

SECT. 2. *And be it further enacted*, That there shall be a superintendent of the public printing, who shall hold his office for the term of two years, who shall receive for his services a salary of twenty-five hundred dollars per annum, and who shall give bond with two sureties, to be approved by the Secretary of the Interior, in the penalty of twenty thousand dollars for the faithful discharge of his duties under this law. The said superintendent shall be a practical printer, versed in the various branches of the arts

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of printing and book-binding, and he shall not be interested directly or indirectly in any contract for printing for Congress, or for any department or bureau of the government of the United States. The first superintendent under this law shall hold his office until the commencement of the thirty-third Congress, and the superintendents thereafter appointed shall hold their offices for two years, commencing with the first day of the session of each Congress.

SECT. 3. *And be it further enacted*, That it shall be the duty of said superintendent to receive from the Secretary of the Senate and Clerk of the House of Representatives, all matter ordered by Congress to be printed, and from the several chiefs of departments and heads of bureaux all matter ordered by them respectively to be printed at the public expense, and to keep a faithful account of the same, in the order in which the same shall be received, in a book or books to be by him kept for that purpose. He shall deliver said matter to the public printer or printers in the order in which it shall be received, unless otherwise ordered by the joint committee on printing. He shall inspect the work when executed by the public printer or printers, and shall record in a book or books, to be by him kept for that purpose, the dates at which the returns of said work are made, and whether the same is executed in a neat and workmanlike manner, upon the paper furnished

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to the public printers by said superintendent, and the amount allowed by said superintendent for the said printing; it shall be his duty to supervise the execution of the public printing, to inspect the work when executed, and to see that the same is done with neatness and despatch; to report every failure or delinquency of duty on the part of the public printer, and from time to time to report the said delinquencies to the joint committee of Congress on printing. He shall issue his certificate for the amount due to the public printer for such work as shall have been faithfully executed, which certificate shall be made payable to the public printer at the treasury of the United States, and shall not be assignable or transferable by endorsement or delivery to any third party; said certificate of the superintendent shall be a sufficient voucher for the comptroller to pass, and for the treasurer, upon the order of the second comptroller, to pay the same.

SECT. 4. *And be it further enacted*, That it shall be the duty of the said superintendent of the public printing to advertise annually in one or more newspapers of general circulation in the cities of Boston, New York, Philadelphia, Baltimore, Washington, New Orleans, Louisville, and Cincinnati, for the space of sixty days prior to the first of December, for sealed proposals to furnish the government of the United States all paper which may be neces-

sary for the execution of the public printing, of quality and in quantity to be specified in the said advertisements from year to year. He shall open such proposals as may be made in the presence of the President of the Senate and Speaker of the House of Representatives on the first Tuesday after the first Monday of December, annually, provided a Speaker shall have been elected, or as soon thereafter as a Speaker shall be elected, and shall award the contract for furnishing all of said paper, or such class thereof as may be bid for, to the lowest bidder, whose sample, accompanying his bid, shall most nearly approximate to the quality of paper (size, weight, and texture all considered) advertised for by the said superintendent. The sample offered with the bid accepted shall be preserved by the said superintendent, and it shall be his duty to compare these with the paper furnished by the public contractor; and he shall not accept any paper from the contractor which does not conform to the sample preserved as aforesaid. It shall be the duty of the superintendent of the public printing to deliver the paper for the printing of the United States upon the requisitions of the public printer or printers, and to charge him or them therewith; and as the printing is returned and passed by the said superintendent, he shall credit the public printer with the quantity used in the public service. It shall be

the duty of said superintendent to have the requisitions of the printer and the returns of paper by the printer balanced at least once in each year, and in default thereof to report the same to Congress for such proceedings as Congress may direct. In default of any contractor under this law to comply with his contract, in furnishing the paper in proper time and of proper quality, the superintendent is authorized to advertise for proposals, as hereinbefore provided, and award the contract to the lowest bidder; and for any increase of cost to the government in procuring a proper supply of paper for the use of the government, the contractor in default and his securities shall be charged with and held responsible for the same, and shall be prosecuted upon their bond, by the superintendent, in the name of the United States, in the circuit court of the United States for the District of Columbia.

SEC. 5. *And be it further enacted*, That the public printer shall be required to execute each job of printing entrusted to him within thirty days from the date of its delivery by the superintendent, except bills, reports, and joint resolutions, which shall be returned as the Clerk of the House, or Secretary of the Senate shall require, unless, for good reasons shown, the superintendent of printing shall extend the time. And should the printer detain any matter longer than thirty days, a deduction of five per

centum shall be made by the superintendent from the account of the printer for such job, and an additional deduction of five per centum for an additional detention of twenty days. If the public printer shall detain such matter for sixty days, the superintendent shall withdraw it entirely and shall employ another printer to execute the same with promptness upon the terms provided by law; and in such case the public printer shall not be allowed therefor.

SECT. 6. *And be it further enacted*, That the superintendent of the public printing shall not be directly or indirectly interested in the business of the public printing, or in any material to be used by the public printer, or in any contract for furnishing paper to Congress, or to any department or bureau of the government of the United States. For any violation of this provision, the superintendent of the public printing shall forfeit his office, and may be indicted before the district court for the District of Columbia, and if found guilty, shall be imprisoned in the penitentiary of the District of Columbia for any term not less than one nor more than five years; and in addition thereto, may be fined in any sum from one thousand to ten thousand dollars.

SECT. 7. *And be it further enacted*, That when any document shall be ordered to be printed by both houses of Congress, the entire printing of such document shall be

done by the printer of that house which first ordered the same. And whenever the same person, or the same firm shall be printer for both houses of Congress, and both houses shall order the same document to be printed within three weeks of the same time, composition shall be charged but once for said document; and no sum shall be paid to said printer for altering the headings from the form in which he printed them first, to the form or forms in which such document shall afterwards be printed.

SECT. 8. *And be it further enacted,* That there shall be elected a public printer for each house of Congress, to do the public printing for the Congress for which he or they may be chosen, and such printing for the Executive departments and bureaux of the government of the United States as may be delivered to him or them to be printed by the superintendent of the public printing. The following rates of compensation shall be paid from time to time for such printing as may be ordered by Congress:

FIRST, For bills and joint resolutions—

For composition per page, fifty cents.

For presswork, folding and stitching, for five hundred and eighty copies, thirty-two and a half cents per page; and at the same rate per page for any greater number not exceeding one thousand copies.

SECOND, For reports of committees and the journals of both houses, with indexes, and the executive documents of each house, embracing messages from the President, reports from the executive departments, bureaux and offices, and documents and statements communicated therewith, with indexes; resolutions and other documents from State legislatures; memorials, petitions, treaties, and confidential documents for the Senate; for composition per page, octavo—

For small pica plain, one dollar.

For small pica rule, one dollar and fifty cents.

For brevier plain, one dollar and fifty cents.

For brevier rule, two dollars.

For nonpariel rule, three dollars and seventy-five cents.

For the composition of tables larger than octavo size, per one thousand ems, seventy cents; but the page of octavo size shall contain not less than one thousand six hundred ems, when printed in small pica; and the body of all plain matter shall be so printed, except extracts, yeas and nays and addenda, which shall be printed with brevier type.

All rule and figure work shall be printed in royal octavo form, with small pica, each page containing not less than one thousand six hundred ems, if the matter to be printed can be brought into pages of that size, with that kind of type, so as to be read with facility and convenience. If

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it cannot, it shall be printed with brevier type, each page containing not less than two thousand eight hundred ems; and if it cannot be brought into a royal octavo page with brevier type, so as to be understood with facility, it shall be printed with nonpariel type, each page containing not less than four thousand two hundred ems; and when it cannot be brought into a royal octavo page with nonpariel type, so as to be read with facility, it shall be printeed with brevier type in a broadside, showing the whole table at one view, and be so filled that it can be bound in a royal octavo volume.

When matter is leaded, the composition shall be counted as if the matter were printed solid, and not leaded.

For presswork, folding, and stitching of royal octavo size—

For twelve hundred and fifty copies, thirty two and a half cents per page, and at the same rate for any greater number not exceeding fifteen hundred copies.

For presswork, folding and stitching of each table larger than royal octavo size—

For twelve hundred and fifty copies, one dollar and twenty-five cents per page, and at the same rate for any number not exceeding fifteen hundred copies.

The following deductions on account of folding and stitching copies reserved for binding, shall be made—

For royal octavo size, per page, for each hundred copies, one quarter of a cent; for each table larger than octavo, one-quarter of a cent; and the following additional charge shall be allowed for trimming, folding and stitching, and inserting each map, chart, diagram or plat in the copies not reserved for binding, for every hundred copies, ten cents.

There shall be allowed for the press-work on treaties, reports and other documents, when ordered to be printed in confidence for the use of the Senate, at the following rates:

For the press-work, folding and stitching of sixty-five copies, six cents per page, when of the royal octavo size, and one dollar per page for sixty-five copies, when the matter cannot be contained in the royal octavo page in any type hereinbefore specified; and allowance shall be made at the same rates for any greater number of copies than sixty-five, and not exceeding one hundred.

THIRD. For tabular statements of the orders of the day, lists of yeas and nays, circular letters, and miscellaneous printing ordered by Congress, not hereinbefore specified—

For composition for plain work, per thousand ems, fifty cents.

For rule and figure work, fifty cents per thousand ems

For press-work, folding and stitching one hundred copies, per page—

For royal octavo, or any smaller size, ten cents.

For quarto post, twenty cents.

For foolscap and any larger size, twenty cents.

But the following deductions shall be made from the press-work, folding and stitching additional numbers to the number usually ordered by Congress of matter included in the foregoing specifications, to wit:

When the number ordered exceeds five thousand and does not exceed ten thousand, two per centum.

When the number exceeds ten thousand and does not exceed twenty thousand, five per centum.

When the number exceeds twenty thousand, forty per centum.

The press-work, folding and stitching of all printing not herein provided for, shall be done by the ream; the rates shall be two dollars per ream when printed on one side, and four dollars per ream when printed on both sides. When any amount less than one ream is ordered, it shall be counted and settled for as one ream.

SECT. 9. *And be it further enacted*, That the regular numbers of documents ordered by Congress, shall be printed in octavo form, on paper weighing not less than fifty-six

pounds for every four hundred and eighty sheets, and measuring twenty-four by thirty-eight inches; and the extra numbers shall be printed on paper weighing not less than forty-five pounds for every four hundred and eighty sheets, and measuring twenty-four by thirty-eight inches. The paper for any other species of printing ordered by Congress, may be of such size and quality as the superintendent of the public printing may deem suitable and proper.

SECT. 10. *And be it further enacted*, That the public printer, or printers, may be required by the superintendent to work at night as well as through the day upon the public printing, during the session of Congress, when the exigencies of the public service require it.

SECT. 11. *And be it further enacted*, That the same prices shall be paid for printing for the executive departments that are paid for printing for Congress, except for printing post-bills, which shall be printed on paper not less than sixteen by twenty-six inches, and for printing on parchment. There shall be paid for printing the post-bills at the rate of one dollar per thousand sheets, and at the rate of ten dollars per thousand for printing parchments; but nothing shall be allowed for altering post-bills when the alteration consists in the mere change of a postmaster's name, and nothing herein contained shall prevent the heads of executive departments from employing printers

out of the city of Washington, to execute such printing for any of said departments as may be required for use out of Washington, when the same can be executed elsewhere as cheap as at the rates herein specified, increased by the cost of transporting the printed matter to the State or States where such matter may be required for use in the public service.

SEC. 12. *And be it further enacted*, That a committee of three members of the Senate and three members of the House of Representatives, shall be appointed by the President of the Senate and Speaker of the House, to be called the Joint Committee on the Public Printing, which committee shall have a right to decide between the superintendent of the public printing and the public printer in any dispute which may arise as to the propriety of the decisions of the superintendent making deductions on account of work which the superintendent may refuse to receive, or which in his opinion, may not be done with proper despatch, as required by law; and the said committee shall pass upon the accounts of the superintendent of the public printing. Said committee shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay in the execution of the public printing, provided that no contract, agreement or arrange-

ment entered into by this committee, shall take effect until the same shall have been approved by that house of Congress to which the printing belongs, and when the printing delayed relates to the business of both houses, until both houses shall have approved of such contract or arrangement. All motions to print extra copies of any bill, report, or other public document, shall be referred to the members of the Committee on Printing from the house in which the same may be made.

SECT. 13. *And be it further enacted*, That all acts or joint resolutions conflicting with the provisions of this act are hereby repealed; but nothing herein contained shall be construed to authorize the cancelment of any contract now or heretofore entered into with any printer under the laws heretofore in force, or to abrogate his rights in any way without his consent. Nothing in this act shall be construed to authorize the printing of the census, but the same shall be done as may be provided by law hereafter.

Passed the House of Representatives, *July* 31, 1852.

Attest: P. BARRY HAYES, *Chief Clerk.*

f. SENATE HEARING - No hearings available.

g. SENATE REPORT - No report available.

h. SENATE DEBATE - CONG. GLOBE, 32d Cong., 1st Sess., 2325-2329, 2333-2338 (1852)

Mr. HAMLIN. This bill should undergo a most careful examination by the Senate, but it is brought up at a time when that examination, I apprehend, cannot be made. I wish to state in a few words, the reasons which control my decision, and which will compel me to vote against the bill.

In the first place, it proposes to unite all the public printing, both that of the Departments and of Congress. That, in my opinion, is an objection to the bill, and I shall move to separate the two classes of printing. I believe that all the printing of the Departments is now done, and has been done satsifactorily for years, under contract.

In the next place, the bill provides for the appointment of a Superintendent by the President of the United States, and thus the Superintendent of the Congressional printing is to be completely free from our control. I think that the Superintendent should be elected by Congress; and I think that the Congressional printing should be done by itself, and that the Department printing should be done by itself. I think that the two classes of printing should be kept separate; and there are good reasons why it should be so. The two kinds of printing are different; the terms and prices, which would be reasonable for Congressional printing, would be exorbitant for the printing of the Departments. These are my reasons for thinking that the two should not be put together. §301 §501

Another reason I desire to urge is, that the project for placing the whole of the printing under the superintendence of one man is likely to result in no good. The printing of the Post Office, * which now exceeds $50,000 per annum, requires the superintendence of two persons, one to prepare the blanks, and the other to circulate them throughout the country; and it is impossible that the superintendence of the Congressional and departmental printing could both be performed by one man. 2325

These are my objections to the bill. I think the whole system is wrong. I think it is wrong in principle; and for the purpose of testing the question in the Senate, I will move to insert the following, after the word "printing," in the second section:

To be elected by a concurrent vote of the Senate and House of Representatives.

It will then read:

"And be it further enacted, That there shall be a Superintendent of public printing, to be elected by a concurrent vote of the Senate and House of Representatives, who shall hold his office for the term of two years, who shall receive for his services a salary of $2,500 per annum," & C. §301

In that way the Superintendent will be within the control of Congress, and will not be appointed by the sole authority of the President. I hope that a vote will be taken on the question without discussion.

Mr. UNDERWOOD. I would like to know whether it is in order to make speeches before we know what we are acting upon?

The PRESIDENT. The bill has been read twice and is now under consideration as in Committee of the Whole.

Mr. UNDERWOOD. I have never heard the bill read. I wish to have it read through.

The bill was accordingly read.

Mr. RUSK. It seems to me that the amendment would introduce a new rule which it would be difficult to carry out. If by a concurrent vote he means a vote of both Houses in convention, that could not be done; or if it is a vote of each House separately, there would be a difficulty in getting at the object. One House might vote for one man, and the other for another.

The question being taken, the amendment was rejected.

Mr. BAYARD. I cannot vote for this bill as it stands, because I am opposed to its principle as a permanent measure; but inasmuch as we must necessarily make some provision for the printing session, I am willing to take the bill if the proviso which I now offer to the twelfth section be adopted. The effect of the proviso will be to limit the duration of the law till the 4th day of March, 1853, and will necessarily compel Congress, after discussion, at their next session, either to reenact this law with alterations or amendments, or to permit it to stand as it is, or to adopt some other measure. What I mean to express is, that my own opinions are decidedly in favor of a national printing press, after a good deal of thought which I have given to the subject. I am willing to hear the views of others on the subject, and I desire to express my own when a suitable occasion may arise. It is too late to do so now, and I am willing to accept this measure as a temporary measure, until Congress shall again meet. I shall, however, vote against the bill as a permanent measure, because I am well satisfied that if it should pass, whatever may be its merits or its demerits, the bill will be continued for at least four or five years. I therefore move to amend the bill by adding at the end of the twelfth section, the following proviso:

Provided, That the preceding provisions of this act shall continue in the force till the 4th day of March 1853, and no longer.

Mr. DOUGLAS. I rise to express the hope that the amendment will not be adopted. If the bill be tried as it is, we can, in the mean time, secure a well-digested system of public printing. Of course, this measure will only last until that time. The amendment will render it necessary to send this bill back to the House of Representatives, and if there were no other difficulties in the way, that would be enough. Inasmuch, therefore, as this amendment would appear to have no beneficial effect, it seems to me to be unnecessary to pass it.

Mr. BAYARD. The amendment has its effect. It is not merely to have a printer elected, but the law will remain a permanent law; and it requires the election of a printer, if you pass it in the shape in which it stands. I am opposed to the principle of the law. There is not time to discuss it now, but I am willing to take it with this proviso, in consequence of the exigency of the public service. That exigency, however, does not require that we should swallow what is wrong in its principle; and I believe that Congress, during the next session, will be able, after discussion, to say whether they will modify, or alter, or abandon, the system altogether. I therefore must persist in my amendment.

Mr. SMITH. I ask for the yeas and nays on the amendment. It is a very important amendment.

The yeas and nays were ordered, and then taken, with the following result:

YEAS -- Messrs. Atchison, Badger, Bayard, Bell, Borland, Brooke, Butler, Chase, Clark, Cooper, Davis, Dawson, De Saussure, Fish, Foot, Geyer, Hale, Hunter, Jones of Tennessee, Mangum, Miller, Morton, Pearce, Pratt, Seward, Smith, Soule, Spruance, Stockton, Summer, Underwood, Upham, and Wade - 33.

NAYS -- Messrs. Adams, Bradbury, Bright, Brodhead, Cass, Charlton, Clemens, Dodge of Wisconsin, Dodge of Iowa, Douglas, Downs, Feich, Gwin, Houston, James, Jones of Iowa, King, Mallory, Meriwether, Norris, Rusk, Shields, Toucey, Walker, and Weller -- 25.

So the amendment was agreed to.

Mr. HAMLIN. I desire to move an amendment in the second section, simply for the purpose of testing the question whether the Senate will connect the printing of the §501 Departments with the printing of Congress, or whether they are willing to separate these two kinds of printing. If that amendment is adopted, I shall propose another one for the purpose of separating these two kinds of printing. I propose to strike

out of the twelfth and thirteenth lines the words, "or of any Department or Bureau of the Government of the United States." And upon that I ask the yeas and nays.

Mr. BORLAND. I have to differ with my friend from Maine on his proposition. I think, if we elect a public printer, we ought to include all the printing, bring it all into one system. The effect of that would be, to make fortunes very rapidly for somebody; and I desire to make the fortune of one at a time, and let him retire for some one else to take his place. §501

Mr. SMITH. The amendment proposed by the Senator from Maine is one of very great importance. I desire to call the attention of the Senate to the subject, though I shall endeavor to be as brief as possible. There is no member of the Senate who is more familiar with this subject than is my friend from Maine, and I regret very much that he did not lay before the Senate the facts and considerations which I am certain would ensure the adoption of his amendment by a very large majority of the Senate. He did not think it proper, however, to go into the merits of the subject, probably relying on the assurance that we have heard from several quarters, that every member of the Senate is perfectly familiar with the legislation of Congress, and with all the facts that pertain to the question. If I were sure that they were so, I certainly would not trouble the Senate with my remarks.

But, Mr. President, we have one system, or rather one principle, which rules and governs the printing of the two Houses of Congress, and another in each and every department of the Government, and that is, that Congress, or rather the officers of Congress, in one case, and the several heads of the Departments in the other case, shall let out the public printing to the lowest bidder. So far as the Congressional printing is concerned, I will admit that this system has not operated well, and for the reason that was adverted to by my honorable friend from New Hampshire, [Mr. Hale,] -- not that there is any real defect in the system itself, but because Congress had not, and probably will not, carry into effect the provisions of the law. But I have to say to the Senate, that as far as the departmental printing is concerned, this business of letting it out to the lowest bidder has operated well, and proved satisfactory to the heads of the Departments, and highly profitable to the Government, as is suggested by a friend near me. The printers under it get fair profits, although they do not get those suggested by my friend from Arkansas. They do not make enormous fortunes in two years, as the public printers did when the printing was dealt out upon political considerations and principles of favoritism. But Congress got tired, several years ago, of dealing out departmental printing and Congressional printing to party favorites, to enable them to make large fortunes, and, therefore, they went into this system of letting it out to the lowest bidder. And I say, that so far as the departmental printing is concerned, it has operated very well. I have at my room letters from each and every one of the heads of the Departments, which I should have brought into the Chamber, if I had supposed that the subject was coming up for consideration today, in which they bear testimony to the admirable operation of the system of letting out the departmental printing to the lowest bidder. The honorable Postmaster General is particularly emphatic on this subject.

It will be borne in mind that the large portion of the public service pertaining to the post office of the United States is let out to the lowest bidder; and the Postmaster General tells me in his letter, which I have not at hand, that he knows no reason why the printing of the Post Office Department should not be let out to the lowest bidder, as much as the transportation of the mails is let out to the lowest bidder; and he is decidedly in favor of maintaining the system. That also is the testimony of the Secretaries of the Treasury, of the Interior, of War, and of the late Secretary of the Navy, (Mr. Graham.) They all bear testimony to the economical operation of the system. These gentlemen say they not only obtain the printing of the various Departments well executed, on good paper, and commensurate to the wants of the public service -- at what rates I will not undertake to say, but at rates a great deal lower than they otherwise would -- and unless Congress, as the House of Representatives seems to be, are prepared to

return to the old system of giving it out upon political considerations -- to the old wasteful, prodigal, and extravagant system -- I am entirely sure that a majority of this honorable body will concur in the amendment proposed by my honorable friend from Maine.

§501 But here, Mr. President, is a most extraordinary state of things. I have no doubt that the two Houses of Congress have the right to appoint an officer, under the name of a public printer to execute the printing that is required for the two Houses; but has Congress the right, or, if it has the right, is it expedient for Congress to seize hold of the printing of the various Departments of the Government? Upon what principle is it that we elect the public printer to do the printing of the two Houses of Congress? It is exactly upon the principle that we appoint a Secretary of the Senate -- it is exactly upon the principle that we appoint a Sergeant-at-Arms -- it is exactly upon the principle upon which we appoint all other officers of the two Houses of Congress -- to do what? To exercise certain functions -- discharge certain duties which are absolutely necessary to enable us to perform our duties under the Constitution. The public printer, therefore, is an officer of Congress, and has ever been recognized as such; but if we do usurp (for I think it is of the nature of usurpation) the power of executing the printing for the Departments, I want to know what sort of function that is? Is the Superintendent to exercise his functions and perform services necessary to enable us to discharge our legislative duties here?

I desire to know of honorable Senators whether we are to elect a public printer not to serve Congress but to serve the Departments? But to what extent is it to be carried? I say it is highly improper for the two Houses of Congress to undertake to lay their hands on printing that has nothing to do with our duties here as members of Congress; and how is this to be done? At what expense? At a very great sacrifice to the Treasury; and to what end? My honorable friend from Arkansas [Mr. Borland] has announced at the end, or rather the result -- I will not say the end contemplated by honorable Senators, because that would involve possibly an imputation on their motives -- but I say the result of the system proposed has been announced to us by the Senator from Arkansas. He says he wants to put into the hands of the printer to be elected by the two Houses of Congress all the Congressional printing. If that is done in conformity with the provisions of the bill, I have no manner of doubt that its effect will be to accumulate a considerable fortune during one Congressional term. But the honorable Senator says he wants to have them accumulate a fortune rapidly. He wants these men to grow rich at the expense of the laboring industrious people of the country. He wants to have them succeed each * other in the accession 2326
of these fortunes in rapid succession; and I believe they will do it if the bill passes.

Now, I am totally opposed to drawing within the vortex of the Congressional printing, the printing of the Departments. We have a system now that operates well; it is an economical system, satisfactory to the Departments, and not oppressive to the Government. Nobody complains of it. Why, then, is it proposed to lay violent hands on that branch of the public printing, and draw it under our jurisdiction, and undertake to execute it by our authority?

I have other views to express in connection with this entire subject, but I mean to limit myself precisely to the question before us. I will not travel into the question of the merits of the bill. I intend, in addressing myself to the Senate -- and I fear I shall be compelled to do it more than once - - to confine myself strictly and rigidly to the point before it. I do, therefore, most strenuously resist in limine the idea of breaking down the system of letting our departmental printing to the lowest bidder, when it operates well and nobody complains of it; when it is satisfactory to the heads of the Departments; when nobody calls for the change; and when it is, apparently, to draw it within our jurisdiction, upon an idea such as has been suggested by the honorable Senator from Arkansas. As it is an important question, I ask for the yeas and nays on the amendment.

Mr. WALKER. I think there has been an amendment adopted which destroys the utility of this bill. It is that which limits its operation to the 4th of March next. Considering that that amendment destroys the efficiency of the bill, and there is no longer any use in considering it, I move that it lie upon the table.

Several Senators. "Oh, no!"

Mr. DOUGLAS. I must ask the yeas and nays upon the motion.

Mr. WALKER. If the friends of the bill, upon this side of the Chamber particularly, do not want to lay it down, I withdraw the motion; but I think there is not much use in considering the bill any longer after the adoption of that amendment.

The PRESIDENT. The motion to lay on the table having been withdrawn, the question is upon the amendment of the Senator from Maine.

Mr. BAYARD. I shall vote against this, or any other amendment, because it seems to me, that in accordance with the amendment which I had the honor to propose, and which the Senate sanctioned a principle has been adopted that this measure is one of a temporary character. I understood my amendment to be adopted upon the ground that there was no time now to discuss the principles of a bill of this kind, to settle a permanent system. I had objections to the bill on other grounds. We could not have an opportunity now to discuss them, and I thought it was right that a permanent system should not be adopted without discussion. But I also thought it would relieve Senators from their objections to the bill as it stood, if it were made temporary in its character. The provision making it temporary having been adopted, it certainly removes my objection. Though I am decidedly opposed to the bill as a permanent system, yet as the Senate acceded, with the statement of those views, to the amendment which I proposed, I presumed that the object was to let the bill pass as a temporary measure, which the exigencies of the public service demanded, with regard to the printing of the next session.

Mr. BRADBURY. Mr. President, the sweeping, and I had almost said suicidal amendment offered by the honorable Senator from Delaware, which has been adopted by the Senate, renders the present amendment inoperative and unnecessary. By the amendment already adopted, the provisions of the act are to terminate on the 3d of March next; and now it is proposed to exempt the printing of the Departments from its operation. I presume that contracts have already been entered into for all the printing of the Departments up to that time; and as I think the amendment already adopted practically makes this exclusion, this amendment would seem to be unnecessary.

Mr. PRATT. The Senate will observe that the second section of the bill provides that "there shall be a Superintendent of the Public Printing, who shall hold his office for the term of two years." Now, the section does not provide, quo modo, how the Superintendent is to be appointed. On looking to the Constitution, I find that it provides that the President, by and with the advice and consent of the Senate, shall appoint the officers designated, " and all other officers of the United 'States, whose appointments are not herein other-'wise provided for, and which shall be established 'by law; but the Congress may, by law, vest the 'appointment of such inferior officers, as they 'think proper, in the President alone, in the courts 'of law, or in the heads of Departments." The Superintendent then here provided for by this bill, is to be appointed by the President, by and with the advice and consent of the Senate, inasmuch as the bill does not provide for the appointment by the President, without that supervisory consent on the part of the Senate. §301

Now, I want to suggest to my friend from Maine, that the amendment which he proposes should not be made a test question, as to whether we are in favor of taking from the bill that part which gives the printing of the Departments to the printer to be elected by the two Houses of Congress; for the provision which he proposes to strikeout only requires that the Department printing should be supervised by the

Superintendent to be appointed by the President, by and with the advice and consent of the Senate. I can see no earthly difficulty; on the contrary, I can see a much greater propriety in the printing of the public offices being supervised by the appointee of the President than that the printing of Congress should be so supervised. I can see no reason for the amendment now proposed by the Senator from Maine; and therefore I hope that it will not be made a test question with regard to the sense of the Senate as to separating the Department printing from the Congressional printing.

In my judgment, there is every propriety that the Superintendent so to be appointed should supervise the departmental printing; and I have certainly heard no objection to that. But when it comes to the other question of separating the department from the Congressional printing, I shall vote with great pleasure with the honorable Senator from Maine. The suggestion which he has made to me in conversation is conclusive that the provision uniting the two ought to be stricken out; for you are to have under this bill two public printers -- one appointed by the Senate, and one appointed by the House; and the bill does not provide which of these printers is to do the Department printing. I shall, therefore, vote with the Senator from Maine, when he comes to the amendment to strike out the departmental printing; but I shall vote for keeping in the bill the supervision of the Department printing by the Superintendent.

Mr. HAMLIN. In order to meet the suggestion of the Senator from Maryland, I withdraw my amendment and offer another; to strike out of the third section the words:

"And from the several chiefs of Departments and heads of bureaus, all matters ordered by them, respectively, to be printed at the public expense."

That presents precisely the question of disconnecting the Congressional from the departmental printing.

Mr. SMITH. I ask for the yeas and nays on the amendment.

The yeas and nays were ordered; and being taken, resulted -- yeas 26, nays 28; as follows:

YEAS -- Messrs. Badger, Bell, Chase, Clarke, Cooper, Davis, Dawson, Fish, Foot, Geyer, Hamlin, Hunter, Jones of Tennessee, Mangum, Miller, Morton, Pearce, Pratt, seward, Smith; Spruance, Stockton, Summer, Underwood, Upham, and Wade -- 22.

NAYS -- Messrs. Adams, Bayard, Borland, Bradbury, Bright, Brodhead, Butler, Cass, Charlton, Clemens, DeSaussure, Dodge of Wisconsin, Dodge of Iowa, Douglas, Downs, Felch, Gwin, Houston, James, Jones of Iowa, King, Mallory, Meriwether, Norris, Rusk, Shields, Soule, and Weller -- 28.

So the amendment was rejected.

Mr. SMITH. It must be manifest, I think, to the members of the body that the details of this bill cannot be considered without encroaching on other business that is pending before the Senate. The bill is now here to the interruption of the consideration of the river and harbor bill.

Several Senators. That has been passed.

Mr. SMITH. I think not.

Mr. DAVIS. The river and harbor bill has been ordered to a third reading. It has not yet been finally passed.

Mr. SMITH. That was my understanding. I therefore move to lay this bill on the table, and I ask the yeas and nays on that motion.

Mr. DAVIS. I was about to aks for the order of the day, but the Senator from Connecticut has made a motion to lay the bill upon the table.

Mr. SMITH. I withdraw that motion.

Mr. DAVIS. Then I move to postpone the further consideration of the bill until to-morrow.

Mr. BRIGHT. Will the Senator withdraw the motion for a moment?

Mr. DAVIS. Certainly, sir.

Mr. BRIGHT. The honorable Senator from Connecticut manifests great indignation at what he regards as an effort to reward a partisan press. He insists that the effect of passing this bill will be to reward a partisan editor, and that the contract is the only system that ought to be adopted by Congress. He further argues, that unless the contract system be adopted, the public interests will be jeopardized, and money will be appropriated out of the National Treasury without a fair consideration. Now, that honorable Senator must excuse me for saying that I am unwilling to be taught by him upon this subject, for the reason that he is grossly inconsistent. He advocates one policy in reference to the public printing to-day, and another to-morrow. He has boxed every point of the compass in discussing this question, since taking his seat as a Senator, as I will show from that honorable Senator's speeches. Some two years ago, when I introduced a proposition here disposing of the printing of the Seventh Census to the lowest bidder, that honorable Senator took decided ground against it, and alleged that it was a vicious system, fraught with mischief, and would again, as it has in times past, prove a fraud on the Treasury, and an entire failure. I desire to read a few extracts from a speech that the honorable Senator made on the occasion I have referred to. In the Congressional Globe of the first session of the Thirty-first Congress, page 687, I find that the following remarks were made by that Senator on the 10th of April, 1850:

"In addition to this, even if there was time to carry any measure, such as is contemplated by the honorable member from Indiana, I do not believe that any contract you could make upon the principle of giving it to the lowest bidder, would be executed in such a manner as the public service requires. I care not what may be the stipulation of the contract; I care not what guarantees you may demand of the public printer -- of any man who may give the lowest bid for the public printing -- you never can get the contract executed in such a manner as the public interests require."

To-day, according to the theory of this same Senator, the contract system is the only method known to him whereby the public Treasury can be protected and the public printing done in a proper manner. But the honorable Senator went further, and said:

"You would get an inferior quality of paper. The paper, which is now in the hands of the contractors with the Census Board, is very nearly of the strength and quality of bank paper. It is a very superior kind of paper. I believe specimens of it have been laid on the tables of honorable Senators. Now, you may stipulate in the contract that the printers shall furnish paper that has all the strength of bank paper; but I deny that you could have any guarantee that the contract would be fulfilled. The paper will be of an inferior quality, and, by the time the blanks reach Washington from the hands of the marshalls and their deputies, the documents will be in such a state as to be illegible, and of no use for the purpose of making up the abstract that is ultimately to constitute the census."

On another occasion, when there was a proposition before the Senate to let the contracts for the public printing to the lowest bidder, the Senator used the following language:

"The truth is, Mr. President, that the real difficulty is with the system that we have adopted of public printing. It is a vicious system."

In another place he says:

"I am fully satisfied that the honorable Senator from Mississippi purposes to act with all due courtesy; and I beg pardon to the Senate for having trespassed

discussion of contract system

upon their attention on this subject. I was about to explain what was the real cause of the delay. It is this vicious system of printing; and I contend that it is utterly impossible, under this system, that we should have public documents ready in time."

That is, under the "contract system." I leave such inconsistencies as appear between the speech made to-day, and those made by the honorable Senator on former occasions, to be reconciled by him. I do not wish to be considered as arraigning the honorable gentleman for his course, but have felt it to be my duty to hold up his former course as a reason against giving any influence whatever to his opinions to-day. He had a right to entertain these opinions, and to publish them at the time
2327 he did; and I do not question his right, * to change these opinions, and to announce that change to the Senate. But I do deny his right, after these tergiversations, to teach myself and other Senators on this subject. Without the least unkindness, then, toward that Senator, he will permit me to say that it does not become him to get up here, denounce this measure, and censure those who are its advocates. Such inconsistencies ought to be, and shall be commented upon.

Mr. HUNTER. I would suggest to the friends of the bill that it should be laid aside, in order to take up the civil and dplomatic bill, and then it could be taken up to-morrow during the morning hour.

Several Senators. Let us take the vote.

Mr. HUNTER. If we can take the vote, I will not press the proposition.

Mr. SMITH. It seems that we are not only to have this printing bill thrust upon us, but the honorable Senator from Indiana -- after the bill has been forced upon us, to the postponement of the river and harbor bill, and the civil and diplomatic bill -- has put me on trial on a question of consistency. The honorable Senator has preferred an indictment; I do not know how many counts he has put in it; but I hope I may be permitted to stand in here and put in a plea of "not guilty;" and before I get through I venture to say that I shall satisfy every member of the Senate, except, perhaps, that gentleman, that I am not guilty.

This is not the first time that the gentleman has stood up here and preferred against me a charge of inconsistency in relation to the subject of the public printing. When the charge was made before, I brought in the record and I proved from it that the charge was utterly false; and I now say it is unfounded. The gentleman seems to take pleasure in reading from some remarks that I had the honor to address to the Senate at the last Congress. I wish I had them before me. If I had them here I should not ask another human being in the Chamber except the Senator from Indiana to listen to me; and I think I could give him some little light on the subject.

I admit that, when the question in regard to the preparatory printing for the taking of the census was before the Senate, I did claim that it could not be let out to the lowest bidder with safety and propriety; and I assigned a special reason for it. I said that it required paper of a very excellent character -- very nearly of the quality of bank bills; that these sheets were to be transmitted through the mails; that they were to undergo a great deal of manipulation of handling; and that if the paper were not of the best quality, the sheets would be broken up and returned here to the Department in such a manner as to render them wholly illegible and unintelligible. I did maintain that it would not do to let out printing of that character to the lowest bidder. But if the honorable gentleman will take up the record of my speeches in regard to the printing of the census returns, he will find it written down there that I contended that the printing of those returns should be let out to the lowest bidder. I avowed it over and over again. When I spoke upon the subject, I brought in the record and read it in the ears of the gentleman; but it seems that the reading had very little effect on his memory. I contended in the strongest terms that I never would consent to let out the departmental printing, or the printing of the census returns to any other man than the lowest bidder.

He will find it so written in my speech. There it stands, and there it will stand to the end of time. I contended that the printing of the census was departmental printing, and that it ought to go to the lowest bidder -- that letting it out to the lowest bidder would save a very large sum of money to the Government.

But it would really seem that I cannot rise to address the Senate on my subject but that I have some honorable Senator on the other side bringing against me an accusation of inconsistency. The honorable Senator from Arkansas, [Mr. Borland,] when I spoke on the Sault Ste. Marie canal bill, arraigned me on the charge of inconsistency. The honorable gentleman from Indiana, when I addressed the Senate on the subject of printing, early in the session, arraigned me on the same charge. I showed then that it was utterly unfounded, and if I had the record here now I would show that this charge is equally unfounded.

I have insisted from the beginning that the printing of the census returns should be let out to the lowest bidder. And here, sir, we have a revelation, and I will speak it out. The object of his measure -- I do not say it is an improper object, I call in question no man's motive, I impeach the conduct of no one -- and the object of pressing it now is to enable the honorable gentleman and those who act with him politically, to lay their hands on this business of printing the census returns, and hand it over to the man who may be elected public printer by the Democratic majority in the two Houses of Congress.

In relation to the system of Congressional printing I have always said that the contract system had failed. I said that it ought to be changed. But how changed? Not by electing some partisan to do the printing of the two Houses of Congress, but I have contended that some modification was necessary, and I believe I suggested that we ought to purchase the paper and then let out the mere press-work and composition to the lowest bidder.

Mr. UNDERWOOD. Certainly. I well recollect that that was your argument.

Mr. SMITH. My honorable friend from Kentucky informs me that he well recollects that I took that ground. All that the honorable Senator from Indiana, then, has to stand upon in preferring against me the accusation of inconsistency, is that I insisted, in regard to the printing preliminary to the taking of the census, that it would not do to let it out to the lowest bidder. I have always insisted that the contract system, as it now stands, according to law, should prevail in regard to the departmental printing; but in regard to the Congressional printing, I have at all times admitted that there should be some amendment. I now stand ready to vote for a proper amendment; but I am not pledged to vote for all sorts of amendments.

A majority have decided here that they will lay their hands on the departmental printing. It is not enough that the partisan to be elected by the two Houses shall have all the printing of the two Houses. It is not enough that he shall have the printing of the census, which I suppose will be conferred on him. But it is proposed to make this bill a sort of broom to go through all the Departments and gather up all the patronage to be found, and give it to some favorite of the party.

I have gone far enough in vindicating the position which I have assumed hitherto. I say that my course has been consistent. I have maintained most strenuously that we never should depart from the system of letting out the printing to the lowest bidder. I have always admitted, however, that it was necessary that there should be some modification of the law in regard to the Congressional printing. Having done this, I move to lay the bill upon the table.

Mr. BRIGHT. I hope the honorable Senator will withdraw the motion for a moment.

Mr. SMITH. Certainly, sir.

Mr. BRIGHT. I have not arraigned the honorable Senator, or made any charge against him, which is not supported by the record which I have read. I merely charged that he had hitherto been the advocate of the contract system, whenever the

contract system was likely to benefit the peculiar interest that he seems to represent on this floor; and whenever it did not suit that interest, he was against it. He has been for and against it, as circumstances and interest seemed to require.

Sir, I might, when last up, have read further, and proved that the honorable gentleman on one occasion pledged himself to bring in a bill to repeal this odious contract system; and if the Senate will indulge me, I will do so now. At page 495 of the Congressional Globe for the first session of the Thirty-first Congress, on the question of printing the Seventh Census, the honorable Senator remarked:

"I was about to explain what was the real cause of the delay. It is this vicious system of printing; and I contend that it is utterly impossible, under this system, that we should have public documents ready in time. It is necessary that it should be abrogated, and I will now intimate that, at a very early day, I intend to bring the subject under the consideration of the Senate. I say then, simply that, admitting, as I do, to the fullest extent, that neither the Committee on Printing nor the majority in the two Houses of Congress are in fault. The Administration is not responsible for what may be said by the editor of the Republic, in any degree; and that the whole difficulty results from this unfortunate system, which can only be characterized by the old proverb, as being 'pennywise, and pound foolish.' "

These were the remarks of the Senator on that occasion in which he pledged himself to bring in a bill to repeal the whole system, which I believe he has not done. There is one point to which I must allude, and I am done; and that is the fact, that the Senator objects to the bill on the ground that the prices proposed to be paid are extravagantly high -- there is a great fortune in them -- that we are about to pay enormous prices to sustain a partisan press, &C. Why, sir, the prices proposed to be paid by this bill are not so high as those recommended to be paid by that honorable Senator as a member of the Committee on Printing, and under which that committee proposed to let out the printing of Congress. I appeal to the honorable Senator from Arkansas, who was a member of the committee at that time, to state whether or not the statement I make is not true -- whether the prices provided to be paid by the terms of this bill are not as low, if not lower, than those recommended by the Senator from Connecticut, as a member of the Committee on Printing.

Mr. BORLAND. As I am appealed to by my friend from Indiana, I will state, that from an examination which I made as chairman of the Committee on Printing, and an examination which I have since made of the rates of compensation proposed to be given for printing under the contract made by the committee with Messrs. Donelson & Armstrong, and the publishers of the Republic and from an examination which I have made, as carefully as I could, of the prices to be paid by this bill, I have come to the conclusion that the prices proposed to be given to the Republic and Union offices were higher than these. I do not think there is a great deal of difference between them; but I am perfectly satisfied that these prices were higher -- I think from ten to twenty per cent. higher -- than those proposed in this bill. This is my opinion. I may be mistaken; but from the best examination I have been able to make, such is the conclusion to which I have arrived.

Mr. BRIGHT. That is the statement of the prices which the Senator was willing then to have given.

Mr. SMITH. I shall be heard upon that point. I will attend to this last indictment directly.

Mr. DAVIS. I move to postpone the further consideration of this bill until to-morrow for the purpose of taking up the river and harbor bill.

Mr. BRIGHT. If there is no other Senator who desires to discuss it, we may as well vote upon it.

Mr. SMITH. I am going to be heard on this indictment, and probably shall take up half a day.

Mr. DOUGLAS. I hope it will not be postponed. If the policy is to speak out to the end of the session on every little remark that is made here, under the plea of an indictment, to prevent the action of Congress upon the bill. I am in favor of letting the Senator go on and speak now, and speak all night. I understand this policy. He avows the object is now to take half a day in answering a single remark. Sir, he may speak until doomsday, and yet the record proves that the statement of the Senator from Indiana is true. The object then is to occupy time; and if this bill is to be evaded by occupying the time until the end of the session, I am in favor of sitting here at once until he shall weary himself out, and then vote on the bill.

Mr. SMITH. Here is a third indictment, Mr. President. [Laughter.] Indictment number three. I cannot try two indictments at the same time. I am going to take indictor the honorable Senator from Indiana, and then I will take indictor the honorable Senator from Illinois, who will see how he will come out. That I will stand by. I do not care when these indictments come on. I am willing to try them now, or next week.

Mr. DAVIS. I wish to complete the river and harbor bill, which we had under consideration yesterday and ordered to be read a third time. I suppose debate upon it is exhausted, and that it will occupy no time, but that it will be necessary only to read it a third time and pass it. I therefore move to postpone the further consideration of this bill until half past two o'clock. When we have passed the river and harbor bill, we can take this up again.

Mr. MANGUM. This bill is a matter of very great importance. The civil and diplomatic bill, and the river and harbor bill, are comparatively of but little moment. This is a great political machine -- a party machine -- as the honorable Sen- * ator from Connecticut thinks. It is vastly important that it should be 2328
considered. Sir, I do not like to interpose a work here in defense of the honorable Senator from Connecticut, because he is like the man in the Almanac. There is hardly a Democrat in this Senatorial Chamber but must cast his darts at him. He is the head of the Whig Senatorial Committee, and he throws many an arrow at the opposite party, which perhaps inflict some wounds. But, as to his consistency, it is a matter of great moment that it should be defended -- a matter of vast importance -- representing, as he does, the august and powerful, and, as I hope to be, triumphant Whig party. That consistency is of more consequence than the passage of the civil and diplomatic bill, or of the river and harbor bill. [Laughter.] It is the very life and soul of the great and struggling Whig party, which is to be the victorious one. Let gentlemen assail that consistency if they will. Has there ever been a Whig nominee that he has not supported? Has the Senator ever been found deserting his party? Has he ever been found scismatic in regard to the principles of his own party? Has there ever been a Democratic move, by which the Democratic party were going to pluck money out of the Treasury for party purposes, which he has not resisted? [Laughter.] If they move in one direction one day, he must take the opposite; if they change their policy the next day, he also must again take the opposite -- always consistent in opposing the tricks and schemes of those who wish to pocket money for party purposes. Sir, I will defend that consistency to any extent that I would defend myself. There never has been a Whig nominee that he has not been the supporter of. [Laughter.] He never has been called upon to take part in the labor, as the head of the central committee, but he has entered into the harness, and has worked like a dray horse.

I am not at all surprised at the threefold accusation which has been brought against him. I know he will be able to bear it -- he will be able to resist it. This is a matter of great consequence. I hope that consistency of the honorable Senator will be defended successfully, and acknowledged. I appeal to the magnanimity of the Democratic party, if they have ever seem him conniving at any practice of theirs which he supposed to be aimed at the great and triumphant Whig party? Never, sir; never. [Laughter.] He has shown a consistency which is

honorable to him, as a Whig, and as a Whig statesman -- not only to the party, but to the country.

Well, sir, as to putting off this matter I do not know but that the money which will be expended under it may come into use. There is some little necessity to pass the civil and diplomatic bill. However, that is comparatively unimportant. I am utterly opposed to this whole scheme in its present shape. I do not desire to speak against time. The honorable Senator from Illinois says he understands that. I have never practiced it in my life. I think it is pretty well understood by some gentlemen. We saw at the close of the last session of Congress that it was pretty well understood by a certain party, upon the river and harbor bill that does appear upon the records of the last session, except its being unsuccessfully before us. I have no disposition to speak against time, but I am utterly unwilling that, at one fell swoop, a party that is temporarily in the majority here, should seize upon the immense patronage which gentlemen are aiming at, of the entire public printing of the entire Federal Government. Sir, is there any gentleman here who will rise in his place, and upon his responsibility as a Senator, undertake to say that there is the slightest ground of imputation against the success of the present system, as practiced under the Departments of the Government?

Mr. DOUGLAS. Certainly it has been controverted.

Mr. WELLER. Most assuredly it has.

Mr. MANGUM. Has its proper acting been converted?

Mr. DOUGLAS. It has not only been controverted, but successfully shown that the contract system under the Departments is a mere mockery, covering up contracts to their own partisans, and paying not the slightest regard whatever to the lowest bid that may be put in.

Mr. MANGUM. I know nothing of that --

Mr. DOUGLAS. It is so

Mr. MANGUM. I hope I shall not be interrupted.

Mr. DOUGLAS. I should not have interrupted the Senator if he had not put the question. My silence might have been deemed acquiescence.

Mr. MANGUM. I desire this thing to appear upon proof; not mere assertion. I desire the proofs to be made, and not that it shall go upon a mere naked, bald assertion. If, as the Senator calculates, the entire success of the Democratic party be certain, the Government, I suppose, will be in the hands of honest men. I am willing to trust the contract system to them. We have no fears or apprehensions that they will cover up from us their contracts, like this corrupt Whig party does. But I have heard, for the first time, this morning, that there is any ground of imputation whatever against the present system of printing as it is practiced in the Departments. In those Departments, I know, there are little petty, paltry things frequently done. Very recently, a very paltry and contemptible thing has been done by a great man in the Whig party -- the Secretary of State -- unworthy of him, unworthy of his position, and disgraceful to the party, so far as he can affect it. It will be but a little longer that he can affect it to any extent. I speak the truth of men in power, and out of power, when I speak at all, if I know it. I am opposed to a system which embraces the entire printing of the Federal Government. It is a privilege that ought to be devolved upon no party. It is a matter that ought to be conducted upon principles that steer clear of mere party interest and power.

Sir, I have seen parties here. I know something about them. I suppose there is about as much integrity in one party, in the mass, as in the other. As to this thing of cheating, though, I must do my sagacious friends of the opposite party the justice of saying that I think they understand the game a vast deal better than the raw militia of the Whig party. That party has been long in power; they understand all the tricks of the trade; and our militia could never come near enough to the outposts to compete with them in the practice. But at all events I make no imputation.

The PRESIDING OFFICER, (Mr. Norris,) The Chair will state that the question is on postponing the further consideration of the subject until half-past two o'clock.

Mr. MANGUM. I know that; and I am endeavoring to show that this is a vastly important matter -- vastly important to the Democratic party, and, consequently, important to the country, that we should have a speedy action on it, though I desire to have all the information upon it that I can get. I am sorry to detain the Senate a moment -- it is against my habit; but this question being so important, I trust it will be properly considered.

Mr. SMTIH. I ask the yeas and nays on the motion to postpone.

The yeas and nays were ordered.

Mr. WALKER. I shall vote for the motion, because I believe it is necessary to the passage of the river and harbor bill and for no other reason.

Mr. BORLAND. Such will be the consideration which will induce me to vote for the postponement. I desire to see the river and habor bill sent to the House.

Mr. BRIGHT. I shall vote against the motion to postpone, for the reason that if we pass this bill over now we shall not get it up again this session.

The question being taken by yeas and nays, resulted -- yeas 28, nays 27 -- as follows:

YEAS -- Messrs. Badger, Borland, Brooke, Chase, Clarke, Cooper, Davis, Dawson, De Saussure, Dodge of Wisconsin, Dodge of Iowa, Fish, Foot, Geyer, Jones of Tennessee, Mangum, Miller, Morton, Pearce, Pratt, Seward, Smith, Spruance, Summer, Underwood, Upham, Wade, and Walker -- 28.

NAYS -- Messrs. Adams, Atchison, Bayard, Bradbury, Bright, Brodhead, Butler, Cass, Charlton, Clemens, Douglas, Downs, Fetch, Gwin, Hamlin, Houston, Hunter, King, Mallory, Meriwether, Norris, Rusk, Shields, Soule, Stockton, Toucey, and Weller -- 27.

So the further consideration of the bill was postponed until half-past two o'clock. *

2329

Mr. MILLER. I wish to call the attention of the Senate to the twelfth section of the bill. It provides that a committee, to be called a Committee on Printing, shall consist of three members of this body, and of three members of the House of Representatives, and that the Senators who are appointed on that committee, shall be appointed by the Presiding Officer of the Senate. This provision is in conflict with a long-established rule of this body, that its committees shall always be appointed by the Senate, unless the Senate itself consent to the appointments by the Presiding Officer. If this bill should pass into a law, one of the most important committees will not be under the control of this body, but will be absolutely appointed by the Presiding Officer. For instance, we all know that when the Vice President of the United States presides over the Senate, he is not under its control, and yet to him the appointment of this committee would be confided, thereby removing it, completely, from the control of the Senate.

§101

It appears to me to have been an oversight on the part of the committee which drafted the bill. I shall, therefore, move to amend the section, by striking out the words "the President of." The section will then read:

And be it further enacted, That a committee of three members of the Senate and three members of the House of Representatives shall be appointed by the Senate and Speaker of the House, to be called the Joint Committee on the Public Printing, &c.

The question was taken on the amendment, and, on a division, it was rejected.

Mr. MILLER. I will again call the attention of the Senate to the latter part of the same section. It provides that "all motions to bring extra copies 'of any bill, report, or other public document, 'shall be referred to the members of the Committee on Printing, from the House in which the 'same may be made."

§703

If this should become law, then the Senate will have no control whatever over these documents. Every motion for printing extra copies of any bill or report

must, of necessity, go to the Committee on Printing. Heretofore, the Senate have always had the control of that matter. As a general rule, it is, perhaps, correct §703 that all such motions should go to the committee, but it may happen, and frequently does happen, that we desire to act on the documents brought before us, immediately, and require that they should be printed immediately. I wish, therefore, that the Senate would observe that the operation of this section of the bill is to take away from the Senate that power which it has always retained, of ordering the printing of extra copies of bills or reports, and to hand it over to a committee which is not under the control of the Senate. As this change appears to me to be inexpedient, I move to strike out that part of the section which I have read.

Mr. BAYARD. I barely want to state that in introducing the amendment which I offered, and which the Senate adopted, I was willing, inasmuch as there was no time to debate the provisions of the bill, and as I objected to its general provisions, if it were to be a permanent system, to agree to it as a temporary measure. My object was to stop debate; but it seems that there is an inclination, which seems to be pretty general, to defeat the bill by offering amendments. Under these circumstances, and judging of this from the course which has been taken, I shall avail myself of the privilege of voting against my own amendment, when it comes up in the Senate, trusting that the bill may be suitably altered next session.

The question was taken on the amendment, and it was rejected.

Mr. PRATT. The Senate will notice in the eighth section of the bill a provision, that "the following rates of compensation shall be paid from time to time, §305 for such printing as may be ordered by Congress;" and then, in the eleventh section, the bill provides "that the same prices shall be paid for printng for the Executive Departments that are paid for printing for Congress." Now, the honorable Senator from Maine [Mr. Hamlin] said that, although the prices stipulated in the bill for the Congressional printing might be right, yet it would be manifestly wrong to give the same prices for the printing of the Departments; that they could afford to execute the Department printing for less than half the amount which is here allowed for the Congressional printing. If that be so, the matter certainly ought to be corrected. I move, therefore, in the eleventh section to strike out the following words:

"Shall be paid for printing for the Executive Departments that are paid for printing for Congress."

The effect of this amendment is simply to withdraw the prices which are allowed by this bill for Congressional printing, from being applied to the printing of the Departments. The section can afterwards be amended in such manner as to make it read right.

Mr. DOUGLAS. As the Department printing has been referred to again, I will make a remark in explanation of a remark which I made to the Senator from North Carolina, [Mr. Mangum.] I made my statement in regard to the Department printing not being in accordance with the contract on such statements, as I have heard, and on general rumor. I may have been mistaken; but I do not know it. I do not wish to be understood as affirming it to be correct. I stated what I believe to be true, although it has since been contradicted. I leave the statement to go under the general rumor, without any indoresement from me.

2333 The motion to strike out was not agreed to. *

Mr. SMITH. . . I have not had the opportunity to do so; and thus, it appears to me, that we are legislating entirely in the dark. Nobody knows what the prices of this bill are; and if it passes, I am perfectly certain -- admitting that it is not the intention of the honorable Senator to confer exorbitant profits on any one -- that it will put an enormous fortune into the hands of the printer, the very first Congress that it goes into effect. I deeply regret that the chairman of the Committee on Printing [Mr. Hamlin] is not present; he is more conversant with these

details than I am, and would be much more able to point out to the Senate the probable results of the measure. He totally objected to give to Donelson & Armstrong and Gideon & Co. the prices which the committee agreed to give. He considered that it was exorbitant -- altogether too much. Why, sir, during the first Congress that such prices were given for the whole work; it would realize to any man a fortune of $100,000, and the system would break itself down by the weight of its own corruption.

I do not wish to obtrude myself unreasonably upon the Senate on this subject. I had a series of amendments which I contemplated to propose to this bill, with the view of changing its character in several essential particulars; but I see clearly that a majority of the Senate are determined to take the bill anyhow, and therefore I will not unnecessarily consume the public time by proposing amendments here which I know will be unavailing. Still I desire to say, in all candor, that I regard this as an improvement upon the old system -- I mean the system which existed prior to the contract system. The separation of the supply of paper from the composition and press-work is a very great improvement, and I am inclined to think that the appointment of a Superintendent is a great improvement. There is §301
much in the bill that I really approve; and if we only had time for its consideration, which we might have taken since last December, we might have had a well-matured system of printing now in operation. But, sir, I see no necessity for passing this bill during the present session; and if the honorable Senator will consent to let it lie over until the next session, I will undertake to satisfy him that it is wrong in many essential particulars.

There are features in the bill, which I admit, are a decided improvement. I admit that, as we manage the contract system now, it has proved a failure; and, I will admit further, that the existing state of things is absolutely intolerable. But there are some features in this bill which I regard as downright enormities. When I use that word I do not impeach the motives of any honorable Senator. But here is the departmental printing let out to the lowest bidder, and is done satisfactorily to the head of every Department; and I give notice that I will insert in my published remarks the letters which I have from all the heads of Departments, or I will have them brought in here and read. Here is a system in operation, which is an admirable system, a system free from every impu- * tation of corruption, a 233
system in the highest degree economical, a system which is satisfactory to the Government -- and why is not that system permitted to remain as it is? I shall take the sense of the Senate on this point. If I have a favorable opportunity, and there were time, as there is not, I would endeavor to shape the bill in conformity with what I think it should be, entertaining as I do opinions in substantial coincidence with the chairman of the Committee on Printing, [Mr. Hamlin.] I say that if I were encouraged to make the effort, I would propose a series of amendments, and I would explain precisely the grounds on which I would put the subject.

But, as I have already said to the Senate, it is not my practice to make efforts which I know beforehand will be useless. I will therefore content myself with asking the yeas and nays on the question, whether the majority will really insist on breaking up the contract system, when it is not desired by the Departments, when it is economical and satisfactory to everybody who has anything to do with the subject. I will content myself with the yeas and nays, and if the Senate choose to lay hands on the whole, why then, with the whole, they will take the responsibility.

Mr. BRIGHT. I regret that I am compelled to consume a moment of the time of the Senate; but the remarks of the Senator from Connecticut call for a reply from me. They would convey the impression abroad, that some of the members of this body are prepared to vote for the bill blindly, and without any consideration as to the amount that it would be necessary to pay out of the public Treasury for the work. Now, I give notice to that Senator that I do not give my votes here in that manner.

and I will tell him that before I determined whether I should vote for this bill, I made inquiries relative to the scale of prices contained in it, of a gentleman who may be considered an authority on such subjects, and whose name I will give to the honorable Senator -- it is Mr. J.C. Rives. He informed me that the bill, taking it as a whole, was a fair bill, and that the prices were not too nigh.

Mr. HALE. I have here an amendment which I offer as a substitute to the bill, striking out all after the enacting clause. I ask that it may be read by the Secretary.

It was accordingly read, as follows:

That there shall be appointed by the President, by and with the advice and consent of the Senate, a Superintendent of the Public Printing, who shall be a practical
§301 printer, of education and experience in the business of printing, the term of whose office shall be four years, unless sooner removed by the President, or by joint resolution of the Senate and House of Representatives; who shall receive an annual compensation for his services, of $2,500, and give bond to the United States in the
§303 sum of $10,000, with sufficient sureties, to be approved by the Secretary of the Interior, for the faithful performance of the duties of his office.

Sec. 2. And be it further enacted, That the said Superintendent shall take charge of and be responsible for all original or other matter directed by the proper authority to be printed, and cause the same to be promptly executed, as required, and shall return it in good order to the officer from whom it was received, as may be required by such officer; and purchase for the United States, as the same may be required, at the usual and at reasonable prices, such presses, type, and other printing materials as may be necessary for the execution of all the printing, and to discharge either of them for incompetency or other sufficient cause, to be stated by him on the records
§511 of the office; to purchase by contract, after due notice for sealed proposals, of the lowest and best bidder, and according to the quality of the samples to be exhibited by him, all such paper as may be necessary for said printing; and to render an account
§508 annually to each House of Congress, (or oftener if required by either House,) of all of his expenditures for the purposes aforesaid.

Sec. 3 And be it further enacted, That it shall also be the duty of the said Superintendent to pay, on the first day of every month, all bills for the purchase of materials for use of the said office; and all wages due to the persons employed in an about said establishment, for their labor during the preceding week; and for that purpose he shall be authorized to draw, monthly, from the Treasury of the United States, all such sums of money as may be required therefor, to be ascertained by a statement thereof to be made by him, and presented to and approved by the Secretary of the Interior; and on such approval he shall be authorized to receive the said sums from the Treasury.

Sec. 4. And be it enacted, That the said Superintendent shall appoint a practical bookdinder, possessing a thorough knowledge of the business, who shall receive $1,000 a year for his services. And the said bookbinder may, with the approbation of the Superintendent, employ such bookbinders and other persons as maybe indispensably necessary to a neat, prompt, and economical execution of the folding, stitching, and binding, that may be directed by law, or by the order of either House of Congress, or be necessary to secure together the several sheets of which a document may consist; the wages of such bookbinders and other persons to be regulated by those paid for similar services in other binders in the United States, and be paid by the said Superintendent; and the said Superintendent shall have the power to discharge the said binders and other persons whenever the public interest shall require, and he shall purchase all the materials required for said binding in the same manner as is hereinbefore directed for the purchase of paper.

Sec. 5. And be it further enacted, That all printing directed by law, or by either of the executive departments of the General Government in pursuance of law, or such as may be necessary to the execution of law, and all other printing directed by the Senate or House of Representatives, or both, and all folding, stitching, and binding required for the same or directed by law, shall be executed at the said public printing office, and in the manner required; but no private printing or binding of any description whatsoever, or for any person or person whomsoever, shall be received at or executed in said office; and any infraction of this prohibition, by any person belonging to either of said offices, shall be deemed and acted upon as a good cause for the removal of such person, so offending, from public employment. §501

Sec. 6. And be it further enacted, That for the regulation and government of persons, business, expenditures, and every other object or matter connected with the said public printing office, rules shall be prepared by the said Superintendent, the Secretary of the Senate, and Clerk of the House of Representatives, which, when confirmed and approved by the Committees on Printing or both Houses of Congress, shall be binding, and shall be observed and enforced by the said Superintendent.

Sec. 7. And be it further enacted, That the resolution entitled "Joint resolution directing the manner of procuring the printing for the two Houses of Congress," approved August 3d, 1846, shall be, and the same hereby rescinded.

Mr. HALE. This amendment, it will be perceived by those who have taken the trouble to listen to it, proposes the establishment of a Government printing office. In all essential improvements it goes as far as the other bill does; only it does not provide for two or three middle men between the Superintendent and the printers who are to receive the profits. It authorizes the Superintendent to employ printers to do the work; it makes the printing to be done under a bureau of the Government. In other words, it is to have the printing done in such a way that nobody loses on it. The wages are to be paid to those who do the work. I submit the proposition to the Senate, and ask the yeas and nays upon it.

Now permit me to say a single word in regard to the provisions of the other bill, for which this is a substitute. I suppose it is not worth while for us to affect to be a great deal purer than we are, and we might as well look at the matter as it exists, as to pretend to mystify it. What, then, is the fact? There are published in this city a certain number of daily papers, and I believe that of all the papers published in the city there is but one that has brains enough to live upon its own resources.

A Senator. Which is that?

Mr. HALE. It is one that is not knocking at the door of Congress for Treasury pap. But, sir, there has been one paper which was made the special organ of the great interests of a great portion of the country, and yet it could not live. It died; and the others are suffering under the same complaint -- a sort of collapse of the stomach; and unless something be done for their relief, they must follow the fate of their illustrious predecessor. It had no brains, and therefore it could not think; it had no heart, and therefore it could not feel; it had no cash, and therefore it could not live. [Laughter.] With this complication of disorders it has gone the way of all the earth, and has left a mournful valedictory behind it. Well, Mr. President, there is danger that this complaint is contagious, and unless something is done for the relief of the other papers they will be apt to go the same way. This bill is intended to subserve great public interests -- no doubt that is the object, the highest motives of patriotism which impels them to pursue the course they are taking -- but we cannot help looking a little at the incidental consequences which follow their patriotic action.

I take it, sir, that without any impeachment of the patriotism of those gentlemen who urge the adoption of this bill, we may take a glance at some of the

incidental consequences that may result from it. I believe that is unquestionably intended for the relief of some of those newspaper establishments in this city, which cannot live without aid. They cannot do it, Mr. President. The experiment has been repeatedly tried here both by Whigs and Democrats, and it has always failed. There is something unhealthy in the air of this District for these organs. They cannot live without such aid as this bill is intended to confer. And when that is the fact, when we all know it, what is the use of pretending ignorance of what is obvious to all? For my part, I think that newspapers should live here as they do everywhere else. If they can commend themselves by their own resources, their talents, and their ingenuity and enterprise, to the community, so as to be supported, it is an evidence that they are worthy of support, and do not need our assistance. It is only those sickly, rickety things which are not worth raising that come and ask for aid, simply because they are unable to support themselves. For this reason I propose that we do our own printing, and that we appoint a Superintendent, who will know when the printing is done well, and who will be able to act without the intervention of two or three contractors. What necessity is there for these contractors? Suppose you pass this bill, and it becomes law, a Superintendent will be appointed; if my amendment passes a Superintendent will also be appointed. If this bill passes, you will pay him a salary of $2,500 a year; my amendment proposes exactly the same thing. What, then, is the difference? Simply this: My amendment will cause every cent that is paid out of the public Treasury to go directly into the hands of those who do the work; but pass the bill for which this is a substitute, and you will have a person elected for Superintendent. You will have printers elected who probably know as much about printing as of anything else which they do not understand, and they will stand between the Superintendent and the workmen, for the purpose of receiving the profits. What necessity is there for these contractors? If profits are to be made, let them go to those who have the labor to perform. But it seems to be very much the habit of thinking with some gentlemen who are in favor of this bill, to suppose that it is impossible to execute any labor without the intervention of an overseer. I do not see the necessity of it myself. Suppose that the printers who do this work are competent, and that the Superintendent is competent, and able to take charge of the establishment, what use is there for these gentlemen contractors to come and stand between him and the men who do the work? There may be some object to gain, some purpose to serve, but I am very much afraid that it does not now meet the public eye. If we are merely desirous of getting the public printing done properly, let us adopt this amendment, and then we can appoint our own officers; and if they do not perform their work properly, we can grumble to our heart's content, and replace them by those who will.

§301
§303

We have tried the contract system, and it failed -- that is conceded. We have tried the plan of electing a public printer, and it failed -- that is conceded. Let us now, then, take the thing into our own hands altogether; appoint our own Superintendent; hire our own workmen; buy our own paper and presses, and in that way we can do the work to our own satisfaction, and as cheaply as by any other mode. The only real and substantial difference between the plan proposed by the bill, and the plan proposed by my amendment, will be that, by the latter, there will be no middle man, no daysman, to come in between the Government and the laboring men. For these reasons, I think the amendment is preferable.

I beg pardon for having occupied so much of the time of the Senate; but I have not spoken before on this subject; I have listened in silence to the admonitions which Senators have given each other. I will not follow the example set me, by inflicting an admonition on any one, but shall content myself by asking the yeas and nays on my motion.

Mr. WELLER. There are many of us here who are satisfied that the contract system, after an experiment, has most signally failed. We are desirous, therefore, of resorting to the old plan of electing a public printer, who shall be responsible to Congress for the manner in which he discharges his official duties. Being satis-

fied of that, the first question which naturally presents itself is, what compensation shall be allowed to this public printer? Now, Senators who have no knowledge whatever upon the subject of printing, would very naturally inquire with regard to it of those whose * vocation it was to understand that business. I say that it was 2335
very natural that those who are intrusted with the examination of this question should have called to their aid the information which had been acquired and could be furnished by practical printers. It has been disclosed to the Senate that the joint committee, which was selected upon this subject, have brought before them practical printers, and from the statement of these printers they have fixed upon a certain tariff of prices to be paid for the public printing. Now I ask, is there anything unjust or unfair in this? Was there any other way by which the committee could put themselves in possession of the information necessary to enable them to decide this question? We have the statement of these Senators that this course has been adopted.

. . . The yeas and nays were ordered on Mr. Hale's amendment; and, being taken, resulted -- yeas 16, nays 28 as follows:

YEAS -- Messrs. Chase, Cooper, Davis, Dawson, Fish, Foot, Hale, Jones of Tennessee, Morton, Pearce, Seward, Smith, Spruance, Underwood, Upham, and Wade -- 16.

NAYS -- Messrs. Adams, Bayard, Borland, Bradbury, Bright, Brodhead, Brooke, Cass, Charlton, De Saussure, Dodge of Wisconsin, Dodge of Iowa, Douglas, Downs, Felch, Gwin, Houston, Jones of Iowa, King, Mallory, Mason, Meriwether, Rusk, Shields, Summer, Toucey, Walker, and Weller -- 28.

So the amendment was not agreed to.

Mr. CLARKE, when his name was called, rose and said: Upon this question, and upon this bill, I have paired off with the honorable Senator from New Hampshire, [Mr. Norris,] and do not feel at liberty to vote.

Mr. BORLAND. I shall not tire the Senate with a speech; but the position in which I feel myself placed on this occasion, requires me to say a few words to put myself, as I consider, right upon the record. I regret exceedingly to appear in seeming opposition to the political party to which I belong, to the service of which I have * devoted my life and in the success of which I feel as deep an interest, I apprehend, as any Senator on this floor.

I would vote for this bill if, in my own conscience, I could do so. I am very sorry that I cannot vote for it. I believe the principle of the bill is right. It is what I have advocated ever since I have been in the Senate. I believe I should not object to the individuals who will probably -- if the bill passes; and I suppose it will pass -- be made public printers. I apprehend I should go with the majority of my party in that choice. But, sir, I object to the bill, and shall be compelled to vote against it, for one or two reasons, which I will briefly state.

In the first place, although I think the principle of the bill is right, yet I think its details are impracticable. I think its working will be mischievous instead of beneficial. I agree with those Senators who have said that the contract system has failed. I have considered it a failure from the beginning. That has ever been my conviction. I think it ought to be abandoned; it ought to be substituted by a system resting upon the principle of this bill; but this bill contains within itself provisions which are, in my opinion, contradictory to each other and impracticable in operation. It lays down foundations of disputes which we shall never get over, if we once get into them. It provides for two printers, one to do the printing of the House, and the other to do the printing of the Senate. Now, if we elect two separate individuals, it will raise up a dispute with which we shall be troubled during the rest of the time that it is in operation. We shall have disputes between these two printers as to who shall do

discussion of contract system

the bulk of the printing, and who shall do the bulk of the printing, and who shall get the profits. For instance, if we order the printing of a large number of the Patent Office report, what will be the effect of it?

The bill provides that the printer of the House where the first order is made shall do the printing. It forbids payment for double composition. It will then be a contest between the two Houses who shall order first, and who shall order most for the purpose of sustaining its own printer. If we should order fifty thousand copies of the Patent Office report first, the work would be done by our printer. Then suppose the House should order one hundred thousand copies. Double composition cannot be paid for; the bill forbids it; and there will be the House printer ordered by the House to print one hundred thousand copies of this work which our printer will have already printed.

Mr. DOWNS. I would ask the honorable Senator if there is not a provision in the bill that such a question shall be submitted to the Joint Committee on Printing?

Mr. BORLAND. I know that some such provision is made that it leads to the very difficulty which I suggested. It gives rise to disputes which we will find it exceedingly troublesome to settle.

Mr. WELLER. How did we get along when each House had its own printer?

Mr. BORLAND. I would say to the Senator from California, that we had a printer who undertook the whole work by contract, and when a particular document was ordered to be printed by the Senate, it was printed under that contract, and when additional numbers were ordered by the House, they were printed by the same individual as additional numbers for the reduced compensation which the contract provided. But in this case, each printer will have an equal right to do the work. Each will be acting under the orders of the respective Houses. If the printer of the House should be required to print one hundred thousand copies of the Patent Office report -- as the order of the House I apprehend will be -- he will not be allowed to charge for double composition, or for the first execution of the work; and he will be required, under the terms of this bill, to do it at a reduced price, for which we will tell you he cannot do it. Yet, having been elected printer, and required to do the work, he will have a legal obligation upon him to execute it without the ability to do it. He will thus be deprived of profits, in consideration and anticipation of which he was required to have a printing establishment competent to do the work. There is a practical difficulty in the way.

Then the bill fixes the prices for Executive printing at the same rates as Congressional printing. Any one who has a practical knowledge of the printing which is done for the House of Congress, and that which is done for the Executive Departments, knows very well how the printers regard it. He knows very well that the printing for Congress cannot be done for the same rates as those paid for departmental printing; and here you will be paying a high rate for printing which can be done at a lower rate. If the rate you have agreed upon were a reduced rate, or if it were one no more than fair, and what you could command the work for in the market then this would not be an objection; but the rates fixed are, in my opinion -- and it has been formed after a some what careful examination -- from twenty to twenty-five per cent. higher than you can go into the market and get the work done for. I may be wrong in this. I do not state it as a rule to govern the opinions and views of other Senators. I am simply giving the reasons which will control me in casting my vote. You are providing in this bill to put all printing on the same footing as to compensation. You can go into the market and get a portion of it done for a much smaller price than you are giving, at the lowest rate of compensation, and more than -- if you go into the market -- you can get the highest-priced printing done for.

These are practical objections to the bill, which, to my mind, are insuperable. Then, there is another practical difficulty. You provide that a Superintendent of Printing shall be appointed -- a single individual -- at a salary of $2,500 a year. You require him to do more work than any ten men in the city of Washington can do, and you have made no provision for any assistants for him. You require the Superin-

tendent to do work which I venture the assertion, that no ten practical men, or to speak within bounds, no five men here, however intelligent, active, and skillful, can do. You provide a single man to do that much work. That objection could be remedied by authorizing the Superintendent to employ assistants, and give him the means of paying them; but there is no such provision in the bill.

I stated before that I was in favor of the principle of the bill; but I say this bill is so defective in its provisions that you cannot execute it. It requires impossible things. The amount of compensation which it provides is put where it is not needed, and it is omitted where it is absolutely necessary to carry out the provisions of the bill. High prices are put on that portion of the work which can be done for from twenty to twenty-five per cent. less than you provide.

There is another objection in my mind, though I admit it is a minor one. You give the control of all this Congressional printing -- printing which we now keep within our own authority and control -- to the Executive, without any voice on the part of the Senate to say aye or no. You provide for the appointment of a Superintendent of Printing, who shall have charge of this whole work, involving as I believe, under the principles proposed in this bill, an expenditure of from a million to a million and a half of dollars a year. The Superintendent, who is to expend it, is to be wholly irresponsible to us, and to be appointed by the Executive, without any voice on the part of the Senate. Now, the Constitution gives to the President the power to fill by appointment the offices which we may establish by law. We may require that the nomination of an individual to an office may be sent to us for confirmation; but here it is left entirely to the Executive, wholly irresponsible to us. Yet the expenditure, as I believe, of more than $1,000,000 a year is to be intrusted to the hands of an Executive appointee who is to be wholly irresponsible to us, and beyond our control. To this I am opposed.

There are many other minor objections to the bill which I could point out, but, having stated those which are controlling so far as my own vote is concerned, I shall not trouble the Senate with going any further into the subject. I make no factious opposition to the bill, but I venture to predict now that if it be passed in its present form, those who vote for it will hereafter, in bitterness, regret it, not only because it will be diastrous in its effects upon the public work, but it will be disastrous upon the political party who stamp it with their sanction and approbation.

The bill was reported to the Senate as amended, and the question was on concurring in the amendment made as in Committee of the Whole, to insert at the end of the twelfth section:

"Provided, That the preceding sections of this act shall continue in force until the fourth day of March, 1853, and no longer."

Mr. WELLER called for the yeas and nays; and they were ordered.

Mr. BORLAND. If this amendment of the Senator from Delaware, which was adopted by the Senate as in Committee of the Whole, and proposed by him for considerations which were controlling at the time, be adopted now, I admit that much of what I considered as disasters to result from this bill will be avoided, and we shall guard against many mischiefs which I think will result from the bill in its present form. If this amendment, however, should be rejected, I think all the evils which I have pointed out will result.

Mr. WELLER. I only wish to say, that if the amendment be adopted, the whole bill will, in my judgment, be rendered worthless, and of no consequence.

The question being taken, by yeas and nays, upon concurring in the amendment, resulted -- yeas 17, nays 22; as follows:

YEAS -- Messrs. Borland, Brooke, Chase, Cooper, Davis, Dawson, De Saussure,

Fish, Foot, Hale, Mason, Pearce, Seward, Smith, Spruance, Underwood, and Wade -- 17.
NAYS -- Messrs. Adams, Bradbury, Brodhead, Cass, Charlton, Dodge of Wisconsin, Dodge of Iowa, Douglas, Downs, Fetch, Gwin, Houston, James, Jones of Iowa, King, Mallory, Meriwether, Rusk, Shields, Toucey, Walker, and Weller -- 22.

2337 So it was not concurred in. *

So the bill was ordered to a third reading.

Mr. MILLER, when his name was called, stated that he had paired off with the Senator from Alagama, [Mr. Clemens.]

Mr. BROOKE, when his name was called, stated that he had paired off with the Senator from Florida, [Mr. Morton.]

2338 The bill was then read a third time, and passed. *

i. STATUTES AT LARGE - 10 Stat. 30.

August 26, 1852. CHAP. XCI.—*An Act to provide for executing the Public Printing, and establishing the Prices thereof, and for other Purposes.*

Joint resolution of August 3, 1846, repealed. Vol. ix. p. 118.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the joint resolution entitled "Joint Resolution directing the manner of procuring the printing for each house of Congress," approved August third, eighteen hundred and forty-six, be and the same is hereby repealed.

Superintendent of public printing.

SEC. 2. *And be it further enacted*, That there shall be a superintendent of the public printing, who shall hold his office for the term of two years, who shall receive for his services a salary of twenty-five hundred dollars per annum, and who shall give bond with two sureties to be approved by the Secretary of the Interior, in the penalty of twenty thousand dollars, for the faithful discharge of his duties under this law. The said

Salary.

Bond.

Qualifications.

superintendent shall be a practical printer, versed in the various branches of the arts of printing and book-binding, and he shall not be interested directly or indirectly in any contract for printing for Congress or for any department or bureau of the government of the United States. The first

Term of office.

superintendent under this law shall hold his office until the commencement of the thirty-third Congress, and the superintendents thereafter appointed shall hold their offices for two years, commencing with the first day of the session of each Congress.

His duties.

SEC. 3. *And be it further enacted*, That it shall be the duty of said superintendent to receive from the Secretary of the Senate and Clerk of the House of Representatives all matter ordered by Congress to be printed, and from the several chiefs of departments and heads of bureaus all matter ordered by them respectively, to be printed at the public expense, and to keep a faithful account of the same, in the order in which the same shall be received, in a book or books to be by him kept for that purpose. He shall deliver said matter to the public printer or printers in the order in which it shall be received, unless otherwise ordered by the joint committee on printing. He shall inspect the work, when executed by the public printer or printers, and shall record in a book or books, to be by him kept for that purpose, the dates at which the returns of said work are made and whether the same is executed in a neat and workmanlike manner, upon the paper furnished to the public printers by said superintendent, and the amount allowed by said superintendent for the said printing. It shall be his duty to supervise the execution of the public printing, to inspect the work when executed, and to see that the same is done with neatness and despatch; to report every failure or delinquency of duty on the part of the public printer, and from time to time to report the said delinquencies to the joint committee of Congress

on printing. He shall issue his certificate for the amount due to the public printer for such work as shall have been faithfully executed, which certificate shall be made payable to the public printer at the treasury of the United States, and shall not be assignable or transferable by indorsement or delivery to any third party. Said certificate of the superintendent shall be a sufficient voucher for the comptroller to pass, and for the treasurer, upon the order of the second comptroller, to pay the same.

His certificate of work done, to be a voucher and not to be transferable.

SEC. 4. *And be it further enacted*, That it shall be the duty of the said superintendent of the public printing to advertise annually in one or more newspapers of general circulation in the cities of Boston, New York, Philadelphia, Baltimore, Washington, New Orleans, Louisville, and Cincinnati, for the space of sixty days prior to the first of December, for sealed proposals to furnish the government of the United States all paper which may be necessary for the execution of the public printing, of quality and in quantity to be specified in the said advertisements from year to year. He shall open such proposals as may be made, in the presence of the President of the Senate and Speaker of the House of Representatives, on the first Tuesday after the first Monday of December annually, provided a Speaker shall have been elected, or as soon thereafter as a Speaker shall be elected, and shall award the contract for furnishing all of said paper, or such class thereof as may be bid for to the lowest bidder, whose sample, accompanying his bid, shall most nearly approximate to the quality of paper (size, weight, and texture all considered) advertised for by the said superintendent. The sample offered with the bid accepted shall be preserved by the said superintendent, and it shall be his duty to compare these with the paper furnished by the public contractor; and he shall not accept any paper from the contractor which does not conform to the sample preserved as aforesaid. It shall be the duty of the superintendent of the public printing to deliver the paper for the printing of the United States upon

Proposals for paper to be advertised by the superintendent.

Proposals, how and when opened.

Contracts, how awarded.

Sample to be preserved as a standard.

the requisitions of the public printer or printers, and to charge him or them therewith; and as the printing is returned and passed by the said superintendent, he shall credit the public printer with the quantity used in the public service. It shall be the duty of said superintendent to have the requisitions of the printer and the returns of paper by the printer balanced at least once in each year, and in default thereof to report the same to Congress for such proceedings as Congress may direct. In default of any contractor under this law to comply with his contract in furnishing the paper in proper time and of proper quality, the superintendent is authorized to advertise for proposals, as hereinbefore provided, and award the contract to the lowest bidder; and for any increase of cost to the government in procuring a proper supply of paper for the use of the government, the contractor in default and his securities shall be charged with and held responsible for the same, and shall be prosecuted upon their bond, by the superintendent, in the name of the United States, in the Circuit Court of the United States for the District of Columbia.

Paper to be supplied and charged to the public printer.

Account of paper supplied, to be balanced at least yearly, or reported to Congress.

Provision in case of default of the contractor for paper.

SEC. 5. *And be it further enacted*, That the public printer shall be required to execute each job of printing intrusted to him within thirty days from the date of its delivery by the superintendent, except bills, reports, and joint resolutions, which shall be returned as the Clerk of the House, or Secretary of the Senate shall require, unless, for good reasons shown, the superintendent of printing shall extend the time. And should the printer detain any matter, longer than thirty days, a deduction of five per centum shall be made by the superintendent, from the account of the printer, for such job, and an additional deduction of five per centum for an additional detention of twenty days. If the public printer shall detain such matter for sixty days, the superintendent shall withdraw it entirely, and shall employ another printer to execute the same with promptness, upon the terms provided by law; and in such case the public printer shall not be allowed therefor.

Within what time the public printing shall be done.

Superintendent not to be interested.

Penalty for violation of this provision.

SEC. 6. *And be it further enacted*, That the superintendent of the public printing shall not be directly or indirectly interested in the business of the public printing, or in any material to be used by the public printer, or in any contract for furnishing paper to Congress or to any department or bureau of the government of the United States. For any violation of this provision the superintendent of the public printing shall forfeit his office, and may be indicted before the District Court for the District of Columbia, and if found guilty, shall be imprisoned in the penitentiary of the District of Columbia for any term not less than one nor more than five years, and in addition thereto, may be fined in any sum from one thousand to ten thousand dollars.

By which printer the printing is to be done.

1854, ch. 60, § 6.

Provision when each house orders the same printing.

SEC. 7. *And be it further enacted*, That when any document shall be ordered to be printed by both houses of Congress, the entire printing of such document shall be done by the printer of that house which first ordered the same. And whenever the same person or the same firm shall be printer for both houses of Congress, and both houses shall order the same document to be printed within three weeks of the same time, composition shall be charged but once for said document; and no sum shall be paid to said printer for altering the headings from the form in which he printed them first to the form or forms in which such document shall afterwards be printed.

Each house of Congress to elect a printer.

Rates of compensation for printing.

SEC. 8. *And be it further enacted*, That there shall be elected a public printer for each House of Congress, to do the public printing for the Congress for which he or they may be chosen, and such printing for the executive departments and bureaus of the government of the United States as may be delivered to him or them to be printed, by the superintendent of the public printing. The following rates of compensation shall be paid from time to time for such printing as may be ordered by Congress:—

Bills, &c.

First. For bills and joint resolutions—

For composition per page, fifty cents.

For presswork, folding, and stitching, for five hundred and eighty copies, thirty-two and a half cents per page: and at the same rate per page for any greater number not exceeding one thousand copies.

Reports, documents, &c.

Second. For reports of committees and the journals of both houses, with indexes, and the executive documents of each house, embracing messages from the President, reports from the executive departments, bureaus, and offices, and documents and statements communicated therewith, with indexes; resolutions and other documents from State legislatures; memorials, petitions, treaties, and confidential documents for the Senate; for composition per page, octavo—

For small pica plain, one dollar.

For small pica rule, one dollar and fifty cents.

For brevier plain, one dollar and fifty cents.

For brevier rule, two dollars.

For nonpareil rule, three dollars and seventy-five cents.

Tables.

Size of page.

For the composition of tables larger than octavo size, per one thousand ems, seventy cents; but the page of octavo size shall contain not less than one thousand six hundred ems when printed in small pica; and the body of all plain matter shall be so printed, except extracts, yeas and nays, and addenda, which shall be printed with brevier type.

Rule and figure-work.

All rule and figure work shall be printed in royal octavo form, with small pica, each page containing not less than one thousand six hundred ems, if the matter to be printed can be brought into pages of that size with that kind of type, so as to be read with facility and convenience. If it cannot, it shall be printed with brevier type, each page containing not less than two thousand eight hundred ems; and if it cannot be brought into a royal octavo page with brevier type, so as to be understood with facility, it shall be printed with nonpareil type, each page containing not less than four thousand two hundred ems; and when it cannot be brought into a royal octavo page with nonpareil type, so as to be read with facility, it shall be printed with brevier type in a broadside, showing the whole table at one view, and be so filled that it can be bound in a royal octavo volume.

When matter is leaded, the composition shall be counted as if the matter were printed *solid*, and not leaded. Leaded matter.

For presswork, folding, and stitching of royal octavo size— Presswork, &c.

For twelve hundred and fifty copies, thirty-two and a half cents per page, and at the same rate for any greater number not exceeding fifteen hundred copies.

For presswork, folding, and stitching of each table larger than royal octavo size—

For twelve hundred and fifty copies, one dollar and twenty-five cents per page, and at the same rate for any number not exceeding fifteen hundred copies.

The following deductions on account of folding and stitching copies reserved for binding, shall be made:—

For royal octavo size, per page, for each hundred copies, one quarter of a cent; for each table larger than octavo, one quarter of a cent; and the following additional charge shall be allowed for trimming, folding, and stitching, and inserting each map, chart, diagram, or plat in the copies not reserved for binding; for every hundred copies, ten cents.

There shall be allowed for the presswork on treaties, reports, and other documents, when ordered to be printed in confidence, for the use of the Senate, at the following rates:—

For the presswork, folding, and stitching of sixty-five copies, six cents per page, when of the royal octavo size, and one dollar per page, for sixty-five copies, when the matter cannot be contained in the royal

octavo page in any type hereinbefore specified; and allowance shall be made at the same rates for any greater number of copies than sixty-five, and not exceeding one hundred.

Third. For tabular statements of the orders of the day, lists of yeas and nays, circular letters, and miscellaneous printing ordered by Congress, not hereinbefore specified— Other matter.

For composition for plain work, per thousand ems, fifty cents.

For rule and figure work, fifty cents per thousand ems.

For presswork, folding, and stitching one hundred copies, per page—

For royal octavo, or any smaller size, ten cents.

For quarto post, twenty cents.

For foolscap and any larger size, twenty cents.

But the following deductions shall be made from the presswork, folding, and stitching additional numbers to the number usually ordered by Congress of matter included in the foregoing specifications, to wit:

When the number ordered exceeds five thousand and does not exceed ten thousand, two per centum.

When the number exceeds ten thousand and does not exceed twenty thousand, five per centum.

When the number exceeds twenty thousand, forty per centum.

The presswork, folding, and stitching, of all printing not herein provided for, shall be done by the ream—the rates shall be two dollars per ream when printed on one side, and four dollars per ream when printed on both sides—when any amount less than one ream is ordered, it shall be counted and settled for as one ream. Other presswork, &c.

SEC. 9. *And be it further enacted*, That the regular numbers of documents ordered by Congress shall be printed in octavo form, on paper weighing not less than fifty-six pounds for every four hundred and eighty sheets, and measuring twenty-four by thirty-eight inches; and the extra numbers shall be printed on paper weighing not less than forty-five pounds for every four hundred and eighty sheets, and measuring twenty-four by thirty-eight inches. The paper for any other species of printing ordered by Congress, may be of such size and quality as the superintendent of the public printing may deem suitable and proper. Kind of paper to be used and size of page.

SEC. 10. *And be it further enacted*, That the public printer or printers may be required by the superintendent to work at night as well as through the day upon the public printing, during the session of Congress, when the exigencies of the public service require it. Night work may be required.

Price to be paid for departmental printing.

SEC. 11. *And be it further enacted*, That the same prices shall be paid for printing for the executive departments that are paid for printing for Congress, except for printing post-bills, which shall be printed on paper not less than sixteen by twenty-six inches, and for printing on parchment. There shall be paid for printing the post-bills at the rate of one dollar per thousand sheets, and at the rate of ten dollars per thousand for printing parchments; but nothing shall be allowed for altering post-bills when the alteration consists in the mere change of a postmaster's name: and nothing herein contained shall prevent the heads of executive departments from employing printers out of the city of Washington, to execute such printing for any of said departments as may be required for use out of Washington, when the same can be executed elsewhere as cheap as at the rates herein specified, increased by the cost of transporting the printed matter to the State or States where such matter may be required for use in the public service.

Joint Committee on Printing to be appointed.

Their powers, and duties.

SEC. 12. *And be it further enacted*, That a committee, consisting of three members of the Senate and three members of the House of Representatives, shall be appointed by the President of the Senate and Speaker of the House, to be called the Joint Committee on the Public Printing, which committee shall have a right to decide between the superintendent of the public printing and the public printer in any dis-

pute which may arise as to the propriety of the decisions of the superintendent making deductions on account of work which the superintendent may refuse to receive, or which, in his opinion, may not be done with proper despatch, as required by law; and the said committee shall pass upon the accounts of the superintendent of the public printing. Said committee shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay in the execution of the public printing, provided that no contract, agreement, or arrangement entered into by this committee shall take effect until the same shall have been approved by that house of Congress to which the printing belongs, and when the printing delayed relates to the business of both houses, until both houses shall have approved of such contract or arrangement. All motions to print extra copies of any bill, report, or other public document, shall be referred to the members of the Committee on Printing from the house in which the same may be made.

Motions to print extra copies to be referred.

Conflicting acts, &c. repealed.

Subsisting contracts to remain in force.

Census printing.

SEC. 13. *And be it further enacted*, That all acts or joint resolutions conflicting with the provisions of this act are hereby repealed; but nothing herein contained shall be construed to authorize the cancelment of any contract now or heretofore entered into with any printer under the laws heretofore in force, or to abrogate his rights in any way without his consent. Nothing in this act shall be construed to authorize the printing of the census, but the same shall be done as may be provided by law hereafter.

APPROVED, August 26, 1852.

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II.

Act of June 23, 1860, §§ 1-10, 12 Stat. 117,
H.R.[J. Res.] 22, 36th Cong., 1st Sess. (1860)

a. HOUSE HEARING - No hearings available.

b. HOUSE REPORT - H.R. Rep. No. 249, 36th Cong., 1st Sess.(1860),
Majority Report from the Committee on Public Expenditures.

[1]

PUBLIC PRINTING.

[To accompany J. Res. No. 22.]

MARCH 26, 1860.

Mr. HASKIN, from the Committee on Public Expenditures, submitted the following

MAJORITY REPORT.

The Committee on Public Expenditures, under the resolutions adopted by the House of Representatives on the 9th and 13th of February, 1860, instructing them to inquire into the price of the public printing, and to report such modifications of the rates paid as public justice and a due regard for a rigid economy shall dictate; and also to examine into the laws in relation to the public printing for the House of Representatives, the duties of the public printer, and to report thereon in favor of such change or improvement as they may deem advisable, beg leave to make the following report:

The committee, under their general powers, as well as under the authority specially delegated to them, have given to the subjects referred to them that full and complete examination which the House and the country demand. With a view of obtaining a thorough knowledge of the workings of the present system, and the changes, modifications, or reforms necessary, the committee took the testimony of the public officials engaged by the government in the execution and superintendence of the public printing, from the Superintendent of the Public Printing himself down to the foreman employed in the establishment where that printing has been done for the past six years, and also of certain reputable practical printers of great experience and acknowledged ability in their profession.

From the facts elicited in their examination the committee feel justified in stating that the extravagant profits accruing from the public printing under the law of 1852, now in force, have proved a Pandora box, and will prove such in the hands of any party in power. Evidence of this fact is contained in the testimony taken before the committee showing that Wendell, the printer *de facto* of the last Congress, paid Harris & Steadman, the printers *de jure* of the two houses, some $78,000 for the privilege of doing the work, and that Geo. W. Bowman, the present Senate and executive printer, pays John C. Rives, who actually does the work, 66⅔ per cent. for doing it, reserving to himself a clear profit of 33⅓ per cent. of the amount paid by the

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government. If the Senate and executive printing amounts in the aggregate to as much this Congress as it did in the thirty-fifth Congress, Mr. Bowman will receive from the government some forty-odd thousand dollars for doing absolutely nothing.

The system demands instant reform or change to correct the abuses existing under it.

In the debates in Congress in relation to the public printing, three different systems have occupied its attention, and the press of the country has also thoroughly discussed the advantages or disadvantages of each. First, the contract system; second, a national or government printing office; and third, the present system.

Your committee refer the House to a report made to the Senate as far back as 1819 by Hon. Mr. Wilson, a practical printer, and a distinguished senator in Congress from New Jersey, in which he briefly, but comprehensively, explains the merits and defects of each of the three different systems.

Commencement of the existing system.

[Communicated to the Senate February 19, 1819.]

"Mr. WILSON, from the joint committee on the subject of public printing, made the following report to the Senate:

"That regarding the subject committed to them as connected with the convenience of the members, the information of the community, the economy of time and money, and the character of the country, they have given it all the consideration which their other engagements permitted. That three different modes of procuring the printing of Congress to be executed have undergone their discussion and deliberation: First, offering the work by advertisement (as at present) to the lowest bidder. On this mode the committee would remark, that although at the first glance it may strike the mind as the most economical, experience and observation do not prove it so. Competitors for the work underbid each other until it is undertaken for a less sum than it can be afforded at, and too small an establishment and too few *workmen* are *consequently* employed to execute the printing with the necessary promptitude. Hence, both houses have frequently to wait long for interesting and *important* communications from the President or heads of departments, reports, bills, resolutions, &c., upon which they are called to act; and the loss of time thus incurred, considering the daily expense at which Congress sits, costs the nation much more than the difference between the present price and a liberal allowance which would justify the application of a greater capital to insure the despatch of the work. Another disadvantage attending the present mode is, that the reduced price of the work prevents that care and attention from being bestowed on it which is necessary to its neatness and *accuracy*; and documents are not only distributed through this nation, but dispersed through Europe, which are executed in such an inelegant and incorrect manner as must bring disgrace and ridicule on the literature and press of our country. That the present price of printing is too low, would be readily discovered by any of the profes-

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sion; and the fact that no other printer in the District could be found by the Secretary or the Clerk who would execute the work at the contract prices, must satisfy the mind of every gentleman of the truth of what the committee have asserted. How far it is reputable for Congress to endeavor to get their work done below a fair and reasonable price may be a matter of doubt, but it does not admit of a question that the compensation ought to be adequate to the object of procuring that work to be done at a proper time and in a suitable manner. 2. A second mode, suggested to and considered by the committee, was the establishment of a national printing office (with a bindery and stationery annexed) which should

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execute the work of Congress while in session, and that of the various departments of government during the recess, and should do all the binding and furnish the stationery for the departments as well as for Congress. To ascertain the amount of expenditures on these objects inquiries were addressed by the committee to the heads of departments, Attorney General, and Postmater General, and an answer received from each. Some of the reports were made in such a manner as not to enable the committee to separate the accounts for printing from those for binding and stationery, but the whole amount exceeds $41,000. Add to this the expenditures of the Senate and House of Representatives on the same objects, viz: the former $8,000, and the latter $15,000, and the aggregate cost of the public printing, binding, and stationery, is about $65,000 a year, of which probably one-half is for printing; and this, it will be remembered, does not include the great variety and number of blanks executed elsewhere than at the seat of government from copies furnished by the Departments of the Treasury, War, &c., and which might all be done here at a much less expense, were a national printing office established. The committee are of opinion that such an establishment under the superintendence of a man of activity, integrity, and discretion, would be likely to produce promptitude, uniformity, accuracy, and elegance, in the execution of the public printing, and they are not certain that it would not in the result, connecting with it a bindery and stationery as already suggested, be found the most economical. But as the principle is somewhat novel, and the details would require some deliberation, the committee have not deemed it advisable at this late period of the session, and amidst the pressure which both houses experience from the accumulation of business important to the nation or interesting to *individuals*, to submit a proposition on which there would probably be a considerable diversity of opinion and consumption of time. 3. Under all circumstances, the committee have deemed it their duty to recommend that a tariff of prices for every kind of printing required to be done for Congress be fixed by a joint resolution of the two houses, to continue in force for two years, and that, before the close of the present session, each house make choice by ballot of a printer to execute its own work during the next Congress. The prices should be adequate to the employment of sufficient capital and workmen to perform the work expeditiously, and to insure such care and attention as shall give it such a degree of accuracy and elegance as shall not dishonor

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the literature and typography of the country. With former contracts before us, and with the professional knowledge which may be called in aid, no difficulty would occur in forming the tariff alluded to on principles at once liberal to the printer and advantageous to Congress; and in the selection of its printer each house would doubtless take especial care to choose a man of capacity, probity, and responsibility. In addition to the bond and security to be required of them for the faithful performance of their obligations, a provision might be added, that, in case of any unreasonable delay, another person might be employed to do the work at such a price as the Secretary or Clerk might be able to get it done for, and that the public printers should, respectively, be responsible for any difference between the sum allowed them and that which it might be necessary to give him."

In this connexion, your committee also beg leave to refer to an elaborate report made during the last Congress upon the subject of the "public printing, engraving, and binding." It was made from a select committee of the House, by the Hon. George Taylor, of New York, and contains much statistical information and many important suggestions in relation to the subject under consideration.—(See Report 350, vol. 2, Reports of Committees, 1st sess., 35th Congress.)

THE WITNESSES AND THEIR TESTIMONY.

Among the first and most instructive of the witnesses examined before your committee was the present Superintendent of the Public Printing, John Heart, esq., appointed by the President, and recently confirmed by the Senate. He testified that under the present system unjust and excessive profits were made, and that the prices now paid ought to be reduced at least fifty cents on the dollar He also testified as to the complete failure of the contract system, and recommended the passage of a bill in many respects similar to that introduced at the present session by the Hon. Mr. Gurley, the chairman of the House Committee on Printing. He further testified to the inordinate profits arising from the printing of the post office blanks and executive printing, which are given out by and under the direction of the President, and his statements in this regard were corroborated by a number of other witnesses. Mr. Cornelius Wendell, who executed the entire public printing for six years immediately preceding the election of the present Senate printer, George W. Bowman, esq., in January last, testified that the whole of the public printing during that period of time might have been done for fifty per cent. less than the price paid by the government for doing it. He furnished the committee with the following statements, from which it appears that under a different system there might have been a saving effected by Congress, in the printing *alone*, during that time, amounting to the gross sum of seven hundred and forty-seven thousand six hundred and fifty-eight dollars and forty-five cents, not including the Congressional Globe, upon which an estimated saving of $240,000, for a like period, might have been made.

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William Towers, a practical printer, and a clerk in the Superintendent's office since the creation of that office, sustained the statements of the foregoing witnesses, as did also Joseph T. Crowell, another practical printer, who has been connected, in one way or another, with the public printing for fifteen years past. Mr. Crowell, in addition to this, testified that for a number of years past he had sub-contracted with the public printer to print the post office blanks for 50 and 55 per cent. LESS than the prices allowed by law, and that by giving this work out by contract to the lowest bidder the government could save at least $30,000 per annum out of the $40,000 or $45,000 heretofore paid for having it done. These witnesses all strongly favored the establishment of a government printing office, the latter stating that he had visited the government printing offices in England and France; while George W. Bowman, esq., who at present enjoys the executive and Senate printing, and John C. Rives, the printer of the Congressional Globes, and the sub-contractor under Mr. Bowman for doing the executive and Senate printing, each testified in favor of the present system, and in opposition to any material change in it, and especially in opposition to the establishment of a government printing office.

Lemuel Towers, a practical printer, doing an extensive business in this city, favored the giving out of the printing by contract, through the Superintendent's office, to the lowest bidder; while Wm. W. Moore, of the National Intelligencer office, in this city, also a practical printer, and as experienced as Mr. Towers, thought that, in view of the operation of the contract system in the past, it would be neither just to the public nor the government to re-establish it. His testimony was supported by that of John D. Defrees, a practical printer, who was of the opinion that a government printing office, properly guarded, was the best system that could be devised.

Messrs. Ford, the House printer, and Browne, one of the editors of the Constitution, besides the witnesses named, were each examined before the committee, without affording any particular information upon the subjects under investigation.

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CONCLUSIONS OF THE COMMITTEE.

From the evidence adduced before the committee, they have concluded that the rates fixed for printing composition, by the law of 1852, require but little modification or change, but they are clearly of opinion that the prices now paid on the presswork should be reduced in the aggregate at least 65 per cent.

ABUSES UNDER THE PRESENT SYSTEM.

Your committee, in view of the rumors conveyed through articles in responsible presses, and of the charges made by members upon the floor of the House, gave to the abuses alleged to exist in the present system a thorough examination. This investigation developed the fact that these abuses existed chiefly in the uses made of the excessive profits derived from the *executive* printing, which printing has been by custom, and not by law, controlled by the President of the United States.

Direct evidence on the subject was given by Cornelius Wendell, his testimony being corroborated by others. The committee invite the special attention of the House to the following important extracts from Mr. Wendell's testimony:

"Question. State all the facts in connexion with the transfer of the government organ to General Bowman.

"WITNESS. On the occasion of my transfer of the paper to Bowman?

"The CHAIRMAN. Yes, sir.

"WITNESS. When I transferred the organ to Bowman it was called '*The Union*' and he named it '*The Constitution.*' It was stipulated that I should pay from the proceeds of the printing of the post office blanks $20,000 per annum until the ensuing session of Congress, when it was supposed he would be elected the Senate printer. My stipulation was to continue with Bowman so long as the executive work, or work claimed under the head of executive work, and coming from the executive departments, which was then given me, should be left in my hands.

"Question. Is the executive work the job work of the different departments?

"Answer. Any work coming from the executive departments is considered executive work. Those are executive documents which come to this House.

"Question. The executive work is the work coming from the Post Office, the Treasury, and the other departments?

"Answer. Yes, sir; the law relative to the public printing provides that either the printer of the Senate or the House shall do all the work of the executive departments, appended to which is a clause which provides that any work required for use out of the city may be done out of the city; and the post office printing has heretofore been considered to be at the disposal of the President. All the other work had to go by the law to the printer of the House or the Senate, while that distinction was made in the law in relation to the post office printing; I do not know the reason for it.

"Question. Has the President been in the habit of dispensing this post office printing?

"Answer. It was done by contract until 1856; I think then the contract expired, and it reverted to the printer of Congress; Judge Nicholson was then printer and the editor of the organ, and it reverted to him.

"Question. That was in 1856?

"Answer. I think it was in 1856.

"Question. From 1856 who exercised the control over the giving out of the post office blank printing?

"Answer. The President and Postmaster General, through the Postmaster General; in December succeeding Mr. Buchanan's coming into power, he gave it to Mr. Rice for a time.

"Question. Did you sub-contract it from Mr. Rice?

"Answer. Yes, sir; that was the understanding that I should continue to do the work as heretofore, and have the control of it, Rice receiving, I think, forty-three cents in the dollar.

"Question. Was there any understanding when this work was given to Rice that any newspaper was to be supported out of it?

"Answer. It was understood that it was for the support of the Pennsylvanian; such was the understanding.

"Question. The understanding between whom?

"Answer. The understanding between the President and the Postmaster General

"Question by Mr. HINDMAN. How did you know that?

"Answer. From conversations I held with them. I insisted upon having more of the profits of the printing to support *The Union*, as it was one of those rather unprofitable pecuniary organs, and Mr. Rice was very clamorous to have a share for the *Pennsylvanian*, and we finally settled on forty-three cents on the dollar. I then made a contract with Mr. Crowell, who did the work for me for forty-five cents or fifty cents on the dollar. He did it a portion of the time for forty-five cents and a portion of the time for fifty cents. I had also the executive binding, which Rice thought ought to satisfy me, but the profits on that were not so great, and the expences of *The Union* being very large, I insisted that I should have all the profits of the post office blank printing. I could not keep it, however.

"Question by the CHAIRMAN. You stated that $20,000 were to be allowed out of the profits of the executive printing towards supporting the organ under General Bowman?

"Answer. When I parted with it in March last, I found that, paying Rice and Severns, I could not sustain *The Union* from the profits of the executive work, and I therefore proposed to give it to any party that might be designated by the President.

"Question. Who did you make this proposition to?

"Answer. To the President; and to pay $10,000 per annum was my first proposition. Pending that proposition Mr. Baker, the collector of Philadelphia, came down to procure aid for *The Pennsylvanian*, and finally I had to accede to giving $20,000 per annum, $10,000 per annum of which Mr. Baker obtained for *The Pennsylvanian*. I have been informed that $10,000 of the $20,000 was for *The Pennsylvanian*, but my obligation is with Mr. Bowman for $20,000. That obligation existed, still exists; and there has been no action had in relation to it, owing to Mr. Bowman's refusal to carry out his part of the engage-

ment, which was that I should do the Senate printing in case he was elected printer to the Senate. I paid Mr. Bowman $5,000 in advance when he took *The Union*, and the balance I secured to him by giving him orders on the post office work, which he could not draw, until appropriations were made.

"Question You paid him $5,000 when he took the paper?

"Answer. When he took '*The Union*' I gave him that amount as a capital to start with.

"Question. Did you pay him any more on account of the $20,000?

"Answer. I gave him orders on the Post Office Department in pursuance of an account he rendered me of what was due him, which orders I subsequently countermanded, on account of his not carrying out his engagement.

"Question. What did those orders amount to?

"Answer. If my memory serves me, I gave him orders to the amount of $8,000 or $10,000.

"Question. Has he not received payment at the Post Office Department of those orders?

"Answer. I believe not; yet I do not know.

"Question. Was it understood when you transferred '*The Union*' to Mr. Bowman that $20,000 should be diverted out of the proceeds of the post office printing by you to its support?

"Answer. Yes, sir; that was the understanding.

"Question. Between whom?

"Answer. The paper was drawn up by Judge Black. It was between Mr. Bowman and myself, he being put forward as the active man.

"Question. Was the President consulted in relation to it at any time?

"Answer. I first addressed a note to the President—to Judge Nicholson who was my friend in the case, for the President, and he took it up to him. In that note I stated that it was rather onerous to me to be obliged to support '*The Union*,' and what I desired to do. I suggested that Mr. Macdonald, formerly a member of Congress from Maine, should take the paper and become its editor. He was a competent man I supposed; but in the course of two or three weeks Bowman's name was mentioned, and I assented to it. We met at the Attorney General's office, and Judge Black drew up the papers between us, which consisted in my conveying '*The Union*' to him.

"Question. To Bowman?

"Answer. Yes, sir, to Bowman; with a stipulation to pay the money also. There was a letter addressed in duplicate to Judge Black and Judge Nicholson, selecting them as the umpires in case any difficulty should arise between us. The difficulty having arisen, I have tried to have it settled by the umpires, but Bowman invariably declines. He found he could make a better thing of it, I suppose, by engaging Mr. Rives; and when he was elected Senate printer he repudiated all our agreements, for which I have commenced a lawsuit; it being, as I am advised by my counsel, the only remedy I have in the premises.

"Question. How much of a losing concern is this government organ per annum, in your judgment?

"Answer. If my memory serves me, it cost me, when it was under my management, $19,000 over and above its receipts.

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"Question, by Mr. PALMER. Did it cost you that amount per annum?

"Answer. Yes, sir; I think it cost me about that last year. Bowman told me that he thought it would cost him about $12,000 with his managemeut. He being a close manager, he cut down where I was disposed to be liberal. I paid pretty well for the services of those employed about the paper. I did not quarrel with the editors about the amount they should receive, but paid them a liberal salary. The editors were generally designated by the President.

"Question. The editors of '*The Union*' were designated by the President whilst you had the management of the paper?

"Answer. Yes, sir; whilst I was the owner of it.

"Question. Was any of these editors in the employ of the government?

"Answer. No, sir; the person who acted as the editor of the organ was generally, as in the case of Mr. Harris, selected by the party as its candidate for printer, either in one house or the other.

"Question. You have spoken of your liberality, be kind enough to state whether, out of the profits of the public printing, you contributed, in 1858, certain amounts to secure the election of members of Congress in different districts in Pennsylvania. If so, in what districts?

"Answer. I spent a good deal of money in politics, but with all deference to the committee I must decline to answer in what districts.

"Question. Did you make any contributions towards the election to Congress of J. Glancy Jones, in 1858?

"Answer. A similar question was propounded me by the Senate committee, which I respectfully begged leave to decline answering. I answered generally that I had for years contributed from my own resources money, derived from what sources it might, to the sustenance of the party; that I had always been an enthusiastic party man, and still was, and that probably I should contribute more in the coming campaign if I had it. I stated that I had expended money in Pennsylvania, New York, New Jersey, Ohio, and divers other States, and that I had given to districts represented at that time on the floor by personal and political friends. I now state that I did contribute in eight or ten districts, I cannot call to mind the exact number, in Pennsylvania during the last campaign, in sums varying from $250 to $2,250, in the different districts which it was supposed a little material aid would carry for us. I did, among others, contribute to the Berks county district, represented then by the Hon. J. Glancy Jones, and to divers and sundry others. I think in my other testimony I mentioned the names of the gentlemen who represented those districts then, but who, unfortunately, do not represent them now.

"Question. Did you contribute in Landy's district?

"Answer. I contributed in his district among others. The specific grounds upon which I refused to answer this question before was, that I protested against an inquiry into what I had done with funds of my own, and with specified amounts in specified places. I have no objection to say that I contributed more or less in the different districts, as my check book shows, in sums varying from $250 to $2,250. I know that there was one district very hard to carry, but we did save it.

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"Question. Whose district was that?

"Answer. We saved the Florence district from the wreck. I beg the committee will excuse me from going into details. This money was contributed for strictly party purposes.

"Question by Mr. HINDMAN. Did you use any money to aid in securing the election of any member of Congress in any southern State?

"Answer. Never. I believe you southern men do not indulge in the expensive luxury. I have offered to do it, but my offers have been invariably refused.

"Question by the CHAIRMAN. If you had not been in the receipt of the proceeds of the public printing, would you have contributed money as you say you have done in the various congressional districts?

"Answer. I would not have been able to contribute so much. It was the profit I made out of the public printing that enabled me to contribute these amounts of money. The fact that I was in a public position known to be remunerative induced frequent calls upon me, to which I responded.

"Question by Mr. SOMES. I wish to know whether or not there was an implied or expressed understanding between you and any executive officer of the government that you should make these contributions out of the proceeds of the printing for political purposes?

"Answer. No, sir, none; except as to the contributions I made towards the support of certain newspapers which the President saw fit to assign to me to support.

"Question by the CHAIRMAN. Did any of these congressional candidates make demands upon you?

"Answer. Not demands; they made simple requests.

"Question. Did J. GLANCY JONES request you to assist towards his election?

"Answer. Well, yes, sir. In the course of a conversation he asked

me to contribute something to it, and I remember telling him there was no necessity of spending money in his district as it was safe anyhow. We found, however, that it was rather unsafe when the votes came.

"Examined by Mr. HINDMAN:

"Question. Was there or was there not propounded to you before the Senate investigating committee inquiring into this subject a question of this purport: 'Whether the President of the United States and myself had had any correspondence in regard to the use of money in the elections in any State?' and if so, what was his response upon the subject?

"Answer. There was a question of that kind.

"Question. State what your answer was.

"Answer. The answer I intended to convey was this: that pending the congressional election of 1858 I suggested to him the suspension of the payment of this monthly stipend to the '*Pennsylvanian*' and '*Argus*,' and the appropriation of that money to party purposes, to be used in different localities. It was my own suggestion to him that, in my judgment, the money was uselessly expended in keeping up effete papers, and that it could be used to better advantage in

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getting out voters, circulating documents, &c. I told him that I thought it would be better for the party to apply it in that way, and that I would take the responsibility of doing it. I assumed the responsibility and did it, he not dissenting from that course; but there was no specific direction from the President to me to do it. It is justice to him to state that he had authorized the payment of certain moneys, at certain rates per annum, out of the profits of the printing, to the '*Pennsylvanian*' and to the '*Argus*,' and that when this election occurred, I, acting upon the belief I have already stated, took the responsibility of making this suggestion and carrying it out. So that the sin or blame of stopping what I always deemed an unjust tax upon me, as the mechanic performing the work, and of directing the money to other purposes, if it was a sin, rests upon me alone.

"Question by the CHAIRMAN. Did the President agree to your suggestion?

"Answer. He did not dissent from it.

"Question. You made the statement you have just given us to him?

"Answer. I did.

"Question. Were your relations with him of a very intimate character during your connexion with the government organ as its owner?

"Answer. Yes, sir.

"Question. Were you in the habit of seeing him frequently?

"Answer. Very frequently.

"Question. How frequently?

"Answer. Really I cannot say.

"Question. How many times a week?

"Answer. I averaged two or three times a week. Some weeks more, and some weeks less.

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"Question. What I want to get at is, who had the contract with the government for the printing of the post office blanks at the time you transferred '*The Union*' to Bowman?

"Answer. In the December previous the order came that Mr. Rice should do the work.

"Question. Who was Mr. Rice?

"Answer. The editor of *The Pennsylvanian*.

"Question. Was he doing it before that contract?

"Answer. He commenced in December, at the prices stipulated by law.

"Question. He had the order?

"Answer. Yes, sir. The post office issued an order then, 'that hereafter William Rice shall do the work.'' That order was in existence four or five months. If my memory serves me, it was cancelled about the time I transferred *The Union*, and the work reverted to Harris, the Senate printer. I being Harris *de facto*, having bought him out and set him aside, I agreed to pay the amounts to Rice which I have stated, and which I did up to the time of the elections. No, it was not before the elections that I stopped paying Rice; it was in the November following. In 1858 I borrowed money, and gave acceptances, payable out of the monthly receipts from the post

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office printing, to use for party purposes, and I distributed it as I pleased—so much in this district and so much in that. During that winter, and in March especially, Mr. Baker, the collector of Philadelphia, was very clamorous to get money for *The Pennsylvanian*—Mr. Rice, in the interim, having been bought out and set aside by members of the party, and having retired from the paper, I declined to make the subsidy demanded by Baker, insisting that I had already spent too much money for party purposes, and that I would not submit to any further tax upon me. I then made a proposition to go out of the paper, allowing the President to substitute whom he pleased there, and offering to pay $10,000 a year towards its support. This proposition entirely cut off *The Pennsylvanian*, as I had done in the November previous; those connected with that paper being clamorous over the matter all the while. The result of the proposition was that Bowman was placed in charge of the *The Union*—I agreeing to pay him $20,000. It seems that Baker had managed by his influence with the President to secure a part of whatever I paid to *The Union* for *The Pennsylvanian*, and it all apparently went to the one paper because I swore that I would deal with but one outsider in the future, having been so much bothered by them. A portion of that $20,000 went to *The Pennsylvanian*—in fact, I have paid them some on Bowman's order, and at his request; I therefore know it is so.

"Question. Was the getting rid of *The Union* a business transaction on your part to cut loose from a losing concern?

"Answer. It was to get on better, as I supposed. I wished to get rid of all outsiders, and centre all the tax I had to pay to support newspapers in *The Union*, letting it run along for nine months, when, in my judgment, Mr. Bowman would be elected printer to the Senate, and I would be the printer in fact. Such was my bargain with him, and upon the faith of it I gave him a property worth $30,000. It was worth that, though it was losing the amount I stated per annum, through the executive influence and congressional work it could command. I gave him that, and agreed to pay him $6,666 per month, looking for my remuneration to the time when I should become Senate printer *de facto*.

"Question. How about the executive printing?

"Answer Of course that was to be continued to me as was stipulated in the agreement, and the subsidy was to be paid by me so long as the work was continued in my hands.

"Question. When Rice printed the post office blanks was the work done in '*The Pennsylvanian*' office?

"Answer. He never lifted a finger, except to write to me occasionally to accept drafts for him in advance.''

Thus it appears that out of the profits of this branch of the public printing, usually given by the President to his personal favorites and partisans, $20,000 per annum was appropriated to the support of his personal organ in this city, and his partisan presses in Philadelphia.

Your committee can see no propriety in Congress continuing this fund devoted by the President to keep in existence a newspaper in this city of an expensive executive character, sinking $19,000 per annum, which, as official organ of the government, is constantly dis-

gracing the country by its defamation of personal character, and its scurrillous attacks upon all who choose to differ from the administration now in power. There is not one redeeming feature about this unscrupulous journal which would justify Congress in allowing to remain in the hands of the President the patronage with which he has heretofore sustained it. Unlike the London Times, recognized as the exponent in part of the views of the British government, an independent and able journal, wielding immense influence over the people of England, and unlike the Herald, Times, and Tribune, of New York, and "The Press," of Philadelphia, *newspapers* of immense circulation and position, creators and controllers of public opinion in our own country, this "Home Organ" is notoriously destitute of all their characteristics, and is the mere tender to the prejudices of the Executive, and to the political aspirations of his Cabinet advisers. Two of its editors, it appears by the evidence, were government officials, one of them probably receiving two salaries, one in his capacity as Assistant Secretary of State, and another as editor. It further appears that each of these editors used the columns of this journal, nurtured and supported out of the public printing plunder furnished by the President, to justify him in his efforts to force the Lecompton constitution upon the people of Kansas, his abandonment of the principles upon which he was elected, and his betrayal of the northern democracy.

In this connexion, your committee deeply regret that the President did not carry out in the fall election of 1858 the same doctrines which he expressed in his celebrated *Du Quesne* letter, written on the 22d of November, 1858. In that letter he said:

"I shall assume the privilege of advancing years in referring to another growing and dangerous evil. In the last age, although our fathers, like ourselves, were divided into political parties which often had severe conflicts with each other, yet we never heard until within a recent period of the employment of money to carry elections. Should this practice increase until the voters, and their representatives in the State and national legislatures, shall become infected, the fountain of free government will then be poisoned at its source, and we must end, as history proves, in a military despotism. A democratic republic, all agree, cannot long survive unless sustained by public virtue. When this is corrupted, and the people become venal, there is a canker at the root of the tree of Liberty which must cause it to wither and die."

It appears that but a few weeks before this letter was written large sums out of the profits of the public printing were used with his implied consent for the purpose of controlling the congressional elections in Pennsylvania and New York.

In the Berks county district of Pennsylvania a part of this money was used, but, notwithstanding, the old Jackson democracy of that district, with an incorruptibility for which they deserve all praise, defeated the President's favorite and present minister to Austria, Jehu Glancy Jones, and elected to the present Congress in his stead Major John Schwartz; the only district in that State "saved from the wreck," by the use of the profits of the executive printing, and other executive patronage, being that of Colonel Florence. And it is

here worthy of remark that the only administration representatives returned from the State of New York, at that fall election, are the *four* from the *city* of New York, towards whose election Mr. Wendell contributed out of the printing profits.

These facts prove that Congress, in voting much larger sums for the public printing than have been required to do the work, has placed in the hands of the President an immense patronage, with which he has tried to effect a centralization of power, courted and desired by him, ever since he has occupied the Executive chair. Such a centralization was feared and deprecated by the fathers of the republic, as appears from the debates in the convention held at Richmond, Virginia, in 1788, to pass upon the acceptance or rejection by that State of the federal Constitution:

In that convention Patrick Henry took high ground against even the legitimate patronage with which the President was invested under the Constitution.

"The immense patronage of the President was objected to, because it placed in his hands the means of corrupting the Congress, the navy, and army, and of distributing, moreover, throughout the society a band of retainers in the shape of judges, revenue officers, and tax gatherers, which would render him irresistible in any scheme of ambition that he might meditate against the liberties of his country. The irresponsibility of the whole *gang* of federal officers (as they were called) was objected to."

How prophetically these truths have been exemplified by the course of events in this government, especially under the present administration!

Your committee congratulate the House upon the great reform already effected under the law recently passed giving out the post office blank printing by contract to the lowest bidder, by which printing which has heretofore cost the government about $45,000 per annum, will hereafter cost but about $3,000. They regard this reform as one of the results of the investigations instituted by the Senate and the House into the present system of executing the public printing, and hope that others will speedily follow of equal benefit to the government.

In order to bring these reforms immediately before the House for action, the committee report the following joint resolutions, reserving to themselves the right to report a bill embracing their views more in detail as to certain modifications or changes of the present laws in relation to the printing, binding, and engraving:

Be it resolved by the Senate and the House of Representatives of the United States in Congress assembled, That hereafter no person shall be elected either as the printer to the Senate or the printer to the House of Representatives who is not, at the time of such election, a practical printer, and of fair reputation for skill and ability as a member of that trade or profession. That hereafter upon the election of the printer to the Senate he shall execute a bond, with at least two good and sufficient sureties, in the penalty of twenty-five thousand

dollars, to the Superintendent, and subject to the approval of the said Superintendent, the Secretary of the Senate, and the Clerk of the House, for the faithful and honest performance of all the duties devolving upon him as such Senate printer; and, in like manner, upon the election of a printer to the House of Representatives, he shall execute and deliver to the said Superintendent a bond, with at least two good and sufficient sureties, in the same penalty, subject to the like approval, and for the like objects; which bonds shall be made, executed, and delivered within ten days after such elections, respectively, and shall, within that time, be filed in the office of the said Superintendent.

Resolved, That the prices established and allowed for the public printing by the act entitled "An act to provide for executing the public printing and establishing the prices thereof, and for other purposes," approved August 26, 1852, and by the several acts amendatory thereof, that is to say: for composition, presswork, folding, stitching, and inserting maps and plates, be, and the same are, reduced forty per centum; and that, for the purpose of giving full force and effect to this resolution, the Superintendent of the Public Printing is hereby authorized and directed to cause the accounts of the public printer or printers to be made out and rendered to him, as heretofore, under the provisions of the act of August 26, 1852, (except as to the printing of the post office blanks, which have been ordered by law to be put out by contract to the lowest bidder;) and before certifying the same to the treasury for payment, he shall deduct from the aggregate amount of each account so rendered the sum of forty per centum, and the residue shall be received by the public printer or printers as full compensation for the work stated in said account. This resolution shall take effect from the passage thereof.

JOHN B. HASKIN.
GEO. W. PALMER.
JOHN W. KILLINGER.
DANIEL E. SOMES.
JOHN WOOD.

c. HOUSE REPORT - H.R. REP. NO. 249, 36th Cong., 1st Sess. (1860),
Minority Report from the Committee on Public Expenditures.

PUBLIC PRINTING.

APRIL 2, 1860.—Ordered to be printed.

Mr. CLOPTON, from the Committee on Public Expenditures, submitted the following

MINORITY REPORT.

The undersigned, members of the Committee on Public Expenditures, to whom were referred the resolutions adopted by the House of Representatives on the 9th and 13th of February, 1860, instructing them to inquire into the prices of public printing, and to report such modifications of the rates paid as public justice and a due regard for rigid economy shall dictate, and also to examine into the laws in relation to the public printing for the House of Representatives and the duties of the public printer, and to report thereon in favor of such change or improvement as they may deem advisable, ask leave to submit the following minority report:

The extravagant amounts which have been expended upon the public printing for the last three Congresses, the excessive profits which have been derived therefrom, and the abuses that have been alleged to exist under the present system, have elicited many and severe comments from the newspaper press generally, and have directed public opinion to demand an investigation into these various allegations, and proper modifications of the system. In view of these facts, and of the importance which thereby necessarily attached to the consideration of this subject, the undersigned did hope and expect that the committee to whom these resolutions had been referred, impressed with their responsibility, would disregard all mere partisan feelings and address themselves to the impartial investigation of the matters legitimately before them. The majority of the committee, however, deemed it proper and within the scope of their general powers, to go beyond the terms and instructions of the resolutions, and to inquire into other matters which are undergoing examination by other committees. Under these circumstances, it is incumbent upon the undersigned to submit the reasons which compel them to dissent from the report of the majority. Notwithstanding in the statement of the testimony and of the facts contained in the report of the majority, several errors have intervened, it is not the purpose of the undersigned to specify them by items, as they will be readily perceived by a comparison of the two reports.

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Two modes of doing the public printing have already been tried by the government—the contract and the present system. The majority of the committee contemplate but one other system—a government printing office. The whole tenor of their report and the necessary and proper deductions from its statements and reasoning are in favor of this system. So true is this, that, after stating the evidence of several witnesses, it is remarked, "these witnesses all strongly favored the establishment of a government printing office, the latter stating that he had visited the government printing offices in England and France; while George W. Bowman, esq., who at present enjoys the executive and Senate printing, and John C. Rives, the printer of the Congressional Globe, and the sub-contractor under Mr. Bowman for doing the executive and Senate printing, each testified in favor of

the present system, and in opposition to any material change in it, and especially in opposition to the establishment of a government printing office." Whilst the majority, either to indulge a secret personal animosity, or to give undue weight to the opinions of the witnesses who testified in favor of a government printing office, did thus indirectly attack the credibility of Bowman and Rives, they seem, by a great remissness of memory, to have forgotten that Mr. Wendell, who was one of "*these witnesses*," has an establishment, which, in the present condition of affairs, it is very desirable to dispose of, as is manifest from the following passage in his testimony:

"Question. What in your judgment would be the best reform for the protection of the interests of the government in the public printing?

"Answer. As a matter of economy and expedition, a national printing office would save one-half what it now costs, after the first year. Let me instance. If the government had established a national printing office for the 33d Congress, six years ago, it would have saved the entire cost of the office that Congress, while, the last two Congresses, it would have saved one-half of the amount paid for the public printing. The entire investment required would be, say $200,000; that would be liberal. *My office is sufficiently large, a trifle too large, if anything; and competent men, printers, who have visited it, regard it as the most complete office in this country. I do think that a more complete office could not be established for government purposes; for that is what I expressly built it for.*" It is a fact well known, that public work always costs more than private or individual work of the same kind and quality. However well calculations upon this subject may appear in a tabular statement, experience and practice have never established their correctness. The facilities of a government printing office would produce greater recklessness or carelessness on the part of Congress in ordering printed matter than now exists. Patronage would also be extended, and every person who has studied the character of republican institutions and their only sure foundation, and who has observed the pratical workings of our system of government, must be convinced that executive or congressional patronage is an evil, to some extent, necessarily to be submitted to; but which, at the same time, ought to be restricted and curtailed as far as possible. Hence, the undersigned urge the necessity and policy of making such modifications of the present system as will

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render the public printing as much as practicable independent of the influence of both the Executive and Congress, and remove them from all inducements to extend unnecessary patronage.

In the opinion of the minority, the joint resolutions reported by the majority are inadequate to remedy the defects and correct the evils complained of. They contemplate the continuation of the present system, with no other modifications except the requirements that no person shall be eligible to the office of printer who is not at the time a practical printer; that a bond shall be given, and a deduction of forty per cent. from the rates now fixed by law. From the testimony adduced before the committee, it appears that Mr. Wendell, either in his own name or by contract with others, has been executing the public printing for the last six years; and whilst he testifies, as the result of his experience, that the printing during that period of time cost only one-half of the amount which has been paid by the government, he also says: "*If gentlemen will allow me to remark in this connexion, it should be borne in mind that a large capital is necessary to do the work as promptly as is required. I remember that on one occasion I got out nearly five hundred pages in a night, when it was required, but it requires late work and an immense quantity of material. No man could take the ordinary printing of Congress for two years, get up the necessary establishment to do the work promptly, and make it pay. If he could have a longer time, say four to six years, he might. As I said, my*

establishment cost $183,000, *and with the present excitement about printing, it would be better to sell it at a loss of* $80,000 *than to keep it. Under these circumstances, I do not consider the present prices for Congressional work too high.*" Mr. English testified that the profits on the different sorts of printing were 10, 30, and 45 per cent. on the composition for one House; but if the printer had the work of both Houses, including the executive, it would be worth 50 per cent.; and if he had to do the work separately, the House printing might be worth from 20 to 23 per cent., and the Senate, including the executive work, from 30 to 35 per cent. Mr. Larcombe, when asked, "*suppose a person elected by the House, who would establish an office for himself and do his own work, what do you think his profits would be?*" answered, "*I suppose he might make (taking it for granted that the materials, when he got through, would bring about what they were worth, for the type and some other materials, as a matter of course, would not be worth as much as it was when he bought it,) I suppose he might make, with good management, 25 per cent.*" Mr. William Towers testified that "*after paying the interest on the investment, keeping up the wear and tear, and providing for all contingencies, the profits would be twenty-five per cent. The profits upon the public printing have been much larger. Recent reforms have been effected, by which these profits have been very much reduced.*" Mr. Heart did not testify particularly as to the amount of the profits under the present system; but expressed his opinion that, by the government doing its own printing and binding, from $120,000 to $140,000 might be saved. The evidence also shows that Mr. Wendell paid Mr. Steedman, the House printer of the thirty-fifth Congress, thirty-five thousand and eight hundred dollars for the House printing; and Mr. Harris, the Senate printer, twenty

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thousand dollars for the Senate printing; and that Mr. Rives is now doing the Senate and a portion of the executive printing, by a contract with the Senate printer, for 66⅔ per cent.; and Messrs. English & Larcombe are now doing the House printing, by a contract with the House printer, for 80 per cent. of the amount paid by the government. A large portion of the profits heretofore has arisen from what is called "double composition," and from duplicating documents. By the act of 1859, reforms in these and other respects have been made, by which, it is estimated, $100,000 will be saved annually.—(See the testimony of Mr. Bowman, on pages 32 and 33, at whose suggestions these reforms were made.) Notwithstanding, however, these reforms, it is evident that the profits are still large enough to admit of subcontracting the work, each contractor, of course, expecting to realize a profit.

From a careful consideration of all the evidence adduced before the committee, the undersigned are of opinion that the present rates, now allowed by law for doing the public printing, are too high, and ought to be materially reduced. In determining upon the amount of reduction a due regard ought to be had both for public justice and rigid economy, so as not to be below an amount which would afford a fair remuneration to the printer for his labor and capital; and not above an amount that would prevent corrupting combinations and uses of the profits. If a reduction is made, so great as not to afford a fair remuneration, so long as the present system continues appeals will be made to the liberality and political partialities of Congress for excessive extra allowances to compensate for losses sustained by the low prices, or the work will be done in an inferior manner. In reference to the examination which was made by the committee into the abuses alleged to exist in the present system, the majority aver in their report, "this investigation developed the fact that these abuses existed chiefly in the uses made of the excessive profits derived from the executive printing, which printing has been by custom, and not by law,

controlled by the President of the United States."

In order to a clear understanding of this matter an explicit statement of the facts is all that is necessary. By the eleventh section of the act of 1852 it is enacted, "*that the same prices shall be paid for printing for the executive departments that are paid for printing for Congress, except for printing post bills, which shall be printed on paper not less than sixteen by twenty-six inches, and for printing on parchment. There shall be paid for printing the post bills at the rate of one dollar per thousand sheets, and at the rate of ten dollars for printing parchments; but nothing shall be allowed for altering post bills, when the alteration consists in a mere change of a postmaster's name; and nothing herein contained shall prevent the heads of executive departments from employing printers out of the city of Washington to execute such printing for any of said departments as may be required for use out of Washington, when the same can be executed elsewhere as cheap as at the rates herein specified, increased by the cost of transporting the printed matter to the State or States where such matter may be required for use in the public service.*" Under the provisions of this section the Postmaster General, on the 31st of December,

1857, ordered and directed that the printing of the post office blanks, and such other printing as might be required for the use of that department out of Washington, be given to William Rice until otherwise ordered. This order was not revoked until the 2d day of May, 1859. Mr. Rice sub-contracted this printing to Mr. Wendell, who agreed to pay him forty-three cents on the dollar of the amount paid by the government, and Mr. Wendell still sub-contracted it to Mr. Crowell, who did the work. From the 31st of December, 1857, until the 2d of May, 1859, Mr. Rice, as between him and the government, was entitled to the proceeds of printing the post office blanks. The minority are at a loss to understand by what authority Mr. Wendell could appropriate, pending the elections of 1858, any part of these proceeds, which were then due to Mr. Rice, to any purpose not directed by him; or, how, as the majority charge, the President could have, even impliedly, sanctioned such unlawful appropriation of money belonging not to the government, but to an individual. If the charge of the majority be true, the amount thus misappropriated by Mr. Wendell is still due from him to Mr. Rice.

Mr. Wendell was in March, 1859, and had been for some time previously the proprietor of the newspaper published in Washington, and known then as "The Union," now called "The Constitution," in the publication of which paper he was sustaining a loss of $19,000 per annum. On account of the magnitude of business which he had on hand, as he states in one part of his evidence, or because he wished to get rid of all outsiders and centre all the tax he had to pay to support newspapers in "The Union," as he says in another portion, he became anxious to dispose of this establishment, which he was conducting at this great loss. By an arrangement between himself and Mr. Bowman, and the other parties in interest, he turned over "The Union" to Mr. Bowman, and agreed to pay $20,000 per annum until the ensuing session of Congress, when it was supposed Mr. Bowman would be elected printer of the Senate, and the consideration which Mr. Wendell received was, that in the event of Mr. Bowman's election he was to do the work at prices which would enable him to participate in the profits. Mr. Rice, who was the editor of "The Pennsylvanian" at the time the order was given to him to do the printing of the post office blanks, was entitled to the proceeds of that printing, or at least to the forty-three cents on the dollar which Mr. Wendell had months previously contracted to pay him, and for this consideration "The Pennsylvanian" received one half of the $20,000 that Mr. Wendell agreed to pay; and as "The Constitution" was

expected, as "The Union" had done, to represent the principles and defend the policy of his administration, the wishes of the President were consulted as to the person who should become the proprietor and editor of that paper.

The foregoing is a condensed statement of this transaction from the evidence of Mr. Wendell. And, notwithstanding, he testifies, upon his second examination, that he could not say it was by request of the President he transferred "The Union," and other apparent inconsistencies in his testimony, no issue is presented as to its truth or falsity. All the executive printing, except such as may be required

for use out of Washington, is by law directed to be given either to the House or Senate printer, as the Superintendent of the Public Printing may direct. No higher rates have been paid for any portion of the executive printing than the law says "*shall be paid.*" From all these facts it is apparent that the evils and abuses complained of, and alleged to exist, naturally grow out of the system by which the public printing is executed. The rates, especially for press-work, are proven to be extravagantly high, and thereby arise corrupting profits. The manner of electing the public printer is itself corrupting. The office is bestowed oftentimes, not because of the superior qualifications of the person elected to superintend the business and discharge the duties of his office, but upon politicians, as a reward for partisan zeal and services. The importance which is attached to it is evidenced by the long and tedious contest that was had over the election of printer to the present House of Representatives—an importance which can only arise from the magnitude of the spoils. The person who has just been elected admits that he knows nothing about the business or duties of his office, and took so little interest in it that he did not know even the terms of the contract which he had made with Messrs. English & Larcombe. The fact that the office is bestowed as a reward for partisan services, tempts the dominant party to order printed matter for the purpose of increasing patronage, with a reckless disregard of the cost. Within a few days past the present House of Representatives has ordered the printing of ten thousand extra copies of Governor Stevens's report of the survey of the northern route of the Pacific railroad, which the chairman of the committee on Printing admitted would cost five dollars per copy—$50,000 expended in the publication of a book which will be of no practical benefit to ninety-nine hundredths of the people.

In consideration of all this, the minority insist that the source of nearly all the evils alleged or proven to exist is the legislation of Congress. It is an unauthorized conclusion of the majority when they attribute these evils chiefly to the executive printing, which is the smallest part of the public printing; and yet not so singular when the facts in connexion with the election of the present printer of the House, and with the division of the spoils arising from the House printing, are fully understood. As great evils exist in the congressional as in the executive printing.

It is worthy of remark that the *gravamen* of the charge preferred by the majority is not against the legislation of Congress, which established the present system with its excessive rates, but that this fund has been devoted "by the Presinent to keep in existence a newspaper in this city of an expensive executive character, which, as an official organ of the government, is constantly disgracing the country by its defamation of personal character, and its scurrilous attacks upon all who choose to differ from the administration now in power," "nurtured and supported out of the public printing plunder furnished by the President to justify him in his efforts to force the Lecompton constitution upon the people of Kansas; his abandonment of the

principles upon which he was elected, and his betrayal of the northern democracy,"—a paper so unlike "The Press of Philadelphia, and the

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Tribune of New York," and between which paper and a portion of the committee there appears to exist a mutual repulsion. By this extract from the report of the majority, it is inferable that no complaint would have been made if these profits had been given to the support of such papers as "The Press" or "The Tribune."

For the last quarter of a century, and perhaps longer, different presses have been sustained in this city, as the organs of the respective administrations in power, by the printing patronage of the government; and such patronage, so long as there remains any to be disposed of, will be bestowed upon friendly presses.

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In conclusion, the minority report that, in their opinion, the most economical and least corrupting mode of executing the public printing will be a combination of the present and the contract system, based upon the following principles:

1. A Superintendent of the Public Printing, as at present.
2. That the Superintendent be placed in direct contact and communication with the contractor or contractors of the public printing.
3. That the Superintendent contract for the execution of the public printing, binding, lithographing, and engraving, either by letting out to the lowest bidder, or by negotiation, guarded by proper and salutary restrictions.

The undersigned report the following resolutions:

Resolved, That the Committee on Printing be instructed to prepare and report a bill for doing the public printing, binding, lithographing, and engraving, in accordance with the principles of this report; and also so amending the present laws as to require the Superintendent, conjointly with the House and Senate printing committees, to fix a standard for all the classes of paper used for public printing, and to have the same bound in a book, as a public record, and to invite proposals annually for paper to correspond with the sample of the proper class so filed; and that the contract, in every instance, shall be given to the lowest responsible bidder, unconditionally, upon his executing a proper and sufficient bond.

Resolved, That before any matter, except the regular orders, shall be ordered to be printed, the same shall be referred to the Committee on Printing, who shall report an estimate of the cost, which shall be specified in the order.

DAVID CLOPTON.
T. C. HINDMAN.

The following section of the Minority Report was added and read to the House on May 30, 1860:

Whereas Thomas H. Ford, Printer of the House of Representatives, did, on the 6th day of March, 1860, enter into the following contract with Larcombe & English: "Memorandum of an agreement made and entered into, this 6th day of March, 1860, by and between Thomas H. Ford, of the first part, and John Larcombe and James English, (doing a printing business under the name and style of Larcombe & English,) of the second part, witnesseth: That the said Ford, being elected Printer of the House for the Thirty-Sixth Congress, hereby agrees to enter into partnership with the said Larcombe & English in the execution of the printing for the said House for the time aforesaid, upon the following terms and conditions, to wit: the said Larcombe & English shall furnish all the necessary materials, cash, and other means to perform and execute the said printing expeditiously and in good workmanlike style, and to do it to the satisfaction and approval of the Superintendent of Public Printing. The said Larcombe & English do hereby guaranty that the profits of said printing shall amount to twenty per centum on the gross aggregate amount of the printing to be so executed for the House aforesaid; and in no event is the said Ford to be in anywise liable for the use or occupancy of said materials in the execution of the printing aforesaid, or any expenditure or outlay about the execution of the rules aforesaid, the whole being done at the charge and cost of the said Larcombe & English. It is further agreed and understood that in the payment of any money by the Treasurer of the United States on account of the House printing aforesaid, so executed by the said Larcombe & English, the said Ford shall pay over to them the sum of eighty cents out of each and every dollar so received by said Ford from the Treasurer aforesaid." And whereas the said Ford states in his testimony, in speaking of said agreement, "they (Larcombe & English) furnish the material and skill, and I put in my position, and we are to make division of the profits." And whereas, by an act of Congress approved March 3, 1859, it is provided "that the office of Printer, either to the Senate or House of Representatives, shall not be transferable either directly or indirectly, and any attempt to sell or transfer either of said offices, or any sale or transfer of the same, shall operate as a vacation and abandonment of the said offices, or either of them:" Therefore,

Resolved, That the contract of agreement made by the said Thomas H. Ford with the said Larcombe & English is in violation of said provision of said act of Congress, and is a vacation and abandonment of the office of Printer of the House of Representatives, and that said office is hereby declared vacated and abandoned.

DAVID CLOPTON
T.C. HINDMAN

d. HOUSE DEBATE - CONG. GLOBE, 36th Cong., 1st Sess., 2478, 2482-87, 2489, 2500-05, 2507, 2511-13 (1860).

PUBLIC PRINTING

Mr. HASKIN. I now call up the consideration of the special order.

The SPEAKER. The question now before the House is the consideration of House joint resolution No. 22, in relation to the public printing.

Mr. HASKIN. Before I commence my remarks, I ask that the resolution be read, in order that its provisions may be before the House.

The Clerk read the resolution in extenso. It provides that hereafter no person shall be elected either as the Printer to the Senate or the Printer to the House of Representatives who is not, at the time of such election, a practical printer, and of fair reputation for skill and ability as a member of that trade or profession. That hereafter, upon the election of the Printer to the Senate he shall execute a bond, with at least two good and sufficient sureties, in the penalty of $25,000, to the Superintendent, and subject to the approval of the Superintendent, the Secretary of the Senate, and the Clerk of the House, for the faithful and honest performance of all the duties devolving upon him as Senate Printer; and upon the election of a Printer to the House of Representatives, he shall execute and deliver to the Superintendent a bond, with a least two good and sufficient sureties, in the same penalty, subject to the like approval, and for the like object; which bonds shall be made, executed, and delivered, within ten days after such elections, respectively, and shall, within that time be filed in the office of the Superintendent; that the prices established and allowed for the public printing by the act entitled "An act to provide for executing the public printing and establishing the prices thereof, and for other purposes," approved August 26, 1852, and by the several acts amendatory thereof, that is to say: for composition, presswork, folding, stitching, and inserting maps and plates, be reduced forty per cent; and for the purpose of giving full force and effect to this resolution, the Superintendent of the Public Printer is authorized and directed to cause the accounts of the Public Printer or Printers to be made out and rendered to him as heretofore under the provisions of the act of August 26, 1852, (except as to the printing of the Post Office blanks, which have been ordered by law to be put out by contract to the lowest bidder,) and before certifying the same to the Treasury for payment, to deduct from the aggregate amount of each account so rendered the sum of forty per cent; and the residue shall be received by the Public Printer or Printers as full compensation for the work stated in said account. This resolution shall take effect from the passage thereof.

Mr. HASKIN. Mr. Speaker, I propose to occupy as brief a period of time in discussing the subject of the public printing, now before the House, as its importance would seem to demand. From the thorough examination which has been given to this subject by the select committee of the Senate, of which Hon. Preston King is chairman, and by the Committee on Public Expenditures of this House, of which I have the honor to be chairman; from the publication of the evidence taken before these committees, and the comments made upon it in the public press throughout the country, much labor, which otherwise would have devolved upon me, has been saved of exposing the gross abuses which exist under the present system of public printing. Nevertheless, sir, it may be important -- Nay, I deem it necessary, for its proper understanding upon the part of members of this House who have not read the testimony adduced before the two committees to which I have referred, to briefly recapitulate such portions of the evidence adduced before those committees as bear particularly upon the proposition now before the House for its consideration.

The present system of public printing was initiated in 1819, as appears by the report made at that time, in the Senate, by Senator Wilson, of New Jersey; and in that report he provided for the doing of the public printing and the establishment of a tariff of prices. At the time he made this report, he discussed in it the three propositions which were then before the Senate in relation to the proper mode of having the public printing done. He discussed the contract system, and he referred to the necessity and propriety of a Government printing office; but, in the report then adopted and printed, it was asserted that they had, at that session of Congress, no time to perfect a plan which they were in favor of. They then adopted the system which has existed down to the present time, with the intermission of, I think, the years 1846, 1847, 1848, 1849, 1850, 1851, and a part of 1852, during which years the contract system was in existence.

It is due to say that the evidence adduced before the Committee on Public Expenditure, as well as before the committee in the Senate, prove conclusively that the contract system of doing the public printing, as it was tested during the years I have named, was a complete failure. The first contractors under that system were Wendell & Van Benthuysen. The testimony proves that they took the doing of the public printing at such low rates that sufficient profits were not given to them; and the work was done in such an inelegant and unsatisfactory manner, that many of the documents printed by them, according to the judgment of the Superintendent of Public Printing, (Mr. Heart) will need reprinting.

The next Printer under the contract system was Mr. Ritchie. Mr. Ritchie continued to perform his contract, or he assigned his contract -- I am not certain which -- but at the next Congress he claimed damages, I think, were accorded him to the amount of $50,000.

The next contractor was Boyd Hamilton. He continued to perform the work by contract down to 1852, when he failed and gave up his contract. Then the law under which the present system of doing the printing is performed was enacted. Now, the evidence before the committee proves conclusively that the rates paid by the law of 1852 for composition, and especially for press-work are enormously high . . . The evidence before the committee adduced by Mr. Heart, the present Superintendent of the Public Printing -- a gentlemen appointed by the present President, and recently confirmed by the Senate, a practical printer of nearly half a century's standing -- is that the present rates are at least fifty per cent. too high; and he had no doubt and the majority of the committee of which I am chairman had no doubt, that the rates paid under the present system were at least fifty per cent. more than should be paid.

Mr. Heart favored, from his practical knowledge upon this subject, the establishment of a Government printing office; believing, as he stated, that under it from one hundred and twenty to one hundred and forty thousand dollars per annum could be saved to the Government. Mr. English, who was the foreman of the Government Printers during the last session of Congress and the sessions preceding it, from the Thrity-Third Congress, also testified that the rates now paid were at least fifty per cent. too high. And he testified that, in his judgment, fifty per cent. upon the present rates would be saved by the establishment of a Government printing office. Mr. Larcombe, the partner of Mr. English, also testified to about the same state of things. Six or seven out of the eight or ten witness examined by the committee testified to the same state of facts.

Mr. HASKIN. . . The evidence before the Committee on Public Expenditures proves

conclusively that the greatest abuses existing under the system of doing the public printing, exists in the printing for the Executive Departments of the Government: and that the President of the United States -- not only the present President, but his predecessor, Mr. Pierce -- rather by usurpation than by right, gave out this executive printing to political favorites and partisans, for the purpose of creating public opinion, through infamous partisan newspapers, to bolster up and sustain their administrations.* 2478

. . . Mr. HASKIN. I have not abandoned the floor. I propose to say, in concluding my remarks, that the majority of the Committee upon Public Expenditures have introduced a resolution embracing the three branches of reform to which I have referred.

We propose, first, that a practical printer shall hereafter be elected Public Printer; second, that bonds shall be entered into, suitable in amount, to be approved by the public officers; third, to reduce the rates at present paid for the public printing, or executive and legislative documents, forty per cent. in the aggregate.

Now, in addition to these propositions, the chairman of the Committee on Printing [Mr. Gurley] has prepared a bill, which he desires to offer as an amendment, in favor of the establishment of a Government printing office, with suitable checks and safeguards. I trust that, in considering this subject, we will vote on each and all of the propositions; and I do hope that we will not drop the matter before we have really adopted such a reform as the people of the country demand.

Mr. CLOPTON. I now offer the resolutions of the minority of the committee, and ask that the concluding portion of the report of the minority be read ...

[See Minority Report on pp.102-08]

Mr. HOUSTON. In my colloquy with the gentlemen from New York, I had overlooked two or three items to which I desire to call his attention. I find that there are three items where the printing was done by the Printer of the Senate. The one is, the message of the President and documents, in full, $3,151.20; another, the same abridged, $2,650, and the third, the Finance report, $1,485.95. These three items make $7,287.15, which taken from the total estimated cost of the printing of the House, ($48,229.61) leaves the cost $40,942.46, instead of the sum the gentlemen mentioned, ($29,000.) This is from the official document sent to the Senate by the Superintendent of Public Printing, and it contradicts the statement of the gentleman from New York.

Mr. GURLEY. I now offer the following as a substitute for the resolution before the House. It is for the establishment of a Government printing office.

The substitute is as follows:

Be it enacted by the Senate and House of Representatives of the United States §501
of America in Congress assembled, that the Superintendent of Public Printing be, and is hereby, authorized and directed to have executed the printing and binding authorized by the Senate and House of Representatives, the executive and judicial departments, and the Court of Claims. And to enable him to carry out the pro- §309
visions of this act, he is authorized to contract for the erection or purchase of the necessary buildings, machinery, and materials for that purpose, said contract to be subject to the approval of the Joint Committee on Printing of the two Houses of Congress.

Sec. 2. And be it further enacted, that it shall be the duty of the said Superintendent to superintend all the printing and binding, the purchase of paper, as hereinafter directed, the purchase of other necessary materials and §305
machinery, and the employment of proof-readers, compositors, pressmen, laborers, and other hands necessary to execute the order of Congress and of the executive and judicial departments, at the city of Washington. And to enable the said Superintendent more effectually to perform the duties of his office, he

shall appoint a foreman of printing, at an annual salary of $1,800, and a foreman of binding, at an annual salary of $1,500; but no one shall be appointed to said positions who is not practically and thoroughly acquainted with their respective trades. It shall be the duty of the said foremen of printing and binding to make out monthly statements of the hands employed in their respective departments, of the money earned by each, and deliver them to the said Superintendent. They shall also make out estimates of the amount and kind of material required, and file requisitions therefor, from time to time, as it may be needed, and shall receipt for the same to the
§305 Superintendent. And the said foreman shall be held accountable for all materials so received by them: Provided, That the Superintendent shall, at no time, employ more hands in the public printing and binding establishment than the absolute necessities of the public work may require.

§301 Sec. 3. And be it further enacted, That said Superintendent shall take charge of, and be responsible for, all manuscripts and other matter to be printed, engraved, or lithographed, and cause the same to be promptly executed. And he shall render to the
§309 Secretary of the Treasury, quarterly, a full account of all purchases made by him, and of all printing and binding done in said office for each of the Houses of Congress, and for each of the executive and judical departments. For the payment of the work and materials, there shall be advanced to the said Superintendent, from time to time, as the public service may require it, and under such rules as the Secretary of the Treasury may prescribe, a sum of money at no time exceeding two thirds of the penalty of said Superintendent's bond. And the said Superintendent shall settle the account of his receipts and disbursements in the manner now required of other disbursing officers: Provided, however, That said Superintendent shall not be allowed credit at the Treasury for payments on account of services rendered in said printing establishment at higher prices than those paid for similar services in the private printing and binding establishments of the city of Washington.

Sec. 4. And be it further enacted, That it shall be the duty of the said Superintendent to charge himself in a separate book to be kept therefor, with all paper and other materials received by him for the public use, and to furnish the same to the foremen employed by him, on their requisitions, herein provided for, as the public service may require, taking a receipt in all cases therefor from the foreman
2482 at the head of the department in which the paper, or other material has been used.*

Sec. 5. And be it further enacted, That all the printing and binding, and all
§501 blank books ordered by the heads of the executive and judicial departments of the Government, or of the chiefs of the bureaus thereof; and all the printing and binding, and all blank books ordered by Congress, or by either House of Congress, shall, on and after the 4th day of March, 1861, be done and executed under said Superintendent, in accordance with the provisions of this act: Provided, That all the printing ordered by the Thirty-Sixth Congress shall be executed by the Printers of the Senate and House of Representatives, as now authorized by law; but no printing or binding other than that ordered by Congress or the heads of Departments as aforesaid, shall be executed in said office.

Sec. 6. And be it further enacted, That it shall be the duty of said Superintendent to receive from the Secretary of the Senate and the Clerk of the House of Representatives, and from the heads of Departments and chiefs of bureaus, all matter ordered to be printed and bound, or either printed or bound, at the public expense, and to keep a faithful account of the same, in the order in which the same may be received; and when the same shall have been printed and bound, if the same is ordered to be bound, see that the volumes or sheets are promptly delivered to the officer of

the Senate, or House of Represnetatives, or Department authorized to receive the same, whose reciept therefor shall be a sufficient voucher by the Superintendent of their delivery.

Sec. 7. And be it further enacted, That the Joint Committee on Printing for the two Houses of Congress shall agree and fix upon a standard of paper for the printing §509
of congressional documents, to weigh not less than fifty pounds to the ream of five hundred sheets of twenty-four by thirty-eight inches; and it shall be the duty of the said Superintendent of Public Printing to advertise annually in one or more news- §510
papers having the largest circulation in the cities of Boston, New York, Philadelphia, Baltimore, Cincinnati, Chicago, and Washington, for the space of sixty days prior to the 1st of July, for sealed proposals to furnish the Government of the United States all paper which may be necessary for the execution of the public printing, of quality and quantity to be specified in the said advertisements from year to year. He shall open such proposals as may be made in the presence of the §511
Secretary of the Senate and the Clerk of the House of Representatives, and shall award the contract for furnishing all of said paper, or such class thereof as may be bid for, to the lowest bidder, whose sample, accompanying his bid, shall most nearly approximate to the quality of paper (size, weight, and texture all considered) advertised for by the said Superintendent, and determined by the joint committee of the two Houses of Congress. The samples offered with the bid accepted shall be preserved by the said Superintendent, and it shall be his duty to compare §513
these with the paper furnished by the public contractor; and he shall not accept any paper from the contractor which does not conform to the samples preserved as aforesaid. In default of any contractor under this law to comply with his contract §515
in furnishing the paper, in the proper time, and of proper quality, the Superintendent is authorized to enter into a new contract with the lowest and best bidder for the interests of the Government amongst those whose proposals were rejected at the last annual lettings, if it be practicable so to do, and if not, then to advertise for proposals, and award the contract as hereinbefore provided; and during any interval which is thus created by the new advertisement for such proposals, the Superintendent shall purchase in the open market, by and with the approval of the Secretary of the Interior, all such paper necessary for the public service, at the lowest price. For any increase of cost to the Government in pro- §516
curing a supply of paper for the use of the Government, the contractor in default, and his securities, shall be charged with and held responsible for the same, and shall be prosecuted upon their bond by the Solicitor of the Treasury, in the name of the United States, in the circuit court of the United States, in the district in which the defaulting contractor resides; and to enable the Solicitor to do so, the said Superintendent shall report to him the default on its happening, with a full statement of all the facts in the case. The said Superintendent shall keep a just and true account of all the paper received from the contractor or contractors, together with an account of all the paper used for the purposes of the Government under this act, and shall report the amount of each class consumed in said printing establishment, and in what works or publications the same was used, to the Secretary of the Interior at the end of each and every fiscal year.

Sec. 8. And be it further enacted, That whenever any charts, maps, diagrams, views, or other engraving shall be required to illustrate any document ordered to be printed by either House of Congress, such engravings shall be procured by the Superintendent of Printing, under the direction and supervision of the Committee on Printing of the House ordering the same.

§ 309 Sec. 9. And be it further enacted, That it shall be the duty of the said Superintendent annually to prepare and submit to the Register of the Treasury, in time to have the same embraced in the annual estimates from that Department detailed estimates of the salaries, amount to be paid for wages, engraving, binding, and materials, and for any other necessary expense of said printing establishment for the second year. And the said Superintendent shall also, on the first day of the meetingsof each session of Congress, or as soon thereafter as may be, report to Congress the exact condition of the public printing, binding, and engraving; the amount and cost of each such printing, binding, and engraving; the amount and cost of all paper purchased for the same; a statement of the several bids for materials, and such further information as may be within his knowledge in regard to all matters connected therewith.

Sec. 10. And be it further enacted, That neither the Superintendent nor any other officer to be appointed under this act shall, during his continuance in office, have any interest, direct or indirect, in the publication of any newspaper or periodical, or in any printing of any kind, or in any binding or engraving, or in any contract for furnishing paper or other material connected with the public printing; and any violation of this section shall subject the party offending, or conviction before any court of competent jurisdiction, to imprisonment in the penitentiary for a term of not less than one nor more than five years, and to a fine of $500.

Sec. 11. And be it further enacted, That if the said Superintendent shall collude with any person or persons furnishing materials or bidding therefor, or have any secret understanding with him or them, by himself or through others, by which an honest and faithful performance of this act, according to its true intent and meaning shall or may be avoided or evaded, or the Government of the United States defrauded or made to sustain a loss, he shall, upon conviction thereof before any court of competent jurisdiction, forfeit his office, and be subject to imprisonment in the penitentiary for a term of not less than three nor more than seven years, and to a fine of $3,000.

Mr. BARR. When will it be proper to offer amendments to the substitute?

The SPEAKER pro tempore. This is the propertime, if there be any amendments to offer.

Mr. BURNETT. I desire to understand whether the gentleman from Ohio proposes to offer his amendment as a substitute for the resolutions both of the majority and minority.

Mr. GURLEY. Yes; for both.

Mr. BURNETT. And the gentleman from Alabama offers his as an amendment to the original resolutions.

Mr. GRULEY. Yes; and mine is in the nature of a substitute for both.

The SPEAKER pro tempore. The only pending amendment is that offered by the gentleman from Ohio, [Mr. Gurley] There is no other amendment pending.

Mr. BURNETT. The gentleman from Alabama offered resolutions.

Mr. GURLEY. Mr. Speaker, I offer this amendment because I am perfectly satisfied that, if there is any public service in this country which, in preference to almost any other, should be performed by the immediate and special agents of the Government, it is that of congressional and executive printing; and this fact will appear the more obvious if we consider that it is necessarily interwoven with the law-making power of each House, and cannot, by any possibility, be separated from it. It is no exaggeration to say that it is not only a leading, but an essential ele-

← General debate

ment of national legislation; for the information which it affords must always control, to some extent, the action of those engaged in it. Without it, how can gentlemen here intelligently frame their bills, draw up their reports, or even vote understandingly?

But it is not only a positive, but a daily, and almost hourly necessity while Congress is in session. It is just as essential to the healthy action of this legislative assembly when here convened, as our ordinary food is to the healthy action of our bodies and minds. There exists about the same necessity for the regular appearance in print of our bills, documents, and reports, as for the appearance every morning, upon the table, of our breakfast; and if gentlemen will only adopt the plan of letting out to the lowest bidder the contract for furnishing themselves with board in this city, they will, I doubt not, very soon come to a realizing sense of the inconvenient and unprofitable character of the principle therein involved as applied to public printing.

This, sir, is unlike any other department of Government service. For ships you can wait; for guns you can generally wait; and, ordinarily, you are in no special hurry for the various munitions of war; but you cannot be deprived of your printing for a single day without serious embarrassment and loss of time. In the sense, therefore, of a leading element of the law-making power, the public printing underlies your armies, it underlies your navies, and every other arm of the national service; and in this important particular, therefore, bears no analogy of the other departments of the Government.

It was correctly maintained in 1846, in the course of a debate on this subject, that by the old contract system, "documents, reports, and bills, would be imperfectly executed, without a proper correction of the proof-sheets. These documents, reports, and bills, constitute a part of each preliminary proceeding to the passage of a law. The law is the result of the best judgment of the representative body, and the highest evidence of our sovereign functions; yet we publish this law, which must be minutely correct in every word and syllable, figure and mark, by contract," or give it out to the lowest bidder.

Sir, the public printing has been made a subject of general discussion, strife, and even quarrels, in both Houses of Congress, and between the various political parties, with short intervals, for a full half century; and up to this very hour is as prolific a source of public debates, personal speculation, and common scandal, as at any former period. It has brought more contempt and disgrace upon our Government than have come from any single cause that can be mentioned.

In the performance of my duty as a member of the Printing Committee, as its chairman, I have been compelled to look over the records relating to it, running back more than forty years; and from them I have learned that while wise and good men in the Senate and House have labored diligently to fix upon some plan whereby it could be promptly and well executed, and at fair rates, no such plan has been adopted; at least none has been tried with satisfactory results or with permanent success. If we consult the records of 1819, we shall find, even as far back as that, the Congress of the United States floundering in the mire of printing rascality, unable either to get its work done at the proper time, as stipulated, or with even tolerable accuracy. It was horribly executed, on poor paper, and never ready when wanted; and, as a consequence, members frequently had their bills and reports printed at private establishments, at their own cost.

All this, let it be observed, took place under the contract lowest-bidder system, which had been adopted many years before; and whoever will take the trouble to look over the congressional records of that period will find several resolutions in condemnation of the way the printing was done; but the following, passed December, 1818, indicates the desire of reform that then existed:

"Resolved, That a joint committee on the two Houses of Congress be appointed to consider and report whether any, and if any, what, further provisions by law are necessary to insure dispatch, accuracy, and neatness, is the printing done by order of the two Houses respectively; and that they have leave to report by bill."

So badly and tardily was the printing executed that a joint committee of the two Houses was appointed to carefully examine into the whole subject, and suggest a remedy for an evil that had actually become intolerable, growing out of the lowest bidder system as it then existed. General Wilson, a member of the Senate, a practical printer, and publisher of the Trenton True American, was chairman of that committee; and he was assisted by General T.A. Rogers, of Pennsylvania, of the House, in the investigation that followed. They went to New York and Philadelphia, and made diligent inquiry in respect to price, and the best method of having the work done; and on their return made a very valuable report in relation to the whole subject. As the position which they then took in respect to a Government office has been clearly proved to be the true one by the experience of more than forty years, I beg leave to read a portion of their report; or, rather, I will ask that it be read from the Clerk's desk.

Previous printing contracts.

The Clerk read, as follows:

"How far it is reputable for Congress to endeavor to get their work done below a fair and reasonable price may be a matter of doubt, but it does not admit of a question that the compensation ought to be adequate to the object of procuring that work to be done at a proper time and in a suitable manner. A second mode suggested to and considered by the committee was the establishment of a national printing office, (with a bindery and stationery annexed,) which should execute the work of Congress while in session, and that of the various Departments of Government during the recess, and should do all the binding, and furnish the stationery for the Departments as well as for Congress. To ascertain the amount of expenditures on these objects, inquiries were addressed by the committee to the heads of Departments, Attorney General, and Postmaster General, and an answer received from each. Some of the reports were made in such a manner as not to enable the committee to separate the accounts for printing from those for binding and stationery, but the whole amount exceeds $41,000. Add to this the expenditures of the Senate and House of Representatives on the same objects, namely: the former $8,000, and the latter $15,000, and the aggregate cost of the public printing, binding, and stationery is about sixty-five thousand dollars a year, of which probably one half is for printing; and this, it will be remembered, does not include the great variety and number of blanks executed elsewhere than at the seat of Government from copies furnished by the Departments of the Treasury, War, &c., and which might all be done here at a much less expense were a national printing office established. The committee are of opinion that such an establishment, under the superintendent of a man of activity, integrity, and discretion, would be likely to produce promptitude, uniformity, accuracy, and elegance, in the execution of the public printing, and they are not certain that it would not in the result, connecting with it a bindery and stationery, as already suggested,
2483 be found the more economical. But as the princi*ple is somewhat novel, and the details would require some deliberation, the committee have not deemed it advisable at this late period of the session, and amidst the pressure which both Houses

experience from the accumulation of business important to the nation or interesting to individuals, to submit a proposition on which there would probably be a considerable diversity of opinion and consumption of time."

Mr. GURLEY. It is more remarkable, sir, that those statements in the main, made nearly half a century ago, have been more than confirmed by the subsequent history of printing; and, if General Wilson's plan of a Government office had been adopted millions in time and money would have saved to the country.

What system came next? The adoption of a standard of prices -- a tariff, as it was called; and this continued, with varying success and failure, often with large profits, increased by extra compensation and otherwise, till Congress found itself once more involved in nearly all the evils of the old plan, and several new ones peculiar to the law of 1819. Indeed, this printing business was sure to come up once in about two years, and cause a general debate and scramble as to who should share in its profits, accompanied with suggestions as to other methods of doing the work, promising better success. Meanwhile, the owners of partisan newspapers would come in and claim extra compensation, and take from the Treasury large sums of money of alleged losses sustained; but the abuses became so flagrant at last, that, in 1846, Congress returned to the lowest-bidder or contract system, with such additional checks and guards as experience and observation enabled them to throw around it. This time it was so well matured, and so carefully guarded, it was thought it must succeed, and its friends believed that a bright printing era was to begin with the operation of the new law.

Did they realize their expectations? Did the lowest-bidder method succeed any better than it did before the enactment of the law of 1819? It did not. It broke down in less than six years. In practical operation, and throughout its entire existence, it proved a constant annoyance and a source of endless trouble to Congress. The old complaints of bad work and slow execution which had been so often heard forty years before, broke forth with renewed vigor. It called out unqualified condemnation and denunciation from both Houses. Combinations were formed, as there will always be, to monopolize the printing contracts, and fix the prices at a high figure. The business of Congress actually stopped for the lack of reports and documents ordered, as we shall soon show. In the middle of the session that was held before the passage of the law of 1852, the contractor broke down, surrendered his contract to the Government, and it was in testimony before the House investigating committee that he received, as a consideration therefor, the sum of $40,000.

Now, then, what thought and said honorable gentlemen of the period, who had had full experience, about this printing business? What said they about the lowest-bidder or contract system, so much lauded by many of this day, notwithstanding its repeated, disgraceful, and entire failures?

Hon. Mr. King remarked on one occasion:

"We have not had our documents, [the oft-repeated story of former years] and have been unable to furnish them to our constituents. We are unable to obtain those which are necessary for our information in the matter of legislation. This business of printing, in my judgment, has already been postponed too long, and we ought to act promptly upon it."

What said Senator Cass, in 1852, of this printing annoyance which always accompanied the lowest-bidder plan?

"Every Senator knows the condition of the public printing. We have been here for over eight months, and the most important portion of that printing is yet to be done. It is now proposed, after this length of time, to remedy the crying evil."

On another occasion he remarked:

"We have been here now about nine months, and during that time the public printing has been badly executed and very much delayed, certainly to the injury of the public service. There is not a single Senator who does not know it and

who will not say so." * * * * "In my opinion, we ought to make some arrangement for the printing. The census, taken more than two years ago, remains locked up, and no human being, unless he goes to examine the record, knows what it is."

What said Senator Bright, about the same time?

"Disguise it as we may, the public printing is an important matter." * * * * "The people have been kept here in suspense for several months; the public business has been retarded on account of the condition in which our public documents are."

Another Senator, Hon. Mr. Douglas, uttered bitter complaints:

"It is useless," he said, " to order the printing of documents unless we can have them executed. We are ordering every day, and every hour, in fact, extra numbers of documents that are important to our legislation, and still we cannot get the work done and legislation is, therefore, postponded on account account of it." * * * * "It has been successfully shown that the contract system under the Departments is a mere mockery, covering up contracts to their own partisans, and paying not the slightest regard whatever to the lowest bid that may be put in."

Mr. Smith, of Connecticut, bore the following testimony:

"I do not believe that any contract you could make, on the principle of giving it to the lowest bidder, would be executed in such a manner as the public service requires. I care not what may be the stipulations of the contract; I care not what guarantees you may demand of the Public Printer -- of any man who may give the lowest bid for the public printing -- you never can get the contract executed in such a manner as the public interests require." * * * * "The real difficulty is with the system we have adopted of public printing. It is a vicious system." * * * "Being penny wise and pound foolish."

Hon. Mr. Chandler, of Philadelphia, an old publisher, remarked that

"The mode now adopted [the contract system] is exploded, and we must abandon it."

Hon. Mr. Orr, late Speaker of the House, gave his experience on the subject, as follows:

"The gentleman from Kentucky, [Mr. Marshall,] the chairman of the select committee on printing, as well as myself, have, for three years, been strenuous advocates of the contract system. We have done everything in our power to have it executed. I believed, when we commenced it, that we could succeed. I have become satisfied, from the experience of the present session, that it is impracticable from the circumstances which surround us here."

Declarations like these might be multiplied to almost any extent, but I will only refer to the testimony of three other honorable gentlemen. Senator Hale bore this decided and correct testimony:

"We have tried the contract system, and it failed; that is conceded. We have tried the plan of electing a Public Printer, and it failed; that is conceded. Let us now, then, take the thing into our own hands althogether; appoint our own Superintendent; hire our workmen; buy our own paper and presses; and in that way we can do the work to our own satisfaction, and as cheaply as by any other mode."

These are the objects sought in the bill before the House.

Sir, if this very sensible talk had then been embodied in a law, more than a million dollars would have been saved to the Government from that period to the present time; and Congress also would have been saved the necessity of appointing several investigating committees, who, at great expense, have been ferreting out the frauds and abuses of the present system, to say nothing of the general scandal and demoralization that must always attach to any method but the honest one of the Government doing its own work in a direct way, and at simple cost.

Senator Weller remarked, in the debate on this subject as follows:

"There are many of us here who are satisfied that the contract system, after an experiment, has most signally failed."

I will close this branch of my subject by a quotation from Hon. Mr. Marshall's report, presented to the House July 31, 1852. He made it as chairman of a special

committee raised to devise some better plan for doing the public printing, and I regard its reasoning on the contract or lowest-bidder system as unanswerable.

"The contract system was established upon the idea that it secured economy, and was the fairest mode of selecting the Printer, since it seemed to present the largest field for competition among those who were desirous of employment in the business of congressional printing. Experience has demonstrated the fact that neither of these elements upon which the system was founded in theory, appear to work well in practice. First, economy is not secured, because the work, when performed at all, has always been badly executed, and comes to Congress so tardily that the subjects to which the printed matter relates have either been disposed of before we receive the document, or have passed away from the attention of Congress, for the want of the information the document is supposed to contain. It must be apparent to all that this delay compels Congress to legislate in the dark, or not to legislate at all; and consequently that it is disastrous to that intelligent determination of questions which the public experts from such a tribunal as this; also fatal to the practice of enlightened public economy.

"Independent of these considerations, experience has shown that, while contracts have been repeatedly given under the system, there is no instance in which Congress has not been memorialized and appealed to for indemnity and remuneration for alleged losses of the contractors. Our files now contain such memorials from Wendell and Van Benthuysen, from Ritchie, and we shall have another from Hamilton. Congress seldom resists such applications, when urged with perseverance. The votes which have been taken in this and the last Congress, upon some of these applications, leave little room for doubt that, whatever expectation may have been formed or realizing economy of expenditure by resorting to a contract with the lowest bidder, will be disappointed by the ultimate settlement with the contractor, who appeals from the hardships of his contract to the generosity and magnanimity of Congress.

"The delay -- the imperfect execution of the work, the inconvenience of legislating without aid of printed matter, embodying the information submitted to the consideration of Congress, would seem to present sufficient reasons to abolish the system. The printing ordered by the last Congress is not yet completed; that ordered by this Congress has been delayed, as we all know, to a degree and extent which have been greatly inconvenient, and, indeed, prejudicial to the public interests. It will always be thus under that system. But, in the second place, the idea of enlarging the field of competition for the employment and securing fairness among bidders has proved an error also."

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"My own reflection upon the contract system has induced the conclusion that it is erroneous in the very principles upon which it is based. The principle is that he is the best person to employ who will work the cheapest. The only criterion the system proposes whereby to judge the person to be employed is the cheapness of the bid. As this is to be repeated at each Congress, by advertising anew for new proposals, and constantly referring the decision of the choice to the same standard, (the rate of the bid,) it will be seen that, no matter how faithfully the Public Printer may have executed his contract, or how much we may have expended in his preparation to do the work so as to suit the wishes of Congress, or how much Congress may desire to continue him in that employment, the system closes the door upon him, and upon Congress also, if any competitor shall have underbid him to the amount of five dollars. This fact makes the contract for the printing of Congress a hazardous enterprise for a man of business. He must necessarily invest very extensively in materials essential to the conduct of his business, and must keep a large capital in movement to pay ordinary and extraordinary expenses. Should he fail to secure a renewal of the contract after his first term, the depreciation upon his stock will overbalance any legitimate

profits he could make on a fair contract; for no property that I know of is so unavailable as old presses, half-worn type, desks, cases, and the ordinary fixtures of a printing establishment. Hence you find practically that the contractor is not prepared and fears to prepare himself to execute the work with dispatch; for the law holds out no assurance of continuance in employment as a reward for fidelity to his engagement; but, on the contrary, proclaims that skill, honesty, and the proper performance of the contract, will all be borne away and overwhelmed by a bid, if it shall be ten dollars cheaper than the bid of the Printer who may have invested his means as I have supposed."

The failure of the contract system for the second time was considered so signal and complete that it found very few advocates; and while the bill was pending which soon became a law, and under which the printing is now done, Senator Hale offered a substitute, by way of an amendment, which provided for a public printing office; which amendment received 18 votes against 28 in the Senate.

And now, sir, strange as it may appear, the very law then adopted as a sure and complete remedy for all the evils complained of has become a by-word and reproach, and both Houses are trying to get rid of it by some radical change.

In my judgment, sir, there is but a single safe and economical plan of doing this work, and that I have already indicated by the amendment before the House; and I must confess that I am ignorant of a solitary sound reason that can be offered why our Government should not do its own work at simple cost. On this subject, what say disinterested gentlemen who know the most about it? I do not ask, what say the owners of partisan newspapers in this city -- those who enjoy and seek the plunder of the present scheme of doing the work; for we expect all such to fight against every real reform that may be suggested. A paper that can barely live, after receiving therefrom $20,000 per year, can very well affort to utter a great deal of various indignation against the principle embodied in my bill, which, by the way, if it ever becomes a law, must leave Government organs to take care of themselves as best they can. As it makes an end to all printing plunder, so long and justly complained of, it would be very strange if the mere spoilsmen of every party did not vehemently oppose it; but seek the opinion of experienced gentlemen, who know all there is to know about the various methods of doing work, and nine out of every ten will tell you that a public office is the sole remedy for the numberless evils of the past.

The late investigation, sir, into the alleged abuses in the printing department led to an examination, as you are aware, of some very import*ant witnesses, and among them none more so than Mr. Heart, the present able and honest Superintendent of the Public Printing. He is a gentleman who takes singular pride in his profession as a printer and acts, as I believe, with a single eye to the public interests; and I feel the more free to bear this testimony because he is a political opponent. 2484

He testified as follows:

"I would be willing -- and this will show my impression on the subject -- I would be willing, as a printer, to give bond and security to execute the entire public printing and binding as a saving to the Government of $100,000 a year on present prices; and I would then, if receiving all the profits over and above that amount, consider myself making a good bargain. I believe from one hundred and twenty to one hundred and forty thousand dollars might be saved by the Government executing its own printing and binding."

In answer to a question, he said:

"Yes, sir; my opinion is, that Government should do this printing as it does its writing, by its own agents, under its own control, to be executed, not in conformity to the interests of the contractors, but in accordance with the exigencies of the Government. I believe that a public printing office could be placed upon such a footing that any document, I do not care how voluminous, might be returned to the House ordering it within thirty days.

"Question. Then your conclusion is, that a Government printing office, established upon the plan you have suggested, would be for the best interests of the country?

" Answer. It is the only way to correct the present abuses, not only in the manner of executing the printing, but also the impeding of the public business, which so often occurs by reason of the delay in electing a Printer. Both the public interests and the public business would be best consulted by establishing a Government office. The present machinery of supervision would be all that was necessary, the office being authorized to emply four clerks, and only employing three at present."

Mr. William Towers, who has been clerk in the Superintendent's office seven years, and who has also been engaged in the work twenty years, testified in this way:

"My own preferences have always been for a national printing office. The saving that might be effected by the establishment of a national office, would be just the profits which the Public Printer now make in their establishments, if they are properly conducted."

Mr. James English, who has had charge of the congressional and executive printing for the last six years, is equally explicit in his statement, which is:

"There could be nothing better than a Government office at the present time. The Government might save at least, fifty per cent by it. Give me Mr. Wendell's establishment, and I will take the printing and do it for fifty per cent of what it now costs. I would make money by it, too; that is, taking it all round, the printing for both Houses and all the Departments."

Mr. John T. Crowell, who has been connected with the Government printing for the last fifteen years, testified thus:

"I have thought, and still think, that a Government printing office would be the cheapest and best way of having the printing executed. The work could be done for one half of what is not paid for it."

Another gentlemen, who has been engaged on the public printing twenty years, Mr. John Larcombe, bears the following strong testimony:

"If you mean to ask me what I could do it for if I had charge of the public printing, whether for the Government or otherwise, I think it safe to say that, with a well-furnished establishment, I would be very glad to have the opportunity to do the Government work at fifty per cent."

. . . . "Mr. English and myself offered to do the work for Mr. Wendell for forty per cent on the prices now paid. We made out calculations, and found that it could be done. If it had been given to us, the establishment would have been to us just what a Government office would be. We were perfectly willing to undertake the work for that price, not at all fearing that we would fail to execute the printing for it; that is, if the printing was such as we expected -- the printing for both Houses and Executive."

Mr. Wendell himself, who has been engaged in printing thirty-odd years, and who has been Printer to Congress several years, testified, in reply to a question as to the best method of doing the public printing, as follows:

"As a matter of economy and expedition, a national printing office would save one half what it now costs, after the first year. Let me instance. If the Government had established a national printing office for the Thrity-Third Congress, six years ago, it would have saved the entire cost of the office that Congress, while the last two Congresses it would have saved one half of the amount paid for the public printing.

"As a matter of economy, a national office would save one half of what it now costs if the work was secured to me for six years, I would be willing to take it for one half the amount you have paid to have it done during the last six years and would consider myself a made man, because one half the price would pay me a large interest on my capital invested I would be willing to take the Globe and all the other work in a lump, and do it for one half the price now paid by the Government. I know it can be done, because, as I have before stated, I have done it."

Mr. John D. Defrees expresses a corresponding opinion. He said:

"I have thought a good deal about it since I have been connected with the printing business for twenty years, off and on. They tried the contract system in our State, and it failed for a great many reasons; and I have thought that, if a printing bureau could be established, well guarded, it would be the most economical plan for a State or Government."

Perhaps it will now be asked, if the work can be done at these reduced rates, why cannot private individuals do it as well as the Government?

I answer, there are several important reasons to be given why they cannot, besides the conclusive one implied in the entire failure of the attempt to accomplish it during the last forty years. In the first place, no man is justified in fitting up an office for the chance of doing the work for two years, as the expense incurred is beyond the means of most persons. In the language of another, I remark:

"A bidder cannot state, understandingly, the lowest price at which he can afford to execute the jobs of printing without knowing their character, the number to be printed, and many other details which he cannot by possibility know when he makes his offer, because he is required to propose for the execution of jobs of printing yet to be given, and which cannot be specified. He has to take his chances for a fair proportion of profitable or fat orders, and, in his anxiety to get the contract, his calculations are very much governed by the temperament of the man. (This is not the case with the building of a house or ship, where a skillful workman can estimate to the hundred the number of bricks required, and the length of time necessary to lay them in a house, or to the square foot and pound of iron to build a ship.) Some men have reputation and capital to invest in such contracts, and are careful of both; these make fair, safe bids; but they are underbid by others who have neither reputation nor capital, who are willing to take the chances, and who, if the chances turn out against them, will throw themselves on the magnanimity of their Government, which certainly will not expect a man's labor and the expenditure of his capital without returning an equivalent therefor. Such arguments have been used, and successfully, too; they will be used again, and, whether successful or not, their former success leaves no room for doubt that they will enter largely into the estimates of some bidders."

Now, then, Mr. Speaker, seeing, as we must, very clearly, that we can save over one hundred thousand dollars per annum by a public office of our own; seeing that the entire printing can be thus done without noise, without clamor, without corrupt combinations, and without general demoralization; that it can be executed promptly and expeditiously, and with the same officers and clerks now employed in the Superintendent's department, two foremen added; seeing, also, that such an office, under the direct eye of Congress, would prove as satisfactory in its operations, as carefully adjusted and well oiled machinery, why should a great Government like ours, supported by thirty million people, subject itself to every sort of public scandal, as well as the greatest inconvenience, by attempts to parcel out -- nay, peddle out, for that is the appropriate phrase -- why, I say, in view of all these facts before us, should it go out into the streets and peddle out that most important work that is of daily and almost hourly necessity here? Ours, I believe, is the only leading Government that seeks in this way to reward partisan friends; the only one of the class that does not execute its own work, and avoid the hinderance which it brings to legislation. Why, after all our signal failures, should we go out, and virtually set up at auction a leading element of the law-making power, with the certainty, almost, that if bid off at too low a rate, the bidder will come back to Congress for extra pay, and, judging the future by the past, will be almost sure to obtain it, with more than double interest.

But I am surprised that those who are so solicitous to establish the lowest-bidder principle, that has thus far miserably failed, as applied to on public printing here, do not hasten to secure its adoption with reference to other departments of the

Government. Why not apply it to the Pension Office, the Library, the door-keeping, and Clerkship of each House, as well as the various bureaus in Washington? Why not adopt the theory and carry it out in full, and let all these out to the lowest bidder? They are not half so intimately connected with the law-making power, not half so essential to correct and speedy legislation, as the public printing. Besides, why not go a little further, and job out the whole legislation of the country to the lowest bidder? Who doubts that it would be taken at a very low rate? I am quite sure that many good people will be willing to affirm that it could be done not only much cheaper, but a great deal better. Why, sir, the country is full of patriots who would be sure to throw in some remarkably low bids for the very interesting work which we are trying to do. Some persons, however, in reasoning on this subject, ask: why not have a Government paper mill as well as printing office? This question implies a pure fallacy.

For the best reasons, I answer: you can go into the general market any day and purchase paper of any quality and amount; but can you go there and buy your bills and reports in print? Nay, sir; no one deals in those articles but the legislators themselves, and these bills are a part of the machinery of Government itself. If paper could not be created except by the direct agency of Government, then we might establish mills; but as it is found everywhere, we can go out and purchase it. But gentlemen will bear in mind, at the same time, that you must here create what you would print; and then print what you create; order it, and then wait for it. You find it in no market upon the face of the earth; and the idea, therefore, that you must make paper-mills if a public printing office is established, is shallow sophistry.

For myself, I have not the shade or shadow of doubt that an office of the kind is the only and final remedy for the numberless evils connected with the various plans that have been tried; and whenever estalished, will end, once for all, all debate and clamor on the subject; the man who lives to see it fairly tried, will see the whole work cheaply, expeditiously, and well done. And when would Congress abandon such a system? At the same time, and not before, that the people abandon railroads for mud roads in traveling, and spring carriges for ox carts in pleasure riding. Each Congress would convene with the pleasant assurance that nobody would attempt to run the members down to secure their votes for a Printer. The work would be quietly executed, and reports and bills laid upon their desks at the proper time.

But some nervous gentlemen are greatly alarmed at the idea started that a Government printing office would become a sort of hospital for political invalids. This, to me, appears not only absurd, but absolutely ridiculous. Sir, what sort of a hospital must that be where each man receives the wages, and no more, of a journeyman printer -- the same received in every private establishment in town? Pray, and does a man become a political pensioner upon Government because he sets a thousand ems, as printers express it, and receives therefor the honest wages that belong to him? If he sets no type, he gets no pay; and my bill specially guards against employing more hands than are absolutely necessary to do the public work. Is it not a thousand times better to give the toiling printers fair and even liberal wages, than scatter broadcast among political favorites the profits of their labor? If anybody must be specially benefited, I say let it be the men who do the work.

Setting type, sir, is something that belongs not to lazy political invalids, but to active, wide-awake, and painstaking men; and of this latter class, for the most part, are journeymen printers. I speak what I do know -- for I published and edited a newspaper myself sixteen years -- when I say that there is not a more intelligent, honorable, and deserving class of workmen in the country than those who fill our printing offices, and labor night and day to give us our newspapers and books. There is just about as much danger that the New York Tribune, Herald, and

Times offices will become a rendezvous for broken-down politicians, as that a public printing office would become such, managed by a competent and honest man. If printing on a large scale can be done cheaper and better and more promptly by the lowest contract system, why do not the owners of those papers which advocate it for the Government put in practice their own theory, and job out their own work? Why does a stock company owning a newspaper of large circulation advise Congress to do what it would never think of doing for itself?

A New York paper stated, not long since, that large publishing houses there were in the habit of jobbing out their printing, of giving out their books to be printed by the lowest bidder, because it was found to be better and more profitable. My
2485 answer to the statement: I here give in the language* of the four largest publishing houses in the United States; or rather they are certainly among the largest:

New York, May 7, 1860

Dear Sir: In reply to your inquiry, we would remark that we do our own printing, stereotyping, and binding, and the same may be said of several of the principle publishing houses in this city. As far as our own experience extends we are fully satisfied that by doing our own work the saving in expense is very considerable.

We think that if the Government should do its own work, it would be found highly advantageous, and save a very large amount of money that is now distributed among political partisans.

Very respectfully, your obedient servants,

HARPER & BROTHERS.

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Dear Sir: We see by the papers that you are advocating the establishment of a Government printing office for doing the public printing in place of the present system.

We are persuaded that it is the only way in which the cost and quality of the work can be efficiently controlled.

Our experience as a publishing house has led us to do our own work, and we think all large establishments find their account in so doing.

We earnestly wish you may succeed in carrying through the proposed measure, and have the work done in a manner creditable to the Government, and at a vast saving of money and public morality.

Very respectifully, D. APPLETON & CO.

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Dear Sir: We would reply, in answer to your inquiry respecting the manufacture of books, that we print and bind our own publications, and are satisfied that we save a large percentage thereby, besides having our work done in the best style. We are confident that the Government would make an immense saving by adopting the same plan.

Very respectfully, yours,

A.S. BARNES & BURR.

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New York, April 16, 1860

Dear Sir: I understand that you recommended a Government printing office, where the Government can do its own work in its own way. I have advocated it for the last ten years. It is the only way to have the work done as it should be in this world of sin and sharp practice. Contractors want to make all the money they can, and it is impossible to get in such business everything done as it should be. If a press is driven twice as fast as it should be, it cannot do the work as well, but it will make a great deal more money per token.

The Bible Society, the Appletons, and almost all our largest publishers, do their own press-work, and find "their account in it." They have it done well, and at as low a cost as it can be done, for the mere cost of power, materials, and labor.

I hope you will succeed in having it established.
Yours truly, H.N. Butler.

Unlike the bureaus in Washington, the workmen here would labor the usual number of hours, and often all night, and receive therefor the current wages, and no more. The journeymen printers in this city, as far back as 1819, united in a petition to Congress to establish a Government office, where they might receive for their work the usual compensation without the intervention of middle men, who sought to secure the fruits of their labor. On this subject, Mr. Crowell, from whose testimony we have already quoted -- a practical printer of twenty-five years' standing -- furnished the committee with this opinion:

"Question. What do you think of the necessity and propriety of a Government printing office? As a practical printer, having done work for the Government, do you know of any objection to the establishment of a Government printing office, with proper checks and balances?

"Answer. I do not; on the contrary, I think that it would be a very good thing; that it would be the means of great saving to the Government, and that in such an office the work would be well executed.

"Question. What saving would it be to the Government?

"Answer. A saving of one half.

"Question. Would a national printing office, in your judgment, be liable to abuse by the employment of intemperate, incompetent, and broken-down printers, and the establishment of sinecure places?

"Answer. Printers, as a general thing, are not intemperate; there are very few intemperate people in the printing business. I have no idea that a Government printing office would become an asylum for decayed and intemperate printers.

"Question. It is your opinion, then, that a Government printing office would not be liable to those abuses.

"Answer. That is my opinion."

Will some one now ask, if all these advantages can be secured by a Government office, why has not one been established before?

I answer, for the reason, mainly, that the party which finds itself in power generally desires to retain as much patronage -- profit or plunder, if you please to call it so -- as possible, and the party having a fair prospect before it of success -- I speak, of course, of the past, not of the present -- being exceedingly hungry for the choice things upon the Government table, is never anxious to diminish its chances in that direction by instituting salutary reforms. The efforts of the spoilsmen of all parties have ever been to crush out the labors of those seeking a radical and genuine reform in that department. The mere partisan does not want the door of the Treasury closed against him just as he is about to lay hold of its keys; and as the printing spoils have been regarded as among the most valuable under the Government, mere politicians have always had a strong desire to retain them. The attempt to establish such an office as now proposed has been made without the least regard to party advantages, and I trust that no bill will pass either House establishing one that has even the smell of partisanship about it. I could not wish or ask a worse, a more infernal legacy to fall to my party, if successful, than the present or any similar method of doing the public printing and binding. Its political advantages are only apparent, not real; and any party that lives while encouraging its abuses, deserves to die, and will die, sooner or later. Of course, as long as the present system continues, gentlemen will be justified in seeking in all lawful ways to secure the work and its profits.

There never has been so favorable a time for the trial of a public office. The whole country is disgusted with the developments made during this Congress of the various plans of the past; and as neither political party is entirely confident of success in the coming presidential struggle, both can well afford to relinquish prospective claims to the profits of this important department of our

Government. It is in the power of Congress to end forever this printing trouble at this session. Pass this bill, and you close for all coming time this heretofore interminable controversy about printing spoils and plunder -- a controversy that has proved a severe affliction to both Houses for nearly half a century, and which must be continued in aggravated forms if the old experiments are to be repeated.

In 1846, Mr. Benton, of New York, showed, from the testimony of Mr. Rives, introduced into a speech which he delivered upon public printing, that the Government lost in a single year $1,000,000 through the neglect of the Public Printer to print a bill or document required just at the close of a session of Congress. (Twenty-Ninth Congress, Globe, Vol. 16, page 824.)

Mr. Benton, therefore, threw the blame upon Congress for not taking better security, and neglecting to prosecute promptly. But, pray, of what avail are your bonds when you fail to get your work at the proper time? It is the work that Congress needs and seeks, not the penalty of bonds. If the printing is not executed when required, it is useless when it comes; and a prosecution for non-fulfillment, protracted as it must always be, is but an aggravation of the evil, for everybody must know by this time that our Government makes a very poor business of collection damages for the failure of contracts.

I repeat, Mr. Speaker, the declaration that this Congress can end the entire printing controversy that has continued for fifty years, to the serious damage of the Government, in a single day. Pass this bill, and you will hear no more of combinations to secure the public printing -- no more of its enormous profits, spent to carry elections, and no more of its swindling abuses. You will remove, at once and forever, one of the greatest evils that attaches to national legislation; and so perfectly satisfied am I of this fact, that if my existence and the little I possess in this world were staked upon the success of the plan proposed, I should regard myself as beyond the danger of all harm, either to life or property. Doubtless the details of the bill before us will be improved, as experience and observation may dictate; but the principle once adopted and fairly tested by the Government, and it will never be abandoned. That, sir, is my honest judgment.

Mr. Speaker, the subject of public printing is certainly one of the most important now before Congress. It has been carefully considered by investigating committees of both Houses, and these committees have made developments, during the last three months, that have fairly startled the observing and thinking people of all the States. It has been conclusively shown that the printing department of this Government has become a great sapping and mining power that is striking at the very foundations of republican liberty. It is, at least, corrupting the very sources of political influence, here and elsewhere; and the people everywhere, having become alarmed at the revelations of fraud and corruption, now demand of us a radical and speedy reform. But I warn gentlemen that if, by impracticable amendments or otherwise, they now defeat this bill, no reform can be expected at this session of Congress; and, as the presidential election will have been decided when we meet again, the successful party will be strongly importuned to perpetuate the present or similar abuses, and, I fear, with success.

Mr. CLOPTON. In the absence of my collegue upon the committee, [Mr. Hindman,] who united with me in the minority report, it devolves on me to defend the position which we have assumed. I shall trespass but a few minutes on the attention of the House. Having no practical knowledge of the cost of printing, I have felt my incompetency to arrive at any conclusion satisfactory even to my own mind, as to the best and most economical manner in which it can be executed.

Mr. WASHBURNE, of Illinois. Will the gentleman from Alabama yield to me for a moment? I desire to ask the gentleman from New York whether he proposes to press his bill to a vote to-day?

Mr. HASKIN. In answer to the gentleman from Illinois, I state, as chariman of the committee having the matter in charge, that I do not propose to have a vote on this subject till tomorrow, at one o'clock.

Mr. SHERMAN. Is it the understanding that the main question shall be ordered, so that we shall have no debate on this subject to-morrow?

Mr. HASKIN. I should prefer that.

Mr. SHERMAN. It is the earnest desire of the Department that we shall pass the Post Office appropriation bill to-morrow, if possible; and therefore I ask the gentleman whether or not he will call the previous question?

Mr. HASKIN. I desire to call the previous question, and to have a vote on it to-morrow at one o'clock.

Mr. PHELPS. Then let it be understood that, by general consent, the previous question shall be called at any time before the House adjourns to-day.

Mr. SMITH, of Virginia. Why not let the previous question be called to-morrow?

Mr. BARR. The previous question would cut off our amendments. Let us know when we are to try to get in the amendments which we desire to propose.

Mr. WALTON. I desire it to be understood that I object to any arrangement about the previous question.

Mr. HASKIN. I propose to call the previous question to-morrow at one o'clock, and then I will have one hour to close the debate.

Mr. BARR. I want to know whether the gentleman from Ohio offers his proposition as an amendment or as a substitute?

Mr. GURLEY. As a substitute.

Mr. BARR. I propose to amend the first section by adding the words "Secretary of the Treasury," so that it will read, "said contract to be subject to the approval of the Joint Committee on Printing of the two Houses of Congress and of the Secretary of the Treasury." I desire that one executive officer should come in with these two committees. I also propose to add, in the fifth section, after the words "all the printing ordered," the words "or to be ordered." §309 §501

The SPEAKER pro tempore. The amendment of the gentleman from New York may be received.

Mr. Gurley. I accept the amendment. . .

Mr. HOUSTON. I ask to have an amendment printed, which I design to offer to-morrow.

The amendment was ordered to be printed.

Mr. CLOPTON. From the information which I have been enabled to derive from the testimony given before the Committee on Public Expendi*tures, I have attained the most correct conclusion within my power. I do not propose to discuss this question in a party or political aspect, any further than may be necessary to reply to some of the remarks which have fallen from the gentleman from New York, and chairman of the committee. All parties are responsible, more or less, for whatever evils now exist in the execution of the public printing. The present law was approved by a Whig President, and has been continued through both a Republican and a Democratic House of Representatives, with one solitary material change, passed last year. Under these circumstances, actuated as I feel I have been solely by a desire to do that which is best for the country and for the interests of the Government, I was in hope that the committee would have come up to the consideration of the subject in the same spirit, instead of traveling beyond its legitimate objects of investigation, to seek to attack the President or the heads of the Executive Departments. That, however, I shall notice after I have discussed, in a brief manner, the respective plans which are proposed for executing the public printer. 2486

Charges of extravangance have been currently circulated throughout the country by the newspaper press. These charges required an investigation; and that investigation has demonstrated the necessity of a reform. The question now for this House to consider is, what is the best plan by which economy and efficiency can be secured in the execution of the printing? To this end, three plans have been submitted. These are: the plan proposed by a majority of the committee -- which is simply a reduction of the rates forty per cent., and a qualification as to the eligibility of the persons who may be elected Printers; the plan proposed by the gentleman from

Ohio, [Mr. Gurley,] for a public printing office; and the plan proposed by the minority of the committee, in their report.

I shall first direct a few remarks of the plan of a national printing office. When I entered, as a member of the committee, upon the investigation of this question, it was with an opinion inclining in favor of a national printing office. By investigation, this opinion underwent a change; and the more reflection, I bestowed upon the subject, and the more I considered it in its various bearings, the more did my opinion become opposed to the establishment of such an office by the Government.

I have listened with a great deal of interest to the remarks made by the gentleman from Ohio; and whilst he has given us the opinions of distinguished Senators and the opinions of witnesses who have been examined by the committee, I have heard but one argument adduced by him in favor of such an office, and that is, the promptness with which the work would be executed. There are, in my opinion, two important objections to the establishment of such an office. That which weighs most materially upon my own mind is, that it would largely increase the executive patronage. I concur in the concluding remarks of the gentleman from Ohio, that now is a favorable time to consider this question. Whatever I may say upon the increase of executive patronage cannot be applied to the present Chief Magistrate, whose term of office would expire before the scheme could be put in operation; and who shall administer the Government for the next succeeding four years is wrapped in the uncertain future.

Apprehensions with regard to the dangers of the executive patronage have been entertained from the very foundation of this Government; and it is unnecessary for me at this time to enter into any argument upon that subject. Executive patronage always increases by degrees; and if we consider the amount of printing which has been done within the last six years over the amount done during any period of six years previously, and that it will probably increase in the same ratio, it is easy to see that it may become the means of immense power in the hands of the Executive. What does executive patronage consist of? What are its elements? First, the amount of revenue; secondly, the amount of public expenditure: and thirdly, the number of employees or appointees whose appointment, as well as removal, rests in the hands of the Executive. During the last thirty-six years the expenditures of this Government have increased from about eleven million dollars to between sixty and eighty million, and the number of appointees has increased from fifteen thousand throughout all the whole extent of the country, and in all the departments of the Government, to perhaps four times that number; and yet the proposition now is to establish a printing office, and to give the President the appointment of a Superintendent of that office, who will have the employment of from four to five hundred hands. This is the most material objection, in my mind, to the establishment of a Government printing office. Gentlemen may say that this is a small matter; yet executive patronage may, by such means, be increased until its power and influence will become irrestible, and a despotism be established, whilst the people will be mocked by the forms of a free Government.

But that is not all. I have failed to be convinced that it will result in the saving of expense of the Government in the execution of the public printing. I assert, as a correct proposition that the Federal Government ought to engage in no work, except where a large amount may be required to be done upon an unexpected emergency. Upon this principle, it is the policy of the Government to maintain navy-yards, armories, and such like; but in the matter of printing there is no such necessity. Facts outweight theories, speculations, and opinions, whether they be from a practical printer or from anybody else. Some of these witnesses, who are practical printers, tell the House that from one hundred to one hundred and fifty thousand dollars annually will be saved by the establishment of a Government printing office. Let me ask the gentleman from Ohio to point out the first instance in the history of this Government in which any work of the Government has been executed as cheaply as it could have been done by private individuals? There is not in the execution of public works the same sense of responsibility; there is not the same economy of time

and money; and there is largely more waste, not to use a harsher term.

In calculating the expenses of a Government printing office, other things, besides the cost of executing the work, must be estimated. In the first place, there must be invested a capital of $200,000, in necessary buildings and materials. This, at the government rates of interest, would cost $12,000 per annum. Then, the wear and tear of the office, according to the testimony of the witnesses before the committee, is not less than from ten to fifteen per cent., which would be $20,000 more, in addition to the cost of doing the work.

The gentleman from Ohio, in attempting to avoid objections which have been urged against this proposed amendment, has said that it has been asked, why not as well establish a Government paper-mill? Well, sir, I do not ask why not establish a paper-mill; but I do ask, that, if the letting out of work to the lowest bidder is so objectionable as the gentleman has contended, why has he provided in his bill for letting out the contract for furnishing the paper to the lowest bidder? Why not go out into open market and purchase paper wherever the Government can find it? The gentleman also asks, why not let out the Pension bureau, and all the bureaus and offices of the Government, and have the clerical work done by the lowest bidder? For this reason: that, in these offices competency and fidelity are always required, and because some of those officers are frequently called upon to act in a judicial capacity. These are things which could not properly be let out to the lowest bidder or be performed by contract. But when it comes to the execution of the work on a public building, to do public printing, or other matters of that character, it can be done with greater economy -- with a saving of more money to the Government than by any other plan.

The argument which the gentleman from Ohio has pressed against the contract system, applies to that system as it exists at present, but not to the system proposed by the minority of the committee. And this brings me to consider the present system, and the plan proposed by the majority:

The first great objection which exists to the present plan, is that it leaves the election of Printer for the House of Representatives to the House, and for the Senate to the Senate. I concur in the argument of the gentleman from Ohio against the policy of electing Printers by the respective Houses of Congress. The result has been, that the office of Printer has become a purely political office, and is bestowed, by all parties, as a reward for political and partisan services. As long as this is the case, it follows that the majority of the House will order printing in a reckless manner, without regard to expense, for the purpose of rewarding the partisan whom they have elected to the office. From this cause has originated much of the extravagance which has existed in the public printing.

It has been said by the majority of the committee that the present rates of paying for the public printing are extravagant. I concur in that assertion. But I apprehend that from an examination of the testimony, which was adduced before the Committee on Public Expenditures, the amount of reduction proposed by the majority report is too large. If the present system is to be retained; in other words, if the House is to have a separate Printer, and the Senate is to have a separate Printer, they cannot do the printing for their respective Houses at the reduction proposed by the majority of the committee, of forty per cent. Mr. Wendell, in his testimony, states that, under the present manner of doing the work, the present rates are not too high. Mr. English says the profits are from ten to thirty per cent. Mr. Larcombe says they are twenty-five per cent. Mr. Towers says that the public printing, as at present done, yields a profit of about twenty-five per cent. The result of a reduction of forty per cent on the rates, therefore, would be that no more printing would be done for the Government.

I am in favor of a reduction; and a reduction of about twenty-five per cent would, in my opinion, be right and proper, if the present system is to be continued.

The plan proposed by the minority of the committee seeks to remove this objection of having two Printers to do the work of the Government elected by the representive House of Congress.

Whenever Mr. Wendell or other witnesses testify that the printing could be done at one half of the present amount expended, it is upon the condition that one man shall have the execution of the entire printing for both Houses of Congress and the Executive Departments. This is the plan the minority proposes. The proposition of the minority is, that the office of Superintendent of the Public Printer shall be continued as now, and that he shall let out the entire printing of the Government, of the House, of the Senate, and of the Executive Departments to the lowest bidder, who shall give a good and sufficient bond to execute his contract. What is the objection which has been urged to that system? We are told that the Government has tried the contract system, and that it has failed. Why was it that it failed? Whose fault was it? It was the fault of Congress, in not enforcing the law which required the contractor to execute his contract, and not of the system. It was because they compensated him by special legislation for his alleged losses in consequence of his contract.

Mr. Speaker, the testimony before us is ample that, if the work is let out by contract to the lowest bidder, it can be done by one man for fifty per cent below the present prices; and would result in a saving to the Government of more, therefore, than the gentleman from Ohio claims for his system, or than the gentleman from New York proposes in his report.

Now, Mr. Speaker, without dwelling longer upon the merits of these respective propositions, I think it may be safely asserted that the most economical and efficient plan is that by which the entire printing shall be executed by one contractor, and be wholly separated from executive or congressional influence and patronage. Then Congress would have no motive to order unneccsary printing. The amount which the printing would cost would be known and exactly reported to the Government. It would be to the interest of the contractor to do it as cheaply as he could, and he would receive fair compensation for his work from the Government, according to
2487 the terms of his contract . . .*

Mr. CLOPTON ... Now, in conclusion, as I promised the gentleman from Vermont, [Mr. Walton,] I move to recommit joint resolution No. 22 to the Committee on Printing, with instructions to report forthwith a bill to contract with the lowest responsible bidder for executing the printing and binding authorized by the Senate and House of Representatives, the executive and judicial departments, and the Court of Claims, and for all classes of paper used in the public printing and binding.

Mr. SMITH, of Virginia. I am most favorably impressed with the exposition of the gentleman from Ohio, [Mr. Gurley,] and I think I shall become a convert to his proposition. I understand that his proposition is intended as a substitute for that of the gentleman from New York.

Mr. HASKIN. As an amendment?

Mr. SMITH, of Virginia. I suppose it cannot well come in as an amendment, because the first part of the gentleman's proposition would not be homogeneous. However, that can be arranged. I only rise for the purpose of stating that if the proposition of the gentleman from Ohio should find favor with the House, then of course, the latter portion of the proposition of the gentleman from New York should come in as an independent section; because, if there be really this enormous profit in the public printing, there is no reason in the world why the present Public Printers should enjoy it during the present Congress. It may, therefore, come in as an amendment, subjecting the present Printers to a reduction of forty per cent.

Mr. HASKIN. With the permission of the gentleman from Virginia, I would state that I have no objection, as the mover of the resolution offered by the majority of the Committee on Public Expenditures, to having the latter part of the joint resolution adopted as an amendment, or as the concluding section to the bill proposed by the gentleman from Ohio. But the House should understand this: that the proposition of the gentleman from Ohio, in favor of the establishment of a Government printing office, is to take effect on the 4th of March, 1861, after the terms of the House Printer and the Senate Printer shall have expired, reserving whatever vested rights

they may have in the public printing.

Mr. SMITH, of Virginia. I was aware of all that; and therefore the amendment that I offer meets the difficulty, as it provides that, from and after the passage of the act, the provision in reference to the reduction shall take place; so that it is present law, and will operate on the present Printers.

Mr. HASKIN. That is my desire -- not only that it shall apply to the Printer of the House, but to the Printer of the Senate.

The SPEAKER pro tempore. The amendment of the gentleman from Virginia is not received. No amendment is in order on the motion to recommit.

Mr. SMITH, of Virginia. I have filed my amendment with the general understanding that all the amendments would be received. I have no objection to the bill being recommitted, or to the motion to recommit being made, which is, of course, subject to discussion. If the House is disposed to have the bill recommitted, I shall have no objection.

Mr. HASKIN. The proposition to recommit this very important matter comes, I think, with unbecoming grace, considering how much we have discussed it, and how anxious the people of the country are that some reform should take place in the public printing.

Mr. SMITH, of Virginia. I do not propose it.

Mr. HASKIN. I am very much surprised that any gentleman should desire to continue the enormous system of plunder connected with the public printing, either with respect to the Senate Printer or the House Printer. For myself, I shall oppose to the bitter end any recommittal of the subject; and will insist, at one o'clock to-morrow, on votes on the different propositions. Anything will be better than the present system.

Mr. SMITH, of Virginia. I am very sorry that the gentleman from New York cannot look at this question in as dispassionate a manner as I am looking at it. I regard it in the spirit of the gentleman from Ohio, [Mr. Gurley,] not in the spirit of the gentleman from New York, [Mr. Haskin.] Looking at it in that light, I am disposed to deal with it as a business operation. If the Fillmore administration did concoct a bill to put vast plunder in the hands of partisans, and did enjoy it, and if the Thirty-Fourth Congress, under the control of Republicans, shared, without an attempt at reform, in this extraordinary plunder, I can only say that they were really particips criminis in the matter, and I do not think it becomes them to seek, by temper and passion, to throw the whole burden of the operation on those who only took the law as they found it ready to their hands. However, let that pass. I am willing to give way to a motion to adjourn. But, first, I understand that a gentleman from Massachusetts, who has not spoken during the session, desires to address the committee this evening. If so, I will, as an act of courtesy to him, move that the House resolve itself into the Committee of the Whole on the state of the Union.

Mr. ADAMS, of Massachusetts. I am not disposed to address the committee this
2489 evening.*

Mr. FITCH. I believe the question now is on the adoption of the resolutions. I trust they will be adopted, and the whole subject referred to the Committee on Printing immediately. That committee, fully aware (as the Senator from Rhode Island is himself conscious, he being a member of it,) of the abuses, not only of the system, but of abuses under it, have waited for a long time for the report of this committee, and the testimony elicited under it, for the purpose of making some recommendation on the subject. I trust, therefore, the Senate will act on the resolutions, that the Committee on Printing may make some report themselves.

The PRESIDING OFFICER. Under the decision of the Chair, the special order of the day must now be taken up.

Mr. MASON. If nothing is to be done in this matter but taking the vote, of course I shall not object.

Mr. KING. I should like to vote in the Senate against an amendment which a majority made in committee to one of the resolutions.

Mr. SLIDELL. Will the Senator permit me to make a suggestion?

Mr. KING. Certainly.

Mr. SLIDELL. All admit the necessity of early action on the subject of the resolution of reference. I have moved, in the first place, that this report be printed; and now I move that the resolutions be adopted. I have also moved that the committee be discharged from the further consideration of the subject. That motion I shall not press now, but the matter can still remain before the Senate, and then any resolution may be offered that the Senator from New York chooses to present.

Mr. KING. All the accounts of the committee have not yet been settled, and therefore the committee ought not to be discharged at present.

Mr. SLIDELL. Therefore, by not insisting on discharging the committee now, the whole business will be before the Senate, and the Senator can offer any resolution he thinks proper. I should like to say something in reply to what has been said by the Senator to-day, but I want this subject, if possible, to go to the Committee on Printing at once.

The PRESIDING OFFICER. The Chair must state that the special order is not before the Senate, unless the Senate thinks proper to postpone it by a vote.

Mr. MASON. I have no objection to taking a vote; but if anything more is to be done, I must insist on now going into executive session.

Mr. WILSON. I should like to have this matter go over until to-morrow morning, with a view to dispose of it then.

Mr. MASON. I move then to postpone the further consideration of this subject until to-morrow at half past eleven o'clock.

The motion was agreed to . . .

THE PUBLIC PRINTING.

The House then proceeded to the consideration of the regular order of business,
2500 being the joint resolution in relation to the public printing, re*ported from the Committee on Public Expenditures, upon which Mr. Smith of Virginia, was entitled to the floor.

Mr. COBB. I appeal to the gentleman from Virginia to allow me four or five minutes.

Mr. SPEAKER. Does the gentleman yield?

Mr. SMITH, of Virginia. I will hear what the gentleman from Alabama has to say.

Mr. COBB. I am satisfied that it will be impossible for me to obtain the floor before debate shall be closed upon this question, and I desire, briefly, to vindicate my purpose in connection with this bill. I will therefore, avail myself of the opportunity which the gentleman from Virginia affords me; but I will not trespass for more than four or five minutes on the time of the House. I feel a necessity of vindicating my purpose, because I am satisfied that my colleagues and myself will part upon this question. While they have in their hearts, no doubt, a disposition to promote the interests of the country, we probably differ as to the manner in which those interests may be promoted. I am satisfied that we ought to change our policy in regard to the public printing. I am more thoroughly satisfied of it, from the fact that I have observed closely the manner in which the system has worked for thirty years.

In my business, at home, of farming, I have often found it necessary, after a barn or crib has remained in one position for a long time, to break up that barn or crib, in order to get rid of the old rats. I believe that, in reference to this public printing system, old rats have crept into the crib -- the public crib, I might say -- and they are so cute and so cunning, and have such nice holes to hide in, that, although there is a general clamor against the whole system, and everybody is opposed to it, you cannot reach them. I am for getting the old rat out of his hole. I am for breaking up the old system and trying a new one. I shall, therefore, vote for the proposition of the gentleman from Ohio. I am for turning out the old rats. [Laughter.]

Mr. SMITH, of Virginia. The gentleman from Alabama may know something about that. He may be an old rat. I certainly know nothing about it. I do not know of the existence of any old rat now. I know the present system of public printing, with the improvements of the last session of Congress, was established in 1852, under that excellent Administration, as we are told, of Mr. Fillmore. I believe it was a patriotic Administration to the country. But, if the system in existence is a system which has given birth to an "old rat," if the present system be defective, it was the result of defective legislation under that Administration.

I wish to be distinctly understood, that the present system, modified by the improvements of the last Congress, originated under that particular Administration; but, Mr. Speaker, I have come to the conclusion that it would be better, infinitely better, that we should resort to a printing establishment for the purpose of doing the business of Congress. I am satisfied that it is subject to fewer objections. I see in the experience of nations older than ourselves, that after every other scheme has been tried and exploded, they have been compelled to fall back upon such a system. I am willing to recognize the obligation of precedents, coming to us with such uniformity, with the unanimous sanction of other nations. I am, therefore, in favor of this proposition, especially sustained as it is by the very handsome illustrations and argumentations of the gentleman from Ohio [Mr. Gurley] yesterday. I am willing to pay him the compliment of saying that his arguments and illustrations were very compendious and forcible; and I am willing to sanction a scheme upon this subject, which has met in the past the sanction of the experience of other nations.

Now, Mr. Speaker, we have heard a great deal upon the subject of the printing corruption. Sir, I am one of those who desire to extirpate corruption wherever I find it. I believe the honest policy is the best policy, whether in Government or in man. But when it is known that the heart of man is prone to evil, and desperately wicked, it is necessary that we should interpose all the checks and guards that can be interposed, to restrain the indulgence of these unhappy propensities. I say we have heard a great deal upon the subject of printing corruptions. I confess that, to my mind, there is undoubtedly some room for criticism, but that criticism has had a scope and extent entirely unwarranted by the facts. The gentleman who opened the debate upon this subject, the chairman of the committee which reported this bill, yesterday indulged in a very intemperate criticism upon the President of the United States. I was sorry, from the gravity of the subject and the character of the gentleman from New York, that he should have exhibited, in his criticism, so much passion and so much feeling. It was calculated to detract much from the weight which his remarks might be otherwise entitled to receive. Sir, I am one of those who can look at these questions, I trust, in a dispassionate manner; and I must confess that the criticisms of the gentleman, founded upon the evidence adduced, are really entitled to the credit of neither fairness nor justice.

The gentleman says that the profits of this branch of the public service were appropriated for the benefit of this man and of that man. Was there corruption in that? I put the question. The gentleman who followed on the other side of the question, in his admirable exposition of this question, presented all the views upon the subject which it is necessary to present; but I desire to present one additional view, to which I ask the consideration of the House. Was there, upon the part of this Administration, in connection with this subject, any violation of law? The gentleman from Alabama [Mr. Clopton] put the question with great force and power. It has not been answered. The gentleman from New York eluded all the interrogatories, without approaching to anything like a direct response. The printing of the Post Office blanks, to which reference was made, was in every respect, in conformity with the law. The price of that printing was fixed by the act of 1852. It is said that this work was given out for the benefit of the friends of the Administration, at the prices fixed by law. Was there anything wrong in that? Was ther anything wrong in giving out this work to these men? Was it not an exercise of a proper social regard on the part of the Administration? Was there any corrup-

tion in giving this printing job to the Pennsylvanian? Was there any corruption in giving the job to the Philadelphia Argus, to the Constitution, or to any other paper or person? I put the question. The question was asked by the gentleman from Alabama yesterday, but was not answered; and I now repeat it. Was there any corruption in it?

The gentleman alluded to the testimony of Mr. Wendell. Why, sir, would any gentleman hang a dog upon such testimony as that? I do not mean myself to impeach the witness. I am dealing with the testimony as it has gone before the country. He gave testimony before the committee; but he did not give evidence as to the facts. He gave his inferences only. He so understood it. He inferred it, and that in the face of a deliberate note written by Mr. Wendell on a former occasion, as well as I recollect, to repel the very imputations which are again sought to be revived by the gentleman from New York. Now, when a man testifies deliberately and unqualifiedly in exculpation of the President when he was his friend, and when he is his enemy testifies in inculpation of or against him, I ask the gentleman, as a lawyer, if he be one, and if not, I ask him as a moral agent, whether, upon such testimony as that, conflicting, as it does, with itself, he would undertake to pronounce an opinion against the highest officer of this Government? I ask this House if such evidence is to be received as tending to degrade and demoralize the highest functionary of this Government in the public estimation? . . .

Mr. Speaker, throwing this thing aside in this connection, believing this whole matter has been greatly magnified, but with a view to do away with the criticisms and animadversions to which the subject has given rise, I have concluded to try the experiment of a public printing establishment. What are the objections to it? Let us consider them calmly and deliberately. My talented friend from Alabama [Mr. Clopton] said that it would violate one of the fundamental functions of the Democratic party by increasing executive patronage. That would be a great objection, I acknowledge that it would be a great objection if it would exist. But I submit to the intelligence of the gentleman, and with entire confidence, that that is an objection which cannot be sustained. We have a certain amount of public printing to be done. Whether it be done by the Printer of this House or the Printer of the Senate, or in a printing establishment of the Government, whether it be done by one agency or another, it will not increase the force engaged in it. I submit, sir, that it will not increase the force engaged in it one single man. It therefore cannot increase the executive patronage. I think it was an extravagant estimate that it would take some four or five hundred men to do the printing for Congress. If it takes that number now, it will take no more under a printing establishment.

Mr. CLOPTON. The gentleman misunderstood me.

Mr. SMITH, of Virginia. I do not care whether it takes a thousand hands, the argument is the same. If it takes that number now, it will take* no more in a Government printing office to do the same work. I care not what the assumption is, yet it cannot be denied that it will take no more hands to do the work in a Government printing office than it now takes to do the same work. The same number of hands will be required in one instance as in the other. The same rules applies to both cases. 2501

How are these printers employed? They are not employeed by the day, not by the week, but by the piece, by the thousand ems, and according to the rules which are agreed upon in this city, and which control and govern the printers of this city. If a man does a great deal of work he will get a great deal of work. If he does little work he will get little money. If he does no work he will get nothing. The latter, all must admit, will be in rather an unpleasant condition. I say that there is no increase of patronage proposed by the gentleman from Ohio, [Mr. Gurley.] I must, therefore, most respectfully submit to the gentleman from Alabama, that that objection is decidedly without foundation.

Now, sir, having presented this view of the subject, what objection can there

be to our trying a Government establishment? We are bound to believe that the same experience which has established this system in the older nations than ourselves, and perhaps equally enlightened, would establish it here. Suffice it to say, that the clamor against the existing system, that the charges of corruption upon the highest and the lowest, have furnished a theme for political demagogues throughout the land. It is a thing that all of us should desire, for the honor of the country, for the honor of the Representatives of the people, to get clear of.

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But there is one objection to this bill, I acknowledge, but which I shall not urge now, to the point of an amendment, because I think it might embarrass the bill, and it may be amended hereafter -- namely, in the Senate. That objection is, that the Superintendent of this printing establishment is an appointee of the Executive, and yet it is proposed that the Committee on Printing of the two Houses shall retain a supervision of the contracts made. Now, I am opposed to any committee of this House, or of the Senate, holding such a relation as that to this matter. That is an executive function, and such a provision is violative of the clear division of power called for by the Constitution. And that is not all. It gives and delegates a power to a committee that is not now without reproach. The Committee on Printing and the Committee on Engraving have been objects of assault; and in the Thirty-Fourth Congress it is well known that positions were sought upon those committees because there was a good thing in them, as it was said and alleged. What, a good thing in the Engraving Committee! A good thing in the Printing Committee of this House! How? By letting out contracts, and, I suppose by some one or more of the committee receiving a percentage upon those contracts. Will the dignity or self-respect of this House allow that power to a committee which is subjected to the point of criticism under bitter and excoriating animadversion? Why, sir, the self-respect of every man upon this floor, and the patriotic desire of every gentleman, would lead them not to invade the powers of the Executive by the assumption of those duties which, by the Constitution, properly belongs to him.

There is a singular circumstance, which took place during this session -- a circumstance which has been the theme of no little animadversion; and which, under the circumstances to which I have referred in the course of my remarks, really has some color for the animadversion to which I have referred. We, by an order of the House, dissolved the Committee on Engraving, which commiteee had been in existence for many years, and assigned the duties of that committee to the Committee on Printing. I would like to know what that meant. Why was that done? I would like to ask the chairman of the Committee on Printing, over the way, what is his rule in dispensing contracts for the engraving business of this House? Does he make them with the lowest bidder, or does he do as he did in the case of letting out the binding, exercise a large discretion upon the subject? I would like to hear him answer. It was the practice of the Committee on Engraving of last Congress, to advertise for proposals for doing such work, and to take the lowest bidder. But why were the duties of that committee transferred to the Committee on Printing? I ask again -- and I ask for the information of the House -- does the gentleman from New York, in reference to that, as he does in reference to the binding, exercise a large and liberal discretion in granting contracts? The gentleman does not reply; but he will, I suppose, in his concluding speech. But I am ready to hear him now, for I have, just at this time, a little curiosity about it.

Mr. HASKIN. The gentleman from Virginia seems to refer to me, though I am not the chairman of the Committee on Printing. I am not disposed to break in now upon the thread of the discourse of the gentleman from Virginia; but will reply to the charges in a lump, when I shall have the pleasure of concluding the argument upon the subject now before the House.

Mr. SMITH, of Virginia. I have perhaps done the gentleman wrong, in referring to him as the chairman of the Committee on Printing. I was led away by the fact

that he let out the binding contracts. But I ask the chairman of the Committee on Printing and Engraving, the gentleman from Ohio, [Mr. Gurley,] whether it is the practice of that committee now to advertise for the engraving jobs, and to let them out to the lowest bidders?

Mr. GURLEY. The last engraving that was given out, was given at the lowest bid of last year.

Mr. SMITH, of Virginia. What is the rule established by your committee?

Mr. GURLEY. We have not established any special rule.

Mr. SMITH, of Virginia. Then I am to understand that but one contract for engraving has been given out by your committee?

Mr. GURLEY. There have been two or three small contracts given out.

Mr. SMITH, of Virginia. How were they given out?

Mr. GURLEY. At the lowest standard price. We referred the subject to the Superintendent of Public Printing, because he was familiar with the whole subject.

Mr. SMITH, of Virginia. Was there an advertisement?

Mr. GURLEY. No, sir.

Mr. SMITH, of Virginia. The gentleman says the contracts were let out at the lowest standard price. Now that is like Lord Coke's "and so forth," which may mean something, anything, or nothing. "The lowest standard," what does that mean? What is a standard price? If there is a standard price, how can there be a lower price?

Comments on the contract system.

The truth is, there is a crying necessity for rejecting this feature of the bill, though I will not move it now, hoping that the Senate, if it ever comes to the consideration of this bill, will provide against the assumption of executive privileges, and that it will all be made right. The matter is contained in two of three provisions of the bill; and I do not see how I can vote for the bill with this unconstitutional measure in it.

I have presented these views briefly, and having nothing more to say, I yield the floor to others.

Mr. VALLANDIGHAM. As the first vote to be taken is upon the substitute proposed by the gentleman from Ohio, [Mr. Gurley,] and as it is not subject to amendment, I ask him to accept a proviso, to come in at the end of the first section, fixing a limit to the price to be contracted for by the Superintendent of the Public Printing. It is in these words:

Provided, That the sum so contracted to be paid shall not exceed $200,000.

So that the section will read:

And to enable him to carry out the provisions of this act, he is authorized to contract for the erection of purchase of the necessary buildings, machinery, and materials for that purpose, said contract to be subject to the approval of the Joint Committee on Printing of the two Houses of Congress: Provided, That the sum so contracted to be paid shall not exceed $200,000.

It seems to me that such limitation is important; and I trust that the gentleman from Ohio, after reflecting on the subject, will accept this as an amendment to his substitute.

Meanwhile I avail myself of this opportunity to say a word on the general merits of the several propositions which are now open for discussion. I propose to vote for the substitute to which I have offered this amendment. I am opposed to the contract system. My mind was made upon that subject some ten years ago, and remains unchanged, except so far as my early impressions against it have been confirmed, and my opposition to the system strengthened. I have seen it in my own State, and know what its inevitable results are. Every one who has had occasion to examine the public documents of the House of Representatives of 1846-47-48, will also concur with me in the opinion that never was work done to less advantage, and never money worse spent, than that invested then in the public printing. Many of the public records of that day are now scarcely legible, after the lapse of ten or twelve years. A bare examination and comparison of the work done then and that since done, even under the

present system, will establish the immense superiority of the latter, highly objectionable as it is.

While I am thus decidedly opposed to the contract system, I desire earnestly that some change shall be made also in the present law providing for the election of a Public Printer; and that the scenes which are enacted at the beginning of each Congress, in the Senate and in the House, corrupt and discreditable as they sometimes have been, may in the future be avoided. There are two modes by which this can be done, either by the contract system, which I think eminently objectionable, of no advantage for any purpose, and peculiarly worthless on the score of economy -- for, if economical at all, it is the economy of meanness -- or by the appointment of a Superintendent of Public Printer, with authority to provide for the execution of the printing in the manner contemplated by the substitute of the gentleman from Ohio. There is no reason why this Government should not execute its printing by its own officers, and its own employés, any more than that it should not carry on war by soldiers enlisted by it, or by marines and sailors in its Navy, or by agents and officials in any of its Departments. If printing had never been invented, this work would have been done by clerks, and in manuscript; and certainly no one would have ever thought of a contract system, or even of the present system, for such purpose. Clerks would have been employed to perform the labor, as we employ them now to do the writing required in the House, and as they are employed in the several Executive Departments of the Government.

I rose, however, simply to indicate the favor with which I received this proposition, to express my opinion in regard to it, to bear my testimony in its support, and further to indulge an earnest hope that it will meet with the acceptance of this House, and thus, so far as we are concerned at least, may become a law.

Now, I ask the gentleman from Ohio [Mr. Gurley] to accept my proposition.

The SPEAKER. It is proper that the Chair should state to the gentleman from Ohio that there is already one amendment pending to the substitute.

Mr. VALLANDIGHAM. So I understand; but inasmuch as the substitute was offered by the gentleman from Ohio, [Mr. Gurley,] as a member of the House, and not as coming from a committee, he has unquestionably the right to accept any amendment that may be proposed. I am aware that there can be none proposed now under parliamentary law; but inasmuch as the vote is to be taken first on the substitute, and as that substitute is not amendable on motion, I have made the request that the gentleman from Ohio will accept my amendment. I am satisfied that the form in which I have drawn it up will not send the bill to the Committee of the Whole on the state of the Union.

The SPEAKER. If the gentleman from Ohio thinks proper to modify his substitute, there is no objection.

Mr. GURLEY. I am perfectly willing so to modify it, if the Chair thinks it will not send the bill to the Committee of the Whole on the state of the Union.

The SPEAKER. The gentleman from Ohio will indicate what his proposition is.

Mr. VALLANDIGHAM. To add to the first section of the substitute, "provided the sum so contracted to be paid shall not exceed $200,000.

There is one other amendment to the second section which I would suggest to the considera*tion of the gentleman from Ohio, and which he can accept or not at a subsequent period of the debate. The proviso in that section is in these words: 2502

"Provided, That the Superintendent shall, at no time, employ more hands in the public printing and binding establishment than the absolute necessities of the public work may require." §305

That, to say the least, is leaving the matter exceedingly loose -- almost without any limitation or restraint, and the grossest of abuses might prevail under it without exposure or correction. I propose to add thereto the following:

And further, he shall report to Congress, at the beginning of each session, the

number of hands so employed, and the length of time each has been employed.

Mr. GURLEY. I have no objection whatever to that.

The SPEAKER. The substitute will be modified accordingly.

Mr. VALLANDIGHAM. At the suggestion of the gentleman from Ohio, I will reduce the sum in my proviso in the first section from $200,000 to $150,000.

Mr. CLOPTON. The gentleman from Virginia, [Mr. Smith,] in answer to the agrument which I submitted to the House yesterday evening, to show that the bill for the establishment of a national printing office would increase executive patronage, says that there would be no more hands employed if the Government did its own printing than are now employed. The gentleman from Virginia forgets, however, the fact that the employment of the hands under the two systems would be entirely different. At present they are employed by the Public Printer himself -- by the contractor. If the Government did its own printing, these hands would be employed by the Government, or an appointee of the President -- the Superintendent. That is the difference which the gentleman from Virginia has overlooked in his argument. Mr. Moore, who is connected with the National Intelligence office, in his testimony before the committee, says that he had charge of the congressional printing under Duff Green, under the law of 1819; and that even under that law members of Congress often insisted upon, and did induce him, to employ hands who were of the bad hands. How much more would that operate, how much greater would be the influence of members of Congress, when the Superintendent had the employment of these hands!

Mr. PRYOR. After some investigation of this matter, I have come to the conclusion to give my support to both propositions -- as well to that of the gentleman from Ohio, as to that of the gentleman from New York. I think a combination of those measures would operate a radical and complete reform in the printing abuses. The bill of the gentleman from Ohio proposes to establish a printing bureau; but that system is not to go into effect till the 4th of March, 1861. Meanwhile the proposition of the gentleman from New York at once effects a salutary deduction from the exorbitant profits of the public printing plunder. Therefore, sir, I shall go for both these measures.

We have made experiment of all the various plans of printing for the Government, and the result must satisfy every fair-minded man that neither the contracts system nor the system that now exists, is the system which ought to prevail. That has been demonstrated by gentlemen who have preceded me. The question is now, shall we strike out a new invention? Shall we essay another experiment? To that I give my cordial assent.

On establishing a government printing office ($501).

The gentleman from Alabama, [Mr. Clopton,] in his speech yesterday, intimated that a bureau of printing would involve a very large aggrandizement of Federal authority and executive patronage. I cannot so understand it. Under the present system, we have a Superintendent of Public Printing, and the only new offices created by this bill are the offices of foreman of printing and foreman of binding. So that, on the score of the increase of the appointees and of patronage under the Administration, it amounts to nothing.

But the gentleman says further, that the system would create large corruption. I answer no, Mr. Speaker; and I answer no upon the evidence of analogy. Government builds its own ships and manufactures its own arms; and that plan has been adopted after an experiment of the contract system -- after an experiment by which the Government let out the making of arms and the building of ships of war to the lowest bidder. Now, if the principle has operated well in one case, may it not operate quite as well in the case under consideration? The analogy is essential, the deduction is legitimate. At any rate, let us try a new experiment. The present system of printing must be abolished. Look at the disclosures which have been brought before the House at this very session? I know that some gentlemen upon this side of the Chamber are disposed, or indicate a disposition to throw the vail of

concealment over revelations of executive abuses. I have no such inclination, sir. They are enormous; they are crying grievances; grievances, I assure gentlemen, which smell very badly in the nostrils of the people.

Take, for example, the printing of the Post Office blanks, by which, after the work is done, the surplus of appropriation is distributed among the stipendiaries of executive patronage. Gentlemen say, to be sure, that the excess is only distributed among the friends of the Administration. Very well; if it was to be expended at all, it was right to distribute it among the friends of the Administration. But why did not the President inform Congress that the law appropriated an excessive amount of money for this specific service, and suggest a large deduction from an exorbitant appropriation? Instead of recommending such a reduction, instead of indicating to the Representatives of the people that here was an instance in which they might save a considerable sum of an exhausted Treasury, that surplus expenditure was distributed among the partisans of the Administration. Now, sir, for one, I denounce it. I am not responsible for it. I invoke the judgment of the people against it. I see, this morning, that the organ of the Administration imprecates the curses of the people upon certain Representatives who had the audacity to vote on the Post Office bill according to the dictates of their judgment. I retaliate, and invoke the judgment of the people against this act of the Administration, for which no ingenuous mind can find a shadow of palliation or apology.

Sir, I want to exhaust this fund of corruption. I have no hope that the Administration which will succeed the incumbent will be more honest. I fear, indeed, it will be much less honest than the one in power. I wish to deprive the incoming Administration of the means of corruption, and to that end I would begin by striking a blow at this public printing plunder.

I have had some familiarity with the details of this business, and it is my deliberate judgment, after a careful examination of all the systems, that the one now proposed is the only system which can rescue the Government from extravagance and corruption, and insure a prompt and satisfactory execution of the public printing. At any rate, if we try it and it proves a failure, nothing is more easy than to repeal it, and revert to some other plan.* 2503

Mr. BURNETT. . . . The member from New York [Mr. Haskin] has reported from the Committee on Public Expenditures a joint resolution, reducing the rates for the public printing forty per cent. I intend to vote for that proposition. He has stated to this House that the gentlemen who have been doing it now, can stand a reduction of forty per cent., and then receive a just remuneration for their labor. I am for that. I am against paying the Public Printers one dollar more than to fairly remunerate them for their services and expenses. I am for giving fair salaries to all those we employ.

I am opposed to the proposition of the gentleman from Ohio, [Mr. Gurley,] which looks to the establishment of a Government printing office. My friend from Alabama [Mr. Clopton] referred to the fact that a printing establishment owned by the Government would enlarge the Federal patronage. Can anybody deny that? Can any one estimate the number of employés that will be engaged in a gigantic Government printing office? Can the gentleman from Ohio [Mr. Gurley] begin to count up the number of employés that will find place in a bureau where is to be done the entire printing, not only for the executive, but for the legislative and judicial departments? We have already a Superintendent of the Public Printing, and in that office there are now eleven employés.

Now, when we have bought or built a printing establishment, when we have the presses and all the other necessary materials ready, how many employés will be found there? How much will it take to start this immense machine? How much will it cost to keep it in working order? All these are pertinent questions. With all due respect to gentlemen who favor the amendment of the gentleman from Ohio, and who may, perhaps, know more about the public printing than I do, I must be permitted

to say, that in my judgment, a few years trial of such a vast concern will demon-
2504 strate its impracticability. It will prove the *means, I think, of corruption, that will smell badly in the nostrils of the people. It will, sir, in my judgment, be a heavy drag upon the Treasury. Hence I shall vote against it. . . .

Mr. FLORENCE. I had proposed to refer very briefly to the subject-matter under consideration before the House. I am reminded, however, that the hour when it was understood that the previous question should be called has arrived, within two or three minutes; and I apprehend that I shall not have time or opportunity to give that elaborate consideration to the subject which its importance demands. . . .

I am in favor of the measure proposed by the gentleman from Ohio, and, if for no other reason, that it will remove from these Halls the subject which has caused the discussion which has occurred in relation to this public printing, independently of the corruption which attaches to it.

The testimony taken before the committee in relation to the corruptions growing out of the public printing is a reason why the system should be changed. The observation of every member of this House, as to the squabbles in the election for Public Printer, is an additional reason why it should be changed. The fact that the sessions of Congress are often prolonged by the delay in electing a Public Printer, ought, of itself, to be sufficient to cause a change to be made. The fact of combinations being made that are disgraceful to the country and age in which we live, is another reason why a change should be made. The contract system is a failure. All the evidence before the House and before the country proves it conclusively. The public printing cannot be executed, either, in time for public purposes; it is not executed in a workmanlike manner, nor can it be made a permanent record of the doings of the Government in the archives. The fact of the contract system having failed is a reason, in addition to the evidence of corrupt combinations on this floor, why it should be changed. A change in the system was proposed at a very remote period of time, as referred to yesterday by the gentleman from Ohio. All the testimony on the subject is sufficient, at least, to persuade the House to attempt this plan, all others having failed.

On corruption within the contracting system.

Now, in regard to the fear of combination and Government patronage, I ask you gentlemen to consider how much is to be feared from that? I ask the gentleman from Alabama, [Mr. Clopton,] who eloquently portrayed the evils to grow out of the extension of executive patronage, what there is to be feared from fifty or one hundred printers in the Government or public printing office? One hundred compositors would be a very large force to execute the public printing. There is no complication about this plan. There is no array of Government officers under it, as there is in other bureaus of the Government. The act simply provides that a foreman in printing and a foreman in binding shall be appointed, and that these two superintendents in the printing department and in the binding department should control the whole force. There is no complication of clerks; no addition of the patronage; at most, but fifty or one hundred printers, and a few persons to fly the sheets and fold them for the binders.

These printers work by the piece. They are paid so much for the work done -- for every one thousand ems they get thirty-five or forty cents. They are paid when the work is executed. If there is not work to be done, they will be paid nothing. The work is limited to the orders of the House; and when that work is executed, the men are discharged, because there is no reason, or semblance of reason, why they should be employed. I ask the House and the country what is to be feared from fifty or one hundred journeymen printers working in the public printing office, that need not be feared under the present system? If there would be partisanship then, it would exist now. The strictest rules of partisanship are applied to the election of Printer of the House, and Printer of the Senate; and if it were the interest of these Printers to select partisans to do the work, they would be selected now. But the contractor of the Public Printer executing the work knows that it is his interest to select the best workman, and he does it; and he only pays to him just precisely

what he earns, neither less nor more.* 2505

Mr. FLORENCE. Well, sir, I cannot yield the floor. I was about referring to this "ad libitum" debate on the subject of the distribution of the printing spoils; and I presume that I might before this time have satisfied the House that the disposal of them was legitimate and proper. I am satisfied that there has nothing connected with the matter which is liable to any charge of corruption. I am satisfied that it was done precisely as any other patronage is given out by the executive department of the Government; and it went, in my judgment, to the right source.

Now, sir, in conclusion -- for I do not desire to occupy the time, inasmuch as the gentleman from New York desires to move the previous question -- I will remark that I cannot vote for the joint resolution reported by the gentleman from New York, because it will open up all the difficulties that have occurred in the election of a Printer in the early part of the present session and in all other sessions. I do not believe that the printing can be reduced forty per cent upon the present prices and have the work done for the Government. I know that in 1852 the subject was investigated thoroughly, and at that time the prices fixed gave only a fair compensation for doing the work. Since then, improvements in machinery and the inventive genius of American mechanics may have cheapened the cost of printing, and, as a matter of course, increased the profits. In reference to the printing of these Post Office blanks, I think no construction such as stated by the gentleman from Ohio [Mr. Sherman] has been given by the Department. I have no idea that compensation has been allowed for each of a dozen orders given on the same day; but the profits have been increased by improvements in printing, by stereotyping the forms by the invention of the cutting machine, and by an invention in printing by which a dozen forms are printed by one impression. All these inventions have had the effect of cheapening the work, and of course, increasing the profits. When the law was passed fixing the price at one hundred cents per thousand ems the profit was not too large. The profit was not more than from twenty to thirty-five per cent., and that is not too much, in consideration of the investment of capital, the wear and tear of material, and the mechanical and physical skill required. I ask any gentleman here whether twenty per cent. profit is too much upon a matter requiring so much investment of capital, and I ask what blame can attach to the President for selecting his own party friends to do this work? I say this in defense of the Executive, and in defense of those to whom this work has been given. . .

Mr. HOUSTON. It was not his business to know anything about these profits at all. . .

Mr. FLORENCE . . . Past experience has shown us that the present system is a sink of corruption. It has been discovered that combinations have been formed under it by which this House is disgraced and the country is disgraced. Let us reform these abuses; let us establish a public printing office, and I believe there can be no such corruption connected with it. I believe that by such an experiment no damage can be done to any one. Let us try the experiment, and if it fails, God help us, is all I have to say.

Now, in relation to the amendment I proposed yesterday, I desire to say a word.

Mr. HASKIN. I thought the gentleman was only going to detain the House for five minutes?

Mr. FLORENCE. Well, sir, I will not detain the House three minutes longer. I desire to strike out $1,800 and $1,500 where they occur in the second section of this bill as the compensation for the foreman of the bindery and the foreman of the printing office, and to insert $2,000. I believe that no competent man can be obtained to discharge properly the duties of these offices for a less amount.

The SPEAKER. The Chair will say to the gentleman from Pennsylvania that that amendment is not now in order.

Mr. HASKIN. I move the previous question.

Mr. WALTON. Will the gentleman withdraw that motion for an instant?

Mr. HASKIN. I understand the gentleman from Vermont wishes the floor for the purpose of withdrawing the motion to recommit. For that purpose I withdraw the demand for the previous question.

Mr. WALTON. Yesterday the gentleman from Alabama [Mr. Clopton] submitted the motion to recommit, which is now pending, at my request. The gentleman from New York seemed to think that my object in making the motion was to defeat any reform in the matter of public printing. I wish simply to say to the gentleman from New York that he was entirely mistaken in attributing any such motive as that to myself. I am ready to vote for any measure which will have the effect of working a reform in this printing business; and I propose to give the gentleman from Alabama my consent to withdraw the motion to recommit. I will even vote to stop the printing entirely, if we cannot have it done without entailing upon the Executive, upon the Senate, and upon this House the disgrace which now rests upon them from the management of the public printing by the present national Administration and the one that preceded it.

But, Mr. Speaker, I give notice that every vote which I shall give on this subject, I shall give under protest, that whatever we do I expect we shall be cheated. Why, sir, the proposition of the gentleman from New York, [Mr. Haskin,] which is simply to continue the present system of printing, with only a reduction of the rates, will be a failure. The present system, we all know, has proved to be a failure. Wherever the principle of the proposition of the gentleman from Ohio [Mr. Gurley] has been applied to other departments of Government, that too has always proved to be another failure. The Government cannot build a capital, it cannot build a custom-house, it cannot build a court-house, it cannot build a ship, it cannot make a musket -- why, sir, it cannot even run a horse and wagon which carries our mail, without paying twice, thrice, and four times as much as anybody else will pay. It is said, and I concur in the statement, that the contract system has proved a failure. It proved a failure when we adopted it in 1846, in reference to the printing; and I believe, sir, that the report of the gentleman from Ohio, [Mr. Sherman,] made during the last Congress, will prove that in the War and in the Navy Department the contract system has also proved to be a failure. My reliance is upon a change in the men and in the character of the men who are to have the administration of this printing. I would give more for a Superintendent who has intelligence enough not to be outwitted, and integrity enough not to cheat anybody else, or permit anybody to cheat him, than for all the statutes we can make. Now, I give my consent to the gentleman from Alabama [Mr. Clopton] to withdraw the motion to recommit this resolution; and I do it, sir, because I am satisfied, on consultation with both sides of this House, that there is no chance to adopt an efficient contract system.

Comments on the contract system.

Mr. CLOPTON. I withdraw the motion to recommit.

Mr. HASKIN. I demand the previous question.

The previous question was seconded; and the main question was ordered to be put.

Mr. SMITH, of Virginia. I trust to the gentleman's comity to allow certain amendments to be offered.

Mr. HASKIN. I will have no objection myself.

The SPEAKER. The question recurs on the amendment of the gentleman from New York, [Mr. Barr,] which will be reported.

The Clerk read, as follows:

Insert in the first section the words, "and the Secretary of the Treasury;" so
§301 that it will read:

That hereafter, upon the election of the Printer to the Senate, he shall execute a bond, with at least two good and sufficient sureties, in the penalty of $25,000, to the Superintendent, and subject to the approval of the said Superintendent, the Secretary of the Senate, the Clerk of the House, and the Secretary of the Treasury, for the faithful and honest performance of all the duties, &c.

The question was taken; and the amendment was disagreed to.

Mr. HASKIN. I propose now, Mr. Speaker, to close the argument in favor of the proposition submitted by the Committee on Public Expenditures.

Mr. SHERMAN. Before the gentleman proceeds to close the argument, I desire to ascertain precisely the condition of the question. As I understand it, my colleague [Mr. Gurley] offers his amendment as a substitute for the resolution reported from the Committee on Public Expenditures. If that be adopted, then of course it kills the joint resolution.

Mr. HASKIN. That is the way I understand it.

Mr. SHERMAN. Then there will be no reduction of the present rates for the public printing?

Mr. HASKIN. For the present and the next session of Congress.

Mr. SHERMAN. How can that reduction be provided for? I want to vote for both propositions.

Mr. HASKIN. Either by the adoption of the last resolution reported from the Committee on Public Expenditures, or by the passage of the bill which has been sent from the Senate to this House, reducing the rates for the public printing twenty-five per cent. The Senate bill is now before the Committee on Printing.

Mr. SHERMAN. If we pass the substitute of my colleague, then the Committee on Printing can report back the Senate bill for the reduction of the present rates of the public printing.

Mr. GURLEY. We will do it.

Mr. HASKIN. If the Senate bill be reported, my preference is, and I shall insist, that it be reported with an amendment making the reduction forty per cent.

Mr. FLORENCE. I hope that, by unanimous consent, I may be allowed to have a vote on the amendment I have indicated, and that is providing for an increase of the salary of the foreman of the office.

Objection was made. . .* 2507

Mr. HASKIN. . . Now, Mr. Speaker, the gentleman from Alabama [Mr. Clopton] argued yesterday against the establishment of a national printing office, and in favor of the present system, modified by the introduction, to a certain exent, of the contract system with it. One reason of his opposition to a national printing office was, that it would increase patronage in the President of the United States. He asserted that from four to five hundred men would be employed in this Government printing office, and therefore he had to object to it.

Well, sir, the fact is, as the evidence before the committee proves, that not more than one hundred to one hundred and twenty-five men are ever employed there as printers. But the proposition which has been made by the gentleman from Ohio, for the establishmet of a Government printing office, will not increase in the President of the United States one particle of patronage. At this time, the President appoints the Superintendent of the Public Printing. That Superintendent is now a distinguished gentleman from South Carolina, Mr. Heart, a practical printer who, I am glad to bear testimony, has performed his duties well since I have known him. The Superintendent of Public Printing is confirmed by the Senate; and when the President makes that appointment, under the bill proposed by my colleague upon the Committee on Printing, [Mr. Gurley,] all his patronage in connection with it is spent. Then the Superintendent appoints two foremen, and the the foremen, who are practical printers, employ men -- practical printers -- in the office. §301 §306

Mr. CLOPTON. The gentleman from New York takes issue with me as to the number of men who will be employed in a Government printing office. He says the testimony shows that not more than from one hundred to one hundred and twenty-five will be employed. Mr. Moore, who had charge of the public printing under Duff Green, testified that there were about one hundred hands employed; but Mr. Wendell, who has done the public printing for six years, testified, in answer to a question, that as many as over four hundred hands were on the pay roll at height of the public

printing.

Mr. HASKIN. "Hands" includes girls, boys, and all who are not printers. That is the difference between us.

Now, sir, the answer to the gentleman's argument upon that head is contained in the fact that printers have their typographical societies, in which the rates of their wages are fixed, and those rates are as irrepealable, so far as the employers are concerned, as the laws of the Medes and the Persians were. They are the most independent class of operatives upon the face of the earth. They can demand wages, and they get the wages they demand. In this city they get fourteen dollars per week for ten hours' work a day, when they work by the week. Where they work by the piece they get so much per thousand ems. The employment of these men at fixed rates -- fixed by themselves -- precludes the possibility that these two foremen in the public printing office will not do their duty, and that this Government printing office will even be converted into a political hospital, as has been said by some. There can be no danger -- not as much as under the present system -- of the Government not receiving a proper quid pro quo for services which may be rendered by the printers, under the system which is proposed by my colleague upon the Printing Committee, [Mr. Gurley.]

The gentleman from Alabama referred to the fact that public works were always more costly than those done by private individuals. That is true, to some extent; but I can say, upon this subject of the public printing, there is no other work of the artisan which can be done so safely for the interest of the Government as this. You have your bureau of construction, your bureau of repairs and supplies in the Navy Department; you have, in the various navy-yard of this country, your blacksmith shops; you have caulker and cooper shops; you have ship-carpenter shops; you have carpenter shops; and, indeed, shops for nearly all branches of mechanical manufacture are represented in some way under one or the other Departments of this Government. So much for that argument. Now, sir, the gentleman from Alabama asserted that, under the contract system, a saving would accrue to this Government. That statement is refuted by the evidence adduced before our committee, by which it appears that, under the contract system, which existed from 1846 to 1852, the work was done in a poorer manner, and at a greater cost, including the bonuses which were subsequently given to Congress, than it cost under the old system. The contract system has been tried, and it has proved a failure. The system remaining yet to be tried, is the system proposed by the gentleman from Ohio, [Mr. Gurley] We have tried the system with a tariff of prices; and the exposition before the committee of the Senate, and the Committee on Public Expenditures of this House, proves that there has been more extravagance and corruption under the system, in this one department of the public service, than in any other under the Government since its formation.

The gentleman referred to the fact that the law of 1852 was passed under the administration of Mr. Fillmore. That law was enacted on the 26th of August, 1852, about the time of the adjournment of that session of Congress, and it went into operation first at the short session under Mr. Fillmore's administration. But the abuses which we seek to remedy by the proposition of the Committee on Public Expenditure have all been introduced by the gross extravagance and corruption which existed in the public printing during the administration of Mr. Pierce, and especially
2508 during the administration of Mr. Buchanan. . .*

Mr. HASKIN. . . . I trust, Mr. Speaker, that the proposition which was made by the gentleman from Ohio [Mr. Gurley] will receive the favorable consideration of the House; and I trust, in addition to the reform contained in his propositions, which , I believe, will be a very great one, but which will not take effect until the 4th of March, 1861, that we shall immediately adopt the last resolution reported from the Committee on Public Expenditures, or pass the bill which has come from the

Senate, reducing the present rates of printing twenty-five per cent., with an amendment increasing the reduction to forty per cent. I want this House to apply the legislative scalpel, and remove this terrible excrescence on the body-politic, growing out of the existing public printing system. I call for a vote on the pending amendment.

The SPEAKER. The question recurs on the substitute proposed by the gentleman from Ohio, [Mr. Gurley,] as modified.

Mr. SMITH, of Virginia. The House will see that the matter here is made subject to the approval of the Joint Committee on Printing. It is an executive function; and I move that the substitute shall be so amended as to be subject to the approval of the President of the United States.

Mr. HASKIN. So far as I have any control over the question, I am willing that that amendment shall come in, and be voted on.

Mr. SMITH, of Virginia. My object is to get rid of this supervision of the Committee on Printing.

Mr. HICKMAN. Am I to understand that a contract can be made by one member of this House, binding the body? I understand the gentleman from New York to say, so far as he was concerned, that he expressed his willingness that the amendment should be received. Objection has been made to the amendment to this side of the House; and I desire that that objection shall be listened to. Unless the gentleman from New York has authority to bind the members of his body, I trust that the Speaker will note my objection.

The SPEAKER. If objection be made, the amendment cannot be received . . .* 2511

Mr. COBB. I propose to amend the bill so as to make it discretionary either to purchase or rent a building.

The Clerk then concluded the reading of the substitute.

Mr. SMITH, of Virginia. Will it be in order to move to recommit the bill?

The SPEAKER. It will not.

Mr. SMITH, of Virginia. Will it be in order to move to lay it upon the table?

The SPEAKER. It will.

Mr. SMITH, of Virginia. Then I submit that motion.

Mr. BOCOCK. I want to go for some such project as that of the gentleman from New York, but I do not know that I could go for a reduction of forty per cent.

Mr. HASKIN. I think there is some misunderstanding upon the part of the Chair in reference to this subject. I certainly understood that the joint resolution proposed by the majority of the committee was before the House, together with that proposed by the minority; and that the proposition made by the gentleman from Ohio was made as a substitute for the bill; so that if that proposition was voted down, then pursuant to my understanding, the vote would be upon the resolution proposed by the minority of the committee as a substitute for that proposed by the majority; and that being voted down, that then the vote would be upon the proposition of the majority of the committee.

Mr. SMITH, of Virginia. I say to the gentleman from New York, that his understanding is not worth the crack of my finger.

Mr. HASKIN. In reply to the gentleman from Virginia, [Mr. Bocock,] who expressed a desire to vote for some such joint resolution as that proposed by myself, I will state, that if the House should vote in favor of the substitute proposed by the gentleman from Ohio, I will endeavor to have a vote upon my proposition to-day or to-morrow, as a proposition coming from the Printing Committee, in favor of a reduction of prices forty per cent., either on the resolution which I have offered, or on the bill which passed the Senate reducing the rates twenty-five percent.

Mr. SMITH, of Virginia. Is this debate in order?

The SPEAKER. It is not.

Mr. FLORENCE. Was it not agreed, by unanimous consent, that a vote should be had upon my proposition?

Mr. SMITH, of Virginia. No agreements are binding.

Mr. HOUSTON demanded the yeas and nays upon the substitute offered by Mr. Gurley.

The yeas and nays were ordered.

The question was put; and it was decided in the affirmative -- yeas 120, nays 56, as follows;

YEAS -- Messrs. Charles F. Adams, Green Adams, Aidrich, Alley, William C. Anderson, Ashley, Barr, Barrett, Beale, Bingham, Boteler, Brabson, Branch, Brayton, Briggs, Bristow, Buttinton, Burlingame, Burnbam, Butterfield, Campbell, Carter, Case, John B. Clark, John Cochrane, Corwin, Covode, H. Winter Davis, DeJarnette, Delano, Dimmick, Duell, Dunn, Edgerton, Edwards, Eliot, Etheridge, Ferry, Florence, Foster, Frank, French, Garnett, Gilmer, Gooch, Graham, Gurley, Hale, Hardeman, J. Morrison Harris, Haskin, Hatton, Helmick, Hickman, Hill, Hoard, Holman, William A. Howard, Hughes, Junkin, Keitt, William Kellogg, Kilgore, Killinger, DeWitt C. Leach, James M. Leach, Lee, Loomis, Lovejoy, Maclay, Mallory, Marston, Maynard, McKean, McQueen, Millson, Montgomery, Laban T. Moore, Moorhead, Morrill, Edward Joy Morris, Issac N. Morris, Nelson, Nibiack, Nixon, Porter, Potter, Pottle, Pryor, Pugh, Quarles, Reynolds, Rice, Riggs, Christopher Robinson, Royce, Schwartz, Sherman, Spaulding, Spinner, Stevenson, William Stewart, Stokes, Stratton, Tappan, Thayer, Thompkins, Train, Vallandigham, Vance, Vandever, Verree, Wade, Walton, Ellibu B. Washburne, Webster, Shiteley, Windom, Wood, Woodruff, and Woodson -- 120.

NAYS -- Messrs. Adrain, Allen, Avery, Babbitt, Barksdale, Blake, Bocock, Bonham, Bouligny, Boyce, Burch, Burnett, Carey, Horace T. Clark, Copton, Cobb, Colfax, Burton Craige, Crawford, John G. Davis, Edmundson, Farnsworth, Fenton, Gartrell, Hall, John T. Harris, Houston, Jackson, Jenkins, Jones, Lamar, Landrum, Logan, Love, McRae, Sydenham Moore, Noell, Perry, Peyton, Phelps, Reagan, James C. Robinson, Ruffin, Simms, Singleton, William Smith, Stallworth, Stanton, James A. Stewart, Stout, Theaker, Underwood, Waldron, Wells, Winslow and Wright -- 56.

So the substitute was adopted.

During the call,

Mr. ADRIAN stated that as he was in favor of the resolution reported by Mr. Haskin, he must vote "no."

Mr. BABBITT said that, being in favor of giving out the public printing to the lowest bidder, he should vote "no."

Mr. CLOPTON stated that Mr. Curry was paired off with Mr. Curtis.

Mr. ALLEN stated that Mr. Cox had paired off, for this week and next, with Mr. Hutchins.

Mr. DAWES stated that he was paired off upon this and all other questions until to-night.

Mr. HAWKINS stated that he had paired off with Mr. Sedgwick.

Mr. HOWARD, of Ohio, stated that he yesterday paired off with Mr. McKnight; otherwise, he would have voted "no."

Mr. MOORHEAD stated that Mr. McPherson had paired off with Mr. Craig, of Missouri.

Mr. TAYLOR stated that he had paired off with Mr. Blair, who had just been called home by the serious illness of a member of his family; otherwise, he would have voted "ay."

Mr. WRIGHT stated that Mr. Thomas had paired off with Mr. Grow, both of those gentlemen being engaged upon a committee of conference upon the homestead bill.

Mr. TRIMBLE stated that he had paired off with Mr. Pendleton.

Mr. BONHAM stated that Mr. Ashmore was paired off, from two o'clock to-day until Monday morning at eleven o'clock, with Mr. Clark B. Cochrance.

Mr. COBB said: I ask the unanimous consent of the House to make an amendment to this bill, so as to make it discretionary either to purchase or rent a building.

Objection was made.
Mr. COBB. Then I change my vote, and vote "no."
The result was announced as above recorded . . .
The joint resolution was ordered to be en*grossed, and read a third time; 2512
and being engrossed, it was accordingly read the third time.
Mr. GURLEY called the previous question on the passage of the resolution.
The previous question was seconded, and the main question ordered.
Mr. PEYTON called for the yeas and nays on the passage of the resolution.
The yeas and nays were not ordered.
The question was taken; and the joint resolution was passed.
Mr. GURLEY moved to reconsider the motion by which the resolution was passed; and also moved to lay the motion to reconsider on the table.
The latter motion was agreed to.
Mr. SHERMAN. Mr. SPEAKER --
Mr. NOELL. I rise to a question of privilege.
Mr. SHERMAN. I rise to a question of privilege also. I move that the rules be suspended, and that the House resolve itself into the Committee of the Whole on the state of the Union. I desire to have the Post Office appropriation bill passed. I move that all debate on House bill No. 563, making appropriation for the service of the Post Office Department for the year ending 30th June, 1861, shall close in one hour after the committee shall have resumed its consideration.
The motion was agreed to.* 2513

e. SENATE HEARING - No hearings available.

f. SENATE REPORT - No report available.

g. SENATE BILL - H.R. [J.Res.] 22, 36th Cong., 1st Sess. (June 12, 1860), views of the Minority of the Committee on Printing.

Mr. DAVIS submitted the following

VIEWS OF THE MINORITY

Of the Committee on Printing, to whom was referred the Joint Resolution (H. R. 22,) in relation to the public printing, viz: Strike out all after the enacting clause and insert the following:

That from and after the first day of July, eighteen hundred and sixty-one, all the printing required for the service of

Contractual printing

the Senate and House of Representatives, and their several offices, and for the executive and judicial departments of the government of the United States, shall be procured by contract; and the Superintendent of the Public Printing is hereby authorized and directed to advertise in two or more newspapers of general circulation in the city of Washington, for the space of thirty days prior to the first day of July, eighteen hundred and sixty-one, and biennially thereafter, for the execution of all said printing for the period of two years from that date; the said printing to be ex-

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ecuted in the city of Washington, under the supervision and direction and to the satisfaction of the said superintendent, and in the time required by him.

SEC. 2. *And be it further enacted*, That the printing aforesaid shall be arranged into classes, each class to be the subject of a separate contract, to be awarded to the lowest bidder, who shall give bond and satisfactory security for the faithful performance of his contract, in the following manner, that is to say:

First. The executive documents of each house, embracing messages from the President, reports from the executive departments, bureaus, and offices, and documents and statements communicated therewith, with indexes: but from this class shall be excepted the annual message of the President to Congress and accompanying documents, the annual

report of the Secretary of the Treasury on the state of the finances, the annual report of the Secretary of State on the commercial relations of the United States with foreign nations, the Coast Survey report, the report of the Commissioner of Patents on arts and manufactures, and the report of the said Commissioner on agriculture.

Second. The miscellaneous documents each house, embracing resolutions and other documents from State legislatures, memorials, petitions, and other matter numbered and ordered to be printed as miscellaneous documents.

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Third. The reports of committees of each house and the reports of the Court of Claims for the House of Representatives.

Fourth. The journals of the two houses.

Fifth. The treaties and confidential documents for the Senate.

Sixth. The bills and joint resolutions for the two houses.

Seventh. The miscellaneous printing of the offices of the Secretary of the Senate, the Clerk of the House, and the other offices of the two houses, embracing general orders, calendars, circulars, labels, and such other printing as may be required.

Eighth. The printing of the Supreme Court.

Ninth. The printing of the Court of Claims.

Tenth. The printing for the executive departments, embracing every description of letter-press printing re-

quired, except the annual report of the Secretary of the Treasury on commerce and navigation, and the Biennial Register.

SEC. 3. *And be it further enacted*, That the works hereinbefore excepted from the first and tenth classes shall each be made the subject of a separate contract; and it shall be the duty of the Superintendent of the Public Printing, in order to procure uniformity in the bids, to cause to be prepared, blank forms of proposals, specifying in detail the

character of the various kinds of composition and press-work required, and, as far as practicable, all other technical and general information that may be necessary for the guidance of bidders. Said proposals shall be opened in the presence of the Secretary of the Senate and Clerk of the House of Representatives; and no proposal not made in exact conformity with the blank forms prepared by the Superintendent, shall be entertained by him.

SEC. 4. *And be it further enacted*, That there shall be printed of the executive and miscellaneous documents, the reports of committees, and reports of the Court of Claims, at the public expense, fifteen hundred and fifty copies, and no more; and the Superintendent of the Public Printing, §705 in all cases where any document has been ordered to be printed by both houses of Congress, shall cause the order of the house first ordering the same only to be executed:

and the fifteen hundred and fifty copies shall be distributed by the officers of the House first ordering the printing of the same, to the same persons and in the same manner as such numbers heretofore ordered by both houses have been distributed. There shall be printed of the Journal of the Senate fourteen hundred and twenty copies; of the Journal of the House, sixteen hundred and sixty copies; of the Senate bills and joint resolutions, seven hundred copies; of the House bills and joint resolutions, seven hun- §713 §706

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dred copies, for the use of the two houses of Congress respectively; of the treaties and other confidential matter, ninety copies, for the use of the Senate; and of all other matter, such number of copies as may be directed, in writing, by the head of the department, bureau, or office making the requisition; but it shall not be lawful for the officer or person in charge of any department, bureau, or office of the government to print, or cause to be printed, at the public expense, any report he may make to either house of Congress, to the President of the United States, or to the head of any of the departments: *Provided*, That nothing herein contained shall prevent the contractor from printing, at his own risk and cost, any of the public documents for sale. §709

SEC. 5. *And be it further enacted*, That it shall be the duty of the Superintendent of the Public Printing to re-

ceive from the Secretary of the Senate and the Clerk of the House of Representatives all matter ordered by Congress to be printed; from the clerks of the Supreme Court and
§1103 of the Court of Claims all matter ordered by their courts, respectively, to be printed: and from the several heads of departments and chiefs of bureaus and offices all matter ordered by them, respectively, to be printed at the public expense, and to keep a faithful account of the same, in the order in which it shall be received, in a book or books kept for that purpose. [61] He shall deliver the said matter to the contractor in the order in which it shall be received he shall record, in a book or books kept for that purpose the dates at which the returns of said work are made, and the amount allowed by him for said printing; he shall supervise the execution of the public printing, inspect the work when executed, and see that the same is done with neatness and in proper time, and to report every failure or delinquency of duty on the part of the contractor to the Joint Committee on Printing.

SEC. 6. *And be it further enacted*, That whenever any charts, maps, diagrams, views, or other drawings shall accompany any matter ordered to be printed by either house
§1104 of Congress, or either of the departments of the government it shall be the duty of the Superintendent of the Public Printing, if the drawings accompany a document ordered to be printed by Congress, to consult the appropriate com-

mittee of Congress, or if they accompany a paper ordered to be printed by the head of a department, bureau, or office to consult that officer as to the necessity for the publication of said drawings; and, if their publication be deemed necessary, then the said Superintendent shall advertise for proposals for their proper execution, if the estimated cost of the work exceeds five hundred dollars, and award the contract to the lowest responsible bidder; if the estimated

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cost of the work shall not exceed five hundred dollars, then the Superintendent shall have it executed to the best advantage for the interest of the government without public advertisement.

SEC. 7. *And be it further enacted*, That the documents, journals, reports of committees, and reports of the Court of Claims, ordered to be printed by Congress, shall be printed in octavo form, (unless, in the opinion of the Committee on Printing of the house ordering the same the character of any document may render a change to quarto form necessary,) on sized and super-calendered paper weighing fifty pounds to the ream of four hundred and eighty sheets, and measuring twenty-four by thirty-eight inches; and the paper for any other description of printing ordered by Congress or by the executive or judicial departments of the government, shall be of such size and quality as the Superintendent of the Public Printing may

deem suitable and proper. And it shall be the duty of the said Superintendent to establish the character and quality of the different kinds of paper required for the public printing, and to have samples of the same bound in volumes of convenient size for reference and comparison,
§509 which shall be preserved in his office; and all the paper purchased for said printing shall conform to the samples so established. The said Superintendent shall advertise

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annually in one newspaper of general circulation in each of the cities of Boston, New York, Philadelphia Baltimore, and Washington, for the space of thirty days prior to the first day of July, of every year, for sealed proposals to furnish all the paper which may be required for the public printing and engraving, from year to year, in quantity as nearly as practicable to be specified in said advertisement, and in quality to conform to the established samples preserved in his office. He shall open such proposals as may be made in the presence of the Secretary of the Senate and the Clerk of the House
§511 and shall award the contract for furnishing all of said paper or such class thereof as may be bid for, to the lowest responsible bidder; and he shall not accept any paper from the contractor which does not conform to the samples aforesaid. He shall deliver the paper for the public printing upon the requisition of the contractor for printing, and charge him therewith; and, as the printing is returned and

passed, he shall credit the contractor with the quantity used in the public service. He shall have the requisitions of the printer and the returns of paper by the printer balanced at least once in each year, and in default thereof the report the same to Congress for such proceedings as Congress may direct. In default of any contractor under this

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act to comply with his contract in furnishing the paper for the public printing in proper time, and of suitable quality, the Superintendent is hereby authorized and directed to advertise for proposals, for such time and in such places as he may deem expedient, and award the contract to the lowest bidder, and to purchase in the open market, upon the best practicable terms, all the paper that may be required for the public printing until a new contract is made: and for any increase of cost to the government in procuring a supply of paper, the contractor in default and his securities shall be held responsible, and shall be prosecuted upon their bond in the name of the United States. §515 §516

SEC. 8. *And be it further enacted*, That it shall be the duty of the Superintendent of the Public Printing to advertise in one or more newspapers of general circulation in the city of Washington, for the space of thirty days prior to the 1st day of July, 1861, and biennially thereafter, for the binding, in the city of Washington, of the reserved documents for the succeeding Congress, the said Related to §502

documents to be arranged into volumes of convenient size and properly indexed for each House by the Secretary and Clerk, respectively, and to be bound in such manner as may be directed by the Joint Committee on Printing. The said Superintendent shall open such proposals as may be

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received in the presence of the said Secretary and Clerk and shall award the contract for binding to the lowest bidder, who shall give satisfactory security for the faithful performance of his contract. The said Superintendent shall supervise the stitching and binding of the public documents, receive said work when executed, and see that the same is done in a durable and workmanlike manner and in proper time, according to such sample as may be preserved in his office.

SEC. 9. *And be it further enacted*, That the Superintendent of the Public Printing shall issue his certificate for the amount due to the contractor for such paper, printing, engraving and binding, as shall be received by him under the provisions of this act; which certificate shall be made payable at the treasury of the United States; and the accounts of the contractor and the certificates of the superintendent shall be subject to the examination and control of the accounting officers of the treasury in like manner as other public accounts.

SEC. 10. *And be it further enacted*, That every con-

tractor under the provisions of this act shall have the right of appeal from the decisions of the Superintendent of the Public Printing to the Joint Committee on Printing, whose decision on the matter in dispute shall be final.

h. SENATE DEBATE - CONG. GLOBE, 36th Cong., 1st Sess., 3057-62 (1860)

PUBLIC PRINTING

The PRESIDING OFFICER, (Mr. Bright in the chair.) The special order now is the joint resolution (H.R. No. 22) in relation to the public printing. The Secretary will read it.

The Secretary proceeded to read the joint resolution . . .

Mr. ANTHONY. There is no doubt of the necessity of this reform, and this is our last chance to get at it. I do not believe the joint resolution will lead to any long debate. The Committee on Printing have no disposition to discuss it, except, as the chairman says, to answer any objections which may be suggested to it. I hope we shall go on with it.

Mr. KING. I do not know what debate it may lead to; but whatever it may be, it is as important a measure as there is before Congress. The exhibition of facts made in both Houses of Congress shows that it is a measure of reform; and we shall soonest get rid of it by now continuing with it, and disposing of it while we are as it.

Mr. FESSENDEN. It is an assumption of the Senator from New York that this is a measure of reform. I doubt very much whether it is a measure of reform; whether it is not, on the other hand, a measure of great additional expenditure. It contemplates the establishment of a bureau, the creation of offices, and a vast expense, and it ought ot be looked into.

Mr. ANTHONY. No creation of offices.

Mr. FESSENDEN. Yes it is. You begin with a creation of one. Once make a great printing establishment to be carried on under this Government, and God only knows where it will end.

Mr. ANTHONY. Unless the gentleman calls a compositor who sets up type an officer, it does not create any additional officers.

Mr. FESSENDEN. If the Senator had had as much observation as some others here of how these matters grow up from very small beginnings into large establishments, he, perhaps, would not have so strong an impression in regard to it.

Mr. KING. Whether it is a measure of reform or not, depends on what shall be done with it. I am in favor of the contract system, and letting the printing out to the lowest bidder; but, at any rate, I am desirous to settle the question. I am not desirous to continue a discussion as to the character of the bill. It is a proposition to produce a change of a system which has led to great abuse.

Mr. Seward. It seems to me, Mr. President, that the country expects, that Congress owes it to the country, to make a change in our printing. I do not know that the change will not produce a system that will result in as great abuse, but, at all events, there is only one thing we can do in contemplation of existing abuse, and that is, to make some change -- adopt either the one or the other of these two expedients, and there never will be a fitter time than now. I hope, therefore, we shall continue with it.

The PRESIDING OFFICER. The question is on postponing the joint resolution before the Senate, for the purpose of taking up the naval appropriation bill.

The motion was not agreed to -- ayes 19, noes 22.

The Secretary continued and concluded the reading of the joint resolution. It proposes to authorize and direct the Superintendent of Public Printing to have executed the printing and binding authorized by the Senate and House of Representatives, the executive and judicial departments, and the Court of Claims. And to enable him to carry out that object, he is to be authorized and directed to contract for the erection or purchase of the necessary buildings, machinery, and materials; the contract for which, however, is to be subject to the approval of the joint Committee on Printing of the two Houses of Congress, and the sum contracted to be paid is not to exceed $150,000. It is to be the duty of the Superintendent

House Joint Resolution No. 22. →

of Public Printing to superintend all the printing and binding, the purchase of paper, other necessary materials, and machinery, and the employment of proof-readers, compositors, pressmen, laborers, and other hands necessary to execute the orders of Congress, and of the executive and judicial departments, at the city of Washington. To enable the Superintendent more effectually to perform the duties of his office, he is to appoint a foreman of printing, at an annual salary of $1,800, and a foreman of binding, at an annual salary of $1,500; and no one is to be appointed to those positions who is not practically and thoroughly acquainted with their respective trades. It is to be the duty of the foremen of printing and binding to make out and deliver to the Superintendent, monthly statements of the work done in their respective departments, together with monthly pay-rolls, which shall contain the names of the persons employed, the rate of compensation, and amount due to each, and the service for which it shall be due. They are also to make out estimates of the amount and kind of materials required, and file requisitions therefor, from time to time, as it may be needed, and receipt for the same to the Superintendent. The foremen are to be held accountable for all materials so received by them. The Superintendent is at no time to employ more hands in the public printing and binding establishment than the absolute necessities of the public work may require; and he is to report to Congress, at the beginning of each session of Congress, the number of hands employed, and the length of time each has been employed.

The Superintendent is to take charge of, and be responsible for, all manuscripts and other matter to be printed, engraved, or lithographed, and cause the same to be promptly executed; and he is to render to the Secreatry of the Treasury, quarterly, a full account of all purchases made by him, and of all printing and binding done in the said office for each of the Houses of Congress, and for each of the executive and judicial departments. For the payment of the work and the materials, advances are to be made to the Superintendent, from time to time, as the public service may require it, and under such rules as the Secretary of the Treasury may prescribe, but at no time shall the money advanced exceed two thirds of the penalty of his bond. The Superintendent is to settle the account of his receipts and disbursements in the manner now required of other disbursing officers. The Superintendent is not to be allowed credit at the Treasury for payments on account of services rendered in the printing establishment, at higher prices than those paid for similar services in the private printing and binding establishments of the city of Washington. It is to be the duty of the Superintendent to charge himself in a separate book to be kept therefor, with all paper and other materials received by him for the public use, and to furnish the same to the foremen employed by him, on their requisitions, as the public service may require, taking* a receipt in all cases therefor from the foreman 3057
at the head of the department in which the paper, or other material, has been used. All the printing and binding, and all blank-books ordered by the heads of the executive and judicial departments of the Government, or of the chiefs of the bureaus thereof, and all the printing and binding, and all blank-books ordered by Congress, or by either House of Congress, are on and after the 4th day of March, 1861, to be done and executed under the Superintendent, in accordance with the provisions of this act. The printing ordered, and to be ordered, by the Thirty-Sixth Congress, is to be executed by the Printers of the Senate and House of Representatives, as now authorized by law; and no printing or binding other than that ordered by Congress or the heads of Departments, as provided for by this enactment, is to be executed in the office now to be established. The Superintendent is to receive from the Secretary of the Senate, and the Clerk of the House of Representatives, and from the heads of Departments and chiefs of bureaus, all matter ordered to be printed and bound at the public expense, and to keep a faithful account of the same, in the order in which it may be received; and when it shall have been printed and bound, see that the volumes or sheets are promptly delivered to the officer of the Senate, or House of Representatives, or Department, authorized to receive the same, whose receipt therefor will be a sufficient voucher, by the Superintendent, or their delivery.

The Joint Committee on Printing for the two Houses of Congress are to fix a standard of paper for the printing of congressional documents, to weigh not less than fifty pounds to the ream of five hundred sheets, of twenty-four by thirty-eight inches; and it is to be the duty of the Superintendent of Public Printing to furnish samples of standard paper to applicants, and to advertise annually, in one or more newspapers having the largest circulation in the cities of Boston, New York, Philadelphia, Baltimore, Cincinnati, Chicago, Washington, Richmond, Raleigh, Charleston, New Orleans, and St. Louis, for the space of sixty days prior to the 1st of July, for sealed proposals to furnish the Government of the United States all paper which may be necessary for the execution of the public printing, of quality and in quantity to be specified in the advertisements from year to year. He is to open such proposals as may be made in the presence of the Secretary of the Senate and the Clerk of the House of Representatives, and award the contract for furnishing all the paper, or such class thereof as may be bid for, to the lowest bidder, for the quality of paper advertised for by the Superintendent, and determined by the joint committee of the two Houses of Congress. He is to compare the paper furnished by the public contractor with the standard quality; and not accept any paper from the contractor which does not conform to the standard determined upon. And in case of difference of opinion between the Superintendent of Public Printing and the contractors for paper with respect to its quality, the matter of difference is to be determined and settled by the joint standing Committee on Printing of the two Houses of Congress. In default of any contractor to comply with his contract in furnishing the paper in the proper time, and of proper quality, the Superintendent is to be authorized to enter into a new contract with the lowest and best bidder for the interests of the Government, amongst those whose proposals were rejected at the last annual lettings, if it be practicable so to do, and if not, then to advertise for proposals, and award the contract to new bidders; and during any interval which is thus created by the new advertisement for such proposals, the Superintendent is to purchase in the open market, by and with the approval of the Secretary of the Interior, all such paper as may be necessary for the public service, at the lowest price. For any increase of cost to the Government in procuring a supply of paper for the use of the Government, the contractor in default and his securities are to be held responsible, and be prosecuted upon their bond by the Solicitor of the Treasury, in the name of the United States, in the circuit court of the United States in the district in which the defaulting contractor resides; and to enable the Solicitor to do so, the said Superintendent is to report to him the default on its happening, with a full statement of all the facts in the case. The Superintendent is to keep a just and true account of all the paper received from the contractor or contractors, together with an account of all the paper used for the purposes of the Government, and report the amount of each class consumed in the printing establishment, and in what works or publications the same was used, to the Secretary of the Interior, at the end of each and every fiscal year.

Whenever any charts, maps, diagrams, views, or other engravings are required to illustrate any document ordered to be printed by either House of Congress, they are to be procured by the Superintendent of Public Printing, under the direction and supervision of the Committee on Printing of the House ordering the same. It is to be the duty of the Superintendent annually to prepare and submit to the Register of the Treasury, in time to have the same embraced in the annual estimates from that Department, detailed estimates of the salaries, amount to be paid for wages, engraving, binding, materials, and for any other necessary expense of the printing establishment for the succeeding year. And the Superintendent is also, on the first day of the meeting of each session of Congress, or as soon thereafter as may be, report to Congress the exact condition of the public printing, binding, and engraving; the amount and cost of all such printing, binding, and engraving; the amount and cost of all paper purchased; a statement of the several bids for materials, and such

further information as may be within his knowledge in regard to all matters connected therewith. Neither the Superintendent, nor any other officer to be appointed by him, during this continuance in office is to have any interest, direct or indirect, in the publication of any newspaper or periodical, or in any printing of any kind, or in any binding or engraving, or in any contract for furnishing paper or other material connected with the public printing. Any violation of this provision will subject the party offending, on conviction before any court of competent jurisdiction, to imprisonment in the penitentiary for a term of not less than one, nor more than five years, and to a fine of $500. If the Superintendent shall corruptly conclude with any person or persons furnishing materials, or bidding therefor, or with any other person or persons, or have any secret understanding with him or them, by himself or through others, to defraud the United States, or by which the Government of the United States shall be defrauded or made to sustain a loss, contrary to the true intent and meaning of this act, he shall, upon conviction thereof before any court of competent jurisdiction, forfeit his office and be subject to imprisonment in the penitentiary for a term of not less than three, or more than seven years, and to pay a fine of $3,000.

Mr. DAVIS, on the 12th instant, submitted his own views as the minority of the Committee on Printing, in the shape of an amendment to strike out all after the
3058 resolving clause of the joint resolution, and insert the following: *

[The amendment offered a contract system over a government printing office. It is not displayed here because it was very lengthy and did not pass the Senate]

The PRESIDING OFFICER. The question is on the amendment of the Senator from Mississippi.

Mr. FITCH. I have merely to repeat what I have previously said, that I have no disposition to discuss the relative merits of the two bills. I and my colleague on the committee, the Senator from Rhode Island, constituting with me the majority of the committee, propose merely to answer objections. Therefore those objections can be urged by gentlemen, if they desire to do so.

Mr. DAVIS. I will merely say to the Senate -- I do not intend to consume their time -- that the amendment which is proposed differs from the joint resolution of the committee in presenting the form of contracts instead of a bureau. I believe the contract system to be the best which we can adopt generally, and that it is especially applicable to the matter of printing. Senators know very little of printing, and very little of the operation of presses; therefore our greatest safety is in securing the competition of those who do understand it. By the contract system, we array against each other those persons who have the technical knowledge necessary to enable them to bid understandingly on the question of congressional printing. This differs from the old system of contract in several respects. First, it classifies the printing so as to enable men with small capital to take a contract for a certain portion of the printing. Secondly, it is checked and guarded by the Superintendnet of Printing, an officer established since the contract system existed before. Thirdly, it requires the paper to be furnished by the Government, so as to prevent all those frauds in the use of bad paper which entered into the matter before. Fourthly, it limits the amount of printing to be done, and opens the documents to sale by the Printer. In this it goes to some extent in the direction of the British system, where their public printing has been conducted, I think, with more economy and in every respect on a better system, than our own. These are the principal motives which induce me to offer the pending amendment.

Mr. FITCH. I shall not discuss the merits or the demerits of the minority bill in detail. My objection to it is a radical one. It is an objection to the contract system. Without any reference, therefore, to the particular merits or otherwise of the details of that bill, I desire the Senate to decide between a return to the contract system -- the evils of which we have felt in experience heretofore -- and the system reported by the majority of the committee. The majority bill contains

nothing original. It has been in one shape or another before the Senate repeatedly, and has met their sanction on different occasions. It is compiled mostly from a bill introduced by the Senator from Delaware [Mr. Bayard] some three or four years since, and one introduced at this session by the Senator from Mississippi, [Mr. Brown.] With these briefs remarks, unless there are objections urged to it, I am disposed to take the vote at once, simply trusting that the minority bill will not be substituted for that of the majority.

Mr. TOOMBS. I have a word to say in favor of this substitute. It has been frequently stated, since I have been a member of this body, that the contract system was a failure. I was a member of the House of Representatives when that contract system was adopted. I think that under it we carried on the public printing at about half the price we did before under the old system; and although it was declared that the Printer could not do it for the money he got, at the next letting I think the prices were about one third less, and the contract went off well. Afterwards, a gentleman well known to the public and deeply connected with politics for half a century, got the contract, doubtless, from the result, with the intention of breaking down the system by partisan efforts. The contract system was broken down, not because it failed, but because it succeeded. As long as it existed, there was no money to be made out of it, except that which was to be made honestly; and it was as perfect a success as ever was tried, except in this: that the Houses of Congress broke it down for the benefit of partisan editors; and that is all the failure there ever was in the contract system. The public business was just as well done under it, and done for half the money; but because it was done well and done for half the money, those who desired to make money out of it through party power broke it down; and that is the history of the failure of the contract system. I have no doubt it is the best, and that the printing can be as readily done by contract as a hundred barrels of pork can be bought for your Army by contract.

Mr. CAMERON. I was a member of the Senate when the contract system was inaugurated, and I was chairman of the Committee on Printing at that time, and therefore had a very good opportunity of knowing whether the law could be carried out or not. I satisfied myself that it could be carried out very easily. There were impositions upon us; but with a single additional power to the chairman of the Committee on Printing, they would have been obviated. One of the impositions was that the Printer who had the job had his type made a larger size than they should have been, and therefore he received more for the type he set. He also deceived us in the quality of the paper, for he was to furnish the paper as well as do the printing. I asked for authority to dismiss him, and employ a Printer temporarily; and if the Senate had given me that authority, I should have carried out the law without any difficulty. They failed to do it for reasons which I have stated heretofore.

The contract was taken at less than half the prices previously allowed. The contractors constantly complained that they were not making anything; but after two years had expired, and the contract came to be let again, it was taken for a still less sum. I happen to know something about that, for a man from my own town got a part of the contract, and made more money than he had ever made before in his life, under a price less than the original bidders had taken it for; but he was induced by a combination of printers and politicians about Washington to throw up his contract, and he got, I think, $30,000 for it, and went home rich, and he is now a prosperous and rich man. After that, Mr. Ritchie came here and applied to Congress, and complained that he had lost money; and I believe they gave him one hundred or more thousand dollars. Some other Printers have got large fees for having assisted in breaking up that system. There is not a bit more difficulty in carrying out the system of contract for the public printing than there is for purchasing anything the Government needs by contract -- no more than in getting stone for this building or work done for this building. I have reflected a great deal on it ever since, for every now and then this subject has come before me. As a practical printer, and as a man of business, I have no doubt that this system can be carried out with half the amount you now pay by it. I have looked over the bill of the Senator from

Mississippi, [Mr. Davis,] and I think there are checks enough in it to prevent harm. Besides, when we had the contract system before, there was no Superintendent of Public Printing to overlook the work. Now you have that officer with all the machinery of his office.

Mr. BAYARD. Mr. President, I am myself, from my own observation, opposed to the contract system as regards the public printing. You connect Congress with the press through it, and that I consider one of the great evils. You may give out your contract, and the contractor, after he has contracted to do the work, connects himself with a press of some kind; he buys one, or he may be the editor and proprietor of a paper at the time. The result is that you have useless documents printed, because members of Congress want to have a representation of their services here made through the medium of that press to the support of which they are contributing. That is one of the corrupting tendencies of the system. That was the evil you had before under the contract system.

Again, in my own recollection of what occurred here under the contract system at the time I came into the Senate, the work was very extravagantly done, by a man, I think, of the name of Hamilton. The type was inferior, and the work was so bad, and so slow in being done, that that particular contract had to be broken. Again, in the case of Mr. Ritchie, there were most extravagant appropriations made, and it will always be so, as long as Congress undertakes to deal with an administrative matter, which it does in this case. When the contractor making the contract is connected with Congress through the press, he can prevail on the members here to order such extraordinarily long numbers as will amount to a large profit for himself, or to excuse the inferiority of workmanship; and that mode of action, in bodies constituted like the Senate and House of Representatives, in my judgment, tends to corruption. The bill reported by the committee relieves us from all difficulty of that kind, and I am decidedly in favor of it.

Mr. PUGH. I think the Senator from Delaware is mistaken in the objection. The amendment of the Senator from Mississippi provides what number of documents of the various kinds shall be printed.

Mr. BAYARD. But not as to extra numbers.

Mr. PUGH. There are no extra numbers under it.

Mr. BAYARD. But either House can order extra numbers.

Mr. PUGH. I think not.

Mr. DAVIS. I have provided that extra copies may be printed by the contractor, and sold to members of Congress, or anybody else, at his own rate.

Mr. PUGH. I was about to remark that the Senator from Mississippi had incorporated, instead of this abuse of our ordering extra copies, the excellent practice of the British Government, by which, having paid the contractor for the composition of the work itself, by paying for a given number of copies, he can print the extra copies very cheaply, and we can buy them ourselves if we want them, or our constituents can. Thus, instead of turning the whole printing business into a job for the benefit of individuals, only those documents which are of any interest, and which people wish
3059 to read, will have extra copies printed.*

I am in favor of this proposition of the Senator from Mississippi. I see it said constantly that the contract system had failed. I cannot dispute such an allegation of fact, but I cannot understand how it could fail. The Senator frm Delaware says the work was ill done. Then it ought not to have been accepted and paid out. We have appointed an officer, the Superintendent of Public Printing, for the express purpose of seeing that the public printing is done according to law; and if that officer discharges his duties according to the proposition of the Senator from Mississippi, there can be no trouble at all. Sir, we had, in the State which I have the honor in part to represent, very much of the controversies for many years in relation to the printing, until the present constitution of the State required all the printing of the State government to be given out under contract, according to the principles of

this amendment; and for the last eight or nine years it has been in constant operation, and it has rid us of one of the greatest nuisances that could be, and we have no trouble in printing all the executive and legislative documents and journals and laws and everything else.

Now, sir, I am opposed to this Government printing office. It will be the worst job, the worst nuisance, an incubus that you cannot get rid of, unless you set it on fire, and burn it down. Once let it be established, and it will be the greatest source of abuse and corruption. There will be committee of investigation after committee, every session, to over look it. I do not want any more departments added to this Government; I do not want any more establishments. We have got enough, too many, now; and I cannot understand why the business of printing cannot be left to the ordinary law of competition, as every other business is. If we want a house built for a particular purpose, and do not choose to build it ourselves, we hire some person to build it; we receive proposals from him; if he does it according to contract, we pay him; if he does not, we do not pay him; and I cannot conceive what there is of mistery about this matter to take it out of the ordinary rule. The experience of my own State is in favor of the contract system. The work is better done, more cheaply done, and more promptly done. It has been a great relief to us. Therefore, for my own part, I shall cheerfully vote for the amendment of the Senator from Mississippi, which I think the wisest proposition I have seen on the subject.

Mr. BAYARD. Denuciation is not argument. The honorable Senator says that this printing establishment of the Government will be a job. Why more so than any other duty performed here, which is all performed by Government employés? The Superintendent is a Government officer. All he will have power to do is to appoint a few workmen for the purpose of doing the business of Congress and the Executive Departments. He has to render to us, at the commencement of every session, a detailed account of all his operations. He is to buy, by contract, all paper that is requisite for the purpose, and to render a detail of all the bids, and paper furnished; and the weight of the paper is stipulated in the bill. I do not think there is any danger of a job in this system.

But my object in rising now was to remark on one of the honorable Senator's arguments in favor of the present amendment -- that it restricted either House of Congress from ordering extra copies. If it intends to do that, why not do it expressly? I am in favor of that. I wish a law was passed that would prevent the ordering of extra copies without a joint resolution of both Houses; but that is not expressed in the amendment. With a provision very similar to that contained in this amendment, in the existing law, each House does still order extra copies; and under this proposition, if you pass it, each House will order extra copies on its own authority. Then, of course, the necessary result is, that the profits of the contractor will depend on the number of extra copies ordered by either House; and members of the respective Houses, if that contractor is connected with the press, will be subservient to his interests, more or less. Even if you suppose that restriction to be in it, still you cannot prevent Congress from ordering copies by joint resolution; and the evil will apply to both bodies, instead of each singly. My own belief is that this connection between the press and the action of Congress tends to corruption in exaggerating the profits of the contractor for the public printing, which is an inevitable evil under the contract system, as applied of that particular business, but no other; because the press is a power, and it is a power that must be respected; and it is a power that becomes nothing but injury where it is open to corrupt influences of that kind. Therefore, sir, it is that I am desirous to sever this connection, whether it is to cost more or not. I am not skilled enough in printing to say what the expense will be; but I do not think the mere question of cost enters into it so much as the disconnection which this bill, as it comes from the House, and as it is reported by the majority of the Committee on Printing, will cause between the press and the printing of Congress. I favor it

because it takes the power of Congress away from particular presses that may be established under its enactments.

Mr. DAVIS. The answer to the Senator from Delaware is, that in the fourth section of my amendment he finds these words expressly:

"That there shall be printed of the executive and miscellaneous documents, the reports of committees, and reports of the Court of Claims, at the public expense, fifteen hundred and fifty copies, and no more."

Then it closes with a proviso:

"That nothing herein contained shall prevent the contractor from printing, at his own risk and cost, any of the public documents for sale."

Mr. BAYARD. I do not deny that that may be the effect as to the action of either House, but that will not answer the objection that the two Houses united may, by joint resolution, order the printing of extra copies.

Mr. DAVIS. That is equivalent to saying that we cannot enact a law which Congress cannot repeal. I admit it at once. By joint resolution, or by bill, the two Houses of Congress can change any law which we enact. They can surely repeal this, as any other. We can give no greater or more binding effect to it than to any other law of Congress. We do give to it all the effect that other laws have.

Then, as to the remark that this is an exceptional case, I say it is the reverse; it follows the practice of the Government. Nearly all our expenditures are by contract. If you want supplies for the Army or Navy, it is done by contract. If you want material to build the Capitol in which we sit, it is done by contract. Contract is the ruling principle; and here I am quite prepared to admit that I once entertained what I now believe to be the erroneous opinion of those who, insisting that it was possible to find an honest officer, therefore declared that the contract system was embarrasing. I have oftentimes seen the occasion when an honest man could have purchased to greater advantage for the Government than he could have obtained supplied by contract. I admit that a man of full integrity and intelligence can generally do better if left to his discretion than by contract; but there is the hazard of the want of intelligence, the want of integrity; and the security against this is open competition in the market.

But above all cases of which I have any knowledge that of printing peculiarly calls for that competition. We are unable to judge of it. We have a specimen of paper. It is said that all paper is to come up to this standard. The Public Printer formerly bought the paper; we had no Superintendent then to examine it; but I will take the case as it is now, and suppose we have a Superintendent to examine it. Cartloads of documents come up from the printing office, are carried into the folding-room, there enveloped and sent to members to be distributed, and the Superintendent of Printing never sees the paper; but when he furnishes the paper, as under my proposition, and can only obtain that paper by contract, by public advertisement, by open bids -- these bids to be received, and first opened and examined in the presence of the Secretary of the Senate and Clerk of the House of Representatives -- there is thrown around it every guard which it seems to me can be imposed.

There only remains to state that it is in conformity with the whole theory of our Government -- a system of checks and balances. We appoint a Superintendent. He is the officer of the Congress, and he has no interest in common with the interests of the contractor, unless both of them be dishonest, and there be collusion between them. In that respect it is guarded in my amendment, for by it there are ten divisions of printing, each to be submitted to separate contract. The men, then, contractors for printing, if the contracts should be taken separately, are each of them standing to guard each other, and each of them is watching the Superintendent; and it is hardly a supposable case that there will be collusion among them all. If there be any additional check; if there be any additional guard which can be thrown around it, I shall be most happy to have the suggestion. I know something of contracts in general; I know nothing of printing, pretend to know nothing; and therefore I have sought to present a plan which would execute

itself as far as possible, by getting first an honest Superintendent, if possible; and if not, by checking him by every contractor who has an interest in guarding his own interest, which is the antagonist interest to that of the Superintendent of Printing. As it now stands, we elect a Printer, and we confirm the Superintendent; one of our officers is set to watch the other. They represent the same interest, and neither of them has an interest in an antagonism with the other. There is no check, there is no balance, in the present system. I have sought to obtain it.

Now, sir, as to the system of bureau, it is to turn over to a bureau a character of work of which we are least competent to judge; it is to gather around us a number of dependents gradually to diminish in their efficiency, and gradually to accumulate in number. It is open to every species of abuse; it is the high road to every species of corruption. Here is to be a character of close corporation, of which, if we pentrate into it, we cannot judge. They are to purchase materials to do the work, and the poor Congress is to be merely submitted to this close corporation to be fleeced. However bad the paper, however bad the work, you may complain; but where is your remedy? Think you that you will have the power to disband this corps which you thus create, to break up the close corporation which you have instituted? No, sir. Each person interested -- and their name will be legion -- and their families, added to the number of employés, will be besetting the members and the Senators to preserve their own existence; whereas, upon the method proposed in my amendment, you can change your contractor as often as you change contractors for other supplies. You put them on the same footing of general competition, and the market of the country determines the price which Congress is to pay.

Mr. CRITTENDEN. If this system broke down before, why will it not now?

Mr. DAVIS. This system was not tried before. Before, we had a general contract for all the printing; no Superintendent to guard it; the contractor furnishing the paper as well as doing the printing. He had in his hands, therefore, the whole control of the subject, with every inducement of the commission of fraud. If that broke down before, it is no reason why this plan should break down now; but I hold, with the Senator from Georgia, that it did not break down before. Congress, it is true, paid a large sum of money to a contractor formerly; but that was the fault of Congress, and not of the system.

Mr. CRITTENDEN. Are we not inviting the repetition of the same fault? May we not apprehend the same thing?

Mr. DAVIS. I do not see that we are inviting the reception of the same fault, because we are not doing the same thing. We have contractors who, as I said before, may be as many as ten in number. Instead of requiring large capital, some man with immense machinery to do the work, every little printing house becomes a competitor for one or the other class of this printing. Samll capital, therefore, enters into competition with great. The work is so divided out that it may be executed by the real contractor, instead of being taken by some man of straw, to be let out to some man of capital. The whole system is different from that which formerly existed. It is only common in this: that it was contract then, and it is proposed to be contract now. The contracts are not alike. Here are checks and guards and divisions which never existed before. I believe it may be carried out -- carried out successfully; carried out with economy of the Government, and without throwing wide open the gate which leads to fraud and corruption.* 3060

Mr. BAYARD. I have but a single remark to make. I do not mean to continue the discussion further. I venture the prediction that if you pass the substitute of the honorable Senator from Mississippi, whoever becomes contractor under it, if not the first time, inevitably at some future time, will either be the editor of a paper or connected with a paper, or have control of a paper; and further, you will find that the two Houses of Congress will order extra copies. They will put an appropriation for them in an appropriation bill, and it will be passed in that way; and you will find that it operates as no restriction at all, and the very thing I mentioned will

occur.

Mr. GREEN. My recollection of the public printing is directly against the contract system. When I first came into the other House of Congress the system prevailed that now does -- that is, each House elected its Printer. The expenditures ran up so high that my old friend from North Carolina, General McKay, thought he could reform the subject. He took it in hand, and proposed the contract system. It was passed by Congress. The contract system was tested. The first year the rates were greatly reduced by competition, and the old general (for I boarded at the same house with him) remarked to me, "Look how admirably the system works." At the termination of that Congress, however, in came a petition for relief. "I have lost money by the contract" was the cry of the petitioner; and Congress granted the relief, and gave him a bonus. And another time a similar process was gone through. In each instance, if he made a large profit, he kept the profit and put it in his pocket. If he lost anything, he said, "I unfortunately lost, and surely the Government does not want me to do work for them and lose money in the performance;" and the appeal always met with a response from Congress, and they made up what was called a deficiency. It results so in every case. Congress was forced then to make another change. Not only was the work badly executed, not only was the paper inferior, not only was the binding bad, but if he made money he kept it; if he sank money, he called on us to refund, and to add to his profits. I know this was the case.

Again, sir, when the next change was made, Congress took it in hand to fix the prices of printing and to elect a Printer, to prevent any frauds. That is the system which now prevails. The prices are all fixed by law; and the party having a majority in the respective Houses of Congress elect their party friends to do the work. The work is done. The prices are fixed. They may be too high; but here permit me to make this remark: at the time these prices were fixed they were believed to be just and fair, but improved processes and improved machinery have now enabled them to do the printing much cheaper than it could have been done at that time.

Again, sir, under the contract system it is uncertain how much is to done; for while the amendment limits it to fifteen hundred-and-odd copies of each particular document required to be printed, yet, as the Senator from Delaware remarked, joint resolutions may order more to be printed; and if that is in the contract, well and good; if it is not in the contract, the contractor will charge his own price, unless you fix the price when each joint resolution is passed. Not knowing how much may be ordered, he bids in the dark and strikes with uncertainty. All sensible business men rely on certainties; and when it is uncertain how much work is to be done, and when the profits depend upon the quantity of work to be done, they must put the rates higher than if they knew precisely what was to be done.

← Government contracting in general.

The Senator from Mississippi says we pursue the contract system in purchasing supplies for the Army and Navy. That is true. Who would have the Government buy a farm to raise corn and beans, to fatten pork and beef cattle, and a sugar plantation in the South for sugar and molasses, and go to Syracuse to make salt? Nobody would have this done. These things are impracticable and impossible. But how do you make your muskets and your rifles and your cannon? How do you build your ships of War? By Government employment; not by contract. Some two or three ships have been built by contract; but the common system is, to erect your own navy-yards, put them under your own superintendence, and conduct them in your own manner. You manufacture your muskets, and you will not even permit a civil superintendnet to take charge of that business; you must have an officer of the Army -- one attached to the Government. If it be proper in a case where you can apply it, that the Government shall do its own work with its own agents and its own officers, this is one of that character. It is located at a single point. It is to do a specific thing. We simply pay the salaries, and there can be no profit to anybody. The Government pays just exactly the labor that is performed; but for nothing else except the superintendence. It looks to me to be a simple, fair process; and as both the other

plans have signally failed, this can do no more than fail; but I believe it will succeed in an eminent degree.

Mr. CAMERON. The Senator from Missouri is in error in his recollection. He says the first year the contractors came to Congress and asked for an allowance and received it. That was not so.

Mr. GREEN. I know that two came.

Mr. CAMERON. They came, but they got nothing. Mr. Wendell was the first contractor.

Mr. GREEN. He applied for relief.

Mr. CAMERON. Yes. I was chairman of the Committee on Printing then, and I resisted it. I showed the Senate that the price was sufficient. I showed, also, that we had saved several hundred thousand dollars by the contract, and that it could be carried on faithfully. Subsequent to that, as I said before, the work was taken for a still less price than Mr. Wendell had been receiving, and the man, I know, made money out of that. I have only to repeat that I have satisfied myself from experience that the contract system can be carried out in printing as well as in anything else. I would extend it to the building of ships and all the other wants of the Government. There is no reason why we could not have our ships built by contract, as well as have them done at the navy-yards. I know that in various cases, indeed in almost every case, the machinery for your great war steamers has been made by contract; and it has always been built cheaper, and as well as, if not better, than when built by the Government itself. I would extend the principle to them, but it is not in order to propose that now.

There are many objections to the system of a public printing office, to which I have referred on other occasions. The substitute of the Senator from Mississippi obviates many of them. He brings into competition all the printers of the neighborhood, the men with small printing offices. Any printer of the city of Washington, the city of Baltimore, and even the city of Philadelphia, by improved conveyances of express and railroads, can become a contractor, under his bill, to execute the public printing, and furnish it here. It is a most valuable feature in the proposition. We do away with all this intrigue about the Capitol. We should have had none of the swearing of Mr. Wendell that he had purchased various individuals around here, at the instance of the President of the United States, if this proposition had been in force in regard to the public printing. We should not have heard of men making two or three hundred thousand dollard a year out of a single job, and using the money in corruption. I desire to get clear of all that; and I am satisfied, as I have said repeatedly, that we can carry this system out without any difficulty at all, and save hundreds of thousands of dollars every year.

Mr. FITCH. If there is a desire on the part of any Senator to continue this debate in opposition to the report of the majority of the committee I shall defer what further remarks I intend to make in answer to the Senator from Mississippi until it be the pleasure of whosoever desires to continue the debate to conclude what he may have to say. If there is a general understanding that the debate is terminated, I desire to answer a few of that Senator's objections to the majority proposition.

I remarked before that I would not speak at that time of the details of his amendment. By discussing, as the Senator has seen proper to do, and as was perfectly right, its merits, and presenting them as I suppose no one except himself, perhaps, in this body is so well able to present them, in the best light in which they can be presented, he forces me to speak of its defects. By it he proposes to divide the printing into ten arbitrary classes, and to have a separate bid for each one. The result will be, if they are not all taken by the same individual -- and they would not be, undoubtedly, because the bids would so vary that the several classes would be awarded to different bidders -- there would be constant difficulties occurring between the contractors and the committee and the Senate and the House in relation to that division. One would claim printing as belonging to his class, which another would insist belonged to his.

That is one objection; but it is a minor one -- one of detail.

My principle objection is to the system in toto. It has failed heretofore. The reasoning of the Senator from Georgia involves a singular paradox. He says the contract system failed because it was a success it failed by combinations among bidders, or by contracts being taken at a rate so ruinously low that the bidders were compelled, in order to save themselves from insolvency, to come humbly petitioning Congress for relief, which, in one or two instances, they obtained to a very large amount. Well, sir, human nature has not undergone any very great change since. The same combinations would be made, the same system of corruption would soon be manifest under a return of the contract system.

One objection which is made to the bill of the majority of the committee is, that it creates new offices. Such objection finds no warrant in the bill. It creates no new office; it creates no bureau, unless you call the present superintendency with its three clerks a bureau. We give the Superintendent no additional clerical force; we add nothing to the force in his office. We simply compel a foreman of printing and a foreman of binding to report directly to him, and we pay them, instead of the Printer paying them.

It has been said that it would require an honest officer to execute the law under the provisions of the majority bill. We presume that the officers of the Government are all honest, although I grant you that in many instances it is a violent presumption; but if you were to assume the contrary, there are infinitely greater facilities for successful dishonesty under the contract system than anywhere else, and especially under the system of the Senator from Mississippi; for the several bidders for the work under his several classes, and sub-printers under them, if they took the contracts at a low price, would be constantly approaching the Superintendent with pecuniary offers, direct or indirect, for the purpose of inducing him to pass inferior work through his hands; and we do not often know, from our own inspection, what the character of the work is in our extra numbers. If the assurance given us by the honesty of the officer is taken away, we cannot know what the character of the extra numbers of any work we may order to be printed may be. The ordinary numbers may be well executed, but we have no assurance that the Printer will not retain the Government paper in his own hands, and substitute an inferior quality for the extra numbers, and we shall never learn the difference until we reach those constituents to whom we have sent to this inferior paper and work; for the numbers are sent to us folded, and we do not see them until we see them in the hands of our constituents.

Risks of contract systems.

One bidder, under any contract system, can easily buy off another. Combinations among bidders are well known and well understood, and especially in the business of printing for Government. Combinations are made by which the highest price at which the work can be taken, is the lowest price bid, and several constituting the combination participate more or less in the profits. We have an instance of the working in other respects of the contract system in a recent case. It will be remembered that, during this session, we changed the law for printing the Post Office blanks, and ordered them to be let to the lowest bidder. The contract system, as thus applied to the Post Office blanks, is in process of failure. It seems that the postmasters at St. Louis, and other important points, returned the Post Office blanks printed under that system to the General Post Office Department, refusing to accept them; and some of them are now lying in my drawer, thus rejected, and the postmasters have ordered the printing on their own responsibility in their own immediate vicinity. The postmasters' names were wrongly spelt, and the headings wrong; yet, under the new system, there is no check until the blanks reach the several
3061 offices. Then, for the*first time, the character of the work is detected. Does this experience invite an extension of the contract system?

The only alternative between the system now in force and the contract system, is that presented in the majority bill. Under the system now in force, we, of course, elect a political favorite to do the printing. That is well understood. The Printer

must be one whose partisan politics are in conformity with the politics of the majority. Under the contract system the same thing indirectly obtains; for a Printer, knowing that a majority in either branch or both branches of Congress are of the same politics with himself, and assuming that in the event of his making an appeal to them for aid at the next session of Congress, or about the period his work ceases under his contract, it will be responded to favorably, makes a bid at such a low rate as he knows will not enable him to make any profit, but on the contrary must finally ruin him and his securities, unless Congress relieves him. At the end of the session he pleads, as the Senator from Missouri has said, that he performed his contract, perhaps did it faithfully and honestly, and at a great sacrifice to himself,and appeals to you, as a great and magnanimous Government, not to allow its servants to do work for nothing. He appeals to the majority as partisans, saying to them, "stand by me; give me the aid I require; "and the past shows that the appeal will ninety-nine times out of a hundred be successful. It results then, at last, in only partisan favoritism, whether the present or the contract system be in vogue. Between the two, I prefer the existing system.

Mr. DAVIS. The chairman of the Committee on Printing, to whom I am usually in the habit of deferring in committee, as well as in the Senate, on all subjects of printing, made such a reply to me as requires a very brief answer, and I shall detain the Senate but a minute. He argues tht if these contractors take the printing at too low a price, they will bribe the Superintendent. Now, I hardly think that is a danger to be very much apprehended. If they got too high a rate, and if the Superintendent had the power of varying the rate, there might be some reason for the fear; but where they have less money than is necessary to perform the work, they will have very little for purpose of bribery. I think there is the answer. But he supposes they will underbid with a view to come to Congress to get relief, and that the political favorites of the Congress thus underbidding, when they come to Congress, will get relief. That is surely to put the morality of Congress at a very low standard; and if Congress be so low as is thus described by my friend, the chairman of the Committee on Printing, how is it that he asks us to trust Congress with the extraordinary power of organizing a bureau which they can fill up to any extent with political favorites, and the numbers of which they can increase ad libitum? I do not believe Congress is so corrupt; but if he thinks so, with what force comes the argument in favor of stripping Congress of all connection with the subject and throwing it open to free competition?

Mr. BROWN. As I indicated on a former occasion, I prefer to try at least a Government printing office to any other mode of executing the public printing. We have already tried the other two plans. We have tried the plan of electing a Public Printer, and we know how it has resulted in the last two years. That is the latest experiment. I think there is a universal disposition to abandon that mode of executing the work. Some ten years ago we had the contract system, and I have a very distinct recollection as to how it worked. Wendell & Van Benthuysen, two gentlemen from New York, took the contract at a very low figure, and everybody thought we were going to have public printing done admirably well by practical printers, and at a low rate. The result was that the work was very badly done, the paper was indifferent, the typography was worse, the work was very slowly and very indifferently delivered, and there got to be a universal complaint. The Committee on Printing inquired into the cause of it, and reported that the contractors had taken the job at too low a rate, and therefore could not afford to execute it. They, however, did not ask for relief. At the expiration of their contract, which they had very badly executed, they gave it up, and were not bidders again.

Mr. Ritchie, who was then editor of the Government organ here, called the Union, bid for the work at still a lower rate. Everybody wondered what he meant by it. He executed the work about as badly as it had been done before, or perhaps worse, and he came to Congress for reclamation, and fixed his losses, I think, at

somewhere near one hundred thousand dollars. After a long controversy, Congress voted him the round sum of $50,000 to make up his losses. That being done, the old contractors came and said, "if you are going to indemnity contractors for public printing, we are equally entitled to indemnity." My recollection is, that they were paid, and the contract system was abandoned -- abandoned simply because parties took work for less than they could execute it, came to Congress and appealed to a party majority, and got relief.

With these examples staring us in the face, I, for one, feel unwilling to return to that system. I did not believe the system had been fairly tried, and so stated at the time. My position in the whole controversy was, that if you would stand by the contract, compel gentlemen to execute it, and in case they failed, bring suit and recover the penalty of the bond, you could execute contracts for public printing as well as contracts for Army and Navy and other suppliers; but Congress did not do it. You have these examples staring you in the face; and if another contract fails, what will be the result? The contractors will come again to Congress pleading these precedents, and they will again be relieved.

I see none of these dangers or difficulties growing out of a Government printing office. We have managed our Indian affairs; we have managed all the vast machinery of the Land Office; we have managed the bureaus in the Army and Navy Department, all as we propose to manage the public printing -- by having special employés charged with the execution of these special duties. I think we can manage the public printing in the same way, and have it done more honestly, more faithfully, and more economically. At least, I am ready to try it. The other two systems having failed, I am disposed, for one, to try something new. We cannot lose a great deal at it. If it fails, then I am for trying something else; but I am not in favor of returning to systems which have already worked badly in practice. I do not say, necessarily badly. I believed, at the time, there was no necessity for it. I only state facts. I state what did occur; what is in the recollection of every gentleman who happened to serve in either House of Congress at that day. Congress was appealed to, importuned from year to year, until we voted the money; and I am apprehensive we shall do so again.

Mr. ANTHONY. I am not going to debate this subject at all; it would take me a great while to give the reasons for this measure; but as it was my duty to examine this subject very thoroughly, not only upon the Committee on Printing, but on the very laborious and tedious committee of investigation that we have gone through, I wish to say that I have come to the conclusion that this bill reported by the majority of the committee is altogether the best mode of carrying on the public printing. At any rate, the experiment ought to be tried.

Mr. DAVIS called for the yeas and nays; and they were ordered.

Mr. BROWN. Before the call proceeds, I desire to say that, at the solicitation of the Senator from Georgia, [Mr. Toombs,] I paired off with him for half an hour. He has not yet returned to the Chamber; and I therefore decline voting.

The question being taken by yeas and nays on the amendment of Mr. Davis, resulted -- yeas 18, nays 29; as follows:

YEAS --Messrs. Bingham, Cameron, Clark, Davis, Doolittle, Durkee, Fessenden, Hamlin, Hunter, Iverson, King, Pearce, Pugh, Seward, Slidell, Trumbull, Wigfall, and Yulee -- 18.

NAYS -- Messrs. Anthony, Bayard, Bigler, Bragg, Bright, Chandler, Chestnut, Dixon, Fitch, Foster, Green, Gwin, Hale, Hammond, Harlan, Hamphill, Johnson of Tennessee, Kennedy, Lane, Latham, Mason, Nicholson, Polk, Powell, Saulsbury, Simmons, Wade, and Wilson -- 29.

So the amendment was rejected.

Mr. DAVIS. As the Senate refuse to adopt the contract system, I hope they will adhere to the present one of choosing their own Printer. It is bad; but if we go to the bureau system, I think it will be as bad, or even worse, and something of which we shall not easily get rid. If we act in haste in the inauguration of a new policy,

we may have to repent at leisure. I shall vote against it. I hope it will not pass.

Mr. FITCH. The Senator, I presume, has no objection to my expressing the contrary hope. As to the relative merits of the two propositions, my opinion is decidedly in favor of the majority bill. The system in force at this time is condemned, not only by the Senate and House, but by the whole country, and deservedly. Good or otherwise, as it may have been in its incipiency, corruptions, frauds, abuses have crept into it; indeed they exist, to some extent, in the system itself. It has failed, and we shall deserve the reproach of the public, unless we make a change.

Mr. KING. I think nothing can be worse than the present system. The facts which have been developed before the country in both Houses of Congress show that. I am most distinctly opposed, however, to the adoption of this system. I trust it will not be worse; I hope it may be better. I preceive that the Senate is disposed to adopt it. I voted for the substitute, believing that was the best system we could have. I shall not vote for this; but I still believe it is better to change the present system by any one that Congress may deem proper to adopt.

Mr. DAVIS. I concur in the wish to change the present system; but I shrink from changing it to another which I think will be worse, and from which we shall find it very difficult to get rid.

The joint resolution was reported to the Senate without amendment, ordered to a third reading, and read the third time.

Mr. PUGH. I call for the yeas and nays on the passage of the resolution.

The yeas and nays were ordered.

Mr. BROWN. The Senator from Georgia, with whom I am paired, has not returned to the Chamber, and I decline voting. I should vote for the bill, and he against it.

The question being taken by yeas and nays, resulted -- yeas 31, nays 14; as follows:

YEAS -- Messrs. Anthony, Bayard, Bigler, Bragg, Chandler, Crittenden, Dixon, Fitch, Foot, Foster, Green, Gwin, Hale, Hammond, Harlan, Hemphill, Johnson of Tennessee, Kennedy, Lane, Latham, Mason, Nicholson, Pearch, Polk, Powell, Saulsbury, Simmons, Sumner, Trumbull, Wade, and Wilson - - 31.

NAYS -- Messrs. Bingham, Bright, Cameron, Clark, Davis, Doolittle, Durkee, Fessenden, Grimes, Hamlin, Hunter, King, Pugh, and Seward -- 14.* 3062

June 23, 1860.

[No. 25.] *Joint Resolution in Relation to the Public Printing.*

Public printing and binding, how to be executed.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the Superintendent of Public Printing be, and is hereby, authorized and directed to have executed the printing and binding authorized by the Senate and House of Representatives, the executive and judicial departments, and the Court of Claims. And to enable him to carry out the provisions of this act, he is authorized and directed to contract for the erection or purchase of the necessary buildings, machinery, and materials for that purpose; said contract to be subject to the approval of the Joint Committee on Printing of the two Houses of Congress: *Provided*, That the sum so contracted to be paid shall not exceed one hundred and fifty thousand dollars.

§501

Buildings, &c., to be erected, &c., by contract, &c.

§309

Limit in price.

Duty of Superintendent of public printing.

SEC. 2. *And be it further enacted*, That it shall be the duty of the said Superintendent to superintend all the printing and binding, the purchase of paper, as hereinafter directed, the purchase of other necessary materials and machinery, and the employment of proof-readers, compositors, pressmen, laborers, and other hands necessary to execute the orders of Congress and of the executive and judicial departments, at the city of Washington. And to enable the said Superintendent more effectually to perform the duties of his office, he shall appoint a foreman of printing, at an annual salary of eighteen hundred dollars, and a foreman of binding, at an annual salary of fifteen hundred dollars; but no one shall be appointed to said positions who is not practically and thoroughly acquainted with their respective trades. It shall be the duty of the said foremen of printing and binding to make out and deliver to the said Superintendent, monthly statements of the work done in their respective departments, together with monthly pay-rolls, which shall contain the names of the persons employed, the rate of compensation and amount due to each, and the service for which it shall be due. They shall also make out estimates of the amount and kind of materials required, and file requisitions therefor, from time to time, as it may be needed, and shall receipt for the same to the Superintendent. And the said foremen shall be held accountable for all materials so received by them: *Provided*, That the Superintendent shall at no time employ more hands in the public printing and binding establishment than the absolute necessities of the public work may require; and further, that the Superintendent report to Congress, at the beginning of each session of Congress, the number of hands so employed, and the length of time each has been employed.

§301

Foreman of printing and foreman of binding.

Qualifications, salaries and duties.

§305

Provisos.

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Superintendent to be responsible for manuscripts, &c.

SEC. 3. *And be it further enacted*, That said Superintendent shall take charge of and be responsible for all manuscripts and other matter to be printed, engraved, or lithographed, and cause the same to be promptly executed. And he shall render to the Secretary of the Treasury, quarterly, a full account of all purchases made by him, and of all printing and binding done in said office for each of the houses of Congress, and for each of the executive and judicial departments. For the payment of the work and materials, there shall be advanced to the said Superintendent, from time to time, as the public service may require it, and under such rules as the Secretary of the Treasury may prescribe, a sum of money, at no time exceeding two-thirds of the penalty of said Superintendent's bond. And the said Superintendent shall settle the account of his receipts and disbursements in the manner now required of other disbursing officers: *Provided, however*, That said Superintendent shall not be allowed credit at the treasury for payments on account of services rendered in said printing establishment, at higher prices than those paid for similar services in the private printing and binding establishments of the city of Washington.

§309

Accounts.

Advances of money to.

Rates of printing.

Superintendent to charge himself with materials, &c., received, &c.

SEC. 4. *And be it further enacted*, That it shall be the duty of the said Superintendent to charge himself, in a separate book to be kept therefor, with all paper and other materials received by him for the public use, and to furnish the same to the foremen employed by him, on their requisitions, herein provided for, as the public service may require, taking a receipt in all cases therefor from the foreman at the head of the department in which the paper, or other material, has been used.

All printing, binding, &c., to be done under direction of Superintendent.

§501

SEC. 5. *And be it further enacted*, That all the printing and binding, and all blank books ordered by the heads of the executive and judicial departments of the government, or of the chiefs of the bureaus thereof, and all the printing and binding, and all blank books ordered by Congress, or by either house of Congress, shall, on and after the fourth day of March, eighteen hundred and sixty-one, be done and executed under said Superintendent, in accordance with the provisions of this act: *Provided*, That all the printing ordered, and to be ordered, by the Thirty-sixth Congress, shall be executed by the printers of the Senate and House of Representatives, as now authorized by law; but no printing or binding other than that ordered by Congress or the heads of departments, as aforesaid, shall be executed in said office.

Proviso.

Superintendent to have charge of matter ordered to be printed, &c.

SEC. 6. *And be it further enacted*, That it shall be the duty of said Superintendent to receive from the Secretary of the Senate and the Clerk of the House of Representatives, and from the heads of departments and chiefs of bureaus, all matter ordered to be printed and bound, or either printed or bound, at the public expense, and to keep a faithful account of the same, in the order in which the same may be received; and when the same shall have been printed and bound, if the same is ordered to be bound, see that the volumes or sheets are promptly delivered to the officer of the Senate, or House of Representatives, or department, authorized to receive the same, whose receipt therefor shall be a sufficient voucher, by the Superintendent, of their delivery.

Standard of paper for congressional documents.

Superintendent to furnish samples and to advertise for proposals, &c.

§509

SEC. 7. *And be it further enacted*, That the Joint Committee on Printing for the two houses of Congress shall agree and fix upon a standard of paper for the printing of congressional documents, to weigh not less than fifty pounds to the ream of five hundred sheets, of twenty-four by thirty-eight inches; and it shall be the duty of the said Superintendent of the Public Printing to furnish samples of said standard paper to applicants therefor, and to advertise annually, in one or more newspapers having the largest circulation in the cities of Boston, New York, Philadelphia, Baltimore, Cincinnati, Chicago, Washington, Richmond, Raleigh, Charleston, New Orleans, and Saint Louis, for the space of sixty days prior to the first of July, for sealed proposals to furnish the government of the United

States all paper which may be necessary for the execution of the public printing, of quality and in quantity to be specified in the said advertisements from year to year. He shall open such proposals as may be made in the presence of the Secretary of the Senate and the Clerk of the House of Representatives, and shall award the contract for furnishing all of said paper, or such class thereof as may be bid for, to the lowest bidder, for the quality of paper advertised for by the said Superintendent, and determined by the Joint Committee of the two houses of Congress. It shall be the duty of said Superintendent to compare the paper furnished by the public contractor with the standard quality; and he shall not accept any paper from the contractor which does not conform to the standard determined upon as aforesaid. And in case of difference of opinion between the Superintendent of Public Printing and the contractors for paper, with respect to its quality, the matter of difference shall be determined and settled by the Joint Standing Committee on Printing of the two houses of Congress. In default of any contractor under this law to comply with his contract in furnishing the paper in the proper time, and of proper quality, the Superintendent is authorized to enter into a new contract with the lowest and best bidder for the interests of the government amongst those whose proposals were rejected at the last annual lettings, if it be practicable so to do, and if not, then to advertise for proposals, and award the contract as hereinbefore provided; and during any interval which is thus created by the new advertisement for such proposals, the Superintendent shall purchase in the open market, by and with the approval of the Secretary of the Interior, all such paper necessary for the public service, at the lowest price. For any increase of cost to the government in procuring a supply of paper for the use of the government, the contractor in default and his securities shall be charged with, and held responsible for the same, and shall be prosecuted upon their bond by the Solicitor of the Treasury, in the name of the United States, in the Circuit Court of the United States, in the district in which the defaulting contractor resides; and to enable the Solicitor to do so, the said Superintendent shall report to him

§511

§513

Differences between superintendent and contractors, how determined.

§514

Proceedings where contractor is in default.

§515

Liability of such contractors and their sureties.

§516

Superintendent to keep account.

the default on its happening, with a full statement of all the facts in the case. The said Superintendent shall keep a just and true account of all the paper received from the contractor or contractors, together with an account of all the paper used for the purposes of the government under this act, and shall report the amount of each class consumed in said printing establishment, and in what works or publications the same was used, to the Secretary of the Interior, at the end of each and every fiscal year.

Engraving.

SEC. 8. *And be it further enacted*, That whenever any charts, maps, diagrams, views, or other engravings shall be required to illustrate any document ordered to be printed by either house of Congress, such engravings shall be procured by the Superintendent of Printing, under the direction and supervision of the Committee on Printing of the house ordering the same.

Superintendent annually to prepare estimates.

SEC. 9. *And be it further enacted*, That it shall be the duty of the said Superintendent annually to prepare and submit to the Register of the Treasury, in time to have the same embraced in the annual estimates from that department, detailed estimates of the salaries, amount to be paid for wages, engraving, binding, materials, and for any other necessary expense of said printing establishment for the second year. And the said Superintendent shall also, on the first day of the meeting of each session of Congress, or as soon thereafter as may be, report to Congress the exact condition of the public printing, binding, and engraving; the amount and cost of all such printing, binding, and engraving; the amount and cost of all paper purchased for the same; a statement of the several bids for materials, and such further information as may be within his knowledge in regard to all matters connected therewith.

To report to Congress.

SEC. 10. *And be it further enacted*, That neither the Superintendent

Superintendent, &c., not to be interested directly or indirectly, &c.

nor any other officer to be appointed under this act shall, during his continuance in office, have any interest, direct or indirect, in the publication of any newspaper or periodical, or in any printing of any kind, or in any binding or engraving, or in any contract for furnishing paper or other material connected with the public printing; and any violation of this

Penalty.

section shall subject the party offending, on conviction before any court of competent jurisdiction, to imprisonment in the penitentiary for a term of not less than one, nor more than five years, and to a fine of five hundred dollars.

Collusion of Superintendent.

SEC. 11. *And be it further enacted*, That if the said Superintendent shall corruptly collude with any person or persons furnishing materials or bidding therefor, or with any other person or persons, or have any secret understanding with him or them, by himself or through others, to defraud the United States, or by which the government of the United States shall be defrauded or made to sustain a loss, contrary to the true intent and

How punished.

meaning of this act, he shall, upon conviction thereof before any court of competent jurisdiction, forfeit his office and be subject to imprisonment in the penitentiary for a term of not less than three, or more than seven years, and to a fine of three thousand dollars.

APPROVED, June 23, 1860.

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k. SENATE DEBATE	- CONG. GLOBE, 40th Cong., 3d Sess. 1861 (1869), no relevant debate.	179
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III.

Act of Mar. 3, 1869, ch. 121, 15 Stat. 283,
H.R. 1672, 40th Cong., 3d Sess. (1869)

a. HOUSE HEARING - No hearings available.

b. HOUSE REPORT - No report available.

c. HOUSE DEBATE - CONG. GLOBE, 40th Cong., 3d Sess. 429 ff (1869). No debate pertaining to the establishment of a superintendent of public documents within the Department of Interior.

d. SENATE BILL - H.R. 1672, 40th Cong., 3d Sess. 25-26 (Feb 27, 1869), referred to the Committee on Appropriations.

AN ACT

Making appropriations for the legislative, executive, and judicial expenses of the government for the year ending the thirtieth of June, eighteen hundred and seventy.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums be, and the same are hereby, appropriated, out of any money in the treasury not otherwise appropriated, for the objects hereinafter expressed, for the fiscal year ending the thirtieth of June, eighteen hundred and seventy, namely:

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595 INCIDENTAL AND CONTINGENT EXPENSES—
596 DEPARTMENT OF THE INTERIOR.
597 Office of the Secretary of the Interior:

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; and the Secretary of the Interior shall appoint a superintendent of public documents, at a salary of twenty-five hundred dollars per year, who shall be charged with the duty of packing, distributing, collecting, arranging, classifying, and preserving such documents, and compiling and supervising the Biennial Register, but the whole amount to be expended for said purposes, including the pay of said superintendent, shall not exceed the said sum of six thousand five hundred dollars; and the said Secretary of the Interior is hereby directed to procure and assign suitable rooms for such journals and documents in the Department of the Interior.

e. SENATE HEARING - No hearings available.

f. SENATE REPORT - No report available.

g. SENATE BILL - H.R. 1672, 40th Cong., 3d Sess. (Mar. 1, 1869) reported by Mr. Morrill from the Committee on Appropriations. The section on establishing a superintendent of public documents within the Dept. of Interior is identical to that section of the bill as referred to the Committee on Appropriations (Feb. 27, 1869). See pp. 178-79.

h. SENATE DEBATE - CONG. GLOBE, 40th Cong., 3d Sess. 1773 ff (1869). No debate pertaining to the superintendent of public documents.

i. CONFERENCE REPORT - An unnumbered report printed in CONG. GLOBE, 40th Cong., 3d Sess. 1858-59 (1869). No comments pertaining to the superintendent of public documents.

j. HOUSE DEBATE - CONG. GLOBE, 40th Cong., 3d Sess. 1858 (1869). No comments pertaining to the superintendent of public documents.

k. SENATE DEBATE - CONG. GLOBE, 40th Cong., 3d Sess. 1861 (1869). No comments pertaining to the superintendent of public documents.

1. STATUTES AT LARGE - 15 Stat. 292.

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CHAP. CXXI. — *An Act making Appropriations for the Legislative, Executive, and Judicial Expenses of the Government for the Year ending the thirtieth of June, eighteen hundred and seventy.* March 3, 1869.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums be, and the same are hereby, appropriated, out of any money in the treasury not otherwise appropriated, for the objects hereinafter expressed, for the fiscal year ending the thirtieth of June, eighteen hundred and seventy, namely: Legislative, executive, and judicial expense appropriation.

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Incidental and contingent Expenses — Department of the Interior. — Office of the Secretary of the Interior: Incidental and contingent expenses.

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which have not been disposed of according to law, and for compiling and supervising the biennial register, six thousand five hundred dollars; and the Secretary of the Interior shall appoint a superintendent of public documents, at a salary of twenty-five hundred dollars per year, who shall be charged with the duty of packing, distributing, collecting, arranging, classifying, and preserving such documents, and compiling and supervising the biennial register, but the whole amount to be expended for said purposes, including the pay of said superintendent, shall not exceed the said sum of six thousand five hundred dollars; and the said Secretary of the Interior is hereby directed to procure and assign suitable rooms for such journals and documents in the Department of the Interior.

Biennial register.

Superintendent of public documents to be appointed.

Pay, &c.

Rooms.

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l. HOUSE DEBATE	- 4 CONG. REC. 4755-57 (1876), no relevant comments.	220
m. SENATE DEBATE	- 4 CONG. REC. 4721-22 (1876), no relevant comments.	220
n. STATUTES AT LARGE	- 19 Stat. 102.	220

IV.

Act of July 31, 1876, ch. 246, 19 Stat. 102,
H.R. 3749, 44th Cong., 1st Sess. (1876)

a. HOUSE BILL - H.R. 3749, 44th Cong., 1st Sess. (June 20, 1876) reported by Mr. Randall from the Committee on Appropriations.

A BILL

Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and seventy-seven, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums be, and the same are hereby, appropriated, for the objects hereinafter expressed, for the fiscal year ending June thirtieth, eighteen hundred and seventy-seven, namely:

HOUSE OF REPRESENTATIVES.

The following sums are hereby appropriated to pay the widows of late members of the present Congress, in

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PUBLIC PRINTING AND BINDING.

OFFICE OF THE CONGRESSIONAL PRINTER.—For the Congressional Printer, three thousand six hundred dollars; three clerks, at one thousand six hundred dollars each, four thousand eight hundred dollars; one clerk, one thousand three hundred dollars; one clerk, to keep accounts of Congressional Record, one thousand two hundred dollars; messenger, eight

hundred and forty dollars; in all, eleven thousand seven hundred and forty dollars.

For contingent expenses, office of Congressional Printer, namely: For stationery, postage, advertising, traveling expenses, horses and wagons, and miscellaneous items, two thousand five hundred dollars.

For the public printing, for the public binding, and for paper for the public printing, including the cost of printing the debates and proceedings of Congress in the Congressional Record, one million one hundred and fifteen thousand seven hundred and thirty-seven dollars and fifty cents, as follows, namely:

For wages of persons employed in the public printing, one hundred and ninety thousand nine hundred and twenty-nine dollars and seventy-five cents; for materials for the same, fourteen thousand five hundred and seventy dollars; for paper, one hundred and sixty-three thousand dollars; in all, three hundred and sixty-eight thousand four hundred and ninety-nine dollars and seventy-five cents.

For wages of persons employed in the public binding, thirty-six thousand nine hundred and thirty-three dollars and twenty-five cents; for materials for the same, twenty-four thousand two hundred and ninety-nine dollars and fifty cents; for lithographing, ten thousand dollars; in all, seventy-one

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thousand two hundred and thirty-seven dollars and seventy-five cents.

For printing and binding for the State Department, fifteen thousand dollars; for the Treasury Department, one hundred and eighty thousand dollars; for the War Department, seventy-two thousand dollars; for the Navy Department, thirty-nine thousand dollars; for the Interior Department, one hundred and thirty-five thousand dollars; for the Agricultural Department, nine thousand dollars; for the Department of Justice, six thousand dollars; for the Post-Office, one hundred and five thousand dollars; for the Congressional Library, fifteen thousand dollars; in all, five hundred and seventy-six thousand dollars.

For debates and proceedings of Congress, one hundred thousand dollars: *Provided*, That from and after the passage of this act it shall be the duty of the Government Printer to pay no greater price for labor performed by printers, bookbinders, and other employees in the Government Printing-Office for each hour's work or piece-work than the average price paid for an hour's work or for piece-work of the same description in the cities of New York, Philadelphia, and Baltimore; nor shall it be lawful for him to employ any workmen not thoroughly skilled in their respective branches of industry, as shown by a trial of their skill under his direction; and whenever it becomes necessary for the Gov-

ernment Printer to make purchases of materials not already due under contracts, he shall prepare a schedule of the articles required, showing the description, quantity, and quality of each article, and shall invite proposals for furnishing the same, either by advertisement or circular, as the Joint Committee on Public Printing may direct, and shall make contracts for the same with the lowest bidder, making a return of the same to the Joint Committee on Public Printing, showing the number of bidders, the amounts of each bid, and the awards of the contracts.

That so much of all laws or parts of laws as provide for the election or appointment of Congressional Printer or Public Printer be, and the same are hereby, repealed, to take effect on the thirtieth day of June, eighteen hundred and seventy-six; and the President of the United States shall appoint, by and with the advice and consent of the Senate, a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing-Office from and after the day aforesaid; he shall be called the "Government Printer," and shall be vested with all the powers and subject to all the restrictions pertaining to the officer now known as the Congressional Printer; he shall give bond in the sum of one hundred thousand dollars for the faithful performance of the duties of his office, said bond to be approved by the Secre-

tary of the Interior; and he shall receive a salary at the rate of three thousand and five hundred dollars a year.

That so much of section three thousand eight hundred and twenty-six of the Revised Statutes as provides that all advertisements, notices, and proposals for contracts for all the Executive Departments of the Government, and the laws passed by Congress, and Executive proclamations and treaties, shall be advertised by publication in three daily papers published in the District of Columbia, be, and the same is hereby, amended to limit such publication hereafter to two daily newspapers, published in said District, one of which shall be selected by the Joint Committee on Printing on the part of the Senate and one by the Joint Committee on Printing on the part of the House of Representatives: *And provided further*, That all acts and parts of acts inconsistent herewith be, and the same are hereby, repealed.

For printing and binding the laws of the eighth session of the legislative assembly of the Territory of Idaho, two thousand one hundred and twenty-eight dollars, the same to be drawn, expended, and accounted for by the secretary of said Territory.

b. HOUSE HEARING - No hearing available.

c. HOUSE REPORT - No report available.

d.HOUSE DEBATE - 4 CONG. REC. 3993-4003,4089-90 (1876).

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The Clerk resumed the reading of the bill, and read as follows:

PUBLIC PRINTING AND BINDING.

Office of the Congressional Printer:

For the Congressional Printer, $3,600; three clerks, at $1,600 each, $4,800; one clerk, $1,200, one clerk to keep accounts of CONGRESSIONAL RECORD, $1,200; messenger, $840; in all, $11,740.

Mr. VANCE, of Ohio. In line 83 I move to strike out all after the word "dollars" down to the word "messenger" in line 84, as follows: "one clerk to keep accounts of the CONGRESSIONAL RECORD, $1,200." This matter is provided for in line 123, which makes an appropriation for the printing of the debates and proceedings of Congress, and it is unnecessary in this place.

The question was taken on the amendment, and it was agreed to.

Mr. FOSTER. I move to strike out the last word for the purpose of calling the attention of the chairman of the Committee on Appropriations to the fact that there is no appropriation made here whatever for the printing necessary for the Supreme Court and the Court of Claims.

Mr. RANDALL. Both of those items will be provided for in the proper place. The chairman of the Committee on Printing will offer an amendment, placing one at $10,000 and the other at $5,000.

Mr. FOSTER. Certainly; then I withdraw the *pro forma* amendment.

Mr. RANDALL. The gentleman from Ohio will remember that the estimates for this work were sent to the Committee on Appropriations and by them referred to the Committee on Printing. For some reason the Committee on Printing did not report them back to the Committee on Appropriations.

The Clerk resumed the reading of the bill, and read as follows:

For printing and binding for the State Department, $15,000; for the Treasury Department, $180,000; for the War Department, $72,000; for the Navy Department, $30,000; for the Interior Department, $135,000; for the Agricultural Department, $9,000; for the Department of Justice, $6,000; for the Post-Office Department, $105,000; for the Congressional Library, $15,000; in all, $576,000.

Mr. VANCE, of Ohio. I offer the following amendment to the clause just read:

Insert the following:

For the Supreme Court of the United States, $10,000: *Provided*, That the record in all cases in which the Government is not a party shall be printed at the expense of the parties thereto.

For the Court of Claims, $5,000: *Provided*, That the records for the claimants in said courts shall be printed at the cost of such claimants: *And provided further*, That the clerk of the Supreme Court and the clerk of the Court of Claims shall administer such oaths to private printers who shall execute such work as said courts may deem necessary.

Mr. LYNDE. I move to amend that amendment by striking out $10,000 for the printing of the Supreme Court and inserting in lieu thereof $20,000, and by striking out $5,000 for the Court of Claims and inserting $10,000.

Mr. Chairman, for several years past, last year certainly—I have not looked back to the time before that, before last year—$25,000 was appropriated for printing for the Supreme Court, and I think that $20,000 is as small a sum as can possibly answer the purpose for the printing for that court. Every case presented is printed, and the decisions of the court are printed on slips, and they dispose of three hundred cases per year, and the printing of those decisions alone has amounted to over $10,000; at ordinary rates $20,000 is as low a sum as I think they can possibly get along with.

The appropriation last year for the Court of Claims was $10,000. Every case presented to that court and the testimony in the case must be printed for the court, and $10,000 is not more than is needed for that purpose.

We certainly are desirous of placing no obstacle in the way of a proper administration of justice in these courts. I would be glad, indeed, if we could get along with the sum named by the chairman of the Committee on Printing; but I am satisfied that we cannot.

Mr. VANCE, of Ohio. From an examination made of this subject during the past winter I am satisfied that the necessary printing for the Supreme Court, for which the United States should pay, can be done for the sum of $10,000. The same examination satisfies me thoroughly that $5,000 will pay for the printing of all the records and other matters required by the Court of Claims. I am supported in that opinion by a conversation had to-day with one of the gentlemen connected with that court.

Mr. REAGAN. I move to strike out the last word for the purpose of inquiring if it is not true that private litigants have to pay for printing their records?

Mr. LYNDE. Parties litigant in the Supreme Court have never been taxed for the printing of their cases; they are only taxed for the copy which is given by the clerk to the Printer, but they have never been taxed for printing the cases.

Mr. REAGAN. I desire to say that in a case which I tried lately in the Supreme Court I was charged $200 for printing the record of the case.

The question was taken upon the amendment of Mr. LYNDE to the amendment of Mr. VANCE, of Ohio; and upon a division there were—ayes 47, noes 66.

No further count being called for, the amendment was declared to be rejected.

Mr. McCRARY. I ask that the amendment be again read, in order that I may fully understand the purpose of the provisos.

The Clerk read the amendment, as follows:

For the Supreme Court of the United States, $10,000: *Provided*, That the record in all cases in which the Government is not a party shall be printed at the expense of the party thereto; for the Court of Claims, $5,000: *Provided*, That the records for claimants in said court shall be printed at the cost of such claimants: *And provided further*, That the clerk of the Supreme Court and the clerk of the Court of Claims shall administer such oaths to private printers who may execute such work as such courts may deem necessary.

Mr. REAGAN. Why is that proviso put in, it being true that suitors must deposit money for the printing of their records?

Mr. RANDALL. This amendment comes from the Committee on Printing, and the chairman of that committee will state the reason for it.

Mr. VANCE, of Ohio. It appears that this matter has not been clearly defined in the past, and the object of this amendment is to make it clear and distinct.

Mr. McCRARY. I desire to say a word in favor of striking out the two provisos, and I move to amend the amendment to that extent. I do not understand that the practice now is that private parties shall pay for the printing of the records in cases taken to the Supreme Court. There is no law and no rule of that kind that I know anything about. I have no kind of doubt but that the adoption of these provisos will work a very great hardship, almost an entire prohibition upon taking a great many cases to the Supreme Court. The cost of printing the record is often a very large item of expense, and if the litigant happens to be a poor man, it may well happen that he will be wholly unable to pay the expense of this printing.

This printing is for the benefit of the court. It is as much a matter of public printing which ought to be paid out of the Treasury of the United States as the printing of the bills that are on file to-day on our desks. It is not for the litigant; it is not for the convenience of the litigant; it is to enable the Supreme Court of the United States, one of the departments of this Government, to discharge its duties and transact its business with reasonable facility and within a reasonable time. To put the cost of this printing, which is in every sense of the word public printing, for the benefit of the public in the cause of the speedy administration of justice—to put the cost of this printing upon the litigants who go to that court is an injustice and a hardship, a departure from the practice which has heretofore prevailed in that court. I hope that the provisos will be stricken out.

Mr. REAGAN. I desire to ask the gentleman from Iowa [Mr. McCRARY] if he has had occasion to file records upon appeal to the Supreme Court of the United States?

Mr. McCRARY. I have.

Mr. REAGAN. Have not litigants in those cases been obliged to deposit money for the printing of the records?

Mr. McCRARY. There is a fee, I believe, for one copy of the record, but there is no requirement of the law and no rule of the court which requires the litigant to pay the cost of the printing.

Mr. REAGAN. Not having examined the law, I will state a single item of personal experience. In taking a case to the Supreme Court last fall I was notified by the clerk of the circuit court that before the case could be filed it would be necessary for me to deposit with the clerk of the Supreme Court $200 to pay for printing the record. The record remained here for some time before it was filed, and I had to bring that money and deposit $200 to pay for printing the record before the clerk of the Supreme Court would file the papers.

Mr. McCRARY. The gentleman from Texas [Mr. REAGAN] must have been improperly advised.

Mr. REAGAN. I was first notified by the clerk of the circuit court, and next by the clerk of the Supreme Court.

Mr. McCRARY. The amount usually deposited, $250, is to cover the costs, not simply to pay for the printing.

Mr. REAGAN. No, sir.

The CHAIRMAN. Debate is exhausted upon the amendment to the amendment.

Mr. REAGAN. I move to strike out the last word. I say that I am not mistaken. The office of the Supreme Court is not far from here; and any gentleman who will take the trouble to go there will find that he cannot have his transcript filed unless he pays the money for printing at the time of filing it. In the case which I have already mentioned the party was a very poor man, and he was put to some trouble to raise the money for printing that record.

The question being taken on the amendment of Mr. McCRARY, it was agreed to.

The question then recurred on the amendment of Mr. VANCE, of Ohio, as amended.

Mr. FOSTER. Now, the amount ought to be increased. I move to amend by making it $18,000 for the Supreme Court.

The amendment of Mr. FOSTER was not agreed to.

The amendment of Mr. VANCE, of Ohio, as amended, was agreed to.

Mr. BALLOU. I move to amend, as follows:

At the end of line 122, add the following:

Provided, That any surplus in either the appropriations for printing or for binding may, if necessary, be applied to meet any deficiency in the other branch of the work.

Mr. Chairman, I will explain the object of this amendment, which perhaps would have been more appropriate at the end of line 111. The amounts expended for printing and binding vary considerably, so that, a definite sum being appropriated for each, it may happen that with respect to one class of work the whole appropriation may be expended, while as to the other a large balance may remain. Without some amendment of this kind the work of either class must stop as soon as the appropriation for that specific work is exhausted. The object of the amendment is that if any portion of the appropriation for printing or for binding should remain it may be used for either class of work in which there may be a deficiency.

Mr. RANDALL. That amendment destroys, as to money which may be expended for public printing, the responsibility which should attach to each Department. I think that the amounts have been carefully considered by the Committee on Printing, guided by past experience. I hope, therefore, that the amendment will not prevail.

The amendment was not agreed to.

Mr. MILLER. I desire to ask a question of the chairman of the committee; and for the purpose of doing so I move to strike out the last word. I notice that in this section there is appropriated for printing for the Agricultural Department $9,000. I wish to inquire whether that is supposed to be sufficient for printing the annual report of the Commissioner of Agriculture?

Mr. VANCE, of Ohio. That is not provided for in this paragraph; it is provided for elsewhere.

Mr. MILLER. Is it provided for in another bill? Will the chairman of the committee give us the information?

Mr. RANDALL. It is provided for elsewhere.

Mr. MILLER. In this bill?

Mr. RANDALL. It is provided for in the various items of this bill.

Mr. MILLER. The appropriation to which I refer is for printing for the Agricultural Department, and this would seem to be the proper place to provide for printing that report.

Mr. RANDALL. This is intended to cover the expenses of blanks, letter-heads, books for keeping accounts of the Department, seed-labels, &c. The printing of the monthly reports and the general annual report is provided for in various amounts in other places; for instance, in the appropriations for wages, and for binding, and various other items which have preceded this item. This appropriation relates to the printing required by the Department for the transaction simply of the Bureau business.

Mr. MILLER. I understand that last year in this very place—in the appropriation for printing for the Agricultural Department—$75,000 was appropriated. I am so informed by a member of the last House. It is understood by some gentlemen around me that it is not the intention to print the annual report of the Commissioner of Agriculture. If that is so, we wish to understand it.

Mr. FOSTER. It has been stated by the gentleman who just occupied the floor [Mr. MILLER] that it is not the intention to print the Agricultural Report. I call upon the chairman of the Committee on Printing to state whether that is a fact.

Mr. RANDALL. I believe that some further legislation is required by both branches of Congress before the Agricultural Report can be printed.

Mr. FOSTER. We want to understand that.

Mr. VANCE, of Ohio. I will state for the information of gentlemen that it requires concurrent action of the two Houses to print the Agricultural Report. This appropriation, as I understand it, is designed to be under the control of the head of that Department for the printing expenses of the Bureau. He certainly has no authority to print his annual report out of this appropriation, and it has not been done in that way.

Mr. HARRISON. I move to strike out the last word, in order that I may read a paragraph from last year's report.

It says here, for the Agricultural Department, $15,000. There was no $75,000.

Mr. FORT. There was a special provision put in.

Mr. HARRISON. This is last year's bill.

Mr. HURLBUT. On that I should like to know explicitly from the committee whether or not in the total amount given, page 5, $1,115,737.50 for printing, it is intended to include the printing of the Agricultural Report?

Mr. RANDALL. That embraces money enough to print more than we expect to have done during the entire year. If Congress shall see fit to be excessive in ordering printing, of course there will be a deficiency. But I think that will not be the case. I believe this Congress will not order an excessive amount of printing.

Mr. HURLBUT. Has the committee estimated in that sum for printing the Agricultural Report or not?

Mr. RANDALL. We put in that amount, $1,115,737.50, what we believe to be sufficient to print everything Congress shall order.

Mr. FORT. As I understand it the provisions made in this bill are only sufficient for the printing of the usual number of Agricultural Reports to be distributed by the Department of Agriculture, but not for the purpose of the printing of Agricultural Reports to be distributed generally by members of Congress. If we desire to print enough Agricultural Reports for general distribution among the people by members of Congress, of course we should provide for it here.

Mr. RANDALL. O, no; this is enough for everything. This Congress so far has not been extravagant in ordering the printing of books.

The CHAIRMAN. This debate is all out of order, not even a formal amendment being pending.

Mr. FORT. Other gentlemen have been debating it.

The CHAIRMAN. But on amendments on which debate is now exhausted.

Mr. FORT. I move to strike out the last word.

The CHAIRMAN. That has been offered now three times.

Mr. FORT. Then I move to strike out all of it. [Laughter.] If the gentleman comes to make a calculation he will find that the appropriation last year provided for enough Agricultural Reports to be distributed by the Commissioner of Agriculture to his correspondents. He has his correspondents in every county. He has those to whom he sends his reports. But you will find not one single report will be delivered to members of Congress to be distributed by them under the appropriation here made; and it is a question the House might as well understand now as at any other time. If they wish to have the report distributed by the Commissioner of Agriculture, all right; but if they wish to have several hundred thousand printed for distribution by members of Congress among the people, then it will take $75,000 or $80,000 to do it.

The CHAIRMAN. Does the gentleman withdraw his motion to strike out?

Mr. FORT. I do.

The CHAIRMAN. Without objection the Chair will instruct the Clerk to insert in line 122, instead of $576,000, $591,000, so as to include the $10,000 for the records of the Supreme Court and $5,000 for the records of the Court of Claims, inserted by vote of the committee in order to make the summing up correct.

Mr. RANDALL. Certainly; let that be done.

There was no objection.

The Clerk read as follows:

For debates and proceedings of Congress, $100,000: *Provided*, That from and after the passage of this act it shall be the duty of the Government Printer to pay no greater price for labor performed by printers, book-binders, and other employés in the Government Printing Office for each hour's work or piece-work than the average price paid for an hour's work or for piece-work of the same description in the cities of New York, Philadelphia, and Baltimore; nor shall it be lawful for him to employ any workmen not thoroughly skilled in their respective branches of industry, as shown by a trial of their skill under his direction; and whenever it becomes necessary for the Government Printer to make purchases of materials not already due under contracts, he shall prepare a schedule of the articles required, showing the description, quantity, and quality of each article, and shall invite proposals for furnishing the same, either by advertisement or circular, as the Joint Committee on Public Printing may direct, and shall make contracts for the same with the lowest bidder, making a return of the same to the Joint Committee on Public Printing, showing the number of bidders, the amounts of each bid, and the awards of the contracts.

Mr. MUTCHLER. I move to amend by striking out all after the last word in line 125 to and including the word "to" in line 131, and by striking out the word "any" in line 131 and inserting the word "no" in lieu thereof.

The provision in the bill is intended to reduce the compensation paid to employés of the Government Printing Office, or rather to regulate that compensation by what is paid to similar employés in the cities of New York, Philadelphia, and Baltimore. I am informed, Mr. Chairman, that if this paragraph becomes a law the wages of the employés of the Government Printing Office will be reduced from 30 to 40 per cent. This reduction is a direct contravention of the policy adopted by the Committee on Appropriations in all the appropriation bills which have been before the House. The rule laid down by the committee and acted on by this House was to reduce all salaries above $1,200 10 per cent. That rule was adhered to except in two cases. No one receiving a salary less than $1,200 had his compensation interfered with by any legislation which has taken place on any appropriation bill in this House. I say this is making a distinction between the clerical force of the Government and the mechanical force of the Government. The latter, when it has performed honest labor, receives less than $1,200 a year. There are few in the Government Printing Office who receive that amount of compensation.

Yet this amendment is intended to reduce them still further than the clerical force has been reduced. There are good reasons, Mr. Chairman, why that should not be done, and there are good reasons why their compensation should not be compared with the compensation of similar workmen in the cities of Baltimore, New York, and

Philadelphia. It is well known to all of us that the expense of living here is much higher than it is in those cities. It is also known to us that the persons employed in the Government Printing Office do not get steady work. They are only employed when the work is furnished to them by the Departments and the two branches of Congress.

This paragraph proposes that they shall not receive any more by the hour than the average price paid for an hour's work in the cities

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of New York, Philadelphia, and Baltimore. Now, in this District they labor but eight hours a day; whereas in the other cities named they work from ten to fifteen hours. Therefore if their wages——

[Here the hammer fell.]

Mr. DUNNELL. I trust that the amendment introduced by the gentleman from Pennsylvania will be adopted by the committee. I wish to ask the attention of the committee to some facts additional to those which have been so well presented by the gentleman who has introduced the amendment.

It will be recollected that in the last Congress the same attempt was made to reduce the pay of these Government printers. That attempt was not successful, as I hope this will not be. It ought not to be forgotten that these Government printers are here in Washington, a very large proportion of them with families dependent upon them for support. It is proposed by this bill to reduce their pay from $4 a day to $2.40. The average pay in the cities cited in the bill is about $18 a week. That will give about $70 a month, or in that neighborhood. Here is a very large reduction.

These are Government employés, and they ought to enjoy the benefit of the eight-hour law as much as any other class of Government employés. These men are compelled to be at their places promptly on time and to remain all the time that is allowed them to work, while at the same time they have not the privileges which the other employés of the Government have here in Washington. They have no holidays. They have no privilege at all, but are compelled to work every day. And it is now proposed in the presence of these other employés of the Government who work but six, seven, and eight hours—it is proposed to compel them absolutely to work ten hours a day in order to get the same compensation. There is no use in denying the fact that it is more expensive to live here than it is to live in the cities which are named in this paragraph.

The amendment should be adopted. If the paragraph is passed without amendment it will make an invidious distinction between this class of men and the other employés of the Government.

It will be noticed further down in this bill that the Public Printer is required to employ only those who are thoroughly skilled. Now, it is proposed to require the Public Printer to employ only skilled workmen and in the same bill you reduce their pay from $4 a day down to $2.40.

Gentlemen on the other side of the House have talked in the interest of the laboring-man, in the interest of those who are compelled to work. If there be anywhere a class of men in the employ of this Government who earn all the money they get, and earn it faithfully, it is these men who work in the Public Printing Office. [Applause in the galleries.] And it is known, Mr. Chairman, that there are periods when they are without work. They are then compelled to do without work. And in this instance it will be an act of clear injustice to attempt a reduction of the pay of this class of workmen far beyond the reduction meted out to any other class of Government employés.

Mr. VANCE, of Ohio. The Government Printing Office is paying to-day sixty cents per thousand ems and fifty cents per hour, or at the rate of $4 per day—$24 per week—for type-setters and certain other employés in the office. At the same time men equally skilled in their profession, who have spent just as many years in learning the art of printing and binding, are working in the city of Washington at fifty cents per thousand ems, or forty cents per hour. Now, I have yet to learn that this Congress ought to pay more for labor in the Public Printing Office than is paid to equally skilled labor elsewhere in the city of Washington. It should not make a discrimination between workmen of equal skill.

The argument is advanced that there is not steady work there. This matter of steady work depends entirely upon the Congressional Printer. He can say whether or not men shall have steady work, and need not employ in his office more men than are necessary. I know that at various times of the year he is much crowded with work; but at those times, in the exercise of that good judgment and discretion that should belong to an officer of the Government having such vast responsibilities on his hands, he should call to his aid extra help. And when that is done he should let that help go and keep the regular hands in his employment.

I say it is setting a bad example all over the nation to have this Government pay more than private employers; to make itself a close corporation and to regulate prices of labor not only here but elsewhere. A few minutes since I heard a gentleman say in a casual remark that it was difficult to ascertain what was paid in New York, Baltimore, and Philadelphia. It is not at all difficult to tell. The average price can be obtained at any time within an hour. And further, if these gentlemen are not satisfied with what wages they get there, it is very easy for them to resign and give their places to others who understand the business perfectly as well as they do and who would be glad to get them.

Mr. LUTTRELL. Have not many of these printers here wives and families to support?

Mr. RANDALL. Do not Philadelphia printers have wives and families too?

Mr. VANCE, of Ohio. The want of employment at particular times is no more here than elsewhere. That matter can be most thoroughly and perfectly regulated.

Mr. MUTCHLER. Is it not a fact that the Government printers here in Washington have to pay more for their subsistence than printers who live elsewhere?

Mr. VANCE, of Ohio. I think not.

Mr. RANDALL. No, sir; I think I can live as cheaply here as I can in Philadelphia.

[Here the hammer fell.]

Mr. RANDALL. I move to strike out the last word.

This is not a new question. It has often before been agitated in Congress.

The Committee on Appropriations inserted this proposition at the instance of the Committee on Printing; but I do appeal to this House that when they come to vote upon this question they will decide it upon its merits, and not in consequence of applause in the galleries, or disagreement, or reflection from the galleries, or from any organized body whatever. I say here with great regret that I see an effort made to control action on this floor by applause in the galleries.

Now, sir, this proposition is either right or wrong, and it suggests to my mind one single proposition, and that is whether the Government should go into cities, into the walks of life, and employ printers at the same rates that private citizens employ them in private establishments. Is there any valid reason why men should be paid more by the Government than is paid by the owners of private printing establishments in the very city where we have this Government Printing Office?

Mr. PHILLIPS, of Kansas. Will the gentleman yield to me for a moment?

Mr. RANDALL. Yes, sir.

Mr. PHILLIPS, of Kansas. It is not true that the printers of New York, Philadelphia, and Baltimore work all the year around, and thus receive a larger compensation than the printers here do?

Mr. RANDALL. Is it not also true that these printers here can seek employment in those cities when they are idle here, and is it not also true that printers from those cities seek employment in the Government Printing Office?

Now, these things regulate themselves on the principle of the law of supply and demand. When there is a demand here the printers come here. When there is no demand here they go elsewhere.

I have had applications from printers in my own city to obtain employment here, and when they did not get employment here they would go back to Philadelphia and seek employment there. But I rose more particularly to express my hope that in the treatment of this question the House will not be swayed in its judgment by popular applause in the galleries.

Mr. HOSKINS. For one I am in full accord with the gentleman who offered the amendment to strike out so much of the proviso as reduced the pay of the Government printers. It has been the policy of this Congress, through the action of the Committee on Appropriations, to reduce all salaries at the rate of 10 per cent. where the salaries were above $1,200 per year. These Government printers are now receiving less, or at least not more, than $1,200 a year. They are now receiving at the rate of $24 per week, and, counting three hundred working days in the year, which is as much as any Government printer can be expected to work, the salary paid to the printers is only $1,200 a year. The proposition of the Committee on Appropriations is to reduce the compensation of every printer in the Government Printing Office who now receives a compensation of $24 a week to an annual compensation of $750. These Government printers are men who are fixtures here in the city of Washington, as much so as any clerk in a Department, with wives and families; and I appeal to every gentleman on the floor if any man with a family to support can live in the Government employ at $750 a year. The law fixes the hours of labor at eight hours a day, and the committee propose to pay these printers the average compensation paid to printers in the cities of New York, Philadelphia, and Baltimore. The hours of labor in those cities are ten hours a day, and compositors receive on an average about $19 a week for ten hours' service per day, which is $76 per month; and you propose to make the daily compensation of these printers at $2.50 a day, which, calculated at the rate of three hundred laboring days in the year, makes the compensation $750 a year.

Now, every clerk in the Departments has thirty days to himself in the shape of a holiday or vacation annually; but the Government

printers are not entitled to one hour's vacation.

It is very well known that when a clerk is sick for a day or a week his salary goes on. But when a Government printer goes to his case in the morning five minutes late, one hour is deducted from his day's pay.

I say to gentlemen here that it is not a fair comparison to make between this city and other cities. Everybody knows that this is not a city of manufactures, commerce, or trade. Its population is made up almost entirely of Government employés. Every man on this floor knows that both in regard to these employés and to members of Congress the prices which must be paid here for everything are such as tend to increase the amount required for their support. This is not like other cities, not like any other city on the face of the continent. The price of living in every respect, either of a member of Congress or a Department clerk, is higher here than in the city of Baltimore or in other cities.

[Here the hammer fell.]

The CHAIRMAN. The time of the gentleman has expired.

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Mr. HOSKINS. Allow me a moment more.

Mr. KELLEY. I desire to say a few words.

Mr. RANDALL. I call for a vote on the amendment.

Mr. KELLEY. I move to strike out the last two words.

Mr. RANDALL. I move that the committee rise.

Mr. BANKS. For what purpose?

Mr. RANDALL. I desire to have debate closed on this amendment.

Mr. BANKS. We do not want it closed; you have had your talk, let us have ours.

The motion that the committee rise was not agreed to.

Mr. KELLEY. Before proceeding to the discussion of the question, I desire to say that I concur with my colleague, the chairman of the Committee on Appropriations, [Mr. RANDALL,] in what he has said about the action of the galleries. It is always improper, and on a local question like this peculiarly so.

I was a little amused at the comparison made between the wages paid printers in the Government Printing Office and the wages paid "in the town of Washington" somewhere—the Government Printing Office, the finest printing office in the world, that establishment in which precise printing can be the most quickly done of any establishment in the world. I had occasion recently to have some pages of the French tariff set up, in which were the most minute fractions. There is no other establishment that I know of in this country that could have put that up, or, having the material, could have put it up in a week. Yet in the Government Printing Office it was put up during the night after the copy was left there. The words that will be uttered latest here to-night will be well printed and laid upon our desks to-morrow morning.

The very proviso of this amendment requires that none but first-class workmen, who shall have proved their skill under observation, shall be employed in the Government Printing Office. Yet their wages are to be compared to the wages of compositors who set up the type for a village newspaper "in the town of Washington." [Laughter.] I protest against settling this great question by any such comparisons as these.

Sir, if the eight-hour law is to be repealed, let it be done by express statute, and not in this left-handed way; for this is a virtual repeal of the eight-hour law as to printing in the District of Columbia. No, gentlemen, if we are ready to repeal that law, let us do it in terms. Who will make the motion? Not I, sir; not I.

Would you regulate the wages of these skilled workmen by the wages of workmen in Boston, New York, and Philadelphia, in a time of depression unparalleled in our history, when skilled workmen seek a refuge in the house of correction; when thousands are unemployed and will work for the fifty cents a day they get in Washington, (I think that was the statement, or perhaps it was fifty cents for a thousand ems, or something of that sort;) a time when men to keep shelter over wife and children—or, as I know some skilled workmen living in this very city now, to give them bread and sirup twice a day seven days in the week. Who shall go forth on behalf of this Government and learn how cheaply these men will work, and to say that what their necessities will compel them to take shall be the wages of the most skilled printers of the world in the Government Printing Office?

[Here the hammer fell.]

Mr. HEREFORD. I feel a little surprised at the remarks that have just fallen from the lips of my friend from Pennsylvania [Mr. KELLEY] who has just taken his seat. He announced the other day to this House that in a certain city in the State of Indiana there were some fourteen thousand workmen, out of twenty-six thousand, I believe, who were living upon garbage. Yet to-night he tells us that you must give men more than $1,000 or $1,200 a year that they may live here. He says that to-day there are fourteen thousand people in Indianapolis living upon garbage.

Mr. KELLEY. Not that; but what I told was the truth.

Mr. HEREFORD. He told us the other day that there were fourteen thousand people in Indianapolis living upon garbage.

Mr. KELLEY. I said that there were fourteen thousand people out of employment, and some of them living on garbage.

Mr. HEREFORD. He said there were 14,000 out of 26,000 who were thrown out of employment, and many of them were living upon garbage. Why? Because the people in this country are taxed to death.

During ten years past, as I had occasion to say the other day, $5,000,000,000 has been collected from the people; yet our debt is over $2,000,000,000. It is because the people are taxed to death. Yet when this Committee on Appropriations proposes to-night, as it has upon every occasion, to reduce those taxes, to prevent those men from "living upon garbage," my friend from Pennsylvania rises in his seat and says you must tax them more, although if you tax them more, still more will they "live upon garbage." I want them to have as fair and reasonable wages as men get throughout the length and breadth of this country. But I say to gentlemen on either side of the House when you go to your homes how many men and women do you find there who are "teaching the young idea how to shoot," who are teaching in your schools, and who would be glad to get $1,000 or $1,200 a year? Yet my friend from Pennsylvania, who is so much opposed to "garbage," says that is not enough.

Mr. KELLEY. Do you like garbage? [Laughter.]

Mr. HEREFORD. No, sir; I do not like "garbage." [Renewed laughter.] But I want to reduce the taxes of this country, so that one part of our people shall not be millionaires, while the others are eating "garbage." I want to equalize matters. That is my reason for opposing the amendment to increase the appropriation recommended by the committee.

[Here the hammer fell.]

Mr. KELLEY. I withdraw the formal amendment.

Mr. BANKS. I renew it. It seems to me that the just objection to this proposition in regard to the printers is that it undertakes to apply to them a rule which we do not apply to any other officers or employés of the Government. In regard to these men, we have sent out into other cities—Philadelphia, Baltimore, New York—to ascertain what shall be paid to officers and workmen of the Government here in Washington. We do not apply this test to any other class of public servants. We have never sent out into the city of Baltimore or Washington or New York to ascertain what men received there for such services as we perform here. We do not undertake to be guided by any such test in fixing our own pay.

In the city of Boston there was a bank cashier for whose pardon from imprisonment application was made not long since by every officer of the bank upon which he had committed a defalcation. But the defalcation was one which he confessed himself, which no one would have known if he had not admitted it. When he came to close his accounts he confessed to his employers what he had done. He was receiving a salary too meager to support himself and his family from day to day, and in order to save that family from hunger he abstracted funds of the bank, little by little, in amounts which nobody missed. When these men discovered what they had been paying this cashier in the city of Boston they all agreed in asking for his pardon.

Why do we not send to the city of Boston, the city of New York, or the city of Baltimore to ascertain what starving clerks are paid there, and why do we not intrust the interests of this Government to men who will work for the same compensation? We know that such a policy would not answer. It is not a rule that would succeed. The Government must have not only able and prompt men, but reliable men, men of integrity, such as the ordinary occupations and employments in which young men are engaged do not require.

What have these printers done that the gentlemen of the Committee on Appropriations should enter upon a hunt against them? If they have been applauding anybody here, certainly it is an indiscretion; but most of the gentlemen here get what little reputation they have from the applause of the galleries. [Laughter.] I have heard gentlemen say again and again that never at any previous session has the practice of the galleries applauding prevailed as it has at this; and certainly, in my twenty years' experience, I never saw men who liked it any better that the members of this House. [Laughter.]

Why should we adopt in reference to these printers a rule or method of regulating compensation different from that which is applied to all other officers? Is it because these men are workmen? Is it because they are mere laborers? Do the gentlemen of the Committee on Appropriations strike against these men because they are laborers, because they are workmen? Why, sir, they are officers of the Government as much as we are or as much as the officers of the Executive Departments. These printers are officers upon whose skill and fidelity the House is absolutely dependent for the correctness of its printed proceedings.

Now, let me call the attention of gentlemen to what other men have done: Thirty-six years ago Mr. Van Buren, as the head of the executive branch of the Government, set an example which since that time has never been disapproved by anybody. It was that the Government of the United States should cut down the time of labor from twelve

or fourteen hours a day. For thirty-six years that has been the wise rule of the Government of the United States, which has been adopted by every State and in almost every branch of private business.

[Here the hammer fell.]

Mr. SPRINGER. Mr. Chairman, I am very glad to learn that the gentleman from Pennsylvania [Mr. KELLEY] has on this occasion made one exception to the uniform rule of his life. As a member of Congress, so far as I have observed his career, he has always been the most devoted to the interests of his constituents of any of the members on this floor. But to-night I see that he is advocating higher wages for the printers in the District of Columbia than are paid in the city of Philadelphia, which he has the honor to represent upon this floor. I think in that respect the gentleman is departing from the uniform rule of his life. He has been faithful in representing the interest, as he calls it, of labor, but to some it would appear, at least to me, his efforts in behalf of labor tend to favor the few great manufacturers at the expense of the laboring millions. He advocates the great fallacy of the protectionists, which is this: That the more you tax the people the richer they will get. He is for a high protective tariff upon all articles which the people of this country consume, and hopes to make them rich and prosperous by taxing them to death.

Now, Mr. Chairman, something has been said about the great reduction proposed by the appropriation bills which have been passed by this House. In this respect I think the Committee on Appropriations have performed a work which entitles them to the gratitude of the

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laboring-men and the tax-payers of this country. I believe our Committee on Appropriations and this House will receive the thanks and the gratitude of the people when our work is finished and submitted to them.

I have before me, Mr. Chairman, a carefully prepared estimate of the appropriation bills which have passed this House and the one now pending, and I will send it to the reporters and have it printed as a portion of my remarks. It includes the appropriations made by bills passed as well as those in the bill pending, and when this table has been examined in detail it will appear that, although the officers in the various Executive Departments of this Government have estimated the amounts they desired for the ensuing year at $203,000,000 for the purpose of paying the necessary expenses of the Government, this committee and this House have reduced those estimates down to $138,000,000, being a reduction of $64,000,000 in the appropriations below the estimates made by the various Executive Departments of the Government.

It will be seen also by this table that although the appropriations for the current fiscal year were $177,000,000 and upward, the appropriations made this year, as appears by the bills already passed and by the one now pending, are only $138,000,000, being a reduction for the next fiscal year over the current fiscal year of $39,421,934.50. Here we have, then, as the work of this committee and of this House, a saving in expenditure to the tax-payers and to the laborers of the country of nearly $40,000,000 annually.

The CHAIRMAN. The gentleman's time has expired.

Mr. SPRINGER. I ask that the table be published with my remarks.

The CHAIRMAN. The Chair hears no objection.

The table referred to by Mr. SPRINGER is as follows: . . .

Mr. BANKS. I withdraw the amendment.

Mr. WHITE. I renew it, and yield my time to the gentleman from Massachusetts.

Mr. BANKS. Mr. Chairman, I was speaking a moment ago of the ten-hour rule having been established by Mr. Van Buren and the democratic party in 1839 and its successful operation for some thirty-six years. Now, eight years ago the present head of the Government issued his proclamation, under instructions of the two Houses of Congress, that for all persons employed under the Government of the United States eight hours should be a day's labor. It has operated for eight years. Congress has never reversed that rule. The President has never asked the two Houses of Congress to reverse it. It stands as the law of the land for all employés and laborers under the Government of the United States. Why should we select the printers of this city as the only employés and laborers to be excepted from that beneficent and wise rule? I say it is beneficent, because if it be properly executed it will bring to the service of the Government here and every other Department of the Government the best workmen that can be obtained in this or any other country. Why should we except the printers alone from the operation of this wise and beneficent and democratic rule or law? Certainly if there is anybody entitled to it they are entitled to it.

While I say I am for economy and reduction of the expenditures of the Government, I do not believe it is necessary or wise or just to strike at the laboring portion of the population. Especially it is not wise to strike at any particular class of men employed by the Government, and that is what we do by the passage of this proposition. It is a repeal of the law of the United States regulating the hours of labor, a wise and just law to which there has been no objection, and to which in a little time all occupations will conform, not to the detriment or loss of the people of the country, but to their benefit. It is following in that wise series of laws which secure to the laboring-men their homesteads, their furniture, their tools, their right to vote, and their right to all the blessings under a free government. This is exactly one of its principles, and one which has produced as many good results as any other. Why should we strike down this law as regards this one class of workmen and leave it applicable to every other class of workmen employed by the Government of the United States?

[Here the hammer fell.]

Mr. VANCE, of Ohio, rose.

Mr. RANDALL. I ask that debate close on this paragraph.

Mr. VANCE, of Ohio. Will not the gentleman yield to me for a few moments?

Mr. RANDALL. If the chairman of the Committee on Printing desires to speak, I withdraw for the present the request that debate close on this paragraph.

Mr. VANCE, of Ohio. I shall not occupy more than a moment or two.

I have no desire to disparage the Government Printing Office. The gentleman from Pennsylvania very well says that its appointments are magnificent, and that it was prepared to execute work with facility and in good order. But at the same time it is but proper to say that the Government of the United States has placed at the disposal of this office all that money could buy in the shape of type and presses. It is also proper to say that the work done in the Government Printing Office, as a class, does not require the most skillful labor. And I beg to impress this upon the gentlemen who have advocated most strongly the present system of payment; the class of work done there does not require the most skillful labor. There are in the United States not less than two hundred offices whose work requires better printers, as a class, than are needed in this office. And I say this from a practical knowledge of the business myself, and after a careful inquiry into it in all its branches.

This is no doubt a very fine office; and the statement has been made here that it has drawn to Washington the better class of printers of the country. In reference to that I say without fear of successful contradiction that of those employed in the Government Printing Office to-day there is a greater number of incompetent men than can be found in any establishment in the United States employing an equal number. The average of incompetent men in the Government Printing Office is greater in proportion to the number employed. And why? I am casting no reflection upon the chief of the office when I make this assertion. It is simply because he is in a certain sense bound by the rules that govern politicians generally, and must put in men there at the dictation of Senators and members of Congress. There are to-day men there who in a respectable Philadelphia office or in a respectable Baltimore or New York establishment could not earn $10 per week.

Mr. FORT. I desire to ask the gentleman from Ohio a question. Are not these printers paid by the piece?

Mr. VANCE, of Ohio. A few of them are; a few.

Mr. FORT. Is it not a fact that the majority of them are so paid?

Mr. VANCE, of Ohio. No, sir; the great proportion of the printers in the Government Printing Office are paid by the week.

Mr. FORT. Are they paid for incompetent work? Do they not do competent work?

Mr. VANCE, of Ohio. Under the rules of the establishment, a number of them are not required to earn what they get.

Mr. FORT. The gentleman from Ohio is chairman of the Committee on Printing.

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I do not understand why he has not investigated that before now.

Mr. RANDALL. He has.

Mr. HOSKINS. Will the gentleman from Ohio allow me to ask him one question?

Mr. VANCE, of Ohio. If it does not come out of my time I will.

Mr. RANDALL. Of course it comes out of the gentleman's time.

Mr. VANCE, of Ohio. I do not yield.

A statement has been made to-night that this establishment comes under the rule adopted by the Committee on Appropriations to make no reduction of compensation less than $1,200 per annum. I cannot see how it comes under that rule. These men are hired there and discharged at the option of the Government Printer, and according to the statement which has been made here some of them are furloughed during a part of the year, their services not being required.

Mr. FORT. Do they get pay for the time they are furloughed?

Mr. VANCE, of Ohio. No, sir. No statement to that effect has been made. Furthermore, Mr. Chairman, the eight-hour law has been brought into this discussion. Now, there is not a gentleman here

who is acquainted with the working of the Government Printing Office who does not know——

[Here the hammer fell.]

Mr. VANCE, of Ohio. I would like a few moments more.

The CHAIRMAN. The gentleman's time has expired. It is not in the power of the Chair to extend it.

Mr. LANDERS, of Indiana, was recognized, and yielded a portion of his time to Mr. VANCE, of Ohio.

Mr. VANCE, of Ohio. I find the time goes more rapidly than I thought.

The simple proposition is that the Government of the United States shall not lend itself as an agent to bolster up the salaries of these men to the detriment of workmen of a like class in other parts of the country. There are great numbers of men all over this land, skilled in this profession or art of printing, who would be glad to come here and do the work at the rates proposed and at the rates paid in the city of Washington outside of the Government Office.

Now, one word further. I do not object to the galleries cheering this proposed amendment. Not at all. These gentlemen who fill the galleries are examples of the fact that this Government can pay men well and permit them to come here and cheer propositions to keep their pay in excess of what their fellow-workmen all over this land are receiving. This Government Office should be conducted as an establishment run in the interest of the country, and that is all that is asked. No reduction is demanded here which brings the wages of workmen below what that class of skilled labor receives all over this country. It is not asked to make their pay one dollar less than that.

One proposition further. The wages paid to these printers to-day are as great as they were during the darkest hours of the war, when everything in the way of the cost of living was high. These men are to-day getting as much as they did during that period.

Mr. LANDERS, of Indiana. I desire to inquire of the Chair whether, if debate be closed on this proposition, other amendments will be in order?

The CHAIRMAN. The Chair would state to the gentleman from Indiana that any other germane amendment will be in order after the closing of the debate. The closing of debate has not the effect that the previous question has in the House. It does not exclude amendments, but simply cuts off debate upon them.

Mr. LANDERS, of Indiana. I desire to move to amend the paragraph by striking out, in lines 130 and 131, the words "the cities of New York, Philadelphia, and Baltimore," and insert in lieu thereof "the city of Washington."

Do I understand that a vote will be taken on these amendments separately?

The CHAIRMAN. The Chair will state to the gentleman from Indiana that a vote will be taken on every amendment separately; that is the uniform rule of the House.

Mr. LANDERS, of Indiana. I want to say this, that the wages of these men ought to be regulated by the wages paid in Washington City. I know not if there be any difference between the wages paid in this city and the wages paid in the cities named in the bill; but it is evident that the wages of these men ought to be regulated by the wages paid in the city where they work.

Again, I think I am as much disposed to adopt a course of economy as any gentlemen in the House, but I find that gentlemen are very liberal in voting large compensations when that compensation is to men of certain professions. One thousand dollars is nothing for them to vote for a few days' service, but when it comes to the question of the pay of the laboring-man it is difficult.

[Here the hammer fell.]

Mr. CANNON, of Illinois. Is debate on the pending amendment exhausted?

The CHAIRMAN. Debate on the amendment of the gentleman from Indiana is not exhausted.

Mr. CANNON, of Illinois. I want to say a word in reference to this matter and to protest against the proposed action of the Committee on Appropriations. I do not know that I shall be able to produce any effect upon the committee, but I desire to say that it appears strange to me that the Committee on Appropriations in their great desire to economize should leave the first-class clerks alone and pay them still $1,200 and yet seek to cut down the pay of these men in the Government Printing Office.

Now who are the first-class clerks? A great majority of them, as I understand it, are men who have no qualifications superior to employés in the Government Printing Office. A common-school education qualifies a first-class clerk to perform his duties, while I understand that these printers have to serve an apprenticeship for four years before they are competent to do their work. Now it may be that $1,200 a year is too much for these men. If so, cut down their pay, but do not discriminate between these men and the first-class clerks in the Departments. If you are going to cut down anybody's pay, cut it from all, including ourselves, for that matter.

Now, then, the gentleman from Ohio [Mr. VANCE] stated, I believe, that some of these parties worked by the piece. I am credibly informed that the men who work by the piece in the Government Printing Office are men that are not sufficiently competent to receive pay at the rate the others receive, and not being sufficiently skillful to receive the ordinary wages they are paid only for the work they do and by the piece. I understand also that there are but a small number of this kind of employés in the Government Printing Office.

Now, then, I do not see why a man should not be paid for his skill in this Department as men are paid for their skill in other Departments of the Government. Why, sir, you are paying women and a great many of them, lady clerks, at the rate of $1,200 a year. I would not cut down their wages, nor would I cut down the wages of these men, most of whom have a wife and children depending on their labor for support.

Now, my friend from Illinois [Mr. SPRINGER] got up here and made a speech and asked leave to print, and I expect that it will cover eight or ten pages of the RECORD, and that in a five minutes' speech. He says that you have cut $64,000,000 off from the estimate. Why did not he cut off $150,000,000 below the estimate; you could have done it as easily or you could refuse to appropriate anything.

Mr. SPRINGER. On that question I will meet the gentleman before his constituents.

Mr. CANNON, of Illinois. If you meet me before my constituents I expect you will get beaten. [Laughter.] But I suggest to the gentleman that he will have quite enough to do in his own district without attending to mine.

Mr. SPRINGER. If I have as much difficulty in my district as the gentleman had in getting here, I shall have a hard time of it.

Mr. CANNON, of Illinois. I cannot tell whether the gentleman will have much or little difficulty in his district. One thing I do know, that I received a decided majority of all the votes cast in my district. Can the gentleman say as much?

[Here the hammer fell.]

Mr. SINGLETON. I move *pro forma* to strike out the last two words.

I had made up my mind as a member of the Committee on Printing to recommend the reduction which is now embraced in this bill, and to say not a word upon the subject. I should have been perfectly willing that a vote should be taken upon the amendment which has been offered without debate; but when I find that gentlemen on the other side of the House are so eager to make an issue with us, are so fully determined to drag us before the country as wrong-doers, I feel then that it is my duty to vindicate the action of the Committee on Printing.

Now, sir, there is a great deal more sentimentality indulged in here than I think is becoming this Congress. We cannot legislate upon sentiment. If you undertake to do that you will have to take care of every man's family in the city of Washington when he is not able to take care of it himself. Some gentleman near me suggests that we are doing that now; that is not quite the case. But if we permit ourselves to be forced from that propriety which should mark our course as members of Congress, in looking alone to the people who reside in the city of Washington and not to the whole mass of the people, we will soon have the whole of them upon our hands.

Mr. LANDERS, of Indiana. Mr. Chairman, I desire to say——

Mr. SINGLETON. Hold on a minute; I am not through yet. Let us come down to common sense about this matter; let us regard it in the light of stubborn facts, and see whether the charge made upon the other side of the House against the Committee on Appropriations is correct or not. My friend from Illinois [Mr. CANNON] is almost taken with a spasm every time the Committee on Appropriations is mentioned. It seems to have almost the same effect upon him that the galvanic battery has upon a dead frog; it seems to straighten him right out every time the Committee on Appropriations is mentioned. We are here to perform the duty which is demanded at our hands as economists and as true friends of all the people of the country. And are we to be abused by every man who can get up and indulge in that sort of tirade without any sort of justification for it? Do we represent any particular class of individuals in this community? Are we to legislate for any class of men, or are we here to represent the country at large? Every man, if he answers that question candidly, will say that we are to represent the whole country, to look to the interests of the country, to keep them steadily in view. Whatsoever may be our feelings on the subject we cannot depart from that line of action, but must follow it let it lead where it may.

Has it come to this, that we are to take money out of the pockets of the people of this country who now have scarcely bread to eat, as

we have been told so often on this floor, and pay it to those who choose to remain here in public employment? If so, then we had better allow them to come in and divide among themselves what is in the Treasury, and then go home and tell our people that we have no control whatsoever over this matter.

The plain facts in the case are just these: The testimony taken during the investigation by the Printing Committee shows that the most enormous prices are paid to the employés of the Government Printing Office, far above the prices paid in private printing estab-

lishments. Why should we do this? Can any one give a good reason for it? Any man who is carrying on this business in his own name would seek to employ his labor at a reasonable price, not above that paid in other first-class printing establishments outside of Washington.

[Here the hammer fell.]

The CHAIRMAN. The time of the gentleman from Mississippi [Mr. SINGLETON] has expired.

Mr. RANDALL. As a member of the Committee on Appropriations I desire to say that I expected all the abuse that has been heaped upon the Committee on Appropriations when we started in this work. It is a very plain duty that we have to perform, and the issue between that side of the House and this side is a very distinct one, and he who runs may read.

Mr. O'NEILL. Will my friend allow me——

Mr. RANDALL. Do not interrupt me; sit down, if you please.

Mr. O'NEILL. I want to remind my colleague——

Mr. RANDALL. Mr. Chairman, will you see that that gentleman sits down? [Laughter.]

The CHAIRMAN. It is not necessary that the Chair should remind the gentleman from Pennsylvania [Mr. O'NEILL] that he is not in order in persisting in speaking against the statement of his colleague [Mr. RANDALL] that he does not yield to him.

Mr. O'NEILL. I merely wanted to jog his memory.

The CHAIRMAN. The gentleman is not in order.

Mr. RANDALL. The issue is a distinct one. These facts are presented to us, and we must govern ourselves accordingly; we must either run in debt, issue more bonds in that direction, or we must levy more taxes in order to obtain more revenue, or we must cut down the expenditures of the Government. We must choose which of these three we will do, either to increase the public debt, or impose additional taxation, or cut down expenditures. The Committee on Appropriations has selected the last; and they believe they have selected that course which meets the approval of the American people.

To make the issue more distinct, it is whether we shall give the $40,000,000 which we propose to save in these expenditures to the great mass of the people, or allow you to continue to divide it among the appointees and employés and contractors of this Government. That is the issue here to-night; that is the issue now before the people of this country between the two parties that represent the political divisions of the nation.

When you talk about appeals to the laboring interests, I feel, humble as I am, that it would be unworthy of me to listen to any such appeals. I have vastly more respect for those who applaud in these galleries than I have for gentlemen upon this floor, who ought to be statesmen, who get up here and lower themselves by making appeals to the prejudices of the laboring classes, as they suppose. I tell you that the laboring classes understand this question. The laboring-man knows that the taxes in this country must be reduced in order that prosperity may again prevail throughout the length and breadth of this land, and that he shall not be deprived of the provisions and the clothing necessary for himself and his family.

We have sought as a committee to pursue a straight and just line, discriminating neither on the one side nor the other, doing by the Government exactly as we would do in our individual business. Who is there here to gainsay the correctness of our course in that respect? I hear no reply. I am done.

I move that the committee rise for the purpose of closing debate.

Mr. CONGER, Mr. FORT, Mr. FOSTER, and Mr. CANNON of Illinois addressed the Chair.

The CHAIRMAN. The gentleman from Pennsylvania [Mr. RANDALL] has moved that the committee rise to close debate.

Mr. FOSTER. I hope the gentleman will yield.

Mr. RANDALL. I want to dismiss your complaint against this side of the House that we are behindhand in passing the appropriation bills.

Mr. CONGER. I hope the gentleman will not insist upon his motion now.

The CHAIRMAN. Does the gentleman insist on the motion?

Mr. RANDALL. I do.

Mr. CONGER. Then I hope it will be voted down.

The question being taken on the motion of Mr. RANDALL, there were—ayes 88, noes 39.

Mr. PAGE. No quorum!

The CHAIRMAN. Does the gentleman make that point?

Mr. SPRINGER. A quorum is not required to vote upon a motion that the committee rise, which in this respect is equivalent to a motion that the House adjourn.

The CHAIRMAN. The chair would remind the gentleman from California [Mr. PAGE] that upon this motion no quorum is required to vote. The motion is agreed to.

The committee accordingly rose; and the Speaker *pro tempore* having resumed the chair, Mr. BLACKBURN reported that the Committee of the Whole on the state of the Union had, according to order, had under consideration the Union generally, and particularly the bill (H. R. No. 3749) making appropriations for sundry civil expenses of the Government for the fiscal year ending June 30, 1877, and for other purposes, and had come to no resolution thereon.

Mr. RANDALL. I move that the House again resolve itself into Committee of the Whole on the sundry civil bill; and, pending that motion, I move that all debate in Committee of the Whole on the pending paragraph terminate in one quarter of a minute.

Mr. PAGE. Pending that, I move that the House adjourn.

The question being taken on the motion of Mr. PAGE, there were—ayes 29, noes 111.

So the motion was not agreed to.

Mr. PAGE. No quorum has voted.

Mr. BLACKBURN. No quorum is required on a motion to adjourn.

The question then recurred on the motion of Mr. RANDALL, that all debate in the Committee of the Whole on the pending paragraph be terminated in fifteen seconds.

Mr. PAGE. I would inquire what time the gentleman from Pennsylvania proposes to let the House adjourn?

Mr. RANDALL. I have nothing to do with that. The House adjourns itself.

The motion was agreed to.

The question being taken on the motion of Mr. RANDALL that the House again resolve itself into Committee of the Whole on the sundry civil appropriation bill, it was agreed to.

The House accordingly resolved itself into Committee of the Whole, (Mr. BLACKBURN in the chair,) and resumed the consideration of the bill (H. R. No. 3749) making appropriations for sundry civil expenses of the Government for the fiscal year ending June 30, 1877, and for other purposes.

The question being taken on the amendment of Mr. LANDERS, of Indiana, it was not agreed to.

The question then recurred on the amendment of Mr. MUTCHLER.

The question being taken, there were—ayes 71, noes 58; no quorum voting.

Tellers were ordered and Mr. MUTCHLER and Mr. SPRINGER were appointed.

The committee divided; and the tellers reported—ayes 78, noes 57; no quorum voting.

Mr. RANDALL. I will ask a vote in the House on this amendment, so that the Committee of the Whole may not be broken up for want of a quorum.

The CHAIRMAN. The amendment, then, will be regarded as agreed to.

Mr. KASSON. I call the attention of the chairman of the Committee on Appropriations to the fact that by a statute passed in 1874 the title of the printer was changed from "Government Printer" to "Public Printer." I move, therefore, to amend by striking out "Government" and inserting "Public."

The amendment was agreed to.

Mr. VANCE, of Ohio. I offer the amendment which I send to the desk.

The Clerk read as follows:

After line 144 insert the following as a new paragraph:

That the Joint Committee on Printing of the Senate and House shall, upon the passage of this act, advertise for proposals for the printing and binding of the debates of Congress for the second session of the Forty-fourth Congress, and shall award the contract to the lowest responsible bidder, who shall give bond in the sum of $100,000 for the faithful performance of the contract. And it shall be the duty of the heads of the various Departments and of the Librarian of Congress severally upon the passage of this act to prepare schedules of the printing and binding required for the year ending June 30, 1877, and to advertise for proposals for executing the same, and shall award the contract to the lowest responsible bidders upon good and sufficient security being given for the prompt and faithful performance of the work: *Provided*, That it shall be the duty of the Government Printer to submit to the heads of the various Departments and the Librarian of Congress a statement setting forth the cost at the Government Printing Office of the work required; and should the cost set forth by the Government Printer be as low or lower than the bids, then the work shall be executed at the Government Printing Office; and whenever work is executed at the Government Printing Office it shall be the duty of the Government Printer to furnish with each and every document, pamphlet, blank, blank-book, with and without printed headings, job of printing or job of binding thus executed, a bill or memorandum setting forth the number of copies, the quantity, weight, cost, the description of paper, the number of pages, the number of thousand ems, printer's measurement, the cost of composition, making-up, and imposing, proof-reading, correcting, and press-work, the cost, if any, of stereotyping, electrotyping, lithographing, or engraving, including paper and printing, the cost of dry-pressing, folding, gathering, stitching, sewing, and binding, including materials.

Mr. HURLBUT. I make a point of order on that amendment.

The CHAIRMAN. What point of order does the gentleman make?

Mr. HURLBUT. That the amendment is new legislation in violation of existing law, and does not on its face show any economy. Combinations of contractors are very common in this country.

The CHAIRMAN. Does the gentleman desire to discuss the point of order?

Mr. HURLBUT. I do not.

The CHAIRMAN. Then the Chair overrules the point of order, and without discussion, under the rule which provides that no amendment shall be in order changing existing laws except where it retrenches expenditure. In the judgment of the Chair the amendment proposed is a reduction in the expenditures of the Government.

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Mr KASSON. I rose to submit the point of order at the same time with the gentleman from Illinois, and should be glad, with the permission of the Chair, to say a word in support of it.

The CHAIRMAN. If there be no objection, the Chair will hear the gentleman from Iowa.

Mr. KASSON. I do not know that I ought to say anything after the decision of the Chair. I will only say a word in support of the point of order. It does appear, under the ruling made formerly when a like question was before the House, that this amendment of and by itself will not result in any economy of expenditure. There is nothing in the amendment whatever that indicates it. The whole effect is to change the mode of doing the public printing without any reduction of expenditure resulting so far as the amendment would indicate it.

The CHAIRMAN. The Chair has expressed his judgment on the point of order raised, and unless some gentleman desires to take the sense of the committee on an appeal from the decision of the Chair, the Chair will put the question on the amendment.

Mr. CANNON, of Illinois. I rise to oppose the amendment, and I only wish to say——

Mr. RANDALL. Debate has been closed on this paragraph.

The CHAIRMAN. Debate has been closed on the pending paragraph, and as this is an amendment to the pending paragraph it is not open to debate.

Mr. KASSON. This is an entirely new proposition.

The CHAIRMAN. But it is offered as an amendment to the pending paragraph, on which debate has been closed by order of the House.

Mr. CANNON, of Illinois. The House never could have contemplated by cutting off debate on the pending paragraph they also cut off debate on this additional section. If that were true, you could offer an amendment to a section on which debate had been closed appropriating $20,000,000 for any purpose whatever, and all debate on it would be cut off.

Mr. RANDALL. The Chair has decided the point of order.

The CHAIRMAN. The Chair has decided that under the order of the House debate is cut off until the following paragraph shall be reached, and that paragraph has not yet been read by the Clerk.

Mr. BANKS. Upon these questions the House invariably closes debate only on the subject under discussion. This subject has not been and could not have been under discussion up to this moment.

The CHAIRMAN. The Chair overrules the point of order.

Mr. BANKS. Such was not intended to be the order when the motion was made closing debate.

Mr. RANDALL. It was so made and was so intended, and was so understood by the House.

Mr. FOSTER. Debate was closed only on the pending paragraph.

Mr. RANDALL. And this is an amendment to the pending paragraph.

Mr. BANKS. I appeal from the decision of the Chair.

Mr. PHILLIPS, of Kansas. Could the gentleman from Pennsylvania, after closing debate on the paragraph, move an amendment to it.

Mr. RANDALL. Of course he could; read the rule.

Mr. BANKS. I do not wish to debate the point of order, but——

Mr. RANDALL. It cannot be debated, as debate has been closed.

Mr. BANKS. I have listened to——

The CHAIRMAN. Is there objection to the gentleman going on?

Mr. RANDALL. I object to debate.

The CHAIRMAN. The question will be taken on the appeal.

Mr. BANKS. The chairman of the committee, who made the motion to close debate, misrepresented it to the House.

Mr. RANDALL. The gentleman when he makes that remark is unworthy of a seat here—no, it was a remark unworthy of him.

Mr. PAGE. I ask that the words be taken down.

The CHAIRMAN. The question is, Shall the decision of the Chair stand as the judgment of the House? The Chair asks the gentleman from Illinois [Mr. SPRINGER] to take the chair and take the vote on the appeal.

Mr. BANKS. Then I withdraw the appeal, if the Chair goes to so much trouble.

The CHAIRMAN. The Chair does not desire to act as judge in the matter of the appeal.

Mr. BANKS. It is the duty of the Chair. I withdraw the appeal.

The question recurred on the amendment of Mr. VANCE, of Ohio.

The committee divided; and there were—ayes 59, noes 34.

Mr. CANNON, of Illinois. I make the point of order that no quorum has voted.

The CHAIRMAN. The Chair appoints Mr. VANCE, of Ohio, and Mr. CANNON, of Illinois, as tellers.

Mr. RANDALL. I suggest that this go as the other amendment, and we have a vote on it in the House.

Mr. O'NEILL. O, no.

The committee again divided; and the tellers reported—ayes 70, noes 15; no quorum voting.

Mr. RANDALL moved that the committee rise.

The motion was agreed to.

The committee accordingly rose; and the Speaker *pro tempore* having resumed the Chair, Mr. BLACKBURN reported that the Committee of the Whole on the state of the Union had, according to order, had under consideration the bill (H. R. No. 3749) making appropriations for sundry civil expenses of the Government for the fiscal year ending June 30, 1877, and for other purposes, and had come to no resolution thereon.

Mr. RANDALL. I move the House take a recess until eleven o'clock to-morrow morning.

Mr. PAGE. I move the House adjourn.

Mr. BLACKBURN. Is not the question first to be taken on the motion of the gentleman from Pennsylvania, as that fixes the time to which the House shall adjourn?

Mr. WILSON, of Iowa. I make the point of order that the time of meeting cannot be changed in that way.

The SPEAKER *pro tempore*. The Chair sustains the point of order raised by the gentleman from Iowa.

Mr. BANKS. It requires a quorum to take a recess.

The question recurred on the motion to adjourn.

The House divided; and there were—ayes 44, noes 95.

So the House refused to adjourn.

And then (at eleven o'clock and thirty minutes p. m.) the House took a recess until eleven o'clock a. m. to-morrow.

SUNDRY CIVIL APPROPRIATION BILL.

The motion of Mr. RANDALL was agreed to.

The House accordingly resolved itself into Committee of the Whole on the state of the Union, (Mr. BLACKBURN in the chair,) and resumed the consideration of the bill (H. R. No. 3749) making appropriations for sundry civil expenses of the Government for the fiscal year ending June 30, 1877, and for other purposes.

The CHAIRMAN. The Clerk will report the pending amendment.

The Clerk read as follows:

After line 144 insert the following as a new paragraph:

That the Joint Committee on Printing of the Senate and House shall, upon the passage of this act, advertise for proposals for the printing and binding of the debates of Congress for the second session of the Forty-fourth Congress, and shall award the contract to the lowest responsible bidder, who shall give bond in the sum of $100,000 for the faithful performance of the contract. And it shall be the duty of the heads of the various Departments and of the Librarian of Congress severally, upon the passage of this act, to prepare schedules of the printing and binding required for the year ending June 30, 1877, and to advertise for proposals for executing the same, and shall award the contract to the lowest responsible bidders upon good and sufficient security being given for the prompt and faithful performance of the work: *Provided*, That it shall be the duty of the Government Printer to submit to the heads of the various Departments and the Librarian of Congress a statement setting forth the cost at the Government Printing Office of the work required; and should the cost set forth by the Government Printer be as low or lower than the bids, then the work shall be executed at the Government Printing Office; and

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whenever work is executed at the Government Printing Office it shall be the duty of the Government Printer to furnish with each and every document, pamphlet, blank, blank-book, with and without printed headings, job of printing or job of binding thus executed, a bill or memorandum setting forth the number of copies, the quantity, weight, cost, the description of paper, the number of pages, the number of thousand ems, printer's measurement, the cost of composition, making up, and imposing, proof-reading, correcting, and press-work, the cost, if any, of stereotyping, electrotyping, lithographing, or engraving, including paper and printing, the cost of dry-pressing, folding, gathering, stitching, sewing, and binding, including materials.

Mr. KASSON. I would like to suggest to the gentleman from Pennsylvania, as the House is thin, that there be unanimous consent to postpone for the present the consideration of this amendment. It involves interests of great importance.

Mr. RANDALL. It involves a saving of $300,000, probably.

Mr. KASSON. It involves a question in regard to which there should be some consideration.

Mr. RANDALL. My anxiety is to press this bill through, but I am willing to allow ten minutes of discussion on this amendment, five minutes to each side.

The CHAIRMAN. Is there objection to the proposition of the gentleman from Pennsylvania that ten minutes' discussion be allowed on the pending amendment?

There was no objection.

Mr. KASSON. I should be glad, before saying anything myself, if the gentleman from Pennsylvania would explain the effect as he regards it of this amendment.

Mr. RANDALL. So far as I understand it, the effect of the amendment is this: First, it provides for letting out the printing and binding of the debates of Congress to the lowest bidder. Then it provides that heads of Departments shall advertise for bids for the printing and binding they require, such as blanks, ledgers, and various account-books, and all forms to be used by the Departments; that they shall advertise for them, and that the public shall have a right to bid; and it compels the Public Printer to bid with other people; the Public Printer having the advantage in bidding against private parties of his type on hand, of his building, with no rent to pay, no taxation, no cost for heating, no cost in fact for anything except the

labor alone and the material furnished. If the Public Printer shall be the lowest bidder, the Government shall do the work. Or if he offers to do it at the same price that others offer to do it, then he shall have the preference. This in no manner, as I understand it, interferes with the proposition that all congressional printing shall be done at the Public Printing Office.

Mr. CANNON, of Illinois. Will the gentleman from Pennsylvania allow me to ask him a question?

Mr. RANDALL. Yes, sir.

Mr. CANNON, of Illinois. Suppose the Public Printer comes in and bids, having all the material furnished, and gets the contract, and fails to execute it, who is responsible for the damage?

Mr. RANDALL. Well, sir, the removal of the Public Printer is the remedy; because, if he is not fit to make a bid for a contract which he can execute when he has all these advantages I have enumerated as against the private individual, why surely he is not fit for his place. He has no rent to pay, as I have said. He has the type furnished. He has everything except the material and the labor.

Mr. CANNON, of Illinois. The object is, then, to ascertain when the Public Printer should be removed?

Mr. RANDALL. Not at all. The Public Printer will of course continue the publication of all documents ordered by Congress, resolutions, bills, and congressional documents. But this opens to the competition of the public the printing of the debates and secures to the Government at the lowest price all the matters now printed and furnished by the Government Printing Office to the various heads of Departments necessary for the conduct of their business during the year.

I should not have taken so much time if it had not been that I was invited by the gentleman from Iowa to give an explanation of the amendment.

Mr. KASSON. The gentleman from Pennsylvania has expressed the theory on which he thinks it advisable that we shall adopt this amendment. I happen to be one of those gentlemen in the House who have not a single appointee in nor the slightest devotion to or interest in the Government Printing Office, except so far as the public interest is involved. My only object is that we shall adopt such a system as shall be for the advantage of the Government.

Mr. RANDALL. This amendment proposes to create competition.

Mr. KASSON. It occurs to me that the Government has a large investment in the building, machinery, and material in the Government Printing Office; and as every private citizen finds his advantage in putting all his invested capital to use, so should the Government, having full control of a completely equipped printing office, use its entire capacity to the extent of its entire business. If the Public Printer must bid against private individuals, one of two results must arise from this condition of affairs: either that the Government shall allow its capital and its complete set of fixtures to remain idle, or else that the outsider who desires to take this business from the Government Printing Office shall allow his capital and material to remain idle. Both must be fully equipped to do it all, and one or both must suffer loss or combine for high prices.

You have also your force of employés there hired by the year and hired by the week, and we propose not to give them all the work that the Government requires, and yet that their salaries shall go on. There is but one concern besides the Government in the city of Washington which has ability to do this work on the CONGRESSIONAL RECORD. The competition, in case you open the matter to bids, would be exclusively between the two offices, the office of Rives and the Government Printing Office. The amendment means that that establishment with so much capital now lying idle shall be allowed to bid against the Public Printing Office, and to the loss of the Government Office, or it means nothing.

I have always acknowledged the excellence and the good style of the work done in printing the Congressional Globe. I do not know whether it was wise for us to make the change that was made. But gentlemen must remember the motive of the change; it was to get greater economy by doing this work under the direction of the Government and saving to the Treasury the profits which a private establishment would derive from it. This is a proposition to change the system back again, and gentlemen should show us facts, very carefully ascertained, proving the economy of the other system, before asking us to pass this amendment.

For these reasons I hope that this question will be deferred to more careful consideration and be considered in a separate bill. I think it unsafe for us to accept it in its present form.

Mr. RANDALL. This is a test on the Government Printing Office in the line of economy.

The question was taken on the amendment; and on a division there were—ayes 60, noes 31; no quorum voting.

Mr. KASSON. I will not make the point of order that there is no quorum voting, but I shall ask for a vote upon this amendment in the House.

Mr. RANDALL. The gentleman will have a right to vote on the amendment in the House without asking it here.

The CHAIRMAN. No further count being demanded, the amendment is agreed to.

The Clerk proceeded to read the bill, and read as follows:

That so much of all laws or parts of laws as provide for the election or appointment of Congressional Printer or Public Printer be, and the same are hereby, repealed, to take effect on the 30th day of June, 1876; and the President of the United States shall appoint, by and with the advice and consent of the Senate, a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing Office from and after the day aforesaid; he shall be called the "Government Printer," and shall be vested with all the powers and subject to all the restrictions pertaining to the officer now known as the Congressional Printer; he shall give bond in the sum of $100,000 for the faithful performance of the duties of his office, said bond to be approved by the Secretary of the Interior; and he shall receive a salary at the rate of $3,500 a year.

Mr. RANDALL. I move to strike out in line 146 the word "Congressional," and insert in lieu thereof "Public;" so that it shall read: "Public Printer." I move also, in line 157, to strike out the word "Congressional" and insert "Public;" so that it shall read: "Public Printer."

The amendments were agreed to.

Mr. FOSTER. I move *pro forma* to strike out the last clause of the paragraph. I am disposed to favor the proposition embraced in this clause under consideration. Much has been said upon this floor about the large reductions that have been made by this House and by the Committee on Appropriations. They have been stated to amount to $40,000,000. I am willing to concede that the Committee on Appropriations has labored incessantly and has labored for good ends, but I believe this, that the chairman of the Committee on Appropriations and the House will thank me for making a correct statement of what the reductions are.

I am not surprised that the gentleman from New York and the gentleman from Illinois make misstatements as to the reductions, but I am surprised that the chairman of the Committee on Appropriations should make a statement to the House and the country that there is a reduction of $40,000,000. I hold in my hand a statement submitted last night by the gentleman from Illinois, and in that I find a reduction of $4,000,000 in the deficiency appropriation bill. I submit to the House and to the country that this cannot be credited to this Committee on Appropriations. If there is any credit that is due to anybody at all it is due to the committee of the last Congress. This appropriation for deficiencies was for the last year, and the Lord only knows how much the deficiencies will be for the next year. The gentleman from Pennsylvania, the chairman of the committee, has stated time and again on this floor that deficiencies will have to be provided for at the next session. Now this is an amount, $4,000,000; deduct that and it leaves $35,000,000. Then we have re-appropriated money, without naming any sum, now in the Treasury amounting to $3,000,000 more, which reduces it to $32,000,000. We have made no appropriation whatever to pay the judgments of the Court of Claims, amounting probably to about $2,000,000, and we have made an indefinite appropriation which will amount to about $1,000,000 more for the maintenance of mint and assay offices, so that the total reduction cannot be counted at more than $30,000,000. This is a very large reduction; a larger reduction than I think is wise, and I believe when next December comes the chairman of the Committee on Appropriations will come before the House with very large deficiencies, as he has already indicated time and again to the House.

Mr. RANDALL. One point about the deficiencies. In estimating the amount of appropriations for each year it is but fair to take into

account the appropriation bills of that year and the amounts appropriated by them. During the war, for instance, the deficiencies were very large, and we could not count them in the appropriations for the prior year, but we counted them in the appropriations of the year in which they were made. That is the only legitimate, fair, and intelligent way in which to estimate the reductions, by calculating the amounts appropriated each year in the twelve general appropriation bills, and instituting a comparison between those twelve appropriation bills of the one year and the same bills for the preceding year. I know of no other way to do it.

Now, as to the deficiencies having been less this year than last year, I am glad of it; and so far as is just I concede the merit of that to the Committee on Appropriations of last year. But I am reminded of the fact that notice was served on the Departments by the minority of the House in the last Congress that they would obtain no deficiencies this year unless they were absolutely necessary and were of such a character as to show that the Departments could not do without them. I claim a little merit for the minority upon that account, for the notice they served in the last Congress, knowing that they would become the majority in this Congress.

Mr. FOSTER. I withdraw my amendment and move to strike out the last word. Notwithstanding the explanation of the gentleman from Pennsylvania [Mr. RANDALL] I claim that I have shown conclusively that the actual reductions made by the Committee on Appropriations this year are not over $30,000,000. For that they are entitled to whatever credit there is in it. I give the gentleman from Pennsylvania great credit for what he has done; he has labored day and night. I believe the difficulty with him has been that before he entered upon this work he made the announcement to the country that he was going to make a reduction in the expenditures of the Government to the extent of $40,000,000. He has been laboring for the reduction of that forty millions rather than always for the good of the service. I believe these reductions can stand at twenty to twenty-five millions without serious results.

The gentleman, I think, has made rather a loose statement, for him, in regard to the financial condition of the country. He stated here some days ago that the deficit in the revenues would be from seventeen to twenty millions of dollars. Yet in fact it was shown by the gentleman from Iowa [Mr. KASSON] that the deficit would only be about $5,000,000; and the receipts for the remainder of June may reduce that to perhaps $4,000,000.

As to the next year, who knows anything about it? The receipts from internal revenue this year would have been clear up to the estimates but for the attempt at this session to legislate in the line of a reduction of the tax on whisky. And the attempt to interfere with the tariff has undoubtedly affected the revenues from customs.

No one knows what next year will bring forth. I make the prediction, however—and I believe I have the authority of the Treasury Department for it—that the reduction of revenues from customs will not exceed $10,000,000, and the chances are that there will be a very perceptible increase in the revenues from internal sources, and from miscellaneous revenues we may expect an increase of revenues also. Therefore the Government is not so poor as the gentleman from Pennsylvania represents.

I do not make this statement as any argument for extravagance. I believe we should put in the pruning-knife to the hilt wherever we can. But the country ought not to understand that the Treasury is in so near a bankrupt condition as stated by the gentleman from Pennsylvania.

For the past two years every item of the ordinary expenses of the Government has been paid and the sinking fund has been provided for. Therefore, after all the loose statements made by the gentleman from Pennsylvania, the fact stands that the condition of the Treasury is better now than it has been before for the past four years.

One other point. Much has been said, and particularly last night, about the estimates, and I want to say a word about that. It is stated here often, I believe always, that the Department asks for this and asks for that. That is a mistake. Take your river and harbor bill as you passed it last year and as you passed it this year. You provide for a large number of surveys of rivers and harbors all over the country. The board of engineers make the estimates for what you ask them to make estimates for. You direct them to make these surveys and estimate for the improvements, and they do so. They make estimates for public buildings, for fortifications, for light-houses, and all that sort of thing. They tell you what it will cost, and if you want to appropriate for it you may. The Department does not ask Congress to appropriate a single dollar for these things; but at our request they tell us what these things will cost and what existing laws call for. That is all there is of it.

Mr. RANDALL. The gentleman seeks to parry the assertion which I made, that $40,000,000 of reduction can be made in the expenses of this Government, by stating that it was a loose remark.

Mr. FOSTER. O, no; not that. What I referred to was in reference to the finances.

Mr. RANDALL. I want to say to the gentleman that that judgment was made up after many years' investigation on this floor of appropriation bills. It is true that I never had the privilege until this year of being a member of the Committee on Appropriations, but the gentleman will bear in mind that I have always investigated the appropriation bills very closely.

Now I want to say here to-day, as a result of studious and industrious investigation of the expenditures of this Government, (and I do not believe the gentleman from Ohio, with his practical knowledge, will controvert the statement,) that if he and I, both having been reared in mercantile pursuits, were to sit down and go over the appropriations of this Government we could further reduce its expenditures $15,000,000 more.

There is a very remarkable fact in connection with appropriation bills; and it is that in 1866 the sundry civil appropriation bill, containing appropriations amounting to about $7,000,000, failed, and no injury ever came to the Government by the failure of that bill; and no person ever suffered by its failure except those to whom specific amounts were therein appropriated.

Mr. KASSON. The gentleman will remember that at that time the Executive Departments of the Government had the right under the law to incur liabilities in the absence of appropriations.

Mr. RANDALL. Some of the persons who would have received appropriations under that bill never received them in any other bill, showing clearly and conclusively that in the bill there were sums appropriated for the expenditure of which there was neither public obligation nor necessity.

Now, this matter of economy is not exclusively a democratic commodity. In May, 1858, Mr. JOHN SHERMAN, then a Representative from Ohio, now a Senator from that State, a member of the body resisting these reductions, made a most remarkable speech. At that time some who were in accord with the then administration of James Buchanan resisted his position. I ask the Clerk to read a portion of the speech which he made on that occasion.

[Here the hammer fell.]

Mr. RANDALL. I will take occasion, then, in a few minutes to have this extract read. It is worth six months' study. It proves that my six months' labor as chairman of the Committee on Appropriations has not been without an advocate in former times on the other side of this House.

Mr. FOSTER. I withdraw my *pro forma* amendment.

Mr. HARRISON. Mr. Chairman, I move to amend by striking out in lines 151 and 152 the words "a practical printer and versed in the art of bookbinding," and inserting "well versed in the arts of bookbinding and printing." It strikes me that the requirement that the person chosen for this work shall be a "practical printer" might exclude from the position many men well versed in general business who would be abundantly competent for the position and who might otherwise obtain it. The language which I propose to insert will accomplish the object desired without narrowing the choice too closely. Probably the chairman of the committee will assent to the amendment.

The language "a practical printer" may be construed as meaning a person who has passed through an apprenticeship at the printing business and can set type. Now, a man thoroughly competent to take charge of this work may be unable to set type, and on the other hand many men able practically to set type might not have the capacity for controlling an immense establishment like this, which disburses millions of dollars every year.

Mr. RANDALL. The gentleman from Illinois [Mr. HARRISON] yields to me the balance of his time, and I ask to have read by the Clerk the paragraph to which I have alluded, because perhaps it may have some effect on the minds of members who are now called upon to vote on this question. The extract about to be read is from Mr. SHERMAN'S speech.

The Clerk read as follows:

Sir, retrenchment and reform are now matters of imperative necessity. It is not the mere cry of demagogues, but a problem demanding the attention and worthy the highest ability of the Representatives of the people. No party is fit to govern this country which cannot solve it. It is in vain to look to executive officers for reform. Their power and influence depend upon executive patronage; and while we grant they will squander. The Senate is neither by the theory of our system nor by its composition fitted for the task. This House alone has the constitutional power to perfect a radical reform. The Constitution provides that "no money shall be drawn from the Treasury but in consequence of appropriations made by law;" and that "all bills for raising revenue shall originate in the House of Representatives." These provisions were designed to invest in this House the entire control over the public purse, the power of supply. This is invested in the House of Commons, and has been jealously guarded by it. It is the pearl beyond price, without which constitutional liberty in England would long since have fallen under the despotism of the Crown.

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Instead of a representative Republic, we are degenerating into a bureaucracy, governed by red tape and subaltern clerks. While the powers of the House are invaded, the Executive takes care to extend by construction his just powers. Of this we have an example in the Utah war.

Mr. KASSON. The gentleman from Pennsylvania said, as I understood him, that the sundry civil bill failed in 1866.

Mr. RANDALL. I believe that was the year.

Mr. KASSON. I have before me the sundry civil appropriation act for that year, approved July 28, 1866.

Mr. HOLMAN. The bill referred to failed in the session of 1864-'65.

Mr. KASSON. That is the one to which I referred the other day. No bill of that kind has failed since that time, so far as I know.

Mr. HOLMAN. That bill involved appropriations of about seven million dollars.

The CHAIRMAN. The question is on the amendment of the gentleman from Illinois. [Mr. HARRISON.]

Mr. HARRISON. I believe the chairman of the Committee on Printing assents to my amendment.

Mr. RANDALL. I believe the head of this bureau should be a practical printer.

The amendment was not agreed to.

Mr. KASSON. The gentleman from Pennsylvania consented, I believe, to changing the word "Government," in line 154, to "public."

Mr. RANDALL. Yes, sir.

The CHAIRMAN. That amendment will be made, if there be no objection.

There was no objection.

The Clerk read as follows:

That so much of section 3828 of the Revised Statutes as provides that all advertisements, notices, and proposals for contracts for all the Executive Departments of the Government, and the laws passed by Congress, and executive proclamations and treaties, shall be advertised by publication in three daily papers published in the District of Columbia, be, and the same is hereby, amended to limit such publication hereafter to two daily newspapers, published in said District, one of which shall be selected by the Joint Committee on Printing on the part of the Senate and one by the Joint Committee on Printing on the part of the House of Representatives: *And provided further*, That all acts and parts of acts inconsistent herewith be, and the same are hereby, repealed.

Mr. KASSON. For the purpose of making an inquiry I move to strike out that paragraph. I see that it assumes the laws of Congress are now still published in newspapers. That is not so. The last Congress repealed that part of the former law, and there is no authority now whatever for the publication of the laws of Congress in any newspaper.

By implication it would seem, from a cursory reading, as if this renewed the authority for the publication of the laws of Congress in the newspapers. It was repealed in 1874 and no occasion for the paragragh exists, so far as the laws of Congress are concerned.

There is another point in it. I do not see why the chairmen of the Committee on Printing in the House and in the Senate should designate a newspaper in the District of Columbia for the publication of executive proclamations and treaties. I know very well why the law was changed as it was, and I disapproved of it. We ought to do here as in respect to the Public Printer, and adopt the proper system of letting them be designated by the Executive Departments of the Government. The chairman of the Committee on Printing of the Senate and the House ought not to have anything to do with it. We ought never to have allowed the Senate to designate the Public Printer. I doubt its constitutionality in some respects. Here we now propose to make a new appointing power in the chairmen of the two Committees on Printing, in the Senate and in the House. I do not think that mode of getting at the result is a wise one.

Now, Mr. Chairman, I have no objection whatever to change the law so as to require the two newspapers in which the laws are published to be of different political sentiments. So far as that is concerned I have not the least objection. I think it is right it should be so. Gentlemen can amend the law by requiring the proper Executive Department to designate them. I think the gentleman from Pennsylvania will agree with me it is hardly worth while to adopt this, however, when there are no laws of Congress to be published, to allow the chairmen of the Committee on Printing of the House and of the Senate to designate the newspapers in which the laws are to be published when the law in that respect has been changed and no publication is provided for.

Mr. RANDALL. The Committee on Appropriations has only asked to insert this for the purpose which I will mention, and that is that the publication of the laws should be confined to two instead of three newspapers, which would cut off a part of the expense. Another consideration, and I am free to state it, was that in the publication of the laws all parties and all persons should be cognizant of their terms. It is very desirable to publish the laws in papers of both political sentiments. There are certain classes of people who take a paper of one political sentiment, while others take a paper of different political sentiments. If these laws are only published in one paper, or the papers of one political party, they will of course reach only that portion of the people who read those papers.

Mr. KASSON. I have already said that I would not object to requiring the papers to be of opposite politics, but I do object to changing the mode of appointment.

Mr. RANDALL. We do not propose to give to any member of Congress any authority not provided by the Constitution and laws thereunder.

Mr. KASSON. Why not let this go over for the present, and then the gentleman can draw up a substitute for this paragraph covering the point which he has stated?

Mr. RANDALL. I am willing to let it pass over for the present.

Mr. KASSON. I withdraw my motion to strike out.

The CHAIRMAN. The Chair hears no objection, and the paragraph will be passed over for the present.

Mr. RANDALL. I move to insert in line 175 the following.

The Clerk read as follows:

For lithographing and mapping for the Supreme Court of the United States, $2,000.

The amendment was agreed to.

Mr. RANDALL. I move the following amendment.

The Clerk read as follows:

And in case there shall not be a sufficient sum of said revenues in the Treasury of the United States at such time as said interest may be due, then the Secretary of the Treasury is authorized and directed to advance from any moneys in the Treasury not otherwise appropriated a sum sufficient to pay said interest, and the same shall be reimbursed to the Treasury of the United States from time to time as said revenues may be paid into said Treasury, until the whole amount shall have been refunded.

Mr. RANDALL. A word in explanation of that amendment. The Committee on Appropriations do not want to have renewed any delay such as occurred in the August payment of the interest on the 3.65 bonds. The amount necessary to pay the interest on those bonds during the fiscal year, which you will notice we provide for, is $501,000, which we desire the Government of the United States shall advance in case the revenues of the District shall not be sufficient to meet that interest.

Mr. HOLMAN. I hope the amendment will be reported again; and I hope the committee will at least understand what it is doing.

The amendment was again read.

Mr. HOLMAN. I do not know certainly whether that is subject to the point of order or not.

Mr. RANDALL. That amendment did not come from the committee. I offered it myself.

Mr. HOLMAN. I desire to make the point of order on it that it is new legislation.

Mr. RANDALL. But the amendment has been received and debated, and it is too late to make the point of order after its consideration.

The CHAIRMAN. The Chair rules the point of order comes too late, because the amendment has already been debated. It does not deprive the gentleman from Indiana, however, of the right to take the sense of the committee on it.

Mr. HOLMAN. Of course not. I am fully aware, Mr. Chairman, of my right in that respect, and I have no objection to the ruling of the Chair, provided that ruling is uniform, that the point of order must be made before any debate whatever.

The CHAIRMAN. The Chair will state to the gentleman from Indiana that it is the purpose of the Chair, and has been the practice of its present incumbent, to so rule in every case except where the gentleman offering the amendment has himself engaged in the debate to the exclusion of the point of order.

Mr. HOLMAN. I did not engage in the debate. The gentleman from Pennsylvania submitted the proposition and made a statement. I rose and desired that the amendment should be read, saying that I did not know what it was; whether it was subject to the point of order or not. I had not debated it myself. The gentleman from Pennsylvania, who offered the amendment, had.

The CHAIRMAN. The Chair will state to the gentleman from Indiana that the amendment was under consideration in committee before the gentleman from Indiana asked to have it reread; and it was only after the rereading of the amendment and discussion on it that the point of order was made.

Mr. HOLMAN. The amendment was submitted by the gentleman from Pennsylvania, and he immediately proceeded to make his remarks on it.

The CHAIRMAN. Does the gentleman from Indiana propose to discuss the amendment?

Mr. HOLMAN. I do, if the Chair rules that it is not subject to the point of order.

The CHAIRMAN. The Chair would rule that it is not subject to the point of order at this stage.

Mr. HOLMAN. I wish it to be understood that this proposition does not come from the Committee on Appropriations. The gentleman from Pennsylvania offers it on his responsibility as a member of the House. The provision incorporated into this bill directing the Secretary of the Treasury to reserve out of the revenues of the District a sum sufficient to pay the interest on these bonds was thought by the Committee on Appropriations to be sufficient.

The proposition of the gentleman from Pennsylvania is that this interest shall be paid out of the Federal Treasury, and refunded from time to time—the time being left entirely indefinite—to the Government of the United States out of the revenues of the District. I do not wish to see the Government assume the responsibility of the payment of that interest. If we do it in this instance a precedent is established, and I predict, sir, that if this provision becomes law, the Government will have to provide for the payment of this interest year after year.

This is not a debt of the whole people of this country. It is not a debt of the United States. It is a debt of the District of Columbia, and a charge upon its revenues. And I hold that Congress does its full duty when it provides that the necessary reservation from the revenues of the District shall be made by the Secretary of the Treasury to meet the interest on these bonds.

Why should the whole people of this country be chargeable with this debt? Gentlemen must see that by a slow and gradual process we are assuming the responsibility of the entire debt of this District. I am aware of the value of the public credit; but I am not aware that the credit of this Government is involved in the payment of the interest on these bonds. I am aware that this Government should declare that the revenues of this District shall pay the interest; but I am not aware that the whole revenues of this country should be chargeable with the duty of paying this debt, either interest or principal. And for one, representing the constituency who I think should not bear this burden or any part of this burden, I shall vote against the amendment.

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Mr. CALDWELL, of Alabama. I send to the Clerk's desk an amendment to come in at the end of this miscellaneous paragraph.

The Clerk read as follows:

For printing and binding in the usual manner 100,000 copies of the report of the Commissioner of Agriculture for the year 1874 and 200,000 copies of the report of said Commissioner for the year 1875, $120,000—210,000 copies of the same for the use of the House, 70,000 for the use of the Senate, and 20,000 for distribution by the Agricultural Department.

Mr. RANDALL. Mr. Chairman, I raise the point of order on that amendment that it must go first to the Committee on Printing, under the law.

Mr. CALDWELL, of Alabama. I do not wish to detain the House by occupying its time in a discussion of the proposition involved in that amendment; but I do wish to say, in response to the point of order, that this is a subject upon which the House has already taken action. On the 17th of December last a resolution was introduced by the gentleman from Minnesota, [Mr. DUNNELL,] and in the month of March, at the request of the Commissioner of Agriculture, I had the honor to introduce a similar resolution, both of which were referred to the Committee on Printing. The discussion of this bill has disclosed the fact that it is absolutely necessary an appropriation should be made. Otherwise the wish as expressed by the House in former resolutions cannot be carried out, and there is no more appropriate place than this miscellaneous paragraph at the end of which I have moved my amendment.

Mr. WILSON, of Iowa. I wish to say a word on the point of order. There is no question but this is in conformity with law.

Mr. RANDALL. I did not make that point, but that under the law it must go to the Committee on Printing.

Mr. WILSON, of Iowa. I had the impression that this was provided for in other paragraphs, but having watched the progress of every line of the bill, I find that while the paragraph commencing in line 91 appropriates a large sum of money for printing, subsequent paragraphs designate how it shall be expended. The action of the House, as well as the law of the land, makes this in order so far as the point of order is concerned. After the Chair decides the point of order, I should like to say a word in favor of the adoption of this amendment.

Mr. DUNNELL. I do not understand the chairman of the committee objects to this.

Mr. RANDALL. I make the point of order that it should be referred to the Committee on Printing under the law.

Mr. CALDWELL, of Alabama. The Committee on Printing reported favorably on this proposition.

Mr. RANDALL. Not on this proposition.

Mr. CALDWELL, of Alabama. Yes, this indentical proposition.

Mr. DUNNELL. In favor of this identical number.

Mr. RANDALL. As to the number, but not as to this appropriation.

The CHAIRMAN. Is this amendment a reproduction of the report of the Committee on Printing?

Mr. CALDWELL, of Alabama. I desire to state again, that on the 10th of March the Committee on Printing in this House reported favorably upon the two propositions, the one submitted by the gentleman from Minnesota and the other submitted by myself. The first proposition was to print 200,000 volumes of the Agricultural Report for the year 1874. The proposition submitted by myself, coming from the Agriculture Committee, was to print 200,000 volumes of the report of 1875. The Committee on Printing reported favorably 100,000 for 1874 and 200,000 for 1875, and that is the proposition embodied in this amendment. It is in strict accordance with the report of the Committee on Printing.

Mr. BURCHARD, of Illinois. Let me suggest that the amendment of the gentleman from Alabama is, as I understand his explanation, in accordance with the order of the House, and merely proposes to make an appropriation to carry out that order.

Mr. CALDWELL, of Alabama. Precisely.

Mr. BURCHARD, of Illinois. It seems to me, in so far as it is an appropriation in accordance with the order of the House, and recommended by the Committee on Printing, the point of order does not lie against it.

Mr. RANDALL. Has that become a law? Is it a resolution of both Houses?

The CHAIRMAN. The Chair would inquire whether it is a joint resolution which has passed both Houses and been signed by the President?

Mr. CALDWELL, of Alabama. That is not according to my information. I do not know that it is necessary for the President to sign such a resolution.

Mr. RANDALL. The Committee on Printing have the right to report at any time, and may do so if the appropriation made in the preceding paragraph is not sufficient.

Mr. WILSON, of Iowa. The Chair inquired whether a joint resolution had passed both Houses of Congress and been signed by the President authorizing this expenditure. I would suggest to the Chair that there have not been joint resolutions to make all the provisions of this bill in order.

The CHAIRMAN. The gentleman from Iowa misunderstood the Chair. The point the gentleman from Illinois [Mr. BURCHARD] was making was that an appropriation had been made. The Chair inquired whether that bill, resolution, or action of Congress under which the appropriation had been made had passed both Houses.

Mr. BURCHARD, of Illinois. The Chair misunderstood my suggestion. I stated not that an appropriation had been made, but that a resolution had passed the House ordering these copies to be printed, and that this it a proposition to make the appropriation necessary to carry out that order.

The CHAIRMAN. The Chair understood the gentleman from Illinois; but the point the Chair was making, by way of inquiry, was whether any appropriation had been made for this purpose.

Mr. RIDDLE. I understood the chairman of the Committee on Appropriations to remark the other day that provision was made for the publication of these reports in the ninety-first line of this bill. If that is not so I appeal to the chairman of the Committee on Appropriations to see that a sufficient appropriation is made for the purpose.

Mr. RANDALL. I believe the appropriations already made in this bill will be nearly sufficient, quite sufficient, I judge, to provide for the printing of these reports. I have not in anything I have stated here entered on any discussion of the merits of the question; I have merely made the point of order.

Mr. WILSON, of Iowa. I desire to ask the gentleman from Pennsylvania a question. If the chairman of the Committee on Appropriations will show us in what part of this bill provision is made for the printing of these reports, we have not another word to say. We merely want them printed.

Mr. RANDALL. I understood the chairman of the Committee on Printing—I do not know whether he is here now or not—to say that there was in the general appropriation sufficient money to cover this. I will not assert that there is, because I do not know it; but I will say this, that if it is not so, then the Committee on Printing have the right to report at any time, and can report at any time a bill from their own committee. I do not wish to put it in here, and therefore I make the point of order.

Mr. CALDWELL, of Alabama, rose.

The CHAIRMAN. The Chair is sufficiently advised to rule on the point of order; but if the gentleman from Alabama desires to make any further remark on it, the Chair will hear him.

Mr. CALDWELL, of Alabama. I desire to state this, Mr. Chairman: The chairman of the Committee on Appropriations in the debate two or three days ago upon this bill stated, as I understood him distinctly, that it was necessary to make an appropriation if these reports were to be printed. Now these resolutions authorizing the printing have been indorsed by the committee and have already passed this House and are now in the hands of the Senate. If the Senate shall take favorable action on those resolutions the gentleman must see the dilemma in which we shall be placed.

Mr. RANDALL. I cannot see that we will be placed in any dilemma whatever; because I see very well that the Committee on Printing can come in.

Mr. CALDWELL, of Alabama. That will take a separate bill.

Mr. RANDALL. Why not?

Mr. BURCHARD, of Illinois. The Committee on Printing cannot report an appropriation bill.

Mr. RANDALL. Yes, they can.

Mr. BURCHARD, of Illinois. It is for you to do so.

The CHAIRMAN. The debate on the point of order made by the gentleman from Pennsylvania has long since been exhausted, and the Chair will now rule on it.

Mr. CALDWELL, of Alabama. I understand from the chairman of the Committee on Appropriations that he is willing we should take a vote for this proposition in the House, provided——

The CHAIRMAN. Debate is not in order.

Mr. CALDWELL, of Alabama. I merely desired to state what I understood the chairman of the Committee on Appropriations proposed.

Mr. RANDALL. What I said was that if we find that there has

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not been sufficient money provided for this purpose, I would not retard the House in any way in my power as an individual or as chairman of the committee from making an appropriation. But it must be remembered that the Senate have not acted on this proposition at all.

The CHAIRMAN. As the Chair has already stated, debate on the point of order has been exhausted some time ago. If the gentleman from Pennsylvania does not withdraw the point of order, the Chair asks permission to rule upon it.

Mr. RANDALL. I do not withdraw it.

The CHAIRMAN. The Chair will give his decision on the point of order as it has been raised, although the occupant of the chair would much have preferred that the question should have been decided by the committee. It is the judgment of the Chair that the point of order is well taken under the law, which provides that—

All motions to print extra copies of any bill, report, or other document shall be referred to the members of the Committee on Printing from the House in which the same may be made.

And that—

All propositions originating in either House for printing extra copies of public documents, the cost of which shall exceed $500, shall be by concurrent resolution; and all such resolutions shall, upon their transmission from either House, be immediately referred to the Committee on Printing of the House to which they are sent.

That excludes the amendment, and makes the order for this printing only competent by means of a concurrent resolution. The Chair holds that it is not in order as an amendment to this bill.

Mr. GLOVER. I desire to offer an amendment as a new paragraph, to come in after line 728.

Mr. BURCHARD, of Illinois. If the gentleman will allow me, I desire to offer an amendment which I think will obviate the objection raised to the amendment which the Chair has ruled out of order.

Mr. GLOVER. Your amendment can just as well follow mine. My amendment is to add the following as an additional paragraph:

To pay Thomas M. Howard for carrying the United States mails on route No. 10471, in the State of Missouri, from the 1st of April to the 1st of November, in the year 1861, $111.63.

Mr. HOLMAN. Mr. Chairman, that is certainly a private claim, which would be very proper before the Committee of Claims, but not as an item in an appropriation bill. It is not authorized by law.

The CHAIRMAN. Does the gentleman from Indiana make the point of order?

Mr. HOLMAN. I make the point of order.

Mr. GLOVER. I have consulted with the chairman of the Committee on Appropriations about this amendment and he has no objection to it. It is recognized by the Post-Office Department, and this amount has been due for fifteen years. I have here a letter from the Postmaster-General asking that the account be paid. I think there can be no objection to it.

The CHAIRMAN. There is no objection except the point of order made by the gentleman from Indiana.

Mr. HOLMAN. O, there are thousands of these claims, and all of them that have been referred to the Committee on Appropriations have been sent to the Committee of Claims.

Mr. GLOVER. No; there are not thousands of claims of this kind. This is not one of the southern claims which the gentleman from Indiana has antagonized so strongly.

Mr. HOLMAN. I know that all claims of this kind should be referred to the Committee of Claims.

The CHAIRMAN. The Chair feels constrained to sustain the point of order.

Mr. CALDWELL, of Alabama. I offer the following amendment:

For publishing such copies of the reports of the Commissioner of Agriculture for the years 1874 and 1875 as may be ordered by the House and Senate, $125,000.

Mr. RANDALL. I make the same point of order on that amendment as I made upon the other, that it must go to the Committee on Printing.

The CHAIRMAN. The Chair does not see the slightest difference, so far as the point of order is concerned, between this amendment and the one which the gentleman offered a few moments since.

Mr. CALDWELL, of Alabama. It seems to me that there is a very material difference. I understood the point of order made by the chairman of the Committee on Appropriations to be that there had been no action on the part of the Senate and no law authorizing this printing.

Mr. RANDALL. No; I did not make that point. I did not want to go into a discussion of the merits at all. I made the absolute point that all such amendments as this must under the law go to the Committee on Printing.

Mr. BURCHARD, of Illinois. The rule which the Chair read, and to which the gentleman from Pennsylvania alluded, is that propositions for printing of extra copies shall go to the Committee on Printing; but here is simply an appropriation for the publication of such copies as may be ordered by both Houses. If none are ordered, then of course no money will be expended. If there are any ordered, there would be authority to expend the money necessary to print them at present. A concurrent resolution of the House and the Senate is sufficient to order the printing, but not the expenditure of the money necessary to pay for that printing, and therefore it is necessary that an appropriation should be made for that purpose.

Mr. RANDALL. I make the point of order.

The CHAIRMAN. The Chair sustains the point of order, and would remind the gentleman from Illinois that the rule referred to by the gentleman from Pennsylvania, on page 176, reads:

All propositions in either House of Congress for printing extra copies of documents, the cost of which exceeds $500, shall be by concurrent resolution, which shall, upon its transmission from either House, be immediately referred to the Committee on Printing of the House to which it is sent.

Mr. WILSON, of Iowa, rose.

Mr. RANDALL. Is the point of order debatable?

The CHAIRMAN. It is not, but the Chair hopes that the committee will hear the gentleman from Iowa.

Mr. RANDALL. Time is so valuable.

Mr. WILSON, of Iowa. The ground taken by the Chair is correct as to the printing of extra copies costing more than $500; but the appropriation of the money must be done in an appropriation bill. Now, we have had the decision of the House that they will order these extra copies to be printed by a concurrent resolution, and the only question now is whether we will appropriate the money necessary for that printing.

The CHAIRMAN. The Chair has decided the question of order, and sustains the point of order.

Mr. CALDWELL, of Alabama. With great deference to the opinion of the Chair, I desire to take an appeal from that decision.

The question was taken, "Shall the decision of the Chair stand as the judgment of the committee?" and on a division there were—ayes 72, nays 31.

No further count being insisted upon, the decision of the Chair was sustained.

The Clerk proceeded with the reading of the bill, and read as follows:

For labor and expenses of engraving and printing, namely: For labor, (by the day, piece, or contract,) including labor of workmen skilled in engraving, transferring, plate-printing, and other specialties necessary for carrying on the work of engraving and printing notes, bonds, and other securities of the United States, the pay for such labor to be fixed by the Secretary of the Treasury at rates not exceeding the rates usually paid for such work; and for other expenses of engraving and printing notes, bonds, and other securities of the United States; for paper for notes, bonds, and other securities of the United States, including mill expenses, boxing, and transportation; for materials other than paper required in the work of engraving and printing; for purchase of engravers' tools, dies, rolls, and plates, and for machinery and repairs of the same, and for expenses of operating macerating-machines for the destruction of the United States notes, bonds, national-bank notes, and other obligations of the United States authorized to be destroyed, $813,000. And each of the employés recently furloughed and finally permanently discharged from service in the Bureau of Engraving and Printing shall receive one month's pay, for which purpose the sum of $25,000 is hereby appropriated: *Provided*, That said pay shall be given personally to said employés respectively only, and not to any agent claiming for them; *And provided further*, That in case of their restoration to employment in the Government's service, said month's pay shall be returned by them.

e. SENATE BILL - H.R. 3749, 44th Cong., 1st Sess. (June 24, 1876) referred to the Committee on Appropriations.

AN ACT

Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and seventy-seven, and for other purposes.

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PUBLIC PRINTING AND BINDING.

OFFICE OF THE CONGRESSIONAL PRINTER.—For the Congressional Printer, three thousand six hundred dollars; three clerks, at one thousand six hundred dollars each, four thousand eight hundred dollars; one clerk, one thousand three hundred dollars; messenger, eight hundred and forty dollars; in all, eleven thousand seven hundred and forty dollars.

For contingent expenses, office of Congressional Printer, namely: For stationery, postage, advertising, traveling-expenses, horses and wagons, and miscellaneous items, two thousand five hundred dollars.

For the public printing, for the public binding, and for paper for the public printing, including the cost of printing the debates and proceedings of Congress in the Congressional Record, one million one hundred and fifteen thousand seven hundred and thirty-seven dollars and fifty cents, as follows, namely:

For wages of persons employed in the public printing, one hundred and ninety thousand nine hundred and twenty-nine dollars and seventy-five cents; for materials for the

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same, fourteen thousand five hundred and seventy dollars; for paper, one hundred and sixty-three thousand dollars; in all, three hundred and sixty-eight thousand four hundred and ninety-nine dollars and seventy-five cents.

For wages of persons employed in the public binding, thirty-six thousand nine hundred and thirty-three dollars and twenty-five cents; for materials for the same, twenty-four thousand two hundred and ninety-nine dollars and fifty cents; for lithographing, ten thousand dollars; in all, seventy-one thousand two hundred and thirty-seven dollars and seventy-five cents.

For printing and binding for the State Department, fifteen thousand dollars; for the Treasury Department, one hundred and eighty thousand dollars; for the War Department, seventy-two thousand dollars; for the Navy Department, thirty-nine thousand dollars; for the Interior Department, one hundred and thirty-five thousand dollars; for the Agricultural Department, nine thousand dollars; for the Department of Justice, six thousand dollars; for the Post-Office, one hundred and five thousand dollars; for the Congressional Library, fifteen thousand dollars; for the Supreme Court of the United States, ten thousand dollars; for the Court of

Claims, five thousand dollars; in all, five hundred and ninety-one thousand dollars.

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For debates and proceedings of Congress, one hundred thousand dollars: *Provided*, That from and after the passage of this act it shall be the duty of the Public Printer to employ no workmen not thoroughly skilled in their respective branches of industry, as shown by a trial of their skill under his direction; and whenever it becomes necessary for the Public Printer to make purchases of materials not already due under contracts, he shall prepare a schedule of the articles required, showing the description, quantity, and quality of each article, and shall invite proposals for furnishing the same, either by advertisement or circular, as the Joint Committee on Public Printing may direct, and shall make contracts for the same with the lowest bidder, making a return of the same to the Joint Committee on Public Printing, showing the number of bidders, the amounts of each bid, and the awards of the contracts.

That the Joint Committee on Printing of the Senate and House, upon the passage of this act, advertise for proposals for the printing and binding of the debates of Congress for the second session of the Forty-fourth Congress, and shall award the contract to the lowest responsible bidder, who shall give bond in the sum of one hundred thousand dollars for the faithful performance of the contract; and it shall be

the duty of the heads of the various Departments and of the Librarian of Congress, severally, upon the passage of

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this act, to prepare schedules of the printing and binding required for the year ending June thirtieth, eighteen hundred and seventy-seven, and to advertise for proposals for executing the same, and shall award the contracts to the lowest responsible bidders, upon good and sufficient surety being given for the prompt and faithful performance of the work: *Provided*, That it shall be the duty of the Government Printer to submit to the heads of the various Departments and the Librarian of Congress a statement setting forth the cost at the Government Printing-Office of the work required; and should the cost set forth by the Government Printer be as low or lower than the bids, then the work shall be executed at the Government Printing-Office; and whenever work is executed at the Government Printing-Office, it shall be the duty of the Public Printer to furnish with each and every document, pamphlet, blank, blank book, with or without printed headings, job of printing or job of binding thus executed, a bill or memorandum setting forth the number of copies; the quantity, weight, cost, and description of paper; the number of pages, the number of thousand ems, printers' measurement; the cost of composition, making up and imposing, proof-reading, correcting, and press-work; the cost, if any, of stereotyping, electrotyping, lithographing, or engraving, including paper and printing; the cost of

dry-pressing, folding, gathering, stitching or sewing, and binding, including materials.

That so much of all laws or parts of laws as provide for the election or appointment of Public Printer be, and the same are hereby, repealed, to take effect on the thirtieth day of June, eighteen hundred and seventy-six; and the President of the United States shall appoint, by and with the advice and consent of the Senate, a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing-Office from and after the day aforesaid; he shall be called the "Public Printer," and shall be vested with all the powers and subject to all the restrictions pertaining to the officer now known as the Public Printer; he shall give bond in the sum of one hundred thousand dollars for the faithful performance of the duties of his office, said bond to be approved by the Secretary of the Interior; and he shall receive a salary at the rate of three thousand five hundred dollars a year.

That all executive proclamations, all treaties, notices, advertisements, and proposals for contracts, which by law are required to be published in newspapers in the District of Columbia, shall hereafter be published in only two newspapers in said District, to be of opposite politics, and desig-

nated by the head of the Department by which such advertisements are issued.

For lithographing and mapping for the Supreme Court of the United States, two thousand dollars.

For printing and binding the laws of the eighth session of the legislative assembly of the Territory of Idaho, two thousand one hundred and twenty-eight dollars, the same to be drawn and expended and accounted for by the secretary of said Territory.

f. SENATE HEARING - No hearings available.

g. SENATE REPORT - No report available.

h. SENATE BILL - H.R. 3749, 44th Cong., 1st Sess. (June 29, 1876) reported by Mr. Windom with amendments.

AN ACT

Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and seventy-seven, and for other purposes.

[6]

PUBLIC PRINTING AND BINDING.

~~Office of the Congressional Printer. For the Congressional Printer, three thousand six hundred dollars; three clerks, at one thousand six hundred dollars each, four thousand eight hundred dollars; one clerk, one thousand three hundred dollars; messenger, eight hundred and forty dollars; in all, eleven thousand seven hundred~~

~~and forty dollars.~~

~~For contingent expenses, office of Congressional Printer.~~

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~~namely: For stationery, postage, advertising, traveling expenses, horses and wagons, and miscellaneous items, two thousand five hundred dollars.~~

For the public printing, for the public binding, and for paper for the public printing, including the cost of printing the debates and proceedings of Congress in the Congressional Record, one million ~~one hundred and fifteen thousand seven hundred and thirty seven dollars and fifty cents, as follows, namely:~~

~~For wages of persons employed in the public printing one hundred and ninety thousand nine hundred and twenty-nine dollars and seventy-five cents; for materials for the same, fourteen thousand five hundred and seventy dollars; for paper, one hundred and sixty three thousand dollars; in all, three hundred and sixty eight thousand four hundred and ninety nine dollars and seventy five cents.~~

~~For wages of persons employed in the public binding, thirty six thousand nine hundred and thirty three dollars and twenty five cents; for materials for the same, twenty four thousand two hundred and ninety nine dollars and fifty cents; for lithographing, ten thousand dollars; in all, seventy one thousand two hundred and thirty seven dollars and seventy five cents~~ *six hundred and twenty-five thousand five hun-*

dred and seven dollars and sixty-six cents; and out of the sum hereby appropriated, printing and binding may be done

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by the Congressional Printer to the amounts following, namely:

For printing and binding for the State Department, ~~fifteen~~ *twenty-five* thousand dollars; for the Treasury Department, ~~one hundred and eighty~~ *three hundred* thousand dollars; for the War Department, ~~seventy-two~~ *one hundred and twenty* thousand dollars; for the Navy Department, ~~thirty-nine~~ *sixty-five* thousand dollars; for the Interior Department, ~~one hundred and thirty-five~~ *two hundred and twenty-five* thousand dollars; for the Agricultural Department, ~~nine~~ *fifteen* thousand dollars; for the Department of Justice, ~~six~~ *ten* thousand dollars; for the Post-Office, one hundred and *seventy*-five thousand dollars; for the Congressional Library, fifteen thousand dollars; for the Supreme Court of the United States, ~~ten~~ *twenty* thousand dollars; *for the supreme court of the District of Columbia, five thousand dollars;* for the Court of Claims, ~~five~~ *ten* thousand dollars; *and for both Houses of Congress, six hundred and forty-eight thousand five hundred and seven dollars and sixty-six cents* ~~in all, five hundred and ninety-one thousand dollars.~~

~~For debates and proceedings of Congress, one hundred thousand dollars: Provided, That from and after the passage of this act it shall be the duty of the Public Printer to employ no workmen not thoroughly skilled in their respective~~

~~branches of industry, as shown by a trial of their skill under~~

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~~his direction; and whenever it becomes necessary for the Public Printer to make purchases of materials not already due under contracts, he shall prepare a schedule of the articles required, showing the description, quantity, and quality of each article, and shall invite proposals for furnishing the same, either by advertisement or circular, as the Joint Committee on Public Printing may direct, and shall make contracts for the same with the lowest bidder, making a return of the same to the Joint Committee on Public Printing, showing the number of bidders, the amounts of each bid, and the awards of the contracts.~~

~~That the Joint Committee on Printing of the Senate and House, upon the passage of this act, advertise for proposals for the printing and binding of the debates of Congress for the second session of the Forty-fourth Congress, and shall award the contract to the lowest responsible bidder, who shall give bond in the sum of one hundred thousand dollars for the faithful performance of the contract; and it shall be the duty of the heads of the various Departments and of the Librarian of Congress, severally, upon the passage of this act, to prepare schedules of the printing and binding required for the year ending June thirtieth, eighteen hundred and seventy-seven, and to advertise for proposals for executing the same, and shall award the contracts to the lowest responsible bidders, upon good and sufficient surety~~

being given for the prompt and faithful performance of the work: Provided, That it shall be the duty of the Government Printer to submit to the heads of the various Departments and the Librarian of Congress a statement setting forth the cost at the Government Printing Office of the work required; and should the cost set forth by the Government Printer be as low or lower than the bids, then the work shall be executed at the Government Printing Office; and whenever work is executed at the Government Printing Office, it shall be the duty of the Public Printer to furnish with each and every document, pamphlet, blank, blank-book, with or without printed headings, job of printing, or job of binding thus executed, a bill or memorandum setting forth the number of copies; the quantity, weight, cost and description of paper; the number of pages; the number of thousand ems, printers' measurement; the cost of composition, making up and imposing, proof-reading, correcting, and press-work; the cost, if any, of stereotyping, electrotyping, lithographing, or engraving, including paper and printing; the cost of dry-pressing, folding, gathering, stitching or sewing, and binding, including materials.

That so much of all laws or parts of laws as provide for the election or appointment of Public Printer be, and the same are hereby, repealed, to take effect on the thirtieth day of June, eighteen hundred

~~and seventy-six; and the President of the United States shall appoint, by and with the advice and consent of the Senate, a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing Office from and after the day aforesaid; he shall be called the "Public Printer," and shall be vested with all the powers and subject to all the restrictions pertaining to the officer now known as the Public Printer; he shall give bond in the sum of one hundred thousand dollars for the faithful performance of the duties of his office, said bond to be approved by the Secretary of the Interior; and he shall receive a salary at the rate of three thousand five hundred dollars a year.~~

~~That all executive proclamations, all treaties, notices, advertisements, and proposals for contracts, which by law are required to be published in newspapers in the District of Columbia, shall hereafter be published in only two newspapers in said District, to be of opposite polities, and designated by the head of the Department by which such advertisements are issued.~~

~~For lithographing and mapping for the Supreme Court of the United States, two thousand dollars.~~

For lithographing, mapping, and engraving for both Houses of Congress, the Supreme Court, and the Court of Claims, twenty thousand dollars.

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For printing and binding the laws of the eighth session of the legislative assembly of the Territory of Idaho, two thousand one hundred and twenty-eight dollars, the same to be drawn and expended and accounted for by the secretary of said Territory.

1. SENATE DEBATE - 4 CONG. REC. 4270-71, 4328-29 (1876).

[4270]

The next amendment was to strike out from line 129 to line 139, in the following words:

Office of the Congressional Printer:

For the Congressional Printer, $3,600; three clerks, at $1,600 each, $4,800; one clerk, $1,300; messenger, $840; in all, $11,740.

For contingent expenses, office of Congressional Printer, namely: For stationery, postage, advertising, traveling expenses, horses and wagons, and miscellaneous items, $2,500.

The amendment was agreed to.

The next amendment was after the word "million," in line 143, to strike out all down to "cents," in line 159, as follows:

One hundred and fifteen thousand seven hundred and thirty-seven dollars and fifty cents, as follows, namely: For wages of persons employed in the public printing, $90,929.75; for materials for the same, $14,570; for paper, $163,000; in all $368,499.75.

For wages of persons employed in the public binding, $36,931.25; for materials for the same, $24,299.50; for lithographing, $10,000; in all, $71,237.75.

And in lieu thereof to insert:

Six hundred and twenty-five thousand five hundred and seven dollars and sixty-six cents; and out of the sum hereby appropriated printing and binding may be done by the Congressional Printer to the amounts following, namely;

So as to read:

For the public printing, for the public binding, and for paper for the public printing, including the cost of printing the debates and proceedings of Congress in the CONGRESSIONAL RECORD, $1,625,507.66; and out of the sum hereby appropriated, &c.

The amendment was agreed to.

The next amendment was in line 165, after the words "State Department," to strike out "fifteen" and insert "twenty-five;" in line 166, after the words "Treasury Department," to strike out "one hundred and eighty" and insert "three hundred;" in line 167, after the words "War Department," to strike out "seventy-two" and insert "one hundred and twenty;" in line 169, after the words "Navy Department," to strike out "thirty-nine" and insert "sixty-five;" in line 170, after the words "Interior Department," to strike out "one hundred and thirty-five" and insert "two hundred and twenty-five;" in line 172, after the words "Agricultural Department," to strike out "nine" and insert "fifteen;" in line 173, after the words "Department of Justice," to strike out "six" and insert "ten;" in line 174, after the words "Post-Office, one hundred and," to insert "seventy;" in line 176, after the words "Supreme Court of the United States," to strike out "ten" and insert "twenty;" and in the same line, after the word "dollars," to insert "for the supreme court of the District of Columbia, $5,000;" in line 178, after the words "Court of Claims," to strike out "five" and insert "ten;" to insert after line 178 the words "and for both Houses of Congress, $648,507.66;" and in line 181, after the word "cents," to strike out the words "in all, $591,000;" so as to make the clause read:

For printing and binding for the State Department, $25,000; for the Treasury Department, $300,000; for the War Department, $120,000; for the Navy Department, $65,000; for the Interior Department, $225,000; for the Agricultural Department, $15,000; for the Department of Justice, $10,000; for the Post-Office, $175,000; for the Congressional Library, $15,000; for the Supreme Court of the United States, $20,000; for the supreme court of the District of Columbia, $5,000; for the Court of Claims, $10,000; and for both Houses of Congress, $648,507.66.

Mr. EDMUNDS. I should like to have the Senator from Minnesota explain why we make this increase respecting the judicial department. The Judiciary Committee does not know anything about it, and, so far as we are concerned, we do not want to be responsible for any increase. I have no doubt the Senator has information enough, but it is not anything that has come to our knowledge.

Mr. WINDOM. The committee adopted the same amount that was appropriated last year, and also the amount estimated for, so far as the Department of Justice is concerned. If the Senator—who is better advised as to the wants of that Department than I am—thinks that is too much, the committee would be very glad to strike it down. From the best information we could get that was supposed to be the amount necessary.

Mr. EDMUNDS. I merely meant to say that the Judiciary Committee has no information at all on the subject.

Mr. WINDOM. We have none except the estimates and the amount appropriated last year, and the fact that there has been no considerable unexpended balance.

Mr. EDMUNDS. I merely wanted to put in a *caveat* that the increase of these items did not depend on any recommendation of the Judiciary Committee. That is all.

Mr. WINDOM. So far as the Supreme Court is concerned the information the committee has is from the Chief Justice, and as to the Court of Claims from its chief justice.

The amendment was agreed to.

The next amendment of the Committee on Appropriations was to strike out from line 182 to line 256, as follows:

For debates and proceedings of Congress, $100,000: *Provided*, That from and after the passage of this act it shall be the duty of the Public Printer to employ no workmen not thoroughly skilled in their respective branches of industry, as shown by a trial of their skill under his direction; and whenever it becomes necessary for the Public Printer to make purchases of materials not already due under contracts, he shall prepare a schedule of the articles required, showing the description, quantity, and quality of each article, and shall invite proposals for furnishing the same, either by advertisement or circular, as the Joint Committee on Public Printing may direct, and shall make contracts for the same with the lowest bidder, making a return of the same to the Joint Committee on Public Printing, showing the number of bidders, the amounts of each bid, and the awards of the contracts.

That the Joint Committee on Printing of the Senate and House, upon the passage of this act, advertise for proposals for the printing and binding of the debates of Congress for the second session of the Forty-fourth Congress, and shall award the contract to the lowest responsible bidder, who shall give bond in the sum of $100,000 for the faithful performance of the contract; and it shall be the duty of the heads of the various Departments and of the Librarian of Congress, severally, upon the passage of this act, to prepare schedules of the printing and binding required for the year ending June 30, 1877, and to advertise for proposals for executing the same, and shall award the contracts to the lowest responsible bidders, upon good and sufficient surety being given for the prompt and faithful performance of the work: *Provided*, That it shall be the duty of the Government Printer to submit to the heads of the various Departments and the Librarian of Congress a statement setting forth the cost at the Government Printing Office of the work required; and should the cost set forth by the Government Printer be as low or lower than the bids, then the work shall be executed at the Government Printing Office; and whenever work is executed at the Government Printing Office it shall be the duty of the Public Printer to furnish with each and every document, pamphlet, blank, blank book, with or without printed headings, job of printing or job of binding thus executed, a bill or memorandum setting forth the number of copies; the quantity, weight, cost, and description of paper; the number of pages, the number of thousand ems, printer's measurement; the cost of composition, making up and imposing, proof-reading, correcting, and press-work; the cost, if any, of stereotyping, electrotyping, lithographing, or engraving, including paper and printing; the cost of dry-pressing, folding, gathering, stitching or sewing, and binding, including materials.

That so much of all laws or parts of laws as provide for the election or appointment of Public Printer be, and the same are hereby, repealed, to take effect on the

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30th day of June, 1876; and the President of the United States shall appoint, by and with the advice and consent of the Senate, a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing Office from and after the day aforesaid; he shall be called the "Public Printer," and shall be vested with all the powers and subject to all the restrictions pertaining to the officer now known as the Public Printer; he shall give bond in the sum of $100,000 for the faithful performance of the duties of his office, said bond to be approved by the Secretary of the Interior; and he shall receive a salary at the rate of $3,500 a year.

That all executive proclamations, all treaties, notices, advertisements, and proposals for contracts, which by law are required to be published in newspapers in the District of Columbia, shall hereafter be published in only two newspapers in said District, to be of opposite politics, and designated by the head of the Department by which such advertisements are issued.

The amendment was agreed to.

The next amendment was, to strike out lines 257 and 258, as follows:

For lithographing and mapping for the Supreme Court of the United States, $2,000.

And in lieu thereof to insert:

For lithographing, mapping, and engraving for both Houses of Congress, the Supreme Court, and the Court of Claims, $20,000.

The amendment was agreed to.

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Mr. ANTHONY. I am instructed by the Committee on Printing to offer the following, to come in immediately after the amendment just adopted:

The Congressional Printer shall cause 25,000 copies of the report of the Commissioner of Agriculture for the year 1875 to be printed for the use of the Commissioner; also 10,000 copies of the report of the Commissioner of Education for the use of the Commissioner.

The Committee on Printing have reported a resolution of this character. It requires no appropriation; it will be paid out of the appropriation already made in this bill for the public printing; but the number of copies that we give to the Commissioner of Agriculture and to the Commissioner of Education for distribution is a part of the machinery of their offices. It is hardly practicable for them to carry on their offices, to get the information which is necessary to make up their reports, unless they can make this trifling return to their correspondents. We receive bimonthly reports on the condition of the crops of this country from the Commissioner of Agriculture. He must have thousands of correspondents to send him the information from which those reports are made up. They generally do it as a labor of love, but he returns to them, and all the compensation he makes them is a copy of this book, which costs forty cents. I have dropped out of this proposition, where it does not belong, the wider question of printing these books for popular distribution. I hope that, relieved from that, this amendment may be adopted.

Mr. PADDOCK. When the Senator some time ago reported the resolution to which he refers, which was substantially the same proposition as the amendment that he now offers to this bill, I offered an amendment to that resolution authorizing the printing of a certain number of thousands of copies for the use of Senators and members of the House of Representatives for distribution to their constituencies.

Mr. ANTHONY. I hope the Senator will bring that up at another time and let it be disposed of on its merits. I think that among those who believe that these books ought to be printed and those who believe they ought not to be there can be no difference of opinion as to the propriety of printing some copies for the use of the Commissioner, which are a part of the machinery of the office.

Mr. PADDOCK. I do not now remember the exact number that I asked to insert at that time, but it was taken from the statistics which I had before me relating to former publications.

Mr. ANTHONY. The Senator from Nebraska may not be aware that we have now upon the table a resolution, reported from the Committee on Printing, without recommendation, to print a large number of the Agricultural Reports for 1874 and 1875, for popular distribution; and I am sure the Senator from Minnesota would prefer that the debate which must inevitably spring up upon that question should take place on the resolution itself, and not on this bill.

Mr. PADDOCK. If it is likely to give rise to any debate, I shall not ask that my proposition be incorporated here.

Mr. WINDOM. I think it had better be offered separately.

Mr. PADDOCK. Very well.

The PRESIDING OFFICER. The question is on the amendment of the Senator from Rhode Island.

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Mr. LOGAN. I move to amend the amendment by adding to the clause in regard to the Agricultural Report:

To be distributed by him among the several States according to population.

Mr. ANTHONY. That entirely destroys the purpose of the original proposition. The Commissioner wants to distribute these reports among the persons who send him information. I do not suppose there would be fifty copies sent to the State that I partly represent, because it is not an agricultural State. The books, according to the original amendment, necessarily go to the agricultural States, in proportion to their agricultural products. He sends them out in return for information that he receives; he does not take much information from us, because it is of hardly any consequence what our agriculture may be. I hope the Senator will allow the amendment to stand as it is and not embarrass the Commissioner in the mode of distribution.

Mr. LOGAN. My object is to embarrass him so that he will distribute them fairly. I do not want them all distributed as they have been heretofore in one little place or two.

Mr. ANTHONY. What "little place or two?"

Mr. LOGAN. That is immaterial. I have my reasons for this. This is a proper amendment.

Mr. ANTHONY. They have not been sent to Rhode Island.

Mr. LOGAN. They do not need them there; but I live in a country where we do need them; and I want him to distribute them among the people who need them. That is my object. I could illustrate, for instance, by the distribution of other books, if it was necessary to do so, where Congress appropriates money for the printing of so many books; so many are allowed to the House and so many to the Senate, and so many to the person who has charge of them, and a great many more of them go to Europe sometimes than to our own country.

Mr. ANTHONY. Certainly; they are intended to go there.

Mr. LOGAN. They are not intended to go there.

Mr. ANTHONY. Some are.

Mr. LOGAN. That is not the object: but the class of legislation in reference to this particular is legislation for individual popularity. I am opposed to it. I want the books that we print to be distributed among our own people. With the exception of those which are necessary for agricultural societies in Europe, they all ought to be so distributed, unless the few given in exchange for other books; but our legislation has been to legislate for the individual himself to give him a reputation in other countries. I do not speak of this person, but of others. I desire the amendment to be adopted.

Mr. ANTHONY. I suggest a modification of the amendment of the Senator from Illinois. It will be hardly possible for the Commissioner to distribute these books among the States in proportion to population. Let it be "as nearly as may be."

Mr. LOGAN. Very well; add "as nearly as may be." I have no objection to that. I want them distributed in my country.

Mr. ANTHONY. I will not dispute with the Senator from Illinois.

The PRESIDING OFFICER. The question is on the amendment of the Senator from Illinois, as modified, to the amendment of the Senator from Rhode Island.

The amendment to the amendment was agreed to.

j.HOUSE BILL - H.R. 3749, 44th Cong., 1st Sess. (July 5, 1876) referred to the Committee on Appropriations.

AN ACT

Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and seventy-seven, and for other purposes.

[7]

PUBLIC PRINTING AND BINDING.

(18) ~~Office of the Congressional Printer. For the Congressional Printer, three thousand six hundred dollars; three clerks, at one thousand six hundred dollars each, four thousand eight hundred dollars; one clerk, one thousand three hundred dollars; messenger, eight hundred and forty dollars; in all, eleven thousand seven hundred and forty dollars.~~

(19) ~~For contingent expenses, office of Congressional Printer, namely: For stationery, postage, advertising, traveling expenses, horses and wagons, and miscellaneous items, two thousand five hundred dollars.~~

For the public printing, for the public binding, and for paper for the public printing, including the cost of printing the debates and proceedings of Congress in the Congressional Record, one million (20) ~~one hundred and fifteen thousand seven hundred and thirty-seven dollars and fifty cents, as follows, namely:~~

~~For wages of persons employed in the public printing~~

~~one hundred and ninety thousand nine hundred and twenty-nine dollars and seventy five cents; for materials for the same, fourteen thousand five hundred and seventy dollars; for paper, one hundred and sixty three thousand dollars; in all, three hundred and sixty eight thousand four hundred and ninety nine dollars and seventy five cents.~~

~~For wages of persons employed in the public binding, thirty six thousand nine hundred and thirty three dollars and twenty five cents; for materials for the same, twenty four thousand two hundred and ninety nine dollars and fifty cents; for lithographing, ten thousand dollars; in all, seventy one thousand two hundred and thirty seven dollars and seventy five cents~~ *six hundred and twenty-five thousand five hundred and seven dollars and sixty-six cents; and out of the sum hereby appropriated, printing and binding may be done by the Congressional Printer to the amounts following, namely:*

For printing and binding for the State Department, (21) ~~fifteen~~ *twenty-five* thousand dollars; for the Treasury Department, (22) ~~one hundred and eighty~~ *three hundred* thousand dollars; for the War Department, (23) ~~seventy two~~ *one hundred and twenty* thousand dollars; for the Navy Department, (24) ~~thirty nine~~ *sixty-five* thousand dollars; for the Interior Department, (25) ~~one hundred and thirty five~~ *two hundred and twenty-five* thousand dollars; for the Agricul-

tural Department, (26) ~~nine~~ *fifteen* thousand dollars; for the Department of Justice, (27) ~~six~~ *ten* thousand dollars; for the Post-Office, one hundred and (28) *seventy*-five thousand dollars; for the Congressional Library, fifteen thousand dollars; for the Supreme Court of the United States, (29) ~~ten~~ *twenty* thousand dollars; (30) *for the supreme court of the District of Columbia, five thousand dollars;* for the Court of Claims, (31) ~~five~~ *ten* thousand dollars; (32) *and for both Houses of Congress, six hundred and forty-eight thousand five hundred and seven dollars and sixty-six cents* (33) ~~in all, five hundred and ninety-one thousand dollars.~~

(34) ~~For debates and proceedings of Congress, one hundred thousand dollars: Provided, That from and after the passage of this act it shall be the duty of the Public Printer to employ no workmen not thoroughly skilled in their respective branches of industry, as shown by a trial of their skill under his direction; and whenever it becomes necessary for the Public Printer to make purchases of materials not already due under contracts, he shall prepare a schedule of the articles required, showing the description, quantity, and quality of each article, and shall invite proposals for furnishing the same, either by advertisement or circular, as the Joint Committee on Public Printing may direct, and shall make contracts for the same with the lowest bidder, making a return of the same~~

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~~to the Joint Committee on Public Printing, showing the number of bidders, the amounts of each bid, and the awards of the contracts.~~

(35) ~~That the Joint Committee on Printing of the Senate and House, upon the passage of this act, advertise for proposals for the printing and binding of the debates of Congress for the second session of the Forty-fourth Congress, and shall award the contract to the lowest responsible bidder, who shall give bond in the sum of one hundred thousand dollars for the faithful performance of the contract; and it shall be the duty of the heads of the various Departments and of the Librarian of Congress, severally, upon the passage of this act, to prepare schedules of the printing and binding required for the year ending June thirtieth, eighteen hundred and seventy-seven, and to advertise for proposals for executing the same, and shall award the contracts to the lowest responsible bidders, upon good and sufficient surety being given for the prompt and faithful performance of the work: Provided, That it shall be the duty of the Government Printer to submit to the heads of the various Departments and the Librarian of Congress a statement setting forth the cost at the Government Printing Office of the work required; and should the cost set forth by the Government Printer be as low or lower than the bids, then the work shall be executed at the Government Printing Office; and when~~

~~ever work is executed at the Government Printing Office, it shall be the duty of the Public Printer to furnish with each and every document, pamphlet, blank, blank-book, with or without printed heading, job of printing, or job of binding thus executed, a bill or memorandum setting forth the number of copies; the quantity, weight, cost and description of paper; the number of pages; the number of thousand ems, printers' measurement; the cost of composition, making up and imposing, proof-reading, correcting, and press-work; the cost, if any, of stereotyping, electrotyping, lithographing, or engraving, including paper and printing; the cost of dry-pressing, folding, gathering, stitching or sewing, and binding, including materials.~~

~~(36) That so much of all laws or parts of laws as provide for the election or appointment of Public Printer be, and the same are hereby, repealed, to take effect on the thirtieth day of June, eighteen hundred and seventy-six; and the President of the United States shall appoint, by and with the advice and consent of the Senate, a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing Office from and after the day aforesaid; he shall be called the "Public Printer," and shall be vested with all the powers and subject to all the restrictions pertaining to the officer now known as~~

~~the Public Printer; he shall give bond in the sum of one hundred thousand dollars for the faithful performance of the duties of his office, said bond to be approved by the Secretary of the Interior; and he shall receive a salary at the rate of three thousand five hundred dollars a year.~~

(37) ~~That all executive proclamations, all treaties, notices, advertisements, and proposals for contracts, which by law are required to be published in newspapers in the District of Columbia, shall hereafter be published in only two newspapers in said District, to be of opposite politics, and designated by the head of the Department by which such advertisements are issued.~~

(38) ~~For lithographing and mapping for the Supreme Court of the United States, two thousand dollars.~~

(39) *For lithographing, mapping, and engraving for both Houses of Congress, the Supreme Court, and the Court of Claims, twenty thousand dollars.*

For printing and binding the laws of the eighth session of the legislative assembly of the Territory of Idaho, two thousand one hundred and twenty-eight dollars, the same to be drawn and expended and accounted for by the secretary of said Territory.

(40) *The Congressional Printer shall cause twenty-five thousand copies of the report of the Commissioner of Agriculture for the year eighteen hundred and seventy-five to be*

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printed for the use of the Commissioner, to be distributed by him among the several States according to population as nearly as may be.

(41) *To enable the Secretary of the Senate to pay William J. McDonald, Chief Clerk of the Senate, for preparing, under a resolution of the Senate of the twenty-eighth June, eighteen hundred and seventy-six, a new edition of the manual, one thousand dollars.*

k. CONFERENCE REPORT - Unnumbered, 44th Cong., 1st Sess. (1876) printed in 4 CONG. REC. 4721-22 and 4 CONG. REC. 4755-57. Senate receded from amendment to delete language concerning appointment of a Public Printer and agreed to House language. No comments made pertaining to this section.

l. HOUSE DEBATE - House agrees to Conference Report. No comments on appointment of the Public Printer or compensation of GPO employees. 4 CONG. REC. 4755-57.

m. SENATE DEBATE - Senate agrees to Conference Report. No comments on appointment of the Public Printer or compensation of GPO employees. 4 CONG. REC. 4721-22.

n. STATUTES AT LARGE - 19 Stat. 102,104

July 31, 1876.

CHAP. 246.—An act making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and seventy-seven, and for other purposes.

Post, p. 344.

Appropriations for sundry civil expenses.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums be, and the same are hereby, appropriated, for the objects hereinafter expressed, for the fiscal year ending June thirtieth, eighteen hundred and seventy-seven, namely:

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PUBLIC PRINTING AND BINDING.

Printing, binding, and paper.

For the public printing, for the public binding, and for paper for the public printing, including the cost of printing the debates and proceedings of Congress in the Congressional Record, and for lithographing, mapping, and engraving for both houses of Congress, the Supreme Court, and the Court of Claims, and for the necessary materials, one million, one hundred and thirty-three thousand seven hundred and thirty seven dollars, and fifty cents, and out of the sum hereby appropriated, printing and binding may be done by the Congressional Printer to the amounts following namely:

For printing and binding for the State Department, fifteen thousand dollars; For the Treasury Department, one hundred and eighty thousand dollars; for the War Department, seventy-two thousand dollars; for the Navy Department thirty-nine thousand dollars; for the Interior

Distribution of appropriation for public printing, etc.

Department, one hundred and thirty-five thousand dollars; for the Agricultural Department, nine thousand dollars; for the Department of Justice, six thousand dollars; for the Post Office, one hundred and five thousand dollars; for the Congressional Library fifteen thousand dollars; for the Supreme Court of the United States, twenty thousand dollars; for the Supreme Court of the District of Columbia, three thousand dollars; for the Court of Claims, ten thousand dollars; and for debates and proceedings of Congress, one hundred thousand dollars; and of the sums hereby appropriated for the several Departments, Courts, and for the debates and proceedings in Congress, there shall only be used for the several purposes herein provided the sums specified, and the unexpended balances shall not be used for any other purposes: *Provided*, That from and after the passage of this act it shall be the duty of the Public Printer to employ no workmen not thoroughly skilled in their respective branches of industry, as shown by a trial of their skill under his direction; and whenever it becomes necessary for the Public Printer to make purchases of materials not already due under contracts he shall prepare a schedule of the articles required, showing the description, quantity, and quality of each article and shall invite proposals for furnishing the same either by advertisement or circular, as the Joint Committee on Public Printing may direct, and shall make contracts for the same with the lowest responsible bidder, making a return of the same to the Joint Committee on Public Printing, showing the number of bidders, the amounts of each bid and the awards of the contracts.

Only to be used as specified.

Skilled workmen only to be employed.

Purchases of material, how made.

Report of purchases to be made.

That so much of all laws or parts of laws as provide for the election or appointment of Public Printer be, and the same are hereby, repealed, to take effect from and after the passage of this act; and the President of the United States shall appoint by and with the advice and consent of the Senate, a suitable person who must be a practical printer and versed in the art of book-binding, to take charge of and manage the Government Printing Office from and after the date aforesaid: he shall be called the "Public Printer," and shall be vested with all the powers and subject to all the restrictions pertaining to the officer now known as the Public Printer; he shall give bond in the sum of one hundred thousand dollars for the faithful performance of the duties of his office, said bond to be approved by the Secretary of the Interior. And the Joint Committee on Printing are hereby authorized and directed to enquire into the question of public printing and report at the next session of this Congress with authority to sit during the recess and to report such reforms as are necessary to secure faithful and economical work of Congress and the Departments.

Repeal of laws providing for election of Public Printer.

President to appoint.

Qualifications.

Title.

Bond.

Inquiry into public printing.

Report.

That all executive proclamations, & all treaties required by law to be published, shall be published in only one newspaper the same to be printed and published in the District of Columbia and to be designated by the Secretary of State and in no case of advertisement for contracts for the public service shall the same be published in any newspaper published and printed in the District of Columbia unless the supplies or labor covered by such advertisement are to be furnished or performed in said District of Columbia.

Proclamations, etc., to be published in only one newspaper.

Advertisements for contracts not to be published in Dist. Col., unless.

For printing and binding the laws of the eighth session of the legislative assembly of the Territory of Idaho, two thousand one hundred and twenty-eight dollars, the same to be drawn and expended, and accounted for by the secretary of said Territory.

Printing, etc., laws of Idaho.

To enable the Secretary of the Senate to pay William J. McDonald, Chief Clerk of the Senate, for preparing under a resolution of the Senate of the twenty-eighth June eighteen hundred and seventy-six, a new edition of the manual, one thousand dollars.

William J. McDonald.

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Act of Jan. 12, 1895, ch. 23, 28 Stat. 601,
H.R. 2650, 53d Cong., 3d Sess. (1895)

a. COMPILER'S NOTE - The bill which became the Printing Act of 1895 was the eventual result of a series of hearings held in 1891 during the Fifty-first Congress pursuant to a concurrent resolution authorizing a study of printing, binding, and distribution of public documents. Soon after these hearings, a bill (S. 1549) was introduced, reported, and debated in 1892, during the Fifty-second Congress, but it died in conference. In 1893 during the Fifty-third Congress, two bills were introduced: H.R. 214, which was never reported out of committee, and H.R. 2650. H.R. 2650 was reported, debated, passed, and became the Printing Act of 1895. Although it did not pass and become law, S. 1549, including its hearing, reports, and debates, was important to the development of the bill which became the Printing Act of 1895 (H.R. 2650). Therefore, a complete legislative history of S. 1549 will be included chronologically in the legislative history of the Printing Act of 1895.

b. SENATE HEARING - See S. REP. NO. 18, 52d Cong., 1st Sess. (1892). The hearing is reprinted in the report.

c. SENATE BILLS - S. 1549, 52d Cong., 1st Sess. (Jan. 12, 1892) as submitted to the Comm. on Printing.

- S. 1549, 52d Cong., 1st Sess. (Feb. 10, 1892) as reported from the Comm. on Printing.

[1]

A BILL

Providing for the Public Printing and binding and the distribution of public documents.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled That there shall be a Joint Committee on Printing, consisting of three members of the Senate and three members of the House of Representatives, who shall have the

powers hereinafter stated.

SEC. 2. The Joint Committee on Printing shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay in the execution of the public printing; and the committee shall have power to order reprinted not exceeding three hundred copies of a public bill pending before either House of Congress, when the supply [2] shall have become exhausted, and the interests of the public service demand immediate action.

SEC. 3. The Joint Committee on Printing shall fix upon standards of paper for the different descriptions of public printing and binding, and the Public Printer shall, under their direction, advertise in two newspapers, published in each of the cities of Boston, New York, Philadelphia, Baltimore, Washington, Cincinnati, St. Louis, and Chicago, for sealed proposals to furnish the Government with paper, as specified in the schedule to be furnished to applicants by the Public Printer, setting forth in detail the quality and quantities required for the public printing. And the Public Printer shall furnish samples of the standard of papers fixed upon to applicants therefor who shall desire to bid.

SEC. 4. The advertisements shall specify the minimum portion of each quality of paper required for either three months, six months, or one year, as the Joint Committee on Printing may determine; but when the minimum portion so specified exceeds, in any case, one thousand reams, it shall

state that proposals will be received for one thousand reams or more.

SEC. 5. The sealed proposals to furnish paper shall be opened in the presence of the Joint Committee on Printing, and the contracts shall be awarded by them to the [3] lowest and best bidder for the interest of the Government; but they shall not consider any proposal which is not accompanied by satisfactory evidence that the person making it is a manufacturer of or dealer in the description of paper which he proposes to furnish.

SEC. 6. No contract for furnishing paper shall be valid until it has been approved by the Joint Committee on Printing, if made under their direction, or by the Secretary of the Interior if made under his direction according to the provisions of section nine of this act. The award of each contract for furnishing paper shall designate a reasonable time for its performance.

SEC. 7. The Public Printer shall compare every lot of paper delivered by any contractor with the standard of quality fixed upon by the Joint Committee on Printing, and shall not accept any paper which does not conform to it in every particular.

SEC. 8. In case of difference of opinion between the Public Printer and any contractor for paper respecting its quality, the matter of difference shall be determined by the Joint Committee on Printing or by the Secretary of the

Interior when Congress is not in session.

SEC. 9. If any contractor shall fail to comply with his contract, the Public Printer shall report such default [4] to the Joint Committee on Printing, when Congress is in session, or to the Secretary of the Interior when Congress is not in session; and he shall, under the direction of the committee, or of the Secretary of the Interior, as the case may be, enter into a new contract with the lowest and best bidder for the interest of the Government among those whose proposals were rejected at the last opening of bids, or he shall advertise for new proposals, under the regulations hereinbefore stated; and during the interval which may thus occur he shall, under the direction of the Joint Committee on Printing, or of the Secretary of the Interior, purchase in open market, at the lowest market price, all paper necessary for the public printing.

SEC. 10. In case of the default of any contractor to furnish paper, he and his sureties shall be responsible for any increase of cost to the Government in procuring a supply of such paper, which may be consequent upon such default.

The Public Printer shall report every such default, with a full statement of all the facts in the case, to the Solicitor of the Treasury, who shall prosecute the defaulting contractor and his sureties upon their bond, in the circuit court of the United States, in the district in which such defaulting contractors reside.

SEC. 11. The Joint Committee on Printing, or during the recess of Congress the Secretary of the Interior, may authorize the Public Printer to make [5] purchase of paper in open market, whenever they may deem the quantity required so small, or the want so immediate, as not to justify advertisement for proposals.

SEC. 12. The joint committee is authorized to give permission to the Public Printer to purchase material other than paper in open market, whenever in their opinion it would not promote the public interest to advertise for proposals and to make contracts for the same: *Provided, however,* That the purchases authorized by this act shall not in any term of six months exceed the sum of fifty dollars for any particular article required.

SEC. 13. The Joint Committee shall have control of the arrangement and style of the Congressional Record, and while providing that it shall be substantially a verbatim report of proceedings, shall take all needed action for the reduction of unnecessary bulk, and shall provide for the publication of an index of the Congressional Record semimonthly during the sessions of Congress and at the close thereof.

SEC. 14. The Joint Committee shall designate to the Public Printer a competent person to prepare the semimonthly and session index to the Congressional Record, and shall fix and regulate the compensation to be paid by the Public Printer

for the said work and direct the form and manner of its publication and distribution.

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SEC. 15. When the probable total cost of the maps or plates accompanying one work or document exceeds twelve hundred dollars, the lithographing or engraving thereof shall be awarded to the lowest and best bidder, after advertisement by the Public Printer, under the direction of the joint committee, which may authorize him to make immediate contracts for lithographing or engraving whenever the exigencies of the public service do not justify advertisement for proposals.

SEC. 16. The Public Printer shall prepare a schedule of materials required to be purchased, showing the description, quantity, and quality of each article, and shall invite proposals for furnishing the same, either by advertisement or circular, as the Joint Committee on Printing may direct, and shall make contracts for the same with the lowest responsible bidder, making a return of the same to the joint committee, showing the number of bidders, the amounts of each bid, and the awards of the contracts.

SEC. 17. At all times when there is no Committee on Printing of the House of Representatives the powers and duties under the law devolving upon the Joint Committee on Printing shall be exercised and performed by the Senate Committee on Printing.

SEC. 18. The President of the United States shall nomi-

nate and, by and with the advice and consent of the Senate,
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appoint a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing Office.

The title of said officer shall be Public Printer. He shall receive a salary of four thousand five hundred dollars per annum, and shall give bond in the sum of one hundred thousand dollars for the faithful performance of the duties of his office, said bond to be approved by the Secretary of the Treasury.

SEC. 19. It shall be the duty of the Public Printer to purchase all materials and machinery which may be necessary for the Government Printing Office; to take charge of all matter which is to be printed, engraved, lithographed, or bound; to keep an account thereof in the order in which it is received, and to cause the work to be promptly executed; to superintend all printing and binding done at the Government Printing Office, and to see that the sheets or volumes are promptly delivered to the officer who is authorized to receive them. The receipt of such officer shall be a sufficient voucher for their delivery.

SEC. 20. The Public Printer shall make annual report to Congress, and in it specify the number of copies of each Department report and document printed upon requisition by the head of the Department for which the printing was done, and he shall

also specify in said report the exact number of copies of books,
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giving the titles of the books, bound upon requisition for Senators, Representatives, Delegates, and other officers of the Government and the cost thereof.

SEC. 21. The chief clerk, the foreman of printing, and a person designated by the Joint Committee on Printing, shall constitute a board of condemnation, who, upon the call of the Public Printer, shall determine the condition of presses and other machinery and material used in the Government Printing Office, with a view to condemnation.

In case ruling machines, stitching machines, or other machinery or material used in the bindery shall become the subject of inquiry, with a view to condemnation, the foreman of binding shall be substituted on the board in place of the foreman of printing.

SEC. 22. Whenever any machinery or material in the Government Printing Office shall have been regularly condemned as unserviceable, the Public Printer may sell the same, after public advertisement, to the highest bidder, for cash, and turn the proceeds into the Treasury of the United States: *Provided*, That in case the sum or sums offered for such advertised property should be deemed by him too low, he may exchange said old machinery or material for new, paying the difference in money, and render appropriate vouchers for such expenditure.

SEC. 23. The Public Printer shall, on the first day of

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each regular session, report to Congress the exact condition and the quantity and cost of all printing, binding, lithographing, and engraving; the quantity and cost of all paper purchased for the same; a detailed statement of all proposals and contracts entered into for the purchase of paper and other materials, and for lithographing and engraving; of all payments made, during the preceding year, under his direction; of the quantity of work ordered and done, with a general classification thereof, for each Department, and a detailed statement of each account with the Departments or public officers; a classified detailed statement of the number of hands employed and the sums paid to each; and such other information touching all matters connected with the Printing Office as may be in his possession.

SEC. 24. The employees of the Government Printing Office, whether employed by the piece or otherwise, shall be allowed leaves of absence with pay to the extent of not exceeding thirty days in any one fiscal year under such regulations and at such times as the Public Printer may designate. Such employees as are engaged on piecework shall receive the same rate of pay for the said thirty days leave as will be paid to day hands: *Provided*, That those regularly employed on the Congressional Record shall receive leave, with pay, at the close of each session, pro rata for the time of such employ

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ment: *And provided further*, That it shall be lawful to allow

pro rata leave to those serving fractional parts of the year.

SEC. 25. There shall be reserved by the Public Printer from the quota of each member of Congress and Delegate one copy of the Congressional Record in unstitched form, to be delivered upon demand of each Member or Delegate; and there shall be furnished to each standing committee of Congress one copy, which shall be bound promptly in paper when each semimonthly index shall be issued and shall be delivered without delay; and the Public Printer shall supply, at the end of each session, to each standing committee, filing requisition therefor, one set of the permanent Record bound in half Russia, with the name of the committee printed on the back.

SEC. 26. The Public Printer shall cause to be stereotyped all matter when there is a reason to believe that it will be needed a second time.

SEC. 27. The Public Printer shall, at the beginning of each session of Congress, submit to the Joint Committee on Printing estimates of the quantity of paper of all descriptions which will be required for the public printing and binding during the ensuing year.

SEC. 28. He shall prepare and submit to the Secretary of the Treasury, annually, in time to have the same embraced in the estimates from that Department, detailed estimates of

the sums which will be required for salaries, wages, printing,

engraving, lithographing, binding, materials, and other necessary expense of said Printing Office for the ensuing fiscal year.

SEC. 29. There shall be advanced to the Public Printer, from time to time, as the public service may require it, and under such rules as the Secretary of the Treasury may prescribe, a sum of money not exceeding, at any time, four-fifths of the penalty of his bond, to enable him to pay for work and material.

SEC. 30. Moneys received from sales of extra copies of documents, paper shavings, imperfections, waste gold leaf, and leather and book-cloth scraps shall be deposited by the Public Printer in the Treasury of the United States to the credit of the appropriation for public printing and binding, and shall be subject to his requisitions in the manner prescribed by law.

SEC. 31. The Public Printer shall settle the account of his receipts and disbursements in the same manner required of other disbursing officers.

SEC. 32. All printing offices in the Departments now in operation, or hereafter put in operation, by law, shall be considered a part of the Government Printing Office, and shall be under the control of the Public Printer, who shall furnish all presses, types, imposing stones, and necessary machinery and material for said offices from the general supplies of the Government Printing Office; and all paper and material of every kind used in the said offices for depart-

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mental work, except letter and note paper and envelopes, shall be supplied by the Public Printer; and all persons employed in said printing offices and binderies shall be appointed by the Public Printer, and be carried on his pay roll the same as employees in the main office, and shall be responsible to him.

All work done in the said offices shall be ordered on blanks prepared for that purpose by the Public Printer, which shall be numbered consecutively, and must be signed by some one designated by the head of the Department for which the work is to be done, who shall be held responsible for all work thus ordered, and who shall quarterly report to the head of the Department a classified statement of the work done and the cost thereof, which report shall be transmitted to the Public Printer in time for his annual report to Congress. The Public Printer shall show in detail, in his annual report, the cost of operating each departmental office.

SEC. 33. The Public Printer shall charge himself with, and be accountable for, all material received for the public use. The foremen of printing and binding shall make out estimates of the quantity and kind of material required for their respective departments, and file written requisitions therefor when it is needed. The Public Printer shall furnish

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the same to them on these requisitions, as required for the public service, and they shall receipt to him and be held accountable for all material so received.

SEC. 34. If the Public Printer shall, by himself or through others, corruptly collude or have any secret understanding with any person to defraud the United States, or whereby the United States shall be made to sustain a loss, he shall, on conviction thereof before any court of competent jurisdiction, forfeit his office and be imprisoned in the penitentiary for a term of not more than seven years, and fined in a sum not exceeding three thousand dollars.

SEC. 35. Neither the Public Printer, chief clerk, foreman of printing, foreman of binding, nor any of their assistants shall, during their continuance in office, have any interest, direct or indirect, in the publication of any newspaper or periodical, or in any printing, binding, engraving, or lithographing of any kind, or in any contract for furnishing paper or other material connected with the public printing, binding, lithographing, or engraving; and for every violation of this section the party offending shall, on conviction before any court of competent jurisdiction, be imprisoned in the penitentiary for a term of not less than one nor more than five years, and shall be fined not exceeding five hundred dollars.

SEC. 36. The Public Printer is hereby authorized, under great urgency, while in occupancy of the present Government Printing Office, to procure suitable storage room, as near said building as practicable, for the temporary storage of the property of the Government, with a view to relieving the said office from undue strain.

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SEC. 37. In case of the death, resignation, absence, or sickness of the Public Printer the chief clerk of the Government Printing Office shall perform the duties of the Public Printer until a successor is appointed or such absence or sickness shall cease; but the President may, in his discretion, authorize and direct any other officer of the Government, whose appointment is vested in the President by and with the advice and consent of the Senate, to perform the duties of the vacant office until a successor is appointed, or the sickness or absence of the Public Printer shall cease: *Provided*, That a vacancy occasioned by death or resignation must not be temporarily filled under the provisions of this section for a longer period than ten days, and no temporary appointment, designation, or assignment of another officer to perform such duty shall be made except to fill a vacancy happening during a recess of the Senate.

SEC. 38. It shall be lawful for the Public Printer to print and deliver, upon the order of any Senator, Representative, or Delegate, extracts from the Congressional Record, the person ordering the same paying the cost thereof; and documents and reports of committees, with the evidence and [15] papers submitted therewith, or any part thereof ordered printed by Congress, may be reprinted by the Public Printer on order of any member of Congress or Delegate, on prepayment of cost thereof.

SEC. 39. The Public Printer may purchase in open mar-

ket, and without previous advertisement, such supplies as the Government Printing Office may require, of ink, rollers, composition for making rollers, tapes, press blankets, and lubricating oils, taking care that only the lowest market prices be paid; and when practicable he shall issue circulars inviting bids.

SEC. 40. The Public Printer shall pay no greater price for composition than fifty cents per thousand ems and forty cents per hour for time work to printers and bookbinders: *Provided*, That the pay of all employees of the Government Printing Office engaged on night work (between the hours of five o'clock postmeridian and eight o'clock antemeridian) shall be twenty per centum in addition to the amount paid for day labor.

SEC. 41. The Public Printer, under the direction of the joint committee, may print for sale, at a price sufficient to reimburse the expense of such printing, the current Congressional Directory and the current numbers and bound sets of the Congressional Record. The money derived from such sales shall be paid into the Treasury to the credit of the appropriation for public printing, and no sales shall be made on credit.

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SEC. 42. The Public Printer shall preserve in his office samples of the paper on which any engravings or lithographs are to be furnished by contract, and he shall not receive any engraving or lithograph which is not printed on paper equal to the sample, or which is not executed in the proper manner or in the quantity contracted for, or within the time specified in the

contract, unless, for special reasons, he may have extended the time. The contractor shall not be paid except upon the certificate of the Public Printer that his contract has been complied with.

SEC. 43. The Public Printer shall furnish to all applicants giving notice before the matter is put to press, not exceeding two hundred and fifty to any one applicant, copies of bills, reports, and documents, said applicants paying in advance the cost of such printing with ten per centum added: *Provided*, That the printing of such work for private parties shall not interfere with the printing for the Government.

SEC. 44. The Public Printer shall, on the first day of July in each year in which a new Congress is to assemble, cause to be filed in the Department of the Interior a full and complete list of all officers, agents, clerks, and employees employed in his department, or in any of the branch offices. He shall include in such list all the statistics peculiar to his department required to enable the Secretary of the Interior to prepare the Biennial Register.

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SEC. 45. There shall be appointed by the Public Printer a chief clerk, whose salary shall be two thousand four hundred dollars per annum; and a foreman of printing and a foreman of binding, who must be practically and thoroughly acquainted with their respective trades, who shall each receive a salary of two thousand one hundred dollars per annum.

SEC. 46. It shall be the duty of the Public Printer to employ printers and binders who are thoroughly skilled in their respective branches of industry, as shown by trial of their skill under his direction.

SEC. 47. The employees of the Government Printing Office shall be allowed the following legal holidays with pay, to wit: The first day of January, the twenty-second day of February, the fourth day of July, the twenty-fifth day of December, Inauguration Day, Memorial Day, and such day as may be designated by the President of the United States as a day of public fast or thanksgiving.

SEC. 48. The Public Printer shall cause work to be done on the public printing in the Government Printing Office at night as well as through the day, during the session of Congress, when the exigencies of the public service require it.

SEC. 49. The Public Printer may employ two clerks of [18] class four, at an annual salary of one thousand eight hundred dollars each; two clerks of class three, at one thousand six hundred dollars each per annum: one clerk of class two, at one thousand four hundred dollars per annum.

SEC. 50. The Public Printer may employ, at such rates of wages as he may deem for the interest of the Government and just to the persons employed, such proof-readers, compositors, pressmen, binders, laborers, and other hands as may be necessary for the execution of the orders for public print-

ing and binding authorized by law; but he shall not, at any time, employ in the office more hands than the absolute necessities of the public work may require.

SEC. 51. The Public Printer may employ such number of apprentices as in his judgment will be consistent with the economical service of the office.

SEC. 52. The forms and style in which the printing or binding ordered by any of the Departments shall be executed, and the material and the size of type to be used, shall be determined by the Public Printer, having proper regard to economy, workmanship, and the purposes for which the work is needed.

SEC. 53. The Public Printer may sell to any person additional or duplicate stereotype or electrotype plates from which any Government publication was printed, at a price not to exceed the cost of the metal and making to the Government [19] and ten per centum added: *Provided*, That the full amount of the price shall be paid when the order is filed.

SEC. 54. The Public Printer shall examine closely the orders of the Senate and House for printing, and in case of duplication he shall print under the order first received.

SEC. 55. Whenever any document or report shall be ordered printed by Congress, such order to print shall signify the "usual number" of copies for binding and distribution among those entitled to receive them. No greater number shall be printed unless ordered by either House, or as herein-

after provided. When a special number of a document or report is ordered printed, the usual number shall also be printed, unless already ordered. The usual number of documents and reports shall be one thousand six hundred and eighty-two copies, which shall be distributed as follows:

OF THE HOUSE DOCUMENTS AND REPORTS, UNBOUND.—To the Senate document room, one hundred and fifty copies; to the office of the Secretary of the Senate, ten copies; to the House document room, four hundred and twenty copies; to the Clerk's office of the House, twenty copies.

OF THE SENATE DOCUMENTS AND REPORTS, UNBOUND.—To the Senate document room, two hundred and twenty copies; office of the Secretary of the Senate, ten copies; to the House document room, three hundred and sixty copies; to the Clerk's office of the House, ten copies.

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That of the number printed, the Public Printer shall bind one thousand and eighty-two copies, which shall be distributed as follows:

OF THE HOUSE DOCUMENTS AND REPORTS, BOUND.—To the Senate Library, fifteen copies; to the Library of Congress, two copies, and fifty additional copies for foreign exchanges; to the House Library, fifteen copies; to the superintendent of documents, five hundred copies, for distribution to the State and Territorial libraries and designated depositories.

OF THE SENATE DOCUMENTS AND REPORTS, BOUND.—To the Senate Library, fifteen copies: to the Library of Congress, two copies, and fifty copies additional for foreign exchanges; to House Library, fifteen copies; to the superintendent of documents, five hundred copies, for distribution to State and Territorial libraries and designated depositories. These documents shall be bound in half Russia.

The remainder of said documents and reports shall be reserved by the Public Printer in unstitched form, and shall be held subject to be bound in the number provided by law, upon orders from the Vice-President, Senators, Representatives, Delegates, Secretary of the Senate, Clerk of the House, and chairmen of committees, in such binding as they shall select, except full morocco or calf; and those selected by chairmen of committees to be bound for use of the committees shall be lettered on the back to show to what committee they belong. All of the "usual number" shall be printed at one time.

SEC. 56. There shall be printed of each Senate and House public bill, and joint, concurrent, and simple resolution, six hundred and twenty-five copies, which shall be distributed as follows: To Senate document room, two hundred and twenty-five copies; office of Secretary of Senate, fifteen copies; House document room, three hundred and eighty-five copies. There shall be printed of each Senate and House private bill two hundred and fifty copies, which shall be distributed as follows:

To Senate document room, one hundred and thirty-five copies; to Secretary of Senate, fifteen copies: House document room, one hundred copies. The term private bill shall be construed to mean all bills for the relief of private parties, bills granting pensions, and bills removing political disabilities. All bills and resolutions shall be printed in bill form and unless specially ordered by either House shall only be printed when referred to a committee, when reported back, and after its passage by either House.

SEC. 57. There shall be printed in slip form one thousand eight hundred and ten copies of public and four hundred and sixty of private laws, postal conventions, and treaties, which shall be distributed as follows: To the House document [22] room, one thousand copies of public and one hundred copies of private laws; to the Senate document room, five hundred and fifty copies of public and one hundred copies of private laws; to the Department of State, two hundred copies of all laws; and to the Treasury Department, sixty of all laws. Postal conventions and treaties shall be distributed as private laws.

SEC. 58. There shall be printed of the Journals of the Senate and House of Representatives one thousand one hundred and ten copies, which shall be distributed as follows: To the Senate document room, ninety copies for distribution to Senators, and twenty-five additional copies; to the Senate Library, fifteen copies; to the House document room, three

hundred and sixty copies for distribution to members, and twenty-five additional copies; to the Department of State, ten copies; to the superintendent of documents, five hundred copies; to the Library of Congress, fifty-two copies; to the Court of Claims, two copies, and to the Library of the House of Representatives, ten copies. The remaining number of the Journals of the Senate and House of Representatives, consisting of twenty-one copies, shall be furnished to the Secretary of the Senate and the Clerk of the House of Representatives, respectively, as the necessities of their respective offices may require, as rapidly as signatures are completed for such distribution.

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SEC. 59. Whenever printing not bearing a Congressional number shall be done for any department or officer of the Government, except confidential matter, blank forms, and circular letters not of a public character or for use of Congressional committees, not of a confidential character, two copies shall be sent, unless withheld by order of the committee, by the Public Printer to the Senate and House Libraries, respectively, and one copy each to the document rooms of the Senate and House, for reference; and these copies shall not be removed.

SEC. 60. Orders for printing extra copies of Government publications shall be by simple, concurrent, or joint resolution. Either House may print extra copies to the amount of five hundred dollars by simple resolution; if the cost exceeds

that sum, the printing shall be ordered by concurrent resolution, except when the resolution is self-appropriating, when it shall be by joint resolution. Such resolutions, when presented to either House, shall be referred immediately to the Committee on Printing, who, in making their report, shall give the probable cost of the proposed printing upon the estimate of the Public Printer; and no extra copies shall be printed before such committee has reported.

SEC. 61. There shall be one document room of the Senate and one of the House of Representatives, to be designated, respectively, the "Senate and the House document [24] room." Each shall be in charge of a superintendent, who shall be appointed by the Sergeant-at-Arms of the Senate and the Doorkeeper of the House, respectively, who shall also appoint the necessary number of assistants.

SEC. 62. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent of documents, who shall receive a salary of three thousand dollars per annum. He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for the use of the two Houses of Congress, which are to be distributed on the order of Members and Delegates, or are for the special official use of the Executive Departments.

SEC. 63. He shall keep the document account of members of Congress and Departments, and on request of any Senator, Representative, or Delegate shall promptly furnish a statement of documents standing to his credit.

All orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments shall be sent to the superintendent of documents on franked or other labels or in lists, which shall be kept confidential and which shall give the name and address of each and every party to whom documents are ordered sent; and it shall be the duty of the superintendent of documents to [25] establish such a system of registration by card index, or otherwise, as will prevent duplication in the distribution of documents, and such a system of notification by mail as will most effectually secure the reception of documents by parties in whose behalf they are ordered: *Provided*, That when the same document is ordered sent to the same party by two members of Congress or Departments the sender whose order is last received shall be notified of the fact that said order is a duplicate and it shall not be executed, except upon further special order.

Exchanges of documents among members of Congress shall, upon their request, be made by the superintendent of documents; and accounts of such exchanges shall be kept by him.

As soon as practicable after receiving and recording or-

ders for the distribution of documents, the superintendent of documents shall transmit said orders to the superintendents of the folding rooms of Congress as the orders may be given by members of the two Houses, respectively, by which officers the documents shall be folded and mailed. To enable the superintendent of documents to assign their quotas to Senators, Representatives, and Delegates, the Public Printer shall inform him of the number of copies of each and every document delivered to the folding rooms of the Senate and House of Representatives. The superintendents of the folding rooms shall be under [26] the general direction of the superintendent of documents as to the care and distribution of documents.

SEC. 64. The superintendent of documents is also charged with the sale of public documents, except the laws of the United States as herein provided; and all documents hitherto published for sale by other offices of the Government shall be turned over to him. He is hereby authorized to sell any publication of the Government at cost, as estimated by the Public Printer, and based upon printing from stereotyped plates, excepting old and rare volumes, which shall be sold at an appraised value, to be determined by the superintendent of documents, the Public Printer, and the Librarian of Congress, acting as a commission for this purpose; but only one copy of any document shall be sold to the same individual or other party, excepting in the case of libraries or schools, by

which additional copies are desired for separate departments thereof. All moneys received from the sale of documents shall be covered into the Treasury monthly and placed to the credit of the general fund for public printing.

SEC. 65. The superintendent of documents shall, at the close of each regular session of Congress, prepare and publish a comprehensive index of public documents, beginning with the Fifty-second Congress, upon such plan as shall be approved by the Joint Committee on Printing; and the Public [27] Printer shall, immediately upon its publication, deliver to him a copy of each and every document printed by the Government Printing Office: and the head of each of the Executive Departments, bureaus, and offices of the Government shall deliver to him a copy of each and every document issued or published by such department, bureau, or office not confidential in its character. He shall also prepare and print in one volume a consolidated index of Congressional documents and shall index such single volumes of documents as the Joint Committee on Printing shall direct.

SEC. 66. The superintendent of documents shall report annually to Congress the number of documents received by him from the Public Printer, and the disposition made of the same; the aggregate number of volumes, orders for the distribution of which have been received from each House of Congress; the number of copies of each document sold by him, and the price per copy, and also the number of employees

in his office, the duties assigned, and wages paid them.

SEC. 67. Upon the appointment of the superintendent of documents, the office of the superintendent of documents in the Department of the Interior shall be abolished. The clerks and employees of said office shall be transferred to the office of the superintendent of documents herein established, and shall remain until their successors shall be appointed: *Provided*, That their salaries shall continue to be paid by the [28] disbursing officer of the Department of the Interior from the appropriations already made, until other provision for said salaries shall be made. The superintendent of documents shall appoint all employees authorized by Congress.

SEC. 68. All official correspondence of the superintendent of documents and all replies to the same shall be entitled to free transmission by mail, and he shall be entitled to frank public documents: *Provided*, That in the transmission of such mail matter envelopes, labels, or postal cards are used on which the name of the office and the penalty clause are printed.

SEC. 69. The Public Printer is hereby authorized and directed, upon the requisition of the superintendent of documents, to furnish such blanks and to do such printing and binding as are required by his office, the cost of the same to be charged against the appropriation for printing and binding for Congress.

The Sergeant-at-Arms of the Senate, Doorkeeper of the House, and the Public Printer shall provide convenient office, storage, and distributing rooms for the use of the superintendent of documents.

SEC. 70. All documents at present remaining in charge of the several Executive Departments, bureaus, and offices of the Government not required for official use shall be delivered to the superintendent of documents, and hereafter all [29] public documents accumulating in said Departments, bureaus, and offices not needed for official use shall be annually turned over to the superintendent of documents for distribution or sale. The Secretary and Sergeant-at-Arms of the Senate, and the Clerk and Doorkeeper of the House, shall cause an invoice to be made of all books stored in and about the Capitol other than those belonging to the quota of Members of Congress and Delegates; and all such documents, unless ordered to be retained by the chairmen of committees by which they have been stored, shall be transferred to the superintendent of documents for distribution and sale, as provided in this act, and such invoicing and transfer shall be made annually hereafter.

Where, in the division among Senators, Representatives, and Delegates of extra copies of documents printed for the use of Congress, there shall be a remainder beyond the number of twenty-five to each House of Congress, the surplus beyond twenty-five shall be turned over by the superintendents

of the folding rooms to the superintendent of documents for distribution and sale by him under the provisions of this law. All documents delivered to the superintendent of documents from accumulations thereof in the Executive Departments, or received from officers of the two Houses, shall be distributed by him in such manner as he deems best for the public good, preference being given to libraries and to the [30] completion of broken sets and to lists that may be furnished to him by Senators, Representatives, and Delegates, to all of whom he shall deliver printed statements of the documents in his possession for such distribution.

SEC. 71. A catalogue of Government publications shall be prepared by the superintendent of documents on the first day of each month, which shall be printed in the Official Gazette of the Patent Office, and during sessions of Congress also in the Congressional Record, and shall show the documents printed during the month, where obtainable, and the price thereof. On the first day of July of each year he shall prepare and print in pamphlet form for distribution and sale two thousand copies of a catalogue of Government publications issued during the year, giving the price of each and where purchasable.

SEC. 72. When extra numbers in excess of five thousand of any document shall be ordered by Congress, there shall be delivered to the superintendent of documents five hundred copies, to be taken ratably from the two Houses of Congress,

and where less than five thousand extra numbers are ordered the superintendent shall receive ten per centum of the number. Said copies shall be distributed by the superintendent of documents to free public libraries having more than one thousand volumes, other than Government publications, which have not [31] been designated as depositories, preference being given to those named by Senators, Representatives, and Delegates.

SEC. 73. The superintendent of documents shall thoroughly investigate the condition of all libraries that are now designated depositories, and whenever he shall ascertain that the number of books in any such library is below one thousand, other than Government publications, or it has ceased to be maintained as a free public library, he shall strike the same from the list, and the Senator, Representative, or Delegate shall designate another depository that shall meet the conditions herein required.

SEC. 74. All documents in excess of twenty-five copies of any one publication remaining in the folding room of the Senate or House at the expiration of two years, after being placed to the credit of a Senator or Representative or Delegate, shall be turned over to the superintendent of documents for distribution by him to public libraries or depositories or for sale, as in his judgment shall best subserve the public interest.

SEC. 75. There shall be one folding room of the Senate and one folding room of the House of Representatives. They

shall be in charge of superintendents, appointed respectively by the Sergeant-at-Arms of the Senate and Doorkeeper of the House, who shall also appoint the necessary assistants. All reports or documents to be distributed for Senators, Rep-
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resentatives, and Delegates shall be folded and distributed from the folding rooms under the general direction of the superintendent of documents, and whenever in his opinion it is advisable to fold and distribute any documents from the Government Printing Office or the storehouses connected therewith, he shall so order.

SEC. 76. Any Senator, Representative, or Delegate having public documents to his credit at the expiration of his term of office shall take the same within nine months after his term has expired, and if he shall not do so within such period he shall forfeit them to his successor in office.

SEC. 77. Extra copies of documents and reports shall be printed promptly when the same shall be ready for publication, and shall be bound in paper or cloth as directed by the Joint Committee on Printing, and shall be of the number following in addition to the usual number:

Of the Agricultural Report, three hundred thousand copies, of which fifty thousand shall be for the Senate, two hundred and twenty-five thousand for the House, and twenty-five thousand for distribution by the Agricultural Department.

Of the Report of the Bureau of Animal Industry, forty

thousand copies, of which ten thousand shall be for the Senate, twenty thousand for the House, and ten thousand for distribution by the Agricultural Department.

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Of the Ephemeris and Nautical Almanac and of the papers supplementary thereto, one thousand five hundred copies; one hundred copies for the Senate, four hundred for the House, and one thousand for distribution by the Navy Department. The five hundred copies printed for Congress shall be for the calendar year next following, and those for the public service for the third year following.

Of the Astronomical and Meteorological Observations of the Naval Observatory, one thousand eight hundred copies; three hundred for the Senate, seven hundred for the House, and eight hundred for distribution by the Navy Department.

Of the Report of the Superintendent of the Coast and Geodetic Survey, two thousand eight hundred copies; two hundred copies for the Senate, six hundred copies for the House, and two thousand copies for distribution by the Superintendent of the Coast and Geodetic Survey.

Of Commercial Relations, and of Foreign Relations, three thousand copies of each; one thousand for the Senate and two thousand for the House.

Of the Report of the Bureau of Ethnology, eight thousand copies; one thousand for the Senate, two thousand for the House, and five thousand for distribution by the Bureau of Ethnology.

Of the Report of the Commissioner of Fish and Fisheries, [34] eight thousand copies; two thousand for the Senate, four thousand for the House, and two thousand for distribution by the Fish Commission.

Of the Bulletins of the Fish Commission, four thousand copies; one thousand for the Senate, two thousand for the House, and one thousand for distribution by the Commission.

Of the Report of the Health Officer of the District of Columbia, one thousand five hundred copies; one hundred for the Senate, three hundred and sixty for the House, and one thousand and forty for distribution by the health officer.

Of the Report of the Civil Service Commission, twenty-three thousand copies; one thousand for the Senate, two thousand for the House, twenty thousand for distribution by the Civil Service Commission.

Of the Report of the Commissioner of Education, thirty-five thousand copies; five thousand for the Senate, ten thousand for the House, and twenty thousand for distribution by the Commissioner of Education.

Of the Report of the Geological Survey, twelve thousand copies; three thousand for the Senate, six thousand for the House, three thousand for distribution by the Geological Survey.

Of the Report of the Commissioner of Labor, twenty

thousand copies; five thousand for the Senate, ten thou-
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sand for the House, and five thousand for distribution by the Commissioner of Labor.

Of the Report of the Interstate Commerce Commission, five thousand copies; one thousand for the Senate, two thousand for the House, and two thousand for the use of the Commission.

Of the Reports and Decisions of the Insterstate Commerce Commission provided for in the act of March second, eighteen hundred and eighty-nine, three thousand copies; five hundred for the Senate, one thousand for the House, and one thousand five hundred for distribution by the Commission.

The Secretary of State shall cause to be printed and bound at the Government Printing Office as many volumes of the Revised Statutes of the United States, the Supplement to the Revised Statutes published under the act of June seventh, eighteen hundred and eighty, and the second Supplement to the Revised Statutes authorized under the act of April ninth, eighteen hundred and ninety, as he may deem needful for public distribution and for sale by his office at the cost thereof.

The Secretary of State shall cause to be edited, printed, published, and distributed pamphlet copies of the statutes of the present and each future session of Congress to the officers and persons hereinafter provided for; said distribution shall be made at the close of every session of Congress, as follows:

To the President and Vice-President of the United States, two copies each: to each Senator, Representative, and Delegate in Congress, one copy; to the Librarian of the Senate, for the use of Senators, one hundred copies; to the Librarian of the House, two hundred copies, for the use of Representatives and Delegates; to the Library of Congress, fourteen copies; to the Department of State, including those for the use of legations and consulates, six hundred copies; to the Treasury Department, three hundred copies; to the War Department, two hundred copies; to the Navy Department, one hundred copies; to the Department of the Interior, including those for the use of the surveyors-general and registers and receivers of public land offices, two hundred and fifty copies; to the Post-Office Department, fifty copies; to the Interstate Commerce Commission, ten copies; to the Department of Labor, five copies; to the Civil Service Commission, three copies; to the Department of Justice, including those for the use of the Chief Justice and associate justices of the Supreme Court and the judges and the officers of the United States and Territorial courts, five hundred copies; to the Department of Agriculture, fifty copies; to the Smithsonian Institution, five copies; to the Government Printing Office, two copies; to the governors and secretaries of Territories, one copy each.

The Secretary of State is authorized to have printed as

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many additional copies of the pamphlet laws as he may deem needful for distribution and sale by him, at cost price, not exceeding one thousand copies of the laws of any one session in any one year.

The Public Printer shall deliver to the folding rooms of the Senate and House of Representatives seven thousand copies of the pamphlet laws, two thousand copies of which shall be for the Senate and five thousand copies for the House.

After the close of each Congress the Secretary of State shall have edited, printed, and bound a sufficient number of the volumes containing the statutes at large enacted by that Congress to enable him to distribute copies, or as many thereof as may be needed, as follows:

To the President of the United States, four copies, one of which shall be for the library of the Executive Mansion; to the Vice-President of the United States, one copy; to each Senator, Representative, and Delegate in Congress, one copy; to the Librarian of the Senate, for the use of Senators, one hundred copies; to the Librarian of the House, for the use of Representatives and Delegates, two hundred copies; to the Library of Congress, fourteen copies, including four copies for the Law Library; to the Department of State, including those for the use of the legations and consulates, three hundred and eighty copies; to the Treasury Department, including those

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for the use of officers of customs, three hundred copies; to

the War Department, seventy-five copies; to the Navy Department, seventy-five copies; to the Department of the Interior, including those for the use of surveyors-general and registers and receivers of public land offices, two hundred and fifty copies; to the Post-Office Department, fifty copies; to the Interstate Commerce Commission, ten copies; to the Department of Labor, five copies; to the Civil Service Commission, three copies; to the Department of Justice, including those for the use of the Chief Justice and associate justices of the Supreme Court and the judges and the officers of the United States and Territorial courts, five hundred copies; to the Department of Agriculture, fifty copies; to the Smithsonian Institution, two copies; to the Government Printing Office, one copy. And the Secretary of State is authorized to have as many additional copies printed and bound as may in his opinion be needed for distribution and sale at cost thereof, not exceeding in any one year one thousand copies of the laws of any one Congress.

The pamphlet copies of the statutes and the bound copies of the acts of each Congress shall be legal evidence of the laws and treaties therein contained in all the courts of the United States and of the several States therein. The said pamphlet and the Statutes at Large shall contain all laws, joint and concurrent resolutions passed by Congress, and also all conventions, treaties, proclamations, and agreements.

The message of the President without the accompanying

documents and reports shall be printed, immediately upon its receipt by Congress, in pamphlet form. Fifteen thousand shall be printed, of which five thousand shall be for the Senate, and ten thousand for the House.

Of the President's Message and accompanying documents and of the annual reports of the Departments to Congress there shall be printed one thousand copies for the Senate and two thousand for the House: *Provided*, That of the reports of the Chief of Engineers of the Army, the Commissioner of Patents, the Comptroller of the Currency, the Commissioner of Internal Revenue, the report of the Chief Signal Officer of the War Department, and of the Chief of Ordnance, the usual number only shall be printed.

The following reports required by law to be made to Congress shall not be printed unless the printing be recommended by the head of the Department making the same, and ordered by concurrent resolution of Congress, namely: Report of contracts for conveying the mails, report of fines and deductions in the Post-Office Department, and accounts of the First Comptroller of the Treasury, and the report of the proceedings of the annual meetings of the Board of Supervising Inspectors of Steam Vessels.

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Of the Report of the National Academy of Sciences, two thousand copies; five hundred for the Senate, one thousand for the House, and five hundred for distribution by the Academy of Sciences.

Of the Memoirs of the National Academy of Sciences, two thousand five hundred copies; five hundred for the Senate, one thousand for the House, and one thousand for distribution by the Academy of Sciences.

Of the Registers of the Army and Navy, fifteen hundred copies of each, five hundred for the Senate and one thousand for the House.

Of the Report of the Smithsonian Institution, ten thousand copies; one thousand for the Senate, two thousand for the House, five thousand for distribution by the Smithsonian Institution, and two thousand for distribution by the National Museum.

Of the Reports of Consular Officers, one thousand five hundred copies; five hundred for the Senate, one thousand for the House.

Of the Statistical Abstract of the United States, twelve thousand copies; three thousand for the Senate, six thousand for the House, and three thousand for distribution by the Bureau of Statistics.

Of the Tests of Iron and Steel, five hundred for distribution by the War Department.

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Of the Finance Report of the Secretary of the Treasury, the Report on Commerce and Navigation, on Internal Commerce, of the Director of the Mint on the Production of Precious Metals, and of Mineral Resources of the United States, there shall be printed one thousand of each for the

Senate and two thousand for the House, in addition to those published as a part of the Departmental reports.

Of the Report of the Government Directors of the Union Pacific Railways, one thousand five hundred copies; five hundred for the Senate, and one thousand for the House.

There shall be printed of eulogies of deceased Senators, Representatives, and Delegates five thousand copies, of which number one-half shall be delivered to the Senators, Representatives, or Delegates of the State or Territory represented by the deceased. The remaining number shall be distributed equally among the Senators, Representatives, and Delegates of other States and Territories. The engraving for such eulogies shall be done at the Bureau of Engraving and Printing and paid for out of the appropriation for that Bureau. Of the "usual number" the bound volume shall contain in one volume for each House all eulogies during the session of Congress upon Senators and Representatives, respectively.

Of the Senate Manual and of the Digest and Manua of the House of Representatives, each House shall print as many [42] copies as it shall desire, even though the cost exceed five hundred dollars.

There shall be prepared under the direction of the Joint Committee on Printing a Congressional Directory, of which there shall be three editions during each long session and two editions during each short session of Congress. The first edition shall be distributed to Senators, Representatives,

Delegates, the principal officers of Congress, and heads of Departments on the first day of the session, and shall be ready for distribution to others within one week thereafter. The number and distribution of such Directory shall be under the control of the Joint Committee on Printing. Official correspondence concerning the Directory may be had in penalty envelopes under the direction of the joint committee.

The Joint Committee on Printing shall appoint a competent person, who shall edit such portion of the reports and documents accompanying the annual message of the President as they may deem suitable for popular distribution, and prepare an alphabetical index thereto. The Public Printer shall furnish to the person so designated copies of all the said reports and documents as soon as printed; and the abridgment of the message and documents shall be prepared for the Printer by the first day of January of each year, and shall be printed by the Public Printer as soon as copy is furnished him. There shall be printed of such abridgment twelve thou-
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sand copies, of which four thousand shall be for the Senate and eight thousand for the House.

The Public Printer shall furnish the Congressional Record as follows:

To each Senator, thirty-seven copies; to each Representative and Delegate, twenty copies; to be supplied daily as originally published or in the revised and permanent form bound only in half Russia, or part in each form, as each

may elect.

To each Senator, Representative, and Delegate there shall be furnished two copies of the daily Record, one to be delivered at his residence and one at the Capitol.

To the President, for use of the Executive Office, four copies of the daily and one bound copy.

To the Vice-President, one copy of the daily and one bound copy.

To the Chief Justice and each of the associate justices of the Supreme Court of the United States, the marshal and clerk of the said court, one daily and one bound copy.

To the Official Reporter of the Senate and each of his assistant reporters, and to the official reporters of the House, each two copies of the daily and one copy of the bound Record.

To the elective officers of the Senate and House, each one copy of the daily and one bound copy.

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To the Library of Congress, forty-five bound copies.

To the Senate and House libraries, ten bound copies to each.

To each standing committee of the Senate and House, one bound copy, where the chairman makes requisition therefor, to be filed with the Public Printer during the first sixty days of the session.

To the library of each of the eight Executive Departments, one bound copy.

To the Soldiers' Home, and to each of the national homes for disabled volunteer soldiers, one copy of the daily.

To the superintendent of documents, five hundred bound copies for distribution to depositories of public documents.

To each of our legations abroad, one copy of the daily Record, to be sent through the Secretary of State.

To each foreign legation in Washington whose government extends a like courtesy to our legations abroad, one copy of the daily Record, to be sent through the Secretary of State and furnished upon his requisition.

The Public Printer is authorized to furnish to subscribers the daily Record at eight dollars for the long and four dollars for the short session, or one dollar and fifty cents per month, payable in advance. The "usual number" of the Congressional Record shall not be printed.

The Secretary of War is hereby directed to ascertain what number of copies of the first five volumes of the Rebellion Record is required to complete sets of this series in the possession of libraries or other parties supplied with subsequent volumes under existing provision of law, whether such distribution has been through the War Department or otherwise; and the Public Printer is authorized and directed to furnish, upon the requisition of the Secretary of War, the number of copies of each volume required for this purpose, which shall be used exclusively by the Secretary of War for completing such sets.

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There shall be printed of the Annual Report of the Public Printer one thousand copies, to be distributed under his direction, and he may retain out of all documents, bills, and resolutions printed the number of copies absolutely needful for the official use of the Government Printing Office.

To enable the officer charged with the duty of preparing the Official Register of the United States to publish the same, the Secretary of the Senate, the Clerk of the House of Representatives, the head of each Executive Department of the Government, and the chief of each and every bureau, office, commission, or institution not embraced in an Executive Department, in connection with which salaries are paid from the Treasury of the United States, shall, on the first day of July in each year in which a new Congress is to assemble, cause to be filed with the Secretary of the Interior a full and complete

list of all officers, agents, clerks, and other employees of said Department, bureau, office, commission, or institution connected with the legislative, executive, or judicial service of the Government, or paid from the United States Treasury, including military and naval officers of the United States, cadets, and midshipmen.

Said lists shall exhibit the salary, compensation, and emoluments allowed to each of said officers, agents, clerks, and other employees, the State or country in which he was born, the State or Territory and Congressional district and county of which he is a resident and from which he was appointed

to office, and where employed.

A list of the names, force, and condition of all ships and vessels belonging to the United States, and when and where built, shall also be filed with the Secretary of the Interior by the heads of the Departments having supervision of such ships and vessels, for incorporation in the Official Register.

The Postmaster-General shall furnish a statement of all allowances made, during the period of two years next preceding said first day of July above mentioned, to each contractor on contracts for carrying the mails, discriminating the sum paid as stipulated by the original contract, and the sums paid as additional allowances.

The Secretary of the Interior shall cause the Official Register to be edited, indexed, and published, by the appoint-
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ment clerk of the Interior Department, on the first day of December following the first day of July above mentioned.

Of the Official Register three thousand copies shall be printed and bound, which shall be distributed as follows: To the President of the United States, four copies, one copy of which shall be for the library of the Executive Mansion; to the Vice-President of the United States, two copies; to each Senator, Representative, and Delegate in Congress, one copy; to the Secretary and Sergeant-at-Arms of the Senate, to the Clerk and Sergeant-at-Arms of the House, one copy each; to the library of the Senate, fifty copies, of which one copy shall be supplied to such standing com-

mittees of the Senate as shall make requisition therefor; to the library of the House of Representatives, seventy-five copies, of which one copy shall be supplied to such standing committee of the House as shall make requisition therefor; to the Library of Congress, twenty-five copies; to the Department of State, one hundred copies; to the Treasury Department, one hundred and fifty copies; to the War Department, fifty copies; to the Navy Department, twenty copies; to the Department of Justice, twenty copies; to the Department of the Interior, two hundred copies; to the Post-Office Department, one hundred copies; to the Department of Agriculture, fifteen copies; to the Smithsonian Institution, four copies; to the Department of Labor, four copies; to the Government [48] Printing Office, four copies; to the Interstate Commerce Commission, two copies; to the Civil Service Commission, four copies; to the Commissioners of the District of Columbia, two copies; to the Commissioner of Fish and Fisheries, two copies; and the remaining copies shall be delivered to the superintendent of documents, who is hereby authorized to send one copy to each designated depository and to such public college or school library not a depository of public documents, and one copy to such other person as shall be designated by each Senator, Representative, and Delegate in Congress, and shall hold the remainder for sale under the provisions of this law. The usual number of the Official Register shall not be printed.

The Commissioner of Patents is authorized to continue the printing of the following:

First. The patents for inventions and designs issued by the Patent Office, including grants, specifications, and drawings, together with copies of the same, and of patents already issued, in such number as may be needed for the business of the office.

Second. The certificates of trade-marks and labels registered in the Patent Office, including descriptions and drawings, together with copies of the same, and of trade-marks and labels heretofore registered, in such numbers as may be needed for the business of the office.

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Third. The Official Gazette of the United States Patent Office in numbers sufficient to supply all who shall subscribe therefor at five dollars per annum; also to exchange for other scientific publications desirable for the use of the Patent Office; also to supply one copy to each Senator, Representative, and Delegate in Congress; also to supply one copy to eight such public libraries having over one thousand volumes, exclusive of Government publications, as shall be designated by each Senator, Representative, and Delegate in Congress, not already named as a designated depository, with one hundred additional copies, together with bimonthly and annual indexes for all the same; of the Official Gazette the usual number shall not be printed.

Fourth. The Commissioner of Patents report for the

fiscal year, not exceeding five hundred in number, for distribution by him; the Commissioner of Patents' annual report to Congress, without the list of patents, not exceeding one thousand five hundred in number; and of the Commissioner of Patents' annual report to Congress, with the list of patents, the usual number only shall be printed.

Fifth. Copies of the specifications and drawings of each patent issued, bound in monthly volumes, one copy for each of the Executive Departments of the Government, one copy to be placed for free public inspection in each capitol of every State and Territory, one for the like purpose in the clerk's [50] office of the district court of each judicial district of the United States, except when such offices are located in State or Territorial capitols, and one in the Library of Congress, which copies shall be certified under the hand of the Commissioner and seal of the Patent Office, and shall not be taken from the depositories for any other purpose than to be used as evidence; also one hundred additional copies of the same, for sale by him at a price to be fixed by the Secretary of the Interior. The "usual number" shall not be printed.

Sixth. Pamphlet copies of the rules of practice, pamphlet copies of the patent laws, and pamphlet copies of the laws and rules relating to trade-marks and labels, and circulars relating to the business of the office, all in such numbers as may be needed for the business of the office. The usual number shall not be printed.

Seventh. Annual volumes of the decisions of the Commissioner of Patents and of the United States courts in patent cases, not exceeding one thousand five hundred in number, of which the usual number shall be printed, and for this purpose a copy of each shall be transmitted to Congress promptly when prepared.

Eighth. Indexes to patents relating to electricity, and indexes to foreign patents, in such numbers as may be needed for the business of the office. The usual number shall not be printed.

All printing for the Patent Office making use of lithography or photolithography, together with the plates for the same, shall be contracted for and performed under the direction of the Commissioner of Patents, under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe, and all other printing for the Patent Office shall be done by the Public Printer under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe.

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SEC. 78. Government publications furnished to judicial and executive officers of the United States for their official use shall not become the property of these officers, but on the expiration of their official term shall be by them delivered to their successors in office, and all Government publications delivered to designated depositories or other libraries shall be for public use without charge.

SEC. 79. Documents and reports may be furnished to

foreign legations to the United States upon request specifying those desired and requisition made upon the Public Printer by the Secretary of State: *Provided*, That such gratuitous distribution shall only be made to legations whose Governments furnish to legations from the United States copies of their printed and legislative documents desired.

SEC. 80. The charts published by the Coast and Geodetic Survey shall be sold at cost; and there shall be no free distribution of such charts except to the departments and officers [52] of the United States requiring them for public use: but on the order of Senators, Representatives, and Delegates not to exceed ten copies to each may be distributed through the Superintendent of the Coast and Geodetic Survey.

SEC. 81. The Secretary of the Navy is authorized to cause to be prepared at the Hydrographic Office attached to the Bureau of Navigation, in the Navy Department, maps, charts, and nautical books relating to and required in navigation, and to publish and furnish them to navigators at the cost of printing and paper, and to purchase the plates and copyrights of such existing maps, charts, navigators' sailing directions and instructions as he may consider necessary and when he may deem it expedient to do so, and under such regulations and instructions as he may prescribe.

All moneys which may be received from the sale of maps, charts, and nautical books shall be paid by the Secretary of the Navy into the Treasury of the United States, to

be used in the further preparation and publication of maps, charts, navigators' sailing directions, and instructions for the use of seamen, to be sold at the cost of printing and paper.

SEC. 82. All appropriations made for the preparation or publication of foreign hydrographic surveys shall only be applicable to their object, upon the approval by the Secretary of the Navy, after a report from three competent naval officers to the effect that the original data for proposed charts are [53] such as to justify their publication; and it is hereby made the duty of the Secretary of the Navy to order a board of three naval officers to examine and report upon the data before he shall approve of any application of moneys to the preparation or publication of such charts or hydrographic surveys.

SEC. 83. The scientific reports known as the monographs and bulletins of the Geological Survey shall not be published until specific and detailed estimates are made therefor and specific appropriations made in pursuance of such estimates; and no engravings for the annual reports for such monographs and bulletins, or of illustrations, sections, and maps, shall be done until specific estimates are submitted therefor and specific appropriations made based on such estimates.

SEC. 84. Registered bonds and written records may be bound at the Treasury Department.

SEC. 85. No document or report to be illustrated or accompanied by maps shall be printed by the Public Printer

until the illustrations or maps designed therefor shall be ready for publication; and no order for public printing shall be acted upon by the Public Printer after the expiration of one year, unless the entire copy and illustrations for the work shall have been furnished within that period.

SEC. 86. Every public document of sufficient size on any one subject shall be bound separately, and receive the title [54] suggested by the subject of the volume, which shall be the chief title, and the classification of the volume shall be placed on the back at the bottom, as simply indicating its classification and not as a part of the title.

The executive and miscellaneous documents and the reports of each House of Congress shall be designated as "House Documents," "Senate Documents," "House Reports," "Senate Reports," thus making two classes for each House.

SEC. 87. The Public Printer shall bind four sets of Senate and House of Representatives bills, joint and concurrent resolutions of each Congress, two for the Senate and two for the House, to be furnished him from the files of the Senate and House document room, and the volumes when bound to be kept there for reference.

SEC. 88. The Secretary of the Senate and Clerk of the House shall procure and file for the use of their respective Houses copies of all reports made by committees, and they are hereby directed at the close of each session of Congress to cause such reports to be indexed and bound, one copy to be

deposited in the library of each House and one copy in the room of the committee from which the reports emanate.

SEC. 89. Senators, Representatives, and Delegates in Congress, the Secretary of the Senate, and Clerk of the House of Representatives may send and receive through the mail all public documents printed by order of Congress; and the name of each Senator, [55] Representative, Delegate, Secretary of the Senate, and Clerk of the House shall be written thereon, with the proper designation of the office he holds: and the provisions of this section shall apply to each of the persons named therein until the first day of December following the expiration of their respective terms of office.

Members and members-elect of Congress shall have the privilege of sending free through the mails, and under their frank, letters to any officer of the Government when addressed officially.

SEC. 90. No printing or binding shall be done at the Government Printing Office except authorized by law.

SEC. 91. The Public Printer shall execute such printing and binding for the President as he shall order and make requisitions for, and deliver to the Executive Mansion two copies each of all documents, bills, and resolutions as soon as printed and ready for distribution.

SEC. 92. No printing shall be done for the Executive Departments in any fiscal year in excess of the amount of the appropriation, and none shall be done without a special

requisition, signed by the chief of the Department and filed with the Public Printer.

No report, publication, or document shall be printed in excess of the number of one thousand of each in any one fiscal year without authorization therefor by Congress, except that of [56] the annual report of the head of the Department without appendices there may be printed in any one fiscal year not to exceed five thousand copies, bound in pamphlet form; and of the reports of chiefs of bureaus without appendices there may be printed in any one fiscal year not to exceed two thousand five hundred copies, bound in pamphlet form.

Heads of Executive Departments shall provide by order and direct whether reports made to them by bureau chiefs and chiefs of divisions shall be printed, typewritten, or written.

The Public Printer shall include in his annual report a full statement of the number of each and every publication or document printed upon requisition of the Executive Departments, and the cost thereof, and in the annual report of every head of the Executive Departments there shall appear a statement of all publications printed upon requisition of the Department, and the number in each instance.

SEC. 93. The heads of Executive Departments, and such executive officers as are not connected with the Departments, respectively, shall cause daily examination of the Congressional Record for the purpose of noting documents, reports, and other publications of interest to their Departments, and shall

cause an immediate order to be sent to the Public Printer for the number of copies of such publications required for official use, not to exceed, however, the number of bureaus in the Department and divisions in the office of the head thereof. [57] The Public Printer shall send to each Executive Department and to each executive office not connected with the Departments, as soon as printed, five copies of all bills and resolutions. Where the head of a Department desires a greater number of any class of bills or resolutions for official use, they shall be furnished by the Public Printer on requisition promptly made.

SEC. 94. The annual reports of executive officers shall be printed in the same type and form as the report of the head of the Department which it accompanies, unless otherwise ordered by the Joint Committee on Printing.

SEC. 95. Government publications printed for or received by the Executive Departments, whether for official use or for distribution, shall be distributed by a competent person detailed to such duty in each Department by the head thereof. He shall keep an account in detail of all publications received and distributed by him. He shall prevent duplication, and make detailed report to the head of the Department, who shall transmit the same annually to Congress.

SEC. 96. When any Department, the Supreme Court, the Court of Claims, or the Library of Congress shall require printing or binding to be done, it shall be on certificate that

such work be necessary for the public service; whereupon the Public Printer shall furnish an estimate of the cost by the principal items for such printing or binding so called for, after [58] which requisitions shall be made upon him therefor by the head of such Department, the Chief Justice of the Supreme Court, Chief Justice of the Court of Claims, or the Librarian of Congress: and the Public Printer shall place the cost thereof to the debit of such Department in its annual appropriation for printing and binding.

SEC. 97. No head of any Executive Department, or of any bureau, branch, or office of the Government, shall cause to be printed, nor shall the Public Printer print, any document or matter except that which is authorized by law and necessary to the public business, and executive officers, before transmitting their annual reports, shall carefully examine the same and all accompanying documents, and exclude therefrom all matter, including engravings, maps, drawings, and illustrations, except such as they shall certify in their letters transmitting such reports are necessary and relate entirely to the transaction of the public business.

SEC. 98. The Postmaster-General shall contract for all envelopes stamped or otherwise designed for sale to the public, or for use by his own or other Departments, and may contract for them to be plain or with such printed matter as may be prescribed by the Department making requisition therefor: *Provided*, That no envelope furnished by the Gov-

ernment shall contain any business address or advertisement.

SEC. 99. All blanks and letter heads for use by the judges [59] and other officials of the United States courts other than such as are required to be paid for by any of these officers out of the emoluments of their offices shall be printed at the Government Printing Office upon forms prescribed by the Department of Justice, and shall be distributed by it upon requisition.

SEC. 100. The libraries of the United States Military Academy and United States Naval Academy are hereby constituted designated depositories of Government publications, and the superintendent of documents shall supply one copy of said publications, in the same form as supplied to other depositories, to each of said libraries.

SEC. 101. All future orders or requisitions for printing shall be governed by the provisions of this act; and hereafter all orders for printing by any of the committees of the Senate or House of Representatives, or any of the officers thereof, shall receive the approval of the Committee on Printing of each House, respectively. No Government publications shall be delivered to officers and employees of Congress unless authorized by this act or upon requisition approved by the Joint Committee on Printing.

SEC. 102. All laws in conflict with the provisions of this bill are hereby repealed.

[Calendar No., 27.

52D CONGRESS, 1ST SESSION.

S. 1549.

IN THE SENATE OF THE UNITED STATES.

JANUARY 12, 1892.

Reported by Mr. MANDERSON, from the Committee on Printing of the Senate and the special committee of both Houses appointed under concurrent resolution passed by the Fifty-first Congress, read twice and placed upon the Calendar.

FEBRUARY 10, 1892.

Ordered reprinted as amended: Omit parts struck through and insert parts printed in *italics*.

A BILL

Providing for the public printing and binding and the distribution of public documents.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be a Joint Committee on Printing, consisting of three members of the Senate and three members of the House of Representatives, who shall have the powers hereinafter stated.

SEC. 2. The Joint Committee on Printing shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay in the execution of the public printing; and the committee shall have power to order reprinted not exceeding three hundred copies of a public bill pending before either House of Congress, when the supply

shall have become exhausted, and the interests of the public service demand immediate action.

SEC. 3. The Joint Committee on Printing shall fix upon standards of paper for the different descriptions of public printing and binding, and the Public Printer shall, under their direction, advertise in two newspapers, published in each of the cities of Boston, New York, Philadelphia, Baltimore, Washington, Cincinnati, St. Louis, and Chicago, for sealed proposals to furnish the Government with paper, as specified in the schedule to be furnished to applicants by the Public Printer, setting forth in detail the quality and quantities required for the public printing. And the Public Printer shall furnish samples of the standard of papers fixed upon to applicants therefor who shall desire to bid.

SEC. 4. The advertisements shall specify the minimum portion of each quality of paper required for either three months, six months, or one year, as the Joint Committee on Printing may determine; but when the minimum portion so specified exceeds, in any case, one thousand reams, it shall state that proposals will be received for one thousand reams or more.

SEC. 5. The sealed proposals to furnish paper shall be opened in the presence of the Joint Committee on Printing, and the contracts shall be awarded by them to the lowest and best bidder for the interest of the Government;

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but they shall not consider any proposal which is not accompanied by satisfactory evidence that the person making it is a manufacturer of or dealer in the description of paper which he proposes to furnish.

SEC. 6. No contract for furnishing paper shall be valid until it has been approved by the Joint Committee on Printing, if made under their direction, or by the Secretary of the Interior if made under his direction according to the provisions of section nine of this act. The award of each contract for furnishing paper shall designate a reasonable time for its performance.

SEC. 7. The Public Printer shall compare every lot of paper delivered by any contractor with the standard of quality fixed upon by the Joint Committee on Printing, and shall not accept any paper which does not conform to it in every particular.

SEC. 8. In case of difference of opinion between the Public Printer and any contractor for paper respecting its quality, the matter of difference shall be determined by the Joint Committee on Printing or by the Secretary of the Interior when Congress is not in session.

SEC. 9. If any contractor shall fail to comply with his contract, the Public Printer shall report such default to the Joint Committee on Printing, when Congress is in session, or to the Secretary of the Interior when Congress

is not in session; and he shall, under the direction of the committee, or of the Secretary of the Interior, as the case may be, enter into a new contract with the lowest and best bidder for the interest of the Government among those whose proposals were rejected at the last opening of bids, or he shall advertise for new proposals, under the regulations hereinbefore stated; and during the interval which may thus occur he shall, under the direction of the Joint Committee on Printing, or of the Secretary of the Interior, purchase in open market, at the lowest market price, all paper necessary for the public printing.

SEC. 10. In case of the default of any contractor to furnish paper, he and his sureties shall be responsible for any increase of cost to the Government in procuring a supply of such paper, which may be consequent upon such default.

The Public Printer shall report every such default, with a full statement of all the facts in the case, to the Solicitor of the Treasury, who shall prosecute the defaulting contractor and his sureties upon their bond, in the circuit court of the United States, in the district in which such defaulting contractors reside.

SEC. 11. The Joint Committee on Printing, or during the recess of Congress the Secretary of the Interior, may authorize the Public Printer to make purchase of paper in open market, whenever they may deem the quantity required so small, or

the want so immediate, as not to justify advertisement for proposals.

SEC. 12. The joint committee is authorized to give permission to the Public Printer to purchase material other than paper in open market, whenever in their opinion it would not promote the public interest to advertise for proposals and to make contracts for the same: *Provided, however,* That the purchases authorized by this act shall not in any term of six months exceed the sum of fifty dollars for any particular article required.

SEC. 13. The joint committee shall have control of the arrangement and style of the Congressional Record, and while providing that it shall be substantially a verbatim report of proceedings, shall take all needed action for the reduction of unnecessary bulk, and shall provide for the publication of an index of the Congressional Record semimonthly during the sessions of Congress and at the close thereof.

SEC. 14. The joint committee shall designate to the Public Printer a competent person to prepare the semimonthly and session index to the Congressional Record, and shall fix and regulate the compensation to be paid by the Public Printer for the said work and direct the form and manner of its publication and distribution.

SEC. 15. When the probable total cost of the maps or plates accompanying one work or document exceeds twelve

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hundred dollars, the lithographing or engraving thereof shall be awarded to the lowest and best bidder, after advertisement by the Public Printer, under the direction of the joint committee, which may authorize him to make immediate contracts for lithographing or engraving whenever the exigencies of the public service do not justify advertisement for proposals.

SEC. 16. The Public Printer shall prepare a schedule of materials required to be purchased, showing the description, quantity, and quality of each article, and shall invite proposals for furnishing the same, either by advertisement or circular, as the Joint Committee on Printing may direct, and shall make contracts for the same with the lowest responsible bidder, making a return of the same to the joint committee, showing the number of bidders, the amounts of each bid, and the awards of the contracts.

SEC. 17. At all times when there is no Committee on Printing of the House of Representatives the powers and duties under the law devolving upon the Joint Committee on Printing shall be exercised and performed by the Senate Committee on Printing.

SEC. 18. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing Office.

The title of said officer shall be Public Printer. He shall receive a salary of four thousand five hundred dollars per annum, and shall give bond in the sum of one hundred thousand dollars for the faithful performance of the duties of his office, said bond to be approved by the Secretary of the Treasury.

SEC. 19. It shall be the duty of the Public Printer to purchase all materials and machinery which may be necessary for the Government Printing Office; to take charge of all matter which is to be printed, engraved, lithographed, or bound; to keep an account thereof in the order in which it is received, and to cause the work to be promptly executed; to superintend all printing and binding done at the Government Printing Office, and to see that the sheets or volumes are promptly delivered to the officer who is authorized to receive them. The receipt of such officer shall be a sufficient voucher for their delivery.

SEC. 20. The Public Printer shall make annual report to Congress, and in it specify the number of copies of each Department report and document printed upon requisition by the head of the Department for which the printing was done, and he shall also specify in said report the exact number of copies of books, giving the titles of the books, bound upon requisition for Senators, Representatives, Delegates, and other officers of the Government and the cost thereof.

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SEC. 21. The chief clerk, the foreman of printing, and a person designated by the Joint Committee on Printing, shall constitute a board of condemnation, who, upon the call of the Public Printer, shall determine the condition of presses and other machinery and material used in the Government Printing Office, with a view to condemnation.

In case ruling machines, stitching machines, or other machinery or material used in the bindery shall become the subject of inquiry, with a view to condemnation, the foreman of binding shall be substituted on the board in place of the foreman of printing.

SEC. 22. Whenever any machinery or material in the Government Printing Office shall have been regularly condemned as unserviceable, the Public Printer may sell the same, after public advertisement, to the highest bidder, for cash, and turn the proceeds into the Treasury of the United States: *Provided,* That in case the sum or sums offered for such advertised property should be deemed by him too low, he may exchange said old machinery or material for new, paying the difference in money, and render appropriate vouchers for such expenditure.

SEC. 23. The Public Printer shall, on the first day of each regular session, report to Congress the exact condition and the quantity and cost of all printing, binding, lithographing, and engraving; the quantity and cost of all paper

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purchased for the same: a detailed statement of all proposals and contracts entered into for the purchase of paper and other materials, and for lithographing and engraving; of all payments made, during the preceding year, under his direction; of the quantity of work ordered and done, with a general classification thereof, for each Department, and a detailed statement of each account with the Departments or public officers; a classified detailed statement of the number of hands employed and the sums paid to each; and such other information touching all matters connected with the Printing Office as may be in his possession.

SEC. 24. The employees of the Government Printing Office, whether employed by the piece or otherwise, shall be allowed leaves of absence with pay to the extent of not exceeding thirty days in any one fiscal year under such regulations and at such times as the Public Printer may designate. Such employees as are engaged on piecework shall receive the same rate of pay for the said thirty days leave as will be paid to day hands: *Provided*, That those regularly employed on the Congressional Record shall receive leave, with pay, at the close of each session, pro rata for the time of such employment: *And provided further*, That it shall be lawful to allow pro rata leave to those serving fractional parts of the year.

SEC. 25. There shall be reserved by the Public Printer

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from the quota of each member of Congress and Delegate one copy of the Congressional Record in unstitched form, to be

delivered ~~upon demand of~~ each Member or Delegate; and there shall be furnished to each standing committee of Congress one copy, which *copies for members and committees* shall be bound promptly in paper when each semimonthly index shall be issued and shall be delivered without delay; ~~and the Public Printer shall supply, at the end of each session, to each standing committee, filing requisition therefor, one set of the permanent Record bound in half Russia, with the name of the committee printed on the back.~~

SEC. 26. The Public Printer shall cause to be stereotyped all matter when there is a reason to believe that it will be needed a second time.

SEC. 27. The Public Printer shall, at the beginning of each session of Congress, submit to the Joint Committee on Printing estimates of the quantity of paper of all descriptions which will be required for the public printing and binding during the ensuing year.

SEC. 28. He shall prepare and submit to the Secretary of the Treasury, annually, in time to have the same embraced in the estimates from that Department, detailed estimates of the sums which will be required for salaries, wages, printing, engraving, lithographing, binding, materials, and other necessary expense of said Printing Office for the ensuing fiscal year.

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SEC. 29. There shall be advanced to the Public Printer, from time to time, as the public service may require it, and under such rules as the Secretary of the Treasury may pre-

scribe, a sum of money not exceeding, at any time, four-fifths of the penalty of his bond, to enable him to pay for work and material.

SEC. 30. Moneys received from sales of extra copies of documents, paper shavings, imperfections, waste gold leaf, and leather and book-cloth scraps shall be deposited by the Public Printer in the Treasury of the United States to the credit of the appropriation for public printing and binding; and shall be subject to his requisitions in the manner prescribed by law.

SEC. 31. The Public Printer shall settle the account of his receipts and disbursements in the same manner required of other disbursing officers.

SEC. 32. All printing offices in the Departments now in operation, or hereafter put in operation, by law, *except those heretofore provided for by law for special purposes*, shall be considered a part of the Government Printing Office, and shall be under the control of the Public Printer, who shall furnish all presses, types, imposing stones, and necessary machinery and material for said offices from the general supplies of the Government Printing Office; and all paper and material of every kind used in the said offices for departmental work, except letter and note paper and envelopes, [12] shall be supplied by the Public Printer; and all persons employed in said printing offices and binderies shall be appointed by the Public Printer, and be carried on his pay roll

the same as employees in the main office, and shall be responsible to him.

All work done in the said offices shall be ordered on blanks prepared for that purpose by the Public Printer, which shall be numbered consecutively, and must be signed by some one designated by the head of the Department for which the work is to be done, who shall be held responsible for all work thus ordered, and who shall quarterly report to the head of the Department a classified statement of the work done and the cost thereof, which report shall be transmitted to the Public Printer in time for his annual report to Congress. The Public Printer shall show in detail, in his annual report, the cost of operating each departmental office.

SEC. 33. The Public Printer shall charge himself with, and be accountable for, all material received for the public use. The foremen of printing and binding shall make out estimates of the quantity and kind of material required for their respective departments, and file written requisitions therefor when it is needed. The Public Printer shall furnish the same to them on these requisitions, as required for the [13] public service, and they shall receipt to him and be held accountable for all material so received.

SEC. 34. If the Public Printer shall, by himself or through others, corruptly collude or have any secret understanding with any person to defraud the United States, or whereby the United States shall be made to sustain a loss, he shall, on con-

viction thereof before any court of competent jurisdiction, forfeit his office and be imprisoned in the penitentiary for a term of not more than seven years, and fined in a sum not exceeding three thousand dollars.

SEC. 35. Neither the Public Printer, chief clerk, foreman of printing, foreman of binding, nor any of their assistants shall, during their continuance in office, have any interest, direct or indirect, in the publication of any newspaper or periodical, or in any printing, binding, engraving, or lithographing of any kind, or in any contract for furnishing paper or other material connected with the public printing, binding, lithographing, or engraving; and for every violation of this section the party offending shall, on conviction before any court of competent jurisdiction, be imprisoned in the penitentiary for a term of not less than one nor more than five years, and shall be fined not exceeding five hundred dollars.

SEC. 36. The Public Printer is hereby authorized, under great urgency, while in occupancy of the present Government Printing Office, to procure suitable storage room, as near said building as practicable, for the temporary storage of the property of the Government, with a view to relieving the said office from undue strain. [14]

SEC. 37. In case of the death, resignation, absence, or sickness of the Public Printer the chief clerk of the Government Printing Office shall perform the duties of the Public Printer until a successor is appointed or such absence or sick-

ness shall cease; but the President may, in his discretion, authorize and direct any other officer of the Government, whose appointment is vested in the President by and with the advice and consent of the Senate, to perform the duties of the vacant office until a successor is appointed, or the sickness or absence of the Public Printer shall cease: *Provided*, That a vacancy occasioned by death or resignation must not be temporarily filled under the provisions of this section for a longer period than ten days, and no temporary appointment, designation, or assignment of another officer to perform such duty shall be made except to fill a vacancy happening during a recess of the Senate.

SEC. 38. It shall be lawful for the Public Printer to print and deliver, upon the order of any Senator, Representative, or Delegate, extracts from the Congressional Record, the person ordering the same paying the cost thereof; and documents and reports of committees, with the evidence and papers submitted therewith, or any part thereof ordered printed by Congress, may be reprinted by the Public Printer on order of any member of Congress or Delegate, on prepayment of cost thereof.

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SEC. 39. The Public Printer may purchase in open market, and without previous advertisement, such supplies as the Government Printing Office may require, of ink, rollers, composition for making rollers, tapes, press blankets, and lubricating oils, taking care that only the lowest market prices be paid;

and when practicable he shall issue circulars inviting bids.

SEC. 40. The Public Printer shall pay no greater price for composition than fifty cents per thousand ems and forty cents per hour for time work to printers and bookbinders: *Provided*, That the pay of all employees of the Government Printing Office engaged on night work (between the hours of five o'clock postmeridian and eight o'clock antemeridian) shall be twenty per centum in addition to the amount paid for day labor.

SEC. 41. The Public Printer, under the direction of the joint committee, may print for sale, at a price sufficient to reimburse the expense of such printing, the current Congressional Directory and the current numbers and bound sets of the Congressional Record. The money derived from such sales shall be paid into the Treasury to the credit of the appropriation for public printing, and no sales shall be made on credit.

SEC. 42. The Public Printer shall preserve in his office
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samples of the paper on which any engravings or lithographs are to be furnished by contract, and he shall not receive any engraving or lithograph which is not printed on paper equal to the sample, or which is not executed in the proper manner or in the quantity contracted for, or within the time specified in the contract, unless, for special reasons, he may have extended the time. The contractor shall not be paid except upon the certificate of the Public Printer that his contract has been complied with.

SEC. 43. The Public Printer shall furnish to all applicants giving notice before the matter is put to press, not exceeding two hundred and fifty to any one applicant, copies of bills, reports, and documents, said applicants paying in advance the cost of such printing with ten per centum added: *Provided*, That the printing of such work for private parties shall not interfere with the printing for the Government.

SEC. ~~44~~. The Public Printer shall, on the first day of July in each year in which a new Congress is to assemble, cause to be filed in the Department of the Interior a full and complete list of all officers, agents, clerks, and employees employed in his department, or in any of the branch offices. He shall include in such list all the statistics peculiar to his department required to enable the Secretary of the Interior to prepare the Biennial Register.

SEC. 45. There shall be appointed by the Public Printer [17] a chief clerk, whose salary shall be two thousand four hundred dollars per annum: and a foreman of printing and a foreman of binding, who must be practically and thoroughly acquainted with their respective trades, who shall each receive a salary of two thousand one hundred dollars per annum.

SEC. 46. It shall be the duty of the Public Printer to employ ~~printers and binders~~ *workmen* who are thoroughly skilled in their respective branches of industry, as shown by trial of their skill under his direction.

SEC. 47. The employees of the Government Printing Office shall be allowed the following legal holidays with pay, to wit: The first day of January, the twenty-second day of February, the fourth day of July, the twenty-fifth day of December, Inauguration Day, Memorial Day, and such day as may be designated by the President of the United States as a day of public fast or thanksgiving.

SEC. 48. The Public Printer shall cause work to be done on the public printing in the Government Printing Office at night as well as through the day, during the session of Congress, when the exigencies of the public service require it, *but the provisions of the existing eight-hour law shall apply.*

SEC. 49. The Public Printer may employ two clerks of

class four, at an annual salary of one thousand eight hundred dollars each; two clerks of class three, at one thousand six hundred dollars each per annum; one clerk of class two, at one thousand four hundred dollars per annum.

SEC. 50. The Public Printer may employ, at such rates of wages as he may deem for the interest of the Government and just to the persons employed, such proof readers, compositors, pressmen, binders, laborers, and other hands as may be necessary for the execution of the orders for public printing and binding authorized by law; but he shall not, at any time, employ in the office more hands than the absolute necessities of the public work may require.

SEC. 51. The Public Printer may employ such number of apprentices as in his judgment will be consistent with the economical service of the office.

SEC. 52. The forms and style in which the printing or binding ordered by any of the Departments shall be executed, and the material and the size of type to be used, shall be determined by the Public Printer, having proper regard to economy, workmanship, and the purposes for which the work is needed.

SEC. 53. The Public Printer may sell to any person *or persons* additional or duplicate stereotype or electrotype plates from which any Government publication was printed, at a price not to exceed the cost of the metal and making to the Government and ten per centum added: [19] *Provided*, That the full amount of the price shall be paid when the order is filed.

SEC. 54. The Public Printer shall examine closely the orders of the Senate and House for printing, and in case of duplication he shall print under the order first received.

SEC. 55. Whenever any document or report shall be ordered printed by Congress, such order to print shall signify the "usual number" of copies for binding and distribution among those entitled to receive them. No greater number shall be printed unless ordered by either House, or as hereinafter provided. When a special number of a document or report is ordered printed, the usual number shall also be printed, unless already ordered. The usual number

of documents and reports shall be one thousand six hundred and eighty-two copies, which shall be distributed as follows:

OF THE HOUSE DOCUMENTS AND REPORTS, UNBOUND.—To the Senate document room, one hundred and fifty copies; to the office of the Secretary of the Senate, ten copies; to the House document room, four hundred and twenty copies; to the Clerk's office of the House, twenty copies.

OF THE SENATE DOCUMENTS AND REPORTS, UNBOUND.—To the Senate document room, two hundred and twenty copies; office of the Secretary of the Senate, ten

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copies; to the House document room, three hundred and sixty copies; to the Clerk's office of the House, ten copies.

That of the number printed, the Public Printer shall bind one thousand and eighty-two copies, which shall be distributed as follows:

OF THE HOUSE DOCUMENTS AND REPORTS, BOUND.—To the Senate Library, fifteen copies; to the Library of Congress, two copies, and fifty additional copies for foreign exchanges; to the House Library, fifteen copies; to the superintendent of documents, five hundred copies, for distribution to the State and Territorial libraries and designated depositories.

OF THE SENATE DOCUMENTS AND REPORTS, BOUND.—To the Senate Library, fifteen copies; to the Library of Congress, two copies, and fifty copies additional for foreign ex-

changes; to House Library, fifteen copies; to the superintendent of documents, five hundred copies, for distribution to State and Territorial libraries and designated depositories. These documents shall be bound in half Russia.

The remainder of said documents and reports shall be reserved by the Public Printer in unstitched form, and shall be held subject to be bound in the number provided by law, upon orders from the Vice-President, Senators, Representatives, Delegates, Secretary of the Senate *and* Clerk of the House, ~~and chairmen of committees,~~ in such binding as they shall select, except full morocco or calf; ~~and those selected by chairmen of committees to be bound for use of the committees shall be lettered on the back to show to what committee they belong~~. All of the "usual number" shall be printed at one time.

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SEC. 56. There shall be printed of each Senate and House public bill, and joint, concurrent, and simple resolution, six hundred and twenty-five copies, which shall be distributed as follows: To Senate document room, two hundred and twenty-five copies; office of Secretary of Senate, fifteen copies; House document room, three hundred and eighty-five copies. There shall be printed of each Senate and House private bill two hundred and fifty copies, which shall be distributed as follows: To Senate document room, one hundred and thirty-five copies; to Secretary of Senate, fifteen copies; House document room, one hundred copies. The term private bill shall be construed

to mean all bills for the relief of private parties, bills granting pensions, and bills removing political disabilities. All bills and resolutions shall be printed in bill form and unless specially ordered by either House shall only be printed when referred to a committee, when reported back, and after its passage by either House.

SEC. 57. There shall be printed in slip form one thousand eight hundred and ten copies of public and four hundred and sixty of private laws, postal conventions, and treaties, which shall be distributed as follows: To the House document

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room, one thousand copies of public and one hundred copies of private laws; to the Senate document room, five hundred and fifty copies of public and one hundred copies of private laws; to the Department of State, two hundred copies of all laws; and to the Treasury Department, sixty of all laws. Postal conventions and treaties shall be distributed as private laws.

SEC. 58. There shall be printed of the Journals of the Senate and House of Representatives one thousand one hundred and ten copies, which shall be distributed as follows: To the Senate document room, ninety copies for distribution to Senators, and twenty-five additional copies; to the Senate Library, fifteen copies; to the House document room, three hundred and sixty copies for distribution to members, and twenty-five additional copies; to the Department of State, ten copies; to the superintendent of documents, five hundred

copies; to the Library of Congress, fifty-two copies; to the Court of Claims, two copies, and to the Library of the House of Representatives, ten copies. The remaining number of the Journals of the Senate and House of Representatives, consisting of twenty-one copies, shall be furnished to the Secretary of the Senate and the Clerk of the House of Representatives, respectively, as the necessities of their respective offices may require, as rapidly as signatures are completed for such distribution.

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SEC. 59. Whenever printing not bearing a Congressional number shall be done for any department or officer of the Government, except confidential matter, blank forms, and circular letters not of a public character or *shall be done* for use of Congressional committees, not of a confidential character, two copies shall be sent, unless withheld by order of the committee, by the Public Printer to the Senate and House Libraries, respectively, and one copy each to the document rooms of the Senate and House, for reference; and these copies shall not be removed. *And of all publications of the Executive Departments made for distribution, five hundred copies shall be at once delivered to the superintendent of documents for distribution to designated depositories and State and Territorial libraries.*

SEC. 60. Orders for printing extra copies of Government publications shall be by simple, concurrent, or joint resolution. Either House may print extra copies to the amount of

five hundred dollars by simple resolution; if the cost exceeds that sum, the printing shall be ordered by concurrent resolution, except when the resolution is self-appropriating, when it shall be by joint resolution. Such resolutions, when presented to either House, shall be referred immediately to the Committee on Printing, who, in making their report, shall give the probable cost of the proposed printing upon the estimate of the Public Printer; and no extra copies shall be printed before such committee has reported.

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SEC. 61. There shall be one document room of the Senate and one of the House of Representatives, to be designated, respectively, the "Senate and the House document room." Each shall be in charge of a superintendent, who shall be appointed by the Sergeant-at-Arms of the Senate and the Doorkeeper of the House, respectively, who shall also appoint the necessary number of assistants.

SEC. 62. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent of documents, who shall receive a salary of three thousand dollars per annum. He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for the ~~use of the two Houses of Congress, which are to be distributed on the order of Members and Delegates, or are for the special official use of the Executive Departments.~~ *special official*

use of the Executive Departments and those printed for the use of the two Houses of Congress which are to be distributed or delivered ready for distribution to Members and Delegates upon their order.

SEC. 63. He shall keep the document account of members of Congress and Departments, and on request of any Senator, Representative, or Delegate shall promptly furnish a statement of documents standing to his credit.

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All orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments shall be sent to the superintendent of documents on franked or other labels or in lists, which shall be kept confidential and which shall give the name and address of each and every party to whom documents are ordered sent; and it shall be the duty of the superintendent of documents to establish such a system of registration by card index, or otherwise, as will prevent duplication in the distribution of documents, and such a system of notification by mail as will most effectually secure the reception of documents by parties in whose behalf they are ordered: *Provided,* That when the same document is ordered sent to the same party by two members of Congress or Departments the sender whose order is last received shall be notified of the fact that said order is a duplicate and it shall not be executed, except upon further special order.

Exchanges of documents among members of Congress

shall, upon their request, be made by the superintendent of documents; and accounts of such exchanges shall be kept by him. [26]

As soon as practicable after receiving and recording orders for the distribution of documents, the superintendent of documents shall transmit said orders to the superintendents of the folding rooms of Congress as the orders may be given by members of the two Houses, respectively, by which officers the documents shall be folded and mailed. To enable the superintendent of documents to assign their quotas to Senators, Representatives, and Delegates, the Public Printer shall inform him of the number of copies of each and every document delivered to the folding rooms of the Senate and House of Representatives. The superintendents of the folding rooms shall be under the general direction of the superintendent of documents as to the care and distribution of documents.

SEC. 64. The superintendent of documents is also charged with the sale of public documents, except ~~the laws of the United States~~ as herein *otherwise* provided; and all documents hitherto published for sale by other offices of the Government shall be turned over to him. He is hereby authorized to sell any publication of the Government at cost, as estimated by the Public Printer, and based upon printing from stereotyped plates, excepting old and rare volumes, which shall be sold at an appraised value, to be determined by the superintendent

of documents, the Public Printer, and the Librarian of Congress, acting as a commission for this purpose; but only one
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copy of any document shall be sold to the same individual or other party, excepting in the case of libraries or schools, by which additional copies are desired for separate departments thereof. All moneys received from the sale of documents shall be covered into the Treasury monthly and placed to the credit of the general fund for public printing.

SEC. 65. The superintendent of documents shall, at the close of each regular session of Congress, prepare and publish a comprehensive index of public documents, beginning with the Fifty-second Congress, upon such plan as shall be approved by the Joint Committee on Printing; and the Public Printer shall, immediately upon its publication, deliver to him a copy of each and every document printed by the Government Printing Office; and the head of each of the Executive Departments, bureaus, and offices of the Government shall deliver to him a copy of each and every document issued or published by such department, bureau, or office not confidential in its character. He shall also prepare and print in one volume a consolidated index of Congressional documents and shall index such single volumes of documents as the Joint Committee on Printing shall direct.

SEC. 66. The superintendent of documents shall report annually to Congress the number of documents received by him from the Public Printer, and the disposition made of

the same; the aggregate number of volumes, orders for the [28]
distribution of which have been received from each House of Congress; the number of copies of each document sold by him, and the price per copy, and also the number of employees in his office, the duties assigned, and wages paid them.

SEC. 67. Upon the appointment of the superintendent of documents, the office of the superintendent of documents in the Department of the Interior shall be abolished. The clerks and employees of said office shall be transferred to the office of the superintendent of documents herein established, and shall remain until their successors shall be appointed: *Provided*, That their salaries shall continue to be paid by the disbursing officer of the Department of the Interior from the appropriations already made, until other provision for said salaries shall be made. The superintendent of documents shall appoint all employees *of his office* authorized by Congress.

SEC. 68. All official correspondence of the superintendent of documents and all replies to the same shall be entitled to free transmission by mail, and he shall be entitled to frank public documents: *Provided*, That in the transmission of such mail matter envelopes, labels, or postal cards are used on which the name of the office and the penalty clause are printed.

SEC. 69. The Public Printer is hereby authorized and directed, upon the requisition of the superintendent of documents, to furnish such blanks and to do such printing and

binding as are required by his office, the cost of the same to be charged against the appropriation for printing and binding for Congress.

The Sergeant-at-Arms of the Senate, Doorkeeper of the House, and the Public Printer shall provide convenient office, storage, and distributing rooms for the use of the superintendent of documents.

SEC. 70. All documents at present remaining in charge of the several Executive Departments, bureaus, and offices of the Government not required for official use shall be delivered to the superintendent of documents, and hereafter all public documents accumulating in said Departments, bureaus, and offices not needed for official use shall be annually turned over to the superintendent of documents for distribution or sale. The Secretary and Sergeant-at-Arms of the Senate, and the Clerk and Doorkeeper of the House, shall cause an invoice to be made of all books stored in and about the Capitol other than those belonging to the quota of Members of Congress and Delegates; and all such documents, unless ordered to be retained by the chairmen of committees by which they have been stored, shall be transferred to the superintendent of documents for distribution and sale, as provided in this act, and such invoicing and transfer shall be made annually hereafter.

Where, in the division among Senators, Representatives,

and Delegates of extra copies of documents printed for the use of Congress, there shall be a remainder beyond the number of twenty-five to each House of Congress, the surplus beyond twenty-five shall be turned over by the superintendents of the folding rooms to the superintendent of documents for distribution and sale by him under the provisions of this law. All documents delivered to the superintendent of documents from accumulations thereof in the Executive Departments, or received from officers of the two Houses, shall be distributed by him ~~in such manner as he deems best for the public good, preference being given to libraries and to the completion of broken sets and to lists that may be furnished to him by Senators, Representatives, and Delegates, to all of whom he shall deliver printed statements of the document in his possesion for such distribution~~ *first, to public and school libraries for the purpose of completing broken sets; second, to public and school libraries that have not been supplied with any portion of such sets; and, third, to other parties, which persons and libraries shall be named to him by Senators, Representatives, and Delegates in Congress; and in this distribution the superintendent of documents shall see that, as far as possible, an equal allowance is made to each member of Congress.*

SEC. 71. A catalogue of Government publications shall be prepared by the superintendent of documents on the

first day of each month, which shall be printed in the Official Gazette of the Patent Office, and during sessions of Congress also in the Congressional Record, and shall show the documents printed during the month, where obtainable, and the price thereof. On the first day of July of each year he shall prepare and print in pamphlet form for distribution and sale two thousand copies of a catalogue of Government publications issued during the year, giving the price of each and where purchasable.

SEC. 72. When extra numbers in excess of five thousand of any document shall be ordered by Congress, there shall be delivered to the superintendent of documents five hundred copies, to be taken ratably from the two Houses of Congress, and where less than five thousand extra numbers are ordered the superintendent shall receive ten per centum of the number. Said copies shall be distributed by the superintendent of documents to free public libraries having more than one thousand volumes, other than Government publications, which have not been designated as depositories, preference being given to those named by Senators, Representatives, and Delegates.

SEC. 73. The superintendent of documents shall thoroughly investigate the condition of all libraries that are now designated depositories, and whenever he shall ascertain that the number of books in any such library is below one thousand, other than Government publications, or it has ceased

to be maintained as a free ~~public~~ library, he shall strike the same from the list, and the Senator, Representative, or Delegate shall designate another depository that shall meet the conditions herein required.

SEC. 74. All documents in excess of twenty-five copies of any one publication remaining in the folding room of the Senate or House at the expiration of two years, after being placed to the credit of a Senator or Representative or Delegate, shall be turned over to the superintendent of documents for distribution by him to public libraries or depositories or for sale, as in his judgment shall best subserve the public interest.

SEC. 75. There shall be one folding room of the Senate and one folding room of the House of Representatives. They shall be in charge of superintendents, appointed respectively by the Sergeant-at-Arms of the Senate and Doorkeeper of the House, who shall also appoint the necessary assistants. All reports or documents to be distributed for Senators, Representatives, and Delegates shall be folded and distributed from the folding rooms under the general direction of the superintendent of documents, and whenever in his opinion it is advisable to fold and distribute any documents from the Government Printing Office or the storehouses connected therewith, he shall so order.

SEC. 76. Any Senator, Representative, or Delegate hav-

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ing public documents to his credit at the expiration of his term of office shall take the same within nine months after his term has expired, and if he shall not do so within such period he shall forfeit them to his successor in office.

SEC. 77. Extra copies of documents and reports shall be printed promptly when the same shall be ready for publication, and shall be bound in paper or cloth as directed by the Joint Committee on Printing, and shall be of the number following in addition to the usual number:

Of the Agricultural Report, three hundred thousand copies, of which fifty thousand shall be for the Senate, two hundred and twenty-five thousand for the House, and twenty-five thousand for distribution by the Agricultural Department.

Of the Report of the Bureau of Animal Industry, forty thousand copies, of which ten thousand shall be for the Senate, twenty thousand for the House, and ten thousand for distribution by the Agricultural Department.

Of the Ephemeris and Nautical Almanac and of the papers supplementary thereto, one thousand five hundred copies; one hundred copies for the Senate, four hundred for the House, and one thousand for distribution by the Navy Department. The five hundred copies printed for Congress shall be for the calendar year next following, and those for the public service for the third year following.

Of the ~~Astronomical and Meteorological~~ Observations of the Naval Observatory, one thousand eight hundred copies, three hundred for the Senate, seven hundred for the House, and eight hundred for distribution by the ~~Navy Department,~~ *Naval Observatory, and of the astronomical appendixes to the above observations, one thousand two hundred separate copies and of the meteorological and magnetic observations one thousand separate copies for distribution by the Naval Observatory.*

Of the Report of the Superintendent of the Coast and Geodetic Survey, *one thousand five hundred copies of part one; two hundred copies for the Senate, six hundred copies for the House, and seven hundred copies for distribution by the Superintendent of the Coast and Geodetic Survey, and* two thousand eight hundred copies *of part two;* two hundred ~~copies~~ for the Senate, six hundred ~~copies~~ for the House, and two thousand ~~copies~~ for distribution by the Superintendent of the Coast and Geodetic Survey.

Of Commercial Relations, and of Foreign Relations, three thousand copies of each; one thousand for the Senate and two thousand for the House.

Of the Report of the Bureau of Ethnology, eight thousand copies; one thousand for the Senate, two thousand for the House, and five thousand for distribution by the Bureau of Ethnology.

Of the Report of the Commissioner of Fish and Fisheries,

eight thousand copies; two thousand for the Senate, four thousand for the House, and two thousand for distribution by the Fish Commission.

Of the Bulletins of the Fish Commission, ~~four~~ *five* thousand copies; one thousand for the Senate, two thousand for the House, and ~~one~~ *two* thousand for distribution by the Commission.

Of the Report of the Health Officer of the District of Columbia, one thousand five hundred copies; one hundred for the Senate, three hundred and sixty for the House, and one thousand and forty for distribution by the health officer.

Of the Report of the Civil Service Commission, twenty-three thousand copies; one thousand for the Senate, two thousand for the House, twenty thousand for distribution by the Civil Service Commission.

Of the Report of the Commissioner of Education, thirty-five thousand copies; five thousand for the Senate, ten thousand for the House, and twenty thousand for distribution by the Commissioner of Education.

Of the Report of the Geological Survey, twelve thousand copies; three thousand for the Senate, six thousand for the House, three thousand for distribution by the Geological Survey.

Of the Report of the Commissioner of Labor, twenty thousand copies; five thousand for the Senate, ten thou-

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sand for the House, and five thousand for distribution by the Commissioner of Labor.

Of the Report of the Interstate Commerce Commission, five thousand copies; one thousand for the Senate, two thousand for the House, and two thousand for the use of the Commission.

Of the Reports and Decisions of the Insterstate Commerce Commission provided for in the act of March second, eighteen hundred and eighty-nine, three thousand copies; five hundred for the Senate, one thousand for the House, and one thousand five hundred for distribution by the Commission.

The Secretary of State shall cause to be printed and bound at the Government Printing Office as many volumes of the Revised Statutes of the United States, ~~the Supplement to the Revised Statutes published under the act of June seventh, eighteen hundred and eighty, and the second Supplement to the Revised Statutes authorized under the act of April ninth, eighteen hundred and ninety,~~ *and the Supplement to the Revised Statutes of the United States, volume one, second edition, eighteen hundred and seventy-four to eighteen hundred and ninety-one, authorized under the act of April ninth, eighteen hundred and ninety,* as ~~he may deem needful for public distribution~~ *may be needed for distribution to designated depositories, State and Territorial libraries, and to*

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United States courts not already supplied, and for sale by his office at the cost thereof.

The Secretary of State shall cause to be edited, printed, published, and distributed pamphlet copies of the statutes of the present and each future session of Congress to the officers and persons hereinafter provided for; said distribution shall be made at the close of every session of Congress, as follows:

To the President and Vice-President of the United States, two copies each; to each Senator, Representative, and Delegate in Congress, one copy; to the Librarian of the Senate, for the use of Senators, one hundred copies; to the Librarian of the House, two hundred copies, for the use of Representatives and Delegates; to the Library of Congress, fourteen copies; to the Department of State, including those for the use of legations and consulates, six hundred copies; to the Treasury Department, three hundred copies; to the War Department, two hundred copies; to the Navy Department, one hundred copies; to the Department of the Interior, including those for the use of the surveyors-general and registers and receivers of public land offices, two hundred and fifty copies; to the Post-Office Department, fifty copies; to the Interstate Commerce Commission, ten copies; to the Department of Labor, five copies; to the Civil Service Commission, three copies; to the Department of Justice, including those for the use of the Chief Justice and associate justices of

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the Supreme Court and the judges and the officers of the United States and Territorial courts, five hundred copies; to the Department of Agriculture, fifty copies; to the Smithsonian

Institution, five copies; to the Government Printing Office, two copies; to the governors and secretaries of Territories, one copy each.

The Secretary of State is authorized to have printed as many additional copies of the pamphlet laws as he may deem needful for distribution and sale by him, at cost price, not exceeding one thousand copies of the laws of any one session in any one year.

The Public Printer shall deliver to the folding rooms of the Senate and House of Representatives seven thousand copies of the pamphlet laws, two thousand copies of which shall be for the Senate and five thousand copies for the House, *and to the superintendent of documents five hundred copies, for distribution to State and Territorial libraries and to designated depositories.*

After the close of each Congress the Secretary of State shall have edited, printed, and bound a sufficient number of the volumes containing the statutes at large enacted by that Congress to enable him to distribute copies, or as many thereof as may be needed, as follows:

To the President of the United States, four copies, one of which shall be for the library of the Executive Mansion;

to the Vice-President of the United States, one copy; to each Senator, Representative, and Delegate in Congress, one copy; to the Librarian of the Senate, for the use of Senators, one hundred copies; to the Librarian of the House, for the use of

Representatives and Delegates, two hundred copies; to the Library of Congress, fourteen copies, including four copies for the Law Library; to the Department of State, including those for the use of the legations and consulates, three hundred and eighty copies; to the Treasury Department, including those for the use of officers of customs, three hundred copies; to the War Department, seventy-five copies; to the Navy Department, seventy-five copies; to the Department of the Interior, including those for the use of surveyors-general and registers and receivers of public land offices, two hundred and fifty copies; to the Post-Office Department, fifty copies; to the Interstate Commerce Commission, ten copies; to the Department of Labor, five copies; to the Civil Service Commission, three copies; to the Department of Justice, including those for the use of the Chief Justice and associate justices of the Supreme Court and the judges and the officers of the United States and Territorial courts *and to State supreme court-libraries*, five hundred copies; to the Department of Agriculture, fifty copies; to the Smithsonian Institution, two copies; to the Government Printing Office, one copy, *and the Public Printer shall deliver five hundred copies of the Statutes at Large to the superintendent of documents, for distribution to State and Territorial libraries and to designated depositories.* And the Secretary of State is authorized to have as many additional copies printed and bound as may in his opinion be needed for distribution and sale at cost thereof,

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not exceeding in any one year one thousand copies of the laws of any one Congress.

The pamphlet copies of the statutes and the bound copies of the acts of each Congress shall be legal evidence of the laws and treaties therein contained in all the courts of the United States and of the several States therein. The said pamphlet and the Statutes at Large shall contain all laws, joint and concurrent resolutions passed by Congress, and also all conventions, treaties, proclamations, and agreements.

The message of the President without the accompanying documents and reports shall be printed, immediately upon its receipt by Congress, in pamphlet form. Fifteen thousand shall be printed, of which five thousand shall be for the Senate, and ten thousand for the House.

Of the President's Message and accompanying documents and of the annual reports of the Departments to Congress there shall be printed one thousand copies for the Senate and two thousand for the House: *Provided*, That of the reports of the Chief of Engineers of the Army, the Commissioner of Patents, ~~the Comptroller of the Currency,~~ the Commissioner

of Internal Revenue, the report of the Chief Signal Officer of the War Department, and of the Chief of Ordnance, the usual number only shall be printed.

The following reports required by law to be made to Congress shall not be printed unless the printing be recommended by the head of the Department making the same, and ordered by

concurrent resolution of Congress,namely: Report of contracts for conveying the mails, report of fines and deductions in the Post-Office Department, and accounts of the First Comptroller of the Treasury, and the report of the proceedings of the annual meetings of the Board of Supervising Inspectors of Steam Vessels

Of the Report of the National Academy of Sciences, two thousand copies; five hundred for the Senate, one thousand for the House, and five hundred for distribution by the Academy of Sciences.

Of the Memoirs of the National Academy of Sciences, two thousand five hundred copies; five hundred for the Senate, one thousand for the House, and one thousand for distribution by the Academy of Sciences.

Of the Registers of the Army and Navy, fifteen hundred copies of each, five hundred for the Senate and one thousand for the House.

Of the Report of the Smithsonian Institution, ten thou-

sand copies; one thousand for the Senate, two thousand for the House, five thousand for distribution by the Smithsonian Institution, and two thousand for distribution by the National Museum.

Of the Reports of Consular Officers, one thousand five hundred copies; five hundred for the Senate, one thousand for the House.

Of the Statistical Abstract of the United States, twelve thousand copies; three thousand for the Senate, six thousand for the House, and three thousand for distribution by the Bureau of Statistics.

Of the Tests of Iron and Steel, five hundred for distribution by the War Department.

Of the Finance Report of the Secretary of the Treasury, the Report on Commerce and Navigation, on Internal Commerce, of the Director of the Mint on the Production of Precious Metals, and of Mineral Resources of the United States, there shall be printed one thousand of each for the Senate and two thousand for the House, in addition to those published as a part of the Departmental reports.

Of the Report of the Government Directors of the Union Pacific Railways, one thousand five hundred copies; five hundred for the Senate, and one thousand for the House.

There shall be printed of eulogies of deceased Senators, Representatives, and Delegates five thousand copies, of which

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number one-half shall be delivered to the Senators, Representatives, or Delegates of the State or Territory represented by the deceased. The remaining number shall be distributed equally among the Senators, Representatives, and Delegates of other States and Territories. The engraving for such eulogies shall be done at the Bureau of Engraving and Printing and paid for out of the appropriation for that Bureau. Of the "usual number" the bound volume shall contain in one volume

for each House all eulogies during the session of Congress upon Senators and Representatives, respectively.

Of the Senate Manual and of the Digest and Manual of the House of Representatives, each House shall print as many copies as it shall desire, even though the cost exceed five hundred dollars.

There shall be prepared under the direction of the Joint Committee on Printing a Congressional Directory, of which there shall be three editions during each long session and two editions during each short session of Congress. The first edition shall be distributed to Senators, Representatives, Delegates, the principal officers of Congress, and heads of Departments on the first day of the session, and shall be ready for distribution to others within one week thereafter. The number and distribution of such Directory shall be under the control of the Joint Committee on Printing. Official correspondence concerning the Directory may be had in penalty envelopes under the direction of the joint committee.

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The Joint Committee on Printing shall appoint a competent person, who shall edit such portion of the reports and documents accompanying the annual message of the President *or made directly to Congress* as they may deem suitable for popular distribution, and prepare an alphabetical index thereto. The Public Printer shall furnish to the person so designated copies of all the said reports and documents as soon as printed; and the abridgment of

the message and documents shall be prepared for the Printer by the first day of January of each year, and shall be printed by the Public Printer as soon as copy is furnished him. There shall be printed of such abridgment twelve thousand copies, of which four thousand shall be for the Senate and eight thousand for the House.

The Public Printer shall furnish the Congressional Record as follows:

To *the Vice-President and* each Senator, thirty-seven copies, *and to the Secretary and Sergeant-at-Arms of the Senate, each twenty-five copies*; to each Representative and Delegate, twenty copies, *and to Clerk and Sergeant-at-Arms of the House, each twenty-five copies*; to be supplied daily as originally published or in the revised and permanent

form bound only in half Russia, or part in each form, as each may elect.

To *the Vice-President and* each Senator, Representative, and Delegate there shall be furnished two copies of the daily Record, one to be delivered at his residence and one at the Capitol.

To the President, for use of the Executive Office, four copies of the daily and one bound copy.

To the Vice-President, one copy of the daily and one bound copy.

To the Chief Justice and each of the associate justices of the Supreme Court of the United States, the marshal and

clerk of the said court, one daily and one bound copy.

To the governor of each State and Territory, one copy of the daily and one bound copy of the Record.

To the Official Reporter of the Senate and each of his assistant reporters, and to the official reporters of the House, each two copies of the daily and one copy of the bound Record.

To the elective officers of the Senate and House, *and to the superintendent of the Senate and House document rooms,* each one copy of the daily and one bound copy.

To the Library of Congress, forty-five bound copies.

To the Senate and House libraries, ten bound copies to each.

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~~To each standing committee of the Senate and House, one bound copy, where the chairman makes requisition therefor, to be filed with the Public Printer during the first sixty days of the session.~~

To the library of each of the eight Executive Departments, *and to the Naval Observatory,* one bound copy.

To the Soldiers' Home, and to each of the national homes for disabled volunteer soldiers, one copy of the daily.

To the superintendent of documents, five hundred bound copies for distribution to depositories of public documents.

To each of our legations abroad, one copy of the daily Record, to be sent through the Secretary of State.

To each foreign legation in Washington whose govern-

ment extends a like courtesy to our legations abroad, one copy of the daily Record, to be sent through the Secretary of State and furnished upon his requisition.

The Public Printer is authorized to furnish to subscribers the daily Record at eight dollars for the long and four dollars for the short session, or one dollar and fifty cents per month, payable in advance. The "usual number" of the Congressional Record shall not be printed.

The Secretary of War is hereby directed to ascertain what number of copies of the first five volumes of the Rebellion Record is required to complete sets of this series in the possession of libraries or ~~other parties~~ *persons* supplied

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with subsequent volumes under existing provision of law, whether such distribution has been through the War Department or otherwise; and the Public Printer is authorized and directed to furnish, upon the requisition of the Secretary of War, the number of copies of each volume required for this purpose, which shall be used exclusively by the Secretary of War for completing such sets.

There shall be printed of the Annual Report of the Public Printer one thousand copies, to be distributed under his direction, and he may retain out of all documents, bills, and resolutions printed the number of copies absolutely needful for the official use of the Government Printing Office.

To enable the officer charged with the duty of preparing the Official Register of the United States to publish the same, the

Secretary of the Senate, the Clerk of the House of Representatives, the head of each Executive Department of the Government, and the chief of each and every bureau, office, commission, or institution not embraced in an Executive Department, in connection with which salaries are paid from the Treasury of the United States, shall, on the first day of July in each year in which a new Congress is to assemble, cause to be filed with the Secretary of the Interior a full and complete list of all officers, agents, clerks, and other employees of said Department, bureau, office, commission, or institution connected with the legislative, executive, or judicial service of the Gov-

ernment, or paid from the United States Treasury, including military and naval officers of the United States, cadets, and midshipmen.

Said lists shall exhibit the salary, compensation, and emoluments allowed to each of said officers, agents, clerks, and other employees, the State or country in which he was born, the State or Territory and Congressional district and county of which he is a resident and from which he was appointed to office, and where employed.

A list of the names, force, and condition of all ships and vessels belonging to the United States, and when and where built, shall also be filed with the Secretary of the Interior by the heads of the Departments having supervision of such ships and vessels, for incorporation in the Official Register.

The Postmaster-General shall furnish a statement of all allowances made, during the period of two years next preceding said first day of July above mentioned, to each contractor on contracts for carrying the mails, discriminating the sum paid as stipulated by the original contract, and the sums paid as additional allowances.

The Secretary of the Interior shall cause the Official Register to be edited, indexed, and published, by the appointment clerk of the Interior Department, on the first day of December following the first day of July above mentioned.

Of the Official Register three thousand copies shall

be printed and bound, which shall be distributed as follows: To the President of the United States, four copies, one copy of which shall be for the library of the Executive Mansion; to the Vice-President of the United States, two copies; to each Senator, Representative, and Delegate in Congress, one copy; to the Secretary and Sergeant-at-Arms of the Senate, to the Clerk and Sergeant-at-Arms of the House, one copy each; to the library of the Senate, ~~fifty~~ *ten* copies, ~~of which one copy shall be supplied to such standing committees of the Senate as shall make requisition therefor;~~ to the library of the House of Representatives, ~~seventy-five~~ *ten* copies, ~~of which one copy shall be supplied to such standing committee of the House as shall make requisition therefor;~~ to the Library of Congress, twenty-five copies; to the

Department of State, one hundred copies; to the Treasury Department, one hundred and fifty copies; to the War Department, fifty copies; to the Navy Department, twenty copies; to the Department of Justice, twenty copies; to the Department of the Interior, two hundred copies; to the Post-Office Department, one hundred copies; to the Department of Agriculture, fifteen copies; to the Smithsonian Institution, four copies; to the Department of Labor, four copies; to the Government Printing Office, four copies; to the Interstate Commerce Commission, two copies; to the Civil Service Commission, four

copies; to the Commissioners of the District of Columbia, two copies; to the Commissioner of Fish and Fisheries, two copies; and the remaining copies shall be delivered to the superintendent of documents, who is hereby authorized to send one copy to each designated depository and to such public college or school library not a depository of public documents, and one copy to such other person as shall be designated by each Senator, Representative, and Delegate in Congress, and shall hold the remainder for sale under the provisions of this law. The usual number of the Official Register shall not be printed.

The Commissioner of Patents, *upon the requisition of the Secretary of the Interior*, is authorized to continue the printing

of the following:

First. The patents for inventions and designs issued by the Patent Office, including grants, specifications, and drawings, together with copies of the same, and of patents already issued, in such number as may be needed for the business of the office.

Second. The certificates of trade-marks and labels registered in the Patent Office, including descriptions and drawings, together with copies of the same, and of trade-marks and labels heretofore registered, in such numbers as may be needed for the business of the office.

Third. The Official Gazette of the United States Patent

Office in numbers sufficient to supply all who shall subscribe therefor at five dollars per annum; also to exchange for other scientific publications desirable for the use of the Patent Office; also to supply one copy to each Senator, Representative, and Delegate in Congress; also to supply one copy to eight such public libraries having over one thousand volumes, exclusive of Government publications, as shall be designated by each Senator, Representative, and Delegate in Congress, ~~not already named as a designated depository~~, with one hundred additional copies, together with bimonthly and annual indexes for all the same; of the Official Gazette the usual number shall not be printed.

Fourth. The *Report of the* Commissioner of Patents ~~report~~ for the fiscal year, not exceeding five hundred in number, for distribution by him; the *Annual Report of the* Commissioner of Patents ~~annual report~~ to Congress, without the list of patents, not exceeding one thousand five hundred in number; and of the *Annual Report of the* Commissioner of Patents ~~annual report~~ to Congress, with the list of patents, the usual number only shall be printed.

Fifth. Copies of the specifications and drawings of each patent issued, bound in monthly volumes, one copy for each of the Executive Departments of the Government, one copy to be placed for free public inspection in each capitol of every State and Territory, one for the like purpose in the clerk's

office of the district court of each judicial district of the United States, except when such offices are located in State or Territorial capitols, and one in the Library of Congress, which copies shall be certified under the hand of the Commissioner and seal of the Patent Office, and shall not be taken from the depositories for any other purpose than to be used as evidence; also one hundred additional copies of the same, for sale by him at a price to be fixed by the Secretary of the Interior. The "usual number" shall not be printed.

Sixth. Pamphlet copies of the rules of practice, pamphlet copies of the patent laws, and pamphlet copies of the laws

and rules relating to trade-marks and labels, and circulars relating to the business of the office, all in such numbers as may be needed for the business of the office. The usual number shall not be printed.

Seventh. Annual volumes of the decisions of the Commissioner of Patents and of the United States courts in patent cases, not exceeding one thousand five hundred in number, of which the usual number shall be printed, and for this purpose a copy of each shall be transmitted to Congress promptly when prepared.

Eighth. Indexes to patents relating to electricity, and indexes to foreign patents, in such numbers as may be needed for the business of the office. The usual number shall not be printed.

All printing for the Patent Office making use of lithography or photolithography, together with the plates for the same, shall be contracted for and performed under the direction of the Commissioner of Patents, under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe, and all other printing for the Patent Office shall be done by the Public Printer under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe.

SEC. 78. Government publications furnished to judicial and executive officers of the United States for their

official use shall not become the property of these officers, but on the expiration of their official term shall be by them delivered to their successors in office, and all Government publications delivered to designated depositories or other libraries shall be for public use without charge.

SEC. 79. Documents and reports may be furnished to foreign legations to the United States upon request specifying those desired and requisition made upon the Public Printer by the Secretary of State: *Provided*, That such gratuitous distribution shall only be made to legations whose Governments furnish to legations from the United States copies of their printed and legislative documents desired.

SEC. 80. The charts published by the Coast and Geodetic Survey shall be sold at cost *of paper and printing as nearly as practicable*; and there shall be no free distribution of such

charts except to the departments and officers of the United States requiring them for public use; *and a number of copies of each sheet, not to exceed three hundred, to be presented to such foreign governments, libraries and scientific associations and institutions of learning as the Secretary of the Treasury may direct;* but on the order of Senators, Representatives, and Delegates not to exceed ten copies to each may be distributed through the Superintendent of the Coast and Geodetic Survey.

SEC. 81. The Secretary of the Navy is authorized to cause to be prepared at the Hydrographic Office attached to the Bureau of Navigation, in the Navy Department, maps, charts, and nautical books relating to and required in navigation, and to publish and furnish them to navigators at the cost of printing and paper, and to purchase the plates and copyrights of such existing maps, charts, navigators' sailing directions and instructions as he may consider necessary and when he may deem it expedient to do so, and under such regulations and instructions as he may prescribe.

All moneys which may be received from the sale of maps, charts, and nautical books shall be paid by the Secretary of the Navy into the Treasury of the United States, to be used in the further preparation and publication of maps, charts, navigators' sailing directions, and instructions for the use of seamen, to be sold at the cost of printing and paper.

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SEC. 82. All appropriations made for the preparation or publication of foreign hydrographic surveys shall only be applicable to their object, upon the approval by the Secretary of the Navy, after a report from three competent naval officers to the effect that the original data for proposed charts are such as to justify their publication; and it is hereby made the duty of the Secretary of the Navy to order a board of three naval officers to examine and report upon the data before he

shall approve of any application of moneys to the preparation or publication of such charts or hydrographic surveys.

SEC. 83. The scientific reports known as the monographs and bulletins of the Geological Survey shall not be published until specific and detailed estimates are made therefor and specific appropriations made in pursuance of such estimates; and no engravings for the annual reports for such monographs and bulletins, or of illustrations, sections, and maps, shall be done until specific estimates are submitted therefor and specific appropriations made based on such estimates.

~~SEC. 84. Registered bonds and written records may be bound at the Treasury Department.~~

SEC. ~~85~~ 84. No document or report to be illustrated or accompanied by maps shall be printed by the Public Printer until the illustrations or maps designed therefor shall be ready for publication; and no order for public printing shall be acted

upon by the Public Printer after the expiration of one year, unless the entire copy and illustrations for the work shall have been furnished within that period: *Provided, This section shall not apply to orders heretofore made for the printing of a series of volumes on one subject.*

SEC. ~~86~~ 85. Every public document of sufficient size on any one subject shall be bound separately, and receive the title

suggested by the subject of the volume, which shall be the chief title, and the classification of the volume shall be placed on the back at the bottom, as simply indicating its classification and not as a part of the title.

The executive and miscellaneous documents and the reports of each House of Congress shall be designated as "House Documents," "Senate Documents," "House Reports," "Senate Reports," thus making two classes for each House.

SEC. ~~87~~ 86. The Public Printer shall bind four sets of Senate and House of Representatives bills, joint and concurrent resolutions of each Congress, two for the Senate and two for the House, to be furnished him from the files of the Senate and House document room, ~~and~~ the volumes when bound to be kept there for reference.

SEC. ~~88~~ 87. The Secretary of the Senate and Clerk of the House shall procure and file for the use of their respective Houses copies of all reports made by committees, and they are hereby directed at the close of each session of Congress to

cause such reports to be indexed and bound, one copy to be deposited in the library of each House and one copy in the room of the committee from which the reports emanate.

SEC. 88. *Registered bonds and written records may be bound at the Treasury Department.*

SEC. 89. *The Vice-President,* Senators, Representatives, and Delegates in Congress, the Secretary of the Senate, and Clerk

of the House of Representatives may send and receive through the mail all public documents printed by order of Congress; and the name of ~~each~~ *the Vice-President*, Senator, Representative, Delegate, Secretary of the Senate, and Clerk of the House shall be written thereon, with the proper designation of the office he holds; and the provisions of this section shall apply to each of the persons named therein until the first day of December following the expiration of their respective terms of office.

The Vice-President, members and members-elect of *and Delegates and Delegates-elect to* Congress shall have the privilege of sending free through the mails, and under their frank, ~~letters~~ *any mail matter* to any ~~officer of the Government when addressed officially~~ *Government official.*

SEC. 90. No printing or binding shall be done at the Government Printing Office ~~except~~ *unless* authorized by law. *Binding for the Departments of the Government shall be done in plain sheep or cloth, except that record and account books may be bound in Russia leather, sheep fleshers, and skivers*

when authorized by the head of a Department: Provided, The libraries of the several Departments, the library of Congress, and of the Naval Observatory may have books for the exclusive use of said libraries bound in half Turkey.

SEC. 91. All printing, binding, and blank books for the Senate or House of Representatives, and for the Executive and

Judicial Departments, shall be done at the Government Printing Office, except in cases otherwise provided by law.

SEC. ~~91~~ 92. The Public Printer shall execute such printing and binding for the President as he shall order and make requisitions for, and deliver to the Executive Mansion two copies each of all documents, bills, and resolutions as soon as printed and ready for distribution.

SEC. ~~92~~ 93. No printing shall be done for the Executive Departments in any fiscal year in excess of the amount of the appropriation, and none shall be done without a special requisition, signed by the chief of the Department and filed with the Public Printer.

No report, publication, or document shall be printed in excess of the number of one thousand of each in any one fiscal year without authorization therefor by Congress, except that of the annual report of the head of the Department without appendices there may be printed in any one fiscal year not to exceed five thousand copies, bound in pamphlet form; and of the reports of chiefs of bureaus without appendices there may

be printed in any one fiscal year not to exceed two thousand five hundred copies, bound in pamphlet form: *Provided, The Secretary of Agriculture may print such number of copies of the monthly crop report, and of other reports and bulletins containing not to exceed one hundred octavo pages, as he shall*

deem requisite; and this provision shall apply to the maps, charts, bulletins, and minor reports of the Weather Bureau, which shall be printed in such numbers as the Secretary of Agriculture may deem for the best interests of the Government.

Heads of Executive Departments shall ~~provide by order and~~ direct whether reports made to them by bureau chiefs and chiefs of divisions shall be printed~~, typewritten, or written~~ *or not.*

~~The Public Printer shall include in his annual report a full statement of the number of each and every publication or document printed upon requisition of the Executive Departments, and the cost thereof, and in the annual report of every head of the Executive Departments there shall appear a statement of all publications printed upon requisition of the Department, and the number in each instance.~~

SEC. ~~93~~ 94. The heads of Executive Departments, and such executive officers as are not connected with the Departments, respectively, shall cause daily examination of the Congressional Record for the purpose of noting documents, reports, and

other publications of interest to their Departments, and shall cause an immediate order to be sent to the Public Printer for the number of copies of such publications required for official use, not to exceed, however, the number of bureaus in the

Department and divisions in the office of the head thereof. The Public Printer shall send to each Executive Department and to each executive office not connected with the Departments, as soon as printed, five copies of all bills and resolutions. ~~Where~~ *When* the head of a Department desires a greater number of any class of bills or resolutions for official use, they shall be furnished by the Public Printer on requisition promptly made.

SEC. ~~94~~ 95. The annual reports of executive officers shall be printed in the same type and form as the report of the head of the Department which it accompanies, unless otherwise ordered by the Joint Committee on Printing.

SEC. ~~95~~ 96. Government publications printed for or received by the Executive Departments, whether for official use or for distribution, shall be distributed by a competent person detailed to such duty in each Department by the head thereof. He shall keep an account in detail of all publications received and distributed by him. He shall prevent duplication, and make detailed report to the head of the Department, who shall transmit the same annually to Congress.

SEC. ~~96~~ 97. When any Department, the Supreme Court,

the Court of Claims, or the Library of Congress shall require printing or binding to be done, it shall be on certificate that such work be necessary for the public service; whereupon

the Public Printer shall furnish an estimate of the cost by the principal items for such printing or binding so called for, after which requisitions shall be made upon him therefor by the head of such Department, the Chief Justice of the Supreme Court, Chief Justice of the Court of Claims, or the Librarian of Congress; and the Public Printer shall place the cost thereof to the debit of such Department in its annual appropriation for printing and binding.

SEC. ~~97~~ 98. No head of any Executive Department, or of any bureau, branch, or office of the Government, shall cause to be printed, nor shall the Public Printer print, any document or matter except that which is authorized by law and necessary to the public business, and executive officers, before transmitting their annual reports, shall carefully examine the same and all accompanying documents, and exclude therefrom all matter, including engravings, maps, drawings, and illustrations, except such as they shall certify in their letters transmitting such reports are necessary and relate entirely to the transaction of the public business.

SEC. ~~98~~ 99. The Postmaster-General shall contract for all envelopes stamped or otherwise designed for sale to the public, or for use by his own or other Departments, and may

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contract for them to be plain or with such printed matter as may be prescribed by the Department making requisition

therefor: *Provided,* That no envelope furnished by the Government shall contain any business address or advertisement.

SEC. ~~99~~ 100. All blanks and letter heads for use by the judges and other officials of the United States courts other than such as are required to be paid for by any of these officers out of the emoluments of their offices shall be printed at the Government Printing Office upon forms prescribed by the Department of Justice, and shall be distributed by it upon requisition.

SEC. ~~100~~ 101. The libraries of the United States Military Academy and United States Naval Academy are hereby constituted designated depositories of Government publications, and the superintendent of documents shall supply one copy of said publications, in the same form as supplied to other depositories, to each of said libraries.

SEC. ~~101~~ 102. All future orders or requisitions for printing *or binding* shall be governed by the provisions of this act; and ~~hereafter all orders for printing by any of the committees of the Senate or House of Representatives, or any of the officers thereof, shall receive the approval of the Committee on Printing of each House, respectively~~ *all printing, binding, and other work required for the Senate and House of Representatives, or the committees and officers*

thereof, together with the material necessary to such work,

shall be furnished by the Public Printer on requisition of the Secretary of the Senate and the Clerk of the House of Representatives: Provided, That each Senator and Representative shall be entitled to the binding in half morocco, or material no more expensive, of but one copy of each public document to which he may be entitled, an account of which, with each Senator and Representative, shall be kept by the Secretary and Clerk, respectively: And provided further, That in printing preliminary reports and other papers for the use of committees no more than fifty copies shall be ordered unless expressly authorized by the Committee on Printing of each House, respectively. No Government publications shall be delivered to officers and employees of Congress unless authorized by this act or upon requisition approved by the Joint Committee on Printing.

SEC. ~~102~~ 103. All laws in conflict with the provisions of this bill are hereby repealed.

d. SENATE REPORT - S. REP. NO. 18, 52d Cong., 1st Sess. (1892) from the Committee on Printing.

Mr. MANDERSON, from the Committee on Printing, submitted the following

REPORT:

[To accompany S. 1549, providing for the public printing and binding and the distribution of public documents.]

The Committee on Printing of the Senate, which, with the special committee of the House, composed of Hon. James D. Richardson and Hon. Charles A. Russell, acted as the special joint committee of both Houses, under concurrent resolution of February 9, 1891, submit the following report on Senate bill No. 1549, providing for the public printing and binding and the distribution of public documents, and recommend that it do pass. The report embraces the following matter:

(1) An epitomized history of the public printing.

(2) Hearings before the committee.

(3) Answers of heads of Departments to questions propounded by the committee in a circular letter.

(4) List of public documents printed during the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses.

(5) Statement of number of copies of Congressional Record printed during Forty-seventh, Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses, their distribution and cost.

(6) Letter of John H. White, esq., making certain suggestions in regard to the Congressional Record.

(7) Letter of the Commissioner of Patents respecting printing for his office.

(8) The bill, with notes to sections showing what changes are proposed in existing laws relating to the public printing, binding, and distribution of public documents, submitting new provisions for that purpose, and giving reasons therefor.

(9) Statement showing documents in folding room of Senate and their distribution.

The said special committee was directed—

To examine into the numbers printed of the various documents, reports, bills, and other papers published by order of Congress, or of either House thereof, and of the Congressional Record, and to report a bill in December next, making such reductions in the numbers and cost of printing and such changes and reduction in the distribution of said publications as they may deem expedient, with a report giving their reasons therefor; and that the said committee is also instructed to investigate the printing and binding for the Executive Departments executed at the Government Printing Office and at the branch printing offices and binderies in the various Departments, and report a bill in December next, making such reductions in expenses and imposing such checks as they may deem expedient, with a report giving their reasons therefor; and said committee is further instructed to make any other investigation calculated in their opinion to reduce the cost of the public printing, and report the result thereof; and the said committee is hereby authorized to employ a stenographer, to summon and examine experts and witnesses, and to call upon the heads of Executive Departments and the Public Printer for such information regarding the preceding matters as they may desire; and any expenses necessarily incurred in making the investigations aforesaid shall be defrayed from the contingent fund of the Senate upon vouchers approved by the chairman of the Committee on Printing.

In pursuance to these instructions the committee summoned before them the following witnesses, most of whom are connected officially

with the public printing and binding and distribution of public documents and eminently qualified to furnish to the committee desired information:

Maj. H. M. Adams, Maj. F. C. Ainsworth, John G. Ames, Col. Samuel Breck, Henry T. Brian, David Wolfe Brown, Sevellon A. Brown, C. L. Burgess, A. F. Childs, Lieut. Richardson Clover, W. H. Collins, J. M. Craig, William E. Curtis, Maj. George B. Davis, Andrew Devine, Harvey A. Harding, John T. Heck, J. S. Hickcox, John W. Hogg, G. W. Howland, Ignatius M. Knott, Thomas H. McKee, George A. R. McNeir, W. H. Michael, D. F. Murphy, Thomas B. Nolan, Asa C. Palmer, Frank W. Palmer, Thomas B. Penicks, John W. Powell, Bowman H. Shivers, Amzi Smith, Hon. William Springer, William H. Tubbs, James W. White, Carroll D. Wright.

The testimony of these gentlemen will be found in Appendix 2, showing hearings before the committee.

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(1)

A SUMMARY OF THE HISTORY OF THE PUBLIC PRINTING.

The Continental Congress had its printing done by the publishers of newspapers in the States where the sessions were held, under the direction of the Secretary of that body.

In 1777, owing to the repeated changes in the seat of government, Congress found itself without the means of publishing its acts or printing its Journals. In October, 1777, a resolution was adopted authorizing "the Committee of Intelligence to take the most speedy and effectual measures for getting a printing press erected in Yorktown, for the purpose of conveying to the public the intelligence that Congress may from time to time receive."

The First Congress under the Constitution commenced doing its printing by permitting each bill or other document to be printed by special resolution passed by the House desiring the printing. This was soon found impracticable; and the whole subject of printing was referred to the special joint committee appointed for that purpose. They were instructed to receive proposals for printing the acts and other proceedings of Congress, and to report thereon. There were a number of applicants for the position of Congressional Printer, all of whom were proprietors of printing offices.

The following report of the committee was finally adopted by both Houses: "That it would be proper that it should be left to the Secretary of the Senate and Clerk of the House of Representatives to contract with such persons as shall engage to execute the printing and binding business on the most reasonable terms, the paper being furnished by the said Secretary and Clerk to such person at the public expense; that such person as they shall contract with shall be obliged to render a statement of his accounts quarterly; and that 600 copies of the acts of Congress and 700 copies of the Journals be printed and distributed to the members of the legislature and the executive and judicial, and heads of Departments of the Government of the United States, and the executive, legislative, and judicial of the several States."

Under the operation of this report the public printing of the First Congress was executed. The estimate for the Senate printing, including stationery, printing, bookbinding, and all contingent and incidental expenses of the first session was $2,300; that of the House, $3,657. The Senate Journal of the first session made one hundred and seventy-two folio pages, including the index, and was printed by Thomas Greenleaf, the proprietor of the Advertiser. The House Journal of the first session made one hundred and seventy-seven folio pages, including the index, and was printed by Francis Child and John Swaine. The limited number of reports and statements of the Departments were printed by Archibald McLean and Samuel Loudon & Son. The entire cost of the printing for this session probably did not exceed $3,000. Examination of the work will show that it was well done, and that the materials used were of superior quality.

The Senate printing of the third session was awarded by the Secretary of that body to John Fenno, and that of the House by its Clerk to Francis Child and John Swaine. The cost of the public printing for this session was probably not much larger than that of the first session. In 1794 the cost of the public printing was still so inconsiderable that it was put in with other items, such as firewood and other contingent expenses, the whole for the two Houses and the Departments amounting to only $17,461.67.

When Washington became the seat of the Federal Government, December, 1801, it was found that there was no printing office of sufficient capacity to do the work promptly. John Randolph, then a member of the Committee on Ways and Means, informed the House that certain documents ordered to be printed, "owing to the state of machinery in this place," can not be printed in less than twenty days, during which time the proceedings of the committee would be at a standstill. A motion to appoint a committee "to expedite the printing of the House" was unanimously adopted. A report was soon after recommended that

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the heads of Departments be requested to inspect carefully such documents, reports, and statements as are directed by law to be annually laid before the House, and that it was necessary that a printer for the House be appointed, who should be responsible for the faithful and prompt execution of all business confided to him by order of the House. The first suggestion in the report was carried; that relating to public printer was lost.

President Jefferson departed from the custom of his predecessors by sending a message in writing to Congress, with accompanying documents. When printed, the "Message and Documents" made an octavo volume of 100 pages, and 500 copies were printed, at a cost of $520.75. Mr. Bayard, of Delaware, thought this a great piece of extravagance. He insisted that 150 copies would be enough. By way of comparison, it will not be uninteresting to note that the "Message and Documents" of the first session of the Fiftieth Congress made an octavo volume of 968 pages, of which there were printed 35,000 copies, at a cost of $17,000.

Congress in 1804, by concurring resolutions, empowered the Secretary of the Senate and the Clerk of the House to advertise for proposals for printing, stationery, and fuel for the next Congress, and to award the contracts to the lowest bidder. This assumption on the part of each expiring Congress was acquiesced in, and so long as there was nothing in the state of political parties which might render the printers chosen by one Congress unacceptable to the next no one complained. But the time came when this method was wholly impracticable. Until the year 1819 the public printing was done under contracts made by the Secretary of the Senate and Clerk of the House with the lowest bidder. The work was done by a force not exceeding forty persons. And the prices paid to journeyman printers in the above year were $10 per week during the session and $9 during the recess. No extra pay was allowed for overtime.

In April, 1819, a special committee appointed to inquire into the subject of public printing made a report which led to the passage of a joint resolution establishing a schedule of prices, and provided for the election by each House, by ballot, of a printer to execute the work of the House, electing him during the next Congress. It also provided that the printer of one House might be the printer of both. The same [7] day this act was approved Gales & Seaton, of the National Intelligencer, were elected printers to both Houses. Thus the public printing become a political plum. The legislation that brought about this change was purely partisan, though the agitation was urged in the name of reform. Under the new arrangement the cost of the public printing jumped from $17,000 to $29,000 per session, where it remained for ten years. It was subsequently testified to by printers before a committee that the profits of the Congressional Printer were about 55 per cent. These large profits were obtained in part by "tricks of the trade" that were highly dishonorable; and it was stated in the report made to the Senate that public officers contributed to these astounding profits by encouraging excessive and useless printing.

In 1827 Duff Green, after a long and bitter fight, was elected Senate Printer. The debates show that the public printing was regarded as patronage used by the party in power to aid in supporting its "organ." The abuse in the use of this patronage, however, became so flagrant that the House in 1828 ordered an investigation into the subject of public printing. Their investigation exposed a most extraordinary condition of things and led to some wholesome reforms. The report says: "Large documents are directed to be printed which in fact are altogether useless, and the evil is greatly increased when numerous copies are ordered, which in many cases swell the profits of the printer without corresponding benefits to the country. The size of the public documents is unnecessarily large, which arises from a habit of prolixity and detail into which the Departments are all liable to fall, more especially as a new practice has been introduced by the Secretaries of the Departments sending reports of their clerks or heads of bureaus instead of condensing them to make them their own communications." This criticism is as pertinent now as when it was made by the committee in 1828.

In 1829 Congress passed a joint resolution respecting the election of printers for the two Houses, as follows: "That within thirty days before adjournment of Congress, each House shall proceed to vote for a Public Printer to execute its work for and during the preceding Con-

gress, and the person having the majority of votes given shall be considered elected." This legislation met the hearty approval of the partisan press which was to be largely benefited by it. The evidence shows that one-third of the appropriations made for the public printing covered the entire expense, and the other two-thirds went to the editor fortunate enough to secure the contract, and who was not required to furnish a dollar of capital.

An investigation made in 1840 disclosed the fact that the estimated profit of the printers employed during the seven years had been $467,404.40, or an estimated annual profit of $66,780.40. This disclosure produced a sensation; and the committee unanimously indorsed the report of the joint committee in favor of the establishment of a Public Printing Office. The agitation of the subject was continued from time to time, and in 1846 a joint resolution was passed establishing the contract system. It was thought that this system would secure economy, and prevent fraud by opening a larger field for competition. It failed, however, to realize either of these results.

Consequently, in 1852, after much debate, an act was passed providing for the appointment of a Superintendent of Public Printing, who should supervise the work done by printers to be elected by the Senate and by the House and designated by the President. The work done under this arrangement was better, though at greater cost. Politicians who had no practical knowledge of printing succeeded in securing the [8]
place of printer, and farmed out the work to practical printers at a percentage of the receipts. The dominant party elected the printer with a positive understanding that he would devote specified sums out of his profits for partisan purposes. The record shows that much of the printing of the Executive Department was given out secretly and at extravagant figures. In some cases six times a fair rate was paid for certain jobs, and the plunder thus secured was systematically distributed for partisan purposes. At one time three partisan newspapers were fastened, leech-like, upon the Executive Department.

Cornelius Wendell, who executed much of the public printing for years, contributed $100,000 for political purposes in four years. Besides this, he paid to the elected printers of the Senate and House, whose contracts were sublet to him by these officers, $200,000, and he loaned to political friends on insufficient security $150,000 within that time. He finally rebelled against the newspaper subsidies, which he regarded as not only burdensome, but as money actually thrown away. In 1852 a master printer contracted to do the Post-Office printing for 93 per cent off the old price allowed the printer, or 7 cents on the dollar, as compensation. This seems hardly credible, yet the evidence fully substantiates the statement.

In 1867 Congress abolished the office of Superintendent of Public Printing, and created instead the office of Congressional Printer. This latter office in turn was abolished in 1874, and the office of Public Printer created in lieu thereof, which is the title of that officer at this time.

The Public Printer is appointed by the President, by and with the advice and consent of the Senate. He must be a practical printer, versed in the art of bookbinding. He has the management of the Government Printing Office and Bindery, subject indirectly to the supervision of the Joint Committee of the two houses of Congress on Public Printing.

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(2)

TESTIMONY.

HEARINGS BEFORE THE COMMITTEE ON PRINTING, HAD IN PURSUANCE OF CONCURRENT RESOLUTION (MIS. DOC. NO. 64), SECOND SESSION, FIFTY-FIRST CONGRESS.

WASHINGTON, D. C., *April* 13, 1891.

The committee authorized to sit during the recess of the Senate by concurrent resolution of February 9, 1891, being Mis. Doc. No. 64, met under the call of the chairman of the Committee on Printing of the Senate, at the room of the Committee on Printing. The concurrent resolution under which the committee acts is as follows:

Resolved by the Senate (the House of Representatives concurring therein). That the Committee on Public Printing, with two members of the present House of Representatives who are reëlected to the next Congress, to be appointed by the Speaker of the House of Representatives, or any subcommittee of said special joint committee, are hereby instructed to examine into the numbers printed of the various documents, reports, bills, and other papers published by order of Congress, or of either House thereof, and of the Congressional Record, and to report a bill in December next, making such reductions in the numbers and cost of printing and such changes and reduction in the distribution of said publications as they may deem expedient, with a report giving their reasons therefor; and that the said committee is also instructed to investigate the printing and binding for the Executive Departments executed at the Government Printing Office and at the branch printing offices and binderies in the various Departments, and report a bill in December next, making such reductions in expenses and imposing such checks as they may deem expedient, with a report giving their reasons therefor; and said committee is further instructed to make any other investigation calculated in their opinion to reduce the cost of the public printing, and report the result thereof; and the said committee is hereby authorized to employ a stenographer, to summon and examine experts and witnesses, and to call upon the heads of Executive Departments and the Public Printer for such information regarding the preceding matters as they may desire; and any expenses necessarily incurred in making the investigations aforesaid shall be defrayed from the contingent fund of the Senate upon vouchers approved by the chairman of the Committee on Printing.

There were present Mr. Manderson (chairman) and Mr. Hawley of the Senate Committee, and Mr. Richardson of the Committee on Printing of the House of Representatives.

Adjourned to meet at 11 o'clock a. m., April 14, 1891.

Washington, D. C., April 14, 1891.

The committee met pursuant to adjournment.

Present: Mr. Manderson (chairman), Mr. Hawley, and Mr. Richardson, of the committee; also Mr. Frank W. Palmer, Public Printer, Mr. H. T. Brian, Foreman of Printing, Mr. W. H. Collins, Chief Clerk of the Government Printing Office, Mr. Amzi Smith, Superintendent of the Senate Document Room, and Mr. Thomas H. McKee, Superintendent of the House Document Room.

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STATEMENT OF MR. FRANK W. PALMER, PUBLIC PRINTER.

The CHAIRMAN. Please state your name and official position.

Mr. PALMER. Frank W. Palmer, Public Printer.

The CHAIRMAN. How long have you occupied the position of Public Printer?

Mr. PALMER. I entered upon the discharge of the duties of the office on the 13th day of May, 1889.

The CHAIRMAN. Have you given the subject-matter involved in the resolution under which the committee is acting any special consideration, with a view to giving it the benefit of your experience and observation on the subjects recited therein?

Mr. PALMER. I have given it some thought, but no special examination.

The CHAIRMAN. Taking up the matters that are necessarily involved, without observing any special order, are there any changes that you would suggest in the existing law, in the matter of the advertising for or purchase of material for the Government Printing Office?

Mr. PALMER. I do not know that I have any suggestion to make in that direction. A change was recently made, as you are aware, in regard to the purchase of paper for the bindery. There are other materials which are advertised and the contracts let directly by the Public Printer. It is something in regard to which I have no choice. If the committee should see fit to make any change in that direction, I have no objections.

The CHAIRMAN. As I understand it, the practice under former Public Printers was to advertise for paper for printing purposes under the direction of the Joint Committee on Printing, and to advertise for material for the bindery, including paper, without the intervention of the Joint Committee on Printing.

Mr. PALMER. Yes, sir. I do not know who suggested it, but the matter came up at a meeting of the joint committee, and I then said I was willing there should be a change, and, indeed, that I would rather the committee should assume the responsibility than retain it myself.

The CHAIRMAN. It is a fact, is it not, that there seemed to be some confusion as to what was a proper construction of the law, and upon full consideration it was decided by the joint committee that the advertising and letting of bids for all paper used in the Government Printing Office should be placed under the joint committee by provision of the general law?

Mr. PALMER. Yes, sir.

The CHAIRMAN. Would it be well, in your opinion, to make purchases of other supplies than paper by advertisement and letting under the direction of the Joint Committee on Printing?

Mr. PALMER. I do not know that I can say there would be any advantage in it, but if it is the opinion of the committee that there would be, I am entirely willing, so far as I am concerned, that this duty should be transferred from the Public Printer to the Joint Committee on Printing.

The CHAIRMAN. Please describe the processes by which you purchase material other than paper for the Government Printing Office?

Mr. PALMER. We issue advertisements in the same newspapers which the Joint Committee on Printing selects for its advertisements for the purchase of paper, and give about the same length of time for bidders to make out their bids. The bids are presented, and are opened in [11] public, in the presence of all the bidders who may choose to be present, in the same manner, substantially, as bids are opened and passed upon by the joint committee. The awards are made to those bidders who make the lowest bids, the quality of material, of course, entering into the consideration of the subject, the same as in the case of paper, and the character and responsibility of the bidders are also taken into consideration, as well as the experience of the office touching previous contracts.

The CHAIRMAN. Does that method apply to all of the purchases, or are some materials bought in open market?

Mr. PALMER. There are two kinds of materials which are bought by the Public Printer in his own discretion. Those two kinds of materials are roller composition and inks. It would not be possible to buy printing inks by sample; that is to say, it would be impracticable for any man, however expert he might be, to judge in advance what the real merits of ink might be. The same is true of roller composition.

Mr. RICHARDSON. You mean they have to be tested in actual work?

Mr. PALMER. Invariably. No human being can tell whether ink will work successfully, except by trial, one day after another, taking into account the changes of temperature in a working room and atmospheric conditions; and the same is true of roller composition. They are exempt by law from advertisement.

The CHAIRMAN. State as to whether or not there has been a lowering or an increase of the prices of material under the system of purchasing that is pursued in the Government Printing Office.

Mr. PALMER. My associates, Captain Brian and Mr. Collins, could better answer that than I. I should say that the general tendency, taking all the material into account, was toward a lowering rather than an increase of prices.

The CHAIRMAN. Has that been because of the lowering of prices in the markets generally, or because of a better condition as to purchasing under your system?

Mr. PALMER. In regard to paper, there has undoubtedly been a lowering of the price of the product. The manufacture of paper has been cheapened by the invention of wood-pulp and other materials entering into the composition of paper.

The CHAIRMAN. Can you suggest any process, whether by change of law or by change of system, by which the crude material consumed in the Government Printing Office could be cheapened to the Government?

Mr. PALMER. I could not. My habit is, in all the purchases that are made, except small amounts, and even then sometimes, to get proposals from different firms or different manufacturers; and, other things being equal, to purchase from the dealer or the manufacturer who offers his goods the cheapest.

The CHAIRMAN. Are all goods sold to the Government Printing Office delivered at the office?

Mr. PALMER. Yes, sir; everything. That is a part of the contract in all cases.

The CHAIRMAN. Would there, in your opinion, be any cheapening of the product if the Government Printing Office were accessible by rail, so as to save cartage and movement of material from depot to office?

Mr. PALMER. Under the present contract system, inasmuch as the contractors are compelled to pay transportation and cartage, of course it is difficult for me to answer that question, because I do not know whether there is any reduction, for instance, by transportation lines, by reason of the large amount of material that is delivered to us, or whether there is any special contract made with the man who has charge of the carting, who does this work for all the transportation companies here.

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The CHAIRMAN. There would be a saving of the cost of cartage to some one if this movement by wagons could be dispensed with, would there not?

Mr. PALMER. Yes, sir.

Mr. HAWLEY. Does not the cost of cartage necessarily enter into the bidding?

Mr. PALMER. Bidders probably take that into account. That is an element in the cost of material.

Mr. RICHARDSON. They have to pay the express companies, as I understand it, for the delivery of every article brought from a railway depot or steamboat landing?

Mr. PALMER. Yes, sir.

The CHAIRMAN. With reference to the labor performed in the Government Printing Office in all lines, state if there are any suggestions that you could make in the interest of the Government with a view of helping the present condition.

Mr. PALMER. The committee, of course, is well aware that in one respect we now labor under a great disadvantage, because of the small amount of storage room for our folded books before they go into the bindery. The labor is done very expensively. We rent two warehouses outside of our building, because the building itself is inadequate to store the product after it passes from the presses and has been folded. We use the warehouse of Messrs. McDowell & Sons at an expense of $3,000 a year.

Mr. HAWLEY. Where is that?

Mr. PALMER. At the corner of Massachusetts avenue and North Capitol street.

Mr. HAWLEY. Where is the other warehouse to which you referred?

Mr. PALMER. The other is near the corner of New Jersey avenue and D street. We rent that at an expense of $600 a year. Both warehouses are packed about as closely with material as they possibly could be. After the books are folded and pressed they are taken down, in elevators, to wagons, and from the wagons transferred to the warehouse, where they are taken by elevator either to the upper story or basement, and there packed away until the time shall come for the binding of that particular edition, when they have to be reloaded in wagons and hauled back to the Printing Office and taken upstairs for binding. That is an expense that no private establishment would endure very long if it had the capital to economize time, labor, and room. We have

no course to pursue now except that, with the limited space we have.

Mr. RICHARDSON. What proportion of your work is carted in that way?

Mr. PALMER. Take, for instance, the Agricultural Report, of which there is an edition of 400,000. At times the bulk of that, I should say, goes to the warehouse, and there are other works in various stages, not yet ready for the bindery, where we have to keep the books in some instances a long time. They may be awaiting illustrations or some other thing that is lacking before they can be finished, and they lie in that condition sometimes for months.

Mr. RICHARDSON. Is that so mainly where there are large editions or where the editions are small?

Mr. PALMER. That is more apt to occur where there is a large edition. [13]

Mr. HAWLEY. It is necessary to wait for an index sometimes, perhaps.

Mr. PALMER. Yes, sir.

The CHAIRMAN. Then there are other movements of the material that could be saved if there were proper storage warehouses and distributing warehouses, are there not?

Mr. PALMER. Yes, sir.

The CHAIRMAN. Is not the old Adams Express Building, on Pennsylvania Avenue, used for storage purposes?

Mr. PALMER. Yes, sir.

The CHAIRMAN. By whom is that used?

Mr. PALMER. That is used by the House folding room, by order of the House of Representatives.

The CHAIRMAN. Suppose there were a changed condition of things, by which the Government Printing Office would be accessible by a railroad, with tracks running directly into the building, and there were proper storehouses and distributing rooms, so that mail cars could enter and receive the material that is to be distributed throughout the country, what, in your opinion, would be the saving to the Government, in round numbers, in the cost of handling the crude and finished product and carting it, as you have described?

Mr. PALMER. I should say there could be no question of the policy of simplifying the receipt and distribution of documents in that way; but of course I can only judge from our end of the line. The books, as they are now produced and delivered to Congress, are distributed from the two wings of the Capitol by transportation facilities furnished by Congress itself. As to the cost of that I could not judge. In our case, of course, it would save whatever expense there is now in delivering the documents from our office to the Capitol. That would be saved, and it is quite a large amount. We should, however, in any event, have to keep horses, wagons, and drivers for the delivery of printed matter from the office to the several Departments. For instance, all the blanks for the 60,000 or more post-offices are printed in our office and delivered to the depository of the Post-Office Department down town. The same is true of the Treasury Department. All of the blanks and blank-books, and everything of that kind, for all of the Treasury officials all over the country are printed at the Government Printing Office and delivered to their depository. That is also true of the War, Navy, and other Departments.

Mr. HAWLEY. Could not this great mass of stuff that the Treasury and Post-Office Departments send out in such large quantities be sent from your office direct, if the Printing Office and warehouses were together?

Mr. PALMER. Possibly that might be done.

The CHAIRMAN. Considering the whole subject about as I have outlined it, taking into consideration the departmental cartage that might be saved under the suggestion of General Hawley, can you approximate the amount that could be saved per annum if there were different conditions?

Mr. PALMER. I would hardly care to make figures on that now. Any estimate I could make might not be borne out by a careful calculation.

The CHAIRMAN. How many departmental or branch printing offices are there, and in what Department are they situated?

Mr. PALMER. There are four under the control of the Public Printer

The CHAIRMAN. Please name them.

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Mr. PALMER. There is one in the Treasury Department, another in the Interior Department, another in the Navy Department, and another in the State Department.

The CHAIRMAN. Will you give the number of employés in each approximately?

Mr. PALMER. In the Treasury Department there are 76 employés; in the Interior Department, 24; in the State Department, 17; and in the Navy Department, 21.

The CHAIRMAN. What class of work do these branch offices do, as distinct from the work done at the Government Printing Office.

Mr. PALMER. In the Interior Department branch they do a great deal of the work that we do in the main office. In the Treasury Department there is one distinctive branch of work done that is undoubtedly a very great convenience to that Department; that is, the printing of the lists of registered bondholders and the amount of interest paid quarterly. In order to do that work the type is kept standing, and there were at one time as many as nine hundred forms standing. The size of those forms is 22 by 32 inches, and the weight of the type and the chases in which the type was locked was enormous, and would have been a strain on any ordinary building. The number of those forms has been greatly reduced by the payment of bonds, until there are now four hundred and sixty only. Those are changed quarterly and printed there under the eyes of the Treasury officials. In the State Department there is, of course, a good deal of confidential printing done, and the same is true in the Navy Department to some extent. I think the consular reports are all printed in the branch office of the State Department. All the hydrographic notices are printed in the branch office of the Navy Department.

The CHAIRMAN. What is the extent of the supervision by yourself and the foremen of your office over these branch offices?

Mr. PALMER. The employment of all of the people who are at work in those branch offices is directly under the supervision of the Public Printer, and daily and weekly reports are made to him of the work done therein. All work that is executed in the Treasury branch and in the Interior branch comes to us directly, upon requisitions from the two Departments, and is jacketed the same as the work that is printed in the main office.

The CHAIRMAN. Who directs what shall be printed in these branch offices?

Mr. PALMER. The head of each Department, just the same as he does for the work we do in the main office.

The CHAIRMAN. In your opinion, is it a matter of economy, as well as convenience that these branch offices in the Departments named should be maintained?

Mr. PALMER. In the present condition of the Government Printing Office it is a great relief to the main office to have those branch offices. One reason, and a very substantial reason, for this is the great lack of room in the former. In that respect they supplement the Government Printing Office. The amount of floor space they now occupy is about 2,300 square feet in the Interior branch, about 2,300 square feet in the Navy branch, 1,006 square feet in the State Department branch, and a fraction less than 7,000 feet in the Treasury branch; in all, about 12,600 square feet. That is a very great relief to the main office. Inasmuch as those Departments furnish to the branch offices the power for the movement of the machinery and also furnish light and fuel, probably with a very little cost to themselves, considerable expense is thus saved to the Government Printing Office.

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Mr. RICHARDSON. You say you have a Navy branch and a State Department branch?

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. Those two branches are in the same building, are they not?

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. I can see why there would be a necessity for one, but why have two in the same building?

Mr. PALMER. We could not control sufficient room in any one of the two Departments to do the work for both.

The CHAIRMAN. Has there been any decided increase in these branch offices during the last few years as to the number of employés and amount of output?

Mr. PALMER. Not since I have been Public Printer. I think the force is about the same from year to year.

The CHAIRMAN. You say that besides these four branch offices that come under your control there are other printing establishments in the Departments, or other printing done for the Government. Can you state to the committee where those offices are located?

Mr. PALMER. I could not do that advisedly. I know there is a printing office in the Post-Office Department, but I am not advised as to the class of work done there. The same is true of the War and Agricultural Departments.

Mr. HAWLEY. There is also one in the Census Office, is there not?

Mr. PALMER. Yes, sir.

Mr. HAWLEY. And one in the Weather Bureau?

Mr. PALMER. Yes, sir.

The CHAIRMAN. How does it come that the offices in some of the Departments are under your supervision while others are not?

Mr. PALMER. I can not answer that. I found this condition of things when I came here; but as to the history of the establishment of those offices I am not advised.

The CHAIRMAN. I see this provision in the law: "All printing, binding, and blank books, for the Senate or House of Representatives, and the executive and judicial departments, shall be done by the Government Printing Office, except in cases otherwise provided by law." Take these printing offices you have referred to, that are not under the direction of the Public Printer and can not be considered branches or parts of the general Printing Office, do you know of any law that authorizes their existence?

Mr. PALMER. I do not, except in the cases of the Census Office and Surgeon-General's Office. I am informed that the printing office in the Surgeon General's Office was transferred to the record and pension division when they had some rearrangement of divisions in the War Department. I think it is no more than just for me to say that I have never investigated to see whether there is authority for the printing that is now being done by the offices not under my supervision. There may be authority that I know nothing about.

The CHAIRMAN. Have you given any consideration to the subject of the proper number of documents to be printed, and can you give the committee any light on that subject?

Mr. PALMER. I have not given it any consideration, because it hardly enters into my province. My duty is to execute the orders that come to us, and I would prefer not to give an opinion on that subject without having studied it. [16]

The CHAIRMAN. All public documents are published either under the general law that prescribes the number that shall be published, or in special cases by order of Congress, or by concurrent or joint resolution, are they not?

Mr. PALMER. Yes, sir.

The CHAIRMAN. Have you had prepared any material to show the number of documents printed except that which appears in the reports of the Public Printer?

Mr. PALMER. You will find that covered on page 67 of my last report.

The CHAIRMAN. Are there any changes that you would suggest in the existing law for the bettering of the public service?

Mr. PALMER. I would suggest that the chief clerk be authorized to act as Public Printer in the absence of that official. There is now no authority for anyone to act in his stead in case of his sickness or other necessary absence. I would also suggest that the law which limits the amount that may be passed to the credit of the Public Printer at the Treasury at any one time should be changed, so that it might be increased from two-thirds of the amount of his official bond, the present proportion, to four-fifths of the amount of his official bond. The amount which he is allowed to draw is $66,000 and a fraction. I would suggest that it be increased, say, to $80,000. The reason for that suggestion is that there are times when the pay roll and the cost of material necessary to be purchased are larger than the amount to which the Public Printer is limited. That increase would serve to relieve the office, so that it would not be hampered in certain emergencies.

The CHAIRMAN. What becomes of the money received by the Gov-

ernment Printing Office from the sale of documents permitted by law and the sale of what may be termed refuse matter?

Mr. PALMER. The money received from the sale of waste paper goes to the credit of the appropriation for printing and binding. The money received from the sale of old machinery, and from the sale of gold sweepings (which is quite an item), goes to the credit of receipts from miscellaneous sources in the Treasury, and the appropriation for printing and binding gets no benefit from that whatever. That is lost to the Government Printing Office. If we should sell old type, the proceeds of the sale would go in the same way; but, in reality, we have no old type to sell, because we utilize it by putting it into the melting-pot in the stereotype foundry, which prevents the necessity for the purchase of that amount of new metal.

The CHAIRMAN. Why is this distinction of which you speak made, whereby the proceeds from the sale of waste paper goes to the benefit of the printing and binding fund in the Treasury, while the proceeds from the sale of the other refuse, such as gold-leaf sweepings, etc., are covered into the Treasury and lost to the Government Printing Office?

Mr. PALMER. In my judgment there should not be that discrimination.

The CHAIRMAN. The discrimination exists in the language of the law?

Mr. PALMER. Yes, sir. I think the printing and binding fund should have the benefit of all sales, both of old machinery and of old type, if we should have any old type to sell, and especially of the gold sweepings. There is a general law which requires that the proceeds of all sales of old material shall be credited to the miscellaneous account. [17] and another law which authorizes the proceeds of the sale of paper waste to be credited to the printing and binding fund. That is an exception to the general law. To the law authorizing the Public Printer to deposit moneys received from the sale of waste paper and extra documents to the credit of the printing and binding fund should be added a provision authorizing him to deposit moneys received from the sale of gold-leaf waste to the same fund, on the principle that the gold leaf is purchased out of his current appropriation, and that whatever is received from the sale of the waste should be credited to that fund.

The CHAIRMAN. There are other materials, such as leather scraps and book-cloth scraps.

Mr. PALMER. The book-paper scraps go into the waste-paper account, but we do not receive credit for the leather and cloth scraps.

The CHAIRMAN. It is your idea that there should be an amendment in the law to produce that result?

Mr. PALMER. Yes, sir.

The CHAIRMAN. Do I understand that the proceeds from the sale of old and worn-out machinery are also covered into the Treasury?

Mr. PALMER. Yes, sir.

The CHAIRMAN. And that money, you think, should be credited to the printing and binding fund, for the benefit of the Government Printing Office?

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. In respect to the condemnation of machinery, what is your process of getting rid of machinery when you deem it useless?

Mr. PALMER. We advertise it. We send circulars to all dealers in second-hand printing machinery, as well as to the manufacturers of presses and machinery, giving a list of the articles, and inviting proposals for their purchase.

Mr. RICHARDSON. Who condemns it?

Mr. PALMER. In the case of printing presses, the foreman of printing, Captain Brian, and the foreman of the press room, who in this case is Mr. Auer, condemn the machinery, subject to my indorsement of their judgment.

Mr. RICHARDSON. Have you any board of condemnation, or is the condemnation made by those gentlemen in their discretion?

Mr. PALMER. It is done by the three persons I have named.

Mr. RICHARDSON. Who fixes the price at which the condemned material shall be sold?

Mr. PALMER. I offer it to the public, to the highest bidder, and the man who bids the highest gets the property, provided the bid is considered advantageous to the Government.

Mr. RICHARDSON. It is sold, then, upon the judgment of the gentlemen you have named, to the highest bidder?

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. Do you reserve the right to reject bids and not sell, or do you make the sale absolutely?

Mr. PALMER. We require competition by several bidders; but if there should be practically no competition, and we should consider the bids too low, we should reject them, as we have done in some instances.

Mr. RICHARDSON. You reserve the right to reject bids if they are not satisfactory?

Mr. PALMER. Yes, sir.

The CHAIRMAN. Have you any process of exchange by which, in the event of a press becoming obsolete—I do not mean worthless, but if you can economize by getting a different sort of press—you can trade that press in part payment for a new one? [18]

Mr. PALMER. We have no authority to do that.

The CHAIRMAN. Would not that be advisable?

Mr. PALMER. I made a recommendation for that in the first report I sent to Congress, in which I stated that it would be an advantage to the Government Printing Office if we could have the authority to make such exchanges.

Mr. HAWLEY. Is it not the uniform custom of private printing establishments to make such exchanges?

Mr. PALMER. Yes, sir; and sometimes with advantage to themselves.

Mr. RICHARDSON. When you conclude to dispose of a piece of machinery that is deemed worthless is there any formal action taken by the gentlemen you have named, and any entry made on the books, by resolution or other authorization?

Mr. PALMER. No, sir.

Mr. RICHARDSON. Is there any entry of such transaction made?

Mr. PALMER. No entry is made except as to the publication of the circular in which we notify bidders and the proceeds of sales. Those are the only entries we make.

Mr. RICHARDSON. Do you not think it would be well to create in some way a board of officials who would be responsible for the condemnation of old and useless machinery?

Mr. PALMER. Yes, sir.

Mr. HAWLEY. And also keep a record book?

Mr. PALMER. Yes, sir; I think that is a good suggestion.

Mr. RICHARDSON. As a matter of fact, can you, from your books, from year to year and from time to time, account for all the machinery purchased?

Mr. PALMER. Everything.

Mr. RICHARDSON. Under what head is the account of these condemnations kept by your system of bookkeeping?

Mr. PALMER. There is no account kept of the formal authorization.

Mr. RICHARDSON. How would you be enabled to trace any particular press that is bought, and, after being run 2 or 3 years, is condemned and sold?

Mr. PALMER. The press is particularly described in the advertisement for bids.

Mr. RICHARDSON. But what record have you in your books of such advertisement?

Mr. PALMER. We have the advertisement itself.

Mr. RICHARDSON. Is that entered at large on the books.

Mr. PALMER. It is preserved as a part of the record.

Mr. RICHARDSON. Is it copied into any record book?

Mr. PALMER. It is placed on our files, and an account is entered with the party to whom the old piece of machinery is sold.

Mr. HAWLEY. The books would show it, but it would not be in any particular book?

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. The main point of my inquiry is, what would you suggest as the better way to protect the Government and its rights fully in respect to the condemnation and sale of old machinery in order that you may have at all times some responsible judgment for the condemnation of such property?

Mr. PALMER. I think I comprehend your suggestion, and it is a very

good one—that there should be a board, with power to formally condemn this property, so that a record could be made of the condemnation.

The CHAIRMAN. What safeguards have you to prevent the destruction or making away with public property? Have you any system of inventory or invoice?

Mr. PALMER. We have an inventory.

The CHAIRMAN. How often is that taken?

Mr. PALMER. When I took charge of the office of course there was an inventory of the property.

The CHAIRMAN. Of all the material in the printing office?

Mr. PALMER. Yes, sir.

The CHAIRMAN. And you passed your receipt to the retiring Public Printer, Mr. Benedict?

Mr. PALMER. Yes, sir.

The CHAIRMAN. Is there any process of examination by which it can be ascertained at the end of the career of a Public Printer whether he has turned over to his successor all the property he received except that which has been worn out and disposed of?

Mr. COLLINS. That has never been done in the history of the office.

The CHAIRMAN. What is your safeguard to prevent the making away with public property? All private establishments protect themselves from leakage and stealings. Now, what is your method?

Mr. PALMER. Our only safeguard is the record we keep of the amount of work we do, the amount of material we have on hand, and, if we sell old machinery, the proceeds of the sales of that machinery.

The CHAIRMAN. In those respects is your office conducted differently from the great printing offices of the country?

Mr. PALMER. I think not. I am under the impression that is about the same system that exists everywhere.

Mr. RICHARDSON. To return to the matter upon which I was making inquiry a moment ago, do you not think it proper for the Public Printer, without any express act of Congress, to make all regulations necessary for the formation of a board of condemnation to take charge of old material?

Mr. PALMER. I think so. I shall do that for my own protection.

Mr. RICHARDSON. As I understand it, under this administration and under preceding administrations, there has been no responsible head in the matter of the condemnation of this material; that is to say, if a charge were made, for instance, that a press had been bought, and before it was worn out had been sold at less than its value, who would be responsible, under the present system, for that sale?

Mr. PALMER. The Public Printer, of course, would be ultimately responsible; but his warrant would be in the joint recommendation of the foreman of printing and the foreman of the press-room.

The CHAIRMAN. There is, then, as I understand it, the action of a board, consisting of the foreman of printing, the foreman of the press-room, and the Public Printer?

Mr. PALMER. Yes, sir.

The CHAIRMAN. But there is no filing of a certificate of this board that they have acted as such and condemned the property and ordered it sold?

Mr. PALMER. I do not think that has ever been done in the history of the office.

The CHAIRMAN. The property is sold under the direction of this board, however?

[20] Mr. PALMER. Yes, sir; the property is sold under the direction of the Public Printer, according to the bids that are made in response to invitations from the Public Printer.

The CHAIRMAN. There has been complaint in Congress at times of delays in getting out material ordered to be printed. Can you state, generally, the causes for such delays?

Mr. PALMER. It is in the interest of the office itself that work shall be executed as rapidly as possible, in order to get it out of the way.

The CHAIRMAN. Have you delays at times that are caused by the failure to supply the manuscript or the engravings?

Mr. PALMER. Yes, sir.

The CHAIRMAN. Or by the failure to correct the first proof that is usually sent to the compiler or the getter-up of the document?

Mr. PALMER. Yes, sir. We are also sometimes delayed by the non-

receipt of material. We have no room for the storage of any large amount of paper; so we have to take it from the warehouses, the railroad depots, or the steamboat wharves direct to the office, and if there is a failure on the part of the contractor in making prompt delivery of material to the office, by reason of bad weather or interruption of transportation, it delays us. There is sometimes the delay you mention, in the making of indexes to documents, and there are delays from the failure to furnish copy.

Mr. RICHARDSON. I presume you have to wait for maps sometimes?

Mr. PALMER. Yes, sir. Part of a work may be completed and await the action of the author or compiler for months, perhaps—sometimes for years.

The CHAIRMAN. Can you make any suggestions as to what legislation is needed to prevent the delay you speak of, caused by the failure to send to the Public Printer the manuscript or maps that are to be lithographed?

Mr. PALMER. Of course the preparation of matter to be printed is under the control either of officers authorized by Congress or of officers authorized by the heads of Departments.

The CHAIRMAN. Do you think it would be desirable to amend the law so as to require that where Congress orders the printing of a document, the order shall be annulled unless the manuscript therefor shall be furnished within a certain time, say 6 months or a year?

Mr. PALMER. I think that would be a wise provision. There is now a legal requirement that the copy for the annual Agricultural Report shall be furnished within a specified time—I think in February of each year.

The CHAIRMAN. It has a tendency to hasten the work in the hands of the officials?

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. The provision in reference to the Agricultural Report is simply to enable the Public Printer to get it out in time; but the effect of the provision suggested by the chairman would be to make it illegal to publish the report if the copy were not furnished within 6 months or a year?

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. You would publish the Agricultural Report even if the manuscript were furnished after February?

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. It is merely a direction; in other words, there is no penalty attached?

Mr. PALMER. There is no penalty attached. [21]

The CHAIRMAN. You do no lithographing or engraving of any sort in the Government Printing Office?

Mr. PALMER. No, sir.

The CHAIRMAN. Please state the process by which you execute the order of Congress when it sends to you for publication a work that is to be illustrated with lithographs or engravings. Let us have the regular steps of the process by which that book, with its illustrations, is produced.

Mr. PALMER. The Government Printing Office prepares a circular stating what the illustrations are which are to go into any particular book or document, and copies of that circular are sent to the firms who have established a reputation for excellent work, requesting them to send representatives to the Government Printing Office, to examine the work to be done, and to make bids accordingly. Those bids are sent in sealed and are opened in the presence of the bidders. The awards are made to those whose proposals prove to be lowest, provided the bidders are responsible, and, of course, we aim to send the circular only to those who are responsible.

The CHAIRMAN. Do you give an opportunity to the lithographers of the large cities of the East, including New York and Baltimore, to make bids for lithographic work?

Mr. PALMER. Yes, sir.

The CHAIRMAN. There is no monopoly, then, of this work by any one or two establishments?

Mr. PALMER. No, sir; there has not been under my administration.

The CHAIRMAN. During your term as Public Printer, what establishments have done lithographic work for the Government?

Mr. PALMER. The Norris Peters Company, Bell Brothers, and Maurice Joyce, of this city; Harris & Sons and F. Gutekunst, of Philadelphia; Julius Bien & Co., Sackett & Wilhelm's Lithographic Company, Trautmann, Baily & Blampey, the Giles Company, the Moss Engraving Company, the New York Engraving and Printing Company, the Photo-Engraving Company, and Max Wildnaeux, of New York, N. Y.; the Forbes Lithograph Manufacturing Company, and the Heliotype Printing Company, of Boston; Hoen & Co., and Isaac Friedenwald, of Baltimore; and the Stecker Lithograph Company, of Rochester.

The CHAIRMAN. How are the portraits for eulogies produced?

Mr. PALMER. They are furnished to the Government Printing Office by the Bureau of Engraving and Printing.

The CHAIRMAN. There is, then, as to the class of work heretofore mentioned, fair and vigorous competition among the different establishments you have named?

Mr. PALMER. Yes, sir.

The CHAIRMAN. In your opinion, is the Government getting that class of work done as cheaply as private offices that are engaged in like business?

Mr. PALMER. I think it is getting it cheaper, as a rule.

The CHAIRMAN. Do you think that the present system, by which the Public Printer is allowed to purchase machinery of costly character, should continue, or should there be a change in the law requiring that as to that class of expenditures there should be special direction by Congress or by the Joint Committee on Printing?

Mr. PALMER. I will explain to the committee what I have done so far under the appropriations for the purchase of presses and of type, and the committee can judge as well as I whether it is best or not. At the first [22] session of the Fifty-first Congress there was an appropriation of $20,000 made for the purchase of presses. Invitations were sent to three large establishments for the manufacture of presses, viz: R. Hoe & Co., of New York; C. Potter, jr., & Co., of Plainfield, N. J., and Walter Scott & Co., of Plainfield, N. J.—the three establishments which make the best presses in this country, in my judgment—for bids upon classes of presses that we described. Responses were made to those invitations for bids, and the awards were made to the lowest bidders, all of them, of course, being responsible firms. In the case of the appropriation of $100,000 for type, I issued circulars asking for bids for different classes of type mentioned in the circulars. Those circulars were sent to the principal type foundries in this country, responses were received, and the awards were made to the lowest bidders, a very large amount of money being saved by these operations. That is the process under which the money has been so far expended.

The CHAIRMAN. You presented your views to the committee in a report upon what is known as the restoration of wages bill. In that report you gave your opinion as to the advisability of continuing the present system of payment; that is, by the thousand ems rather than exclusively by the hour. Do you still hold to that opinion, or has anything transpired to cause you to change your views?

Mr. PALMER. Nothing has transpired to cause me to change the views I then expressed.

The CHAIRMAN. State whether there are any embarrassments to the Government Printing Office by the operation of the law granting to the employés 30 days' leave of absence with pay, or whether it works for good.

Mr. PALMER. I know of no embarrassment that is occasioned by it.

The CHAIRMAN. Do you take apprentices to the printer's trade or to the binder's trade in the Government Printing Office?

Mr. PALMER. We do not now.

The CHAIRMAN. Do you think it would be well to return to the old system?

Mr. PALMER. I do. I should certainly do it if we had the room to place the apprentices. I think it is right; but we have not the room at present. An apprentice takes a little more room even than a journeyman.

Mr. RICHARDSON. Why do you think it would be better to admit apprentices?

Mr. PALMER. I think it is the right principle to give American boys a chance to learn a trade.

The CHAIRMAN. You base it upon the idea, then, that every establishment that has in it skilled labor and artisans should employ itself in turning out the product of skilled workmen as well as other material?

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. Do you think the opportunities for making expert printers of apprentices are as good in the Government Printing Office as they are in a private establishment?

Mr. PALMER. I think they are.

The CHAIRMAN. Without going into details, please state the adaptability to the uses for which it was designed of the present Government Printing Office, as to its capacity and convenience for work, and as to its safety as concerns the property that is in it and the human life that is there.

Mr. PALMER. The building, as is well known to the committee, was originally put up by private enterprise, and extended only a portion of the distance that it now occupies on H street. It was afterwards extended on H street, and then on North Capitol street, those two wings being of combustible materials. Almost the entire number of presses are on the H street side, on the first floor, and the bindery and what we call the "folding rooms" are also mainly in those two wings. They are packed full of employés, who, by reason of the limited space, work at a great disadvantage. The room is ill-ventilated, and it is liable to be unhealthful. In summer it is exceedingly uncomfortable to all the employés. What is true of those two wings, as to their crowded condition, is true also of other portions of the building which have been built since and which were supposed to be fireproof. The two wings before mentioned are liable to destruction by fire any minute. We had a very narrow escape from fire a few days ago. The loss and embarrassment to the Government by the destruction of that building would be incalculable, and it would be almost a miracle if a fire should occur without the loss of a large number of human lives. I have in two reports that I made to Congress set forth what I believed to be the urgency for steps to be taken for a fireproof building, and in my judgment the importance of such a building can not be overestimated. [23]

Mr. RICHARDSON. How much stereotyping do you do in the Government Printing Office?

Mr. PALMER. All of the matter that is set up, where the editions are large, is stereotyped.

Mr. RICHARDSON. How small an edition would you stereotype?

Mr. PALMER. That depends upon what the matter is to be used for. If we have an idea the matter is to be used again in something else, we would stereotype it any way. It is safe to say that three-fourths of all the matter is stereotyped.

The CHAIRMAN. In making your estimates of cost of printing are there any instances in which the estimate is twice made for composition?

Mr. PALMER. No, sir.

The CHAIRMAN. If you bring the stereotype plates back after they are once taken from the press, for the purpose of printing a second edition of a work, is there a second charge for composition?

Mr. PALMER. There never has been under my administration, and I presume not under that of my predecessors.

Mr. HAWLEY. Is such second charge for composition made in the case of speeches?

Mr. PALMER. No, sir; unless the type is actually reset.

Mr. RICHARDSON. Is it ever made in any case?

Mr. PALMER. No, sir; composition is not charged for a second time unless, as I said, the type is actually reset.

Mr. RICHARDSON. Composition does not enter into the cost of printing a second edition of any work where you have the plates?

Mr. PALMER. No, sir; nobody would profit by such duplication. The compositor would not, the pressman would not, and the Public Printer certainly would not. If it should occur nobody would receive any benefit from it. If it has ever occurred I have no knowledge of it, and there could be no motive whatever for such an act.

Mr. RICHARDSON. There is a second charge for presswork, I imagine, in doing work from the stereotype plates?

Mr. PALMER. The presswork would have to be charged for anew, for it is new work.

Mr. RICHARDSON. Is the work of stereotyping in the office increasing each year?

[24]

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. You are doing more and more from year to year?

Mr. PALMER. Yes, sir. Our facilities are better now than they ever have been before.

Mr. RICHARDSON. Has the change to the top story been an improvement?

Mr. PALMER. Yes, sir; a great improvement. The men can now do more work. The light is better, the ventilation is better, and the room is more ample. The men were crowded in the old room, and it was dark and badly ventilated. What is true of the stereotype foundry would be true of the whole office if we could have such room, ventilation, light, and heating apparatus as we need.

The CHAIRMAN. If a document is printed in one of the branch offices, and Congress subsequently orders additional copies, is the type reset in the Government Printing Office for those additional copies?

Mr. PALMER. The consular reports are all sent to our office to be stereotyped.

The CHAIRMAN. Then in the case of a document printed in a branch office, unless it is stereotyped, if afterward ordered by Congress the type would have to be reset in the Government Printing Office?

Mr. PALMER. We would act on that the same as a document originally set up in our office.

The CHAIRMAN. You could not transfer the type from the branch office to the main office, could you?

Mr. PALMER. We could transfer it. We do that every day.

The CHAIRMAN. There would be no double charge for composition in such a case?

Mr. PALMER. There is no double charge.

Mr. HAWLEY. Does it ever happen that you have to reset the type for a document?

Mr. PALMER. Such things do happen; but for these little jobs that have been spoken of we get the type from the branch offices.

Mr. HAWLEY. The discretion as to whether such and such a manuscript shall be published in book form is neither in Congress nor in the Public Printer, but in some officer of a Department?

Mr. PALMER. The discretion is in the head of the Department from which the manuscript emanates.

The CHAIRMAN. All the material, such as paper, etc., used by the branch offices that are under your direction, is obtained from the parent office, is it not?

Mr. PALMER. Not all of it. We furnish all the material except type and presses. In some instances the Departments have helped our branch offices by purchasing type and a limited number of presses.

The CHAIRMAN. But you furnish paper, etc.?

Mr. PALMER. Everything of that kind is furnished by our office, on requisition.

The CHAIRMAN. Is there any binding done in any of the branch offices?

Mr. PALMER. There is some binding done at the State Department branch, also at the Navy branch and the Interior branch, and there is folding done to quite a considerable extent at the Treasury branch.

[25]

STATEMENT OF MR. H. T. BRIAN, FOREMAN OF PRINTING.

The CHAIRMAN. Please state your name and official position.

Mr. BRIAN. H. T. Brian; Foreman of Printing.

The CHAIRMAN. How long have you been Foreman of Printing?

Mr. BRIAN. I was Foreman of Printing from 1871 to 1877, and I have held the position from 1882 to the present time.

The CHAIRMAN. Have you examined the existing printing law, with a view of suggesting changes therein which you think would be desirable in the matter of the public printing?

Mr. BRIAN. I have examined the law to a certain extent. In the transaction of the business of the office it becomes necessary to examine the laws relating to the public printing.

The CHAIRMAN. What changes do you consider necessary in the matter of obtaining supplies of material for the use of the Government Printing Office?

Mr. BRIAN. I can not see that there would be any advantage in changing the law in relation to the purchase of supplies. As is well known to the committee, the paper is all contracted for by the Joint Committee on Printing, and the other material, including machinery, is purchased by the Public Printer after due competition. As to the matter of paper, I think the standard ought to be raised. I think we ought to use a better quality of paper.

The CHAIRMAN. That is a matter that is entirely within the control of the Public Printer and the Joint Committee on Printing. If better paper is needed it can be had without legislation, under the existing law, can it not?

Mr. BRIAN. Yes, sir; that is entirely in your discretion.

The CHAIRMAN. Is the present building such as it ought to be for the purposes for which it is used?

Mr. BRIAN. The building is about as poorly adapted to its present use as you could imagine one to be. I regard the building as insecure. I think it is dangerous to human life every day it is occupied.

The CHAIRMAN. What have you to suggest, if anything, as to the matter of a more economical method of distributing documents, the storage of documents, etc.?

Mr. BRIAN. The only thing I could suggest in the matter of the storage of documents is to provide for the Government Printing Office a building of sufficient capacity to store the documents. It happens now frequently that we have to send incomplete documents away in the morning that will be wanted in the evening. We have to take parts of documents down off the floors that will be wanted back certainly the next day.

The CHAIRMAN. This is because of the lack of storage room, is it?

Mr. BRIAN. It is because of the lack of storage capacity and the weakness of the building.

The CHAIRMAN. Would you make any change in the matter of the compensation of the printers employed in the Government Printing Office?

Mr. BRIAN. I suppose you mean by that, a change from per diem to piece, or *vice versa*?

The CHAIRMAN. Yes, sir.

Mr. BRIAN. I have no change to suggest in that respect.

The CHAIRMAN. You think it is better to continue the present system of paying by the thousand ems rather than by time? [26]

Mr. BRIAN. I think that the present system of paying some compositors by the hour and others by the piece should be continued.

The CHAIRMAN. What is meant by the "usual number" of a document? For instance, when either House of Congress orders that a document be printed, what is the action at the Government Printing Office?

Mr. BRIAN. Section 3792 of the Revised Statutes says: "Fifteen hundred and fifty copies of any document ordered by Congress shall be printed, and that number shall be known as the usual number."

The CHAIRMAN. But that is not the usual number to-day?

Mr. BRIAN. No, sir.

The CHAIRMAN. The usual number is about 1,900, is it not?

Mr. BRIAN. The usual number is 1,734.

The CHAIRMAN. By what process was the usual number increased from 1,550, as provided by law, to 1,734?

Mr. BRIAN. Fifty copies were added to that number by section 3799 of the Revised Statutes, which provides that 50 additional copies shall be printed for the purpose of exchange in foreign countries, and 7 additional copies by the act of February 8, 1881, 21 Stat. L., p. 322, for supplying the Soldiers' Homes. So the number provided by law is 1,607 instead of 1,550. The then Public Printer (Mr. Clapp), in his Annual Report to the Forty-third Congress, called attention to the matter in the following language:

[Extract from the Annual Report of the Public Printer, Forty-third Congress, first session.]

I would most respectfully call your attention to the necessity of increasing the number of the documents and bills printed for the use of the Senate and House, as

both bodies are now full, and the House numbers three hundred and two members. The number of documents and bills heretofore distributed to the House will prove inadequate to supply the demands of that body. I would therefore respectfully suggest that the usual number of documents be increased to 1,900, and of bills and resolutions to 1,000 copies, and that a revision of the distribution be made early in the session.

[Extract from the Annual Report of the Public Printer, Forty-third Congress, second session.]

Under the advice and recommendation of the Joint Committee on Printing, the usual number of documents under the order of Congress was, during the first session of the Forty-third Congress, advanced from 1,625 for the Senate, and 1,650 for the House, to 1,900 for each. The number of bills and resolutions was also advanced under the same advice, from 825 to 925 for both House and Senate.

Congress subsequently seems to have recognized this (1,900) as the usual number. Joint resolution, February 14, 1881, page 617, Supplement to Revised Statutes, instructed the Public Printer to print "from time to time the regular number of 1,900 copies of any matter furnished him by the U. S. Commissioner of Fish and Fisheries," etc. The number, 1,900 copies of documents and reports, and 925 copies of bill was recognized as the regular number from the Forty-third to the Forty-ninth Congress, inclusive. In the Fiftieth Congress the Public Printer ordered the number reduced to 1,734 copies of documents and reports, and 750 copies of bills of the Senate, which he found after consultation with various parties to be sufficient. The House, by the revision of its rules in the Fiftieth Congress, reduced the number of bills to 500 copies of public bills and 100 copies of private bills. The rules of the House of Representatives for the Fifty-first Congress increase this number to 600 copies of public bills and 135 copies of private bills. The Joint resolution of April 5, 1888, directs the Public Printer to furnish the Department of State, out of the usual number, with 10 copies of each bill and 20 copies of each document.

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The CHAIRMAN. What becomes of these 1,734 copies?

Mr. BRIAN. Of a House document, 353 copies go to the House document room, 100 copies to the Clerk's office, 6 copies to the Secretary of the Senate, 125 copies to the Senate document room, and 18 copies to the Department of State. Of a Senate document, 353 copies go to the House document room, 20 to the Clerk's office, 11 to the Secretary of the Senate, 200 to the Senate document room, 115 to the Senate folding room, and 18 to the Department of State.

The CHAIRMAN. Are the copies thus distributed bound or unbound?

Mr. BRIAN. They are unbound copies, and are known as the "up-number." Of a House document there are bound 1,125 copies known as the "reserve number." Of these, 2 go to the Library of Congress, 90 to the Senate document room, 348 to the Clerk's document room of the House, 30 to the House library, 36 to the Senate library, 470 to the Department of the Interior, 99 to the Clerk's document room, and 50 copies go to the Library of Congress, for exchange in foreign countries, being delivered, for convenience, to the Smithsonian Institution.

The CHAIRMAN. Then as I understand it, the usual number of a document means that 1,734 copies are to be printed. Where it is a House document, 602 copies, known as the "up-number," are distributed as you have narrated, in unbound form; and 1,125 copies, usually known as the "reserve number," are printed and distributed in bound form. Where it is a Senate document, 747 copies are distributed as you have suggested in unbound form, and 997 copies, known as the "reserve number," are distributed in bound form. Is that correct?

Mr. BRIAN. That is correct. I will insert a statement showing the distribution of the "usual number."

Distribution of the usual number, Fifty-first Congress, second session.

UP-NUMBER.

	House documents.	House bills, public.	House bills, private	House Journal	House Calendar.	Senate documents.	Senate bills.	Senate Journal.	Senate Calendar.	Laws.
House document room	353	375	100	5	350	353	326	5	.....	1,000
Clerk's office	100	25	5	25	50	20	15	5	.....	.....
Secretary of the Senate	6	.....	.....	6	.....	11	15	6	150	.....
Senate document room	125	100	25	.....	.....	200	224	.....	.....	550
Senate folding room	.....	.....	.....	.....	.....	145	160	.....	.....	.....
Library of the House	.....	.....	.....	5	.....	.....	.....	5	.....	.....
Library of the Senate	.....	.....	.....	5	.....	.....	.....	5	.....	.....
Department of State	18	10	10	.....	.....	18	10	.....	.....	200
Treasury Department	.....	.....	.....	.....	.....	.....	.....	.....	.....	60
Total	602	510	150	46	400	747	750	26	150	1,810

RESERVE.

Senate.	No.	House.	No.
Senate document room	90	Library of Congress	2
Library of Congress	2	Senate document room	90
Clerk's document room	344	Clerk's document room	348
Senate library	36	House library	30
House library	7	Senate library	36
Senate folding room	43	Interior Department	470
Interior Department	420	Clerk's document room	99
Library of Congress for foreign exchanges	50	Library of Congress for foreign exchanges	50
Secretary of the Senate	5		
	997		1,125

[28]

The CHAIRMAN. What is understood by the word "document?" What does it include?

Mr. BRIAN. I understand the word document to mean everything printed by order of Congress, with the exception of bills, calendars, journals, and laws.

The CHAIRMAN. Does it not also mean anything ordered printed, by virtue of general law, by the head of a Department?

Mr. BRIAN. No, sir; that might be a public document, but I would not consider it a document. A document, as known at the Government Printing Office, is something ordered by Congress, as I understand it.

The CHAIRMAN. Take, for instance, the annual report of the Secretary of the Interior. That report is printed by him by virtue of his power under the general law, is it not?

Mr. BRIAN. No, sir; I do not so understand it. It is printed by order of Congress. Congress directs him to turn his manuscript over to the Public Printer by a certain date, to be printed for the use of Congress.

The CHAIRMAN. How many copies of that report are printed?

Mr. BRIAN. The usual number, and 3,000 copies besides.

The CHAIRMAN. What I want to ascertain is this: The head of a Department makes an annual report to Congress. Before Congress meets, however, that report is printed and distributed by the Department. Where is the authority for that printing and distribution?

Mr. BRIAN. The authority is in the law giving the head of a Department power to make a requisition on the Public Printer for such printing as he may deem necessary.

The CHAIRMAN. Then you honor the requisition of the head of a Department for any number of a report or other document that he may see fit to order?

Mr. BRIAN. Yes, sir; any number that he may order.

The CHAIRMAN. What is the number that is usually printed of the report of the head of a Department before the report comes to Congress and is ordered printed?

Mr. BRIAN. They have very limited editions, and that is only the report proper, without the accompanying documents. It is a very limited number, running from 500 to 5,000, the latter number being rather high.

The CHAIRMAN. A report having been made by the head of a Department and sent to the President, and printed in this number that suits his convenience or pleasure, the report is then transmitted to and laid

before Congress, with all the accompanying papers and documents, being largely reports from division chiefs, etc.?

Mr. BRIAN. Yes, sir.

The CHAIRMAN. The report, with the accompanying documents, is laid before both Houses of Congress, is it not?

Mr. BRIAN. Yes, sir.

The CHAIRMAN. And it is the usual course to order that printed in the House?

Mr. BRIAN. Yes, sir.

The CHAIRMAN. On that order being made, as I understand it, the Government Printing Office prints 1,734 copies, part of which are unbound, and part of which are bound, the first being what is known as the up-number, and the last being what is known as the reserve number?

Mr. BRIAN. Yes, sir.

The CHAIRMAN. Then, if additional copies are to be printed beyond the usual number, the warrant for such printing must be either in the general statutes or in a joint or concurrent resolution passed as to that particular work?

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Mr. BRIAN. No, sir.

The CHAIRMAN. Please explain under what authority it is done?

Mr. BRIAN. Section 3798 of the Revised Statutes also provides for the printing of 3,000 copies of the annual reports of the Executive Departments.

The CHAIRMAN. In addition to the usual number?

Mr. BRIAN. Yes, sir.

The CHAIRMAN. Where a document is the report of the head of a Department, there is printed, upon Congress merely ordering its printing, the 1,734 copies constituting the usual number, and 3,000 copies besides?

Mr. BRIAN. That is it.

The CHAIRMAN. And then, in addition thereto, any number of copies can be ordered by general law, or by concurrent or joint resolution?

Mr. BRIAN. Yes, sir.

The CHAIRMAN. What becomes of the 3,000 copies of the reports of the heads of Departments that are printed at the same time as the usual number and in addition thereto?

Mr. BRIAN. The law says that 1,000 copies shall be for the use of the members of the Senate and 2,000 copies for the use of the members of the House of Representatives. They are delivered to the folding rooms of the two Houses.

The CHAIRMAN. Is there any other document besides the report of a head of a Department of which this excess of 3,000 is printed, in addition to the usual number?

Mr. BRIAN. There is no other report of which that exact number is printed, but there are other documents of which additional numbers are printed, provided for in general law. For instance, 5,000 extra copies of "Commercial Relations" are printed, and 8,150 extra copies of the Report on Commerce and Navigation, while 6,000 copies of the papers on Foreign Relations are printed.

The CHAIRMAN. And you say you find the authorization for this in section 3798 of the Revised Statutes?

Mr. BRIAN. Yes, sir.

The CHAIRMAN. Referring to the report of the Public Printer, made at the first session of the Fifty-first Congress, I see that he printed of the report of the Secretary of the Treasury for 1888, "Commerce and Navigation of the United States," being House Executive Document No. 6, second session of the Fiftieth Congress, 8,756 copies. The authority, he says, under which it was printed was section 3798 of the Revised Statutes. Will you please give the detail that made up that 8,756 copies? What I mean is, the detail ordered by the law.

Mr. BRIAN. Six hundred and two copies, unbound, out of the usual number, 2,000 copies for the use of the members of the Senate, and 6,150 copies for the use of the members of the House of Representatives.

The CHAIRMAN. Where do you find the authorization for the 2,000 copies for the Senate and the 6,150 copies for the House of Representatives?

Mr. BRIAN. In section 3798 of the Revised Statutes.

The CHAIRMAN. In addition to this, as I understand, it being a House document, there are to be 1,125 more copies distributed, as the reserve documents are usually distributed?

Mr. BRIAN. That is it, sir.

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The CHAIRMAN. When were those printed, if they are not included in the 8,756?

Mr. BRIAN. They would appear in the next annual report.

The CHAIRMAN. What is the cause of the delay in getting out the reserve documents? Why can not the reserve number be issued at the same time that you issue the 2,000 to the Senate and the 6,150 to the House of Representatives?

Mr. BRIAN. There has grown up a custom of making indexes to the documents of a session and binding a copy of that index with each volume of the reserve number. That index can not be made up and completed until after the adjournment of Congress, and it is thought at the Printing Office that it is better to hold that reserve number until the indexes are completed and print it at that time, and thus avoid the storage and handling of that paper in the mean time.

The CHAIRMAN. Is this distribution of the usual number and of the additional numbers that may be provided for, either by the general law or by special resolution, made by the Government Printing Office?

Mr. BRIAN. Yes, sir.

The CHAIRMAN. As to what becomes of the documents that go to the House and Senate document rooms or to the Clerk's office and other places mentioned by you, you have no personal knowledge?

Mr. BRIAN. No, sir.

The CHAIRMAN. When do you print the reserve?

Mr. BRIAN. As soon after the adjournment of Congress as possible.

Mr. RICHARDSON. Do you print it when you print the up-number?

Mr. BRIAN. No, sir; I have explained that we do not, for the reason that it could not be delivered, and it would be on storage for perhaps 9 months or a year.

Mr. RICHARDSON. You have to bring your plates back?

Mr. BRIAN. The plates are held at the office.

The CHAIRMAN. In your opinion, is it desirable to provide for the number of documents to be printed in addition to the usual number by general law, or would it be better to make provision by concurrent or joint resolution applicable to each document?

Mr. BRIAN. I think it would be better to have a general law.

The CHAIRMAN. In the general law now existing very many of the annual reports are provided for as to number and distribution. Do I understand it to be your opinion that it would be well to cover by general enactment all documents that are issued annually?

Mr. BRIAN. I think it would be better to bring them all under a general law.

The CHAIRMAN. Do you know of any misuse or misappropriation of public documents? By that I mean, do you know how it comes about that frequently, almost as soon as a document is issued from the Government Printing Office, it can be purchased at the second-hand bookstores at a price very much below its cost to the Government.

Mr. BRIAN. No, sir; I do not. But I want to say right at this point that you can never purchase them in that way until after they have been delivered to some other office. There has to be a delivery somewhere before you can purchase a document in a second-hand bookstore.

The CHAIRMAN. Are many documents printed for private parties under that provision of the law which permits extra copies to be printed upon payment to the Public Printer of the cost and 10 per cent. added?

Mr. BRIAN. Yes, sir; a good deal of printing is done under that provision, and it is growing from year to year, as it becomes known that documents can be procured in that way.

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Mr. RICHARDSON. Does not the law provide that the order must be given before you go to press?

Mr. BRIAN. Yes, sir.

Mr. RICHARDSON. Does not that defeat the ordering of extra copies in many instances, because the public are not informed of the contents of a document until after it is published?

Mr. BRIAN. To a certain extent that is true.

Mr. RICHARDSON. Could you suggest any way by which the same privilege could be given to the public after the publication of a document?

Mr. BRIAN. Not unless the Government wants to go into the wholesale book business.

Mr. RICHARDSON. What is the difference whether they order before or after a document goes to press?

Mr. BRIAN. If the order is given before going to press, there is no extra expense.

Mr. RICHARDSON. Still, the Government would be in the wholesale book business.

Mr. BRIAN. That is true. If a party came along and ordered ten or one hundred copies of a book after it had been taken from the press, we would not be justified in printing them, as it would entail considerable expense to put the forms on the press.

Mr. HAWLEY. What would be the expense of getting your plates out?

Mr. BRIAN. Getting the plates out, making up the forms, and making the press ready would entail considerable expense.

Mr. HAWLEY. It would not be much on an edition of 500, would it?

Mr. BRIAN. No, sir. There has been a law in existence for several years providing that the Public Printer may print certain documents, such as the Rebellion Record, the Medical and Surgical History, and some others which I can not now recall, at any time he may have orders sufficient to justify him in going to press. I do not think we have had one order under that provision. That law was passed during the Forty-eighth Congress, I believe, when General Scales was chairman of the Committee on Printing of the House. I was before the committee at that time, and they asked me what I thought would be a sufficient number, and I told them 250 copies would justify going to press.

The CHAIRMAN. The documents of the Government that are bound usually have upon their backs a practical restatement of the title page. Upon the title pages and upon the backs of documents there are distinctions, such as "Executive Document," "Miscellaneous Document," "Senate Executive Document," "Senate Miscellaneous Document," "House Executive Document," "House Miscellaneous Document," etc. Will you name the distinctions, and state what is meant by them?

Mr. BRIAN. A House Executive Document is a document received from the head of an Executive Department, addressed to the Speaker, and ordered printed; a House Miscellaneous Document is a document emanating from any other source, with the exception of the report of a committee—reaching the House from any other source except from the head of a Department to the House direct, or the Speaker; for instance, a communication from the head of an Executive Department to a member of the House or the chairman of a committee would be regarded as a Miscellaneous Document. That makes the three classes—the House Executive Document, the House Miscellaneous Document, and the House Report. The same distinctions are made in the Senate.

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The CHAIRMAN. I observe that some documents are backed simply "Executive Document". What are those?

Mr. BRIAN. Those are old documents. I think they are properly lettered at the present time.

The CHAIRMAN. What is the distinction between "Senate Document" and "Senate Miscellaneous Document," which appear on the backs of documents?

Mr. BRIAN. There is no distinction.

The CHAIRMAN. There should not be this difference in marking them.

Mr. BRIAN. No, sir.

The CHAIRMAN. There is another troublesome distinction. One frequently finds a volume, for instance a report of the Geological Survey, which is indorsed on the back as such a numbered annual report of the Director of the Geological Survey. That is issued in that form, and you also find it differently indorsed, as a House or Senate Executive Document. How does that distinction arise?

Mr. BRIAN. The Geological Survey report is in the first place transmitted to Congress as a paper accompanying the annual message of the President, and as such is printed, being known as "House Executive Document No. 1, Part 5, Vol. 4," and when you get it in the reserve it is so marked.

The CHAIRMAN. Why should this document have two entirely distinct names?

Mr. BRIAN. It has three.

The CHAIRMAN. Let us have them all.

Mr. BRIAN. It is also a part of the report of the Secretary of the Inte-

rior, forming volume 4 of the annual report of the Secretary of the Interior; then Congress orders, as a general thing, 15,500 extra copies of the report of the Geological Survey, and it is printed and lettered under that order as the report of the Geological Survey.

The CHAIRMAN. Then a person entitled to receive all public documents, say a member of Congress, or a designated library, would receive three different copies of this same report?

Mr. BRIAN. No, sir.

The CHAIRMAN. Why not?

Mr. BRIAN. He would not receive them under the law. According to the law copies are only distributed out of the usual number to libraries and to members of Congress.

The CHAIRMAN. But a member of Congress would be entitled to his pro rata of the 15,500 copies which were ordered?

Mr. BRIAN. Yes, sir; but they are supposed to be for his constituents, and not for himself.

The CHAIRMAN. The annual report of the Director of the Geological Survey makes its first appearance for printing when it comes to Congress as a document accompanying the message of the President?

Mr. BRIAN. Yes, sir.

The CHAIRMAN. That comes to the Senate, we will say, and the Senate orders it printed. Under that order 1,734 copies are printed, that being the usual number, and the 3,000 extra copies required by the statute. That makes 4,734.

Mr. BRIAN. Yes, sir.

The CHAIRMAN. Now, does it come to Congress again in any form as a part of the report of the Secretary of the Interior?

Mr. BRIAN. Not unless Congress makes a special order.

The CHAIRMAN. So that the number printed, unless Congress by special resolution orders 15,000 additional copies printed, which it usually does, is 4,734? [33]

Mr. BRIAN. Yes, sir.

Mr. RICHARDSON. How do you explain the title that the report of the Director of the Geological Survey bears when printed by the Secretary of the Interior as volume 4 of his annual report?

Mr. BRIAN. There are usually printed 750 copies of the annual report of the Secretary of the Interior, on his requisition. Take the laws, as another example. They are first issued in single pamphlets, public or private laws, and numbered, known as the "slip" laws. At the close of a session of a Congress they are printed in one pamphlet, with a paper cover, and issued as Session Laws, wherein they are numbered by chapters. At the end of a Congress they are issued in a bound volume, known as the Statutes at Large. As an illustration, the sundry civil appropriation law for the first session of the Fifty-first Congress first appeared as a public act, No. 245, and afterwards in the Session Laws and Statutes at Large as chapter 837.

The CHAIRMAN. Do you know of any documents that are printed annually which, in your opinion, are unnecessary? If so, please state their titles.

Mr. BRIAN. Yes, sir; I would call your attention to Offers for Carrying the Mails, H. Ex. 113, Part 1, Fifty-first Congress, first session; Fines and Deductions, H. Ex. 113, Part 2, Fifty-first Congress, first session; Receipts and Expenditures, H. Ex. 294, Fifty-first Congress, first session; Treasurer's Accounts Settled by First Comptroller, H. Ex. 436, Fifty-first Congress, first session; List of Employés in Departments, H. Ex. 80, Fifty-first Congress, first session; Accounts of Disbursing Officers, H. Ex. 255, Fifty-first Congress, first session; Army Supplies, H. Ex. 256, Fifty-first Congress, first session; List of Suspended Land Entries, H. Ex. 181, Fifty-first Congress, first session.

The CHAIRMAN. Do you know of any documents or reports which are duplicated in various publications? If so, please state them.

Mr. BRIAN. List of Lights, published by the Light House Board, by the Hydrographic Office, and by the Nautical Almanac Office. Now, we have a List of Lights in Europe which is to appear in a consular report. Tide Tables, published by the Coast Survey and by the Nautical Almanac Office. These appear to be the same publications with very slight variations.

The CHAIRMAN. Have you any further suggestions to make?

Mr. BRIAN. I would like to see some arrangement made for the indexing of documents, so that all documents of a session of Congress could be indexed under one system, and instead of having, as now, an index to three sets of House documents and three sets of Senate documents, have a consolidated index to all the documents, to be printed and bound by itself and form one of a series. In that way the reserve could be printed and bound without having to wait for the index to go with it, and, of course, the index that is now bound up with each volume would be omitted.

The CHAIRMAN. Then the set of reserve documents would not be of much value to a person until he got the index?

Mr. BRIAN. The Public Printer would thus get them out of his way.

The CHAIRMAN. Would it not be a better way to continue the publication of an index with each volume of the reserve documents, and then, after all were issued, publish a general index?

[34] Mr. BRIAN. No, sir; I think not. If the right kind of index were made it would be just what is needed. It would stop this duplication. Under the present method, if the House executive documents make 40 volumes, we have to print 40,000 of the index, whereas we ought to print only 1,000 copies. We are obliged to duplicate that index forty times.

STATEMENT OF MR. W. H. COLLINS, CHIEF CLERK OF THE GOVERNMENT PRINTING OFFICE.

The CHAIRMAN. Please state your name and official position.

Mr. COLLINS. W. H. Collins, Chief Clerk of the Government Printing Office.

The CHAIRMAN. How long have you occupied your present position?

Mr. COLLINS. Since the 8th day of July, 1889.

The CHAIRMAN. Did you have connection with the Government Printing Office prior to that time?

Mr. COLLINS. Yes, sir.

The CHAIRMAN. In what capacity, and for what length of time?

Mr. COLLINS. I entered the office on the 23d day of August, 1867, as an apprentice. I was an apprentice for 4 years, and a compositor at the case about 2 years. After that I was "Record" clerk here at the Capitol during one session of Congress, and was appointed clerk in the office of the Public Printer, July 1, 1874, and continued as such until appointed chief clerk.

The CHAIRMAN. Have you any changes to suggest in the present law relating to printing and binding?

Mr. COLLINS. In reference to the suggestion made by Mr. Richardson, a few moments ago, in regard to the language of the law relating to printing extra copies of documents sometimes defeating its object, I would say that I think it would be well if that law could be so changed that a person might obtain extra copies by ordering them before the type is distributed, or, if the document is stereotyped, from the stereotype plates. Frequently we have requests for extra copies of documents which we can not fill for the reason that the law prohibits printing them after the number ordered by law or by the head of a department on requisition has been worked off.

I have another suggestion to make. Section 3815 of the Revised Statutes provides that "the Congressional Printer shall render to the Secretary of the Treasury, quarterly, a full account of all purchases made by him, of all printing and binding done in the Government Printing Office for each House of Congress and for each of the executive and judicial departments." We render that statement to the Treasury Department, and I have been informed that they do not know what to do with it after it is rendered, etc. It seems to be useless.

The CHAIRMAN. You think that ought to be repealed?

Mr. COLLINS. Yes, sir. Section 3820 of the Revised Statutes provides that "the Congressional Printer shall keep a true account of all paper received from contractors and all paper used in the public printing office, and shall, at the end of each fiscal year, report to the Secretary of the Interior the amount of each class consumed in said office, and the works and publications in which the same is used." That is obsolete. Such a report has never been made to the Secretary of the Interior since I have been in the office.

The CHAIRMAN. Is that a part of the existing law?
Mr. COLLINS. Yes, sir.
The CHAIRMAN. And you think it ought to be repealed? [35]
Mr. COLLINS. Yes, sir.
The CHAIRMAN. What other changes can you suggest in the law which you think would be desirable?
Mr. COLLINS. None that I know of, except those suggested by the Public Printer and Captain Brian. I believe the Public Printer spoke of the desirability of having the amount which he can receive at the Treasury at one time increased.
The CHAIRMAN. You think such an increase would be desirable?
Mr. COLLINS. Yes, sir; it ought to be increased to $80,000.

Adjourned to meet at 11 o'clock a. m., April 15, 1891.

WASHINGTON, D. C., *April* 15, 1891.

The committee met pursuant to adjournment.

Present: Mr. Manderson (chairman), Mr. Hawley, and Mr. Richardson, of the committee; also Mr. D. F. Murphy, Official Reporter of the Senate; Mr. David Wolfe Brown, official reporter of Debates of the House of Representatives; Mr. Amzi Smith, Superintendent of the Senate Document Room, and Mr. Thomas H. McKee, Superintendent of the House Document Room.

STATEMENT OF MR. AMZI SMITH, SUPERINTENDENT OF THE SENATE DOCUMENT ROOM.

The CHAIRMAN. Please state your name and official position.
Mr. SMITH. Amzi Smith, Superintendent of the Senate Document Room.
The CHAIRMAN. How long have you been Superintendent of the Senate Document Room?
Mr. SMITH. I have occupied the position about 14 years, but I have been in the document room, in one capacity and another, 18 years.
The CHAIRMAN. The committee would like to take up the matter of the publication of the bills and joint resolutions of the two Houses of Congress. Are you familiar with Senate Report No. 69, made at the first session of the Fifty-first Congress.
Mr. SMITH. Yes, sir; I have examined it quite carefully.
The CHAIRMAN. Does it recite the facts concerning the changes that have been made from time to time in either House of Congress in the matter of public and private bills and joint resolutions that have been ordered printed?
Mr. SMITH. Yes, sir. It certainly does, so far as the Senate document room is concerned, and it does to the best of my knowledge so far as the other document rooms are concerned.
Senate Report No. 69, referred to, is as follows:

The Committee on Printing is of the opinion that the present law, as embodied in section 3791 of the Revised Statutes, must be changed by act of both Houses of Congress, and until that is done it is not competent for either House to determine by resolution that a lesser or larger number of private and public bills and joint resolutions shall be printed than is provided for by law, except either House may specifically order a lesser or larger number of copies of any particular bill.

The committee report the accompanying bill as a practical substitute for a Senate resolution introduced by the Senator from Tennessee (Mr. Harris), reported back adversely, and recommend that it do pass. The committee have endeavored to ascertain the precise number of bills, private and public, and joint resolutions required to meet the demands of the public service, and have constructed the bill submitted upon that basis. The history of the printing of bills shows that the demand for private and public bills and joint resolutions has not been uniform, even for the same class of bills. And it is hardly necessary to state that the demand for private bills is determined by the nature of the bills, and that even the present number of 750 is found to be in some cases inadequate to the demand. The best that can be done, therefore, is to try and fix upon a number that will satisfy the average demand, and reduce the cost of this class of public printing to the minimum. [36]

By act of Congress of February 3, 1864, the following law was enacted:

"There shall be printed seven hundred and fifty copies of every bill or joint resolution ordered by either House of Congress, or required by any rule thereof to be printed, unless a different number shall be specifically ordered." (Rev. Stats., sec. 3791.)

By direction of the Public Printer, acting in accordance with requests from officers of the House, and under the sanction of the Joint Committee on Printing, this number was increased to 825. In 1874 or 1875 the number was further increased to 925 copies. Public Printer Clapp, in his annual report of 1875, referring to this subject, at page 3, says:

"Under the advice and recommendation of the Joint Committee on Printing, the usual number of documents, under the order of Congress, was, during the first session of the Forty-third Congress, advanced from 1,625 for the Senate and 1,650 for the House, to 1,900 for each. The number of bills and resolutions was also advanced, under the same advice, from 825 to 925, for both House and Senate, which have been distributed in accordance with the following schedule:

Where delivered.	Bills and joint resolutions.	
	Senate.	House.
Document room of the House	440	435
Office of Clerk of the House	20	308
Sergeant-at-Arms of the Senate	240	124
Office of Secretary Senate	15	8
Folding room of Senate	170	.....
State Department	10	10
Secretary of Treasury	10	10
Assistant Secretary of Treasury	5	5
Ordnance Office	1	1
Congressional Printer	4	4
File copies	10	10
Total	925	925

Public Printer Benedict decreased the number of bills and joint resolutions from 825 to the number authorized by section 3791 of Revised Statutes, 750, which number is still being printed for the Senate, and distributed as follows:

Document room of House	326
Clerk of the House	15
Document room of Senate	224
Secretary of Senate	15
Folding room of Senate	170
Total	750

At the beginning of the Fiftieth Congress the House adopted Rule 46, which reads as follows:

"There shall be printed 500 copies of each bill of a public nature, of which 25 shall be deposited in the office of the Clerk of the House, and the remainder in the document room of the House for the use of the members; and there shall be printed 100 copies of each private bill, which shall be deposited in the document room of the House for the use of the members."

The distribution of the public bills and joint resolutions printed by order of the House is as follows:

Document room of the House	375
Clerk of the House	25
Document room of the Senate	100
Total	500

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The distribution of the private bills ordered printed by the House is as follows:

Document room of House	70
Clerk of the House	5
Document room of Senate	25
Total	100

The distribution of the House bills was changed by request of Speaker Carlisle, made in a letter under date of December 23, 1887, which reads as follows:

"PUBLIC PRINTER:

"I am directed by the Speaker to request you to send 100 copies of public bills to Mr. Amzi Smith, superintendent of Senate document room, and also 25 copies of private bills. I also request that you will send to the Clerk's document room of the House 25 copies of public bills and 5 copies of private bills.

"Very respectfully,

"A. B. HURT,

"*Doorkeeper, House of Representatives.*"

But recently the Clerk of the present House addressed a note to the Speaker, requesting him to authorize an increase of private bills for the Clerk's document room, the number fixed by Rule 46 of the House proving in practice too small. In a letter addressed to the committee the Clerk of the House asks that the number of House private bills be increased by 10 copies, saying that he can not well get along with a less number. He states his distribution of bills and joint resolutions to be as follows:

Senate public and private bills and joint resolutions:

Clerk's office	1
Kept on file	14
Total	15

House public bills and joint resolutions:

Clerk's office	1
Index clerk	1
Printing clerk	1
Journal clerk	1
On file	21
Total	25

House private bills:

These are distributed the same as the public bills, leaving 1 copy on file.

The superintendent of the document room of the House reports against cutting down the number of Senate public bills and joint resolutions below the number now delivered—326 copies—but is of the opinion that 50 copies of Senate private bills will be sufficient. This would make a reduction of Senate private bills delivered to the House document room of 256 copies.

The superintendent of documents of the Senate reports that he receives 224 copies of every bill introduced in the Senate and ordered printed. He distributes these bills by placing one on the desk of each Senator and supplying the committee to which the bill has been referred with whatever number desired. This disposes of fully 100 copies. The remaining copies are placed on file and distributed as called for. He keeps a file from 20 to 50 copies, for use of future Congresses, which in the judgment of the superintendent is a wise precaution and aids the Senate very much in its legislation. Notwithstanding the files of bills kept in the Senate Chamber at each Senator's desk, whenever a bill is taken up for consideration, the document room is obliged to furnish from 10 to 40 copies of that bill. It is more convenient for Senators than to hunt in the files for the bill wanted. The superintendent says:

"If we are not obliged to furnish the desks of Senators with copies of private bills as introduced, 100 copies will doubtless be sufficient for all demands; but, if the practice of keeping a file of calendar or reported bills on each Senator's desk is continued, then 100 copies will not be enough. In view of the increased number of Senators the number of public bills can not safely be reduced."

The Secretary of the Senate reports that he requires the 15 copies of all bills now delivered to him.

It is the judgment of the committee that the 170 public and private bills and joint resolutions delivered to the Senate folding room may with propriety be discontinued. This reduces the Senate public bills and joint resolutions to the number of 580, which are to be distributed as follows: [38]

Document room of the Senate	224
Document room of the House	326
Secretary of the Senate	15
Clerk of the House	15
Total	580

And the Senate private bills to 180 copies to be distributed as follows:

Document room of the Senate	100
Document room of the House	50
Secretary of the Senate	15
Clerk of the House	15
Total	180

And the House public bills and joint resolutions to 580 copies, to be distributed as follows:

Document room of the House	375
Document room of the Senate	170
Clerk of the House	25
Secretary of the Senate	10
Total	580

And the House private bills to 180 copies, to be distributed as follows:

Document room of the House	125
Document room of the Senate	25
Clerk of the House	15
Secretary of the Senate	15
Total	180

The CHAIRMAN. Have you examined Senate Resolution No. 38, which passed the Senate on the 17th day of February, 1890, and which failed of passage in the House of Representatives at the first session of the Fifty-first Congress?

Mr. SMITH. Yes, sir.

The CHAIRMAN. State whether, in your opinion, the number of bills therein ordered is sufficient, and whether the distribution of bills therein provided for, taking into consideration the distinction between public and private bills, is a fair and proper method of distribution?

Mr. SMITH. So far as Senate public bills are concerned, the number delivered to the document room of the Senate, which is 224, is, in 99 cases out of 100, amply sufficient for the use of the Senate and for the files for future reference. The private bills of the Senate, if I am not required (as is the case now) to furnish files on the desks of Senators, can safely be reduced in number; but if the present practice of furnishing a file on the desk of each Senator is continued, they can not with safety be reduced to any great extent.

Senate Resolution 38, referred to, is as follows:

JOINT RESOLUTION to regulate the printing and distribution of public and private bills and joint resolutions.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be printed of each public bill and joint resolution ordered by the Senate, five hundred and eighty copies, unless a larger or lesser number of any particular bill or joint resolution shall be specially ordered by the Senate, and said bills and joint resolutions shall be distributed as follows: To the document room of the Senate, two hundred and twenty-four copies; to the document room of the House, three hundred and twenty-six copies; to the Secretary of the Senate, fifteen copies; to the Clerk of the House, fifteen copies, and that ten copies of the number printed for the document room of the Senate be reserved by the Public Printer, who shall send them direct to the Department of State as soon as printed.

[39]

SEC. 2. That there shall be printed of each private bill and joint resolution ordered by the Senate one hundred and eighty copies, unless a larger or lesser number of any particular bill or joint resolution shall be specially ordered by the Senate; and said bills and joint resolutions shall be distributed as follows: To the document room of the Senate, one hundred copies; to the document room of the House, fifty copies; to the Secretary of the Senate, fifteen copies; to the Clerk of the House, fifteen copies.

SEC. 3. That there shall be printed of each public bill and joint resolution ordered by the House of Representatives, unless a larger or lesser number of any particular bill or joint resolution shall be specially ordered by it, five hundred and eighty copies; and said bills and joint resolutions shall be distributed as follows: To the document room of the House, three hundred and seventy-five copies; to the document room of the Senate, one hundred and seventy copies; to the Clerk of the House, twenty-five copies; to the Secretary of the Senate, ten copies, and that ten copies of the number printed for the document room of the House be reserved by the Public Printer, who shall shall send them to the Department of State as soon as printed.

SEC. 4. That there shall be printed of each private bill and joint resolution ordered by the House of Representatives one hundred and eighty copies, unless a larger or lesser number of any particular bill or joint resolution shall be specially ordered by it, and said bills and joint resolutions shall be distributed as follows: To the document room of the House, one hundred and twenty-five copies; to the document room of the Senate, twenty-five copies; to the Clerk of the House, fifteen copies; to the Secretary of the Senate, fifteen copies.

SEC. 5. That any and all laws or rules in conflict with this act are hereby repealed.

The CHAIRMAN. If 224 copies of public bills are delivered to you, that is ample for all purposes, even to the extent of distribution on the desks of Senators?

Mr. SMITH. Yes, sir; that number is sufficient for all purposes in 99 cases out of 100, as I have stated. Quite often a bill is reported from a committee in which there will be general interest all over the country, and as soon as it is known that it has been reported persons will write for it from all sections, in which case I am obliged to ask the Senate to print extra copies; but as that does not occur more than twenty times in a session, I have thought the wisest way out of the difficulty is to ask the Senate to print extra copies as occasion arises, and not increase the usual number.

The CHAIRMAN. Do a large number of Senators desire private bills placed upon their desks?

Mr. SMITH. No, sir; I think not. There are some of them who do, and insist upon it. I have never canvassed the Senate on that subject; but I presume fully one half of the Senators would like to have the bills before them, so that when the calendar is reached they can turn them over leaf by leaf and see what they are.

The CHAIRMAN. What is the number of bills, public and private, printed for the use of the Senate under existing law or custom?

Mr. SMITH. The usual number is 750, but of those only 224 are for the use of the Senate.

The CHAIRMAN. Is there a distinction, under the present system, between public and private bills?

Mr. SMITH. There is no distinction in the Senate, but there is in the House.

The CHAIRMAN. Please describe the course of a bill from the time of its introduction until it becomes a law, and give the committee a history of the bill with reference to its printing.

Mr. SMITH. It is first printed as originally introduced, and referred to a committee. When it is reported from the committee it is printed again, whether amended or not. Frequently, if an important bill, it is ordered printed as passed by the Senate. It then goes to the House, is referred to a committee, and ordered printed. When it is reported back it is printed again. That makes, ordinarily, two printings in the Senate and two printings in the House. There are at times exceptions when there are more. [40]

The CHAIRMAN. These exceptions being when the bill is ordered printed by special direction of either House of Congress during its consideration?

Mr. SMITH. Yes, sir.

The CHAIRMAN. It may be printed, for instance, with amendments?

Mr. SMITH. Yes, sir.

The CHAIRMAN. In your opinion, can there be, with proper regard for the conduct of business, a less number of printings of a bill than two in each House?

Mr. SMITH. Provided a bill is reported without amendment, the second printing might be dispensed with; but if the committee reports an amendment, or the Senate amends the bill, it ought to be again printed to show the amendment.

The CHAIRMAN. Would you make any distinction between public and private bills, as to the number of times a bill shall be printed, or would you have a uniform rule applying to all bills and joint resolutions?

Mr. SMITH. I think a uniform rule, applying to both public and private bills alike, would be more satisfactory.

Mr. RICHARDSON. Is there the same demand for private bills in the Senate that there is for public bills?

Mr. SMITH. No, sir; not by any means.

The CHAIRMAN. You would have uniformity as to the number of times a bill shall be printed, without reference to its being a public or a private bill.

Mr. SMITH. Yes, sir.

The CHAIRMAN. But you would make a distinction as to the number printed, as between public and private bills, because of the demand being greater for public bills than for private bills?

Mr. SMITH. Yes, sir.

The CHAIRMAN. Do you think that distinction is properly provided for in Senate resolution 38, to which I have called your attention?

Mr. SMITH. I do.

The CHAIRMAN. Have you any suggestions to make as to the form in which bills and joint resolutions are printed?

Mr. SMITH. None whatever. I do not see how the form could be improved.

The CHAIRMAN. You think the existing form is what it should be for the convenience of all concerned?

Mr. SMITH. Yes, sir. Right here let me call attention to one provision in Senate resolution 38. It discontinues the distribution by the folding room of the Senate of 160 bills to the Executive Departments and the various foreign legations in this city or in this country. If that is cut off entirely the consequence would be that the demand from the Executive Departments and foreign legations would be thrown upon my room.

The CHAIRMAN. What suggestions have you to make in that regard?

Mr. SMITH. If that distribution from the folding room is discontinued and not provided for through the Public Printer or otherwise, I think my supply of public bills ought to be increased some thirty or forty copies.

The CHAIRMAN. You ought to have, then, an increase in the number of public bills from 224 to 250?

Mr. SMITH. Yes, sir; that would be sufficient. [41]

The CHAIRMAN. What is your distribution of each print of a public bill or joint resolution that you receive?

Mr. SMITH. I supply the desk of each Senator with one copy, I supply the official reporters of the Record with three copies, and I supply the committee to which the bill has been referred with whatever number of copies they desire. The remainder are put on file and are given out as called for.

The CHAIRMAN. Are these bills or joint resolutions sent to public libraries by any system of distribution?

Mr. SMITH. No, sir; there is no provision for supplying any libraries with sets of bills; in fact, there was no provision until lately for having bills bound for future reference, except as provided for from time to time in the Senate. That, however, has been provided for in the future by a resolution which passed the Senate at the last session.

The CHAIRMAN. You think it is well to keep a bound copy of all bills that are introduced?

Mr. SMITH. Most decidedly so. When I first assumed charge of the document room I found that the files were becoming depleted every day of important bills, and I got the Senate to pass a resolution authorizing me to make up duplicate sets of all bills on file and have them bound up to that time, which was in 1878. I did this, and have continued the practice ever since, and I find that I have during each session hundreds and hundreds of calls for those bills.

The CHAIRMAN. Has the House of Representatives been in the habit of binding its bills?

Mr. SMITH. I think a like provision was made in the House of Representatives some years ago.

The CHAIRMAN. Under the present system, is the same disposition of private bills made by you that is made of public bills?

Mr. SMITH. Yes, sir; so far as Senate bills are concerned. As I receive but 35 copies of House bills, I retain all of those on file.

The CHAIRMAN. I see that by the provisions of sections 3 and 4 of Senate resolution 38, you are to receive in the Senate document room 170 copies of House public bills and 25 copies of private bills.

Mr. SMITH. Yes, sir.

The CHAIRMAN. Will those be sufficient?

Mr. SMITH. Those will be amply sufficient.

The CHAIRMAN. Is not that a large reduction in the number you are now receiving?

Mr. SMITH. It is an increase of the public bills and a decrease of the private bills, as compared to what I receive at present.

The CHAIRMAN. Have you any suggestion to make concerning the printing of concurrent resolutions?

Mr. SMITH. The Senate, at the last session, passed a resolution providing that resolutions of the Senate and concurrent resolutions should be printed in bill form. That I think is a good suggestion, except that it strikes me they may have some little trouble in the binding, as they are always classed as miscellaneous documents.

The CHAIRMAN. It is absurd to class them as such.

Mr. SMITH. They are classed and printed as miscellaneous documents. The usual form of a miscellaneous document is the octavo form.

The CHAIRMAN. Do you know of any reason why a concurrent resolution, introduced in either House, should be called a miscellaneous document and assume any different form or condition than a bill or joint resolution?

[42]

Mr. SMITH. No, sir; I can not say that I do, except that it ought to be one of a class, and it seems to me the most appropriate class is the miscellaneous document.

The CHAIRMAN. Why?

Mr. SMITH. Because it is not a bill, it is not a joint resolution, it is not an executive document, and it is not the report of a committee.

The CHAIRMAN. But it is a resolution of the Senate or House, or of both?

Mr. SMITH. That is true.

The CHAIRMAN. And being so, and having all the force of law, why should it not be printed just as bills and joint resolutions are printed?

Mr. RICHARDSON. The only difference is that it does not go to the President.

Mr. SMITH. It does not go to the President. It might do to make another class, to consist simply of resolutions. While on this point, will you permit me to call your attention to a joint resolution on the subject which was introduced by you, Mr. Chairman, and which passed the Senate, but which failed of passage in the House?

The CHAIRMAN. Certainly.

Mr. SMITH. The resolution referred to is Senate resolution 52, first session Fifty-first Congress, providing that the Secretary of State shall

print in the Session Laws of each session and in the Statutes at Large of each Congress the concurrent resolutions adopted during such sessions of Congress, and is as follows:

JOINT RESOLUTION providing for incorporating concurrent resolutions in the Session Laws and Statutes at Large.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of State is hereby authorized and directed to cause to be printed in the Session Laws of each session and in the Statutes at Large of each Congress all concurrent resolutions adopted by Congress during such session and Congress, beginning with the present session.

Mr. SMITH. I would also suggest that not only concurrent resolutions, but simple Senate resolutions, be printed, not in the Statutes at Large, but in the appendix of the Journal.

The CHAIRMAN. Why?

Mr. SMITH. I merely make the suggestion. They are not laws, and are not signed by the President, and as they usually only affect the two Houses of Congress, I think they should merely be printed in the appendix of the Journal.

The CHAIRMAN. But take, for instance, a joint resolution ordering the printing of a certain document; that is put in this form because it carries within itself an appropriation for the printing of that document.

Mr. SMITH. Yes, sir.

The CHAIRMAN. Then take a concurrent resolution ordering the printing of a document involving as great or greater expenditure of money than the joint resolution just referred to, to be paid out of the general appropriation for printing. If one ought to be printed in the Statutes at Large, why not the other, both having the full force of law?

Mr. SMITH. One has the approval of the President and is what we call a "law," while the other is a concurrent resolution of both Houses.

The CHAIRMAN. But it has the full force of a law.

Mr. SMITH. That is true; but it does not make an appropriation, the appropriation being made in the general appropriation bill.

The CHAIRMAN. It seems to me the difficulty with your proposition is that the laws published by the Government, under the direction of the Secretary of State, are distributed among a great body of people, about every lawyer getting one for his office as soon as he can, while the Journals of the two Houses are not so distributed and are not readily obtained by the people. [43]

Mr. SMITH. That is true. I merely throw that out as a suggestion. Concurrent resolutions authorizing the printing of documents are not sought for by the public to any extent.

Mr. RICHARDSON. Why not sought for as much as joint resolutions which appropriate money for a similar object?

Mr. SMITH. They would be; but, judging from my experience, there are very few calls, outside of the members of the two Houses, for either joint or concurrent resolutions authorizing the printing of documents.

Mr. RICHARDSON. Do I understand you to say that a concurrent resolution, introduced in the House and passed there, when it comes to the Senate and is referred to the appropriate committee, is not ordered printed by the Senate?

Mr. SMITH. Very seldom. In looking up the number of copies of a given work that is printed under a concurrent resolution we may have to make three or four different references in the Journal before we can get it, especially if it is amended.

Mr. RICHARDSON. The same practice obtains in the House. When a concurrent resolution is received from the Senate it is referred to the appropriate committee and is not printed.

Mr. SMITH. That is true.

Mr. RICHARDSON. Before the committee can act upon that resolution it must have the original?

Mr. SMITH. Yes, sir. If it is a joint resolution it is provided for under the general rule; but in the case of concurrent resolutions, I venture to say not one in twenty is printed.

Mr. RICHARDSON. Why is a concurrent resolution printed at all, then?

Mr. SMITH. Sometimes the chairman of a committee will report a resolution and some Senator will object, saying: "Let it go over until tomorrow and be printed."

Mr. RICHARDSON. And it will be the special order then?

Mr. SMITH. Yes, sir.

The CHAIRMAN. If it shall be determined that concurrent resolutions shall be printed, would you print the same number of public bills that is provided for in this proposed legislation, Senate resolution 38, or would the number that is provided for private bills be sufficient?

Mr. SMITH. The same number as of private bills would be sufficient for all demands.

Mr. RICHARDSON. Sometimes both Houses order, in their respective capacities, appropriations by concurrent resolution. In other words, they can order printing where it does not exceed $500. Now those resolutions are the same as concurrent resolutions, except that they are for less than $500. It seems to me that they ought to be printed, if you print concurrent resolutions.

Mr. SMITH. That is one reason why I suggested that Senate resolutions and House resolutions, as well as concurrent resolutions, be printed.

The CHAIRMAN. Have you examined Senate report 1143, first session Fiftieth Congress, and public act No. 330, passed October 19, 1888, having reference to the printing of the Journals of the Senate and House?

Mr. SMITH. Yes, sir.

[44]

Senate report No. 1143 and public act No. 330, referred to, are as follows:

The Committee on Printing, having made full investigation into the matter stated in the foregoing title, recommend the passage of the accompanying bill.

It was learned by your committee that there were more of the unbound Journals of both branches of Congress printed and distributed in signatures or parts, semimonthly, than were needed, and hence the number has been reduced. Since the Congressional Record has been made so complete by its index there seems to be little demand for the semimonthly issue of the Journals, the former containing the same information in better form.

Your committee, by correspondence and personal interview, endeavored to ascertain the exact number of bound Journals required for the good of the public service and to meet every reasonable demand. The result of this investigation is presented in the bill. By a mistake in the revision of the United States Statutes of 1878, the number of bound Journals was increased 1,550 copies. There being no need of continuing this duplication of the usual number it was deemed in the interest of economy to cut it off. Wherever the committee has found it possible to reduce the number of Journals printed under old law or custom by fitting the issue to the exact requirements, it has been done. The following tables will show in convenient form the distribution of the number of copies of the Journals proposed to be printed in the bill:

Unbound copies in signatures.

	Senate.	House.
Office of the Secretary of the Senate	6	6
Office of the Clerk of the House	5	25
Document room of the House	5	5
Public Printer	4	4
Library of the House (file copies)	5	5
Library of the Senate (file copies)	5	5
Total	30	50

Bound copies of Journals.

	Senate.	House.
Office of the Secretary of the Senate (for Senators)	78	78
Senate library	36	36
Senate document room	25	25
Senate folding room	43	43
House document room (for members)	337	348
Department of State	10	10
Department of the Interior (for States)	435	435
Clerk of the House (for governors of States)		113
Library of Congress (for foreign exchange)	52	52
Court of Claims	2	2
Library of the House of Representatives	7	15
Total	1,025	1,124

PUBLIC—No. 330.—An act to fix the number of unbound and bound Journals of the Senate and House of Representatives, and to provide for their distribution.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be printed of the Journals of the Senate, one thousand and fifty-five copies, and of the Journals of the House of Representatives, one thousand one hundred and seventy-four copies.

Of the Senate Journals there shall be bound one thousand and twenty-five copies, which shall be distributed as follows: To the office of the Secretary of the Senate, seventy-eight copies; to the Senate library, thirty-six copies; to the Senate document-room, twenty-five copies; to the Senate folding-room, forty-three copies; to the House document-room, three hundred and thirty-seven copies; to the Department of State, ten copies; to the Department of the Interior, four hundred and thirty-five copies; to the Library of Congress, fifty-two copies; to the Court of Claims, two copies, and to the library of the House of Representatives, seven copies. Of the Journals of the House of Representatives there shall be bound eleven hundred and twenty-four copies, which shall be distributed as follows: To the office of the Secretary of the Senate, seventy eight copies; to the Senate library, thirty-six copies; to the Senate document-room, twenty-five copies; to the document-room of the House of Representatives, three hundred and forty-eight copies; to the Department of State, ten copies; to the Department of the Interior, four hundred and thirty-five copies; to the Clerk of the House of Representatives (for governors of States), one hundred and twenty-three copies; to the Library of Congress, fifty-two copies; to the Court of Claims, two copies, and to the library of the House of Representatives, fifteen copies. Of the unbound Journals of the Senate there shall be printed thirty copies, which shall be distributed as follows: To the Secretary of the Senate, six copies; to the office of the Clerk of the House of Representatives, five copies; to the document-room of the House of Representatives, five copies; to the Public Printer, four copies; to the library of the House of Representatives (for file copies), five copies; and to the library of the Senate (for file copies), five copies. Of the unbound Journals of the House of Representatives there shall be printed fifty copies, which shall be distributed as follows: To the Secretary of the Senate, six copies; to the office of the Clerk of the House of Representatives, twenty-five copies; to the document-room of the House of Representatives, five copies; to the Public Printer, four copies; to the library of the House of Representatives (for file copies), five copies, and to the library of the Senate (for file copies), five copies. [45]

SEC. 2. That all laws in conflict with this bill are hereby repealed.

Approved, October 19, 1888.

The CHAIRMAN. Have you any suggestions to make concerning the printing, as to number or form, of either the Senate or the House Journal, or as to the matter of their distribution, as differing from this late legislation?

Mr. SMITH. I have nothing to suggest as to the matter of form.

The CHAIRMAN. The form was changed from octavo to quarto, was it not?

Mr. SMITH. Yes, sir; at the last session.

The CHAIRMAN. Do you think that a desirable change?

Mr. SMITH. I do, indeed. The House Journal of the first session of the Fiftieth Congress, printed in the octavo form, makes three large volumes, while under the present system it could be printed in one volume.

The CHAIRMAN. And you might say, in that connection, that the Senate Journal is so bulky as to be exceedingly inconvenient.

Mr. SMITH. Yes, sir; that is true.

The CHAIRMAN. So that in printing the Journal of either House in the octavo form, it must be bound in several volumes, or, if bound in one large volume, be equally inconvenient; and the quarto form, as I understand you, remedies that evil?

Mr. SMITH. To a very great extent.

The CHAIRMAN. The committee would like to have you make any suggestions you please as to the Senate and House Journals.

Mr. SMITH. The act of October 19, 1888, to fix the number of unbound and bound Journals of the Senate and House of Representatives, and to provide for their distribution, provides that there shall be furnished to the office of the Secretary of the Senate 78 copies; to the Senate Library 36 copies, and to the Senate document room 25 copies of both Senate and House Journals. The 78 copies that are furnished to the Secretary of the Senate are in reality delivered to my room, and are distributed by me, one copy going to each Senator, one to the Secretary of the Senate, and one to the Vice President. Since the admission of the six new States, I should like to have that number increased 12 copies, to enable me to distribute one to each of the Senators from the six new States. The 25 copies that are sent direct to my room are for the use of the office of the Secretary of the Senate, the document room, and any other officers of the Senate who may require them. [46]

The CHAIRMAN. Would you suggest any other change in the act of October 19, 1888?

Mr. SMITH. That is the only change I would suggest.

The CHAIRMAN. How many copies of statute laws do you receive under the existing law?

Mr. SMITH. Are you speaking of them in slip form?

The CHAIRMAN. In both forms, in slips and unbound form.

Mr. SMITH. I receive 550 copies in slip form of each public and private law.

The CHAIRMAN. No matter in which House it originates?

Mr. SMITH. No matter in which House it originates. That number is sent to the document room in accordance with the provisions of section 3805 of the Revised Statutes.

The CHAIRMAN. I see that the number of slip laws printed is 1,810, of which 1,000 go to the House document room, 550 to the Senate document room, 200 to the Department of State, and 60 to the Treasury Department.

Mr. SMITH. Yes, sir.

The CHAIRMAN. What suggestions, if any, have you to make concerning this number? Can it be reduced?

Mr. SMITH. The State Department makes a division of the laws, making a distinction between public and private laws. Of the private laws, so far as the Senate document room is concerned, at least 300 or 350 could be dispensed with without detriment to the public service. Of the public laws, some of them, of course, could be dispensed with; but it is utterly impossible to tell in advance which ones.

The CHAIRMAN. Do you think it would be desirable legislation that would make a distinction between public and private laws?

Mr. SMITH. Most decidedly.

The CHAIRMAN. Printing, perhaps, one-third as many private laws as of public laws?

Mr. SMITH. One-third would be amply sufficient, so far as the demands on the Senate document room are concerned.

The CHAIRMAN. The laws that are printed on common paper, in what you call slip form, are simply to satisfy a temporary demand that occurs between the time that the law is passed and the issuance of the session laws.

Mr. SMITH. Yes, sir. We keep a permanent file of the slip laws, so that if a person wants a copy of a given law, even back as far as 1866 or 1867, we can furnish it in most instances.

The CHAIRMAN. Have you any further suggestions to make concerning the publication of the laws in slip form, except that there be this distinction between public and private laws?

Mr. SMITH. That is the only suggestion I have to make in regard to laws. I would like to suggest, however, that a like reduction can be made in the treaties and the postal conventions, which are printed and sent to the document room in the same number as the slip laws.

The CHAIRMAN. You think they could be materially decreased?

Mr. SMITH. Yes, sir.

The CHAIRMAN. Putting them, perhaps, on a par with private laws?

Mr. SMITH. Yes, sir.

The CHAIRMAN. Do you receive any of the session laws printed in pamphlet or book form?

Mr. SMITH. No, sir; they go to the folding room. The act of 1874, however, page 114, 18 Statutes—I can not give the date of approval—
[47] provides that at the end of each Congress the Secretary of State shall furnish to each Senator, Member, and Delegate in Congress one copy of the laws of that session as his personal property. The Secretary of State, merely as a matter of convenience, sends those down to me for distribution.

The CHAIRMAN. Your room is simply the channel through which they reach the Senators?

Mr. SMITH. Yes, sir.

The CHAIRMAN. Please state what distinction is made in nomenclature between the documents of the Government?

Mr. SMITH. The documents printed by Congress are, in reality, in six classes, three in the Senate and three in the House, being executive documents, miscellaneous documents, and reports.

The CHAIRMAN. What do you mean by an "executive" document? Why is it so marked on the title page and back?

Mr. SMITH. An executive document is a document emanating from the Executive or any of the Executive Departments, when addressed to the President of the Senate or to the Speaker of the House.

The CHAIRMAN. If it is so addressed it becomes a Senate or a House executive document?

Mr. SMITH. Yes, sir.

The CHAIRMAN. What do you mean by a "miscellaneous" document?

Mr. SMITH. A miscellaneous document is a document emanating from any source whatever, except the Executive or the Executive Departments and committees of the two Houses of Congress.

The CHAIRMAN. "Reports," of course, are the reports of standing and select committees of the two Houses?

Mr. SMITH. Yes, sir.

The CHAIRMAN. In the matter of the printing of the usual number, on the mere order of either House to print, would you make any distinction as between these three classes?

Mr. SMITH. No, sir; I would not.

Mr. RICHARDSON. Is there any difference now?

Mr. SMITH. No, sir. While of certain documents a less number would be sufficient, still it is impossible to tell what the demand may be.

The CHAIRMAN. Explain what is now understood by the "usual number" of a document when ordered printed by either House.

Mr. SMITH. It is now 1,734.

The CHAIRMAN. I see that, by section 3792 of the Revised Statutes, the usual number of any document ordered by Congress to be printed shall be 1,550, and the same section of the statutes provides that no greater number shall be printed unless specially ordered by either House. Can you state how this number, 1,550, came to be increased to 1,900 at one time, and afterward reduced to the present usual number, 1,734?

Mr. SMITH. Not from any positive knowledge of my own. I have always understood that the demand was so great for an increased number that the Public Printer, who at that time was Mr. Clapp, I believe, increased it to 1,900; but where the authority came from I am not able to say.

The CHAIRMAN. The clerk of the committee, Major Michael, suggests that these changes were made upon recommendation of the Congressional Printer by the Joint Committee on Printing.

Have you any suggestion to make as to the form of the documents of Congress?

Mr. SMITH. None whatever.

The CHAIRMAN. Do you think the present system is a desirable one to continue, in view of the fact that the same document, for instance, a report of the Geological Survey, would sometimes be known as such an Annual Report of the Director of the Geological Survey, and at other times it would be indorsed upon the back as a volume of the Annual Report of the Secretary of the Interior? Do you think it well to continue these different designations of the same book? [48]

Mr. SMITH. I think so far as House Document No. 1 in each session of Congress is concerned, which is the President's annual message and the reports of the various Executive Departments, the designation ought to be changed.

The CHAIRMAN. How would you change it?

Mr. SMITH. By numbering the volumes consecutively, instead of having them subdivided into parts. For instance, House Executive Document No. 1 is the President's message and diplomatic correspondence; House Executive Document No. 1, Part II, Vol. 1, is the Annual Report of the Secretary of War; House Executive Document No. 1, Part II., Vol. 2, is the Engineers' Report, and so it goes. This system of numbering the first document is very confusing. It runs all the way through the message of the President and the accompanying documents.

The CHAIRMAN. Under whose direction, by custom or practice, does this matter of determining the title and indorsement of documents come?

Mr. SMITH. So far as House documents are concerned, I understand this matter is determined by the Clerk of the House of Representatives. Documents have been numbered in this way ever since I came here.

The CHAIRMAN. So that the proper officials to give direction concerning this matter, unless it is accomplished by legislation, are the Secretary of the Senate and the Clerk of the House?

Mr. SMITH. Yes, sir.

The CHAIRMAN. What, in your opinion, is it advisable to do as to the usual number? Should it be increased or diminished?

Mr. SMITH. I think the usual number of 1,734 is amply sufficient, at least so far as that portion of the usual number called the "up-number," or the portion that is unbound and sent up from the Printing Office for legislative use immediately on being printed, is concerned. In my judgment that is amply sufficient. Of course there is here and there a document for which there is a great demand.

The CHAIRMAN. In the case of all documents, as well as of reports, there is a distinction between what is known as the up-number and the reserve document, and that distinction shortly is that the up-number is issued unbound, while the reserve document is delayed in order to be indexed and bound, so that it is not distributed until the matter contained therein has really become stale?

Mr. SMITH. That is it, exactly.

The CHAIRMAN. Do you think it advisable to keep up this distinction between the "up-number," unbound, and the reserve number, bound and finally distributed?

Mr. SMITH. As I understand it, that distinction is one that is made by the Printing Office as a matter of its own convenience. If I understand your question, the documents are exactly the same, word for word, except that part of them are bound and part unbound.

The CHAIRMAN. The reserve documents have an index?

[49] Mr. SMITH. As I understand it, when a document is ordered printed, the Printing Office does not print the entire usual number, but only prints those that are sent up to the Capitol in unbound form, and those are termed "up-numbers."

The CHAIRMAN. What do you think of the suggestion to print, as soon as it can be printed at the Government Printing Office, the entire usual number of every document in unbound form, and distributing it to members of Congress in that form, for them to have bound if they see fit to bind it, and afterward, when the index is prepared, print the document in unbound form, as a separate volume, to be bound or not, as the members may see fit? Is that change desirable?

Mr. SMITH. Do you mean to stop binding that portion of the usual number that is now bound and sent up to the Senate and House for members?

The CHAIRMAN. In other words, discontinue what is known as the reserve document. The reason for my inquiry is this: Every member of Congress finds coming to him from 1 to 3 years after a session of Congress, the documents of a former Congress, in bound form. They run, in some instances, to hundreds of volumes for a Congress, and they accumulate in the houses and offices of members and in committee rooms until they are declared to be a burden. Have you any suggestions to make concerning that matter?

Mr. SMITH. Yes, sir; I have made a note on that point. I was going to suggest two things for the consideration of the Committee on Printing, and I merely throw it out as a suggestion. One suggestion is this, that inasmuch as provision has been made by law that any member of Congress can have one copy of any document bound in such style as he may select, it would be well to discontinue the binding of this entire "private set," as we term it, or the portion of the reserve that is distributed to Senators, Members, and Delegates; or, if that is going a little too far, I would suggest that instead of binding those up, the Public Printer reserve them in the storeroom at the Government Printing Office, and bind up such numbers as each Senator, Member, or Delegate may desire. As I understand it, when a Senator or Member wants a copy of the up-number of a document bound specially, it has to be taken entirely apart and restitched. I think if the Public Printer would reserve them, unstitched, subject to the order of a Senator, through the Secretary of the Senate, or of a Member, through the proper channel in the House, whenever bound copies are wanted, it would be a great improvement over the present system.

The CHAIRMAN. Is it not a fact that as to a great many of the documents that are printed in the usual number, members of Congress secure early an unbound copy, send it to the Government Printing Office, have it bound in substantial and handsome form, and afterward, out of the reserve documents, receive another copy bound in sheep?

Mr. SMITH. That is frequently the case. I am now at work distributing the sheep-bound documents of the second session of the Forty-ninth Congress, and the first session of the Fiftieth Congress. You probably noticed the breastwork of public documents out in the corridor.

The CHAIRMAN. Do they seem to be much desired by members of the Senate?

Mr. SMITH. Not as a general thing.

Mr. RICHARDSON. What do you estimate to be the cost of supplying Senators, Members, and Delegates with one copy each of the bound reserve document?

Mr. SMITH. That is a question I can not answer, as I am not familiar with the cost of printing and binding. It would be the cost of the paper, the press-work, and the binding. [50]

Mr. RICHARDSON. How many volumes of this reserve for the Fifty-first Congress will go to Senators, Members, and Delegates under the law?

Mr. SMITH. I can not answer that question as to the Fifty-first Congress, because I have received very few of them. I can answer the question if you will take the first session of the Fiftieth Congress, as I have with me a memorandum of the number of volumes.

Mr. RICHARDSON. Please give the number of volumes for the first session of the Fiftieth Congress.

Mr. SMITH. The bound documents of the first session of the Fiftieth Congress amount to 97 volumes.

The CHAIRMAN. Then, as I understand you, each Senator, Member, and Delegate gets 1 set of those 97 volumes?

Mr. SMITH. Yes, sir.

Mr. RICHARDSON. As I understood Captain Brian on yesterday, he stated that the reserve for the first session of the Fifty-first Congress amounted to 206 volumes.

Mr. SMITH. That must be for both sessions.

Mr. RICHARDSON. No, sir; the first session of the Fifty-first Congress. That being so, each Senator, Member, and Delegate will get 206 volumes when the reserve is printed and delivered.

Mr. SMITH. Yes, sir; if that is correct. I have received all except one volume of the first session of the Fiftieth Congress, and am putting up now just exactly 100 volumes; but four of those volumes should be deducted, because there are four belonging to the Journals, one to the Senate Journal and three to the House Journal.

The CHAIRMAN. Are these volumes that you speak of as going to Senators, Members, and Delegates, all bound in sheep, or are they bound in calf?

Mr. SMITH. They are bound in sheep. They used to be bound in calf, but the law was changed a few years ago, and under the law they are bound in sheep. In distributing these documents, I hold them until the set is as nearly complete as possible, intending, when I can, to send them to each Senator's home residence in the States. At first I undertook to consult with each Senator about them, and the majority in substance said, "Well, you hold them awhile, and I will let you know where to send them." I held them until I could not hold them any longer, until they were packed to the ceiling. Now during every recess I send them off, notifying the Senators that I have sent them to their home residences, unless I have special orders to the contrary.

The CHAIRMAN. I see that of the unbound portion of the usual number of House documents you get 125 copies.

Mr. SMITH. Yes, sir.

The CHAIRMAN. What do you do with those?

Mr. SMITH. I put them on file. I do not supply the desks of Senators with House documents, but I put the entire number on file for use as called for.

The CHAIRMAN. Can you get along with a less number of unbound House documents?

Mr. SMITH. I can not, very well. For instance, of the Annual Report of the Secretary of the Treasury, I get but 125 copies for 88 Senators. That gives but very little over 1 copy apiece. The same holds good with all the annual reports. [51]

The CHAIRMAN. I see that the Senate document room gets 200 copies of Senate documents.

Mr. SMITH. Yes, sir.

The CHAIRMAN. Those are the unbound or up-number of the usual number?

Mr. SMITH. Yes, sir.

The CHAIRMAN. Is that number too large or too small?

Mr. SMITH. It is about right, and I can get along with it. I do not think it ought to be reduced. There is a little distinction between the distribution of Senate documents and House documents. Any document that is called for by a resolution of the Senate is put on desks of Senators, and any other very important documents are placed on the desks. I have to use my judgment in that matter. I do not send all to the desks, because there are a great many Senators who do not care for them. They are always on file if called for. The distinction I make is that any document that is printed in answer to a resolution of the Senate is placed on the desks.

The CHAIRMAN. Of the reserve or bound copies of the usual number, I see that you get 90 House documents. Is that number too large or too small?

Mr. SMITH. That number is right so far as the documents of the present session are concerned, but they are not yet being delivered. Of all bound documents, up to the first session of the Fifty-first Congress, I received 78; of the documents of the first session of the Fifty-first Congress, 86, and of the documents of future Congresses I will receive 90. The difference in the numbers is owing to the fact that it is intended that a copy shall be given to each Senator, the Secretary of the Senate, and the Vice President. Up to the admission of the four new States there were 76 Senators, but the twelve Senators from the six new States bring the number of Senators up to 88. The number of documents fluctuates according to the number of Senators.

The CHAIRMAN. I see that you receive 90 copies of Senate documents out of the reserve.

Mr. SMITH. Yes, sir; the same as of House documents.

The CHAIRMAN. Is that sufficient for all the purposes of the Senate?

Mr. SMITH. Amply sufficient, provided that number is continued. While the committee is on the subject of bound volumes, may I make a suggestion?

The CHAIRMAN. Certainly.

Mr. SMITH. It may trench a little on the librarian, but I think he will confirm what I say. This is merely a suggestion, as I have nothing to do with the matter officially. Of the bound documents the library of the Senate receives 36 copies. Seventeen of those copies are distributed to seventeen standing committees of the Senate. I will venture to say that, with possibly one exception, there is not a committee room that has a place for them, and even in the case of the exception, the volumes are not arranged and accessible. When any of those documents are wanted I either furnish them in the unbound form, or the Senate librarian furnishes them out of the library. I was going to suggest that a saving of 17 sets could, in my judgment, be made there without detriment to the public service, and it would certainly be a great relief to every Senator that has a committee room. I understand that a great many of these documents have been taken out of the committee rooms, put in bags, and are now stored in the basement of the Capitol.

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The CHAIRMAN. Have you any suggestion to make as to what we shall do with that great mass of stuff?

Mr. SMITH. I have not.

The CHAIRMAN. Is there any other suggestion that you desire to make in connection with the printing of the documents of Congress?

Mr. SMITH. I believe I have made all the suggestions I can think of.

The CHAIRMAN. The distribution of the Congressional Record and the Congressional Directory does not come under your supervision?

Mr. SMITH. The distribution of the Congressional Record does not. I receive but one copy for my own use, personally, and for filing. The Congressional Directory, however, is always printed as a miscellaneous document, and I receive the usual number of that.

The CHAIRMAN. Is there any other matter of which you have memoranda that you would like to present to the committee?

Mr. SMITH. I desire to make a statement with reference to the number of bills and resolutions introduced during the last Congress.

The CHAIRMAN. The committee will be glad to hear it.

Mr. SMITH. Of the bills and resolutions introduced during the Fifty-first Congress, there were introduced in the Senate 5,293 Senate bills and joint resolutions, and in the House of Representatives, 14,330, making a total of 19,623. Of these, 611 public bills became laws, and 1,579 private bills became laws, making 2,190 bills, public and private, that became laws, being a little over 9 per cent. of the total number introduced.

Of documents and reports there were placed on file in the Senate document room, during the Fifty-first Congress, 2,624 Senate reports, 349 Senate miscellaneous documents, and 314 Senate executive documents, making a total of Senate documents of 3,287. Of House reports there were filed 4,058, of House executive documents 764, and of House miscellaneous documents 398, making a total of House documents of 5,220, and a grand total of both Senate and House documents of 8,507. The total number of bills, documents, laws, and reports filed in the Senate document room during the Fifty-first Congress is 30,320, being about 41½ for every day in the 2 years, including Sundays.

The CHAIRMAN. That is, each session day.

Mr. SMITH. No, sir; for 365 days in each year.

The CHAIRMAN. Do you desire to make any suggestion concerning the conveniences of your room, with reference to the handling and storage of documents?

Mr. SMITH. Nothing more than to say that I am very greatly crowded and hampered, and that I lie awake of nights thinking how I shall get the files into such shape that they may be accessible; but I have managed somehow to get along so far, and I have the promise now of the room occupied by the Committee on Nicaragua Claims, that committee expecting to move into the new Maltby House. That room originally belonged to my department, and if I can get that, it will relieve me for a year or two.

[53]

STATEMENT OF MR. D. F. MURPHY, OFFICIAL REPORTER OF THE UNITED STATES SENATE.

The CHAIRMAN. You are the official reporter of the Senate?

Mr. MURPHY. Yes sir.

The CHAIRMAN. How long have you held that position?

Mr. MURPHY. Ever since the Record was established.

The CHAIRMAN. What year was that?

Mr. MURPHY. The Record was established in March, 1873. I had been previously chief of the official reporting corps of the Senate for the Globe.

The CHAIRMAN. Have you examined a statement purporting to show the number of volumes and pages of proceedings for each session of Congress from the Forty-third Congress to the Fifty-first Congress, both inclusive?

Mr. MURPHY. I have glanced over it, and I have no doubt it is correct. I may say, aside from that, that my own impression, from observation and experience, is that the work of reporting in the Senate has almost doubled since the establishment of the Record.

The statement referred to is as follows:

Statement showing the number of volumes or parts and pages of proceedings and index to each session and Congress from the Forty-third to the Fifty-first, both inclusive.

	Volumes or parts.	Pages.	Pages to session.	Pages to Congress.
Forty-third Congress:				
Special session of Senate	1	212	212	
First session, proceedings	6	5,954		
Index	1	366	6,320	
Second session, proceedings	3	2,478		
Index	1	221	2,699	
				9,231

Statement showing the number of volumes or parts and pages of proceedings and index to each session and Congress, etc.—Continued.

	Volumes or parts.	Pages.	Pages to session.	Pages to Congress.
Forty-fourth Congress:				
First session, proceedings	6	6,028		
Index	1	677		
Belknap impeachment	1	287		
			7,092	
Second session, proceedings	3	2,922		
Index	1	332		
Electoral Commission	1	309		
			3,563	
				10,655
Forty-fifth Congress:				
First session (special), proceedings	1	889		
Index		253		
			1,142	
Second session, proceedings	5	5,400		
Index	1	759		
			6,159	
Third session, proceedings	3	2,691		
Index	1	429		
			3,120	
				10,421
Forty-sixth Congress:				
First session (special), proceedings	2	2,502		
Index	1	439		
			2,941	
Second session, proceedings	5	4,976		
Index	1	1,083		
			6,059	
Third session, proceedings	3	2,737		
Index	1	560		
			3,297	
				12,739

Forty-seventh Congress:				
Special session of Senate				
Index	1	508		
		40		
			548	
First session, proceedings	7	7,692		
Index	1	734		
			8,426	
Second session, proceedings	4	4,129		
Index	1	221		
			4,350	
				13,324
Forty-eighth Congress:				
First session, proceedings	6	6,638		
Index	1	790		
			7,428	
Second session, proceedings	3	2,770		
Index	1	261		
			3,031	
				10,509
Forty-ninth Congress:				
First session, proceedings	8	8,527		
Index	1	1,056		
			9,583	
Second session, proceedings	3	2,969		
Index	1	297		
			3,266	
				12,849
Fiftieth Congress:				
First session, proceedings	10	10,236		
Index	1	1,299		
			11,535	
Second session, proceedings	3	2,970		
Index	1	249		
			3,215	
				14,754
Fifty-first Congress:				
First session, proceedings	11	11,692		
Index	1	1,268		
			12,960	
Second session, proceedings	4	4,186		
Index	1	332		
			4,518	
				17,478

The CHAIRMAN. I see by this statement that there has been an increase in the number of pages of the Congressional Record, from 9,231 in the Forty-third Congress to 17,046 in the Fifty-first Congress. Is that correct?

Mr. MURPHY. I presume it is. The matter has almost doubled.

The CHAIRMAN. What are the reasons, in a general way, for this very large increase in the size of the Congressional Record?

Mr. MURPHY. So far as the Senate is concerned, the hours for sitting have gradually lengthened. The sessions of Congress are longer than formerly. There have been more continuous sittings during the sessions; fewer adjournments over. Then, during the last six years the Senate has required the publication in the Record of the lists of executive nominations and confirmations, which has added to it somewhat.

Then, again, in the last Congress a habit grew up of specifying petitions in what might be called a "display" manner; that is to say, there have been large numbers of petitions in regard to the Conger lard bill, the Butterworth option bill, and Paddock pure-food bill, and other subjects. Each Senator presents petitions in reference to those—presents, generally, large numbers—and wishes each one specified in a separate item. That has added to the bulk of the Record somewhat, although not very largely. The actual sittings of the Senate have increased in number and length; for example, during the very first week of the last session the Senate sat on Friday and Saturday, which was very unusual. [55]

The CHAIRMAN. Has the size of the Record increased out of proportion to the increase in the amount of business, taking into consideration the very large increase in petitions and bills, and the increase in the length of sessions?

Mr. MURPHY. I think not. You will find the same relative increase in the Journal as in the Record. I should say, from experience simply, and from the additional assistance I have had to employ of late years, that the work has nearly doubled, in point of fact.

One thing that troubles me occasionally is what to do with bills. I give a statement of a bill where it seems absolutely necessary to do so; but sometimes a Senator, in introducing a bill, will have it read at length, for the purpose of having it go into the Record in full. Then there are whole days spent in the consideration of a particular class of bills—bridge bills, public building bills, and the like. I never put them in at length, because it seems to me a statement of the name and place is sufficient.

The CHAIRMAN. You do not print a bill of that character at length in the Record.

Mr. MURPHY. Not if I can avoid it.

The CHAIRMAN. As I understand it, the Congressional Record is made up for the printer by the official reporter, and is almost wholly under his direction?

Mr. MURPHY. Yes, sir; except as to the speeches that go to Senators for revision. When a speech once goes to a Senator for revision the reporter does not see it again. The Senator makes such corrections as he pleases.

The CHAIRMAN. And the speech goes direct from the Senator to the Public Printer and not back to the reporter?

Mr. MURPHY. Yes, sir.

The CHAIRMAN. Are there not some practices that have come under your observation, in the way of the duplication of matter, that go to swell the Record?

Mr. MURPHY. Different Senators repeatedly use the same quotation And then, again, while I can not say that Senators generally add to their remarks in revision—indeed, I think the contrary is the rule—there are Senators who, when they get hold of a speech, will add to it and enlarge it beyond what they delivered. Sometimes a Senator, during the course of a speech, gets leave to print matter in the way of extracts which he does not read to the Senate; but that is a small affair apparently.

The CHAIRMAN. There is no "leave to print" in the Senate in the usual acceptation of that term?

Mr. MURPHY. There has never been any leave to print since the Record was established that I know of or can call to mind. The only case that I can recall as occurring in the Senate occurred in 1869, under the Globe. It was at the close of a special session, and Mr. Sprague, of Rhode Island, had occupied several days. The Senate was very anxious to adjourn the special session, and finally, to stop his talking, they gave him leave to print, and we printed, I think, for a week afterward letters which he received from different parts of the country, thanking him for his efforts for the laboring man, or something of that sort. That was in the Globe in 1869. There has been nothing of the kind in the Record, that I know of, so far as the Senate is concerned. [56]

The CHAIRMAN. Is there not a great duplication of matter in the Record that could be fairly dispensed with? That is to say, is there not a large amount of matter printed in the House proceedings that has previously appeared in the Senate proceedings and *vice versa*?

Mr. MURPHY. That happens occasionally.

The CHAIRMAN. What is your judgment as to the advisability of having an editor of the Congressional Record?

Mr. MURPHY. I should not envy his position. I do not think it would be practicable to edit the Record as it appears daily. I have often thought that a man might advantageously take the Record as printed daily and for permanent publication strike out a great deal of it. For example, formerly petitions, etc., in the House of Representatives were not printed in the permanent Congressional Globe, although printed in the Daily Globe; but now they are printed in full. Possibly there could be something of the same kind in the Record, but I do not think it practicable for anybody to edit the daily Record. In the first place, the matter would come in at uncertain hours. As long as members have the privilege of revising they will keep out their remarks until very late; and then the current proceedings are very uncertain, sometimes short and sometimes long, and occasionally it will take us all night to get out the proceedings. An editor of the Record would have a position that would render him liable to great suspicion, at least.

The CHAIRMAN. Is not the best possible editing of the Record that which shall show, verbatim, whatever may be said in either House?

Mr. MURPHY. I think so.

The CHAIRMAN. Have you examined the Record for a few years past with a view to ascertaining whether there has been any practice that is objectionable under the leave to print?

Mr, MURPHY. There has been no leave to print in the Senate.

The CHAIRMAN. I do not confine my question to the Senate, but also include the House.

Mr. MURPHY. I can not say that I have examined closely. I know of some such practices in a general way. I think a Mr. Downey printed a poem in the Record, and another gentleman in the House printed the Constitution of the United States as an appendix to a supposed speech. I have observed that the House of Representatives, during the last Congress especially, has given leave to everybody to print speeches, on I should think at least twenty different subjects, in the course of the Congress. How far the privilege was availed of I can not say.

The CHAIRMAN. It is not an unusual thing for a member to string on a mere thread of a speech a lengthy magazine article, is it?

Mr. MURPHY. I believe it has been done, sir. I ought to say, perhaps, that the Senate on three or four occasions has adopted amendments to the sundry civil appropriation bill prohibiting the printing in the Record of speeches not delivered, but the House of Representatives has never been induced to agree to that proposition, and I think the Senate has not proposed it since Mr. Anthony was chairman of the committee, although I am not certain about that. There was an instance in the Senate at the last session where a Senator printed the whole constitution of a State; but I think he read it all.

The CHAIRMAN. It was printed on unanimous consent being given by the Senate, the Senator making a special request that he be permitted to add to his speech, as an appendix, the entire constitution of the State of Mississippi. [57]

Mr. HAWLEY. That was entirely germane to the subject under discussion. The Senator was making an elaborate speech on that particular subject. It was hardly an abuse.

Mr. MURPHY. I think it very likely that for the permanent edition of the Record there might be a considerable reduction made from the daily issue; but I think it very important to have everything in the daily Record.

The CHAIRMAN. You would suggest that a reduction be made for the permanent Record?

Mr. MURPHY. Not reductions in the speeches proper, but in other business, which need not necessarily be extended forever.

The CHAIRMAN. Who has charge of the indexing of the Congressional Record? Does that come under your direction in any way?

Mr. MURPHY. No, sir. I think the indexing is done by General Ordway, under an arrangement made with him by this committee some years ago.

I might say that I am very often surprised that little incidents occurring years ago, which I thought entirely unimportant at the time,

are referred to and quoted in debate, showing the importance of attention to details in every respect.

The CHAIRMAN. Have you any change to suggest as to the matter of the recording of the yea and nay vote in the Senate, in view of the complaint that is made by Senators that frequently, when present but not voting, being paired, they are recorded in the yea and nay vote as being absent?

Mr. MURPHY. That is in consequence of the terms of a resolution passed by the Senate in 1864, and which was introduced by Mr. Fessenden, of Maine. It was at a time when the Senate held that a quorum consisted of a majority of the Senators from all the States, whether they were actually represented by Senators or not, and several States being unrepresented at that time, the actual number of Senators was very little more than a nominal quorum. Mr. Fessenden, having charge of the appropriation bills and financial measures, got pretty mad, and finally had a resolution passed directing the official reporter to record as absent all who did not appear on the roll call. The Senate can at any time change that by directing anything else to be put in place of it; but I have no authority to do anything of that kind.

Mr. HAWLEY. While pairing is not recognized by any statute or rule, it has come to be a perfectly legitimate and just thing, and we may as well recognize pairing in the Record.

Mr. MURPHY. I do not see the necessity of swelling the Record by a list of the absentees on every vote.

The CHAIRMAN. Do you not think it would be a desirable change, on every yea and nay vote, to record, first, the yeas by name, next the nays by name, next the names of those who are present and paired, stating also the name of the absent Senator with whom the Senator present is paired?

Mr. MURPHY. Generally, the idea is very good; but it might be considered invidious to put into the Record a Senator whom I saw was present as not voting, and yet who was not announced as paired. I would put in one general list those absent and those not voting, and let [58]
the Secretary show whether they were paired or not. I do not see the necessity of giving a list of those present and not voting. Those who are not voting are known.

The CHAIRMAN. The difficulty is that under the present method of giving a yea and nay vote there is not published the names of those who were present and did not vote because of being paired, but still were there attending to their duties. It gives to the public mind a wrong impression. How would you remedy that?

Mr. MURPHY. I hardly know. If you would authorize us to publish a list of pairs, it would be well. We publish a list of pairs stated in the Senate, of course.

The CHAIRMAN. Do you not think it would be better to dispense with that part of the Record that is devoted to giving in exact language the statement of a Senator when he announces his pair, and instead of that matter make a list such as I suggest, the yea vote, the nay vote, and "present and paired," stating the names of the absent Senators who are paired?

Mr. MURPHY. I think that would do very well.

The CHAIRMAN. Have you any suggestion to make as to the publication of reports in the Record? Is there not an abuse in this, that the same report, particularly in the case of private bills, is published sometimes in both Senate and House proceedings?

Mr. MURPHY. We never publish the report of a committee in the Senate proceedings unless it is read in open Senate.

The CHAIRMAN. How is it in the House in that respect? Are not reports frequently printed without being read?

Mr. MURPHY. I think in the case of pension reports they are all printed, whether read or not.

Mr. RICHARDSON. It does not follow that they are printed; but they are frequently printed when they are not read. A member will ask to have a report printed, and it is printed.

The CHAIRMAN. Have you any suggestion to make as to the matter of the duplication of reports in the Record? How could that be remedied?

Mr. MURPHY. I think it would be well to exclude them altogether from the debates; but sometimes they are read for the purpose of having them inserted in the Record when members desire to have them appear.

The CHAIRMAN. Is there anything you can suggest to us in connection with the Record?

Mr. MURPHY. No, sir. I have not thought much of the matter. I think that so far as the Senate is concerned, the Record could not be changed much, if you want a full and perfect account of what is done, and that, I think, is somewhat important to the country.

Mr. RICHARDSON. Have you made any estimate of the difference between the number of pages occupied by the Senate proceedings in any given session and the number occupied by the House proceedings for the same session?

Mr. MURPHY. Not of late years; but I may say that when the Record was established the compensation for reporting was fixed by reference to the cost of reporting the proceedings of the three preceding Congresses, and I obtained myself from the Congressional Globe office a statement of the amounts paid for each session during those six years for the two Houses, the rate paid being the same in each House, and the result was that for those six years there was less than $100 differ-

ence for each Congress, showing that the amounts for the two Houses were practically the same. Since the Record has been established I have not gone into any calculation of that kind; but I have an idea, although I do not base it on any actual examination recently, that the real reporting work of the two Houses is very nearly the same.

The CHAIRMAN. But is there not an apparent increase in the work of the House, by reason of the fact that they print in the Record so much that the reporters do not take down because it is not read?

Mr. MURPHY. Undoubtedly so, because not only are many speeches which are not made in the House inserted in the Record, but during the past Congress I think a great deal of business that did not transpire in the open House, and which consequently was not taken down by the reporters, appears in the Record. I do not know how far the new rules go in that respect, but there is undoubtedly an addition to the House proceedings of matter that is not taken down by the reporters, that goes to swell the Record, and that makes a difference between the Senate and House proceedings.

STATEMENT OF MR. DAVID WOLFE BROWN, OFFICIAL REPORTER OF DEBATES, HOUSE OF REPRESENTATIVES.

The CHAIRMAN. You are the official reporter of the House of Representatives?

Mr. BROWN. I am one of the official reporters—the senior member of the corps.

The CHAIRMAN. How long have you been connected with the reportorial force of the House of Representatives?

Mr. BROWN. About 25 years—first as a reporter for the Globe, and then for the Record.

The CHAIRMAN. You have, of course, noticed the enormous increase in the dimensions of the Congressional Record, which has practically doubled in extent since the Forty-third Congress. What are the general causes that have produced this great increase?

Mr. BROWN. One of the main causes is that the two Houses of Congress have, as time has gone on, sat more months in the year, more days in the month, and more hours in the day. There has been more matter to be reported—a greater bulk of actual proceedings. We have fewer holidays now than we used to have. The sessions are more prolonged than formerly; I mean both the daily sessions and the annual sessions. I recollect a time when half past 3 o'clock or 4 was considered a pretty good adjournment hour; but now, as you know, 5 or 6 o'clock is the ordinary time for adjournment.

The CHAIRMAN. And then, too, there is a greater desire on the part of the public generally to have very full reports, and members put in more that is in the nature of remarks explanatory of their votes, etc.

Mr. BROWN. Yes, sir; the statement I have just made does not cover the whole cause of the increased bulk of the proceedings. There has been under each successive apportionment an increased number of Representatives; and the subjects of legislation have grown more numerous and varied. There are more men to speak, and more questions to to be discussed. Thus the pressure for space in the Record is vastly greater than formerly. [60]

The CHAIRMAN. In the House has there been of late years any increase of matter printed under what is known as "leave to print"?

Mr. BROWN. You will readily understand that an increase in this respect would result from increased membership of the House, if there were no other cause. Perhaps the pressure for "leave to print" has increased in greater proportion than has the membership of the House. I recollect a time when usually leave to print was not granted except to particular members upon their individual request. But, as has been stated by the previous witness (Mr. D. F. Murphy), we now have, frequently, a general "leave to print" on specified questions, under which general leave all members who choose to file speeches may do so at their leisure. Then, of course, it frequently happens that a member who actually occupies the floor, but only for a period of five or ten minutes, will, under a "leave to print," make the brief remarks which he actually delivered a mere peg on which to hang a speech which, if uttered, would have occupied an hour or more.

Mr. RICHARDSON. What have you to suggest in regard to the proposed abolition of "leave-to-print" speeches?

Mr. BROWN. I am glad to answer that question, for I think a good deal may justly be said in defense of the much-decried "leave to print." Mr. Murphy, the reporter of the Senate, reminded the committee a few moments ago that there are no "leave-to-print" speeches in the Senate. That is the fact; but why? Simply because Senators, unlike Representatives, are not restricted in debate by the "previous question." Mr. Murphy remarked that the Senate on one occasion sent to the House a proposition to exclude from the Record all speeches not actually delivered, which proposition the House coolly ignored. But if the Senate had coupled with that proposition some feasible, practicable project by which every Representative might enjoy the privilege which every Senator freely exercises, of speaking as long and as often as he pleases upon every question that comes up, the measure would have received from the House an enthusiastic welcome.

Mr. RICHARDSON. Do you suppose the House could get through its business without the previous question?

Mr. BROWN. I do not know any one who so supposes. As early as April, 1789, a month after the establishment of the Government, when there were but 65 Representatives, and when the measures coming before Congress were far fewer than at present, the House incorporated into its rules the previous question; and now, with an apportionment which assigns to the House 356 Representatives, and with a multiplicity of legislative measures that the "fathers" never dreamed of, no one imagines, I presume, that the public business could be dispatched in the House if the previous question were abolished. The establishment of the previous question in the Senate is far more likely than its abolition in the House. (And let me say in parenthesis that whenever the previous question becomes a part of the rules and practice of the Senate, Senatorial "leave to print" must speedily follow in its wake.)

Assuming, then, that a great part of the business of the House must be done in the future as it has been done heretofore, under the operation of the previous question, should the published proceedings include only the actually-uttered debate on the various measures disposed of? If such a rule as this were enforced, a few conspicuous, influential men who secure the floor in a rigidly-limited debate—generally the members of the committee reporting the measure—would be the only ones allowed to reach their constituents through the columns of the Record. The great body of members, while required to give a recorded vote, "yea" or "nay," would often be denied all opportunity to explain and justify their votes to their constituents in any official publication. [61]

Mr. RICHARDSON. Then you think that the "leave-to-print" speeches contribute largely to enlighten the public in regard to the measures coming before Congress?

Mr. BROWN. Certainly that is the fact. Anyone who supposes that the "leave-to-print" speech serves no other purpose than to gratify the vanity of the member who publishes it makes a great mistake. The actually-uttered debate in the House upon many subjects is often, under the stringency of the previous question, insufficient to afford proper information to the public; and without the "leave-to-print" debate, the *pros* and *cons* of various measures could not be properly weighed by the constituencies who pass final judgment upon the acts of their Representatives. And these "leave-to-print" speeches, with the valuable thought and research which they often embody—none the less valuable because the House has not time to listen to them in the rush and hurry of a narrowly-restricted debate—give desirable information no doubt in many instances, even to Senators, in regard to matters originating in the House. I am assuming that Senators sometimes read the daily Record to catch the drift and purport of what the other House is doing.

The actually-uttered debate, narrowed and hampered by the previous question, shows often far too meagerly the views and reasons of even the few men who speak. This does not necessarily imply that the House in such cases acts on insufficient information. Indeed, the meagerness of the actual debate may imply great fullness of information on the part of members—an actual competency to vote without elaborate discussion. The information upon which members vote may come largely from other sources than the debate in open House. It may be picked up in committee rooms; it may be absorbed from the reading of reports or unofficial documents; it may be derived from informal conferences with specialists upon the given subject; it may come through various avenues not open to the ordinary constituency remote from Washington. To expect such a constituency in a case of this kind to make up an intelligent judgment from the few and meager speeches which the previous question may permit is expecting too much.

Mr. RICHARDSON. Perhaps you ought to state how "leave to print" is obtained.

Mr. BROWN. Under the practice of the House, leave to print, either individual or general, is never granted except by unanimous consent. The abuse, if there be an abuse, can be terminated at any time by a single resolute member. The fact that this privilege, which can be withheld at the caprice of a single Representative, is rarely denied, shows a general recognition of the justice and necessity of the privilege.

It is true that leave to print is sometimes abused, as is, too, the privilege of actual debate. It is true, as Mr. Murphy has said, that at one time a Delegate named Downey published as a "leave-to-print" speech a long metrical composition intended to be a profound politico-philosophic poem. On another occasion a Representative from Ohio named Mungen, taking advantage of a leave to print, published a scurrilous
[62] personal attack upon Mr. Sumner, then a Senator. In both these cases the sequel showed the competency of the House to deal with such abuses when they occur. As soon as Mr. Downey's "poem" appeared, Mr. Garfield (afterward President, then a member of the House) offered a resolution referring to the Committee on Printing the question whether Mr. Downey's lucubration should not be excluded from the permanent Record; and, unless my recollection is at fault, it was so excluded. In the case of Mr. Mungen, not only was the speech stricken from the proceedings, but he himself received the formal censure of the House for having abused the privilege it had granted.

The CHAIRMAN. Have there not been frequent instances of matter being printed in the Record that was simply a reprint from other publications—magazine articles, etc.?

Mr. BROWN. Yes, sir. I recollect that during the last Congress an entire article from the North American Review on the question of Speaker Reed's rulings was published in the Record by leave. I am not denying that this privilege of leave to print might advantageously be limited or regulated. It might be provided, for instance, that, under cover of leave to print, no member should encumber the Record with elaborate documentary matter such as has sometimes been published under such leave, as, for example—I name actual instances—the Constitution of the United States, Washington's Farewell Address, and, as just suggested, lengthy magazine articles. It might also be provided

that, as an actually-delivered speech is limited by the rules to an hour, no "leave-to-print" speech should exceed a specified number of columns. It might also be required that a leave-to-print speech should appear within a specified time after the granting of the leave. With these and other regulations which may be devised, the abuses of the leave-to-print system might be remedied, while its advantages would be retained.

The CHAIRMAN. What is your opinion concerning the advisability of establishing an editorship of the Record with a view of curtailing its proportions?

Mr. BROWN. It seems to me that anything like an editorship of the Record would be impracticable, or, if attempted, would result in such dissatisfaction as to cause the speedy abandonment of the system. No Senator or Member would be content to see his speech mutilated in the permanent Record, or possibly excluded altogether, upon the judgment of a mere "editor." And even in regard to colloquial matter, say upon questions of mere procedure, as, for instance, the limitation of debate or the fixing of a day for the consideration of a measure, it oftentimes happens that very important personal and political questions arise from just such colloquies.

Frequently, when I have felt tempted to omit a colloquy which seemed too trivial for permanent preservation, I have found that some member considered it important that that particular thing should go in. On one occasion a member came to our desk to make sure that four words interjected by him into a rather noisy and confused colloquy between other members should not be omitted. The words were, "Let her go, Gallagher!" Thanks to his vigilance, they were perpetuated in the Record. In the performance of our work in the House we have found an increasing demand for reports verbally full and exact, though sometimes too literal and tautologous to satisfy a critical taste. The most minute and apparently trivial matters rise sometimes to unexpected importance. Let me illustrate the difficulties which may attend an attempt to omit from the proceedings something apparently unimportant. I recollect [63] that during the last Congress a Republican member had made a speech, and when his time expired unanimous consent was asked that he be permitted to proceed. The Speaker inquired, "Is there objection?" Some member, without rising, objected. The Speaker said, "The gentleman from Texas objects," referring probably to Mr. Culberson, who sat in the portion of the House from which the objection came. I was reporting at the time, and was in doubt as to who had objected. In a moment a Southern Member rose and said, "Mr. Speaker, it is not the gentleman from Texas that objects, but the gentleman from Pennsylvania, Mr. Buckalew." Mr. Buckalew at once said, "Yes; I objected." And then the Speaker corrected his announcement. Here was a matter which on the face of it you would think the reporter might abridge, simply saying in the Record, as in point of fact I did say—

The SPEAKER. Is there objection?
Mr. BUCKALEW objected.

But when the Record appeared the member who the day before had made the correction came to me and inquired why the remark of the Speaker, that "the gentleman from Texas objected," had been omitted. "There is a point in that," he said. "The Speaker has an object in throwing the odium of objecting upon a Southern man; and I want his remark to appear in the permanent Record." That illustrates the kind of encouragement we may expect in our attempts to abridge. It shows how little we dare indulge the exercise of our discretion.

Let me illustrate how, in reference to a public question, matters which seem at the moment unimportant may afterward loom up into very great consequence. When the act which demonetized silver was passed through the House the discussion which occurred was not considered momentous, and if some "editor" had taken hold of the proceedings at the time he might have thought it advisable to cut them down. But subsequently the public and the politicians were eager for every syllable of that discussion.

The CHAIRMAN. Do you think there is any way by which the Record can be improved in reference to the publication of reports, particularly on private bills?

Mr. BROWN. I suppose you refer more particularly to the publication of reports in connection with pension bills. In the consideration of such bills at our Friday night sessions the report explanatory of any particular bill is not read unless called for; but whether read or not it appears in the Record. This at first was done only when there was an express order to that effect; but now, by long usage, we have come to regard the publication of such reports as required by the continuing wish of the House—demanded by a sort of common or unwritten law. It seems to be the general desire of members that such reports should appear for the purpose of explaining and justifying the action of the House in passing the bills; and the publication is regarded as the more necessary because so many of those pension bills are passed without a word of debate. Besides, while it is true that if the report were omitted from the Record any member could obtain it from the Document Room, and in that way inform himself why the bill had been recommended by the committee, yet it should be borne in mind that the non-member, reading the Record, we may suppose, at a great distance from Washington, can have no such means of information; and in the course [64] of a few years reports are scarcely obtainable even by application at the Congressional document rooms.

Mr. RICHARDSON. You might add as a fact that there is a very small attendance at those night sessions.

Mr. BROWN. That is true; and perhaps that is a reason why the great body of members, who do not attend the night sessions, desire a ready means of reviewing in the Record the work of such sessions with the reasons in support of each particular case.

Mr. HAWLEY. My impression is that this sometimes happens: A Senator or a Member while making a speech will present some valuable statistics, quotations, etc., for the purpose of strengthening his argument (which is perfectly legitimate), and then other Senators and Members, with a view of making material for their campaigns, will repeat the same matter. Does that occur in the House?

Mr. BROWN. Yes, sir; but I do not see how it can be avoided. I do not see that it would be practicable in such cases to omit the repeated matter. No Senator or Representative would be willing to have his own remarks mutilated because some citation or extract which he used had previously formed a part of the speech of somebody else.

The CHAIRMAN. Are there any suggestions you can give us bearing upon this matter of the Record, as to how it can be bettered in any way?

Mr. BROWN. I have no special suggestions to make. I will say, in repetition somewhat of what Mr. Murphy has said, that the official reporters, striving as they do to avoid making the proceedings needlessly voluminous, are often embarrassed in deciding whether a bill actually read should be published in full in the Record. If a bill (being in a certain sense the text of the discussion) be omitted from the Record, the printed discussion may in course of time become unintelligible, because, although the bill for ephemeral purposes is accessible in the document room, yet, after the lapse of 4 or 5 years, there would be difficulty in getting it. These questions in regard to publishing or omitting bills, we decide as they arise, according to our best discretion, guided by the circumstances of each particular case. For instance, bills for the construction of bridges over the navigable waters of the United States are generally voluminous; and as the provisions of all bills of that class are largely identical, we usually publish no more than the titles of such bills, although the bills may have been read in full. So, when general appropriation bills are considered, we publish only those clauses or paragraphs which are the subject of amendment or discussion. When a bill, read in connection with a request for unanimous consent, is, after the reading, objected to, we do not generally publish the bill. So when a bill, coming up on different occasions, is read each time, it is usually not published more than once in full. So, too, the President's annual message, though read in both Houses, is published in the proceedings of only one.

The CHAIRMAN. Do you not think this could be done with profit: Let the Record for daily issue during the session be substantially what it now is—a verbatim report of what is said, and also permitting much to be printed that is not said; but before the Record shall be stereotyped and go into permanent form let there be an editorship, not to the extent

of making any alterations in or cutting out any matter that may have been said in a speech, but preventing the duplication of material, and perhaps cutting out reports and private bills and referring to them simply by number? [65]

Mr. BROWN. An editorship limited to that extent might be useful, yet there is some doubt whether economy, convenience, and the general utility of the Record would be materially promoted by such a system. As to economy, it is to be borne in mind that the matter ultimately excinded would be published in the first instance in the daily Record, and hence that large item of expense, the cost of composition, would not be reduced. Then, again, without claiming to be a practical printer, I have an apprehension that the "cutting and slashing" process which an "editor" might apply to the daily Record in attempting to exscind unnecessary documentary matter would be a source of considerable confusion, trouble, and consequent expense, in regard to the "make-up" and stereotyping of the permanent Record.

I doubt, too, whether reference to bills or reports by their mere numbers would prove satisfactory. It might be convenient—or, rather, it might not be extremely inconvenient—for a Senator or Representative sitting in the Capitol to send to the document room for a report or bill found necessary to fill some hiatus in the Record, created deliberately in order to promote economy and reduce the bulk of the proceedings. But, referring to the Record while at home during a Congressional recess, the Senator or Member might experience great annoyance from finding that a bill or report which was actually a part of the proceedings, and perhaps the subject of discussion, had been struck out by the "editor;" and the annoyance would be none the less though the bill or report might be lying on the shelves of the document room at Washington. It is proper to add (and this is especially true of the House document room) that only the current or recently-printed bills and reports can be kept so as to be readily accessible. At our end of the Capitol it is always difficult, often impossible—I suppose on account of deficiency of storage room—to obtain a bill, report, or executive document that is 3 or 4 years old. Hence, under the editing system, the value of the permanent Record would, by lapse of time, be greatly impaired, because even Senators and Representatives would find it impossible to obtain from the document rooms the matter necessary to fill up the gaps created by the "editor;" and the non-Congressional man—the constituent away out in the rural districts, or the student consulting the Congressional Record on the shelves of a public library—would of course have no Congressional document room accessible at any time, so that often the inconvenience of editor-made gaps would be severely felt.

The CHAIRMAN. To what extent would such a revision or editorship as I have indicated reduce the size of the Record? Take, for instance, the Record for the first session of the Fifty-first Congress, which makes eleven volumes, exclusive of the index. What would be the probable shrinkage of that number of volumes under the proposed system of revision?

Mr. BROWN. I can not give you an estimate. Probably as to that session the saving would not amount to one volume out of the eleven. I think the principal shrinkage would be in the omission of reports and bills which the "editor" might regard as uselessly printed.

Let me mention one thing which swells the Record in the House, by the insertion of matter which is in no sense a part of its proceedings. [66] It frequently happens that a long report or bill which is to come before the House for consideration on a subsequent day is ordered printed in the Record in advance, in lieu of or in addition to the printing in document or bill form. A bill which during prolonged consideration in the House may have been largely amended, and is expected to come up for final vote on a given day, is often ordered printed in the Record with all the amendments—simply for the convenient perusal of members. So a report, presented at the adjournment of one day to be called up for consideration on the next, is frequently ordered printed in the Record. There seems to be on the part of members an idea, whether well or ill founded, that a report or bill thus ordered into the Record will come before them more promptly and in more convenient shape than if ordered merely in document form.

The CHAIRMAN. Are there any further suggestions you can make to the committee?

Mr. BROWN. Allow me a word more on the subject of the proposed editorship. If any "editor" should undertake to abridge or condense the speeches or proceedings, I am convinced there would be, while the system lasted, no end of dissatisfaction; and the "editor" would before long be required to "step down and out," leaving as a very unsatisfactory legacy a mutilated Record. I fear that "editing," even in the limited form indicated by the Chairman a few moments ago, would largely impair the value of the Record as a permanent reference book, which should be intelligible on its face without recourse to other documents, possibly inaccessible. On this subject of "editing" the debates there is a precedent worth remembering. Thomas H. Benton spent the last years of his life upon an abridgment of Congressional debates, which was designed to extend from the beginning of the Government down to the period in which he worked. Mr. Benton's task was ably done; I doubt whether Congress could hire an editor of Mr. Benton's ability; but so far as the work proceeded it was largely, I believe, an abridgment of the speeches of men whom death had deprived of opportunity to make complaint. Whether even the great Benton could have given satisfaction in an attempt to abridge the utterances of his contemporaries, especially if the abridged version were to remain as the only permanent record, may be doubted. At any rate, this masterly work, because it is an abridgment and not a complete record of debates, is rarely referred to. During my experience in the House I have never known an extract to be taken from Benton's Abridgment or a reference made to it. The historical student or investigator seeks always the original and fuller report which was the basis of the abridgment.

Mr. RICHARDSON. Can you make any suggestions in regard to the typographic appearance of the Record? I remember that one of your corps, I can not recollect which one, suggested to me on one occasion the propriety of some changes in that respect.

Mr. BROWN. Your remark tempts me to say something which I trust will not be regarded as out of place. I think the typographical appearance of the Record will be somewhat improved, and certainly the economy of its production will be very largely promoted, when the Government Printing Office shall adopt the Mergenthaler composing machine, or any similar machine which upon fair experiment may prove equally or more efficient. Wide-awake men believe that hand-composition, the primitive method of the fifteenth century, must shortly give place to

machine-composition, the improved process of our own age. In a word, for the great mass of the compositor's work, the "case" and the "composing-stick" "must go."

STATEMENT OF MR. THOMAS H. McKEE, SUPERINTENDENT OF THE HOUSE DOCUMENT ROOM.

The CHAIRMAN. Please state your name and official position.

Mr. MCKEE. Thomas H. McKee, superintendent of the document room of the House.

The CHAIRMAN. How long have you held that position?

Mr. MCKEE. Two years.

The CHAIRMAN. For what length of time have you had familiarity with the matter of the publication and distribution of documents?

Mr. MCKEE. I have been employed for 10 years in the libraries and document rooms of the two Houses of Congress—6 years in the Senate and 4 years in the House.

The CHAIRMAN. You heard the testimony of Mr. Amzi Smith, the superintendent of the Senate document room, did you not?

Mr. MCKEE. Yes, sir.

The CHAIRMAN. I wish you would go on in your own way, taking up the different publications of the Government, such as bills, joint resolutions, concurrent resolutions, journals, and documents generally, and give to the committee such information as you may have concerning the present publication of such documents, and suggest what changes are desirable in the interest of economy and better distribution.

Mr. McKEE. Beginning with the number of House bills that are printed, there are printed 510 copies of House public bills, while of Senate bills there are 750 copies printed for public use. The House document room receives 375 copies of each House public bill, which is scarcely enough to go around. It leaves us but little margin. It will be necessary to increase the number of public bills delivered to the House document room, a small number at least, for the reason that during past Congresses, up to and including the Forty-eighth Congress, there were distributed through the Clerk's document room of the House about 135 copies to the Departments and elsewhere, to the Clerk's working force, but that number was cut down during the Forty-ninth Congress, until there are about 25 copies delivered to the Clerk's document room; so that all the calls from the Departments, from the Clerk's working force, and from all other sources, upon the document room of the House, are such that we are not able to supply public bills. The experience of the last 2 years demonstrates very plainly the necessity for an increase in the number of public bills. The number ought to be increased at least 50. We receive now 375. It ought to be 425. Another reason why this increase should be made is that we distribute about 50 copies to the newspaper correspondents, and there is also an increase in the number of Representatives; and when this distribution is made it leaves the number short, in case each member calls for a copy. Of the private bills, we receive 100 copies. We have been able to get along with that number; we do not ask for an increase. The only increase we would ask other than in public bills would be in the House reports.

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The CHAIRMAN. Before passing from the subject of bills, I will ask you if you have examined Senate resolution 38?

Mr. McKEE. Yes, sir; I have it before me.

The CHAIRMAN. By that resolution it is proposed to make a distinction between the number of Senate public and private bills printed, which distinction is already had in the House of Representatives. Do you think that a desirable change?

Mr. McKEE. Yes, sir. The number of Senate public bills which the House document room would receive under this resolution, as you will notice in lines 9 and 10, is 326 copies. That is not 1 apiece for the members of the House, and less than 1 apiece is not at all satisfactory, because of some bills every member claims his copy, especially where it is a reprint of a House bill—appropriation bills and all other kinds included. We only get 326 copies, and it is not one apiece for the members. It does not leave any for the files, for the working force of clerks, or for any other purpose. Hence there ought to be an increase there.

The CHAIRMAN. How much of an increase?

Mr. McKEE. Of the public bills of the House printed in the Senate we ought to have 425 copies, because the same demand is made upon us in each case.

The CHAIRMAN. Then, as I understand you, it is desirable to make a distinction between the number of public and private bills printed?

Mr. McKEE. Yes, sir.

The CHAIRMAN. You think that of Senate bills of a public character you should have 425 copies?

Mr. McKEE. Yes, sir.

The CHAIRMAN. How many Senate bills of a private character do you require?

Mr. McKEE. We have been receiving 326 copies of Senate private bills. I think 100 would be sufficient.

The CHAIRMAN. Is not 100 more than you need?

Mr. McKEE. We receive 100 copies of the private bills of the House, and if it is a House bill printed in the Senate I can see no difference between the Senate print and the House print of the same bill.

The CHAIRMAN. By the terms of Senate resolution 38 it is proposed to deliver to the document room of the House 375 copies of public bills ordered by the House. Is that sufficient?

Mr. McKEE. The number ought to be 425.

The CHAIRMAN. And of private bills, by section 4 of Senate resolution 38, you are to receive 125 copies. Is that sufficient?

Mr. McKEE. One hundred would be sufficient.

The CHAIRMAN. Have you any further suggestions to make concerning private bills and joint resolutions?

Mr. McKEE. I believe I have stated that 100 copies of Senate private bills would be sufficient. We will receive a less number by the suggestion I have made. It would decrease the whole number of copies printed by law, and give us more public bills instead of private bills.

The CHAIRMAN. It would be an increase, however, over the number provided in Senate resolution 38.

Mr. McKEE. Not when you take into consideration the number of private bills that you propose to deliver to us. We have cut that down 25 copies below what is proposed in this resolution.

The CHAIRMAN. What do you think as to the advisability of print-
[69] ing the concurrent resolutions of the two Houses in bill form?

Mr. McKEE. I think there ought to be a series of resolutions in bill form, and they ought to be discontinued as miscellaneous documents. We have more confusion and more trouble in the House on that account than anything else. The rules of the House now provide that no resolution shall be printed when presented in the House, except in the Record. It is referred to a committee without printing, and is not printed as a miscellaneous document until it is reported back from the committee, and we have no prints of resolutions, therefore, unless they are reported back from committee.

The CHAIRMAN. Do you refer to House resolutions or concurrent resolutions?

Mr. McKEE. Both come under that rule.

The CHAIRMAN. You would print in bill form not only concurrent resolutions, but also House resolutions.

Mr. McKEE. Yes, sir. I would make a series of them. The number might be limited.

The CHAIRMAN. In other words, you would treat House and concurrent resolutions in the same manner that you would bills and joint resolutions?

Mr. McKEE. Yes, sir.

The CHAIRMAN. Except, perhaps, limiting the number to the number of private bills?

Mr. McKEE. Yes, sir. If the matter were of a public nature, I would print the number required under the rule for a public bill, but if it were of a private nature and not of much importance, I would reduce the number to about 100 copies. That would make a permanent file, and they would be accessible when required.

The CHAIRMAN. Please take up next the Journals of Congress. Have you examined the bill that was approved on the 19th day of March, 1888, being public act No. 330, of the second session of the Fiftieth Congress?

Mr. McKEE. Yes, sir. By the provisions of that act the Journals were taken from the Clerk's document room of the House and sent to the House document room by an error. They of right belong to the Clerk's document room, where there is a folding department and a mailing department having charge of that class of work. I am informed by General Clark, who was then Clerk of the House, that the language of the act referred to was changed from "Clerk's document Room" to "House document room" by an error. The Journals come to me and I have no place to store them. I have no means of folding them, and they have become a kind of incubus on us in the House document room.

The CHAIRMAN. What language would reach the difficulty?

Mr. McKEE. Strike out the language in this act, "House document room," and insert "Clerk's document room of the House." The number, under the present arrangement, is sufficient for practical purposes, except that the reserve copies for members must increase with the new apportionment. There was a small surplus, perhaps five or six, in the last distribution. Of the next item, public laws, we receive 1,000 copies

The CHAIRMAN. That is, of the slip laws?

Mr. McKEE. Yes, sir. That is about right for the public laws; but the private laws might be reduced 900 copies with safety.

The CHAIRMAN. Making 100 in all.

Mr. McKEE. Yes, sir. I think 100 would be sufficient. There is
[70] scarcely any call for them. Of the reports of committees we are at present receiving 353 copies. We have 336 Members and Delegates; so that we will not have one copy apiece for the Members and Delegates

for distribution in the next House of Representatives, unless there is an increase in the number of reports. It ought to be 400 copies. The House, by a very questionable resolution, now allows each member to file his name at the Government Printing Office and receive his copy of each report direct from the Printing Office. At the close of the last session of Congress 42 members were receiving one copy each from the Printing Office, cutting down the number that I received to 311, and yet calls were made on me for copies by these same members, compelling me to keep books against every report issued. It is absolutely necessary to keep an open account. Of course I do not see how this committee can remedy a matter of that kind; but where the document room is absolutely limited to one copy for each member, it becomes a matter of great importance.

Mr. HAWLEY. A statute can remedy that.

Mr. MCKEE. It could be remedied by law, of course, so that it could not be changed by a rule of the House, and I think that is a proper thing to do. In two or three instances in the last Congress we had a great deal of trouble; for instance, in the case of the Senate report on the Nicaragua Canal, we have absolutely had to refuse to furnish copies to the President of the United States, the Secretary of War, and all of the heads of Departments, because we did not have a single copy to spare.

Mr. HAWLEY. There ought to have been a republication of the report.

Mr. MCKEE. The same was true of the report on the merchant marine, and also of the tariff and silver reports.

The CHAIRMAN. Those are printed in extra numbers.

Mr. MCKEE. In the Senate you have a surplus of these same reports. For instance, of House documents you have 125 copies, giving you a margin of nearly 50, while in the House we have no margin at all. There ought to be a slight increase in the number of documents received in the House on account of the increase in the membership, allowing us at least 50 copies, so that we could supply newspapers. There is a great clamor on the part of the newspaper men immediately on the receipt of a public document for copies of it; but they can not be furnished, as there is no place where they can be obtained, and it works a great hardship in many cases. The number ought to be increased to 400.

The CHAIRMAN. You are speaking of the up-number?

Mr. MCKEE. Yes, sir.

The CHAIRMAN. As to documents, you are familiar, of course, with what is known as the "up," or unbound "number," which is a portion of the 1,734 copies which constitute the "usual number," and with what are known as "reserve" documents?

Mr. MCKEE. Yes, sir.

The CHAIRMAN. What suggestions have you to make, if any, as to the continuance of the present system, by which a certain number are distributed unbound, and the remainder, a long while after the material has been gathered, distributed in bound form?

Mr. MCKEE. I think it would be of great advantage to the public service if they were all printed at the same time.

The CHAIRMAN. Do you take into consideration the fact that if they were all printed during or immediately after a session of Congress they would necessarily be published without an index?

Mr. MCKEE. Yes, sir.

The CHAIRMAN. How would you remedy that? [71]

Mr. MCKEE. By a consolidated index, as recommended by Captain Brian in his testimony. I would suggest the printing of a consolidated index of all documents and reports, bound in a separate volume.

The CHAIRMAN. Would you issue the usual number, whatever it may be maintained at, in bound or unbound form?

Mr. MCKEE. In unbound form, as long as the privilege of binding is continued. There would be a saving of at least $100,000 a year if that plan were adopted. In the Fiftieth Congress, for 331 Members, there were bound 51,000 volumes. I made a careful estimate from the Public Printer's Report, which showed that the cost of these, together with the cost of the extra binding that was done, amounted to more than $100,000. That amount could be saved, and yet each Member would have the privilege of having bound one copy of anything that he might desire.

The CHAIRMAN. If the distinction between the reserve document and the up-number or unbound document is destroyed, it will not be necessary to keep up so large a number as 1,734, will it?

Mr. MCKEE. No, sir. I think, however, it is proper to continue the binding of a portion of the reserve number for libraries and other depositories that have been receiving them from the beginning of the Government, or from the time this rule was adopted. I think that would be a good thing to do; but I would suggest that the distribution to the several Departments here in Washington be discontinued. Of those which are now bound we deliver 99 copies to the Departments, making 7,552 books of the Fiftieth Congress sent to the several Departments. I have here a list, showing this distribution.

The CHAIRMAN. It can be made a part of your testimony.

The list referred to is as follows:

Adjutant-General's Office, 1 copy.
Secretary of War, 3 copies.
Engineer's office, 2 copies.
Ordnance Office, 1 copy.
General of the Army, 1 copy.
Paymaster-General, 2 copies.
Surgeon-General, 2 copies.
Commissary-General, 1 copy.
Quartermaster-General, 1 copy.
Secretary of the Treasury, 2 copies.
Solicitor of the Treasury, 1 copy.
Second Comptroller, 2 copies.
Register of the Treasury, 1 copy.
Commissioner of Customs, 2 copies.
Treasurer United States, 1 copy.
First Auditor, 1 copy.
Second Auditor, 1 copy.
Third Auditor, 1 copy.
Fourth Auditor, 1 copy.
Fifth Auditor, 1 copy.
Sixth Auditor, 1 copy.
Light-House Board, 2 copies.
President of the United States, 2 copies.
Postmaster-General, 2 copies.
Attorney-General, 2 copies.
Smithsonian Institution, 3 copies.
Secretary of the Interior, 2 copies.
Commissioner of Patents, 1 copy.
Commissioner of Indian Affairs, 1 copy.
Commissioner of Pensions, 2 copies.
General Land Office, 2 copies.
Bureau of Education, 1 copy.
Secretary of the Navy, 2 copies.
Coast Survey, 1 copy.
Bureau of Provisions and Clothing, 1 copy.
Bureau of Yards and Docks, 1 copy.
Bureau of Naval Ordnance, 2 copies.
Bureau of Medicine and Surgery, 1 copy.
Bureau of Naval Engineering, 1 copy.
Naval Observatory, 1 copy.
Commissioner of Public Buildings, 1 copy.

Eleven copies of the same class are mailed to the following depositories under statutes:

Military Academy, 1 copy.
Naval Academy, 1 copy.
Mint at Philadelphia, 1 copy.
Mint at New Orleans, 1 copy.
Mint at San Francisco, 1 copy.
Mint at Carson City, 1 copy.
Soldiers' Home, Hampton, Va., 1 copy.
Soldiers' Home, Dayton, Ohio, 1 copy.
Soldiers' Home, Milwaukee, Wis., 1 copy.
Soldiers' Home, Leavenworth, Kans., 1 copy.
Soldiers' Home, Marion, Ind., 1 copy.

Of the remaining 24 copies 5 are retained in the office of the Clerk, and 19 copies are delivered to certain foreign legations in Washington.

[72]

Mr. MCKEE. That distribution, together with all the distributions of unbound documents carried on through the folding room of the Senate and the Clerk's document room of the House, with the exception of the eleven copies mentioned in the preceeding list, is entirely without authorization by statute. No man living can find where the authority comes from. It has grown up under rule. There is no statute for any of that distribution. In the House, during the Forty-eighth Congress, they absolutely discontinued the distribution of all of the unbound documents. There were 135 copies in unbound form delivered to the Clerk's document room, which were to be distributed to the several Departments, in accordance with the list which I have presented. There was a wagon provided for the purpose, and the Clerk was charged with the distribution. In the Forty-eighth Congress they simply discontinued it, and instead of receiving 335 copies in the Clerk's document room they receive only 25 copies of bills, and 100 copies of documents and reports, and do not distribute them to anybody. They have not a single depository to which they send any of the 100 copies they have for distribution.

The CHAIRMAN. They are allowed to accumulate there, I presume.

Mr. MCKEE. Yes, sir; and the Clerk gives them to any one he chooses. If they can discontinue the distribution of the up-number without any conflict, certainly they can discontinue the distribution of the 99 copies of the reserve number just as well.

The CHAIRMAN. Does the list you have presented, showing the distribution to the Departments, refer to bound or unbound copies?

Mr. MCKEE. The list I have here refers to the bound documents; but there was a like distribution of the up-number, including bills and

joint resolutions. They were hauled around in a wagon, twice a week, to each of the places named in a list kept by the Clerk's document room. Of the 90 copies of which I have been speaking, there are 11 copies the distribution of which is provided for by special statute. They are sent to the Military Academy, the Naval Academy, the mints at Philadelphia, New Orleans, San Francisco, and Carson City, and the soldiers' homes at Hampton, Dayton, Milwaukee, Leavenworth, and Marion. There could be a large reduction, if not an entire discontinuance, of that distribution, for the documents are treated in the Departments pretty much as they are in the committee rooms. They do not want them, but they are received and stored in the vaults and cellars.

The CHAIRMAN. Would you keep up the present distinction between documents in the two Houses, as to there being executive and miscellaneous documents?

Mr. MCKEE. I am somewhat inclined to say no. The distinction is so fine that it leads to confusion. It is a little like the distinction between a private law and a public one, or a private resolution and a public one. For instance, an act is passed placing General Grant on the retired list as General of the Army. It is a private law; but we would look for it, very naturally, as a public law. It seems to me it ought to be a public law. The same class distinction runs through the public documents.

The CHAIRMAN. There must be a power somewhere, of course, to decide what is a public and what a private bill, and what is an executive document and what a miscellaneous document.

Mr. MCKEE. It is not safe to leave that to the Clerk of the House and the Secretary of the Senate. I think it would be better to have the bills numbered as documents now are. I think the Public Printer exercises exclusive jurisdiction in that matter when the documents are [73] sent down to him. The numbering is done in the Printing Office. They have no power, perhaps, to change it; but it is at their discretion. The foreman of printing has discretionary power, under the practice, in fixing that division, for the record is made up at the Printing Office. We have to apply to the Printing Office to find out what the number of a document is after it is sent down from the House of Representatives, because it is not numbered in the House. It is sent down to the Printing Office and numbered there. They keep a series there and number it as they see fit. The House has been working for some time under a rule or order that permits a certain number of public bills to be printed, and another and different number of private bills. That distinction, as between the two classes of bills, has been made in the Government Printing Office. So far as House bills are concerned, the Clerk of the House determines the matter; but the distinction between miscellaneous and executive documents is made by the Public Printer.

From the beginning of the First Congress up to and including the Twenty-ninth Congress there was no distinction made. Our series of miscellaneous documents began with the Thirtieth Congress. Perhaps it would make more confusion to go back to the old rule in regard to documents than it would to continue as at present; but there is considerable confusion now. For instance, the Secretary of War sends a communication to the House of Representatives, addressed to the chairman of the Committee on Military Affairs, and it is classed as a miscellaneous document, while the same day he sends a communication on the same subject to the House of Representatives, addressed to the Speaker, and it is made an executive document. The outside world does not know anything about it, and one-half of the members no not.

The CHAIRMAN. Do you mean to say that a communication addressed to the chairman of a committee, and by him laid before the House, finds its way to your room as a miscellaneous document?

Mr. MCKEE. Yes, sir.

The CHAIRMAN. I do not see how that can be. Unless it is addressed to the Speaker, it is not printed at all, is it?

Mr. MCKEE. Yes, sir.

The CHAIRMAN. Every communication that comes from the head of a Department to the chairman of a committee is not laid before the House, is it?

Mr. MCKEE. No; but if it is laid before the House it is printed as a miscellaneous document.

The CHAIRMAN. In rare instances.

Mr. McKEE. There are hundreds of them printed.

The CHAIRMAN. Either you do not understand me or I do not understand you. This committee constantly has correspondence with the heads of Departments as to the advisability of certain publications, and the head of a Department, in such a case, transmits his reply to the chairman of this committee. That communication never appears in print anywhere, unless it appears as part of a report. General Hawley, as chairman of the Committee on Military Affairs, sends every bill that comes to his committee to the Secretary of War for his consideration, and he receives it back from the Secretary of War accompanied by a communication giving his views; but it goes to him officially, as chairman of the committee. It is never laid before the committee and is never printed unless it appears as part of a report. Why do say you that communications from the heads of Departments to the chairmen of committees, that are laid before the House, are printed as miscellaneous documents?

[74]

Mr. McKEE. Where a communication is directed by the Secretary of War to the chairman of the Committee on Military Affairs and is laid before the House it is printed as a miscellaneous document.

The CHAIRMAN. It is not printed.

Mr. McKEE. I can find you plenty of examples.

The CHAIRMAN. How does it come?

Mr. McKEE. They are printed in the form of letters.

The CHAIRMAN. Is that not where they come to the Speaker for transmission to the House?

Mr. McKEE. No, sir. I will find you an example if you desire it. See House Mis. Doc. No. 22, second session, Fifty-first Congress. One of the worst difficulties I had during last session was a case of that kind, where a Member of Congress applied to me for a report of the Secretary of War touching a certain matter which he said was an executive document. I looked very thoroughly through my executive documents, but could not find it, and reported my failure to him. He said: "I am so confident that it is an executive document that I will not take 'no' for an answer. I have a copy of it in my desk, and I think I can find it." He went to look for it, and when he brought it, it proved to be a letter of the Secretary of War, addressed to the chairman of a committee, and it was printed as a miscellaneous document. There are a great many letters printed.

The CHAIRMAN. How do they come to be printed?

Mr. McKEE. The method of getting them before the House is a matter I am not so familiar with. The chairman of a committee might bring in such a communication and ask that it be printed. It is then printed as a miscellaneous document.

The CHAIRMAN. That I understand; but your statement can not be correct that communications coming from the heads of Departments to the chairman of committees of either House are printed in any form unless they are laid before the House itself.

Mr. McKEE. That is true, but the document on its face does not show how it was ordered to be printed. I can not see the difference. The confusion that arises is just the same.

Mr. HAWLEY. Those communications are always printed as executive documents, are they not?

Mr. McKEE. No, sir. If addressed to the chairman of a committee they are printed as miscellaneous documents. We frequently have two documents on the same subject, one an executive document and the other a miscellaneous document, and because of that fact there is great confusion in the minds of members. I have been keeping, this Congress, an index of both. I keep them together, and under my title I find one as well as the other. I do that for my own protection. I have called attention to this matter for the reason that it makes confusion in the document room, where two communications on the same subject, one to the Speaker of the House and another to the chairman of a committee, are printed, one as an executive document and the other as a miscellaneous document.

The CHAIRMAN. If you have any other suggestions you would like to make in connection with the subject, the committee would be glad to hear them.

Mr. McKEE. I would say that by reason of the curtailment of the distribution from the Clerk's document room the public, the Depart-

ments, and the foreign legations making calls upon the House are now dependent upon the House document room. Heretofore they were furnished from the Clerk's document room. I really can not see why there [75]
should be two document rooms in the House, anyway. That is merely a suggestion, and is perhaps a matter of which I ought not to speak. They are only receiving 25 public bills and 100 documents in the Clerk's document room, and yet they are keeping up a file room and document room for that number. I think the whole matter might be very much simplified, and there would certainly be a saving of labor if the work were all done under one head. The Clerk of the House ruled in the last Congress that there is no statute under which he is expected to furnish to the Departments or to the several branches of the Government these bills when called for; therefore the statute ought to define that matter. If you should prepare a statute under which the distribution is to be made it ought to embrace an item with reference to the distribution through the House. I think the distribution to the Departments, if any is made at all, ought to be made from the Government Printing Office. The House is receiving now and you are receiving in the folding room of the Senate 160 copies of bills, resolutions, and reports for distribution by the folding rooms to the Departments.

The CHAIRMAN. That has been discontinued so far as the Senate is concerned.

Mr. MCKEE. If that distribution is to be continued it could be done better from the Government Printing Office; and the same is true of the leather-bound books, the reserve number. It would be much better to send them direct from the Government Printing Office, instead of through the Clerk's Document room, and it would save handling them two or three times. They are not folded in the House. They are simply receipted for by the Clerk and passed into his room, and from there they are sent to the Departments.

The CHAIRMAN. Is there anything else you have to suggest?

Mr. MCKEE. There is one other fact I want to call to the attention of the committee, and that is that the difficulty in the receipt and distribution of printed matter in the House has grown very largely out of the rules of the House. The Clerk is charged under the statute with the distribution of the bound copies to the press and to the Departments, while the document work at present is all under the Doorkeeper, and there is considerable conflict over there between the Clerk and the Doorkeeper, or, rather, the Clerk is receiving the orders for these documents, and is compelled to send his orders to an officer who is under the Doorkeeper, the Clerk having a frank, and the Doorkeeper having no frank; so that we are in some confusion in that direction.

The CHAIRMAN. That is a matter for the House to consider.

Mr. MCKEE. Yes, sir; that is for the House. I do not know that I have anything further to offer, except to say that until the House provides more space for the document room it can never have efficient document service. Mr. Smith, in the Senate, has 20 square feet of room where the House document room has 1, and yet he has no available room for the enlargement of his work. We have not one-twentieth the room he has, and the document work is suffering in consequence. We have even had to throw the bills of the Fiftieth Congress away, because we had no place to put them.

The CHAIRMAN. Are you using any part of the apron extension?

Mr. MCKEE. We are using two rooms; but they are inside rooms, and very wet and damp, which causes the documents to mold.

The CHAIRMAN. Is it not the intention to relieve the strain somewhat by using some of the rooms in the two buildings lately rented?

Mr. MCKEE. I believe that is the intention. Some change is necessary, certainly. [76]

The CHAIRMAN. I desire at this point to introduce for the consideration of the committee a communication handed to me by the Secretary of the Senate, being a letter from Hon. John Davis, M. C., of Kansas, relating to the publication and distribution of documents.

The letter referred to is as follows:

JUNCTION CITY, KANS., *April* 11, 1891.

Mr. ANSON G. MCCOOK,
Washington, D. C.:

SIR: I herewith inclose a circular, showing the public-document question to be an important one, highly appreciated by the people as a powerful means of education

in a line not followed by other educational forces. I have a single suggestion to make to the committee of which you are secretary: That the committee recommend to Congress that once in two years a full *catalogue* of the current publications authorized by Congress be published for free distribution, with a short statement of the character of each, and the name of the proper office or officer to be addressed in asking for copies, *and* the *terms* of distribution, whether or not. I hope you will mention this to the committee.

Very respectfully,

JOHN DAVIS, *M. C.*

The CHAIRMAN. I also desire to introduce a copy of the circular referred to by Mr. Davis in his letter, coming from the special committee on political information, appointed at Denver, Colo., by the general assembly of the Knights of Labor.

The circular referred to is as follows:

Public county libraries for each of the counties in the United States, to consist of books, pamphlets and documents published by the general, State, county and municipal governments in the United States, for public use; the same being in accordance with a plan approved by the general assembly of the Knights of Labor at Denver, Colo., November, 1890, and since that time indorsed by numerous farmers' organizations, as well as by individuals and public audiences in many parts of the country.

PUBLIC COUNTY LIBRARIES IN EACH OF THE SEVERAL COUNTIES OF THE UNITED STATES.

The special committee on political information appointed at the Denver session of the general assembly of the Knights of Labor submitted the following report:

In looking over the field before us, we find the situation most peculiar. We are in a comparatively new country, with institutions based on the most advanced and liberal ideas, where every man is a sovereign with political privileges, and corresponding duties and responsibilities, scarcely equaled in any other country in ancient or modern times.

We find colleges and schools of learning in literature, art, science, and industry; yet touching economic questions, which should and do form the themes of current politics, we find in most of these institutions of learning, either utter silence, or we find there taught the doctrines and teachings of the mediæval ages, when man was a serf and the monarch or the feudal baron was his master.

As examples of this abnormal state of things, we find the leaders of thought in the great colleges and universities teaching that the money function must necessarily be attached to commodities of intrinsic or commercial value equal to the face value of the money, counting the sovereignty of law and receivability in the revenues as nothing. Still worse, we find a very powerful leadership in educational work in the country, discarding all money materials except gold. This doctrine applied in practice makes the owners of gold the masters of the nation.

We also find that, practically, the public railroad highways of the country are surrendered into the hands of corporations; that "levy tribute at will on all our vast industries;" also, that, under our present shipping laws, this greatest and richest nation in the world has lost its legitimate position on the high seas.

Now, in our opinion, there are in existence abundant documents and literature to work the overthrow of the damaging errors and practices here alluded to, with many minor grievances that affect society. The said documents and literature are continually accumulating through the discussions in Congress and in the messages, reports, and addresses of the public officers and committees of the general and State governments. [77] Strange as it may seem, there are no systematic, general, and effective methods or facilities in existence for placing the said documents and literature in the hands of the people, in positions accessible to the great mass of the reading and inquiring public.

Your committee therefore recommends that the General Government be requested and urged to proceed as promptly as practicable to erect in each county seat of the United States one Government building, except in such counties as are now supplied with such buildings. Said Government buildings should, primarily, be for postal purposes. Such United States officers as may have their headquarters in the respective counties shall have their offices, books, and papers in the said United States building. Supplementary to the above, additional rooms or floors should be provided to be used as libraries, reading rooms, and lecture hall. This library shall be the depository of the Congressional Record and all the official messages, documents, and reports printed at the expense of the General Government and of the respective States, counties, and municipalities in which the building is located. Said buildings, libraries, and rooms shall be under the care and special supervision of the respective postmasters occupying the building, with authority to employ necessary assistance.

Your committee hereby requests and urges upon our United States Senators and Representatives in Congress to enact such laws as are necessary to accomplish the objects here indicated, that our people may be able to refer to and profit by the information in current politics these public documents afford, which, although published by the General and State Governments, is not now properly placed in the hands of the people for convenient use.

While awaiting the action of Congress, we request and urge upon all Knights of Labor and all kindred industrial organizations to consider the wisdom of providing at least one library and lecture hall in each county; and then make application to their respective Representatives, their United States Senators, to the several departments of the General Government, and to their State, county, and municipal officers, to supply such libraries with the current issues of the Congressional Record, and all

the executive and departmental and official reports and documents, including, especially, reports on land, labor, finance, and transportation, and all consular and scientific reports. These reports and documents are exceedingly rich in statistical information of great value to the people. Not a science, not an industry, not an enterprise, not an art, connected with this country and its institutions, or the countries with which our country has diplomatic or commercial relations, which is not exhaustively treated in the reports and documents issued by the General Government.

Your committee, therefore, would urge most earnestly the great importance of creating a nucleus in each county for a public library, and thus to utilize the valuable means of information now within the reach of only a favored few. We suggest, also, the importance of organized effort in the line of action herein proposed.

Respectfully submitted.

JOHN DAVIS,
Junction City, Kans.
J. R. SOVEREIGN,
Des Moines, Iowa.
RALPH BEAUMONT,
Addison, N. Y.
EDWARD J. LEE,
Albany, New York.
JAS. CAMPBELL,
Pittsburg, Pa.

[Addresses of responsible custodians of books in the Fifth (Kansas) Congressional district, where libraries are desired.]

John Davis, M. C., Fifth Congressional district, Junction City; C. H. Willes, Junction City; W. D. Vincent, Clay Centre; Ed. Eustace, Wakefield, Clay County; A. A. Carnahan, Concordia; George W. Coffey, Concordia; C. W. Converse, Glasco, Cloud County; M. Senn, Enterprise, Dickinson County; B. C. Cranston, Abilene; Rev. J. Wilson, Frankfort; James Shearer, Frankfort; Marion Patterson, Blue Rapids; J. C. Murphy, Minneapolis; John D. Cooper, Delphos; E. A. Ellingson, Scandia, Republic County; William H. Bower, Manhattan; A. P. Collins, Salina; A. C. Patter, Salina; George E. Hathaway, Washington; D. M. Watson, Washington; Maurice McAuliffe, Salina.

NOTE.—Senators and Representatives in Congress, the heads of departments in the General and State Governments, and other public officers, are respectfully solicited to send such books and documents as they may have for distribution to the above addresses. Authors and publishers of books on political, economic, financial, and

industrial subjects will find it to their advantage to place copies of their works on the shelves of our country libraries as a means of profitable advertising.

The public press can render a valuable service to the public at large by noticing and discussing this scheme of "public county libraries" in their columns, that the plan may be known, considered, and adopted in other parts of the country.

Respectfully submitted.

JOHN DAVIS, M. C.,
Junction City, Kans.

Adjourned to meet at 11 o'clock a. m., April 16, 1891.

WASHINGTON, D. C., *April* 16, 1891.

The committee met pursuant to adjournment.

Present: Mr. Manderson (chairman), Mr. Hawley, and Mr. Richardson, of the committee; also Mr. John G. Ames, superintendent of documents of the Interior Department; Mr. J. S. Hickcox, superintendent of the Senate folding room; Mr James W. White, foreman of binding; Mr. Thomas B. Penicks, superintendent of the folding room of the Government Printing Office, and Mr. Bowman H. Shivers.

STATEMENT OF MR. BOWMAN H. SHIVERS.

The CHAIRMAN. Please state your name and official position.

Mr. SHIVERS. Bowman H. Shivers. I am a clerk in the Clerk's document room of the House.

The CHAIRMAN. How long have you been such?

Mr. SHIVERS. Since December 15, 1889—during the last Congress.

The CHAIRMAN. Before accepting that position had you any experience in connection with the document and folding rooms of either House?

Mr. SHIVERS. No, sir. I was an employé of the Senate for about 5 years previous to that.

The CHAIRMAN. In what capacity were you employed by the Senate?

Mr. SHIVERS. As a messenger.

The CHAIRMAN. Are you familiar with the disposition that is made of documents in the House document room?

Mr. SHIVERS. I am familiar with their disposition in the Clerk's document room.

The CHAIRMAN. Please explain the distinction, if there is any, between the Clerk's document room and the House document room.

Mr. SHIVERS. We receive at the Clerk's document room the sheep-bound books, of which each member of Congress receives a copy. We also receive 99 volumes of the same books, which are distributed throughout the various Departments, to the foreign legations, to the mints, to the soldier's homes, and to the Military and Naval Academies.

The CHAIRMAN. Can you give any reason for the continuance of two independent document rooms in the House?

Mr. SHIVERS. They could be consolidated and run as one document room.

The CHAIRMAN. Out of the usual number of documents that are printed by order of Congress, which the committee understands to be 1,734 under existing rule, about one-half of what are known as the "up" documents go to the House document room, do they not?

Mr. SHIVERS. Yes, sir.

The CHAIRMAN. And they are distributed by the superintendent of the House document room?

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Mr. SHIVERS. Yes, sir.

The CHAIRMAN. The other half, known as the reserve documents, go to the Clerk's document room, and are distributed from that room?

Mr. SHIVERS. The Clerk's document room receives 100 copies of all unbound documents; that is, the reports and miscellaneous documents. We also receive 20 copies of Senate documents.

The CHAIRMAN. What is the number of the force employed in the Clerk's document room of the House?

Mr. SHIVERS. There is a superintendent; I am a clerk under the House, detailed for duty in that department; there is a clerk of the document room itself; there are two laborers, and there is another man who is carried on the roll as a messenger of the library, and detailed for clerical duty. That is the whole force.

The CHAIRMAN. How many in all?

Mr. SHIVERS. There are six, altogether.

The CHAIRMAN. How many are employed in the House document room?

Mr. SHIVERS. I can not inform you as to the number employed there. I pay no attention to that room.

The CHAIRMAN. Does not this method of dividing the labor of distributing documents create confusion?

Mr. SHIVERS. There is no confusion at all. In the Clerk's document room we receive the documents that I have mentioned. Then we have charge of the special binding for members of Congress, which is my particular duty.

The CHAIRMAN. Do you have anything to do with the 353 copies of unbound documents that go to the House document room?

Mr. SHIVERS. No, sir; except as they come to us from the members to be bound.

The CHAIRMAN. But that is a matter outside of the distribution?

Mr. SHIVERS. Yes, sir.

The CHAIRMAN. How many unbound copies of House documents are received in the Clerk's document room?

Mr. SHIVERS. We receive 100 copies of unbound House documents.

The CHAIRMAN. And 20 copies of Senate documents?

Mr. SHIVERS. Yes, sir.

The CHAIRMAN. What disposition do you make of the 100 unbound copies of House documents?

Mr. SHIVERS. We generally put about 10 on file; 1 goes to the Clerk of the House, and 4 or 5 to the different clerks under the Clerk of the House, the index clerk, etc. The remainder are held as a reserve, on which the Clerk draws after the other rooms are exhausted.

The CHAIRMAN. How many of the bound or reserve documents go to the Clerk's document room?

Mr. SHIVERS. There are received at the Clerk's document room 348 and 99 volumes, making 447 volumes in all, of the sheep-bound books. That is 1 for each member, 5 for the Soldiers' Homes, 4 for the mints, 3 reserves that go on file, 1 for the Military Academy, 1 for the Naval Academy, and 90 volumes are distributed to the various Departments

and legations. That leaves a surplus of 4 or 5 volumes, which used to be distributed among the clerks of the House and placed on file; but there is no place to keep them now and they are held back as a reserve.

The CHAIRMAN. In addition to the 447 that go to the Clerk's document room, how many of the bound or reserve documents go to the House document room? [80]

Mr. SHIVERS. Under the last act the Senate and House Journals go to the House document room.

The CHAIRMAN. What has been your observation as to whether the members of the House of Representatives desire the reserve documents sent to them?

Mr. SHIVERS. My observation is that at least two thirds of the members have exactly the same books bound in different styles for their own libraries, with the exception of the reports, which are put together in large volumes. But fully two-thirds of the members have the most important executive and miscellaneous documents bound over in special form.

The CHAIRMAN. That is to say, members of Congress, as a rule, will take the unbound or up numbers and have them bound in library form?

Mr. SHIVERS. Yes, sir.

The CHAIRMAN. And being thus supplied with most of the documents, they do not desire the sheep-bound documents that come along a year or two afterward, with the index?

Mr. SHIVERS. I have never heard any expression on that point. They take them when we send them.

The CHAIRMAN. Do you send them to the homes of the members?

Mr. SHIVERS. Yes, sir; without any reference to a request on their part.

The CHAIRMAN. Have there been instances where you were requested not to send them?

Mr. SHIVERS. Not to my knowledge.

The CHAIRMAN. What is your opinion as to the advisability of continuing this division of the usual number, issuing one-half unbound and the other half bound?

Mr. SHIVERS. If I had anything to do with it, I would not issue any of the "sheep-skins" to members at all.

The CHAIRMAN. That is the reserve document?

Mr. SHIVERS. Yes, sir; I think it would be better to let the members have bound whatever they want bound. There are a great many of them of no account at all to members. That is my judgment. I may be mistaken.

The CHAIRMAN. Do you make any disposition of bills and resolutions in the Clerk's document room?

Mr. SHIVERS. We receive a few copies.

The CHAIRMAN. Is the entire distribution of bills and resolutions from the Clerk's document room or from the House document room?

Mr. SHIVERS. The principal distribution is from the House document room, but we receive 25 copies of House public bills and 15 copies of Senate bills.

The CHAIRMAN. What disposition do you make of them?

Mr. SHIVERS. We keep 5 or 10 on file, according to the number we receive; one goes to the Clerk of the House, and the others are distributed among the clerks.

The CHAIRMAN. Are you speaking of public or private bills?

Mr. SHIVERS. I am speaking of public bills. We receive no private bills.

The CHAIRMAN. What number goes to the House document room?

Mr. SHIVERS. I do not know.

Mr. HAWLEY. Where do the reporters get theirs?

Mr. SHIVERS. From the House document room or from our room. The stenographers get a great many of theirs from our room. [81]

The CHAIRMAN. So as to the bills and resolutions there is the same double method of distribution?

Mr. SHIVERS. Yes, sir.

The CHAIRMAN. Do you receive the Journals for the two Houses?

Mr. SHIVERS. Yes, sir.

The CHAIRMAN. How many copies of the Journals do you receive?

Mr. SHIVERS. We receive 25 copies of the House Journal and 5 copies of the Senate Journal.

The CHAIRMAN. Do you know the number that goes to the House document room?

Mr. SHIVERS. I do not.

The CHAIRMAN. What disposition do you make of those you receive?

Mr. SHIVERS. The Clerk of the House gets some, the index clerk gets some, and the remainder are distributed among the clerks as called for. I am speaking now of the unbound copies.

The CHAIRMAN. How many bound copies of the Journals do you get?

Mr. SHIVERS. We do not get any. By a special act passed 3 or 4 years ago they are delivered to the other document room for distribution.

The CHAIRMAN. That is, by the act of 1888?

Mr. SHIVERS. Yes, sir.

Mr. RICHARDSON. Can you suggest any way in which the management of the Clerk's document room can be improved?

Mr. SHIVERS. No, sir. It is run well enough. A large proportion of the business there is the special binding.

The CHAIRMAN. In the matter of binding for members of Congress, do you keep anything in the way of account or check, so that the same book shall not be twice bound for the same member?

Mr. SHIVERS. We keep an account of everything as it goes to the Government Printing Office and as it comes back.

Mr. RICHARDSON. In sending out the reserve, do you send the documents prior to any requisition for them on the part of the members?

Mr. SHIVERS. Yes, sir. Those sheep-bound books that we have been talking about go without any requisition. They go to the members by statute.

STATEMENT OF MR. JAMES W. WHITE, FOREMAN OF BINDING.

The CHAIRMAN. What official position do you occupy?

Mr. WHITE. I am foreman of binding in the Government Printing Office.

The CHAIRMAN. How long have you been such?

Mr. WHITE. About six years.

The CHAIRMAN. Had you any connection with the Government Printing Office prior to your appointment as foreman of binding?

Mr. WHITE. Yes, sir.

The CHAIRMAN. How long have you been connected with the office?

Mr. WHITE. Since May, 1861.

Mr. HAWLEY. Did you begin as an apprentice?

Mr. WHITE. No, sir. I was 23 years old when I went in. I am nearly 54 years of age.

The CHAIRMAN. It is noticed by the committee, and it has frequently been spoken of by members of Congress, that there seems to be a great deal that is confusing in the indorsement of bound books. The same publication, for instance the annual report of the Director of the Geo-

logical Survey, will appear as such an annual report of the Director of the Geological Survey; it will also appear in bound form as a part of the annual report of the Secretary of the Interior, but with nothing on the back to show particularly what it is, and it will also appear as a part of the message of the President and accompanying documents, being designated upon the back simply by number and by part, without any recital as to the character of the document. Under whose direction are these documents so indorsed?

Mr. WHITE. I can not tell you how that system originated; but I think Dr. Ames, the superintendent of public documents, can enlighten you on that subject. It is a custom that has been pursued ever since I have been in the office.

The CHAIRMAN. What is your opinion as to the advisability of keeping up this system of indorsement?

Mr. WHITE. I think the custom should be continued.

The CHAIRMAN. Do you not think it leads to a great deal of confusion, and not only that, but does it not lead to considerable duplication of documents in libraries, public and private?

Mr. WHITE. That is very likely, in some few cases; in private libraries more particularly. The public libraries would receive them only in sheep binding, and they have proper titles.

The CHAIRMAN. So that in the same Congress, under our system of distribution to public libraries and such individuals as are keeping up documents fairly well, there would be in each year three different copies of the same publication, with three different indorsements upon their back?

Mr. WHITE. No, sir. The public libraries could only receive one and that in sheep binding; individuals might receive duplicates.

The CHAIRMAN. What have you to say in defense of that plan?

Mr. WHITE. I can only say that it has been so for all time.

The CHAIRMAN. You believe it is well to continue the custom simply because it has existed heretofore?

Mr. WHITE. I think the people who have been used to receiving documents for their libraries would like to complete their sets; for instance, they would want the report of the Secretary of War, the report of the Chief Signal Officer, and the report of the Chief of Ordnance.

The CHAIRMAN. Is it your opinion that libraries generally would prefer to have the same book in those three forms, one as a part, we will say, of the report of the Secretary of the Interior, it being the report of the Director of the Geological Survey, another as a part of the message and documents of the President, and another as the special document ordered by action of Congress?

Mr. WHITE. I do not understand that libraries get them in that way. It is my understanding that public libraries get them through the Department of the Interior, in sheep-bound form. Senators and Members distribute documents, and the Secretary of War distributes his reports, but not to libraries throughout the country.

The CHAIRMAN. Has there been any very great increase during recent years in the binding of documents in special binding for members of Congress?

Mr. WHITE. Yes, sir; a very great increase.

The CHAIRMAN. How many documents does a member of Congress have bound, on an average?

Mr. WHITE. About everything that is issued, sir.

The CHAIRMAN. And in what form of binding?

Mr. WHITE. In half Turkey morocco. [83]

The CHAIRMAN. Can you give the difference in cost between the binding of an average-sized public document in half Turkey and in sheep?

Mr. WHITE. Yes, sir.

The CHAIRMAN. About how much would it be?

Mr. WHITE. The binding of an octavo document in sheep would average about $1, and in half Turkey morocco, about $1.25, and the quarto size would be about $2 for sheep and $2.50 for half Turkey morocco.

The CHAIRMAN. Have you any suggestions to make as to any proper change to be made in the binding of Government publications?

Mr. WHITE. Yes, sir; I have given this matter some little thought since I was told that I would be called before this committee. There is one change that should be made at once, and that is in reference to the binding of the Congressional Record for Senators and Members. Each Senator and Member has a copy of the Record bound up to date about every two weeks as the index appears, and the Records are sent to the bindery with the wire stitches in them. Those wires have to be taken out and the Records pressed, making the expense of binding them about $1.25 a volume. If the Public Printer were authorized to retain a sufficient number of copies unstitched, to be bound up as called for by Senators and Members, they could easily be bound for 75 cents a volume.

The CHAIRMAN. The difference in cost being the expense of taking out the wire stiches?

Mr. WHITE. Yes, sir; taking the old stitches out and preparing the Records for binding. The Record for the Fifty-first Congress made about 28 volumes.

The CHAIRMAN. That is, the two sessions?

Mr. WHITE. Yes, sir; I find that the saving by the plan I suggest would be about $6,000 in binding the number of volumes composing the proceedings of the Fifty-first Congress.

The CHAIRMAN. Your idea is that each member of Congress should be furnished, in the first instance, with the Record every morning,

placed upon his desk or delivered at his house, as he prefers, and that from his quota another copy should be retained at the Government Printing Office, unstitched, to be bound when the index comes out, which is every two weeks?

Mr. WHITE. Yes, sir; to be bound and delivered to each Senator and Member with his name on it.

The CHAIRMAN. The Records that are bound during a session of Congress are bound in the cheap style of binding, are they not?

Mr. WHITE. The House has them bound in half Russia. The Senate has them bound in half sheep, which costs about the same. I have figured that the saving by my suggestion would be about $6,000, and the members would get the bound volumes of the Record more promptly. Besides, we would have more floor space for our other work, and there would be a saving in the clerical force of our department. Every requisition is made separately. There are about 423 Senators and Members, and as each requisition comes separately it has to be jacketed, etc. By the plan I suggest each member would have a bound volume placed on his desk the second day after the index is out, while now he has to wait a week before he gets it. We have to make a jacket and enter the requisition in order to keep our business straight, and it is sometimes ten days after a requisition is received before the volume is ready to deliver to the member ordering it. Mr. Bartlett, the printing clerk of the Senate, sends in the requisitions of five or six Senators at a time;
[84] but the requisitions from the House come separately. I have known as high as 300 requisitions to come in one day.

The CHAIRMAN. Have you any suggestions to make in the interest of economy or a better service, so far as your department is concerned?

Mr. WHITE. Yes, sir. The Government sometimes issues a document, and probably every member of Congress will want one in library binding. The Public Printer might be authorized to set aside a sufficient number of such a document, have them bound, and send them to the members. That would save this extra binding and the pulling of books to pieces. When a cloth-bound book is sent to the Government Printing Office to be bound in library binding it has to be taken apart, section by section, and rebound.

The CHAIRMAN. That is also true of unbound publications that are simply stitched, is it not?

Mr. WHITE. Yes, sir.

The CHAIRMAN. Before they can be bound they must be taken apart again?

Mr. WHITE. Yes, sir.

The CHAIRMAN. All of which, of course, is attended with considerable expense?

Mr. WHITE. Yes, sir.

The CHAIRMAN. And your idea of the way to remedy that would be to keep a certain number of copies of each publication unstitched, with a view to ultimately binding them?

Mr. WHITE. Yes, sir.

The CHAIRMAN. Have you sufficient storage capacity to permit this?

Mr. WHITE. I am assuming now that we could bind the documents and send them out as fast as issued. But if not, the space required to store them would not be as great as that required to store them now, they being sent here in large mail sacks.

The CHAIRMAN. State concerning the rooms or parts of the Government Printing Office that are used for bindery purposes, as to their being of sufficient capacity for the accommodation of the force and work, and make any suggestions that you may think proper in that matter.

Mr. WHITE. I do not think we have near enough floor space to do the work in our bindery; I regard the building where we do the binding as unsafe.

The CHAIRMAN. What have you to say as to the chances of destruction by fire?

Mr. WHITE. I think it is very unsafe. If a fire should get headway the building would soon go down.

The CHAIRMAN. You had a fire there a short time ago, which started in the bindery, did you not?

Mr. WHITE. Yes, sir.

The CHAIRMAN. State the circumstances connected with that.

Mr. WHITE. I can not tell as to the origin of the fire, but in the morn-

ing, when I went to the office, it was reported to me that the watchman in lighting a taper had struck some gas that was escaping, and it exploded. That was one theory. We have never been able to find a satisfactory explanation. I have always thought that some one had been trying to kill roaches by throwing benzine around in places, and that the fumes from that ignited.

The CHAIRMAN. There was force enough present to extinguish the fire without much trouble, was there not?

Mr. WHITE. Yes, sir. There were several laborers there, and they extinguished the fire with little difficulty. [85]

The CHAIRMAN. In your work is there not much material used that is not only very combustible but that is apt to cause spontaneous combustion?

Mr. WHITE. Not in my division. We use benzine for cleaning the machines. That is the only thing of a combustible nature we have, and we keep that, as well as the cotton waste, in sheet iron cans.

The CHAIRMAN. What disposition do you make of what may be termed the "refuse" of your office—leather scraps, cloth scraps, and gold-leaf sweepings?

Mr. WHITE. The cloth and leather scraps are sold by contract to the highest bidder. The gold sweepings are sent to the mint at Philadelphia, and they return the value in coin.

The CHAIRMAN. Is there a careful husbanding of this refuse?

Mr. WHITE. Yes, sir.

The CHAIRMAN. The Government gets the benefit of that?

Mr. WHITE. Yes, sir.

The CHAIRMAN. Have you any suggestions to make as to the matter of supplying the bindery with crude material?

Mr. WHITE. I think not.

The CHAIRMAN. Is there any change in the method of purchase or delivery that you would suggest?

Mr. WHITE. I think we have a good method. We let contracts to the lowest bidders. We retain their samples, and all supplies as delivered are carefully compared with the samples, and if not up to sample in every particular they are returned to the contractor.

The CHAIRMAN. By the present system, adopted since Mr. Palmer became Public Printer, are the papers used in the bindery furnished by contract let under the supervision of the Joint Committee on Printing?

Mr. WHITE. Yes, sir.

The CHAIRMAN. No paper is purchased in open market?

Mr. WHITE. No, sir.

Mr. RICHARDSON. Can you give us some idea of what would be the difference between the number of volumes of the reserve called for by Senators, Members, and Delegates, if the law were changed so as to give them the option of asking for what they want bound, that is, one copy of each volume, and the number they receive as the law now stands, which gives them one copy of everything without being called for?

Mr. WHITE. As I understand it, each member of Congress has one copy of each document sent to him in sheep binding.

Mr. RICHARDSON. He is furnished with that under the law. If a member simply had the option of having one copy of whatever documents he wants bound, can you give us some idea of how many would be called for?

Mr. WHITE. I do not think it would be more than 30 per cent. of what is now furnished.

Mr. RICHARDSON. Possibly one-third of what is now sent to each member would be sent under the proposed change?

Mr. WHITE. Yes, sir.

Mr. RICHARDSON. Do you think they would get all they wanted, if they received one-third?

Mr. WHITE. Yes, sir.

Mr. RICHARDSON. What is the total number of volumes of the reserve that is sent to members under the law?

Mr. WHITE. They get one copy of each volume. I have made the following estimate of the number of volumes in the reserve of the Forty-seventh and succeeding Congresses: [86]

Forty-seventh Congress, 159 volumes, or 169,176 books.
Forty-eighth Congress, 164 volumes, or 179,489 books.

Forty-ninth Congress, 161 volumes, or 170,372 books.
Fiftieth Congress, 158 volumes, or 170,882 books.
Fifty-first Congress, 206 volumes, or 225,318 books.

These books cost, on an average, $1 per volume, for binding; and if those sent to Senators and Representatives should be discontinued, there would be a saving of $89,500 each Congress, or $44,750 annually.

Mr. RICHARDSON. Assuming that there are 88 Senators and 360 Members and Delegates, 448 copies of the reserve will go to Senators, Members, and Delegates, whether called for or not?

Mr. WHITE. Yes, sir; to their homes.

Mr. RICHARDSON. As I understood you, it is your opinion that if there were no law requiring 1 copy to be sent to each Senator, Member, and Delegate, whether called for or not, not more than one third of the number that is now sent would be called for.

Mr. WHITE. I do not think any of them would be called for in sheep, and not more than one-third of the up number would be bound in library binding.

Mr. RICHARDSON. And that would take the place of any demand for the reserve when bound?

Mr. WHITE. Yes, sir.

Mr. RICHARDSON. What is the cost of binding the 448 volumes?

Mr. WHITE. About $1 a volume. The cost is 75 cents for the octavos and $1.50 for the quartos, and I think the average would be about $1 a volume.

STATEMENT OF MR. THOMAS B. PENICKS, SUPERINTENDENT OF THE FOLDING ROOMS OF THE GOVERNMENT PRINTING OFFICE.

The CHAIRMAN. What is your official position?

Mr. PENICKS. I am superintendent of the folding rooms of the Government Printing Office.

The CHAIRMAN. How long have you held that position?

Mr. PENICKS. I took charge of the rooms in 1867.

The CHAIRMAN. Have you held that position ever since?

Mr. PENICKS. With the exception of 2 years, under Mr. Benedict's administration, when I was asked to resign.

The CHAIRMAN. Were you in the Government Printing Office prior to your appointment as superintendent of the folding rooms?

Mr. PENICKS. I went there in the year 1863 and worked at my trade as a bookbinder until 1867.

The CHAIRMAN. What duties devolve upon you by virtue of your position?

Mr. PENICKS. All the work that comes from the presses comes to my room, to be prepared for the bindery. We make it up into books, insert the plates, and deliver all the work—bills, resolutions, and everything—to Congress. The work first comes to us on trucks, right from the presses, and is cut in half, going to the folding machines or to the hand folders to be folded. After being folded, it is put in bundles of 500 and goes to the hydraulic machines to be pressed. It is then stored until the last signature is received, when it is put on the tables, gathered into books, and repressed by hydraulic machinery, and then is ready for delivery to the bindery.

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The CHAIRMAN. You are, then, the intermediary or conduit between the printer and the binder?

Mr. PENICKS. Yes, sir.

The CHAIRMAN. How many persons are employed under your supervision?

Mr. PENICKS. Five hundred and thirty-four.

The CHAIRMAN. Do you have any control or supervision of the binding itself?

Mr. PENICKS. No, sir; not of the binding proper. All the stitched work that goes to Congress or the Departments of course passes through my hands, and we make a direct delivery from our room of everything that is unbound.

The CHAIRMAN. That is, all unbound publications are issued by you?

Mr. PENICKS. Yes, sir.

The CHAIRMAN. And all material that is to be bound goes through your hands from the printer to the binder?

Mr. PENICKS. Yes, sir; except the printed matter for blank books that are to be bound.

The CHAIRMAN. State whether, in your opinion, there are changes desirable to be reached, either by legislation or by an order of the Joint Committee on Printing, in the conduct of matters that have been under your direction. If there are any evils in the present methods of work, please point them out and tell us what, in your opinion, is the best remedy for them.

Mr. PENICKS. There has been a phenomenal growth in the amount of printing since I have been in the Government Printing Office, commencing back in the Forty-seventh Congress. In the Forty-sixth Congress the reserve was very small. A law was passed in the Forty-seventh Congress which made it the duty of the Public Printer to print everything in the up-number and in the reserve number—the "regular number," it is called. I have made a memorandum, more for the purpose of refreshing my memory than for anything else, showing the number of the reserve in the Forty-sixth Congress.

The CHAIRMAN. Is this the same information that was given to us by Mr. White, the foreman of binding?

Mr. PENICKS. No, sir. He did not go back that far. I have prepared these data to show where the growth of the reserve commenced. It commenced to grow in the Forty-seventh Congress, when the law was passed putting everything in the reserve—all the reports and publications of the Geological Survey, and every document emanating from every branch of the Government almost, except something in the way of blanks which are used in carrying on the Government. All this class of documents were put into the reserve, and it began to grow.

The CHAIRMAN. By what act of legislation did this change occur in the Forty-seventh Congress?

Mr. PENICKS. I do not know exactly what the law was in regard to it; but I think the matter was forced upon the attention of Congress by the Interior Department, in order that the libraries of the United States should receive about everything that was issued by the Government. That was brought to the attention of Congress, and there was a law passed requiring the Public Printer to print this extra number and that caused the growth of the great reserve you are getting all the time.

The CHAIRMAN. Can you show the growth of the reserve after the Forty-sixth Congress?

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Mr. PENICKS. I have a statement here which shows the growth from the Forty-sixth Congress up to and including the Fifty-first Congress.

The CHAIRMAN. The Committee would be glad to have it.

Mr. Penicks produced the statement referred to, which is as follows:

FORTY-SIXTH CONGRESS.

	Volumes.	
First session:		
House executive documents	1	
House miscellaneous documents	5	
Senate executive documents	4	
Senate miscellaneous documents	1	
		11
Second session:		
House executive documents	26	
House miscellaneous documents	6	
House reports	6	
Senate executive documents	7	
Senate miscellaneous documents	4	
Senate reports	8	
		57
Third session:		
House executive documents	30	
House miscellaneous documents	1	
House reports	2	
Senate executive documents	3	
Senate miscellaneous documents	4	
Senate reports	2	
		42
Total		110

FORTY-SEVENTH CONGRESS.

First session:		
House executive documents	26	
House miscellaneous documents	27	
House reports	6	
Senate executive documents	7	
Senate miscellaneous documents	11	
Senate reports	4	
		81
Second session:		
House executive documents	25	
House miscellaneous documents	40	
House reports	2	
Senate executive documents	5	
Senate miscellaneous documents	4	
Senate reports	2	
		78
Total		159

FORTY-EIGHTH CONGRESS.

First session:		
House executive documents	32	
House miscellaneous documents	40	
House reports	7	
Senate executive documents	8	
Senate miscellaneous documents	3	
Senate reports	7	
		97
Second session:		
House executive documents	34	
House miscellaneous documents	17	
House reports	4	
Senate executive documents	2	
Senate miscellaneous documents	8	
Senate reports	2	
		67
Total		164

FORTY-NINTH CONGRESS.

First session:		
House executive documents	37	
House miscellaneous documents	26	
House reports	12	
Senate executive documents	8	
Senate miscellaneous documents	13	
Senate reports	11	
		107
Second session:		
House executive documents	28	
House miscellaneous documents	12	
House reports	3	
Senate executive documents	2	
Senate miscellaneous documents	6	
Senate reports	3	
		54
Total		161

FIFTIETH CONGRESS.

First session:		
House executive documents	32	
House miscellaneous documents	27	
House reports	11	
Senate executive documents	12	
Senate miscellaneous documents	3	
Senate reports	10	
		95
Second session:		
House executive documents	27	
House miscellaneous documents	18	
House reports	4	
Senate executive documents	4	
Senate miscellaneous documents	4	
Senate reports	6	
		63
Total		158

FIFTY-FIRST CONGRESS.

First session:		
House executive documents	44	
House miscellaneous documents	47	
House reports	10	
Senate executive documents	19	
Senate miscellaneous documents	6	
Senate reports	10	
		136
Second session:		
House executive documents	38	
House miscellaneous documents	15	
House reports	6	
Senate executive documents	1	
Senate miscellaneous documents	7	
Senate reports	3	
		70
Total		206

Mr. PENICKS. The Forty-sixth Congress had three sessions. The total number of reserve for those three sessions of Congress was only 110 volumes; it has increased from or beginning with the Forty-seventh Congress, second session. The number of volumes in the Fifty-first Congress is 206, showing an increase of 96 volumes as compared with the Forty-sixth Congress; or, in other words, there are 100,000 more books in the reserve of the Fifty-first Congress than there were in the Forty-sixth Congress.

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The CHAIRMAN. The act creating the reserve number, referred to by you, is a joint resolution, passed July 7, 1882, Forty-seventh Congress, first session, which reads as follows:

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That whenever any document or report shall be ordered printed by Congress, there shall be printed, in addition to the number ordered in each case stated, the usual number of copies for binding and distribution among those entitled to receive them, and this shall apply to all unexecuted orders now in the office of the Public Printer.

You think it was that legislation in 1882 that has caused this great increase in the number of documents?

Mr. PENICKS. Yes, sir; because previous to that the reserve consisted principally of executive documents, the reports of committees, miscellaneous documents, and the annual reports; but after the enactment of this law everything printed by the Government—all documents transmitted to Congress and printed by concurrent resolutions or laws that gave any Department or Bureau the authority to print regular publications—came into the reserve.

The CHAIRMAN. I do not understand how that legislation should have caused an increase in the amount of material that went into the documents.

Mr. PENICKS. It would increase the number of volumes. For instance, none of the publications of the Geological Survey went into the reserve until after this law went into effect. Now they are all printed in the reserve.

The CHAIRMAN. Is it a fact that because of this act there was a duplication or triplication of material printed?

Mr. PENICKS. No, sir; not a duplication or triplication, but simply an enlargement. It put documents into the reserve that never went into it before. Previous to the passage of this act none of the class of documents I have mentioned ever went into the reserve; but that law made it the duty of the Public Printer to print the usual number, which includes both the up-number and the reserve number.

The CHAIRMAN. Was there not a part of the usual number that went into the reserve prior to the act of July 7, 1882?

Mr. PENICKS. Not of this class of documents. The reserve, prior to that act, consisted simply of reports, executive and miscellaneous documents of Congress, and the annual reports of the Executive Departments. After the passage of the law, bureau reports, such as the reports of the Geological Survey and the reports of the Commissioner of Labor, and all special reports printed by concurrent resolution or publications published by law by any of the Departments, came into the reserve. I will give you an illustration, by producing some documents, of what went into and what did not go into the reserve.

The CHAIRMAN. Please do so, and in making your statement identify the documents you introduce, so that your testimony, when read, can be understood.

Mr. PENICKS. Here, for instance, is a document that is called Hayden's volume 3. It is a report by Professor Cope, a quarto volume containing 1,312 pages and 133 plates, lithographs. Previous to the passage of the act of 1882 that was simply a publication of the Geological Survey, and did not go into the reserve; but by that enactment Congress made it the duty of the Public Printer to print this in the regular number, and threw 1,900 of that one book into the reserve and up-number.

The CHAIRMAN. This book to which you call the attention of the committee is Mis. Doc. No. 60, Forty-eighth Congress, first session, being the Report of the U. S. Geological Survey on the Territories, by F. V. Hayden, United States Geologist in Charge. It was transmitted to the House of Representatives by the Secretary of the Interior, and was ordered printed?

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Mr. PENICKS. Yes, sir.

The CHAIRMAN. That meant that the usual number, which you say was at that time 1,900, should be printed?

Mr. PENICKS. No, sir.

The CHAIRMAN. At that time, as now, there was a distinction in the usual number between the up-number or unbound copies and the reserve number or unbound copies, was there not?

Mr. PENICKS. Yes, sir.

The CHAIRMAN. Why did not this book, prior to 1882, go into both the up-number and the reserve number, just as it does now?

Mr. PENICKS. That was not the case with this document. This document has been given a number by law. When the law was passed, this document came, in its course, to the Printing Office, and we had to give it a number, which you see here [indicating], simply to conform to the rules. You will find that this book was simply presented to Congress, with a request that it be printed. There were 3,000 of them printed, and then there were 1,900 of them printed. At the time the 1,900 were printed there were no plates. Previous to the enactment of the law of 1882 the Public Printer had already bought 3,000 of the plates which appear in the work, and by the law he was required to print 1,900 more. This book lay in the office all through Mr. Rounds's administration, and all through Mr. Benedict's administration, simply because neither felt justified in expending the money for these 1,900 plates, and finally Mr. Palmer thought it right and proper that the document should be gotten out of the way, and he contracted for the 1,900 plates. That is how this work was so late in coming out.

The CHAIRMAN. Your answer does not give me the information I desire. I do not understand how the law of 1882 made a distinction in a report that came to Congress——

Mr. RICHARDSON. Why would not that document have been a part of the reserve prior to 1882?

Mr. PENICKS. This was not transmitted to Congress as a document in the usual way. This report was made by the Secretary of the Interior, who asked Congress to print 3,000 copies, and the committee reported in favor of printing that number.

The CHAIRMAN. Then this publication was printed by concurrent resolution, perhaps, and not by the ordinary method of publishing the usual number by order of Congress?

Mr. PENICKS. Yes, sir; it was printed by concurrent resolution. There were 3,000 copies printed, and then afterward the law of 1882 was passed which required the printing of 1,900 more. In my opinion that class of work has gone a great way toward increasing the immense amount of the reserve that is now being printed. We have another volume of that on hand at the present time; that is, the plates are in the office, where they have been for 6 years, awaiting the manuscript from the author. There has been a delay in furnishing the manuscript. We have not the storage capacity for that work and also for other work for the Geological Survey, and it is not right that we should be obliged to keep them. I have on hand an atlas (4,000 copies) which has been in the office since 1883. If I am not mistaken, that atlas cost the office $19,504 for lithographing. That is stored and simply waiting for the Geological Survey people to furnish the manuscript to go on with it.

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Mr. HAWLEY. Is it simply a collection of plates, like those in this work you have been describing, awaiting the manuscript?

Mr. PENICKS. It is an atlas, about 16 by 20 inches, folded, containing thirteen sheets and three quarto plates for the volume.

Mr. HAWLEY. What is the name of it?

Mr. PENICKS. It is Arnold Hague's Report on the Geology of Eureka Mining District of Nevada.

The CHAIRMAN. And the Government Printing Office, having expended some $19,000 for the plates, has been waiting since 1883 for the manuscript of the letter-press to accompany the plates?

Mr. PENICKS. Yes, sir.

The CHAIRMAN. Was that atlas ordered printed by resolution of Congress?

Mr. PENICKS. I think it was. That came into the office under the old system, when the Geological Survey officials and others would rush down their plates in advance of the manuscript so as to get them printed on time; but you have enacted a law which prevents that being done now.

The CHAIRMAN. That evil is remedied by the provision in the appropriation bills that there must be an estimate of the work made upon the actual manuscript and material submitted to the printer before a work can be printed?

Mr. PENICKS. Yes, sir; for work that comes out of the appropriations of the Departments for printing and binding.

The CHAIRMAN. Have you any further suggestions to make in this line?

Mr. PENICKS. I have here a copy of the Tenth Annual Report of the Director of the U. S. Geological Survey, which is the last one published.

The CHAIRMAN. There have been eleven annual reports published, have there not?

Mr. PENICKS. No, sir. The Tenth Annual Report is going through the Government Printing Office now. The Tenth Annual Report, which I have here [indicating], is not a very large volume. Here is what they call "Part 2," containing 132 pages. That is to be bound up separately, and Part 1 is to be bound separately. Now, the difference in the cost of binding that in one volume and in two parts, according to my estimate, will be just $6,000. It does not seem to be a large expense when a person says it costs only 30 cents a volume to bind it, but when you multiply 30 cents by 20,000 it amounts to $6,000.

The CHAIRMAN. Why are you required to bind it in two volumes?

Mr. PENICKS. On account of the authority vested in the Director of the Geological Survey. The Public Printer has to do very much as he says. If the Director says he wants it in two volumes, it is bound in two volumes. If he says nothing about it, it is bound in one.

The CHAIRMAN. Has not the Public Printer the option to disregard his order?

Mr. PENICKS. He could, but he would not like to do so.

The CHAIRMAN. He has the right, has he not?

Mr. PENICKS. Yes, sir; but if the Director says he wants it in two volumes, we put it in two.

The CHAIRMAN. How could we remedy that if the Public Printer has the power and does not exercise it?

Mr. PENICKS. I do not think he has the power; but he might have [93]
the power to say it was extraordinary expense to put it into two volumes, and request them to make one volume of it.

The CHAIRMAN. This work, which constitutes the Tenth Annual Report of the Director of the Geological Survey, seems to be, in that that is proposed as the first volume, the report of the Director, running to considerable length, and the administrative reports of the chiefs of divisions, running upon the subjects of surveys, disbursements, reports as to swamp and inundated lands, reports as to mineral deposits of different sorts, and the plates accompanying such reports.

Mr. PENICKS. The plates are not in that volume yet; but there will be 98 plates.

The CHAIRMAN. The proposed Part 2 of the Tenth Annual Report of the Director of the Geological Survey seems to be upon the special subject of irrigation. Is not this distinction the probable reason for the division of the work into two volumes?

Mr. PENICKS. That is in all probability the reason.

Mr. RICHARDSON. Would it not be advisable to bind them in one volume and mark them "Part 1" and "Part 2" on the back?

Mr. PENICKS. That is not necessary. The contents of the book would show what is in it, and if necessary the word "Irrigation" could be put on the back of the book.

The CHAIRMAN. How many plates go with Part 2?

Mr. PENICKS. None.

The CHAIRMAN. How many plates will there be in Part 1?

Mr. PENICKS. There will be 98 plates in Part 1.

The CHAIRMAN. Would Part 1 and Part 2, together with the plates, make too large a volume for convenient handling?

Mr. PENICKS. No, sir.

The CHAIRMAN. Your idea is that one of the abuses that has grown up is that frequently works are bound in separate volumes that might as well be bound in one volume?

Mr. PENICKS. As a general thing that is not the case. It happens so in this case.

Mr. RICHARDSON. I call your attention to section 3790 of the Revised Statutes, which is as follows:

> The forms and style in which the printing or binding ordered by any Department shall be executed, the materials and size of type to be used, shall be determined by the Congressional Printer, having proper regard to economy, workmanship, and the purposes for which the work is needed.

Do you not think that would give the Public Printer absolute authority in this matter?

Mr. PENICKS. Partially it would; but it is a delicate thing for the Public Printer to say to an official, "I will not do that." It gives him the power to decide the style of the work and the like of that, and conform to the laws.

The CHAIRMAN. Are there any other matters which you desire to present to the committee?

Mr. PENICKS. In accordance with the request of the committee, communicated to me by the clerk of printing records, I have brought with me the Annual Report of the Chief of Engineers for 1890. It is Executive Document No. 1, Part 2, Fifty-first Congress, second session, being in four large octavo volumes, and consisting of 3,902 pages of letter-press and a very large number of maps and plates, there being in the entire edition, which numbered 6,829 copies, 2,230,932 maps and plates. The cost of the work in the folding room alone was $13,314.33.

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The CHAIRMAN. You say there were 6,829 copies of this report printed?

Mr. PENICKS. Yes, sir.

The CHAIRMAN. Three thousand copies being printed as a miscellaneous document?

Mr. PENICKS. As message and documents.

The CHAIRMAN. This is by virtue of the law which provides that as to departmental reports there shall be printed 3,000 copies in addition to the usual number?

Mr. PENICKS. Yes, sir.

The CHAIRMAN. The 650 that occur next, what you call the "Capitol" number, are what we know as the up-number, or unbound copies of the usual number?

Mr. PENICKS. Yes, sir.

The CHAIRMAN. The 1,129 copies are the reserve of the usual number?

Mr. PENICKS. Yes, sir.

The CHAIRMAN. The 650 copies are published for the use of the Secretary of War?

Mr. PENICKS. Yes, sir.

The CHAIRMAN. And 1,400 copies are for the Engineers' Office.

Mr. PENICKS. Yes, sir. It is growing every year, and all this map work is very difficult and very expensive. All these maps, of course, have to be folded one size, and it keeps our ordinary work back to get them out. Congress compels the Public Printer to get these out by the 1st of December, or as soon thereafter as practicable, and you can form some idea of the impossibility of getting those out on time when I tell you that the Engineer Bureau sometimes sends them in less than 2 months before Congress meets and requests the Public Printer to get them out.

Mr. RICHARDSON. You have told us what this report cost in the folding room. What do you imagine it cost in the aggregate, counting the composition, the press-work, the folding, and the binding?

Mr. PENICKS. I could not state that exactly. I presume the composition would cost on an average about $2 a page, and the binding would cost about 40 or 50 cents a copy. In regard to the press-work, the paper, the lithographing, and the engravings, I do not know exactly what they cost.

The CHAIRMAN. Have you anything else to present?

Mr. PENICKS. Yes, sir.

Mr. Penicks produced House Executive Document No. 106, Fifty-first Congress, first session, being a letter from the Secretary of War, transmitting, with a letter from the Chief of Engineers, a report of a survey for a national road from the Aqueduct Bridge to Mount Vernon, Va. An examination of this document shows that there are eleven maps exhibiting a detailed survey and profiles of the proposed road, most of the maps being about 30 feet in length.

The CHAIRMAN. How many copies of this document were printed besides the usual number?

Mr. PENICKS. There were 200 extra copies printed for the Chief of Engineers. Documents of this description come down to the Capitol in a hurry, are ordered to be printed, and are hustled over to the Government Printing Office, and of course under the law the Public Printer is required to print and bind them, and furnish all these maps. Here is another specimen.

Mr. Penicks produced House Executive Document No. 264, Part 2, first session, Fifty-first Congress, being a letter from the Secretary of War, transmitting a survey of a water way from Lake Michigan to the Illinois River, at La Salle, Ill., there being a page and a half of text, and 26 maps of very large size, showing the working plans of the proposed canal. [95]

The CHAIRMAN. Is there any other matter that you desire to submit?

Mr. PENICKS. I have prepared a little statement which will give the committee an idea of what the bill work has been for the last two sessions of Congress.

The statement referred to is as follows:

FIFTY-FIRST CONGRESS.

	Pages.	
First session:		
House bills	32,720	
House resolutions	642	
House reprint bills	9,247	
House bills in Senate	8,654	
House Calendar	4,261	
		55,724
Senate bills	13,592	
Senate resolutions	322	
Senate reprint bills	5,162	
Senate bills in House	4,891	
		23,970
Second session:	Pages.	
House bills	5,306	
House resolutions	166	
House reprint bills	3,014	
House bills in Senate	5,014	
		13,500
Senate bills	2,090	
Senate resolutions	86	
Senate reprint bills	978	
Senate bills in House	946	
		4,100
Total number of pages		97,294

Mr. Penicks also produced House Ex. Doc. No. 103, Fifty-first Congress, first session, being a report transmitted by the Postmaster-General, showing all the contracts for carrying the mails made within the fiscal year, making a volume of 1,276 pages, quarto form.

STATEMENT OF MR. J. S. HICKCOX, SUPERINTENDENT OF THE SENATE FOLDING ROOM.

The CHAIRMAN. Please state your name and official position.

Mr. HICKCOX. J. S. Hickcox, superintendent of the Senate folding room.

The CHAIRMAN. How long have you held that position?

Mr. HICKCOX. About 7 years.

The CHAIRMAN. Previous to your appointment as superintendent of the folding room had you any official connection with the Government?

Mr. HICKCOX. I have been employed in the folding room since 1875, first as a subordinate, then as assistant superintendent, and afterward as superintendent.

The CHAIRMAN. What class of documents come to the folding room for distribution?

[96] Mr. HICKCOX. All classes of documents of which an extra number are ordered by Congress come to our room for distribution.

The CHAIRMAN. Does any part of the usual number of documents come to you?

Mr. HICKCOX. Yes, sir; we get a part of them—150 of unbound bills and documents and 43 of the bound documents.

The CHAIRMAN. I see by the report of the Public Printer it is stated that of Senate documents you receive 145 copies, and of Senate bills you receive 160 copies, and that of the bound copies of the usual number you receive 43 of Senate documents and 43 of the Senate Journal. Is that correct?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. That is all that comes to you, then, out of the usual number?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. What disposition do you make of the 145 unbound documents of the usual number that come to your office?

Mr. HICKCOX. We supply the President of the United States, the heads of Executive Departments, the chiefs of Bureaus, and the various foreign legations.

The CHAIRMAN. Under what authority do you make this distribution.

Mr. HICKCOX. I have searched diligently for that authority, but I have never been able to find it.

The CHAIRMAN. Then it is a mere matter of custom that has grown up?

Mr. HICKCOX. It appears to be; I found that condition of affairs when I took the office, and it has continued ever since I have been here. They have come to us and we have distributed them.

The CHAIRMAN. Do you furnish each one of the officials named by you with one copy of the unbound documents of the usual number?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. How many does it take to make that distribution?

Mr. HICKCOX. It takes very nearly all. I could tell by getting our list from downstairs, if you desire it.

The CHAIRMAN. Please get that list and attach it to your testimony.

The list referred to is as follows:

List of Government officials and foreign legations who receive the unbound documents and bills.

President of the United States.
Secretary of War.
Quartermaster-General U. S. Army.
Paymaster-General U. S. Army.
Commissary-General U. S. Army.
Surgeon-General U. S. Army.
Adjutant-General U. S. Army.
Colonel of Engineer Corps.
Colonel of Topographical Engineers.
Secretary of Treasury.
First Assistant Secretary of Treasury.
Second Assistant Secretary of Treasury.
Solicitor of Treasury.
Treasurer of United States.
First Auditor, Treasury Department.
Second Auditor, Treasury Department.
Third Auditor, Treasury Department.
Fourth Auditor, Treasury Department.
Fifth Auditor, Treasury Department.
Sixth Auditor, Treasury Department.
First Comptroller, Treasury Department.
Second Comptroller, Treasury Department.
Commissioner of Customs.
Commissioner of Internal Revenue.
Chief division warrants and estimates, Treasury Department.
Secretary of the Interior.
Commissioner of Pensions.
Commissioner of Education.
Commissioner of Patents.
Commissioner of Indian Affairs.
Commissioner of Land Office.
Postmaster-General.
First Assistant Postmaster-General.
Second Assistant Postmaster-General.
Third Assistant Postmaster-General.
Secretary of the Navy.
Bureau of Yards and Docks.
Bureau of Construction and Repairs.
Bureau of Provisions and Clothing.
Bureau of Ordnance and Hydrography.

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List of Government officials and foreign legations who receive the unbound documents and bills—Continued.

Bureau of Medicine and Surgery.
Bureau of Navigation.
Librarian of Congress.
ttorney-General of the United States.
Census Office.
Superintendent of the Census (R. P. Porter).
Chief clerk Census Office (A. F. Childs).
General U. S. Army.
Colonel of Ordnance.
Library of Surgeon-General.
U. S. Military Academy.
Superintendent Public Buildings and Grounds.
Superintendent of Coast Survey.
Naval Observatory.
Naval Academy, Annapolis, Md.
Bureau of Equipment and Recruiting.
Director of the Mint.
Secretary of the Light-House Board, Treasury Department.
Chief Bureau of Statistics, Treasury Department.
U. S. Geological Survey, Interior Department.
Civil Service Commission.
Senate Record Reporter.
Clerk of Court of Claims.
Clerk of Supreme Court.
Librarian of Parliament.
Secretary of Agriculture.
Secretary of Smithsonian Institute.
U. S. Fish Commission, 1443 Massachusetts avenue.
District Commissioners.

LEGATIONS.

Austria and Hungary.
Argentine Republic.
Belgium.
Brazil.
Chili.
China.
Costa Rica.
Denmark.
France.
German Empire.
Great Britain.
Japan.
Mexico.
Portugal.
Russia.
Spain.
Sweden and Norway.
Hayti.
Italy.
Switzerland.

The CHAIRMAN. Do you know whether these officials who are thus supplied by you with Senate documents unbound are also supplied from any other source?

Mr. HICKCOX. I am informed by the Public Printer that they are not supplied by him, and that he does not furnish them any documents.

The CHAIRMAN. What disposition do you make of the 160 Senate bills which you receive?

Mr. HICKCOX. They are sent to the same parties that get the unbound volumes.

The CHAIRMAN. Do they receive them from any other source?

Mr. HICKCOX. Not that I know of.

The CHAIRMAN. Do you send them copies of all bills, without reference to whether they are public or private bills?

Mr. HICKCOX. I send them all bills.

The CHAIRMAN. Have you heard any expression of opinion from these officials to whom you thus send documents as to whether they desire that all copies of documents and all copies of bills and joint resolutions should be transmitted to them?

Mr. HICKCOX. We have had frequent expressions of opinion from them.

. The CHAIRMAN. What is that expression?

Mr. HICKCOX. The general expression is that they do not want the documents, with the exception of those which relate to their departments.

The CHAIRMAN. Why have you not, then, as there seems no warrant in law for this distribution, furnished them simply with such documents and bills as pertain to their departments?

[98] Mr. HICKCOX. For the reason that it would require a very large force of clerks to assort them. They ought to be sent from the Government Printing Office, and ought never to come to us. We can not assort them, as we have not the men familiar with documents to do the work.

The CHAIRMAN. These are transmitted once a week during the session of Congress?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. What do you do with the 43 copies out of the reserve of the usual number, or the bound copies?

Mr. HICKCOX. I have a list of the persons to whom they go.

The list referred to is as follows:

1. The President.
2. Secretary of the Treasury.
3, 4. First and Second Comptroller.
5. Commissioner of Customs.
6–11. First, Second, Third, Fourth, Fifth, and Sixth Auditors of the Treasury.
12. The Treasurer of the United States.
13. The Register of the Treasury.
14. Comptroller of Currency.
15. Commissioner of Internal Revenue.
16. Director of the Mint.
17. Light-House Board.
18. Bureau of Navigation, Treasury.
19. United States Coast Survey.
20. Marine Hospital.
21. Secretary of War.
22. Paymaster-General.
23. Adjutant-General, War Department.
24. Commissary General, War Department.
25. Quartermaster-General, War Department.
26. Chief of Engineers, War Department.
27. Topographical Bureau, War Department.
28. Military Academy, West Point.
29. Inspector General, War Department.
30. Surgeon-General, War Department.
31. Secretary of the Navy.
32. Naval Academy, Annapolis.
33. Bureau of Ordnance, Navy.
34. Equipment and Recruiting Bureau.
35. Bureau of Navigation, Navy.
36. Bureau of Yards and Docks, Navy.
37. Postmaster-General.
38. First Assistant Postmaster-General.
39. Second Assistant Postmaster-General.
40. Third Assistant Postmaster-General.
41. Attorney-General.
42. Solicitor of the Treasury.
43. Secretary of Agriculture.

The CHAIRMAN. Are any part of these documents received from any other source by any of the officials named?

Mr. HICKCOX. No, sir; not that I know of. You will see that the Public Printer says that they are not distributed by him at any rate.

Mr. Hickcox produced a letter from the chief clerk of the Government Printing Office, dated January 16, 1888, from which it appears that none of the reserve documents are supplied to the officers named in the foregoing list from the Public Printing Office.

The CHAIRMAN. What disposition do you make of the 43 copies of the Senate Journal received by you?

Mr. HICKCOX. They are disposed of in the same manner as the 43 bound copies of the reserve, going to the same parties.

The CHAIRMAN. Do you receive any other documents of any sort, or publications of any kind, except those that you have described as coming to you from the usual number and those that are ordered either under the general law or by concurrent or joint resolutions passed by Congress?

Mr. HICKCOX. No, sir.

The CHAIRMAN. Then, in addition to the proportion of the usual number that you receive, you also receive all documents that are ordered printed for distribution by members of the Senate?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. Please explain the process or mode of receiving, storing, handling, and distributing these documents. Give the details fully.

Mr. HICKCOX. On receipt of the documents from the Public Printer they are taken into the folding-room and folded.

[99] The CHAIRMAN. By "folded," you mean wrapped in brown paper?

Mr. HICKCOX. Yes, sir; each document has a stamped wrapper, and also an inside wrapper, or "liner," as we call it, for the protection of the book. After they are thus wrapped they are stored and put to the credit of Senators, to be issued upon their order.

The CHAIRMAN. You keep an account, then, of each document, and with each Senator?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. You credit him with the whole number when received, and charge him with all the documents that are distributed upon his order.

Mr. HICKCOX. We credit him with very nearly the whole number. We always reserve a small surplus.

The CHAIRMAN. Why?

Mr. HICKCOX. As I understood from my predecessors, they were so instructed by the Committee on Printing, for the purpose of supplying the demands that were made upon them by new Senators when they came in. When new Senators come here they are usually very enthusiastic about public documents, and they want all they can get. We are also allowed to give documents to the officers of the Senate, where we have them to spare.

The CHAIRMAN. What proportion of the allotment to each Senator do you thus reserve from his quota?

Mr. HICKCOX. When there were 76 Senators, there were 78 persons entitled to documents, including the Vice President and the Secretary of the Senate, and it was usual to give 11 out of the first thousand to each Senator, the Vice President, and the Secretary of the Senate.

The CHAIRMAN. That is, you reserve 11 out of each thousand?

Mr. HICKCOX. We apportion 11 to each Senator, the Vice President, and the Secretary of the Senate out of the first 1,000, and 12 out of each succeeding thousand.

The CHAIRMAN. So that, out of an edition of 3,000, to be distributed by the Senate, there would be how many kept back for these purposes of which you speak?

Mr. HICKCOX. I think it used to be something over 200, but it is less now.

The CHAIRMAN. State what the action of Senators generally is with reference to the distribution of documents; that is, are they allowed to accumulate in large degree, or are they pretty thoroughly distributed?

Mr. HICKCOX. They accumulate very largely; they crowd us very much for room. We have everything filled up in the folding room, and we have a building or two outside full of documents.

The CHAIRMAN. Are there Senators who distribute very few documents?

Mr. HICKCOX. There are some Senators who distribute very few, and others distribute all they have and all they can get besides.

The CHAIRMAN. Have you any process in your office by which you prevent duplication of documents in the hands of the same individuals?

Mr. HICKCOX. None at all.

The CHAIRMAN. If, then, the two Senators from a State should send to you the same name to receive the same document, that individual would receive two copies of that document?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. Is it the practice of the folding room to acquaint the second Senator who sends the same name with the fact that his colleague has already supplied that individual? [100]

Mr. HICKCOX. No, sir. We keep no record of parties to whom documents go, except that in some instances where a document is very valuable we try to keep a record; but ordinary documents are sent out merely on the slips that are sent to us by Senators.

The CHAIRMAN. The process, then, as a rule, is that a Senator simply sends you a slip with his frank upon it and the address of the individual to whom the document is to be sent?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. With the title of the document on the back of the slip?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. That is the usual process?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. Many books, however, are distributed by Senators direct, without slips.

Mr. HICKCOX. Yes, sir. We send a great many to the residences

of Senators, and a great many to their committee rooms. Some Senators take all of their documents to their residences, some take them to their committee rooms, and some send them exclusively by slips.

The CHAIRMAN. Can you give us anything like an approximate statement as to how many documents are sent out of every 1,000 that are published?

Mr. HICKCOX. No, sir; I could not do that.

The CHAIRMAN. Can you, by an exploration of your account books, give some idea of the percentage of books distributed, at least so far as your losing custody of them is concerned, by Senators during any given year?

Mr. HICKCOX. It would take quite a clerical force to determine that intelligently.

The CHAIRMAN. Take the two years composing the Fiftieth Congress, for instance; could you not determine the number of documents that were received in your room, and deduct therefrom the amount yet on hand to the credit of Senators, and by that means ascertain what proportion has been sent out?

Mr. HICKCOX. I suppose we could do that, sir.

The CHAIRMAN. It would not take any great clerical force to do that, would it?

Mr. HICKCOX. I think it would keep a clerk pretty busy for some time to do it.

The CHAIRMAN. You have an account with every Senator for the Fiftieth Congress, have you not?

Mr. HICKCOX. We merely keep what we call a minus account. We have a ledger showing the books credited to the Senator, and then we charge on a slip all documents sent out, and at the end of each month we post those slips. We deduct the number that he has drawn from the number he had to his credit, and the ledger merely shows what is still due him. We have the slips bound to show when the books are drawn.

The CHAIRMAN. As I understand your system, when a report or document is issued, each Senator is credited with his proportionate share. Then, in appropriate columns, you show the state of his account with that particular document, do you not?

Mr. HICKCOX. Yes, sir.

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The CHAIRMAN. Then what is to prevent you from showing for the Fiftieth Congress what number of documents were to the credit of all Senators when that Congress opened, what number went to their credit during those two years, and what number they had to their credit at the end of the two years constituting the Fiftieth Congress.

Mr. HICKCOX. We can do that.

The CHAIRMAN. I wish you would make such a statement and furnish it to the committee during the recess.

Mr. HICKCOX. Do you want to take any special Congress?

The CHAIRMAN. I have suggested that you select the Fiftieth Congress, simply because that has closed and will perhaps be a fair criterion for all Congresses. Can you suggest any other method by which the committee can ascertain as to the distribution, or the failure of distribution, by the present system, of documents that are published by order of Congress for distribution to the general public?

Mr. HICKCOX. No, sir; I can not. There are a great many documents that hang on. For instance, the messages and documents, and the abridgement of the message and documents, hang on a long while. The agricultural reports are sent out pretty thoroughly, although there are not so many distributed in the East as in the West. Locality has a great deal to do with such matters.

The CHAIRMAN. Can you give to the committee, taking time for its compilation, a statement showing the documents that seem to be popular, and in the greatest demand, giving, as to the usual publications of the Government, some idea of their importance, as based upon the demand for them?

Mr. HICKCOX. The principal demand is for illustrated books. The "picture" books are very much sought after.

The CHAIRMAN. That is a general statement. Can you give the information I have indicated by looking over your books?

Mr. HICKCOX. I think I can.

The CHAIRMAN. I think such a statement would be valuable, and I

wish you would prepare it and furnish it to the committee. State the facts concerning the accumulation of documents in the Senate end of the Capitol.

Mr. HICKCOX. I can not tell you the number, as I have not had a chance to make an inventory for 2 years.

The CHAIRMAN. Give us the approximate number of documents stored in the Senate wing of the Capitol at your disposal in the folding room.

Mr. HICKCOX. I should judge there are between 300,000 and 400,000 volumes, including those stored in the buildings on the outside.

The CHAIRMAN. Where are these 300,000 or 400,000 documents? How are they stored, and what is their condition?

Mr. HICKCOX. The documents are stored in some six or seven rooms in the basement of the Senate wing of the Capitol, and in a house on the corner of Second and B streets southeast. There are also some stored in a house on B street northeast; I do not know the number; it is in the Senate annex. We have a stable full and a basement full of documents over there.

Mr. HAWLEY. Is the building on B street southeast hired for the purpose?

Mr. HICKCOX. The house is situated on the Library lot, and they gave us the use of it.

Mr. HAWLEY. It is one of the condemned buildings?

Mr. HICKCOX. Yes, sir.

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The CHAIRMAN. Give the committee an idea of the way the books are piled up, and the condition of the rooms.

Mr. HICKCOX. The rooms are very much crowded. The books are piled to the ceiling, with barely room for passageway to get to them, and scarcely any room for separation.

Mr. HAWLEY. Are there any books piled in the corridors?

Mr. HICKCOX. They are piled in the corridors also.

The CHAIRMAN. Then, in addition to those 300,000 or 400,000 volumes that are here to the credit of Senators, there is also an immense accumulation of books that have been sent from the committee rooms and are kept in the Senate wing of the Capitol, is there not?

Mr. HICKCOX. Yes, sir; but they do not come directly under our charge. Only a part of them have been sent down to us. Sometimes Senators will send down two or three bags of the leather-bound books. They are stored here, but they are in bags, with the Senators' names on them. I think Mr. Wood also has charge of a great many documents of the reserve set.

The CHAIRMAN. Do you make any effort, either by personal application or by letter, to have Senators take from the storerooms the documents that are to their credit?

Mr. HICKCOX. Yes, sir; I have on one or two occasions done that; but with very poor success. They do not take them away.

The CHAIRMAN. So that in instances there is not only no distribution but no acceptance of documents by Senators?

Mr. HICKCOX. I can not say that there is no distribution, because there is hardly a Senator that is not sending out documents every day or two.

Mr. HAWLEY. Is this surplus growing from year to year?

Mr. HICKCOX. I think it is growing; but there was a very large surplus here a good while ago. During Mr. Bright's administration as Sergeant-at-Arms he made a distribution of a vast accumulation of documents, but that was composed of documents that were due to Senators who seceded and went out during the war. Those documents were not due to anybody, and they had been here all through Mr. Brown's and Mr. French's administrations. They had been giving them away to any Senators who wanted them. When Mr. Bright came in he wanted the room, and he gave 60,000 or 100,000 documents to various Senators, who distributed them.

Mr. HAWLEY. Is that the only case in which there has been a reduction of the surplus by means other than Senatorial distribution?

Mr. HICKCOX. Yes, sir. I can keep my surplus reduced without any trouble; that is, over and above what is due to Senators. We do not call what is due to Senators a surplus.

Mr. HAWLEY. There has never been any order given to sell or throw away documents, has there?

Mr. HICKCOX. No, sir; no documents have been sold or thrown away. It is hard to keep them. People beg you out of them if you have a surplus. Some Senators distribute all of their documents, and want all we have besides, and we can not refuse them if we have a surplus. I keep a certain number to supply Senators in case of emergency.

The CHAIRMAN. Can you suggest any method of bettering the existing condition of the Senate folding room?

Mr. HICKCOX. Yes, sir; I could do that.

The CHAIRMAN. What suggestion have you to offer?

Mr. HICKCOX. The Senate folding room is too crowded; there is not room enough. It would be well to have a building outside of the Capitol for a folding room, where books could be properly handled, gotten in and out easily, and where everything could be fixed to do the work in a systematic way.

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The CHAIRMAN. The present process, as I understand it, is this: Every book that issues from the Government Printing Office is carried up here by wagon, and is by very inconvenient methods lowered into the basement of the Capitol and there stored away, in the manner you have described, for this distribution by Senators through your office?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. Would it not be a far better condition by which none of these books that are for distribution to the general public should be brought to the Capitol, but by which the distribution should be from the Government Printing Office?

Mr. HICKCOX. That would be the best plan, surely; but still there are a great many Senators who like to have the documents where they can get them when they are wanted.

The CHAIRMAN. That demand is supplied by the document room.

Mr. HICKCOX. But a great many Senators send for documents and have them sent to their committee rooms.

The CHAIRMAN. As to that supply, why could it not as well come from the Government Printing Office as from your storerooms?

Mr. HICKCOX. It would take time to get them from the Government Printing Office, and Senators might want them on a moment's notice.

The CHAIRMAN. Would it not be a better system of distribution, as to the Senate, by which your office should be maintained at the Capitol simply as a counting room, and by which the books should all be folded at the Government Printing Office, you having at the Government Printing Office an assistant or the necessary labor force to send them out on the order of Senators?

Mr. HICKCOX. Undoubtedly that would be the best plan.

The CHAIRMAN. That would not only save the room in the Capitol building that is needed for other purposes, but it would save a very large amount of cartage and handling?

Mr. HICKCOX. Yes, sir.

The CHAIRMAN. Is there not considerable damage done to books received and stored in the manner you have described.

Mr. HICKCOX. There is not a great deal of damage done to the documents in receiving them and in the first handling of them; but our crowded condition necessitates moving them around so many times that the damage results from that. When a pile works down we have to consolidate it and build it up in a smaller compass, and keeping them here so many years they eventually become very badly jammed up.

Mr. RICHARDSON. Suppose an edition ordered is divided by the number of Senators and there is a fraction of 75 volumes over the division, what becomes of that 75?

Mr. HICKCOX. They go into the reserve.

Mr. RICHARDSON. Do you know what your reserve amounts to in any one session of Congress?

Mr. HICKCOX. No, sir; I do not.

Mr. RICHARDSON. Did you ever make any estimate of it.

Mr. HICKCOX. No, sir.

The CHAIRMAN. Have you any idea of the number of documents there are piled up in the basement that were taken out of committee rooms?

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Mr. HICKCOX. No, sir.

The CHAIRMAN. Did you not take an inventory of them under Colonel Canaday's direction?

Mr. HICKCOX. Our foreman did, I think. I do not know what they did do exactly. They took the totals of them, or something of that kind.

The CHAIRMAN. I understand there is a complete inventory of them. I wish you would look the matter up and give us a statement of the number.

Mr. HICKCOX. I will do so.

Adjourned to meet at the branch printing office of the Treasury Department at 9:30 o'clock a. m., April 17, 1891.

WASHINGTON, D. C., *April* 17, 1891.

The Committee met at the branch printing office, Treasury Department, for the purpose of inspecting the printing offices in the various Departments.

Present: Mr. Manderson (chairman), Mr. Hawley, and Mr. Richardson, of the committee; also Mr. Frank W. Palmer, Public Printer, and Mr. H. T. Brian, Foreman of Printing.

STATEMENT OF MR. GEORGE A. R. McNEIR, ASSISTANT FOREMAN IN CHARGE OF THE BRANCH PRINTING OFFICE, TREASURY DEPARTMENT.

The CHAIRMAN. Please state your name and official position.

Mr. MCNEIR. George A. R. McNeir, assistant foreman in charge of the branch printing office of the Treasury Department.

The CHAIRMAN. How long have you been such?

Mr. MCNEIR. I have been here a little over 4 years.

The CHAIRMAN. Before your appointment as foreman of this branch office, had you any connection with the Government Printing Office?

Mr. MCNEIR. Yes, sir; I had been there a number of years. I had charge of the Congressional Record.

The CHAIRMAN. For what length of time?

Mr. MCNEIR. About 4 months, during the last session of the Forty-ninth Congress.

The CHAIRMAN. What number of employés are there in the Treasury branch of the Government Printing Office?

Mr. MCNEIR. Seventy-five.

The CHAIRMAN. Do you know the division as to sex?

Mr. MCNEIR. Yes, sir. We have 33 women.

The CHAIRMAN. What amount of space do you occupy for the uses of your office force?

Mr. MCNEIR. Our floor space is a fraction less than 7,000 square feet. We have a room 53 by 131 feet.

The CHAIRMAN. Please state the condition of your office with reference to room and proper economy in the work of printing.

Mr. MCNEIR. We are very much crowded here in our operations. When we were in the sub-basement we had a larger floor space than we have here. When we moved up we were promised room, which it was found inconvenient to give us after we moved; so you will notice that we are very much crowded in the office on the compositors' side. We [105] have the compositors, the ruling machines, and the paper that we use all on that side, and it crowds us very much. The north side of the room is occupied by the presses.

The CHAIRMAN. Are you able to keep in stock or store such material as is necessary for the use of your office?

Mr. MCNEIR. Yes, sir.

The CHAIRMAN. Your supply, of course, comes from the Government Printing Office?

Mr. MCNEIR. Yes, sir; on requisition.

The CHAIRMAN. I see you are situated on the fourth floor of the Treasury building.

Mr. MCNEIR. Yes, sir.

The CHAIRMAN. State what effect, if any, the weight and jar of your presses have upon the building.

Mr. MCNEIR. There are brick arches and iron girders extending from this floor to the ground, and I do not think the building is damaged in any way by the weight or jar of the presses.

The CHAIRMAN. In that respect you feel secure?

Mr. MCNEIR. Yes, sir.

The CHAIRMAN. State the general character of the work done in this branch office.

Mr. MCNEIR. The great bulk of our work consists in the printing of blanks for the various offices of the Department. We print in the way of books the several buoy lists for the Light-House Board, the Digest of Appropriations, the Book of Estimates, and the Synopsis of Customs Decisions, which last-named work has increased very much since the establishment of the Board of General Appraisers.

The CHAIRMAN. That Board was established under the administrative customs act.

Mr. MCNEIR. Yes, sir. From the beginning of the fiscal year to April 1 we have received nearly 4,000 requisitions for Treasury printing. In addition to a great variety of job work, we have printed something over 6,000,000 envelopes, and have printed and ruled over 2,700 reams of letter and note paper.

The CHAIRMAN. In your opinion, is it in the interest of economy that this office should be maintained as a branch of the Government Printing Office, and that the work you are accustomed to do here should be done here rather than in the general office?

Mr. MCNEIR. As a matter of convenience to the Department I think it is economy to have it here, for the reason that if work is sent down to the Government Printing Office no department has the right of way. Each has to take its turn. There is a great deal of special work done here. We very frequently deliver jobs here, such as the Secretary's circulars, for instance, within 2 or 3 hours from the time we receive the copy. For the convenience of the Department I think it is worth the trouble and expense.

Mr. HAWLEY. There would be the expense, even if you sent the work to the Government Printing Office. Is there any difference in the expense by reason of the work being done here?

Mr. MCNEIR. I do not think there is.

Mr. HAWLEY. It does not change your pay roll, or outfit, or plant?

Mr. MCNEIR. I said trouble and expense.

Mr. HAWLEY. The expense has to be incurred anyway.

Mr. MCNEIR. I do not think the expense is any greater here than it would be if the work were done in the Government Printing Office. The Department supplies us with the room and with gas, and also with an engine, and there is no expense in those respects.

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The CHAIRMAN. Is there any binding done at this office?

Mr. MCNEIR. There is a bindery in connection with the Department, but it is a small affair. No binding is done for the Government Printing Office, although some of the employés in the bindery here are on the Public Printer's pay-roll.

Mr. RICHARDSON. Is there not an actual saving of expense by reason of the Department furnishing you with room, power, heat, and light?

Mr. MCNEIR. Yes, sir.

Mr. RICHARDSON. Those things are really not taxed up against the Government Printing Office?

Mr. MCNEIR. No, sir.

The CHAIRMAN. Upon what system do you do printing, with reference to the ordering of the work?

Mr. MCNEIR. All requisitions are made through the division of stationery, printing, and blanks of the Treasury Department on the Public Printer. A single job is sent in. We make an estimate of its probable cost, and that is sent down to the division of stationery, printing, and blanks, to be approved before we undertake the work, and when it is approved we execute it. It is the same system exactly that prevails at the Government Printing Office.

The CHAIRMAN. Do you print on the bare order of any official of the Treasury Department?

Mr. MCNEIR. Never. All orders come through the division of stationery, printing, and blanks. They give us a requisition number and

we make the estimate, and after approval we send the requisition to the Government Printing Office.

Mr. HAWLEY. Is the division you mention a division of the Treasury Department?

Mr. MCNEIR. Yes, sir.

The CHAIRMAN. Suppose the Secretary of the Treasury, or one of the assistant secretaries, should desire a piece of printing done, say a book or a report; what is the process, in detail, by which that work is done at your office?

Mr. MCNEIR. The requisition for that work has to go through the division of stationery, printing, and blanks of the Treasury Department.

The CHAIRMAN. Then does it go from you or that division to the Public Printer?

Mr. MCNEIR. It comes from the division of stationery, printing, and blanks to me. I represent the Public Printer here, of course. Then we make an estimate on the job, inform them what it will amount to, and if they approve that, we execute the work.

The CHAIRMAN. Then the Public Printer has no direction or control over the matter printed in this office, except as he is represented by you as the foreman of this office?

Mr. MCNEIR. That is it. Each Department has an allotment of money, and this Department issues these requisitions, as I understand it, against its allotment.

The CHAIRMAN. Is there any printing done in this office that is paid for out of the general printing appropriation, or is it all paid for out of the special allotment for printing for the Treasury Department?

Mr. MCNEIR. It is all done for the Treasury Department except the Book of Estimates, which I think is done out of the general fund. We print the Book of Estimates for the Department, and print an additional number for Congress while the forms are on the press. [107]

The CHAIRMAN. And this is done out of the general appropriation?

Mr. MCNEIR. Yes, sir.

The CHAIRMAN. In other words, this is the condition: The expenses of this office, including the cost of labor, are paid out of the special allotment or appropriation for the Treasury Department for printing, with the exception of the cost of printing the Book of Estimates?

Mr. MCNEIR. Yes, sir.

The CHAIRMAN. And the cost of that publication, including labor, is paid for out of the general appropriation for printing?

Mr. MCNEIR. Yes, sir; out of the allotment for Congressional printing.

The CHAIRMAN. Is there anything in the way of information that you can give us that would bear upon this inquiry that is being made by the joint committee, which is in the direction of economy in the public printing and the establishment of any needed reforms?

Mr. MCNEIR. I can not think of anything that would be of value to the committee.

The CHAIRMAN. Please state any facts you may think of interest to the committee concerning the printing of registered bonds.

Mr. MCNEIR. We print the interest schedules for the 4½ per cent. loan which expires in September, the 4 per cent. loan, the Pacific Railroad bonds, and the District of Columbia 3.65s. That work comes in quarterly, and all the changes made on the books of the Treasury we have to make in our forms. It takes us about 10 days to change the 4 per cents. These are all confidential jobs.

Mr. HAWLEY. There is one point we have not got at. Suppose that each Comptroller and each Auditor of the Treasury should want to print an octavo volume; would each one send his manuscript to you and have you print it?

Mr. MCNEIR. No, sir. I have no official business with any of them in regard to printing.

Mr. HAWLEY. Who orders a book printed here?

Mr. MCNEIR. It comes through the division of stationery, printing, and blanks of the Treasury Department upon requisitions signed by the Secretary of the Treasury, and no work is performed by me upon orders of any other description.

Mr. HAWLEY. It has been said that any official in a Department could have printing done in the branch office connected with that Department

simply by giving an order for it. If that is so, then each Auditor or Comptroller of the Treasury could have a book printed here, and could decide for himself as to the style of binding, etc.

Mr. McNEIR. No, sir. The order to print a book would have to come from the Secretary through Mr. Sturtevant, the chief of the division of stationery, printing, and blanks. All requisitions for printing are signed by the Secretary of the Treasury.

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STATEMENT OF MR. HARVEY A. HARDING, ASSISTANT FOREMAN IN CHARGE OF THE BRANCH PRINTING OFFICE, DEPARTMENT OF STATE.

The CHAIRMAN. State your name and official position.

Mr. HARDING. Harvey A. Harding, assistant foreman. I have charge of the branch printing office in the State Department.

The CHAIRMAN. How many employés have you?

Mr. HARDING. There are 13 in the printing department and 5 in binding.

The CHAIRMAN. Is the bindery a part of the office?

Mr. HARDING. I have no direct control of the bindery, but I have to report the time of the persons employed. Outside of that I have nothing to do with the bindery.

The CHAIRMAN. How much floor space do you occupy in the printing office?

Mr. HARDING. We have 1,006 square feet of floor space.

The CHAIRMAN. How many rooms do you occupy?

Mr. HARDING. Two rooms are occupied for the printing office itself.

The CHAIRMAN. How is it as to light and other conveniences?

Mr. HARDING. It is very good as to light.

The CHAIRMAN. What class of printing is done here?

Mr. HARDING. Most of our work is document work—consular reports; but we have, of course, all of the Department's jobs, such as blanks, circulars, and lists.

The CHAIRMAN. What is the process by which you do work? Commence at the beginning and describe the process until you reach the finished publication.

Mr. HARDING. Do you mean in regard to consular reports?

The CHAIRMAN. I wish to ascertain, in the first place, on whose order the work is done.

Mr. HARDING. The requisition for the work is sent down by Mr. Brown.

The CHAIRMAN. Mr. Brown is the chief clerk of the Department, is he not?

Mr. HARDING. Yes, sir. I give the work out at once, and it is set up as rapidly as possible, the proof read, and a revise sent to the chief of the bureau for whom the work is done.

The CHAIRMAN. The printing of the office, then, is done on the order of the chief clerk of the Department?

Mr. HARDING. Yes, sir.

The CHAIRMAN. He is the one to whom you look for your authority to do work?

Mr. HARDING. Yes, sir.

The CHAIRMAN. Is there any supervision of his order by the Public Printer?

Mr. HARDING. I, as the representative of the Public Printer, have charge of the work itself.

The CHAIRMAN. You exercise no discretion, as the representative of the Public Printer, as to what work shall be done, but you simply obey the order of the chief clerk?

Mr. HARDING. I do not exercise any discretion; that is entirely in the control of Mr. Brown.

The CHAIRMAN. In addition to the blank work of which you spoke, the consular reports, etc., you print, of course, a great many confidential communications for the Departments?

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Mr. HARDING. Yes, sir; many of them are confidential.

The CHAIRMAN. Are you able to guard your confidential work so as to prevent disclosures?

Mr. HARDING. Yes, sir. Since I have had charge of the office many jobs of a confidential character have been submitted to me, and in no one instance has any matter been divulged, as for instance the Bering Sea correspondence and the reciprocity negotiations with the Republic of Brazil.

STATEMENT OF MR. SEVELLON A. BROWN, CHIEF CLERK OF THE DEPARTMENT OF STATE.

The CHAIRMAN. What is your name and official position?

Mr. BROWN. Sevellon A. Brown; chief clerk of the Department of State.

The CHAIRMAN. The committee would be pleased to have a statement from you in regard to the branch printing office connected with your Department.

Mr. BROWN. The keeping of the plant of the office is under the charge of the Public Printer. That officer furnishes the foreman and the men and a portion of the material. Whatever is furnished is charged up against the annual allotment of the Department for printing and binding. The exception to this is the printing of the consular reports. Much of the material and all the labor for these reports is furnished by the Public Printer; bills are rendered for the entire cost of the work, and the amount is paid out of the appropriation for the preparation, printing, publication, and distribution of the consular and other commercial reports. That portion of the printing which is required in the diplomatic service, including confidential instructions to our ministers, notes to representatives of foreign countries, and various other matters relating to foreign intercourse, are printed in the Department. This is a very important class of printing, and the office being in the Department building, important documents, under the supervision of responsible officials, can be set up from the originals, tending to accuracy, and resulting in an appreciable saving of time and expense. The items which the Public Printer fails to provide must be paid for out of the appropriation for contingent expenses of the Department, a condition of affairs that was not contemplated.

The maintenance of both a branch bindery and a printing office in the Department is of the greatest possible convenience and is in the direction of economy.

All communications received from our diplomatic representatives residing abroad and those from foreign ministers residing in this country, dispatches from our consuls and all letters received from the Departments of the Government, including letters from private corporations and individuals, are bound up in separate classified volumes as soon as there is sufficient material to make a volume. These papers are in originals and form a part of the public archives of the Government and consequently should not be removed from the Department nor pass beyond the immediate control of its officers. Many of them are of a highly confidential character. While passing through the process of binding these papers are frequently required for reference. If, therefore, the papers were bound at the Public Printing Office the Department would suffer a great inconvenience. The bindery has been connected with the Department for half a century.

Before the year 1885 the Department frequently suffered great inconvenience because there was no branch printing office connected with it. [110]
Since that time experience has abundantly shown the wisdom of its introduction.

As showing the anomaly in the conduct of business, I would state that all material and labor, of whatever character, used in the bindery is furnished by the Public Printer. Last year a backing machine was needed, and failing to procure one from the Public Printer, the Department was forced to expend about $50 for the purchase of one. Why one article should be furnished by the Department of State, while all the rest are provided by the Public Printer, is beyond my comprehension.

Turning to the branch printing office, the anomaly is still more apparent. The Public Printer furnishes all the paper, ink, new rollers, furniture, leads (but not the type that the Department has to purchase), stereotype plates, benzine, lubricating oils, etc. On one occasion the

Department paid for the repairs to the engine, but the last time the repairs were made by the Public Printer.

I think the entire control of both the printing and the binding should be vested in the Public Printer, and that his representative here should look after the type and presses, and replace them when they are worn out, instead of this duty being left to comparatively inexperienced people.

The CHAIRMAN. You think such a change would be in the interest of economy?

Mr. BROWN. Yes, sir; and it would enable the Public Printer to have absolute control and to be in the possession of accurate knowledge of everything about the cost of the office.

The CHAIRMAN. Will you please give to the committee the process by which orders are given for the printing which is done in this office? Have you a bureau of printing and binding, similar to that which exists in other Departments?

Mr. BROWN. No, sir; there is no special bureau in charge of the printing. We have a form of requisition, which is sent to me by the different Secretaries and chiefs of bureaus when a piece of printing is wanted. I will hand to the committee a copy of the requisition used.

The requisition referred to is as follows:

DEPARTMENT OF STATE,
Washington, ——, 189—.

SEVELLON A. BROWN, *Chief Clerk:*

Please cause to be printed —— copies of the following: ——————, copy of which is inclosed.

——— ———,
Chief of Bureau.

Countersigned:

——— ———,
Chief Clerk.

The CHAIRMAN. The countersigning of this requisition by you is the Department's approval of it?

Mr. BROWN. Yes, sir.

The CHAIRMAN. And upon that approval the printing is done?

Mr. BROWN. Yes, sir; in almost every case.

Mr. RICHARDSON. What restrictions does the Department place upon the discretion of its bureau officers to print?

Mr. BROWN. If a requisition comes to me which I think is larger or smaller than it ought to be, I correct it.

The CHAIRMAN. Suppose it is a matter from a bureau chief, and there should be some question in your mind as to the advisability of printing it?

Mr. BROWN. I would exercise my own judgment, as I am supposed to have full authority in such matters.

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Mr. HAWLEY. You exercise your discretion in countersigning a requisition?

Mr. BROWN. Yes, sir.

Mr. HAWLEY. If a bureau chief should specify that a certain kind of paper should be used, with broad margin and costly binding, you could veto his requisition if you saw fit, could you not?

Mr. BROWN. Yes, sir; or if, on the contrary, he did not, and I thought it to the credit of the Department that the work should be done in better style than was specified in the requisition, I would change it, especially if the work were going to a foreign country. In other words, I control the matter entirely. If a man orders 5,000 copies, and I think 500 will be sufficient, I use my judgment.

The CHAIRMAN. Or you could use your discretion as to whether it should be printed at all?

Mr. BROWN. Yes, sir.

The CHAIRMAN. Have you any suggestions to make as to where money can be saved to the Government in the matter of the distribution of public documents?

Mr. BROWN. It has been customary for the officials at the Capitol to send copies of all public documents to each of the foreign legations in Washington, of which there are usually from 30 to 35, receiving from 30 to 35 bound volumes of public documents each. They are sent direct from the Capitol, in sheep-bound form. In most cases they are not wanted by the recipient. Foreign ministers, as a rule, keep up with the current work of Congress, and are always provided with any documents they want by the Department. If we can not furnish them we

try to get them at the Capitol, and usually succeed. I think it unnecessary to send to the legations executive documents of the class I have named.

The CHAIRMAN. What have you to suggest with reference to bills and joint resolutions?

Mr. BROWN. I do not see that anything is to be gained by sending to the legations bills or joint resolutions. They have the Congressional Record, and if they see anything in that which they want they will ask for it.

The CHAIRMAN. Do you think it desirable to continue the distribution of the Congressional Record to them?

Mr. BROWN. I think they should pay for it. Our legations would have to pay for such publications in their countries. If we get an executive document in London we have to pay for it. This Government is more generous in its distribution of documents than any other government under the sun. I will furnish you with a copy of a letter written by Governor Fish to Senator Anthony, when he was chairman of the Committee on Printing, pointing out where, in his opinion, the unnecessary expenditure of money for this purpose could be saved. Mr. Fish gave his personal attention to the subject, and although, by reason of subsequent changes in the law, some passages are not applicable at the present time, yet the general principle therein expressed is a good guide in such matters.

The letter from Secretary Fish to Senator Anthony, referred to by Mr. Brown, is as follows:

DEPARTMENT OF STATE,
Washington, January 19, 1874.

Hon. H. B. ANTHONY,
Chairman of the Committee on Printing, Senate:

SIR: I have the honor to acknowledge the receipt of your letter of the 12th instant asking information as to the manner of distributing the sets of Congressional Documents sent to the Department of State, and also any suggestions as to the practicability of diminishing the number furnished. [112]

Of the sixty sets of Congressional Documents bound, *ten* have been for foreign governments, viz: Great Britain, France, Spain, Prussia, Austria, Netherlands, Russia, Bavaria, Hawaiian Islands, and Sweden; *nineteen* sets for the United States legations, and *five* to the consulates at Alexandria, Tangier, Tunis, Tripoli, and Havana; *three* to the libraries of the Institute of France, of the City of Paris, and the Imperial Library in Paris.

The remaining *twenty-three* sets have been retained in the Department.

By the act of March 2, 1867 (Stat., vol. 14, p. 573), fifty copies of these documents it is understood are placed at the disposal of the Joint Library Committee, which exchanges the same with foreign governments through the agency of the Smithsonian Institution. Assuming that exchanges are thus made with the governments of other powers, the distribution through the Department of State to those governments can be discontinued; and the Department has made inquiry of the several legations of the United States in other countries which results in the assurance that these bound volumes of documents are not either necessary or desirable in the legations or consulates.

It results that the number of bound volumes of the documents now received by the Department of State may be largely reduced.

I am of the opinion that ten sets of these documents will be quite sufficient for the use of this Department if, as is understood, exchange with the *governments* of other states is made through the agency of the Smithsonian Institution.

The inquiry above referred to (of the several legations of the United States in other countries) which brought out the absence of need of the entire set of Congressional documents, indicated a concurrence of opinion that certain of the documents are needed in each of the legations and in some of the principal consulates. These embrace—

The President's Message, and accompanying documents relating to foreign affairs; the annual reports of the heads of the several Departments; the annual reports of the Educational Bureau, Coast Survey, Smithsonian Institution, Statistical Bureau, Land Office, Indian Affairs, Patent Office, Commercial Relations, and the Official Register (Blue Book).

All of the above are not needed by each of the legations or consulates referred to. The number of each that may be required will therefore vary, and may increase from time to time.

The demand upon the Department for copies of the President's Message and accompanying documents relating to foreign affairs is quite large. By existing law (Stat., vol. 14, p. 305, sec. 2) the Department receives 2,500 copies of this document. This number might be reduced to 1,500.

Of the other documents particularly referred to, I would suggest, as the required number of each varies, that a discretionary authority be given to the Secretary of State to order not exceeding 250 copies of each, with the exception of the Commercial Relations, of which 1,000 copies are desirable.

By the joint resolution approved April 16, 1870 (Stat., vol. 16, p. 372), the Congressional Printer is directed to cause to be printed for the use of the Department of State, when requested to do so by the Secretary of State, 500 copies of all documents emanating from the Department of State which may be ordered to be printed by either House of Congress.

It is deemed important that this authority be continued. The demand for some of these documents, both at home and abroad, is large, and with many of them it becomes of importance that a supply be furnished as well for distribution by our legations and representatives abroad as for their information and use. In some rare instances a larger number than 500 might be desirable, and if any change be made in respect to this provision. I would respectfully suggest that a discretionary power be given to the Secretary of State to increase the number of copies, so as not in any case to exceed 1,000. This number will be very rarely deemed necessary, but in some instances it may be important that the larger number be distributed.

The opinion of the Secretary of State is desired as to the distribution of public documents, bound and unbound, to the foreign legations in this city.

Your letter states that the distribution now made is not done in obedience to any law or even any resolution on the part of the Senate, and that now twenty-one complete sets of bound documents with the same number of the same documents unbound, bills, reports, etc., are sent to the legations from the House, while the Senate sends them twenty-four duplicate sets of its publications.

This is a liberality of distribution which is believed not to be exercised by many, if any, foreign governments, toward the diplomatic representatives accredited to them.

When the United States Government has occasion for the printed legislative or parliamentary publications of other States, as a general rule they are only obtained by purchase. I respectfully submit to the consideration of the committee, that a rule of reciprocity be established with respect to the distribution of these documents, and that copies be furnished only to the legations in this capital, of those governments who furnish to the legations of the United States in their respective capitals, copies of all their printed parliamentary or legislative documents. I do not hesitate to recommend a provision to this effect. And should it be adopted the Department of State will undertake the delivery of the documents, bound and unbound, to the legations of such powers as shall indicate a desire to reciprocate the distribution of these documents to our legations abroad.

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I would further suggest in this connection that it would be a convenient provision if a certain number of documents, bills, reports, etc., be printed and kept in reserve for sale by the Public Printer at a price sufficient to cover the expense, and that the representatives of foreign powers in this capital be allowed to obtain copies of such as they may desire at such price.

The Government of the United States has experienced the advantage of this system adopted elsewhere, when it purchases documents which it may desire.

Your letter states that among the legations to which bound and unbound documents are now sent are those of Bremen, Sardinia, Costa Rica, New Granada, Nicaragua, Honduras, Ecuador, and Switzerland.

Neither Bremen, Costa Rica, Honduras, or Switzerland maintains a legation or has any diplomatic representative in the United States.

The Government of Sardinia has been succeeded by that of Italy, as that of New Granada is now known as the United States of Colombia.

I have the honor, etc.,

HAMILTON FISH.

Mr. BROWN. The recent treaty for the interchange of official publications will afford to the countries entering into it abundant opportunity for procuring necessary documents without the intervention of their representatives in this city, and if the non-signatory powers desire such publications, the treaty provides for their adherence, in which case they will receive the documents through the channel therein provided.

In regard to reports, the Department is not required by law to make an annual report, nor does it do so. The nearest approach to an annual report is that of the Foreign Relations. This consists of such correspondence between this Government and that of foreign governments as the Executive deems proper to communicate to Congress with the annual message.

Usually 1,000 copies of this publication are printed for distribution among our diplomatic and consular officers, and for presentation to foreign governments and to eminent publicists abroad and at home. The copies become a charge against the annual allotment of the Department for printing. I do not see that the public interest would be conserved by a reduction in the number of copies usually printed. As a book of reference to our officers abroad it is a valuable assistant.

As to the distribution of public documents, I can make no other suggestion than those heretofore made by me in this examination.

With respect to public documents, bills, resolutions, etc., required by the Department: At one time the Department received sixty sets of the bound Congressional documents. These were sent to foreign governments, to our legations abroad, and to the most important consulates. An additional number of the unbound copies of documents as they appeared were also furnished the Department.

From time to time, in the spirit of economy, the Department continued to reduce the number of copies received, until now it is furnished with but four complete sets of the bound volumes of the Congressional documents. It is not deemed expedient for the public service to further reduce this number.

Of the unbound documents, bills, resolutions, etc., the Department now receives fifteen copies each. This small supply has often seriously inconvenienced the Department, but in the interest of economy it has made no effort to increase the number, as the general result has proved the wisdom of the situation.

The Department of State, by law, is the custodian of the original rolls or manuscript of the laws passed by Congress. The other Executive [114] Departments and their bureaus are dependent upon it for exact copies of the laws as passed. Often laws appropriating large sums of money or curtailing large appropriations are passed after the beginning of a fiscal year, but taking effect, in fact, on the first day of the fiscal year.

These laws affect all branches of the Government, and the necessity of immediately furnishing correct copies to the various offices is apparent. To make manuscript copies of these laws would be a physical impossibility. Copies of the printed bills, therefore, become to this Department an absolute necessity. As an illustration, the sundry civil appropriation bill, usually the largest and most important one passed by Congress, becomes a law about the last day of the life of the session of Congress. Immediately a demand is made for copies.

Generally the law as finally passed does not materially differ from the last print of the bill. The printed bill is therefore carefully compared with the original roll, as soon as the latter is received, and the corrections marked in red ink. It is then a very easy thing to correct the other copies of the printed bill to conform to the bill as passed. Certified copies can therefore be furnished the Public Printer, and the different Departments promptly. Without the aid of these bills manuscript copies of the act would have to be made for the Public Printer, and that officer and the Departments would be compelled to wait several days before copies could be furnished. The same is proportionately true of resolutions.

If in any way the Department could be informed as to what public documents are passing through the press, so that it might have an opportunity to decide whether any particular document was needed, a large mass of documents that are now sent to the Department could be dispensed with. But there is no censor nor could there well be one to select for the Department such documents as it desires. It often happens that documents emanating from other Departments bear upon some diplomatic question, and the Department should have copies of such publications. This is particularly true of reports of committees. The first knowledge that the Department has of such a report, in which it may be interested, is when copies are received from the Public Printer, usually too late to order additional copies.

The Department has with great care collated all documents printed by order of Congress relating directly or indirectly to diplomatic affairs since the Twentieth Congress. These documents have been bound in volumes and now form one of the most important parts of its archives.

This collection could only be continued by an examination of each document as published by Congress by some one connected with the Department, and that duty could not be delegated to one not connected with it.

I therefore believe that it would not serve the best interest of the public to reduce the number of public documents, bills, resolutions, etc., now furnished the Department of State.

STATEMENT OF MR. G. W. HOWLAND, "MAKER-UP" IN THE BRANCH PRINTING OFFICE OF THE NAVY DEPARTMENT.

The CHAIRMAN. Please state your name and what position you hold under the Government.

Mr. HOWLAND. My name is G. W. Howland, and I am classed as a "maker-up" in the printing office of the Navy Department.

The CHAIRMAN. Who is the foreman of printing of this branch office?

Mr. HOWLAND. Mr. J. M. Craig. [115]

The CHAIRMAN. Is he present to-day?

Mr. HOWLAND. No, sir. He is attending his mother's funeral. She died on Tuesday.

The CHAIRMAN. What number of employés are there in this office?

Mr. HOWLAND. There are 21 persons employed here, of whom 12 are employed in printing and the remainder work in the bindery.

The CHAIRMAN. What class of work is done in this branch office?

Mr. HOWLAND. Navy printing exclusively—blanks and anything of the kind that come from the Navy. We do work for all the different bureaus of the Navy Department.

The CHAIRMAN. What do you print besides blanks?

Mr. HOWLAND. We print circulars and advertisements and every class of work, such as proposals and contracts for building war vessels, and specifications for the same; general and special orders by the Secretary of the Navy; all general court-martial orders; all envelope printing for the Department, and all confidential work for the same; specifications for supplies for Department; letter headings; copying-ink jobs; blanks for different navy-yards; mailing list for Hydrographic Office (about 16 galleys); Weekly Bulletin for Hydrographic Office; monthly pilot chart printing, and a large variety of other work which I can not at this moment name.

The CHAIRMAN. Do you print any books or pamphlets?

Mr. HOWLAND. Yes, sir.

The CHAIRMAN. State in a general way what they are.

Mr. HOWLAND. They are small, and do not amount to much. We print the Hydrographic Notices to Mariners every week, which make a book of from 15 to 30 pages, octavo. That is made up into what they call "extracts." They run from about 7, which is the lowest, to 13, which is the highest, and the number of copies printed varies from about 5,000 down to 300. I think 5,490 is the highest in one division, and so on down.

The CHAIRMAN. Is all the printing of the Hydrographic Office done here, or has that office a separate printing establishment?

Mr. HOWLAND. All I know anything about is done here, with the exception of what is done at the Government Printing Office. We print here occasionally what they call a supplement to the Light-House List, which sometimes makes as high as 40 pages, and then we have supplements to the Notices to Mariners. Sometimes they come in as often as one a week, and they are printed on every other page of octavo, making all the way from 16 to 40 or 50 pages. We have printed a book that ran over 40 pages.

The CHAIRMAN. What is the extent of the binding done in your bindery?

Mr. HOWLAND. Mr. Knott, in the bindery, can tell you about that. I pay no attention to it.

The CHAIRMAN. From whom does your order to print come?

Mr. HOWLAND. It is generally marked by Mr. Hogg, the chief clerk of the Navy Department, who puts his initials on nearly every order.

The CHAIRMAN. Have you at hand an order for a piece of printing?

Mr. HOWLAND. This is all the order we ever get.

Mr. Howland produced the copy for a circular, upon which the initials "J. W. H." appear, being the initials of Mr. Hogg, chief clerk of the Navy Department.

The CHAIRMAN. The copy comes to you, being transmitted by the chief clerk of the Navy Department, who has placed his initials upon the copy to indicate to you the number to be printed?

[116] Mr. HOWLAND. Yes, sir.

The CHAIRMAN. You simply follow the directions of the chief clerk?

Mr. HOWLAND. Yes, sir. Mr. Hogg's initials are supposed to be on every job that comes down here, but they are not always. I suppose they take it for granted they are on. They should be.

The CHAIRMAN. Do you mean to say that you receive orders to print from any chief of division or bureau officer without the supervision of Mr. Hogg, the chief clerk?

Mr. HOWLAND. Very many orders come down here without Mr. Hogg's initials, but they are supposed to be on every order. We take it for granted that Mr. Hogg's consent has been given. I suppose that in those cases the official sending the order down has seen Mr. Hogg in person and obtained his consent. Mr. Craig did start in at one time

to require every order that came in to have Mr. Hogg's initials on it, but like a good many things like that, it fell into disuse.

The CHAIRMAN. How long have you been employed in this Branch Printing Office?

Mr. HOWLAND. It will be 2 years in August; I do not remember the exact date.

STATEMENT OF J. M. CRAIG, ASSISTANT FOREMAN IN CHARGE OF THE BRANCH PRINTING OFFICE OF THE NAVY DEPARTMENT.

Mr. G. W. Howland, who was in charge of this office during my absence on account of death in my family, makes a fair and correct statement in reference to the kinds of work done by this office.

All the work done is exclusively for the Navy Department, by a general understanding with the chief clerk.

I am running the office, and have been since I took charge of it, nearly 2 years ago, with the smallest force possible to get the work out satisfactorily to the Department. I could not run it with less. I would suggest that if I had better and more improved machinery for doing the work and better quarters to do it in would be in the line of economy. The work has to be done almost entirely by gaslight, which is very objectionable.

STATEMENT OF MR. IGNATIUS M. KNOTT, IN CHARGE OF THE NAVY DEPARTMENT BINDERY.

The CHAIRMAN. Please state you name and official position.

Mr. KNOTT. Ignatius M. Knott; I am foreman of the bindery attached to the Navy Department.

The CHAIRMAN. How long have you been employed here?

Mr. KNOTT. Since 1875.

The CHAIRMAN. How much of a force have you in this bindery?

Mr. KNOTT. There are 6 women, and 1 man besides myself.

The CHAIRMAN. Are you under the direction of the Public Printer?

Mr. KNOTT. Yes, sir.

The CHAIRMAN. This is one of the branch offices of the Government Printing Office?

Mr. KNOTT. Yes, sir.

The CHAIRMAN. In a general way please state what class of work is done in your bindery.

Mr. KNOTT. The manuscript work is the principal thing we do here, the records of the different bureaus, such work as they have to refer to frequently. It would not be convenient to send that work to the Government Printing Office, so we do it here.

The CHAIRMAN. What printed matter do you bind? [117]

Mr. KNOTT. Very little; I will show you some of the work that we do for the different branches of the Navy. [Mr. Knott exhibited to the committee various samples of work done in the bindery.] Much of our work is the binding of the Notices to Mariners from the Hydrographic Office and general orders, abstracts, etc.

The CHAIRMAN. Who directs the extent and the character of the binding that is done here?

Mr. KNOTT. The different bureaus and the chief clerk, principally.

The CHAIRMAN. Does all the material, or most of the material, that you handle and expend labor and money upon undergo the supervision of the chief clerk of the Navy Department?

Mr. KNOTT. No, sir. We write out a requisition and send it to the chief clerk of the Government Printing Office, and the receipt is carried to the chief clerk of the Navy Department.

The CHAIRMAN. Have you anything to suggest by which there would be greater economy in the conduct of your office and by which money could be saved to the Government?

Mr. KNOTT. I do not know of anything. We are as economical as possible. We use a great deal of old material here, such as old portfolios that are worn out in the Hydrographic Office. We utilize those in making backs for books.

The CHAIRMAN. From whom do you obtain the material used in binding?

Mr. KNOTT. We make a requisition on the chief clerk of the Government Printing Office.

The CHAIRMAN. Are there any purchases made for this office direct?

Mr. KNOTT. No, sir.

Mr. RICHARDSON. Do you do any private binding that is not authorized by law?

Mr. KNOTT. No, sir; we conform to the law.

STATEMENT OF MR. JOHN W. HOGG, CHIEF CLERK OF THE NAVY DEPARTMENT.

The CHAIRMAN. Please state your name and official position.

Mr. HOGG. John W. Hogg, chief clerk of the Navy Department.

The CHAIRMAN. How long have you held that position?

Mr. HOGG. Since 1874.

The CHAIRMAN. The branch of the Government Printing Office that is connected with the Navy Department comes under your direction to some extent, does it not?

Mr. HOGG. To a certain extent.

The CHAIRMAN. Please state to the committee the character of your supervision of it.

Mr. HOGG. I have very little supervision over the office. Of course the Public Printer employs his own people and takes them on and puts them off; the head of the branch office making his returns to the Public Printer.

The CHAIRMAN. Please state the plan or process by which any manuscript or matter that it is desired to have printed is finally printed; that is, who has supervision of it?

Mr. HOGG. Each bureau of the Department, including the Judge-Advocate-General's Office and the Secretary's Office, as well as the Hydrographic Office, when it has matter to be printed, sends it down to the branch printing office. A large part of the printing for the Hydrographic Office is done by the branch office. As I say, this copy is sent down from the different bureaus and placed in the hands of the printer.

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This has been the practice since the establishment of the branch office, some 25 or 30 years ago.

The CHAIRMAN. Does it go direct to the printer, or is it transmitted through your hands?

Mr. HOGG. It goes direct to the printer, usually; that is, the ordinary work.

The CHAIRMAN. Then it is in the power of any bureau chief to have as much printing done as he may desire, without supervision by the Secretary, or by yourself, as chief clerk, is it not?

Mr. HOGG. Yes, sir; it might be so considered. They might have printing done of which we have no special knowledge.

The CHAIRMAN. There is no check, then, upon the amount of printing that might be ordered by any bureau officer?

Mr. HOGG. There is no check. Of course the Secretary could check it at any time he saw fit. There is a certain amount of work done monthly at the branch printing office; it amounts to about the same thing each month—that is, it averages fairly and is supposed to be all that the force can do within the time. Any unusual amount of printing desired by any particular bureau would, beyond doubt, be brought to the attention of the chief clerk by the foreman. I might add with regard to that, that when we found our appropriation was running short, the printer came up to me and I told him if any extraordinary jobs came into the office he had better come to me for permission to print them: but if the order was for blanks or envelopes, or anything of that kind, he might go ahead with the work as usual.

The CHAIRMAN. Are the various pamphlets that are issued by the Bureau of Naval Intelligence printed here, or are they sent to the Government Printing Office?

Mr. HOGG. They are printed at the Government Printing Office, that is the "Naval Professional Papers," compilations of "Information from abroad," etc., to which I suppose you refer.

The CHAIRMAN. Have you any suggestions to make to the committee in the interest of greater economy in the printing that is done for the Navy Department?

Mr. HOGG. I have never been able to ascertain whether it is more

economical to do the work in the branch office or at the Government Printing Office.

The CHAIRMAN. The work is done here merely as a matter of convenience?

Mr. HOGG. It is a matter of convenience. I have thought at times that we had too many people in the branch office; but we do not control that, and it rests entirely with the Public Printer. We have also, of course, the branch bindery down below, which binds up our manuscript letters to which we have to refer. It is considered better that we should have that work done in the Department than at the Government Printing Office.

The CHAIRMAN. These people are all engaged on work incident to the Navy Department?

Mr. HOGG. Yes, sir; the directions to the foreman are that if he has any doubt as to the work being entirely official he must submit it to the chief clerk for inspection before doing it.

The CHAIRMAN. That work would have to be done in the Government Printing Office if it were not done here?

Mr. HOGG. Yes, sir.

The CHAIRMAN. I understand that all material, such as paper and binders' material, is furnished to your branch office by the Government Printing Office?

Mr. HOGG. Yes, sir. [119]

The CHAIRMAN. Is that true as to type, presses, and material of that kind?

Mr. HOGG. No, sir; we have bought a good deal of type and some other printers' material, but the presses have been furnished through the Public Printer for a long time past.

The CHAIRMAN. By what process do you buy type; do you buy it in open market, or do you advertise for bids?

Mr. HOGG. We buy it in open market. Whenever the foreman wants type for use in the office he generally gets an order from us to buy from the prominent manufacturers.

The CHAIRMAN. Do you think there would be economy in having such supplies bought by the Government Printing Office?

Mr. HOGG. I think as long as it is a branch of the Government Printing Office the Public Printer ought to furnish everything to run the office—type, presses, ink, and paper; but of course all those things would doubtless be charged up against our appropriation.

Mr. BRIAN. Where there have been large purchases of type for the naval branch they have been made through the Public Printer, and presses have also been so purchased, the amount therefor, however, being paid out of the special appropriation for printing for the Navy Department.

Mr. RICHARDSON. Are you able to do all the printing that you have to do here from the annual appropriation that is made, or have you had to have a deficiency provided for?

Mr. HOGG. There has been a deficiency almost every year. I do not think Congress appropriates enough for the Navy Department. We have had for a number of years a regular appropriation of about $60,000, $12,000 of which is for the Hydrographic Office, and of course the business of the Navy has very much increased during the last 6 or 8 years. All kinds of work is increasing, and there is a greater demand for printing, and I think our appropriation should be increased accordingly.

Mr. RICHARDSON. Do you not think by the exercise of economy and care you could keep the expenses within the appropriation?

Mr. HOGG. No, sir; I do not think we could and do the printing that is absolutely necessary to be done.

Mr. RICHARDSON. Do you not think they do work in this branch office that could be dispensed with?

Mr. HOGG. No, sir; I do not think there is anything done in the branch office that could be dispensed with.

Mr. RICHARDSON. What has caused the increase in the cost of printing in this Department?

Mr. HOGG. The increase of the Navy, for instance. I do not mean that there has been a very great increase in the branch office, but there has been a very large increase at the Government Printing Office. There have been a good many new vessels constructed, and the printing of the specifications for a new vessel cost $200 or $300. They are

printed and bound up in book form for the use of the Bureaus and the superintendents of the construction of the vessels and the contractors. The reorganization of Bureaus and change of methods in procuring, issuing, and accounting for stores involve new books and blanks. Our requisition book, containing requisitions on the Printer, will show you the kind of work we do. [Mr. Hogg produced a book containing requisitions on the Public Printer.] The printing of the volume prepared by the Office of Naval Intelligence, entitled "General Information Series," costs from $2,000 to $3,000.

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The CHAIRMAN. Is that paid out of your appropriation?

Mr. HOGG. Yes, sir; I have a requisition here [indicating] for printing a "coaling and docking report," third edition, prepared by the Office of Naval Intelligence. It is a very valuable work for the Navy Department, the naval service, and the commercial marine. It is a report on the different kinds of coal of the world, their relative qualities, and gives the coaling, docking, and repairing facilities of all ports. I have not been able to have it printed yet, as the balance of the appropriation will not stand it, the cost being about $1,000.

Mr. RICHARDSON. Do you not think it advisable to have every job of printing that is done in your branch office pass through your hands or through the hands of some officer charged with the duty of inspecting and ascertaining if it is necessary to print it?

Mr. HOGG. Yes, sir.

Mr. RICHARDSON. And have it "O K'd" by some one in the Department before it goes down?

Mr. HOGG. I think that would be well; but it ought to be done by some one who has a knowledge of printing, perhaps, and has the time to give the subject full attention.

Mr. RICHARDSON. Is there any limit put upon the chiefs of Bureaus in the Navy Department restraining them in the matter of orders upon the branch office for printing?

Mr. HOGG. No, sir. We have a fight with them occasionally.

Mr. RICHARDSON. Who has the fight?

Mr. HOGG. I do, principally.

Mr. RICHARDSON. As I understand you, the jobs do not all go through your hands, and as a consequence you do not pass upon all of the work done?

Mr. HOGG. When there is an extra large job to be done I pass upon it if it is brought up by the foreman of the office for my consideration.

Mr. RICHARDSON. You wait until you have complaint from the branch office before you pass upon it?

Mr. HOGG. Yes, sir; until it is brought before me.

Mr. RICHARDSON. Do you not think it would be well to have every job pass through your hands and have your affirmative action before it goes down to the office to be printed?

Mr. HOGG. That would do for everything except the work sent down from the Hydrographic Office. They have a certain amount of work, not exceeding $12,000 a year. Part of that is done at the Government Printing Office and part of it is done at the branch office. I can not, I think, exercise any supervision over either. They send their work to the printer and have it printed. It would not do for me to check them, for they have their appropriation for that purpose and should know what their allotment of the appropriation will bear.

Touching the question of increase in the cost of printing, I want to show you one of the Secretary's annual reports. [Mr. Hogg produced a copy of an Annual Report of the Secretary of the Navy.] That has about 100 excellent illustrations, coming from the Bureaus of Ordnance, Construction and Repair, and Steam Engineering. The Bureaus consider these illustrations necessary, as they are mentioned in and relate to the text of the report. That makes the report cost much more than it would without the plates. Where we used to print the Secretary's report for $2,000 it now costs $4,000. There is a great demand for these reports, because they contain so much valuable information. Our appropriation will warrant us in printing about 1,500 copies only, and we could distribute 10,000 if we had them, there being numerous applications for them from all sources.

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Mr. HAWLEY. Has not the hydrographic work in the branch office increased very much during the last 3 or 4 years?

Mr. HOGG. Very materially. Additional branch offices have been established, and as the publications of the office become better known the demand for them increases.

STATEMENT OF MAJ. F. C. AINSWORTH, U. S. ARMY, CHIEF OF RECORD AND PENSION DIVISION, WAR DEPARTMENT.

The CHAIRMAN. Please state your name, rank, and duty.

Major AINSWORTH. F. C. Ainsworth, major and surgeon, U. S. Army, in charge of the record and pension division, War Department.

The CHAIRMAN. Please state whether there is a printing office connected with your division.

Major AINSWORTH. There is.

The CHAIRMAN. What is the number of employés?

Major AINSWORTH. The number varies from 5 to 10, according to the amount of work.

The CHAIRMAN. What is the general nature of the matter printed by them?

Major AINSWORTH. Nothing but the cards and blank forms used in connection with the Record and Pension Division.

The CHAIRMAN. Is there any binding done?

Major AINSWORTH. Very little. What binding is done is performed by men detailed from the Government bindery, and is practically confined to the repairing and rebinding of old service record books.

The CHAIRMAN. This office is under your direct supervision and control, is it not?

Major AINSWORTH. Yes, sir; under the Secretary of War.

The CHAIRMAN. It is in no way directed or controlled by the Public Printer?

Major AINSWORTH. No, sir; except in the matter of binding.

The CHAIRMAN. In your opinion is it economy to continue this separate printing establishment?

Major AINSWORTH. Yes, sir. It would be quite impossible, without great delay and expense, to continue the copying of the old records without it. For instance, the records are all copied and entered on a card 3¼ by 8 inches. The cards are printed on sheets large enough to enable us to print 40 at a time. We do not print the cards until we are ready to commence the copying, because it is necessary to use the records in connection with the current work of the office. As soon as the records are ready to go into the hands of the copyists they are sent to the Tenth street building and the cards are printed to fit each record. As I stated, they are printed on sheets of paper large enough to enable us to print 40 at once. With the forms all standing, I can set up in type—it is but the work of a moment—a heading showing the number of the regiment, the company, and any remarks that appear on the roll that would necessarily be repeated for each man. It is but the work of a few minutes for a type-setter to put that in type, while if it were written out for each man it would double or quadruple the work. For instance, here is a card printed for copying a company muster-in roll.

[122] The muster-in roll card referred to by Major Ainsworth is as follows:

	53	N. Y.

....., Co....., 53 Reg't N. Y. Infantry.
Age.....years.
Appears on
Company Muster-in Roll
of the organization named above. Roll dated
....., ..., 186 .
Muster-in to date ....., 186 .

Joined for duty and enrolled:
When ....., 186 .
Where.....
Period.....years.

Remarks: .....

Sept. 10, 1862, the Governor of New York ordered the 53d New York broken up. The Field and Staff were mustered out. Co. D. was transferred to the 162d and 165th. Co. K became Co. F of the 162d. The remaining Cos. were transferred to the 132d.

Book mark: .....

Copyist.

Major AINSWORTH. The remark at the bottom of this muster-in roll would necessarily appear against at least 100 names. In addition to that, I have printed in "53 N. Y.," in the index line, and "53d Reg't N. Y. Infantry" in the line below, all of which would have to be rewritten many times if not printed. These cards are printed in many different forms, to fit as many different records, just as they are needed for use, and the records themselves not being taken out of the office, can still be used and the current pension and other work of the office kept up to date.

The CHAIRMAN. By what process do you obtain the material that is used in your office—the paper, type, presses, etc.?

Major AINSWORTH. All by contract. There is very little material used by us except paper. The other material that is used is trifling. We only have a small amount of type. The electrotypes we get from the Government Printing Office, and the rollers are made for us at the Government Printing Office. The paper, envelopes, and other stationery that we use in connection with the work are obtained by contract.

The CHAIRMAN. By the Department or by your division?

Major AINSWORTH. By the Department.

The CHAIRMAN. You make a requisition on the Department for the necessary material and pursue the usual process of advertising and letting by contract?

Major AINSWORTH. Yes, sir.

The CHAIRMAN. Have you any suggestions to make to the committee looking to greater economy in the matter of printing in connection with your division?

Major AINSWORTH. No, sir; I have not. I do not think it could be done more economically than it is, because the men employed upon it [123] are few in number, and they do work that would require at least 50 men working with a pen. When the work is pressing I can put two or three more type-setters on, and when it is not I take them off and put them on the current work of the office. The law as it stands is a very good one. It forbids the use of the press for any other purpose, and it saves me from embarrassment when asked to do printing other than that immediately connected with the work of my division.

The CHAIRMAN. Backed by the law you are able to resist temptation?

Major AINSWORTH. Yes, sir.

STATEMENT OF LIEUT. COL. SAMUEL BRECK, ASSISTANT ADJUTANT-GENERAL, U. S. ARMY.

The CHAIRMAN. Please state your name, rank, and present duty.

Colonel BRECK. Samuel Breck; lieutenant-colonel, U. S. Army; assistant adjutant-general, on duty in the Adjutant-General's Office.

The CHAIRMAN. We are now in the printing office that is attached to the War Department, which, as I understand it, comes under the direction of the Adjutant-General of the Army?

Colonel BRECK. Yes, sir.

The CHAIRMAN. Will you please state to the committee what class of printing is done at this office?

Colonel BRECK. Principally general and special orders, general court-martial orders, circulars, weekly lists of casualties, printed letters, and other small matters needed for immediate use. Only a small advance edition for immediate use of general and general court-martial orders is printed in this office; the main edition is printed from the same type by the Public Printer.

The CHAIRMAN. Do you know the number of employés in this office?

Colonel BRECK. The force employed varies somewhat, according to the work to be done. Sometimes we borrow men from other offices when we are hard pressed.

The CHAIRMAN. This printing office, like the printing office in the Pension and Record Division, is not under the control of the Public Printer, as I understand it?

Colonel BRECK. No, sir.

The CHAIRMAN. But is under the control of the Secretary of War?

Colonel BRECK. Yes, sir.

The CHAIRMAN. Is there any binding done in this office?

Colonel BRECK. A little. It is principally confined to repairing record books and binding what can not be allowed to go out of the office.

The CHAIRMAN. What is the plan by which matter is printed in this office? Who controls the character and the cost of it?

Colonel BRECK. The Adjutant-General.

The CHAIRMAN. Please state the method by which work is done here. Who approves it?

Colonel BRECK. The Adjutant-General gives the order, sometimes in person, and sometimes through the chief clerk.

The CHAIRMAN. What, if anything, are the advantages in maintaining this office instead of having the work done at the Government Printing Office?

Colonel BRECK. It enables the office to use and distribute general and special orders and other printed matter immediately without the delay which would necessarily occur if we had to depend upon the Government Printing Office. There are of course many things which must be got out as soon as possible, and the number of copies to be used make it impossible to make the copies with the pen. [124]

The CHAIRMAN. Are the expenses of the office, for labor and material, paid out of a special appropriation, and, if so, what appropriation?

Colonel BRECK. There is no special appropriation, the men being the clerks and messengers of the office, the paper being obtained from the appropriation for that purpose, and the other supplies required being furnished from the War Department appropriation for miscellaneous supplies.

The CHAIRMAN. What other printing office, if any, is connected with the War Department, besides this and the one in the Pension and Record Division?

Colonel BRECK. I am not informed as to that. I think the Engineers and the Pay Department have small offices, but am not sure. I omitted to say that we do here, under the law, some printing for the Surgeon-General in cases of emergency.

STATEMENT OF MR. THOMAS B. NOLAN, FOREMAN OF THE PRINTING OFFICE OF THE ADJUTANT-GENERAL'S OFFICE.

The CHAIRMAN. Please state your name and official position?

Mr. NOLAN. Thomas B. Nolan; foreman of the printing office in the Adjutant-General's Office.

The CHAIRMAN. How many employés are there in this office.

Mr. NOLAN. We have nine men and one messenger.

The CHAIRMAN. Are they all printers?

Mr. NOLAN. They are all printers with the exception of one, who is a bookbinder, and the assistant messenger. The binder repairs some of our record books, and does some other small and immediate jobs for the office; he also folds up our orders, circulars, etc., as we print them.

STATEMENT OF LIEUT. RICHARDSON CLOVER, U. S. NAVY, ACTING HYDROGRAPHER, NAVY DEPARTMENT.

The CHAIRMAN. Please state your name, rank, and present duty.

Lieutenant CLOVER. Richardson Clover; lieutenant, U.S.Navy; acting hydrographer, Navy Department.

The CHAIRMAN. Is there a printing office connected with the Hydrographic Office of the Navy Department?

Lieutenant CLOVER. Not directly under the Hydrographic Office.

The CHAIRMAN. Where is the printing of your office done?

Lieutenant CLOVER. Our regular publications and special work, which require the personal supervision of this office to the moment of going to press, are done in the basement of the Navy Department Building; we have one room where the type is set up.

The CHAIRMAN. So that you use for many of your publications, particularly the weekly and monthly publications, the general printing office of the Navy Department?

Lieutenant CLOVER. Yes, sir; and special publications which must have constant attention; but the bulk of our printing, such as books, is done at the Government Printing Office.

The CHAIRMAN. And as to some special work, you use a small office
[125] that is entirely for your own work?

Lieutenant CLOVER. Yes; we have a room where the type is set up, but the presswork is done in the basement.

The CHAIRMAN. What is the force in the small office to which you refer which mainly does the work of your office?

Lieutenant CLOVER. It varies from two to three men.

The CHAIRMAN. What is the particular line of work executed by them?

Lieutenant CLOVER. The Notices to Mariners and the weekly Bulletin.

The CHAIRMAN. Could not this work be done, with profit to the Government, in the regular printing office that is attached to the Navy Department?

Lieutenant CLOVER. There is really no separate office; only two or three men are detailed to set type in this office, for the reason that its work is like that of a newspaper. The reports have to come out on time or they are valueless, and they work right up to the moment of publication; and besides, it is a peculiar class of work that must be under the eye of the officer having charge of the corrections. So much depends upon the accuracy and promptness of the publication that it would not do to have it confused with and crowded by other work.

The CHAIRMAN. So that this small force is entirely under your direction and control, except that it is under the general supervision of the Secretary of the Navy?

Lieutenant CLOVER. To a limited extent. These men are simply assigned to do work here, and are under the Navy Department foreman, who is the representative of the Government Printing Office; but they do the work here in the basement for the convenience of the Hydrographic Office.

The CHAIRMAN. Then the force in the small office, like the force in the larger branch attached to the Navy Department, is under the control of the Government Printing Office?

Lieutenant CLOVER. Yes, sir.

The CHAIRMAN. What is the general character of the publications issued by your office under the direction of the chief hydrographer?

Lieutenant CLOVER. Sections 431 and 432 read:

There shall be a Hydrographic Office attached to the Bureau of Navigation in the Navy Department for the improvement of the means for navigating safely the vessels of the Navy and of the mercantile marine by providing, under the authority of the Secretary of the Navy, accurate and cheap nautical charts, sailing directions, navigators, and manuals of instruction for the use of all vessels of the United States, and for the benefit and use of navigators generally.

The Secretary of the Navy is authorized to cause to be prepared at the Hydrographic Office attached to the Bureau of Navigation in the Navy Department, maps, charts, and nautical books relating to and required in navigation, and to publish and furnish them to navigators at the cost of printing and paper, and to purchase the plates and copyrights of such existing maps, charts, navigators, sailing directions, and instructions as he may consider necessary, and when he may deem it expedient to do so, and under such regulations and instructions as he may prescribe.

We publish and keep corrected to date, pilot books, sailing directions, light lists, etc., of every portion of the globe, besides various bathymetric and meteorologic publications, all of which are printed at the Government Printing Office. Then comes our special publication, the Pilot Chart of the North Atlantic Ocean, a monthly publication which is a graphic epitome of discoveries for the preceding month on the ocean, with predictions as to what may be expected the coming month. Our observers are voluntary, and there is hardly a steamship or sailing vessel that enters our ports that does not cheerfully and promptly send in reports, and these of all nationalities.

Our Weekly Bulletin contains accurate accounts of all marine matters, such as wrecks, change of buoys, etc., received up to the hour of going to press. [126]

The Notices to Mariners are valuable publications, and are issued weekly. By our correspondence and interchange with every foreign country, and by constant reports of consuls and officers of the Navy abroad, we are kept constantly posted regarding marine matters throughout the world, so that when shoals and rocks are discovered, lighthouses or breakwaters built or destroyed, our seafaring people are promptly informed and enabled to take advantage of the information. This publication varies from 10 to 50 pages per week.

The CHAIRMAN. You have some system of exchange of charts, I believe?

Lieutenant CLOVER. Yes, sir.

The CHAIRMAN. Will you kindly describe its general characteristics?

Lieutenant CLOVER. There exists among the maritime nations of the world a most complete reciprocity of exchange of information, but they all look to their own publications in having this information printed and preserved. The intention is that we shall furnish the merchant marine with charts at the cost of paper and printing, and that we shall always have on hand foreign charts sufficient to give to our vessels, in case of war, an entrance to any port in the world. The result is that our publication list of charts now runs over 900. When a chart is once engraved, corrections can readily be made, and the only future expense for production is that of paper and printing. Where we have not yet our own plates we must buy from the British admiralty to supply the deficiency. England is in the advance with this, as she is in everything connected with the sea. All countries seek to have charts within their own control. England follows all our Coast Survey publications with immediate reproduction.

To illustrate the working of this policy: It is expected of the Hydrographic Office that it will be ready on demand to furnish to a naval vessel a chart of any harbor or location in any part of the world. Charts of our own coast are furnished by the Coast Survey. In the flurry about a year ago, about the possibility of trouble in Alaskan waters, a requisition was made on the Coast Survey for a supply of charts of harbors in Alaska, made by naval officers but published by the Coast Survey, and the reply came that as they had never been copper-plated but only photolithographed, they were most of them out of issue and could not be supplied. A way out of this dilemma was for the Navy Department to telegraph to the dispatch agent to purchase the charts in London, the British admiralty having had every one of them reproduced on copper. By having charts on copper we can make corrections from week to week and keep our charts up to date. If England, France, Germany, Japan, or any nation makes a survey, or

anything is discovered, it is corrected accurately on our plates. Although they may be reproductions, originally, of English surveys, they have the corrections of all nations right up to date of any information that may be obtained, so that we would be enabled to send to our vessels, if we were shut off from the world to-morrow, charts of any port in the world, by which our vessels could be navigated without the aid of a pilot even should every buoy and beacon be removed.

The CHAIRMAN. Are these charts issued periodically or by any system as to time?

Lieutenant CLOVER. Charts are not issued on any system with regard to time, except the pilot chart. The information contained in this [127] latter publication is of the utmost importance, but it must be issued promptly and at stated intervals. Ordinary charts are not and can not be issued on any basis of time. New charts are brought out with regard to the greatest economy of production, the needs of the Navy and merchant marine, and as new surveys are made. When information is received that changes the features of a chart, the plates are corrected, as are all charts previously printed that are on the shelves of the chart division. The supply in these shelves is kept as low as possible to economize labor of correction of copies with the pen. We print from 25 to 300 for an edition, depending upon the demand. All of our charts have a large sale outside of the Navy to the merchant service, and are sold at the cost of paper and printing.

The CHAIRMAN. Where are these plates kept?

Lieutenant CLOVER. They are kept in the basement of the Navy Department building, and some of them are over in a rented building. They are very valuable, as they represent much time and labor expended.

The CHAIRMAN. The impressions from these plates are taken in the small office to which you have referred?

Lieutenant CLOVER. Yes, sir; and it is a very nice operation and must be done by experts; the preparation is all handwork, and the same care is taken as is taken with the finest steel engraving. If the chart is not accurate it is worse than useless, and as the paper is damp, in printing the scale of the chart may be distorted.

The CHAIRMAN. In your opinion, would there be any advantage in the abandonment of the departmental printing office, including the smaller one, and the placing of the whole matter of printing in the Government Printing Office?

Lieutenant CLOVER. I do not think our office could be run without having a small force of printers near at hand. I am certain it could not. Such a change as you suggest would destroy the entire efficiency of our special publications, which are now printed under our immediate supervision.

The CHAIRMAN. Where are these copper plates prepared?

Lieutenant CLOVER. All our computing, plotting, drafting, engraving, and impression taking are done in a building on the corner of Seventeenth street and New York avenue, opposite the Navy Department.

The CHAIRMAN. How much of a force have you there?

Lieutenant CLOVER. We have 38 all told, including apprentices.

The CHAIRMAN. Do you mean that there is a force of 38 men engaged on the actual production of plates?

Lieutenant CLOVER. No, sir; that is the number employed on the entire work of the production of charts, computing, drafting, engraving, and labor.

The CHAIRMAN. How many are employed in the actual making of the copper plates for these charts?

Lieutenant CLOVER. Do you mean in the engraving?

The CHAIRMAN. Yes, sir.

Lieutenant CLOVER. There are about 13 engravers and 3 apprentices.

The CHAIRMAN. Would it be an advantage, in your opinion, to have that work done by contract, or by any other method, outside of the Navy Department, and outside of any Department?

Lieutenant CLOVER. We have been forced at times to put certain jobs out by contract, by reason of not having a sufficient force in the [128] office, and the results, as a rule, are unsatisfactory. Not only is it special work, but the men have to be specially educated, and for that reason they are accounted outside of the civil service. They are a lim-

ited class in number, and difficult to get. There is great competition for the services of this class of workmen. The Coast Survey has been advertising for experienced engravers. We have a system of apprentices, and by reason of the smallness of our appropriation, lose our best men, who go to other bureaus where they get more pay.

The CHAIRMAN. Can you suggest any change in the existing conditions as to the printing product of your office that would be in the interest of economy and a saving of money to the Government?

Lieutenant CLOVER. Nothing more than in the same line of having an independent force, measured by the amount of work that would be required by the office. I think it would be decidedly in the line of economy. I think I have made it plain that it is absolutely necessary that our special publications should be printed in this office. I will show you where, in some cases, it would be a great saving to the Government to have some of our general publications printed in the same way.

We publish a considerable number of books which are constantly receiving corrections which accumulate to such an extent as to render a new edition necessary very often. Now, while these corrections are very numerous, they do not amount to 5 per cent. of the whole book, but under present arrangements, the other 95 per cent. must be reproduced as well, as the appropriation only allows the money allotted for printing to be expended in a certain manner. Now it is possible to save this 95 per cent. of useless labor and expense, but in order to explain the matter more clearly, let us take an example:

This office publishes a series of light-lists of the world. The cost of an edition is about $1,600. The amount of change is about 5 per cent. The remainder of the book is absolutely correct, yet in order to correct the 5 per cent. that is wrong the whole 100 per cent. must be set up in type. Now, if this office were permitted to purchase the material (about $2,000) and keep it standing, the cost of the edition would not exceed $250 instead of being $1,600 and upwards. In other words, at the end of the second edition, the office would have produced two editions and have the material ready for a third, and have saved besides $700. In the third edition there would be an additional saving of $1,350 and for each subsequent edition the same. Not only is there saving in money expended for printing, but in proof reading here, in loss of time making trips to the Government Printing Office, etc. The actual *printing* (that is to say, the presswork) and the binding would still be done at the Government Printing Office. Furthermore, it would enable this office to practice a further economy by reducing the number of copies in each edition. Now it is necessary to add a liberal margin to the known demands for these and similar books, as it is frequently months after the proof goes in before the book is taken up at the Government Printing Office. Corrections are meanwhile accumulating, and the book, when it appears, has a number of new corrections to be applied. If the material were on hand, the time to print it would be an affair of hours instead of months, as there would be no proof reading except of corrections.

The catalogue of this office is another case in point. It is and must be issued annually. It costs, under the present system, $650; it ought to cost but $75, and would under the system proposed.

The chief expense of nearly all books is the typesetting, and that is where the proposed plan saves.

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Mr. HAWLEY. Do you publish the Ephemeris and Nautical Almanac?

Lieutenant CLOVER. No, sir; it is under another bureau.

Lieutenant Clover produced one of the various publications of the United States Hydrographic Office as a specimen of the work done by the office, being a pilot book of the coast and ports of the Bay of Biscay, compiled by the office with various plates, and published in 1886.

The CHAIRMAN. I notice this publication has a large amount of text in connection with the plates. Was any part of this work done in the branch office at the Navy Department, or was it all done at the Government Printing Office?

Lieutenant CLOVER. It was all done at the Government Printing

Office. It is not necessary that books of such general character should be printed under our immediate supervision.

The CHAIRMAN. The branch printing office of the Navy Department and the small office you have referred to as doing your special work are really one and the same office?

Lieutenant CLOVER. Yes, sir; they are one and the same, but in our room no work is done except for the Hydrographic Office. The office is under the control of the Government Printing Office. The men are simply detailed, that there may be no delay in the composition and issue of our special publications, which must be published on the same principle as a newspaper.

The CHAIRMAN. Is the material used by the office furnished by the Government Printing Office?

Lieutenant CLOVER. Yes, sir. As an illustration of the number of charts required for navigating vessels of war, I will, with your permission, relate an incident which occurred while I was navigator of the *Wyoming*, on the European station. Mr. Maynard, then our minister to Turkey, had, during his many years in Congress, opposed appropriations for the chart department of this office. The *Wyoming* had with difficulty obtained a firman from the Ottoman Government permitting her to pass the ports and visit Constantinople. Mr. Maynard was anxious to visit the ports of the Black Sea in a man-of-war, a privilege which has been refused to all nations since the Crimean war. The Grand Vizier, who, at that time, was personally very friendly to the United States, issued, late in the afternoon, a permit for the *Wyoming* to proceed into the Black Sea, subject to withdrawal should any of the representatives of the treaty powers object. Mr. Maynard came on board after dark and was very anxious that we should get out of the Bosphorus at early daylight, so that there could be no objection made by any of the treaty powers. He was quite exercised when he was told that we proposed to take no pilot, and became very much interested in our methods of navigation. The ship was taken into every port on the shores of the Black Sea, and for every little port a chart was produced, until the number we had on board for these limited waters was shown to be 47. For some time Mr. Maynard believed that there was a trick about the affair and that we must have had orders from the Government anticipating the cruise. But when he learned that every United States war vessel on the European station was equally prepared to cruise in the Black Sea, though this privilege had been steadily refused by the treaty powers since the Crimean war, Mr. Maynard remarked that when he had opposed in Congress appropriations for the printing of foreign charts he had not realized the importance and extent of the work. Our war vessels carry over 3,000 charts and are equally as well prepared to cruise in any waters as the *Wyoming* was in the waters of the Black Sea.

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The CHAIRMAN. An expert navigator can sail any sea or enter any port that is entirely unknown to him, without a pilot, simply by following the guidance of your charts?

Lieutenant CLOVER. Yes, sir. We are not allowed to take pilots for navigating naval vessels, even in the most intricate ports, and, therefore, the importance of having the charts correct is evident.

STATEMENT OF MR. JOHN T. HECK, ASSISTANT FOREMAN IN CHARGE OF THE BRANCH PRINTING OFFICE OF THE INTERIOR DEPARTMENT.

The CHAIRMAN. Please state your name and official position.

Mr. HECK. John T. Heck, and I am assistant foreman in charge of the branch printing office in the Interior Department.

The CHAIRMAN. How long have you served in that position?

Mr. HECK. About 12 years.

The CHAIRMAN. How much of a force is employed in this branch office?

Mr. HECK. The force employed in the printing office is 20, and in the bindery, which is in the lower corridor, there are 4 employés.

The CHAIRMAN. Is the bindery also under your supervision?

Mr. HECK. Yes, sir.

The CHAIRMAN. What is the character of the work done by your branch office?

Mr. HECK. We do the headings of drawings for the Patent Office, which keeps two men busy continuously the year round. We print the headings and they are afterward photolithographed by the Patent Office, being reduced to the size of the specifications of patents to which they are attached.

Mr. Heck produced one of the drawings of patents, explaining to the committee that the branch office does the typographical work, the plates themselves being photolithographed under the direction of the Government.

The CHAIRMAN. What other work do you do?

Mr. HECK. We print circulars and work of that nature, and nearly all of the confidential work of the Department. We do all the work for the Civil Service Commission—their confidential work.

The CHAIRMAN. What books or pamphlets, if any, do you print?

Mr. HECK. Briefs in regard to patent cases and instructions to special agents of the General Land Office and the Indian service, the decisions of the Secretary of Interior in regard to pension cases, etc.

Mr. HAWLEY. Do you print the decisions of the Commissioner of Patents?

Mr. HECK. No, sir; the only pamphlet work done here for the Patent Office is that which I mentioned.

The CHAIRMAN. What binding do you do?

Mr. HECK. The tract books of the Land Office that are worn out, repairing old records, and keeping them in order. The bindery also does such special work as may be necessary.

The CHAIRMAN. Is your material furnished from the Government Printing Office?

Mr. HECK. Yes, sir; partly.

The CHAIRMAN. State what proportion is furnished from the Government Printing Office, and what proportion is furnished from other sources?

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Mr. HECK. I could hardly state the exact amount.

The CHAIRMAN. I have reference to the class of material.

Mr. HECK. We have two large presses and a ruling machine that were furnished by the Department of the Interior out of the contingent fund.

The CHAIRMAN. Where does your supply of type come from?

Mr. HECK. Most of the type is furnished by the Government Printing Office, out of the appropriation for printing.

Mr. HAWLEY. Out of the appropriation for printing for the Department of the Interior?

Mr. HECK. No, sir; out of the general appropriation for printing.

The CHAIRMAN. Where do you obtain your supply of paper and ink?

Mr. HECK. Paper and ink are furnished by the Government Printer from the general appropriation.

The CHAIRMAN. Under whose direction are you as to what shall be printed and the amount that shall be printed?

Mr. HECK. The Secretary of the Interior makes a requisition on this office on the same form that he uses in making a requisition on the Government Printing Office. We have the same requisition that is sent to the Public Printer, and the same methods are followed as at the Government Printing Office.

Mr. HAWLEY. Do you require that a requisition shall be signed by some one before you do a piece of printing?

Mr. HECK. Yes, sir; the chief clerk of the Department of the Interior signs every requisition.

Mr. HAWLEY. Is that a uniform rule?

Mr. HECK. Yes, sir; that is uniform. There is not a line printed unless a requisition is made on this form.

Mr. Heck produced a blank form of requisition for printing and binding which is as follows:

[Requisition for printing or binding.]

No. —— DEPARTMENT OF THE INTERIOR.
Washington, D. C.

SIR: Please cause to be ———, for use of the ——— the following-described ——— of which ——— inclosed:

Deliver to stationery and printing division.
By order of the Secretary of the Interior:
Very respectfully,

Chief Clerk.

To the PUBLIC PRINTER.

The CHAIRMAN. You would not honor the requisition of the Commissioner of the General Land Office, the Commissioner of Patents, or the Assistant Secretary, unless it had the approval of the chief clerk, would you?

Mr. HECK. No, sir. It must be on the form which I have just shown you, signed by the chief clerk of the Interior Department. After the requisition comes down we make an estimate of what the work will cost and submit it to the chief clerk of the Interior Department, and before the work is done it must have his approval.

The CHAIRMAN. Have you any suggestions to make to the committee as to any process or course in connection with the public printing by which money could be saved to the Government?

Mr. HECK. The work that is done here, so far as it comes under my

observation, seems to be necessary, and I think my books and records will show that it is done as economically as possible. We use every means to economize and make the work cost as little as possible. The force is well organized and efficient. I do not think I could make any suggestion as to doing the work more cheaply than it is done now.

Mr. HAWLEY. Do you think any of it could be turned over to the Government Printing Office with advantage to the public service?

Mr. HECK. No, sir.

The CHAIRMAN. You think the work ought to be done here as a matter of economy?

Mr. HECK. Yes, sir; what we do here. We do not do any large jobs. Our principal work is odds and ends, which can be done here more economically than at the Government Printing Office.

The CHAIRMAN. Can it be done better here?

Mr. HECK. Yes, sir; I think it can. We have everything convenient, and if a piece of work is wanted on short notice, it is only a matter of an hour or two to do it.

The CHAIRMAN. Have you steady work the year round?

Mr. HECK. Yes, sir.

The CHAIRMAN. Do you pay your compositors by the day or by the piece?

Mr. HECK. By the day.

The CHAIRMAN. Do you ever have to borrow any hands from the Government Printing Office?

Mr. HECK. Occasionally I call upon Captain Brian for additional hands; but there is a certain class of work required here which does not vary much in quantity, and when we have an occasional spurt we work a little harder.

The CHAIRMAN. In case you borrow hands from the Government Printing Office, is there any account kept between the appropriation for the Department of the Interior and the general appropriation for printing?

Mr. HECK. I can answer that in this way: All the printing that is done by this branch office, regardless of the force that is employed, is paid for out of the Interior Department printing fund.

The CHAIRMAN. In case you should borrow three or four compositors from the Government Printing Office, how would they be paid?

Mr. HECK. They would go on the roll and be paid out of the appropriation for printing for this Department.

Mr. RICHARDSON. Do you make any returns to the Public Printer?

Mr. HECK. I make a weekly report.

Mr. HAWLEY. Are your hands carried on his rolls?

Mr. HECK. Yes, sir; I make a report to the Public Printer every week.

Mr. RICHARDSON. What is the substance of that report?

Mr. HECK. It shows the requisition number of every job done, the size of the job, the time occupied in composition, and the number of copies printed.

Mr. RICHARDSON. Is there any work done here that is not reported to the Public Printer?

Mr. HECK. Not a line.

Mr. RICHARDSON. Do you do any work not authorized by the chief clerk of the Interior Department.

Mr. HECK. No, sir.

Mr. RICHARDSON. Suppose the Secretary of the Interior should order

you to do a piece of printing, would you do it without authority from the chief clerk.

Mr. HECK. If the Secretary ordered it I would require the chief clerk's initials and afterwards a requisition. That is the invariable method of procedure.

STATEMENT OF MR. ALBERT F. CHILDS, CHIEF CLERK OF THE CENSUS OFFICE.

The CHAIRMAN. Please state your name and official position?

Mr. CHILDS. Albert F. Childs, chief clerk of the Census Office.

The CHAIRMAN. I believe you were for a long time connected with the Government Printing Office?

Mr. CHILDS. Yes, sir; for 13 years.

The CHAIRMAN. And therefore you have great familiarity with the whole subject of public printing?

Mr. CHILDS. I was there 13 years, beginning as a compositor and ending as chief clerk, which latter position I held for 5 years.

The CHAIRMAN. Under the legislation which provides for the taking of the Eleventh Census there is a certain amount of printing authorized to be done out of the appropriation for the census. Please state the number of employés on the roll of the printing office connected with the Census Office.

Mr. CHILDS. There are 56 employés in the printing office, 11 of whom are printers. There are 4 proof readers, 3 binders and rulers, 4 pressmen, and the remainder are press feeders, folders, and laborers.

The CHAIRMAN. What is the character of work done at the printing office connected with the Census Office?

Mr. CHILDS. We have printed many of the bulletins; but our principal work is the printing of envelopes, small blanks, circular letters, and tabulating sheets.

The CHAIRMAN. From what source do you receive the material that goes into the printing office; by which I mean the paper and other material that is used—machinery, type, etc.?

Mr. CHILDS. The paper is furnished on requisition by the stationery division of the Interior Department. The type and presses are bought and paid for out of the appropriation for printing, engraving, and binding, Eleventh Census.

The CHAIRMAN. Do you recall the amount of that appropriation?

Mr. CHILDS. It is $350,000.

The CHAIRMAN. What do you see in the immediate future with reference to the amount of the force and the amount of printing in your printing office, as to whether they can be shortly reduced or whether they will have to be increased?

Mr. CHILDS. We expect shortly to reduce the force; that is, after the 1st of July, I believe, when the reports and the larger bulletins will be printed at the Government Printing Office. Our force, as I say, is a temporary one. We established the office in order to expedite matters. For instance, we were often called on here to furnish blanks to be sent out, and we sometimes kept our force working until midnight getting out something that was very important in relation to the enumerators,

or something we wished to go off immediately, which they could not furnish at the Government Printing Office as soon as we wanted them on account of their crowded condition.

The CHAIRMAN. Please state the process by which matter is printed

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in your office, by which I mean what the foreman requires in the way of approval of any piece of work that may be ordered.

Mr. CHILDS. All of our blanks and bulletins are first approved by the Secretary of the Interior. This is also true of the forms used. If we should want 100 or 100,000 copies, a requisition would be made for them. That requisition usually comes to my desk for approval, and the copy is sent to the agent in charge of the printing division for transmission to the printer.

The CHAIRMAN. Can any of the chiefs or heads of the different branches of the Census Office have printing done without your approval or the approval of the Superintendent of Census?

Mr. CHILDS. No, sir.

The CHAIRMAN. As I understand you, then, where a requisition for work receives your approval as to form and character it must also receive the approval of the Secretary of the Interior?

Mr. CHILDS. I was speaking then more particularly of the regular blanks and bulletins sent out by the Census Office. Of course, the ordinary blanks, envelopes, and things of that kind are not sent to the Secretary. The copy for them is furnished by the chiefs of divisions.

The CHAIRMAN. And the order for printing is made by you as chief clerk?

Mr. CHILDS. Yes, sir; the order is made by me.

The CHAIRMAN. Please give some little detail as to the number of presses, etc., in your office.

Mr. CHILDS. We have three cylinder presses and five smaller presses.

The CHAIRMAN. Is your printing office in this building?

Mr. CHILDS. Yes, sir.

Mr. RICHARDSON. Were those presses you have mentioned purchased by this office or by the Government Printing Office?

Mr. CHILDS. By this office.

The CHAIRMAN. Do you know what the plant cost?

Mr. CHILDS. I have not the figures; hence I could not tell you. The cylinder presses I know were bought at prices ranging from $900 to $1,200 less than the market price, and the type and material in the composing room at from 15 to 20 per cent. discount.

Mr. RICHARDSON. When were the presses purchased?

Mr. CHILDS. Some of them were old presses, left over from the Tenth Census. I think three of the smaller presses were left over. The others have been purchased within the last year and a half.

Mr. RICHARDSON. Did the Superintendent of the Tenth Census have a separate printing office in the Census Bureau?

Mr. CHILDS. Yes, sir.

Mr. RICHARDSON. Did he do the same class of work that you are doing?

Mr. CHILDS. He did not do as much work, perhaps, as we do now, but it was of the same character; that is, printing the smaller blanks and envelopes.

Mr. RICHARDSON. Do you know how much the Census Office expended for printing during the last fiscal year?

Mr. CHILDS. I do not know. The disbursing clerk could give you that information.

Mr. RICHARDSON. What is your opinion as to whether the class of work done in your bureau in the way of printing can be done more economically under the direction of the Superintendent of Census than it could be done at the Government Printing Office?

Mr. CHILDS I was for a number of years connected with the Govern-

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ment Printing Office, as I have stated, and am familiar with the amount charged there for work, which is always, as near as they can come to it, the actual cost, and I have paid considerable attention to the cost of

the work done by us since I have been here. On account of my being a practical printer and my former connection with the Government Printing Office, Mr. Porter has deferred a great deal to my judgment in the matter of printing. I have called on the chief of the division for a statement, and I find that the cost of printing, which is the cost of labor and material, is at least 25 per cent.—in some instances the percentage is greater—less than the cost of the same character of work done in the Government Printing Office. Then, again, our presses are new and our type is new, and the quality of the work is at least 100 per cent. better than the same class of work turned out by the Government Printing Office. And I think, to answer your question more at length, that same ratio would prevail in the printing of future reports and bulletins.

The CHAIRMAN. Do you mean to say that you could print the final reports of the census for 25 per cent. less than the work could be done at the Government Printing Office?

Mr. CHILDS. I think we could.

The CHAIRMAN. And do it 100 per cent. better?

Mr. CHILDS. I know we could do it 100 per cent. better; that is to say, the work we have turned out, our bulletins, etc., as compared with the workmanship of the same class of work issued by the Government Printing Office is at least 100 per cent. better. Please understand, I am not discriminating against the Government Printing Office. I only say this, that our facilities, in consequence of having good workmen, new type, and new presses, are such as to make the work look better, and then, again, at the Government Printing Office a good deal of their material is old, and they are very much crowded, and do not turn out as good a class of work as they could if they had better facilities.

Mr. RICHARDSON. How do you pay your printers?

Mr. CHILDS. By the day, the same as they do at the Government Printing Office; that is, $3.20 a day.

The CHAIRMAN. Or 40 cents an hour for 8 hours' work?

Mr. CHILDS. Yes, sir.

Mr. RICHARDSON. Regardless of the number of ems set by them?

Mr. CHILDS. You understand, we do not employ compositors. They are employed as clerks, and are assigned to duty as compositors.

Mr. RICHARDSON. They are assigned to type-setting?

Mr. CHILDS. Yes, sir; assigned as compositors.

Mr. RICHARDSON. Do you think your compositors set more thousands of ems than compositors do in the Government Printing Office?

Mr. CHILDS. The only way I can answer that is to say that the amount of work they do here, compared with what is accomplished on the same class of work at the Government Printing Office, shows that it costs us at least 25 per cent. less; so they must do more work.

Mr. RICHARDSON. Do you enforce the 8-hour rule strictly?

Mr CHILDS. No, sir; our printers work 7½ hours: that is, their hours are from 8 a. m. until 4 p. m., with 30 minutes for lunch.

Mr. RICHARDSON. Do you do any binding in this office?

Mr. CHILDS. We have not as yet. We simply do stitching and folding. We run our printing office like all the other branches of the Census Office are run, on the "hustle," and if a man does not do his day's work he does not hold a case very long.

Adjourned to meet at 11 o'clock a. m., April 21, 1891, at the room of the Senate Committee on Printing.

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WASHINGTON, D. C., *April* 21, 1891.

The committee met pursuant to adjournment.

Present: Mr. Manderson (chairman), Mr. Hawley, and Mr. Richardson, of the committee; also Mr. Carroll D. Wright, Commissioner of Labor, Maj. H. M. Adams, U. S. Army, Mr. Andrew Devine, official reporter of debates of the House of Representatives, Mr. John G. Ames, superintendent of documents, Department of the Interior, Mr. William H. Tubbs, superintendent of the Clerk's document room of the House, and Mr. Charles L. Burgess, chief clerk of the folding room of the House.

STATEMENT OF CHARLES L. BURGESS, CHIEF CLERK OF THE FOLDING ROOM OF THE HOUSE OF REPRESENTATIVES.

The CHAIRMAN. What is your name and official position?

Mr. BURGESS. Charles L. Burgess, chief clerk of the House folding room.

The CHAIRMAN. How long have you held such position?

Mr. BURGESS. This present Congress.

The CHAIRMAN. In the House of Representatives there is a distinction made between what is known as the Clerk's document room and the House document room, is there not?

Mr. BURGESS. Yes, sir; they are two distinct offices. There is the Clerk's document room, which comes under the Clerk of the House, and then there is the House document room, which comes under the Doorkeeper of the House. Colonel Tubbs is the superintendent of the document room, under the Clerk of the House.

The CHAIRMAN. Do you use the terms "folding room" and "document room" as synonymous?

Mr. BURGESS. No, sir; they are two different departments.

The CHAIRMAN. Will you state what distinction there is between the duties of the superintendent of the Clerk's document room and those of the superintendent of the House document room?

Mr. BURGESS. I do not understand Mr. Tubbs's duties at all. I think his work is to supply members with bound books and so on, the records, and one thing and another. I do not know exactly what he furnishes to the members; but, in our department, we furnish a complete stock of everything to the members.

The CHAIRMAN. That is, you furnish them with the reserve documents?

Mr. BURGESS. Yes, sir.

The CHAIRMAN. Do you think there would be economy of time and money if there were a consolidation of these two document rooms or folding rooms?

Mr. BURGESS. I do not know how that would be. They have been trying to accomplish that for a long time, as I understand it. If that were done, they would all come under the Clerk of the House, in one department—that is, the big room upstairs and the Clerk's document room would be brought together. The folding room is a different thing altogether.

The CHAIRMAN. The documents which come to you, then, are simply those which, by act of Congress, are ordered printed, and a distributive share of which comes to the House of Representatives?

Mr. BURGESS. Yes, sir.

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The CHAIRMAN. You do not get any part of the usual number, either of what is known as the up-number or of what is known as the reserve documents, do you?

Mr. BURGESS. I do not know as I understand your question.

The CHAIRMAN. Do you get any unbound documents?

Mr. BURGESS. No, sir; with the exception of a few pamphlets for distribution among members, everything we get is bound.

The CHAIRMAN. So that the room of which you are chief clerk conforms to the Senate folding room, of which Mr. Hickcox is superintendent?

Mr. BURGESS. Yes, sir. We have some unbound copies of the Congressional Directory, and such things as that; a few pamphlets and one thing and another.

The CHAIRMAN. But you have nothing to do with what is known as the usual number?

Mr. BURGESS. No, sir.

Mr. RICHARDSON. How do you apportion the books that come to your room for distribution among members?

Mr. BURGESS. If an edition of 2,000 comes in we divide that by 337.

Mr. RICHARDSON. You divide it by the number of Members and Delegates?

Mr. BURGESS. Yes, sir.

Mr. RICHARDSON. Suppose it does not divide equally, and there is a remainder; what becomes of that?

Mr. BURGESS. There has to be a surplus in order to keep up the stock. There are more or less destroyed by rats, and we had a great many destroyed by water during the last flood.

Mr. RICHARDSON. When you have made a division among the members and there is a fraction left over, who draws on that surplus or fraction?

Mr. BURGESS. We do not have any surplus left over.

Mr. RICHARDSON. There must be a fraction.

Mr. BURGESS. There is a fraction, of course; but it is generally kept on hand.

Mr. RICHARDSON. Do you not know that that fraction will sometimes amount to 40,000 volumes in the aggregate during one Congress?

Mr. BURGESS. I do not know as to that.

Mr. RICHARDSON. There is no distribution of this fraction except as you divide it out thus among the members?

Mr. BURGESS. That is all.

Mr. RICHARDSON. Do you hold back a supply for any special purpose?

Mr. BURGESS. Sometimes, when a member's seat has been contested and he is unseated he will draw out all his documents, and the new member who takes the seat will want some documents. In a case of that kind, should a member make a request for a document of which we have a surplus we let him have it.

Mr. RICHARDSON. That is done of your own accord. There is no law for that distribution, is there?

Mr. BURGESS. I do not suppose there is any law for it. When a member has his seat contested and knows he has got to go he will make out a list and send it down, drawing out every document he has to his credit, and when the new member comes in there are no documents for him; but we do the best we can for him.

Mr. RICHARDSON. Have you sufficient storage room for the books that come to the House of Representatives?

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Mr. BURGESS. I think not.

Mr. RICHARDSON. Where are your documents stored?

Mr. BURGESS. We have some in the new vaults, and we have some in the annex down on the avenue, in the building that used to be occupied by the Adams Express Company.

Mr. RICHARDSON. About how many copies are kept in the annex on the avenue?

Mr. BURGESS. About 400,000.

Mr. RICHARDSON. They are handled twice; first, they are taken from the Government Printing Office to the building on the avenue, and then from there they are brought to the Capitol?

Mr. BURGESS. Yes, sir.

Mr. RICHARDSON. What is the necessity for this extra handling? Why can they not be brought to the Capitol direct from the Government Printing Office?

Mr. BURGESS. We do not have the room for them here. There are a great many folders employed, and we have not the space for them up here.

Mr. RICHARDSON. So you have to clean out the documents in your rooms under the House of Representatives before you have the space for the documents that you subsequently bring from the building on the avenue?

Mr. BURGESS. Yes, sir.

Mr. RICHARDSON. How many men are employed in the folding room?

Mr. BURGESS. I do not know how many there are now. There were a great many discharged at the end of the session.

Mr. RICHARDSON. How many does it take to run the folding room during a session of Congress?

Mr. BURGESS. I do not know that I could tell you.

The CHAIRMAN. Can you not approximate the number?

Mr. BURGESS. Mr. Palmer, the foreman of the folding room, suggests that there are 17 employed at present.

The CHAIRMAN. Are there any Members of the House of Representatives who make no distribution of documents during their term of office?

Mr. BURGESS. I do not know of any. All Members use their documents up.

The CHAIRMAN. Can you give the committee an estimate of the number of documents that are piled up in your rooms subject to the order of Members of Congress?

Mr. BURGESS. About 900,000. I have two letters here which show the number of documents sent out during the month of March.

The CHAIRMAN. They may be received.

The letters referred to are as follows:

OFFICE SUPERINTENDENT FOLDING ROOM,
HOUSE OF REPRESENTATIVES,
Washington, D. C., April 1, 1891.

J. J. DEYER, *Superintendent Folding Room, House of Representatives:*

DEAR SIR: There have been orders for 36,980 books drawn by me from Ledger A to L during the month of March, 1891.

Respectfully,

G. H. WATKINS, *Clerk.*

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OFFICE SUPERINTENDENT FOLDING ROOM,
HOUSE OF REPRESENTATIVES,
Washington, D. C., April 7, 1891.

J. J. DEYER, Esq.,
Superintendent Folding Room, House of Representatives, Washington, D. C.:

DEAR SIR: On examination I find 60,998 documents were sent out during the month of March, 1891, according to Journal L to Z.

Respectfully,

H. H. CLEMENT, *Clerk.*

STATEMENT OF MR. CARROLL D. WRIGHT, COMMISSIONER OF LABOR.

The CHAIRMAN. Please state your name and official position.

Mr. WRIGHT. Carroll D. Wright, Commissioner of Labor.

The CHAIRMAN. How long have you held that position?

Mr. WRIGHT. Since January 21, 1885.

The CHAIRMAN. What is the number of the last report of the Commissioner of Labor?

Mr. WRIGHT. The Sixth Annual Report.

The CHAIRMAN. Is it yet issued?

Mr. WRIGHT. No, sir.

The CHAIRMAN. It is now going through the press, is it not?

Mr. WRIGHT. It is now going through the press simply on the order of Congress to print it as an Executive document.

Mr. HAWLEY. Did the order for an extra number go through?

Mr. WRIGHT. No, sir; it passed the Senate and failed in the House.

The CHAIRMAN. Will you please state the number that has been issued of each one of your reports?

Mr. WRIGHT. There were printed by order of Congress of the First Annual Report 59,000 copies, 39,000 of which were for Congress and 20,000 for the use of the Department; of the Second Annual Report, 44,000 copies, 39,000 of which were for Congress and 5,000 for the use of the Department; of the Third Annual Report, 49,000 copies, 39,000 of which were for Congress and 10,000 for the use of the Department; of the Fourth Annual Report, 39,000 copies were printed for the use of Congress. The Fifth Annual Report is now being printed under a resolution which passed at the close of the Fifty-first Congress, 35,000 copies being ordered, 30,000 for Congress and 5,000 for the use of the Department. These figures I have given for these reports do not include the "up number" or "usual number" printed. An accurate answer to your question, with the printing divided as to Congresses, the result including the regular editions and the extra editions ordered from time to time, would be as follows: Forty-ninth Congress, 93,000; Fiftieth Congress, 98,000; Fifty-first Congress, 35,000; total, 226,000. Of this number the Department distributed 64,750 copies and Senators

and Representatives 161,250 copies. The cost of the 226,000 volumes was $115,800.41.

The CHAIRMAN. In addition to those that you give as the number ordered by concurrent or joint resolution of the two Houses, there is also printed what is known as the usual number?

Mr. WRIGHT. I know nothing of that; in fact I do not know how many are published as the usual number.

The CHAIRMAN. Have there been any copies of your reports printed out of the printing allowance to your Department or the Department of the Interior?

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Mr. WRIGHT. Eight thousand seven hundred copies of the First Annual Report, 15,000 copies of the Second Annual Report, 15,000 copies of the Third Annual Report, 15,000 copies of the Fourth Annual Report, 4,500 copies of the Fifth Annual Report.

The CHAIRMAN. Making in all 59,500 copies that have been printed of the Fifth Annual Report?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. Please state what the demand is for these publications, and whether, in your opinion, the number could be reduced, and whether there could be a different or better distribution as between the Department and the two Houses of Congress.

Mr. WRIGHT. The only report which we can now supply is the Third, relating to strikes and lockouts. In order to replenish our stock I have made inquiries and found that there were some numbers placed to the credit of Senators and Representatives still remaining in the folding rooms of the two branches of Congress, and I have, as an experiment, just addressed to every member of both Houses a circular letter, asking that if he had such numbers still to his credit he would kindly pass them over to me by an order on the superintendent. It is impossible for me to find out what members have any of their quotas still to their credit, because it is contrary to the rules for the superintendents to so inform me. The responses to that letter are exceedingly gratifying. The majority of the Senators and Representatives who have replied state that their quotas are not only exhausted, but that they regret they do not have more, as the demand is constant and increasing rather than diminishing. I find that the same is true with our own correspondence, except in the case of the Fifth Annual Report, that which relates entirely to railroad labor. Our answers by circulars to applicants for that report have been to the effect that we could not supply it, and of course the demand drops at once. We never send out any reports except on special request. We have a written request on file in our Department for every report sent out, except those, of course, that we send to officials, exchanges, etc., in different countries, as a matter of courtesy. We are never able to supply the demand.

The CHAIRMAN. Will you please state in general terms the character of each one of the different reports that have been issued by your Department?

Mr. WRIGHT. The First Annual Report relates to industrial depressions. It was a wide collection of facts from different countries, relative to the industrial and financial depressions prevailing at different times, as to the causes, remedies adopted or suggested, with a comprehensive statement of facts relative to conditions which might lead to depressions. The second Annual Report related entirely to convict labor, the number of convicts employed in all of the penal institutions in the United States, particularly classified with reference to what they did, and the amount of product, and brought into comparison with the product of the country otherwise. The Third Annual Report related entirely to strikes and lockouts in the United States for the period of 6 years, with a historical review of earlier ones. The Fourth related to the employment, condition, wages, cost of living, and all that, of the working women in twenty-two of the largest cities of the country. The Fifth Annual Report related to the actual and theoretical earnings of railroad laborers, the time employed, lost time, and everything pertaining to that subject, comprehending sixty of the railroad systems of the United States, which were thoroughly representative of the condition of all systems. The Sixth Annual Report, now in press, relates to the

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cost of production of iron and steel, and the things of which iron is made, the efficiency of the labor making iron and steel, and such things, the wages and earnings and the cost of living of the men employed in such labor, all for the United States, Great Britain, Belgium, France, and Germany. In addition to all these reports we have published one, through special authorization of Congress, relating to the statistics of marriage and divorce, comprehending 20 years.

Mr. HAWLEY. Is that a numbered report?

Mr. WRIGHT. No, sir; that is a special report to Congress. The Senate has twice passed a joint resolution providing for a Congressional edition of this report, and at the close of the Fiftieth Congress, and also at the close of the Fifty-first Congress, it failed to pass the House, although the Committee on Printing in the House of both Congresses, as I remember, favorably reported it, and the bill lay on the Speaker's desk. I have, out of our allowance for printing and binding, supplied, so far as I could, the scientific demand for that report, and I am now printing a very small edition. That has been a most important work, and has prevented demand on Congress for a constitutional amendment with reference to divorce.

Mr. RICHARDSON. How many copies have you had printed of the divorce report?

Mr. WRIGHT. There have been printed 4,500 copies, and an edition of 1,750 copies is now passing through the press. It was printed by mistake in the first place, but much to my gratification.

The CHAIRMAN. The facts for the special or extra report that you speak of on marriage and divorce were gathered by reason of a resolution of Congress?

Mr. WRIGHT. By a provision in the appropriation bill.

The CHAIRMAN. But, however it came, it was by direction of Congress?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. State what is the authorization or the prompting that leads you into these different subjects of inquiry.

Mr. WRIGHT. The organic law of the Department is about as broad as the English language can make it, and authorizes the Commissioner of Labor to collect and disseminate information relating to the social, material, intellectual, and moral welfare of the people.

Mr. HAWLEY. It does not touch upon the religious?

Mr. WRIGHT. No, sir. It then gives specific direction as to what the Commissioner shall do, whether he does the rest or not, and this cost of production investigation, which resulted in the Sixth Annual Report, was made under that special section of the law. I have a right, therefore, to take up any investigation which, in my own judgment, would be of practical benefit to the industrial forces of the country. As an exception, Congress has several times directed what investigations should be made, as, for instance, the convict-labor investigation. While I had a perfect right to take it up under the general provisions of the law, and although that was when I was in the Department of the Interior, still the law relative to that was as broad as at present; but that report on convict labor was made under the authority of a joint resolution passed by Congress calling for it.

Mr. HAWLEY. That was the Second Annual Report?

Mr. WRIGHT. Yes, sir. I am now about entering upon an investigation relating to industrial education in different parts of the world—meaning by that all that comes under technical education, manual training, and trade schools—in accordance with a special provision in

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the appropriation bill. The Senate starts these things as a rule, as it did in the matter of the marriage and divorce investigation, through the reports of the Judiciary Committee, not that the Department of Labor has not a perfect right to take up such things, but to give as a moral backing a little line in the appropriation bill; and it is not so much a question of how much they put in as that they shall start the thing and give it a moral force. I have a perfect right to go on and

make an investigation, then, and can do it without calling on Congress for a further special appropriation.

The CHAIRMAN. Do you, in your office, in the matter of the distribution of your reports, have any safeguards to prevent duplication?

Mr. WRIGHT. We have a perfect system of card-cataloguing for all documents that are sent out. If a man writes to the Department asking for a copy of a report, the first thing is to see by reference to the card catalogue—it is only a moment's work—if his name is there. If he has had the report for which he applies, he is simply informed that he has been supplied with that volume. If he writes back and says he has given his report to somebody, or has lost it, and he seems to be a man entitled to consideration, he is supplied with a second copy.

The CHAIRMAN. Have you any safeguard that would prevent you from sending a report to a party who had already been supplied by a member of Congress?

Mr. WRIGHT. No, sir. That is the great fault in the present system of distributing public documents, and in answer to your first question I will state what I think about that.

The CHAIRMAN. I will be glad to have you do so.

Mr. WRIGHT. In your first question you asked my views as to a better method of distributing documents, and whether a smaller number would be sufficient.

The CHAIRMAN. I wish you would give the committee your ideas on that subject.

Mr. WRIGHT. We have had, as I have stated, of each report, up to and including the Fourth, 54,000 copies, and we would have had the same number of the others if it had not been for delays and errors, for there is no disposition to cut the number down that I know of. I believe 54,000 can be made to do a great deal more work than they do; in other words, by a different distribution, 45,000 copies might be made to answer every purpose of the 54,000 copies now necessary. My own view of the matter is that the present system of allotting so many copies to each member of the Senate and House and so many copies to the Department is a vicious and expensive method, and does not accomplish the best ends. If there could be established a special department, having in charge the distribution of all documents issued by the Government, to which members of Congress and the heads of Departments could turn over their orders, there would be no duplications, except when occasion required or where it was proper there should be a duplication. Furthermore, under such a system, documents would be distributed to Congressmen who want them. As it is now, many members want a very large number of Agricultural Reports, while others want no Agricultural Reports; some members want a large number of labor documents like mine, while others are situated in communities where they are of little or no use to them, on account of the character of the report. By a judicious and systematic distribution, each member would get the documents he wants, and those he does not want would be saved for those who do want them. That has always been my view, after an experience in my own State where the

system of distribution is precisely what it is here, and I have always believed it to be wrong, and that it was neither efficient nor economical.

The CHAIRMAN. Would you deem it advisable for each Department to make this distribution of its own publications, or would you have one general distributing office that should take the reports of all Departments and distribute them?

Mr. WRIGHT. That would be a matter purely of administration. I should want time to give some consideration to the machinery of it; but a system of central distribution of documents for Senators and Representatives and the heads of Departments would remedy many of the evils now existing, and would save a great deal of expense. It might be well, and in many respects, from what I have thought of it, much better, if there was a central office, whose whole business was to distribute documents on the orders of members of Congress and the heads of Departments. That would prevent any possibility of duplication and avoid much unnecessary handling.

The CHAIRMAN. If there were at the Government Printing Office a proper storage warehouse and proper conveniences for distribution from there, would not that be in the interest of very great economy in the handling of documents?

Mr. WRIGHT. I should think if there were a perfect system there the experience of a series of years would indicate what documents are being oversupplied, something which under the present system you can not know.

Mr. HAWLEY. Under that system how would you arrive at the conclusion that a Senator or Representative had as many as he ought to have?

Mr. WRIGHT. Your law would have to have some limitation as to the number that should be distributed to any one Senator or Representative or to any one Department.

Mr. RICHARDSON. Could you not allow each Senator and Member to distribute the number now apportioned to him under the law providing for the printing of the extra number?

Mr. WRIGHT. Yes, sir.

Mr. RICHARDSON. To be sent out on his order, but to be limited to the number he now gets?

Mr. WRIGHT. Yes, sir; that he should not distribute more than so many. The point is to be able to distribute those documents which certain Members do not want among those who do want them.

The CHAIRMAN. I think the only difficulty with such a system would be in securing judicious management.

Mr. WRIGHT. It might be managed in a very poor way or a very good way, and the results would be in accordance with the management.

The CHAIRMAN. Can you give us an estimate of the average cost of your publications from the beginning?

Mr. WRIGHT. I can. The average cost of our reports from the beginning is 43.1 cents per volume. In further answer to your inquiry as to methods of distribution I would say that the value of certain official reports would be much increased if some system could be adopted whereby they would be promptly published. At present the head of a Department sends an important report to Congress: it ordinarily takes many months, and sometimes a year or two, to pass a joint resolution for the usual supply for Members and the public, thus making the matter old when it reaches the public in printed form, a proceeding which destroys the immediate vital value of the document, its chief remaining value being historical. If the law relating to printing provided for the publication of a fixed number, without awaiting the action of

Congress, such fixed number, of course, being printed from the plates which result from the order of Congress for the usual number, reports could come out promptly, have a largely increased value to Congress and to the public, and save much annoyance, much adverse criticism, and encourage officers to make efforts to reduce their volumes to the lowest possible size commensurate with the integrity and a fair presentation of the subjects under investigation. Such a law, of course, should apply only to certain regular documents; but with some such provision as that indicated, in connection with a judicious and economical distribution of public documents, much money would be saved and the value of the reports enhanced. Our annual reports are made as concise as possible, having in view the integrity of the analyses accompanying the tables. Statistical analyses or conclusions are always the subject of attack, and in order to preserve their integrity they must be accompanied by the details on which the analyses or conclusions are based. Our reports are concrete documents, each usually relating to one subject; they are not made up as are the reports of the executive departments, which comprehend the report of the head of a department, with accompanying reports of chiefs of bureaus, etc. I therefore see no method by which the reports of the Department of Labor could be made less bulky. The only way would be to dispense with the detail tables, which to my mind would be unscientific and dangerous. We always do the best we can to make them as brief as possible, considering their uses and the integrity of the whole. So, while our reports must of necessity be large, I still feel that the editions should

be adequate, and that the law should provide for a fixed number, at least 50,000, for the use of Congress and the Department. Time would determine whether this number is too large or too small.

The CHAIRMAN. Is there any other matter which you would like to bring to the attention of the committee?

Mr. WRIGHT. No, sir; unless you wish to inquire about a printing-press I have.

The CHAIRMAN. You have a printing office in your department?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. Please tell us about that.

Mr. WRIGHT. I was forced to get that as a matter of economical administration I have a little printing office, with a portable foot press, the cost of the whole equipment—press, type, cutter, and everything that I have—being $1,304.28. The necessity for this arose when the Department of Labor was created as a separate office. We had had the advantages of the branch office of the Department of the Interior, so that we could get printed on a spurt any little circular or anything that we might want; but that, of course, we could not continue after our separation from the Department of the Interior. I submitted the matter to the First Comptroller of the Treasury, and received from him an authorization to purchase a press and type. I have with me a copy of my letter to the First Comptroller, stating my reasons why I wanted a press, together with a copy of his reply.

The CHAIRMAN. You can submit them.

The letters referred to are as follows:

DEPARTMENT OF LABOR,
Washington, D. C., October 16, 1888.

FIRST COMPTROLLER OF THE TREASURY,
Washington, D. C.:

DEAR SIR: I have the honor to request your views on the following point: It is very desirable that this Department should have a small printing-press and proper equipment of type, etc., to enable the Department to print small circulars, tally-slips,

tabulating blanks, etc. A press simply large enough to print the size of a letter sheet would be ample for our purposes. The object of having such a press is the necessity which often occurs in relation to our investigations; as, for instance, in preparing the schedules for an investigation such as now ordered by Congress, it will require at least 6 weeks more for their completion. On their completion, could I have them printed without delay, I could set agents at work; but it would require still 6 or 8 weeks further time to get such schedules printed under the direction of the Public Printer. This is a serious loss to the office. Another instance which often occurs with us is that in tabulating our returns we sometimes find of a sudden that a different form of tally-slip or tabulating sheet is necessary for the completion of the tables. If we could get these printed at a few hours' notice, no delay would take place in the work of the office; but if we were obliged to wait 6 or 8 weeks, as would be the rule if they should be printed at the Public Printing Office, great delay and serious loss would occur. An instance last spring cost the Bureau over $1,000 in actual service while awaiting blanks which had been promised on a certain day. I do not find fault with the Public Printer in this business, only that the necessities of his work often interferes in a small way with carrying out our own, as our work is peculiar, and not like that of other Departments and Bureaus.

At present, for awhile, we have the advantage of being able to secure small matters from the branch office at the Department of the Interior; but this is only a courtesy allowed us until we can make our own arrangements. I therefore respectfully request authority to purchase a small press and proper type out of our own contingent appropriation and for the reasons above stated, with the understanding, of course, that whenever any printing is desired for the Department, it shall not be done on our own press unless the Public Printer is unable to furnish it without loss of time in our own work. In any case, the printing which we would care to do on such a press in our own office would amount to but a very few hundred dollars in the whole year, not an amount sufficient to be appreciable in the work of the Public Printer, and yet the privilege which such a press would give us would be a matter of great economy in the administration of this Department. In the use of such a press the Department would be at no expense for compositors, as several of the employés of the Department are expert in type-setting, and could do the little composition which would be required without additional expense.

I am, very respectfully, your obedient servant,

CARROLL D. WRIGHT,
Commissioner.

TREASURY DEPARTMENT,
FIRST COMPTROLLER'S OFFICE,
Washington, D. C., October 18, 1888.

HON. CARROLL D. WRIGHT,
Commissioner of Labor:

SIR: I have received your letter of the 16th instant, in which you state that it is important that you have certain printing done upon very short notice, which it is

impossible to obtain from the Government Printing Office, and you ask whether or not you are authorized to buy a press for the purpose of doing small jobs of printing which can be done on sheets of letter size, where the exigencies of the service require it.

I am inclined to the opinion that you can purchase said press, to be paid for out of the appropriation for your Bureau under the head of "contingent expenses." I suggest, however, that the printing to be done should be confined to such as exigencies may require for immediate use, and that all general printing must be done at the Government Printing Office.

Respectfully yours,

M. J. DURHAM,
Comptroller.

Mr. WRIGHT. I found it an absolute necessity to have this little printing-press. I keep no printing force. I keep one man, an expert printer and proof-reader, who, whenever I need a little circular in a hurry, or a head-line for a table, to save clerical work, can do it. At other times he works for the Department in any way I see fit, usually at proof-reading.

Mr. HAWLEY. Is he a qualified clerk?

Mr. WRIGHT. Yes, sir. I have no force of compositors and the office is not run as a branch office, as is the case in other Departments. That is about all there is to it. I have considered it a legitimate expendi-

ture for clerk hire, as the printer does his clerical work by setting up type instead of using a pen or a typewriter.

The CHAIRMAN. You threw the construction of the law in relation to this expenditure upon the Comptroller?

Mr. WRIGHT. Yes, sir. He being the proper officer to construe the law, I did not construe it myself. If I had done so, I would not have bought the press.

The CHAIRMAN. You would not have purchased it on your own responsibility, in view of section 3786 of the Revised Statutes, which says:

All printing, binding, and blank books for the Senate or House of Representatives, and the executive and judicial departments, shall be done at the Government Printing Office, except in cases otherwise provided by law.

Mr. WRIGHT. Being a lawyer by profession, I never undertake to interfere with the functions of the court.

The CHAIRMAN. You have but one man employed in your printing office?

Mr. WRIGHT. Only one; an expert compositor and proof reader, and and I use him as a clerk. I keep no regular force.

Mr. RICHARDSON. He is a clerk and not a printer?

Mr. WRIGHT. If I want him to do clerical work, he does it. I would not undertake to keep a force of printers without some special provision of law. As it is, it has saved the office a large amount of money. What led me to establish this little office was the loss of thousands of dollars in the time of special agents while waiting for blanks from the Government Printing Office. The Government Printing Office does the best it can. I wish to express my general satisfaction with the way the Public Printer has always, since I have been here, administered his office; but it must be some annoyance, whenever any Department or bureau wants a little piece of printing done, to have every job requisition come up marked "Special." He can not make them all special, and the result is that a great deal of time and labor is lost by various Departments in that respect. The Chief Clerk has charge of this little printing office. Then, again, we never do any of our routine printing on our own press. Envelopes, letter-heads, and everything of that character we have printed at the Government Printing Office. All orders for printing routine matter, that is, on requisitions on the Public Printer, are made by the Chief Clerk. We do no binding whatever, and have no facilities for such work.

The CHAIRMAN. You simply use your press in case of emergency?

Mr. WRIGHT. Yes, sir; the same as we would a hand-stamp, and we have found it a great convenience and a great saving of money.

STATEMENT OF MAJ. H. M. ADAMS, U. S. ARMY, IN CHARGE OF THE RIVER AND HARBOR DIVISION IN THE OFFICE OF THE CHIEF OF ENGINEERS, WAR DEPARTMENT.

The CHAIRMAN. Please state your name, official position, and present duty.

Major ADAMS. H. M. Adams; major, U. S. Army; in charge of the river and harbor division, in the office of the Chief of Engineers, of the War Department.

The CHAIRMAN. The attention of the committee has been directed to the report of the Chief of Engineers for the year 1890, which is in four large octavo volumes, with numerous maps and plates, and it is

ascertained that was printed to the number of about 7,000, that number being reached by the printing of 1,734 copies, known as the usual number, part of which are bound and part unbound; 3,000 copies printed by reason of the general law providing for the publication of all reports of executive officers in that number, for distribution by Congress about 1,400 printed for the use of the engineers, and 750 printed for the use of the War Department, making between 6,000 and 7,000 copies. Will you kindly state to the committee whether, in your opinion, this number can be reduced, and whether there is necessity for the publication of the detail maps and plates that usually accompany the Engineers' report?

Major ADAMS. So far as the number allotted to us is concerned, which is 1,400, it is not enough to supply the demand which is made on the office of the Chief of Engineers. About the up number and the number furnished for the use of Senators and Members of Congress, I can say nothing.

The CHAIRMAN. You simply know as to the present number that is distributed from the Engineer's office?

Major ADAMS. I may say about that, that members of Congress interested in river and harbor works generally come to the office of the Chief of Engineers for our reports, and I have had occasion to say to them that they could get them at the Capitol, and they respond invariably, "We do not want the trouble of going to the Capitol for them, but we want them now." We have had just that kind of trouble in keeping the 1,400 for our own use.

Now, as to the maps. We send these maps to the Secretary of War because the river and harbor act approved August 5, 1886, requires it. I will read enough of the section to show what it is:

> The Secretary of War shall cause to be made and submitted annual reports, together with maps and plans, including the report of the Mississippi River Commission, on or before December 1, giving detailed statements of the work done, contracts made, expenditures thereunder or otherwise.

That is enough for the purpose of showing what it is. The next river and harbor act, of August 11, 1888, section 8, provides—

> That the Secretary of War shall cause the manuscript of the annual report of the Chief of Engineers and subordinate engineers, relating to the matter of rivers and harbors, and the reports of the Mississippi and Missouri River Commissions, to be placed in the hands of the Public Printer on or before the 15th day of October in each year.

That accounts for these maps, plans, and detailed statements being sent to the Secretary of War. The law requires it.

The CHAIRMAN. The law requires them to be transmitted by the Secretary of War to the Public Printer?

Major ADAMS. Yes, sir.

The CHAIRMAN. In your opinion, would it be desirable to change that law so as to provide that all of these maps and plans should undergo some sort of criticism or editorship, so that they should not be published in this very large number and in such great detail, but be published in what would be more in the nature of a compendium?

Major ADAMS. In answer to that question, I would say that the act of August 5, 1886, provides for that supervision.

The CHAIRMAN. Will you please quote it?

Major ADAMS. I read from volume 24, page 255, of the Statutes at Large:

And the heads of the Executive Departments, before transmitting their annual reports to Congress, the printing of which is chargeable to this appropriation, shall

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cause the same to be carefully examined and shall exclude therefrom all matter, including engravings, maps, drawings, and illustrations, except such as they shall certify in their letters transmitting such reports to be necessary and to relate entirely to the transaction of public business.

That is certified to each year.

Mr. RICHARDSON. By whom?

Major ADAMS. By the Chief of Engineers, for this river and harbor report.

The CHAIRMAN. And then by the Secretary of War?

Major ADAMS. Yes, sir.

The CHAIRMAN. Have you known any instance, since your connection with the Engineer Department of the Army, where there has been any curtailment or abridgment of the full report of the Chief of Engineers?

Major ADAMS. Yes, sir.

The CHAIRMAN. To what extent?

Major ADAMS. In this report of 1890 I curtailed the matter very largely myself, and the result was that a resolution was introduced in the House calling for these very maps.

The CHAIRMAN. Calling for maps that you had stricken out?

Major ADAMS. Yes, sir; that happened in two cases. I have the titles of the maps and the title of the work.

The CHAIRMAN. Much of this publication that is known as the Annual Report of the Chief of Engineers is made up of the reports of the Mississippi and Missouri River Commissions, is it not?

Major ADAMS. Yes, sir.

The CHAIRMAN. Do you publish those without curtailment; and if so, why?

Major ADAMS. We send the whole report to the Secretary of War, and the Secretary transmits it to Congress, because the law requires it.

The CHAIRMAN. Do you think that the part of the report that comes from these commissions could be cut down with advantage?

Major ADAMS. I think so.

The CHAIRMAN. What would be your suggestion as the legislation needed to produce that result? Would it be by giving authority to the Chief of Engineers to publish such part of the reports of these commissions as he might deem advisable?

Major ADAMS. I should not suggest that. The Mississippi River Commission is a large commission, composed of seven members. They think the whole report ought to be printed.

Mr. HAWLEY. Would it not be possible to publish a Mississippi River Commission edition?

Major ADAMS. We do that. This report, which appears here in four volumes, is bound for our use in 60 different parts. One part is the report of the Mississippi River Commission. It comes together, in four volumes, as a part of the report of the Secretary of War.

The CHAIRMAN. Do I understand, then, that the 1,400 that are delivered to the Chief of Engineers are not 1,400 copies of four volumes each, but that the 1,400 copies are divided into 60 parts, as you have described?

Major ADAMS. No, sir; we get 1,400 copies of the entire report.

The CHAIRMAN. Then, in addition to that, there is a large number printed in piecemeal, as it were?

Major ADAMS. Not a large number; about 100 copies of each part. These go out to the different districts, to the local offices where these works are carried on, and there they save a great deal of money by

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having these maps and plans printed. It is much cheaper to photolithograph them than to copy them by hand. When Mr. Endicott was Secretary of War he wanted to know how these rivers were improved.

I had to go and get the photographs for him to examine, and it was only in that way I could give him a good idea of the work. The photographs, as reproduced in this report, are very poor.

The CHAIRMAN. Do I understand you to say that the great demand for the 1,400 copies of the report of 1890, which was published in four full volumes, comes from members of Congress?

Major ADAMS. A large number of them go out in that way.

The CHAIRMAN. Notwithstanding the fact that 1,000 of these are delivered to the Senate and 2,000 to the House for distribution?

Major ADAMS. Yes, sir. Frequently members write in the interest of their constituents, asking that copies of this report be sent to them, and if we have them on hand we send them.

The CHAIRMAN. Whetheror not these same parties have already been supplied you can not tell?

Major ADAMS. We have no means of knowing whether copies have been obtained from other sources. If there is any way in which we can get hold of the numbers here in the Capitol which are not needed we shall be very glad to have them.

STATEMENT OF MR. WILLIAM H. TUBBS, SUPERINTENDENT OF THE CLERK'S DOCUMENT ROOM OF THE HOUSE.

The CHAIRMAN. Please state you name and official position.

Mr. TUBBS. William H. Tubbs, superintendent of the Clerk's document room of the House.

The CHAIRMAN. How long have you held such position?

Mr. TUBBS. Since December 15, 1889.

The CHAIRMAN. Were you connected with that office in any capacity before that time?

Mr. TUBBS. No, sir.

The CHAIRMAN. What are the duties that devolve upon your office?

Mr. TUBBS. The supervision of the distribution of documents and bills. We distribute sheep-bound documents, and also distribute boxes and specially bound documents.

The CHAIRMAN. There are in the House of Representatives two document rooms, one of which is known as the Clerk's Document Room, and the other as the House document room.

Mr. TUBBS. Yes, sir.

The CHAIRMAN. And these are separate and apart from what is known as the House folding room?

Mr. TUBBS. Yes, sir.

The CHAIRMAN. Do you not think that the public service would be improved and that a better system would obtain if there were but one document room?

Mr. TUBBS. Most decidedly.

The CHAIRMAN. You would merge them?

Mr. TUBBS. Yes, sir; I would merge them, by all means.

The CHAIRMAN. Can you give us the force that is employed in each room?

Mr. TUBBS. I do not know the force in the House document room. In our room there are myself and a general clerk detailed to me, Mr. Shivers; then we have a regular clerk, and two laborers, and until

within a month we had another detailed clerk, who was appointed, I think, as a messenger in the library. Our present force is five.

The CHAIRMAN. In your document room you have no handling whatever of the extra numbers that are printed by the usual concurrent resolutions or by general law for distribution by members?

Mr. TUBBS. No, sir; those documents go to the House document room.

The CHAIRMAN. You handle in your room, as I understand, of the usual number, what is known as the up number or unbound documents?

Mr. TUBBS. Yes, sir.

The CHAIRMAN. And you distribute those or supply any demand there may be for them?

Mr. TUBBS. Yes, sir.

The CHAIRMAN. And in addition to that, you distribute the bills and joint resolutions?

Mr. TUBBS. Yes, sir.

The CHAIRMAN. Has the Clerk any control over the House document room?

Mr. TUBBS. None at all, that I know of.

The CHAIRMAN. Under whose direction is that?

Mr. TUBBS. The House document room is under the control of the Doorkeeper of the House.

Mr. RICHARDSON. And so is the folding room, is it not?

Mr. TUBBS. Yes, sir.

The CHAIRMAN. As I understand, then, the folding room and the House document room are under the direction of the Doorkeeper?

Mr. TUBBS. Yes, sir.

The CHAIRMAN. And the Clerk's document room is, of course, under the direction of the Clerk?

Mr. TUBBS. Yes, sir.

The CHAIRMAN. Do you not think it would be a judicious reform to place all of these rooms under the direction of the Clerk of the House and merge the two document rooms in one?

Mr. TUBBS. I think the two document rooms ought to be consolidated; but I think the folding room would necessarily have to be a separate institution.

The CHAIRMAN. What disposition is made of the unbound copies of the usual number in your office? What becomes of them as a rule?

Mr. TUBBS. Those are distributed among the different clerks under the Clerk of the House, like the file clerk, the index clerk, and so on, and what are left, which usually number a few copies, are called for by the Clerk or by some one writing for a copy. They send down for us to fill the order, and at times we send some to the House document room. We have, though, out of the distribution of the one hundred House documents, so-called, more or less of a surplus, and during your talk with Major Adams, who has just left the chair, I was reminded of the Engineer's Reports. If I am correct, and I think I am, we have sent down into the storage room as many as two or three sacks of those reports during the last two months. I would have been glad to get rid of them and save handling them. The same is true of other reports; take, for instance, the reports of the Mississippi River and the Missouri River Commissions. Nobody calls for them, and we generally have to store them down stairs.

The CHAIRMAN. Have you any suggestions to make as to the advisability of continuing the present division of the usual number into what are known as the up number and the reserve number?

Mr. TUBBS. No, sir; I do not think I have. I think that would be better determined after there had been a consolidation of the rooms. I am not acquainted with the details of the work of the House document room, and it is only upon general principles that I would say that it would take a great deal less money and labor to operate the two rooms combined than it does now to operate them separately. I do not think there would be very much difference in the amount of labor over what either department requires now alone, or, in other words, nearly if not quite one-half of the labor of the two might be saved. I was told by my predecessor that I would require two or three more men to keep up with the work. He had tried to obtain them, but did not succeed. I concluded to try first before asking for an increase of help, and, working on business principles, found no difficulty in having the work performed promptly and thoroughly, to say nothing of about 3 months' work left over from the Fiftieth Congress, with one man less, instead of two or three more. At no time has work been left over from one day to another. Not a single complaint has ever come to my ears. Consequently I feel warranted in saying that I believe the work of both the present House and Clerks' document rooms, they being so nearly alike, can be performed with about one-half the number employed in them during the Fiftieth and Fifty-first Congresses, provided a superintendent

and a portion, at least, of such employés should be retained as long as they performed good service. This would give a grand opportunity to introduce system, reduce expense, and give satisfaction to members, which is impossible with frequent change of employés, as is now the custom.

The CHAIRMAN. Do members of Congress very generally desire the reserve documents?

Mr. TUBBS. Do you have reference to the sheep-bound documents?

The CHAIRMAN. Yes, sir.

Mr. TUBBS. I notice that most of the older members ask for very little in special binding. It is mostly the new members that take them, and I have heard new members express themselves as not caring for the sheep-bound document. They prefer the library binding, and send an order to me to have their documents specially bound.

The CHAIRMAN. Is it not a fact that out of the unbound copies most of the members of Congress select what they desire and have them bound in half Turkey?

Mr. TUBBS. Yes, sir; that is true.

The CHAIRMAN. And that when it comes to the distribution of the sheep-bound reserve documents, which do not come for a year or two after Congress has adjourned, they do not desire those to be sent to them?

Mr. TUBBS. That would be my opinion from what little experience I have had and the expressions I have heard from members. We ship them, however, every 6 weeks or so.

The CHAIRMAN. Do you not think it would be better, and in the interest of true economy, if there were none of these bound in sheep?

Mr. TUBBS. Yes, sir; I do.

The CHAIRMAN. But that they should be left unbound, and perhaps unstitched, subject to the order of members of Congress, to be bound in such form as they may desire?

Mr. TUBBS. I think that would be entirely preferable, and I think it would appear so to them. I think we have sent over 6,000 requisitions to the Government Printing Office for special binding, and most of them are simply for duplicates of the sheep-bound documents.

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STATEMENT OF MR. ANDREW DEVINE, OFFICIAL REPORTER OF DEBATES OF THE HOUSE OF REPRESENTATIVES.

The CHAIRMAN. Please state your name and official position.

Mr. DEVINE. My name is Andrew Devine. I am one of the official reporters of debates of the House of Representatives.

The CHAIRMAN. How long have you been connected with reporting for the House?

Mr. DEVINE. Since 1874; but not all that time in my present position. For several years I was official stenographer for committees.

The CHAIRMAN. The Congressional Record has grown from about 9,000 pages in the Forty-third Congress to about 17,000 pages in the Fifty-first Congress. Do you know the causes that have led to this very large growth of the Record?

Mr. DEVINE. I can not say that I have given that matter much thought. I think, however, that I know some of the causes.

The CHAIRMAN. Please give them to the committee.

Mr. DEVINE. In the last Congress, for instance, the average length of the daily sessions was so much greater than in preceding Congresses as to account for a considerable increase in the size of the Record. I do not know just how much greater than usual the average length of daily session was, but I know it was greater. I speak particularly of the House of Representatives, but I think the same is true of the Senate. Another cause of the growth of the Record which I have heard commented upon and which I have noticed myself is the free printing in the Record of matter which is really not a part of the current proceedings of the day, matters printed or reprinted there for convenience, or for some other reason. I have sometimes thought there was too much printing and reprinting of that kind done. You gentlemen understand what I mean. Long bills, already well printed in bill form,

are sometimes amended in a few particulars and ordered to be reprinted in the Record as amended, although the amendments are already set forth in the proceedings. This is usually done at the request of the member in charge of the bill, and sometimes it involves a good deal of what might perhaps be regarded as unnecessary reprinting. Such work, in connection with the printing at length of memorials and other like documents, adds a good many columns to the Record in the aggregate. It may be, however, that such printing ought not to be curtailed. It is done for the convenience of members, and I suppose that one of the principal objects for which the Record exists is to facilitate the work of legislation.

The CHAIRMAN. Of course there is necessarily a very great increase, for the reasons you have mentioned, that Congress sits more hours, and pursues its work with more industry, perhaps, than in former days, and there is also an increase in its business that is proportionate to the increased development of the country; but do you not think that the proceedings could be very greatly reduced in bulk if there was some sort of revision or editorship, not with a view of excluding anything that may have been actually said in Congress, but to prevent the unnecessary duplication of matter?

Mr. DEVINE. Your question covers the whole record of both Houses of Congress?

The CHAIRMAN. Yes, sir.

Mr. DEVINE. Perhaps something might be gained in that way, but I doubt whether the gain would be very great. I think the actual

amount of duplication is not very considerable. I am not certain about that, but I think that if you have it looked up you will find it is not great. Beyond the avoidance of duplication I do not see what you could gain by editing, if I understand your suggestion. The question is rather a difficult one to deal with, and I hardly know just what to say about it. We reporters have to do a great deal of editing of a certain kind, and, from the nature of the work, we are the only persons who can do it. I think that any attempt to apply editing in the ordinary sense of that word to the Record would fail. There is one point, however, in which I think there might be a change made which would somewhat decrease the size of the Record. I do not know that it would make any great saving, but it would make some. We have a set of formal statements of business, which recur again and again in the proceedings (I speak now of the House), and which have come down in rather elaborate form from the time of the Congressional Globe, when the reporters were paid by the column. I think we might condense, and at the same time improve, some of those formal statements, and, as they are so often repeated, any condensation would make a considerable saving on the whole.

The CHAIRMAN. What is there to prevent the reporters of the two Houses from making such changes?

Mr. DEVINE. Nothing whatever; if they could agree upon the changes that ought to be made. Up to this last Congress, in the House, there was one obstacle. We had a veteran chief who was accustomed to the old ways and preferred them.

Mr. HAWLEY. May I suggest that the reporters of the two Houses should prepare a schedule of the proposed abbreviations, giving the old elongated forms and the new condensed forms, and submit it to the Committees on Printing and on Rules for their approval?

Mr. DEVINE. I think that would be the right way to make the change.

Mr. HAWLEY. And then you would be justified in doing it without asking for formal action by the House?

Mr. DEVINE. I think so.

The CHAIRMAN. I read from the Senate proceedings, contained in volume 21, part 1, page 110, of the Congressional Record, under date of December 5, 1889, the following:

Mr. Wilson, of Iowa, introduced a bill (S. 567) to continue the publication of the Supplement to the Revised Statutes; which was read twice by its title and referred to the Committee on the Revision of the Laws.

Then the next paragraph—

He also introduced a bill (S. 568) to prohibit the mailing of newspapers and other publications containing lottery advertisements, and prescribing a penalty for the violation of the same; which was read twice by its title and referred to the Committee on Post-Offices and Post-Roads.

And so on, with similar repetitions, through many pages of the Record. Can you see any reason why that should not be abbreviated to this form: "Mr. Wilson, of Iowa, introduced the following bills, which were read twice by title," giving the references to committees?

Mr. DEVINE. I see no reason why that should not be done. I think it might be abbreviated even more than that, to something like this: "Senate bills of the following titles were severally introduced, read a first and second time, and referred, as follows." Then, "By Mr. Wilson," giving the titles and references of his bills, and so on.

The CHAIRMAN. Making only one heading for the lot?

Mr. DEVINE. Yes, sir; I would have spoken of that a while ago but

for the reason that in the House the new rules have taken that work away from us. Bills are not introduced now in open House. They are put in a box and a clerk sends them to the printer. It should be remembered, however, that while the old way of recording the introduction of bills in the House, with a heading for each bill, takes a good deal of space, it greatly facilitates the finding of any particular bill for which the reader of the Record may be looking.

Mr. RICHARDSON. There is a clerk who hands the bills to you?

Mr. DEVINE. The reporters do not handle the bills at all now. There is a clerk who furnishes that part of the Record to the printer.

The CHAIRMAN. The committee would be glad to have you make any other suggestions that may occur to you in regard to the Record.

Mr. DEVINE. One other suggestion occurs to me by which some space might be saved, but I do not know whether it is worth while to speak of it. Now and then in the House, as Mr. Richardson knows, there is a good deal of time and space occupied by a discussion on some merely temporary question; for example, upon the question of how much time shall be allowed for debate on each side. Frequently you will find in the Record three or four columns of such discussion.

Mr. HAWLEY. I do not believe you can shorten that.

Mr. DEVINE. Perhaps not but I have sometimes thought that it might be condensed by stating it somewhat in this way; "After discussion it was unanimously agreed that 4 hours should be allowed for general debate, the time to be equally divided between those in favor of the bill and those opposed to it." If such a plan were adopted, though, it would be necessary to set forth the agreement in the precise words in which it was made, because disputes often arise about such agreements.

The CHAIRMAN. Have you any other suggestions?

Mr. DEVINE. If this committee were considering the question of revolutionizing the printing of the Record I should be inclined to make a suggestion.

The CHAIRMAN. We shall be pleased to hear any suggestions you have to make. We may conclude to go into revolution in the matter of printing.

Mr. DEVINE. Well, my suggestion may seem rather startling, but I think the time will soon come when the Record will be printed in the Capitol Building, at a great saving in cost and a still greater saving in time, while Senators and Members will be spared much of the inconvenience which occurs at times under the existing system. Suppose you had the Record printing office, quite distinct from the Government Printing Office (or as a branch of it, as Congress might prefer), in a room in the basement of the Capitol, and suppose that the means of printing were such that within the same time it now takes to put a speech in manuscript or typewriter "copy," it could be put in print, so that if the speaker desired to revise it he could do so right here in the building during the daily session, or, if he preferred, could take the proof to his house or hotel and revise it there early; would not that be a very decided improvement?

Mr. RICHARDSON. What method could be adopted by which that could be done?

Mr. DEVINE. That is what I have thought of suggesting.

Mr. RICHARDSON. I would like to hear your suggestion.

Mr. HAWLEY. We are speculating on the whole subject. Let us hear it.

Mr. DEVINE. Let me put the case again. Suppose you had a separate

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printing office in the basement of this building—a small office—and suppose that, as a result of the method adopted, you could have a printed proof of your speech as rapidly as you can possibly get it now in manuscript, perhaps more rapidly, so that you could do all your revision in the Capitol if you chose, or at home if you preferred to do it there; that would be a great advantage, would it not?

The CHAIRMAN. I do not know about that.

Mr. HAWLEY. There are but few who revise. A very small proportion of the whole revise.

Mr. DEVINE. A small proportion of the whole revise, but——

Mr. HAWLEY. Would there be any saving by the method you suggest, except in time?

Mr. DEVINE. There would be a great saving in cost as well. What I have in mind is this. If any of you gentlemen happen to be in New York and call at a certain office there, you can see matter dictated to the phonograph and printed on a printing machine at the rate of 6,000 or 7,000 ems an hour or more.

Mr. HAWLEY. Do you mean dictated direct to the man who operates the printing machine?

Mr. DEVINE. No, sir; the matter is first dictated to the phonograph. You know how the Senate and House reporters now get out their reports?

Mr. HAWLEY. Yes; they use the phonograph. The reporters in the Senate and in the House used to do their work in this way, as I understand it: Each reporter in succession took notes for about 10 minutes, and then went into the reporters' room and there repeated the matter more deliberately to some slower stenographer, who wrote it out *in extenso*. That is still your method, I believe, except that now when you go into your room you dictate into a phonograph instead of to another shorthand writer.

Mr. DEVINE. Yes, sir. I use the graphophone.

Mr. HAWLEY. And your assistant listens to the phonograph, and writes out what you have dictated?

Mr. DEVINE. Yes, sir. I believe I was the first person in the world who used a talking machine for practical purposes, and I have used it continuously since I began. I mention this to show you that what I suggest about it in this connection is not a mere fanciful idea. I was the first to use the talking machine in our work, or in practical work of any kind, and now it is used by nearly all the members of our corps, and by the reporters of the Senate.

Mr. HAWLEY. I thought you all used it in the House.

Mr. DEVINE. There is one of our corps who does not use it yet, but he intends to.

Mr. HAWLEY. What did you say about setting 7,000 ems of type an hour?

Mr. DEVINE. I will come to that. When I dictate to a graphophone or a phonograph instead of to a shorthand writer, the advantage to me is that I can dictate my matter a great deal faster than I could dictate to a shorthand writer, faster than the average rate at which it is spoken—as fast, even as Senator Hawley speaks, and I know from experience that he can speak very rapidly. By dictating to the phonograph I save much time and labor.

Mr. HAWLEY. It is a great saving in that respect, of course.

Mr. DEVINE. Under the present system the operator listens to the talking machine and transcribes the matter on the typewriter; so that, while I save time in dictation, the result, after all, is simply "copy"

for the printer. Now, suppose that instead of transcribing on the typewriter the operator were to transcribe on a machine that would produce a printing surface at the rate of 6,000 or 7,000 ems an hour?

Mr. HAWLEY. You have reference to the Mergenthaler printing machine?

Mr. DEVINE. That is the one I am thinking of, but what I am suggesting would apply also to any other rapid machine—the Paige machine, for instance, in your own city of Hartford.

Mr. HAWLEY. That is the most wonderful machine I ever laid my eyes on. I would like to put on record what you perhaps do not know. It is now 3 years since I saw in operation, in the London Times office, type-setting machines which had been used in that office for 7 years. They had been used so continuously that the ivory keys were worn through to the brass. They have now been using those machines for 10 years, setting type very rapidly, and dispensing entirely with the process of distribution. When the type has been used it is thrown into the melting-pot, in another room, to supply the machine with the type needed, the "sorts"—I believe that is the technical expression—being furnished as the machine requires them. The operator sits at the key-board of the machine, receiving dictation through a telephone from the reporters' gallery in the House of Commons. The reporter does what you do, except that he talks his notes into a telephone instead of a phonograph. I saw a broad page of the London Times which had been composed the previous night in that way.

Mr. DEVINE. The idea is the same, only that on the plan I suggest the phonograph would be the instrument intervening between the reporter and the printer, while there they used the telephone. There would be no use for the telephone if we had the printing office at hand. Members have a good deal of trouble now about revision, owing to the distance of the Government Printing Office from the Capitol and the inadequacy of the messenger service.

Mr. HAWLEY. If we had a new Government Printing Office with all the necessary improvements in methods and machinery, would not a pneumatic tube answer to a large extent the requirements of the service of which you speak?

Mr. DEVINE. It would serve for transmitting copy to and fro between the Capitol and the Printing Office; but messengers would still be required to take matter to the homes of members for revision and bring it back to the office.

The CHAIRMAN. You spoke of the convenience of having a printing office in the Capitol because members could easily get proofs for revision?

Mr. DEVINE. Yes, sir.

The CHAIRMAN. That could be as quickly done by means of a pneumatic tube connecting the Capitol with the Government Printing Office, could it not?

Mr. DEVINE. Yes. But there is another element of saving in the plan I propose which perhaps you do not have in mind. There being, upon that plan, no intervention of the process of typewriting or of type-setting by hand, but the matter going directly and rapidly into type, the work of the day would be done much earlier. Upon the present plan, no matter how rapidly the work is done (and it is often done with wonderful rapidity) these several processes are necessary: We have to take the notes, we have to dictate them, and they have to be put into manuscript, and that manuscript or typewriting has to be sent to the Government Printing Office, and there set up by hand; and

the earliest time at which a member can get a proof is after all these things have been done. On the plan I have suggested, the typewriting and the subsequent slow process of hand composition would entirely disappear, and there would be a great saving of time; but to get the full benefit of that plan the printing machines would have to be in the Capitol, as the typewriters are now.

The CHAIRMAN. What is now typewriting would then be turned into type-setting?

Mr. DEVINE. Yes, sir; and the "type-setting" could be done at about as great speed as the typewriting is now done. In thinking for the first time about a change of this kind many minor difficulties will occur to minds familiar with the general subject, but, without trespassing on the time of the committee to discuss details, I will say that I think there is no serious obstacle in the way of carrying out the plan practically, and I believe that in addition to the other advantages it would greatly reduce the cost of the printing of the Record.

STATEMENT OF MR. JOHN G. AMES, SUPERINTENDENT OF DOCUMENTS, DEPARTMENT OF THE INTERIOR.

The CHAIRMAN. Please state your name and official position.

Mr. AMES. John G. Ames; superintendent of documents in the Department of the Interior.

The CHAIRMAN. How long have you been superintendent of documents?

Mr. AMES. Since September, 1874.

The CHAIRMAN. Your office was created by law, was it not?

Mr. AMES. It was created by statute in 1869. See section 497, Revised Statutes, which reads as follows:

> The Secretary of the Interior is charged with receiving, arranging, and safe-keeping for distribution, and of distributing to the persons entitled by law to receive the same all printed journals of the two Houses of Congress, and all other books and documents, of every nature whatever, already or hereafter directed by law to be printed or purchased for the use of the Government, except such as are directed to be printed or purchased for the particular use of Congress, or of either House thereof, or for the particular use of the Executive or of any of the Departments, and any person whose duty it shall be by law to deliver any of the same shall deliver them at the rooms assigned by the Secretary of the Interior therefor.

Also section 507, as follows:

> There shall be in the Department of the Interior a superintendent of public documents, who shall be appointed by the Secretary, and shall be entitled to receive a salary of $2,500 a year.

The CHAIRMAN. Knowing your familiarity with the subject, I will ask you to give to the committee, without special questioning, your views touching the matter of the printing of documents and their distribution, making whatever reference to, or extracts from, your reports you see fit, and pursuing the subject in your own way, with an occasional interruption by questions to make your statements more clear.

Mr. AMES. In stating my views regarding the publication and distribution of public documents, and in making suggestions touching changes in the laws or regulations governing in this matter, with a view to the reduction of expenses and to a more economical and satisfactory conduct of this department of public business, it may be well, in the first place, to point out what, in my judgment, are certain evils and defects of the present system, with suggestions as to remedies therefor, and then to indicate such additional legislation as may be re-

quired to put this whole work upon a strictly business foundation, and as will secure the most judicious and satisfactory distribution of the publications of the Government.

In the first place, then, I would specify as one evil of the present system the printing and binding for permanent preservation, for delivery to members of Congress and to depositories of public documents, of a large amount of matter that is of merely transitory value and required only for present use, and that only by a very limited number of persons. As instances of such documents I would cite mere resolutions of the Senate or House, which are now incorporated in the Miscellaneous documents; many communications from Executive Departments which are incorporated in the Executive documents; all communications and reports of committees that are merely private in their character, as reports relating to pensions and to private claims, and many others; all reports with testimony relative to contested elections.

I have with me samples of the first three classes of documents above cited.

Mr. Ames produced Senate Mis. Doc. No. 62, Fifty-first Congress, second session, being a Senate order, dated February 6, 1891, ordering "That unless otherwise directed, on and after Monday next, February 9, during the residue of the present session of the Senate, a recess shall be taken, excepting on Saturdays, from 6 o'clock p. m. to 8 o'clock p. m."

Also House of Representatives Ex. Doc. No. 272, Fifty-first Congress, second session, being a letter from the Acting Secretary of the Treasury, requesting an appropriation of $3,000 for the United States building at Binghamton, N. Y.

Also Senate Report No. 2383, Fifty first Congress, second session, being a report by Mr. Paddock, from the Committee on Pensions (to accompany H. R. 2996), granting a pension to Martha J. Spencer.

Also other documents of the same character.

Mr. AMES. You understand that 1,734 copies are printed and distributed according to the usual methods?

The CHAIRMAN. Being either Executive or Miscellaneous documents or reports?

Mr. AMES. Yes, sir.

The CHAIRMAN. Being printed both in the up-number or unbound form, and in the reserve or bound form?

Mr. AMES. Yes, sir. Regarding the first two classes I should say that they ought to be excluded altogether from the Miscellaneous and Executive series of documents, and printed only in sufficient number for the immediate use of Congress; though it is doubtful if the second class need be printed at all; that is, such as the letters described from the heads of Departments.

The CHAIRMAN. By "second class" you mean letters of transmittal and recommendation?

Mr. AMES. Yes, sir; letters that are unimportant, except for present use. Of reports and other documents relative to private claims and pensions it is of course important that a sufficient number of copies be printed for the immediate use of Congress and also for preservation in bound form for future reference on the part of subsequent Congresses, as in the majority of cases these pension and other claims are transmitted from Congress to Congress, so that it is important that future Congresses should be able to refer at once to whatever action has already taken place in the premises. A small number only, however, of copies of these volumes need be printed and bound. It is hardly

worth while to make a distribution of them to depositories and other libraries. The same general remarks will apply also to all cases of contested elections. There is nothing in the way of information contained in any of these documents that will justify the continuation of their publication, binding, and general distribution. The exclusion of these from Miscellaneous and Executive documents will make a considerable reduction in the annual bulk of these documents.

Secondly, another evil of the present system, and one involving immense waste, is the publication in unbound form of over 600 copies of every document ordered printed by Congress, whatever may be the character or size of such document. The unbound documents of the Forty-ninth Congress amounted to 130,111 volumes; those of the Fiftieth Congress to 101,530, a large portion of which it is probable found their way into the waste-paper heap. I can conceive of no consideration justifying in any measure the continuance of this practice. The only reason I have ever heard adduced for it was the necessity on the part of Congress of having these documents for purposes of legislation at the earliest possible moment, and therefore time must not be taken for binding them. This may be true with reference to a very few of the smaller and least expensive of these publications, but it is perfectly absurd to allege, for example, that Congress so requires for its use the Annual Report of the Bureau of Ethnology, or of the Director of the Geological Survey, or of the Report on Tertiary Insects of North America, or the reports of the Smithsonian Institution, or even the annual

reports of the several Executive Departments of the Government, as to justify the delivery in unbound form of over 600 copies of these several documents. The result is that the document rooms at the Capitol are overburdened with them, that they are found scattered about through the Executive Departments and offices of the Government, for whose use they are not required, and in which several places they are for the most part an incumbrance until they are sold as waste paper. To be sure, a large number in the aggregate of these unbound copies are sent by Senators and Representatives to be bound for their personal use under existing laws, but I think that in the majority of cases Members of Congress select for this purpose cloth-bound copies, which are sent to the bindery to be rebound. I may be mistaken about this. It is my impression, however, that they select from the folding room instead of from the document room.

The CHAIRMAN. From the statements of the superintendents of the folding rooms of the two Houses, I doubt if that is true; but where they take the unbound copies to the Government Printing Office to be bound in library style those have to be taken apart and restitched.

Mr. AMES. I shall allude to that in my statement.

The CHAIRMAN. Major Michael, the clerk of printing records, suggests that Members do prefer the volumes from the folding rooms for the reason that they do not contain the document mark, which mars the appearance. The unbound copies of the Congressional Directory are scarcely ever taken on that account.

Mr. AMES. Mr. White, of the Government Printing Office bindery, could give you information on that point. In my judgment, this practice of delivering documents unbound should at once be discontinued. Let a sufficient number of copies of the several public documents be printed to meet the requirements of the law. Then reserve in the office of the Public Printer, in unstitched form, one copy each for each Member of Congress, from which reserve he can order bound, in any

style he may prefer, such volumes as he desires permanently to preserve for his personal library. All other copies should be bound.

The CHAIRMAN. How long would you hold the unstitched copies for the conclusion of Members of Congress as to whether they would want them bound or want them at all?

Mr. AMES. Until say 6 months after the expiration of the Congress to which the documents respectively appertain. Then if the Senator or Representative for whom they are held has not availed himself of his privileges under the law, the documents should be bound and devoted to public use, say to libraries yet unsupplied. It is presumed that such members of Congress as do not claim their portion of these documents within the period named do not care for them. To hold them longer would be to burden the Printing Office with a large accumulation of unbound documents for which room could be illy spared.

It will be very easy, if any single document is required for immediate use by either House of Congress, to have such additional number of said document printed and delivered unbound as will suffice for the purpose. This, however, in my judgment, will rarely occur, excepting in the cases of reports of committees, many of which, however, would, if the suggestions contained under my first head were adopted, be excluded from the series designed for permanent preservation. This would put a stop to the distribution from week to week of these documents by some officers at the Capitol unknown to me, to the several Executive Departments and Bureaus of the Government. The present distribution is of no advantage, for I suppose that, for the most part, these Departments and Bureaus are supplied day by day from the Printing Office, upon their own requisitions.

Another serious evil, involving waste and great confusion and annoyance to those having occasion to consult public documents, is the multiplicity of editions of many of the most important publications of the Government, issued in different styles of binding, with varying title-pages and back titles, so that one may possess three or four copies of the same work without discovering from the outward appearance that they are all the same document. This is true of many of the annual

reports of the executive offices and to a less degree of the scientific publications of the Government. The former are all embraced in the executive documents of Congress, bound in leather, with a special front and back title. They appear again in an edition known as Message and Documents, correspondingly backed. Once more they are issued in a departmental edition, as reports of the Secretary of, etc., volumes 1, 2, etc., and lastly, many of them are published in a bureau edition, as reports of the chief of the bureau, with an appropriate title. Who, not familiar with this subject, would surmise that Message and Documents, Department of the Interior, volume 4, was identical with Executive Document, volume 14, and both with Report of the Secretary of the Interior, volume 4, and all three with the Annual Report of the Commissioner of Education? Or who, wishing to consult the Report of the Commissioner of Labor, and having in his hands Message and Documents, Department of the Interior, volume 5, would suppose that this was the very volume he desired, unless he had been previously apprised of the fact? Or who, having occasion to refer to the Reports on the Mineral Resources of the United States or to the Reports of the Fish Commission or of the Bureau of Ethnology would imagine that they were to be found among the miscellaneous documents of the House of Representatives if he had not, perhaps accidentally, discovered this?

This multiplicity of editions is the bane of librarians and indexers.

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It prevents any satisfactory classification and arrangement of these documents upon the library shelves, as it so often happens that one volume of a series is of one edition and the next of another, and so it is not surprising that sometimes an orderly librarian in despair is disposed to reject all public documents, while the labor of preparing a satisfactory general index is so increased that anyone may well hesitate to enter upon the undertaking. The remedy for this evil would seem to be comparatively simple. Let but one edition of these documents be issued, or let all editions of the same document be practically reduced to one by having them all titled and backed in the same manner. Let the appropriate name, *e. g.*, the Seventh Annual Report of the Director of the U. S. Geological Survey, Report of the Commissioner of Education, 1887, the Report of the Chief Signal Officer, 1888, be put upon the back of every copy issued so that it can be identified at a glance. If additional title on the back is required, as in the executive and miscellaneous documents of Congress, let it be evidently subordinate to the chief title, and not be made an obstacle to the identification of the volume. These remarks, of course, apply to documents homogeneous in their general character and of sufficient size to form each a volume by itself, as it would be manifestly impracticable to deal in the manner suggested with volumes made up of a number of separate and distinct documents, such as compose a large portion of the executive and miscellaneous documents and reports of committees of the two Houses of Congress. It is, however, worthy of consideration whether it would not be wise to bind separately every document sufficiently large to form a volume of convenient size, instead of combining them, as is so often done in the leather-bound series, into unwieldy tomes, bringing within the same covers documents as irrelevant and diverse as Report on Indian Disbursements and the Annual Report of the Commissioner of Patents, or the Annual Report of the Director of the Mint and a report on the loss of the steamer *Jeannette*, or Revision of the Rules of the House of Representatives, and Geological History of Lake Lahontan. If serious attention were given to it by those having authority in the premises this whole matter could be readily and satisfactorily adjusted. It is certain that if this were done it would in many ways enlarge the use and increase the value of public documents.

In the next place I think there might be an improvement upon the present method of classification and numbering of public documents. These are now divided into the executive documents, miscellaneous documents, and reports of the committees of the Senate and House of Representatives. This classification has been in vogue for 40 years and has therefore become familiar to all parties accustomed to consult publications of the Government, but on general principles the simpler the

classification and the smaller the number of classes into which documents are divided the more convenient will reference to them and the indexing of them be found. I see no necessity for the division of documents into executive and miscellaneous, or any decided advantage resulting from this classification; nor can any very good reason be given in many cases for assigning documents to one class rather than to the other, as for example, why should the Annual Report of the Director of the Geological Survey be assigned to the executive document class and the Annual Report of the Bureau of Ethnology to the miscellaneous document class; or why should the Report of the Commission of Fish and Fisheries be classed as a miscellaneous document instead of an executive document? Many other instances of this kind can be readily cited. I recommend, therefore, that the executive and miscellaneous

documents of each House of Congress be consolidated, and that they be designated respectively Senate documents and House documents. There will then be two classes for each house, viz, Senate documents, Senate reports; House documents, House reports. This will simplify and render much more convenient both reference to and indexing of public documents. Then arrange a series of numbers which shall be uniformly given to certain annual publications of the Government so that the same number shall attach to the same document year after year. The following enumeration of documents is suggested:

HOUSE DOCUMENTS.

No. 1. President's Message (Annual).
No. 2. Foreign Relations (State Department).
No. 3. Commercial Relations (State Department).
No. 4. Report of the Secretary of the Treasury on State of Finances.
No. 5. Report on Commerce and Navigation (Treasury Department).
No. 6. Report on Internal Commerce of the United States (Treasury Department).
No. 7. Report of the Comptroller of the Currency (Treasury Department).
No. 8. Report of the Commissioner of Internal Revenue (Treasury Department).
No. 9. Report of the Coast Survey (Treasury Department).
No. 10. Report of the Treasurer of the United States (Treasury Department).
No. 11. Report of the Director of the Mint (Treasury Department).
No. 12. Report of the Secretary of War.
No. 13. Report of the Chief of Engineers, Parts I and II (War Department).
No. 14. Report of the Chief of Ordnance (War Department).
No. 15. Report of the Chief Signal Officer (War Department).
No. 16. Report of the Secretary of the Navy.
No. 17. Report of the Postmaster-General.
No. 18. Contracts for Carrying the Mails.
No. 19. Report of the Secretary of the Interior, Parts I and II.
No. 20. Report of the Director of the U. S. Geological Survey.
No. 21. Report on the Mineral Resources of the United States.
No. 22. Report of the Commissioner of Education.
No. 23. Report of the Attorney-General.
No. 24. Report of the Secretary of Agriculture.
No. 25. Report of Chief of Bureau of Animal Industry.
No. 26. Report of the Commissioner of Fish and Fisheries.
No. 27. Report of the Commissioner of Labor.
No. 28. Report of the Interstate Commerce Commission.
No. 29. Report of the Civil Service Commission.
No. 30. Report of the Smithsonian Institution.
No. 31. Report of the National Museum.
No. 32. Report of the Bureau of Ethnology, etc.

In my judgment, however, it would be still better to discontinue the classification of all annual publications as executive and miscellaneous documents, and publish them as separate and distinct series, with uniform title page and back title, excepting the date, so that each Depart-

ment or bureau series could be arranged by itself if desired; for example—

STATE.	TREASURY.	TREASURY.
President's Message and Foreign Relations.	State of the Finances.	Comptroller of the Currency.
1890.	1890.	1890.

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WAR.	WAR.	WAR.
Secretary and Bureau Officers.	Engineers, Vol. I.	Ordnance.
1890.	1890.	1890.

INTERIOR.	INTERIOR.	INTERIOR.
Secretary and Land Office.	Indian Affairs.	Geological Survey.
1890.	1890.	1890.

AGRICULTURE.	AGRICULTURE.
Secretary and Bureaus.	Bureau of Animal Industry.
1890.	1890.

SMITHSONIAN.	SMITHSONIAN.
Secretary and Appendices.	National Museum.
1890.	1890.

The publications of the several Departments could be bound in different colors, so as to introduce variety and also render them still more readily distinguishable from each other. I would suggest, also, that those designed for depositories, instead of being bound in full sheep as now, be bound in half morocco or half Russia, which would involve, I think, no greater expense.

Mr. RICHARDSON. Would not half morocco or half Russia cost more than full sheep?

Mr. AMES. I do not know the difference in cost.

The CHAIRMAN. The estimate is that the usual form of binding required by members of Congress, which is half Turkey, costs 25 cents more than full sheep.

Mr. AMES. I will say that within 2 or 3 days I have received letters from librarians saying that they would prefer to have their books bound in cloth rather than sheep, as cloth would last longer than sheep. I would not suppose that to be true, but I have recently received letters to that effect from three librarians. But whatever conclusions may be reached at this point, every copy of the same volume issued should bear the same title page and the same back title, and the practice of publishing the same book in several editions, with varying titles, should be at once and forever discontinued, and an end put to the confusion and distrac-

tion and waste which this practice entails. I would have a proper title determined upon for every one of these reports and documents, and have that title placed upon every copy issued.

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The CHAIRMAN. That is to say, when the report of the Geological Survey is published as a part of the message of the President and accompanying documents, you would have it backed "Interior. Geological Survey. 1890."

Mr. AMES. Yes, sir.

The CHAIRMAN. With perhaps the number of the annual report?

Mr. AMES. That could be given in the case of the report last mentioned and of others that have heretofore been designated in this way.

The CHAIRMAN. Then, when it came to be published as a part of the report of the Secretary of the Interior, you would have exactly the same binding and the same indorsement on the back?

Mr. AMES. Yes, sir.

The CHAIRMAN. And when additional copies were printed, you would have them bound in the same style and with the same indorsement on the back as in the other cases mentioned?

Mr. AMES. Yes, sir; I would have no change whatever in the style of binding, so that when you saw that volume anywhere you would recognize it as the same volume you have seen somewhere else. Another resulting advantage would be found in this, that the entire number of each volume provided for by law could be printed and ready for distribution at one and the same time, and that the earliest at which the Public Printer could take up the work, and so depositories be put in possession of their copies as soon as other parties, whereas they are now obliged to wait until the whole series of executive or miscellaneous documents for any particular session of Congress has been received and an index to the same prepared, which often causes a delay of 1 or 2 years in their distribution, and, of course, in their reception by depositories.

You understand that we have to wait until the index inserted in every volume is completed, and that can not be done until every volume constituting the series is received.

If the above suggestions be accepted, then the remaining publications, not regular annual reports, could be classified as Senate documents and reports and House documents and reports, numbered, indexed, and bound as at present, only discontinuing the division into executive and miscellaneous documents.

The CHAIRMAN. And striking from them that class of matter you have spoken of as being of merely a transitory interest and ephemeral?

Mr. AMES. Yes, sir. The delay above referred to in supplying depositories with public documents is another serious disadvantage connected with the present methods of printing and binding, and one of which many of our largest libraries justly complain. The practice of reserving documents after they have been printed, to be bound at a later date whenever the convenience of the Printing Office most readily permits, puts these libraries at decided disadvantage and obliges them to wait often from 1 to 2 years after the distribution of the document to individuals has been made, as for example, the Official Register, or Blue Book, of the United States, for 1889, has not yet been sent to depositories of public documents, though the distribution of this document to individuals and other libraries was made more than a year since. Of course the value of public documents in these libraries is very much reduced by this practice, as they have lost the use of them during the time when they would be most frequently consulted if upon the library shelves, and this often to the great annoyance and disappointment of the public at large. Whatever conclusions, therefore, may be reached as to the reclassification of documents, some provision ought to be made by which those designed for distribution to depositories should be issued

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at least as early as those for distribution to individuals. One of the reasons adduced for the necessity of delay in issuing the reserved edition is the necessity of waiting until all the documents belonging to the

individual series, executive, miscellaneous, or reports, have been submitted and an index of the same prepared, which index it is customary to insert in each volume of the several series.

This brings me to the consideration of another very important need connected with public documents, and this is that of a complete, comprehensive index of the publications of the Government, the want of which is, by the testimony of almost all concerned, the greatest hindrance to the use, and therefore the greatest detraction from the value of public documents. I add here suggestions on this subject contained in my reports for 1887-'89 and 1890, and also a few sample pages of an index such as I would suggest as meeting the requirements of the case. The preparation and publication of such an index would, of course, obviate the necessity of preparing an index for each series of documents, and permit the distribution of the reserved documents without the delay hitherto necessitated by the practice of incorporating an index with each volume.

A GENERAL INDEX.

The value of public documents would be greatly enhanced by the publication of a throrough, exhaustive, general index. Since the completion of the Descriptive Catalogue of Government Publications in 1881 no official effort in this direction has been made. It is therefore exceedingly difficult to determine whether reports relating to any particular subject have since that date been published, and, if so, where they can be found amongst the mass of documents that each year issue from the Government Printing Office. For example, the reclamation of the lands of the arid regions by irrigation is a question demanding consideration by the Government, a question that has been repeatedly discussed in papers published by authority of Congress; but who is able readily to refer to these papers, or to say whether they are to be found in the executive or miscellaneous documents or reports of committees of Congress, or in some special departmental report? The "silver question," involving the financial policy of the Government, and in no small degree the material welfare of the nation, presses for definite settlement. This question also has been often and at great length considered by committees of Congress, by special commissioners, by expert agents of the Government, and the results of their investigations printed at public expense; but who, except a few specially interested in the subject, could ascertain without great inconvenience where these reports are to be found.

A succinct but comprehensive statement of important historical facts connected with the Louisiana purchase has recently appeared in a publication issued by the Government Printing Office, while the same volume contains extended and valuable historical and descriptive sketches of several of the States and Territories now embraced within the limits of that purchase, giving detailed statements as to the climate, soil, population, resources, and material development of each; but who seeking information upon any of these subjets would expeect to find it in a report of the Treasury Department on the internal commerce of the United States?

These are but three instances among hundreds that might be cited. A comprehensive index of all public documents would remedy all this and increase immensely the use, and therefore the value, of Government

publications. It is no wonder that comparatively few are willing to take the time and trouble to trace the discussion of any particular subject as presented in these publications, or even to search for a single paper that is known to be embraced in some volume of this lengthening series, nor that librarians are so often confused and preplexed when asked where such papers are to be found. The very multiplicity of documents published makes such an index an imperative necessity, if these documents are to any large extent to be utilized and to subserve the purposes for which they are printed and distributed. It should be prepared after methods approved by the best indexers, and week by week, as documents are published, so that with the assembling of Congress each year the index of all documents issued during the preceding

fiscal year may be ready for the use of Senators and Representatives, and of all others interested.

The recommendations embraced in my last report have attracted the attention of a large number of the librarians of the country, some of whom have put on record their emphatic approval of these suggestions with an expression of their hope that Congress would at an early day make provision for an official indexer who shall be responsible for the preparation month by month of such an index as will meet the demands of the case. It may not be improper in this connection to quote from communications received relative to this subject.

The director of the New York State Library says:

It is absolutely impossible to escape from the present disgraceful conditions unless a thoroughly qualified indexer can be provided. In view of the enormous amount of money spent by the General Government on public printing it seems strange that proper provision for expert indexing has not yet been made. I should be willing to undertake to prove before a fair and competent jury that it would be an enormous gain in the practical value of our public documents if they could be satisfactorily indexed by an expert, even if the number of copies published were reduced so as to save twenty times the cost of the indexing. The trifling expense is the only conceivable objection to having this work properly done, and if the United States is too poor to pay for it they can make a specific economy by doing the two things for which there is a constantly growing demand from intelligent users: (1) Indexing the documents properly; (2) distributing them systematically to the libraries of the country. Half the number by this method would do five times the good.

The librarian of the Chicago Public Library writes:

A matter in which all librarians are greatly interested was your recommendation concerning a general index of all the Government publications. I sincerely hope that something may be done by the present Congress to carry out your suggestions. It is a pity that so much important and valuable matter as is contained in these publications should be inaccessible for want of a good index. Only a few of the larger libraries can afford to index the public documents and then only in a partial manner.

The judgment of the librarian of the Appreutices' Library, New York City, is that—

It is high time something was done to provide a clew to the many valuable work now buried in the literary labyrinth called "public documents." With a general index to all public documents heretofore published, on some simple and easily understood method of classification by subjects, librarians would frequently be able to put these Government publications to good use. As it is neither the librarian nor the reader knows what they contain and there is no way of finding out. The consequence is, that, in the majority of cases, public documents are practically a useless incumbrance to a library. Yet no librarian would do without them for he hopes that some day a key will be provided which will unlock their treasures.

The librarian of the Mercantile Library, New York City, comments upon the subject thus—

What a blessing such an index would be to the weary searcher who is now compelled to wade through a mass of documents, hour after hour, and perhaps days, before being able to find what is known to be buried somewhere among them. With

seventeen years' experience as the executive officer of this library, I believe I have come to know something of the nature of our public documents. I know the excessive labor so often necessary to find what you need is a great drawback to their use. With an index, such as you suggest, their value and usefulness would be immensely increased.

The librarian of Amherst College expresses himself to this effect—

The statement that an improvement in the arrangement and indexing of the United States public documents is among the possibilities seems too good to be true. Year by year my sense of the value of those documents in a public library becomes more decided, and my use of them increases. And in the same ratio has my feeling grown that it would be a gain if the Government should print half as many documents and have them properly indexed and arranged, rather than continue to treat us to the present hocus-pocus. A competent official indexer would be worth $10,000 a year if the documents are worth issuing at all at their present expense.

The librarian of the American Antiquarian Society, Worcester, Mass., says:

I was much impressed with the plan for a general index to the buried treasures in the public documents which our Government supplies with such a lavish hand. We not only need the books in such a library as ours, Congressional Record, Statutes at Large, etc., but we need the key to unlock some of them.

The librarian of the Young Men's Christian Association, New York City, comments upon the subject as follows:

The recommendation in your report that Congress should provide for a general index to public documents is one that must be approved by all librarians. Public documents contain much useful material, but without a proper index they are used but little. I believe that if all public documents could be indexed, particularly by topics, and distributed promptly after issue, that their use would be greatly enhanced. A book, even, to-day without an index, comes under severe censorship; a collection of books without one is dead stock, if we may use a mercantile expression.

The librarian of the Library Company of Philadelphia thus commends the project:

I am glad that there is a prospect of a general index to all public documents. I strongly approve of your recommendation to that effect, and trust it will be successful. The need of it is so urgent and so obvious that it should commend itself to universal favor.

These utterances but reflect the opinion of nearly all the prominent librarians of public libraries and of colleges in the country, which opinion finds expression year by year in the discussions that transpire at the general conference of American librarians at their annual meeting.

By or from—	Subject.*	Ex. Doc.	Mis. Doc.	Report.	Cong.	Sess.	Number.	Pages.	Vol.
DILLER, J. S	**Peridotite of Ellicott County, Ky** ..... *Bulletin No. 38, U. S. Geological Survey, pp. 359-385, 1 pl., 8 fig.*	.....	H	.....	50	1	375	359-385 1 pl., 8 fig.	2
DAVIS, C. K ..... Pensions.	**Perkins, George A.**, grant of pension to, recommended. December 13, 1890. S. Bill 3976.	.....	.....	S	51	2	1856	1	
COURT OF CLAIMS	**Perry, Oliver H.**, administrator of Mary Scott, opinion of the court dismissing case of, for want of jurisdiction. December 8, 1890.	.....	S	.....	51	2	16	3	
TAYLOR, E. B..... Judiciary.	**Personal privilege**, question of, in relation to George E. Minot, assistant doorkeeper. December 8, 1890. Mis. Doc. 17.	.....	.....	H	51	2	3254	10	
LANE, E..... Invalid Pensions.	**Personeus, Mary**, grant of pension to, recommended. February 15, 1890. H. Bill 2015.	.....	.....	H	51	1	61	1	
	Peru, geographical features and railway system of.	S	.....	.....	51	1	125	58-60, 134-139	
MERRILL, G. P	**Petrography**, report of progress in, during years 1877 and 1888. *Annual Report of Smithsonian Institution, 1888, pp. 327-354.* Sep.	.....	H	.....	50	2	142	327-354	
ORTON, E	**Petroleum and natural gas in Ohio and Indiana.** *Eighth Annual Report of the U. S. Geological Survey. 1887, pp. 475-662.* *Mess. and Docs., 1886-'87, Int. Dept., Vol. 3, part 2, pp. 475-662.* *Report of the Sec. of the Int., 1886-'87, Vol. 3, pt. 2, pp. 475-662.*	H	.....	.....	51	1	1 pt. 5, vol. 3	475-662	
Do	**Petroleum**, discussion as to origin, accumulation, and practical development of. (See *Petroleum and natural gas in Ohio and Indiana.*)								

WEEKS, J. D.....	**Petroleum**, report relative to, 1886..... *Mineral Resources of the United States*, 1886, pp. 439-487.	.....	H	.....	50	1	42	439-487	2
CALL, W ..... Senator.	**Phosphate industry in the United States**, resolution directing Commissioner of Labor to make report relative to. December 3, 1890.	.....	S	.....	51	2	7	1	
CANDLER, J. W... World's Fair.	**World's Fair, 1892**, the holding of, recommended, with resolutions fixing the location of same. February 14, 1890. H. Bills 6883 and 6884.	.....	.....	H	51	1	37	2	
Do.....	**World's Fair**, provision for holding, at Chicago recommended. March 15, 1890. H. Bill 8393..... Act of April 25, 1890, chap. 156, 51-1.	.....	.....	H	51	1	890	21	
NORTON, R. H .... Pensions.	**Wright, John M.**, grant of pension to, recommended. December 10, 1890. H. Bill 12094.	.....	.....	H	51	2	3271	1	
BAKER, C. S ..... Territories.	**Wyoming**, admission of, into the Union recommended. February 15, 1890. H. Bill 982.	.....	.....	H	51	1	39	62	
SPRINGER, W. M.. Territories.	——, views of minority, March 21, 1890. H. Bill 982.	.....	.....	H	51	1	39, pt. 2	36	
	Wyoming Territory, annual reports of the governor of. *Included in the Annual Reports of the Secretary of the Interior.* Sep.								
	——, memorial of State constitutional convention of, praying admission into the Union.	.....	S	.....	51	1	23	36	
	Yellowstone National Park, annual reports of the superintendent of. *Included in the Annual Reports of the Secretary of the Interior.* Sep.								
WEED, W. H	——, Hot Springs of ..... *Mess. and Docs.* 1887-'88, *Int. Dept., Vol.* 4, *pp.* 613-676. *Report of the Sec. of the Int.*, 1888, *Vol.* 4, *pp.* 613-676. *Ninth Annual Report of the U. S. Geological Survey, pp.* 613-676.	H	.....	.....	50	2	1, pt. 5	613-676	

* Entries in *italics* in this column show in what publication other than the regular Congressional series the document is found.

Comprehensive index of public documents—Continued.

By or from—	Subject.*	Ex. Doc.	Mis. Doc.	Report.	Cong.	Sess.	Number.	Pages.	Vol.
QUAY, M. S..... Public Buildings and Grounds.	York, Pa., erection of public building at, recommended. May 10, 1890. H. Bill 749. Act of May 24, 1890, chap. 291, 51-1. Act of August 30, 1890, chap. 837, 51-1.	.....	.....	8	51	1	931	2	
CHANDLER, W. E. Senator.	Young, Mary de W., petition praying grant of pension to. December 12, 1890.	.....	.....	.....	51	2	22	1	

* Entries in *italics* in this column show in what publication other than the regular Congressional series the document is found.

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It is designed that this index shall show, in an alphabetical arrangement, not only the general subject to which each and every document published by the Government relates, but in the case of those documents in which several important subjects are treated reference shall be made to every such subject and the particular place indicated in which each paper is found in the existing classification of Government publications into the executive and miscellaneous documents and reports of the two Houses of Congress, also the Department or office from which each document emanates, or the person by whom it is prepared or presented, together with its date. In case documents are embraced in two or more series of publications, the several separate volumes in which they are found is indicated. If legislation follows, or is directly connected with any particular document, as reports of the Senate and House of Representatives, reference to such legislation is made, and the Senate or House bill or resolution upon which reports, or legislation, or both are based, is cited.

For example, under the title "Petroleum and natural gas in, Ohio and Indiana," the index shows that this paper was prepared by E. Orton, and is found not only in House Executive Document, Fifty-first Congress, first session, No. 1, part 5, volume 3, but also in the Eighth Annual Report of the Director of the Geological Survey, in the third volume of the report of the Secretary of the Interior, 1887, and in message and documents, 1886-'87, Interior Department, volume 3. Under the title, "York, Pa., erection of public building at, recommended," the index shows that this is a report from the Committee on Public Buildings and Grounds, presented by Senator Quay, May 10, 1890, having reference to House bill 749; that it constitutes Senate Report No. 931, of the Fifty-first Congress, first session, and comprises 2 pages, and that it was followed by appropriate legislation on May 24 and August 30, 1890, found in chapters 291 and 837, Session Laws, Fifty-first Congress, first session.

Under the title "World's Fair, provision for holding, at Chicago, Ill., recommended," these facts are shown: That a report to this effect was made by Mr. Candler, from the Committee on the World's Fair, on March 15, 1890, to accompany House bill No. 8393; that this is House Report No. 890, of the Fifty-first Congress, first session, and contains 21 pages, and that an act of Congress based upon it received the approval of the President April 25, 1890, which act constitutes chapter 156 of the Statutes of the Fifty-first Congress, first session.

It will be observed that the volume in which the documents appertaining to the present and the last sessions of Congress are found is not given, which results from the fact that they have not yet been issued in bound form in the Congressional set. This item can be inserted whenever they are so bound.

A large number of documents, which are bound up with other publications and therefore form only a part of the volume, are also published in separate form, and can be had or referred to as distinct individual publications. Many of the reports of the subordinate bureaus and offices of the Executive Departments are thus issued. Other examples are found in the several papers which constitute certain volumes of reports of scientific research. The publication of such documents in separate form is indicated in the index by the abbreviation "sep.".

Since the publication of my last report I have received some very valuable suggestions in the way of improvement in this index from librarians and others who are thoroughly competent to make such suggestions, which I propose to embody in another sample of index to be

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submitted to Congress at its next session. The preparation and annual publication of such a comprehensive index, covering all the publications of the Government will of course obviate the necessity of Congress being at the expense of providing for the preparation and publication of the indexes to the several series of documents, which work can then

be discontinued without any disadvantage whatever to Congress or to the public at large.

The CHAIRMAN. Would not the preparation of such an index be very much simplified by the reclassification of documents as heretofore suggested by you?

Mr. AMES. Yes, sir; the work of preparing the index would be very greatly diminished and the index itself be much simplified by reason of the fact that the necessity of references in the index to three or four different series of documents would in a very large number of cases be obviated. The size of the index, and therefore the cost of printing, would also be materially diminished. The more one considers the subject, the larger the advantages resulting from a reclassification of documents are seen to be.

DISTRIBUTION OF PUBLIC DOCUMENTS.

Turning now to the matter of distributing the publications of the Government, I think there can be no two opinions regarding the very unsatisfactory manner in which this business is conducted. There is probably no department of public affairs in which anything approaching the vicious methods that here obtain have been permitted to secure a foothold and to continue in operation. The absolute lack of system, the absence of all checks upon duplication and triplication in the distribution of documents, and the general careless manner in which documents are handled and distributed, all show the desirableness, if not the absolute necessity, of some radical change in this matter. It is not too much to say that if any private business were conducted upon the same principles, or want of principles, such enterprise would be doomed to almost immediate bankruptcy.

My first suggestion is that definite statute provision be made for the adequate supply of Congress, the several offices of the Senate and House of Representatives and the Executive Departments and offices of the Government.

If the views heretofore expressed relative to setting aside a sufficient number of copies of all documents to meet the requirements of Senators, Representatives, and Delegates as to Government publications desired for their personal use, should be adopted then no further provision in this direction will be required.

It would remain, therefore, to make specific provision for the supply of the Congressional Library, the libraries and the several offices of the Senate and House of Representatives and of the several Executive Departments of the Government. I estimate that for this purpose the number of copies below enumerated will suffice:

	Copies.
Library of Congress	52
Senate library	
Office of Secretary of Senate	5
Senate document rooms for committees	
House library	
Office of Clerk of the House of Representatives	5
House document rooms for committees	
Executive Departments, two copies each	16
Department of Labor	1
Fish Commission	1
Smithsonian Institution	1
Interstate Commerce Commission	1

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The CHAIRMAN. In your statement you have not suggested the number which it would be proper to allow the Senate library, the Senate document room for committees, the House library, or the House document room for committees.

Mr. AMES. No, sir. When I came to consider the matter I concluded that it was not within my province to suggest the number of copies in those cases. That is for you gentlemen to determine. I would say, however, that I do not consider it necessary that every committee should be supplied with a full set of these documents; so if a sufficient number were put in the document rooms for distribution among the committees, according to the subject which each had in charge, it would suffice; but I do not feel competent to determine the number that should be so distributed. I have assigned in the above statement to the several Execu-

tive Departments of the Government two copies each, one to be deposited in the general library of the Department, the other to be delivered to such subordinate bureau or office of the Department as will have the largest occasion to make use of the same. I judge from my experience that this will meet the needs of these Departments.

Secondly. Provision should also be made for supplying each and every State and Territorial library of the United States, one public, college, university, or school library in each Congressional district, to be designated by the Representative thereof, and two at large in each State, to be designated by the Senators thereof, as depositories of public documents, to each of which a copy in bound form of each and every publication, not merely private or personal in its character—that is, excluding those I alluded to in my first statement—shall be sent, in order that these documents may be brought within the reach of the citizens of the several districts. I should, however, insert a proviso in the law to the effect that such depositories should contain not less than 5,000 volumes, unless a large territory would otherwise remain unsupplied.

The CHAIRMAN. That is substantially the law now.

Mr. AMES. Yes, sir. There might be a different construction put upon the law as it stands. We have, however, so construed it at the Department. But there is in the existing law no provision limiting the size of libraries which may become depositories. The result has been that in quite a large number of instances small libraries have been designated for this purpose in which the publications of the Government are brought within the reach of only a small number of the citizens of the district, which libraries after a longer or shorter time find their shelves overburdened with public documents and no space left for the accommodation of a larger number, for which reason they decline thereafter to receive them, and some other libraries are named to take their places on the list, thus breaking the set and rendering it impossible to find at any one place a complete series of these publications. This ought as far as possible to be stopped, which can be done only by requiring that the libraries put upon this list shall be such as are permanent in their character and as are able to supply sufficient space for Government publications through a long series of years.

The documents sent to these depositories should embrace not only those that are now being received by such institutions, but also such other valuable publications of the Government as issue from the Printing Office, in particular the Congressional Record, Statutes at Large, all volumes of legal decisions, and statistical or scientific papers published by any of the Bureaus of the Government, but not incorporated in the Executive or Miscellaneous documents of Congress. Under exist-

ing laws these last-named publications are not supplied to depositories, which occasions a great deal of complaint and inconvenience.

The CHAIRMAN. None of these are sent to designated depositories, under existing laws?

Mr. AMES. No, sir; not even the Congressional Record, which is the most important, except as it is sent by members of Congress. I would supply designated depositories with the Congressional Record, and also with the Statutes at Large.

The CHAIRMAN. Would you send the Congressional Record to libraries as a daily paper during the sessions of Congress?

Mr. AMES. No, sir; I should send it bound at the end of each session, and if they think it of sufficient importance to have another copy, let them pay for it.

The CHAIRMAN. As to the laws, you would wait until they were bound?

Mr. AMES. Yes, sir. The reason for this is that these documents ought to be in the libraries for permanent use. If the daily Record is sent, some of the numbers would be lost before the end of the session, and the consequence would be that the libraries would only have partial sets.

There are quite a number, in the aggregate, of very valuable publications issued by the different Bureaus in the several Departments that are not submitted to Congress, and are not, therefore, incorporated in

the regular Congressional set. There is one published in the War Department, called "War Information Series," I think.

The CHAIRMAN. And there is also a "Naval Information Series?"

Mr. AMES. Yes, sir; called "General Information Series," issued by the Office of Naval Intelligence. Some of these papers are very valuable—a great deal more valuable than many that are published and distributed by thousands.

The number of sets of documents required for a compliance with these provisions would be as follows:

State libraries	44
Territorial libraries	5
Depositories at large, named by Senators	88
District depositories, named by Representatives and Delegates	335
Total	480

We do not send any to Alaska or to Oklahoma. They have not yet established libraries. Under the provisions above suggested this number would, of course, soon have to be increased in consequence of the larger number of Representatives provided for in the new apportionment act. In view of the decennial changes made in the number of Congressional districts and of the more frequent changes in the boundaries of said districts, I am very much disposed to recommend that the number of depositories be limited to the number of Senators and Representatives in the Fifty-second Congress, and that the libraries now on the list be by law constituted permanent depositories, no changes to be made in the same except for good and sufficient reasons satisfactory to the Secretary of the Interior.

The CHAIRMAN. Why should the distribution of documents printed by Congress be under the direction of the Secretary of the Interior?

Mr. AMES. I suppose it was originally placed there because he was the Secretary of the Interior, having to do with home affairs, and having to do with matters relating to education, the Bureau of Education being in that Department.

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The CHAIRMAN. Is there any reason why the superintendent of documents should not be, like the Public Printer, an officer under the immediate direction of Congress, and not under the direction of any one of the Executive Departments?

Mr. AMES. I think myself that there ought to be a bureau of documents, the head of which should have a position analogous to that of the Public Printer, not a subordinate of the Public Printer but a coordinate officer, having under Congress exclusive supervision of the distribution of public documents. That would remove him from the Executive Departments altogether, and from any supervision by the head of an Executive Department. I will refer to this subject later on.

It is of course very important that only libraries permanent in their character should be constituted depositories, and that, once named as such, they should continue to receive the publications of the Government, in order that in some one library in each Congressional district the citizens of the same may be assured that they will find any publication of the Government which they may at any time desire to consult. If for any reason a depository should desire to be dropped from the list, as sometimes happens, it should then be required to transfer the public documents received as a depository to the library that is named as its successor, so as still to preserve the integrity of the set. This is not now the case.

Furthermore, convinced as I am that by far the best use that can be made of any public document is to deposit it in a public library rather than to put it into the hands of an individual, I earnestly recommend that provision be made for supplying every such public, university, college, and school library in the United States containing 1,000 or more volumes, and located in a town or city having a population of not less than 3,000, with a copy in cloth of each and every volume of the annual reports of the Executive Departments and of the scientific publications of the Government. In this way these documents will be brought within the reach of all the citizens of the several com-

munities in which said libraries are located, and will there serve manifold purposes, one of which, and this not unimportant, will be that when members of Congress are solicited to supply individual members of these communities with any of these documents which he may be unable to furnish, he can refer said individuals to the libraries in which they have been deposited, and thus secure to them almost all the advantages that a personal possession of the documents would give.

The CHAIRMAN. You propose this in addition to the designated libraries—that is, the libraries named by members of Congress, and the State and Territorial libraries?

Mr. AMES. Yes, sir; but to these libraries I do not propose to send everything. I would only send them the more important documents—the scientific documents and the annual reports.

The CHAIRMAN. Who is to decide as to which are important?

Mr. AMES. I think a selection could readily be made by the Committee on Printing. A simple provision that the annual reports of the Executive Departments and scientific documents be furnished would perhaps be sufficiently distinctive. In all cases, however, where documents are thus by virtue of statute law provided gratuitously for the use of libraries, said libraries should be required to hold these documents accessible to the public free of charge, at least for purposes of reference, and should furthermore be required to report annually the number of documents in their possession received under the provisions of such statutes, in order that it may be known whether they are still kept by

the libraries and are made continually available for the use of the public, and no library should be supplied which will not comply with these requirements. I estimate that the number of libraries which would be entitled to receive documents under the provisions above suggested would be about 2,500, of which probably not more than 2,000 would desire them under the conditions imposed.

To meet the requirements of the above-suggested provisions would necessitate the printing and binding, exclusive of those designed for the use of Congress and the Government, of about 500 copies of all Government publications for the use of depositories, and of not more than 2,000 copies of the annual reports and of the scientific publications of the Government for the use of libraries not regularly designated depositories. Of most of these documents a very much larger number of copies is now being published. I find on referring to late or existing laws that there are issued of certain Government publications as follows:

Foreign Relations, exclusive of departmental edition	7,730
Commercial Relations, exclusive of departmental edition	6,730
Finance Reports, exclusive of departmental edition	4,730
Commerce and Navigation, exclusive of departmental edition	9,880
Coast and Geodetic Survey	6,730
Reports of the War Department, including the Engineers' Reports, Ordnance Report, and Signal-Service Reports, exclusive of depar mental edition	4,730
Reports of the Interior Department	8,580

Of reports of some of the bureaus a larger number is issued.

Annual Reports of the Geological Survey	20,980
Monographs and Bulletins of the Geological Survey	4,730
Annual Reports of the Bureau of Education	46,480
Annual Reports of the Navy Department, exclusive of departmental edition	4,730
Annual Reports of the Post-Office Department, exclusive of departmental edition	4,730
Reports of the Bureau of Labor	54,730
Annual Reports of the Smithsonian Institution	17,730
Annual Reports of the National Museum	17,730
Annual Reports of the Bureau of Ethnology	17,230
Annual Reports of the Fish and Fisheries Commission	12,730
Bulletins of the Fish and Fisheries Commission	6,730
Annual Report of the Interstate-Commerce Commission, exclusive of its own edition	7,730
Annual Reports of the Department of Agriculture	404,730
Annual Reports of Bureau of Animal Industry	36,730
Annual Reports of the Director of the Mint	10,730
Official Register of the United States	4,230
Annual Report on Mineral Resources of the United States	5,730
Statistical Abstract	16,730

Annual Reports of Civil Service Commission	
Records of the Rebellion	12,730
Session Laws	26,000
Statutes at Large	3,050
Eulogies on deceased members of Congress, the ordinary number	14,230

The number of copies published of a few of the above-named documents varies from year to year.

The CHAIRMAN. Is it not a fact that the eulogies upon a deceased member of Congress are principally of value in the State that he represented, and not much in demand outside of that State?

Mr. AMES. I should judge that must be the case, except in the instance of a man of national reputation.

The CHAIRMAN. Is there much demand upon you for eulogies?

Mr. AMES. I very seldom receive a request.

Mr. RICHARDSON. How many copies of eulogies do you get?

Mr. AMES. None at all, except what are bound up in the reserve. It

is therefore practicable to supply the principal libraries of the country, as above suggested, without in the least increasing the number of public documents issued, it being necessary only to provide that a sufficient number of copies of the several publications to furnish one copy each to said libraries be taken from the ordinary editions of the same and devoted explicitly to their use. This being done, the number of copies of many of these publications issued for general gratuitous distribution may, without detriment to the public good, be very largely reduced.

It has been suggested that instead of providing for existing libraries provision should be made for one depository of the most important documents in each county in the United States which will engage to maintain a county library for this purpose, the proposition being made to every county that if by public action of the citizens of the same suitable accommodations be provided at some point therein for the proper care of these documents, the Government will provide the same for their use.

Another suggestion which I would make is to this effect, that if neither of the above propositions is acceptable to Congress, then that a law be passed directing that a certain proportion of documents ordered for the use of the Senate and House be set aside exclusively for libraries to be designated by Senators and Representatives, say one-fifth of the edition of any document of which 15,000 or less copies are ordered for the use of Congress, and one-tenth of any document of which more than 15,000 copies are ordered.

The lack of any provision looking to the regular supply of all the principal libraries of the country and the heterogeneous method of distribution of public documents has resulted, so far as these libraries are concerned, in two evils. One, the burdening of their shelves with two or more copies of the same work; and the other, the absence from their shelves of a single copy of many other documents equally valuable and often constituting parts of a series, so that comparatively few of these libraries have anything like a complete set, even of the ordinary annual reports of the Executive Departments, so large an edition of which is published for distribution. This condition of things led, several years since, to a proposition from some of the libraries, and to its acceptance by my office, to make it a kind of clearing-house for these libraries, in the matter of public documents. Under this arrangement there have been received, including documents turned over to it for the benefit of libraries by the Executive Departments, about 125,000 volumes, which have thus become available for supplying deficiencies in said libraries. This has been one of the most useful works undertaken by my office, though it has involved a very large amount of labor.

The distribution of these duplicate documents returned to the Department has been made in the following manner: Check lists of the most important series of Government publications have been prepared, and these sent to all the principal libraries of the country, which, when returned, give definite information as to what volumes of the several series are now in their possession and what volumes are needed to complete the respective sets. On the return of these check lists to the Department, such volumes as are required to supply deficiencies and

as are available for the purpose are, as soon as practicable, sent them. I will furnish to the committee a set of the lists used for this purpose.

The CHAIRMAN. They will be attached to your statement.

Mr. AMES. The fact that nearly 100,000 volumes have been already received from those public libraries that have hitherto desired to cooperate in this work shows the extent of the duplication resulting

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from the present method of distribution, while the fact that nearly all these volumes are required to supply deficiencies in other libraries, shows the failure on the part of those authorized to distribute documents to make anything like a regular distribution to libraries.

That our public libraries are very inadequately and irregularly supplied with some even of the most valuable publications of the Government is evidenced also by the fact that frequent applications are received at my office for such documents as the Congressional Record, the geological and ethnological reports, the publications of the Smithsonian Institution, and others of equal value, even a long time subsequent to the publication and supposed distribution of these documents by members of Congress and by the Departments or Bureaus from which they emanate. By inquiries made in regard to this matter several years since, it was ascertained that not more than one library in five of those that ought to be in possession of these documents and that should be supplied with them at the earliest opportunity, was found to have been supplied. The facts show the importance of some permanent provision of law in behalf of libraries, which being made, members of Congress and the Departments would be relieved from any consideration of their needs.

The CHAIRMAN. You speak of receiving a great many of these older publications from the Executive Departments. Have you received them to any extent from the folding rooms or the document rooms of either House of Congress?

Mr. AMES. No, sir; I never have for this purpose.

The CHAIRMAN. Have you received them from members of Congress to any extent?

Mr. AMES. I do not recall that I have ever received them from members of Congress.

The CHAIRMAN. Have you ever received them from the Capitol building, where they are stored in very large numbers?

Mr. AMES. No, sir. I have long thought that the best use which could be made of the surplus accumulations in the folding rooms of the Senate and House of Representatives, which in the aggregate are very large, would be to transfer them to my office for use in supplying deficiencies in, and building up, our public libraries. It would seem to be an altogether wiser disposition of them than to allow them to go to waste where they are, or to be sold as waste paper, or to be indiscriminately distributed. In this connection, I take the liberty of making the suggestion as to whether, in view of the fact that many Senators and Representatives leave their quotas of documents undistributed, often long after their term of office has expired, it would not be just and wise to provide that in every case documents thus left undistributed should be put to the credit of their successors.

The CHAIRMAN. Can you frank the documents that are designed to fill out libraries, and thus save the expense of postage, and do the libraries have the privilege of sending their documents to you under frank?

Mr. AMES. I send them franked as public documents, and the libraries return them to me in response to a departmental communication.

The CHAIRMAN. So there is no difficulty in having them returned to you without the expense of postage?

Mr. AMES. They are all returned under that provision. I have recently received from the Mercantile Library, of St. Louis, about 3,800 duplicate volumes of public documents. From a single library I have received nearly 800 duplicate copies of Agricultural Reports. From the

State Library of Indiana I have received over 1,100 copies of duplicate documents; from the State Library of California, about 1,000; from the State Library of Kansas, nearly 1,600; from the Kansas Historical Society, over 1,800; from the Athenæum, St. Johnsbury, Vt., 700; and in many other cases I have received numbers varying from 100 to 500. I have on hand now 17,000 copies of finance reports, which the Treasury Department turned over to me the other day, but which I have not distributed, as I have not yet been able to take up the work. I have also received nearly 10,000 volumes of the reports of the Comptroller of the Currency from the Treasury Department.

Mr. HAWLEY. For various years?

Mr. AMES. Yes, sir; running back 10 years, perhaps. I have also received nearly 9,000 volumes from the War Department and 4,000 from the Navy Department. Those have all been turned over to me as not being required for the use of the several departments, and for the purpose of making them available through my office for public and college libraries.

The one reform, however, in the matter of the distribution of public documents, which in my judgment is most essential, is the establishment of one single bureau or office at which the whole business of distributing the publications of the Government, issued for gratuitous distribution, shall be conducted. It is doubtful if any other instance can be cited in the conduct either of important public or private affairs in which methods so illy considered, so wasteful, so wanting in system, and in general so vicious, have obtained and continued in force year after year with no serious effort at correction.

The business of publishing and distributing documents has grown to large proportions, and every one will admit that the distributing as well as the publishing should be done on sound business principles. The Government has no money to squander in this direction more than in the transaction of its ordinary executive business, over the expenditures for which a most watchful supervision is exercised. Probably not less than $800,000 are annually appropriated for publishing documents for gratuitous distribution, and not less than 1,000,000 volumes annually issued for this purpose.

The question of how most advantageously to the public, most economically to the Government, most conveniently to all concerned, the distribution of this vast mass of public literature can be made, certainly deserves consideration, and if better methods than now prevail can be suggested, they should be adopted without delay.

The chief evil of the present method is found in the fact that of nearly all public documents there are at least three and often four distinct agencies of distribution, viz, the Senate, the House of Representatives, the Department under whose supervision the document is prepared, and the special bureau or office from which it emanates. The laws authorizing the printing of documents usually run as follows: So many copies for the use of the Senate, so many for the use of the House of Representatives, and so many for the use of the Department or bureau by which they are prepared. In addition to this each Department publishes an edition large or small of its own annual reports for its own use. Now all these distributing agencies act for the most part without any information as to, or regard for, what the others are doing. One unavoidable consequence is, that duplication and triplication of Government favors in the form of documents, often costly, exist to a large degree—how extensive is indicated by the statistics regarding the Tenth Census and by the number of duplicate documents returned to

the Department, elsewhere noted in this report. Another consequence is the employment of an unnecessary number of officers and agents in transacting the work of distribution. Under present methods the document and folding rooms of the Senate and House must be maintained, and corresponding offices in the several Executive Departments and bureaus, when the whole business might and should be conducted under the supervision of a single set of officers, involving, almost as a matter

of course, a less number of subordinates and largely reduced expenditures.

A third consequence of this multiplicity of agents of distribution is the scarcely less than general confusion that exists, as well in the minds of members of Congress as on the part of the public at large, as to where many Government publications are to be obtained, the ascertainment of which information costs often not a little trouble and annoyance. Senators and Representatives are aware that attention to the requests of their constituents in the matter of documents involves repeated visits to or correspondence with the several Departments of the Government, which they would generally, if practicable, gladly avoid.

Now, all these and other evils could in the main be remedied by the establishment of a Bureau of Documents under the general management of a competent executive officer, at which the entire business of distributing documents, excepting such as are required for official use, should be conducted. This would make possible at once the introduction of sound business principles and methods in the conduct of this large department of public affairs, which under existing conditions can not possibly be done. It would so centralize and systematize the whole work as to reduce expenses to the minimum. It would to a large extent relieve the Capitol and the several Executive Departments of that which is now an incumbrance in the way of masses of documents occupying rooms which are greatly needed for other purposes. It would make possible, by a simple system of registration, the prevention of all duplication in the distribution of documents, and thus make a given number of the same available for the largest service. It would subserve the convenience of all having to do with documents, as it would provide one single source from which documents themselves or information regarding them could always and promptly be secured. It would relieve members of Congress of much of the trouble and annoyance which they now experience, as it substitutes one place and agency for dealing with this question of documents in place of the many now existing.

The building for the bureau of documents should be located in immediate proximity to the Government Printing Office, so that from the bindery all documents could be transferred to it without the employment of wagon transportation, thus avoiding the large expense that now attends the delivery of documents to the Capitol and the Executive Departments.

A branch post-office should be established at the bureau, so that all documents could be mailed at once and taken directly to the postal cars at the railroad station, and thus avoid all the expense of hauling them to the city post-office for mailing, as well as the rehandling there necessary. It is probable that the Baltimore and Ohio Railroad would be willing to lay a track to the depository so that all mail matter over that line could be placed aboard the car at its very door.

When regarded from a business point of view there seems to be no single legitimate objection to the establishment of a bureau of documents subserving as it must the general convenience, and resulting, as

it may readily be made to do, in a large saving of expenditure in the matter of public documents.

The only apprehension that seems worthy of consideration is that which regards the rights and privileges of members of Congress and of heads of Departments and bureaus in the matter of distributing documents, as though these rights would in some way be more liable to be disregarded than at present. There is, however, no reason whatever for supposing that the privileges of members of Congress would be in the least abridged by the establishment of a bureau of documents. Whatever privileges are granted by law would continue, and it would be very easy for Congress to formulate such regulations for application in the daily administration of the bureau as would secure each member the full enjoyment of these privileges. No document belonging to the quota of any Senator or Representative should be distributed except upon his order, and then not without having his "compliments" or his autograph attached, or without its being accompanied by information that it is sent upon his order, thus securing to him all the credit and

honor attaching to the gift. During sessions of Congress such telephonic and messenger service should be provided as the convenience of members requires, so that their orders could reach the bureau and be executed with the least possible delay.

The same remarks apply to heads of Departments and officers of the Government whose quotas of documents would be held for distribution by the bureau. Their privileges should and could be just as carefully guarded in every particular, and whatever advantages are supposed to accrue from their direct distribution of documents should in all the correspondence and other acts of the bureau be secured to them. All these things are mere matters of detail in the administration of the bureau, and it is believed can be readily arranged to the entire satisfaction of all concerned. There would probably be a decrease in the employés of the several Departments by as many as are now required to handle documents; but this affords no good ground for objection to the bureau of documents. There would also, perhaps, be more care exercised in the distribution of documents when an order for the same must be given on another and separate bureau of the Government; but this should operate as an argument for rather than against the establishment of such a bureau, as promotive of the wisest disposition of what is intended to be a public benefit and not a private or personal perquisite. It is not believed that any possible arguments can be urged against the proposition here submitted which can justify continuing the cumbersome and extravagant system now in vogue, or the force of which would not quickly be dissipated by the practical operations of the bureau of documents, which, under the strictly impartial, upright, and responsible administration of its affairs that alone should be tolerated, would soon vindicate the wisdom of its establishment by introducing convenience, order, unity, and economy into this by no means unimportant department of the public services.

In regard to many documents there is a permanent law fixing definitely the number of copies to be published, with the exception of those issued for departmental and bureau use, so that ordinarily no special resolution on the part of Congress is required from year to year authorizing their publication. It seems to me that it would be wise to make application of the same principles to all the publications of the Government that are issued annually or periodically, so as to relieve the committees on printing, and Congress itself, from the annual consideration of bills or resolutions relating to these documents. When, on careful

consideration regarding the number of each that is required, or that may with propriety be printed for distribution, this number is determined, then let Congress pass a law fixing this number and make it continuous in its operation. I am not certain that it would not be well, having ascertained from each department what number of copies of its own reports is required for official use, to make provision in the same law for the departmental editions, so that the entire number of copies of any of these reports published shall be limited to the number fixed in the law. I would also suggest, in this connection, whether the Public Printer should not be required, in his annual reports, to specify the number of each and every departmental report printed upon requisitions of the several Executive Departments, this being information which Congress may desire to possess, and which can not now be obtained without inconvenience. The same remark applies, I think, with reference to the aggregate expenditure by the Printing Office in binding documents for Senators and Representatives.

In my judgment more adequate provision should be made for the sale of the publications of the Government. To be sure, authority now exists for the sale at cost price of any document that may be in charge of the Secretary of the Interior and not required for official use, and also for the sale by one officer or another of the Government of specific publications, but no office is supplied with copies of all documents for this purpose, and therefore many persons who would gladly buy rather than beg public documents are unable to secure them by purchase. In view of the rapidly increasing population of the United States and therefore of the very largely increased demand for public documents that the coming years will bring, it seems to me that it would be a wise

policy on the part of the Government to encourage the sale of its publications after the manner of the English Government. To meet the demands for gratuitous distribution, if this is to be done upon any principles of equity or justice, will necessitate the expenditure from year to year of larger and larger sums of money.

When there are 500,000 or 1,000,000 people who would be glad to have the report of the Geological Survey, for instance, why should we limit the edition to 15,000 copies? One person is as much entitled to receive it as another. Take, as another illustration, "The Growth of Industrial Art," which was ordered by the last Congress. I suppose there are a million families that would be glad to have that document for display in their homes, but the edition is limited to 10,000. Of course there can be no equitable distribution in such a case.

The CHAIRMAN. Does not your suggestion lead to the result that you would have to publish and gratuitously distribute just as many copies of a publication as are called for, even running into the millions, if necessary, or else publish no more than are needed for the actual use of the officers of the Government, and distribute none gratuitously, but hold all for sale?

Mr. AMES. That is the conclusion to which I think we shall be driven—provide adequately for libraries, and sell the remainder.

The CHAIRMAN. Your idea is to publish enough for the officers of the Government and provide for public libraries, but as to private individuals, let them purchase whatever documents they desire?

Mr. AMES. I will answer that fully as I proceed.

Mr. RICHARDSON. Why would it not be better to sell the copyright to some private printer and let him sell the documents?

Mr. AMES. I will touch upon that point also later on. This Government is by far the most liberal in the world in the matter of its expendi-

tures in this direction, but I think the time has come when Congress may well consider whether some decided change in this particular may not wisely be made. It seems to me that if adequate provision is made for all departments and offices of the Government in the matter of public documents, and if a general and liberal distribution of these publications is made to our public, university, college, and school libraries, then the gratuitous distribution to individuals may well be very much restricted, provided it be made possible for any one who desires a publication of the Government to secure it at the absolute cost price, as printed from stereotyped plates. I do not see, for example, why a professor in one of our colleges should be gratuitously supplied with the reports of the United States Geological Survey any more than he should be gratuitously supplied with the ordinary text-books on geology which he is required to use, especially if the library of the institution in which he is a professor is supplied with these documents, and if it is made possible for him to secure these Government publications, should he desire them, at cost.

When it is made possible for a citizen of any community to consult a public document by resorting to the public library of the town, it can not be considered a hardship if he be required to pay the small price at which the document can be purchased if he desires a copy for his own personal library, because of its intrinsic value or because it fills a vacant space in his library case. I am disposed to think that there is something at least slightly demoralizing in the practice which so largely obtains and which is encouraged by the present system of begging documents on the part of so many of our people, or of their being supplied with them without cost or trouble on their part, especially when the distribution of documents is made for partisan purposes or in any wise to influence or to reward political action. For both economical and moral reasons, I believe it would be best to discourage the general gratuitous distribution of documents, and to make such provision that anyone desiring these publications can, in an independent and manly way, purchase them.

I think also that some provision might wisely be made by which documents the edition of which already printed has been exhausted might be reprinted for sale where the demand for the same continues. Take, for example, the first five volumes of the Rebellion Record. There are

in the hands of libraries and of individuals a large number of incomplete sets, beginning with the sixth volume. It is probable that nearly everyone possessing such incomplete set would be very glad indeed to purchase the prior volumes if this could be done, and I see no reason why the officer who is authorized to sell public documents should not also be authorized whenever he has received a sufficient number of orders, say a token or 250 copies, for this work to justify its being again put to press, to make a requisition upon the Public Printer for such number of volumes as have been ordered by those desiring to purchase. The Medical and Surgical History of the War of the Rebellion and the Index Catalogue of the Surgeon-General's Office may be cited as other examples. These are among the most valuable documents ever issued, so far as the medical profession is concerned. I have no doubt that if it were made possible for surgeons and physicians to purchase this work at cost price a large number of orders would be received, and under such provision as above suggested it would be made possible for all who desired to secure it without any expense whatever to the Government. These same remarks apply to other series of documents the edition of which is now exhausted.

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It has been suggested that it would, perhaps, be wise for the Government to transfer its plates to some private publisher and allow him to reprint documents for sale. This would, perhaps, be better than no provision at all in this direction, but I can see no reason whatever for the Government not doing this work itself under provisions as above suggested. Of course, no private publisher would do the work except at a considerable profit to himself, and I see no reason why the Government should, by its action, seek to enrich an individual at the expense of the public at large, my contention being that the Government policy should be to provide its publications at absolute cost, without profit to itself or to anyone else, to all who desire to purchase.

The Official Gazette of the Patent Office affords an illustration of the policy which I think might wisely be made applicable to many other Government publications. This document is supplied gratuitously to each member of Congress and to eight libraries named by each member of Congress. All other parties who wish it are supplied in the way of sale. I have not heard any complaint as to the manner in which the public at large is provided with this publication.

The same principle in the main applies to the distribution of the monographs and the bulletins of the U. S. Geological Survey, though the distribution to libraries is much more limited, being to only three named by each member of Congress.

Statutes at Large are also, with the exception of those provided for official use, furnished only to purchasers. In this connection I would suggest whether it would not be wise to discontinue the publication of the 10,000 copies of Session Laws which, under existing regulations, are forwarded in bulk to the several States, over the individual distribution of which the officers of the Government have no control.

There ought to be some provision by which the public can be apprised of the documents that are issued from month to month and of the price at which these are sold by the Government, so that all who are interested in the matter can at the earliest practicable moment receive information in the premises. Such information can be readily communicated to almost all the libraries of the country and to their patrons through the Official Gazette of the Patent Office, if authority were given to have such list published in connection with the first monthly issue of the Gazette. During sessions of Congress this information could also be communicated through the Congressional Record.

While on the subject of the sale of documents I would suggest that the Public Printer and every other officer of the Government who, under the law, is authorized to sell Government publications be required to make annual reports to Congress as to the specific number sold and the price of each, in the same manner as is now required of the Secretary of the Interior. I think, however, that the wisest course to pursue is to centralize the sale of documents in one office, both for the sake of the convenience of all concerned and for the purpose of relieving all other officers of the trouble and expense connected with this work.

It does not, perhaps, fall within my province to speak regarding the printing and distribution of bills and resolutions. I am persuaded that a much larger number is printed in the aggregate than the demands of the public service require. The bills and resolutions of the Fifty-first Congress, estimating that each contained on an average three pages, would, if bound in volumes of 500 pages each, constitute a library

of over 49,000 volumes royal octavo size. It is, of course, for each House of Congress to determine what number of copies are required for its use. I think, however, that the distribution of bills and resolutions from offices at the Capitol to the several Executive Departments of the Government every week or ten days during sessions of Congress should be discontinued. These ordinarily are so long delayed in reaching the Departments that they are of little consequence, and I think it may well be left to the Departments themselves to order such number of copies as are required for their use directly from the Printing Office.

It may be proper to speak briefly of the method in which the distribution of documents is conducted by my office. A record is of course kept of all documents delivered to it and of the source from which they are received. In the case of documents that are published for distribution upon the orders of members of Congress, the quota of each member is put to his credit and he promptly notified of the provisions of law under which they are to be distributed. A register is kept showing the disposition made of every bound volume distributed, so arranged that it is possible in a moment to ascertain whether any individual or library in the world has been supplied by the office with any particular document. The register also indicates upon whose order or request every volume has been sent, the date of its dispatch, and also the date of its receipt, except in cases where the recipient disregards the official request to make acknowledgment. The register thus gives a complete record of each individual transaction. Notification in a separate envelope of the mailing of every volume accompanies its transmission, every precaution being taken to secure its possession by the party for whom it was intended by the donor.

If distribution of documents is made upon the order or request of members of Congress, or others, then such person is informed in every case as to the action taken by the Department, so that he may not remain in ignorance as to whether or not attention has been given to his request. Of course under these methods all duplication in the distribution of documents can be readily prevented. The correspondence of the office is of necessity very large, one of its rules being that every letter received from any source shall receive a prompt reply. The system adopted is a simple one, but complete and satisfactory, and might be advantageously adopted in the distribution of all valuable publications of the Government.

The check-lists referred to by Mr. Ames in his statement are as follows:

——— ———.

The Honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list, having checked the volumes now in the possession of this library. Please supply the missing volumes as far as practicable. Duplicates to the number of —— volumes can be turned over to the Department to be used in supplying deficiencies in other libraries.

This library contains ——— volumes.

Very respectfully,

——— ———,

Librarian ———,

——— ———.

No. of volumes.	Session.
	CONGRESSIONAL GLOBE.
1	23d Congress, 1st and 2d sessions.
2	24th Congress, 1st session, with appendix.
3	24th Congress, 2d session, with appendix, and 25th Congress, 1st session.
4	25th Congress, 2d session, with appendix.
5	25th Congress, 3d session, with appendix.
6	26th Congress, 1st session, with appendix.
7	26th Congress, 2d session, with appendix.
8	27th Congress, 1st session, with appendix.
9	27th Congress, 2d session.
10	27th Congress, 2d session. Appendix.
11	27th Congress, 3d session, with appendix.
12	28th Congress, 1st session.
13	28th Congress, 1st session. Appendix.
14	28th Congress, 2d session, with appendix.
15	29th Congress, 1st session.
16	29th Congress, 1st session. Appendix.
17	29th Congress, 2d session, with appendix.
18	30th Congress, 1st session.
19	30th Congress, 1st session. Appendix.
20	30th Congress, 2d session, with appendix.
21	31st Congress, 1st session, part 1.
22	31st Congress, 1st session, part 2.
23	31st Congress, 1st session. Appendix, part 1.
24	31st Congress, 1st session. Appendix, part 2.
25	31st Congress, 2d session, with appendix.
26	32d Congress, 1st session, part 1.
27	32d Congress, 1st session, part 2.
28	32d Congress, 1st session, part 3.
29	32d Congress, 1st session. Appendix.
30	32d Congress, 2d session.
31	32d Congress, 2d session. Appendix.
32	33d Congress, 1st session, part 1.
33	33d Congress, 1st session, part 2.
34	33d Congress, 1st session, part 3.
35	33d Congress, 1st session. Appendix
36	33d Congress, 2d session.
37	33d Congress, 2d session. Appendix.
38	34th Congress, 1st session, part 1.
39	34th Congress, 1st session, part 2.
40	34th Congress, 1st session, part 3, and 2d session.
41	34th Congress, 1st session. Appendix.
42	34th Congress, 3d session.
43	34th Congress, 3d session. Appendix.
44	35th Congress, 1st session, part 1.
45	35th Congress, 1st session part 2.
46	35th Congress, 1st session part 3.
47	35th Congress, 1st session. Appendix.
48	35th Congress, 2d session, part 1.
49	35th Congress, 2d session, part 2, with appendix.
50	36th Congress, 1st session, part 1.
51	36th Congress, 1st session, part 2.
52	36th Congress, 1st session, part 3.
53	36th Congress, 1st session, part 4, with appendix.
54	36th Congress, 2d session, part 1.
55	36th Congress, 2d session, part 2, with appendix.
56	37th Congress 1st (special) session, with appendix.
57	37th Congress, 2d session, part 1.
58	37th Congress, 2d session, part 2.
59	37th Congress, 2d session, part 3.
60	37th Congress, 2d session, part 4, with appendix.
61	37th Congress, 3d session, part 1.
62	37th Congress, 3d session, part 2, with appendix.
63	38th Congress, 1st session, part 1.
64	38th Congress, 1st session, part 2.
65	38th Congress, 1st session, part 3.
66	38th Congress, 1st session, part 4, with appendix.
67	38th Congress, 2d session, part 1.
68	38th Congress, 2d session, part 2, with appendix.
69	39th Congress, 1st session, part 1.
70	39th Congress, 1st session, part 2.
71	39th Congress, 1st session, part 3.
72	39th Congress, 1st session, part 4.
73	39th Congress, 1st session, part 5, with appendix.
74	39th Congress, 2d session, part 1.
75	39th Congress, 2d session, part 2.
76	39th Congress, 2d session, part 3, with appendix.
77	40th Congress, 1st session, with appendix.
78	40th Congress, 2d session, part 1.
79	40th Congress, 2d session, part 2.
80	40th Congress, 2d session, part 3.
81	40th Congress, 2d session, part 4.
82	40th Congress, 2d session, part 5, with appendix.
83	40th Congress, 2d session, supplement—Trial of A. Johnson.
84	40th Congress, 3d session, part 1.
85	40th Congress, 3d session, part 2.
86	40th Congress, 3d session part 3, with appendix.
87	41st Congress, 1st session, with appendix.
88	41st Congress, 2d session, part 1.
89	41st Congress, 2d session, part 2.
90	41st Congress, 2d session, part 3.
91	41st Congress, 2d session, part 4.
92	41st Congress, 2d session, part 5.
93	41st Congress, 2d session, part 6.
94	41st Congress, 2d session. Appendix.
95	41st Congress, 3d session, part 1.
96	41st Congress, 3d session, part 2.
97	41st Congress, 3d session, part 3, with appendix.
98	42d Congress, 1st session, part 1.
99	42d Congress, 1st session, part 2, with appendix.
100	42d Congress, 2d session, part 1.
101	42d Congress, 2d session, part 2.
102	42d Congress, 2d session, part 3.
103	42d Congress, 2d session, part 4.
104	42d Congress, 2d session, part 5.
105	42d Congress, 2d session. Appendix.
106	42d Congress, 2d session. Index.
107	42d Congress, 3d session, part 1.
108	42d Congress, 3d session, part 2.
109	42d Congress, 3d session, part 3, with appendix.
	CONGRESSIONAL RECORD.
1	43d Congress, special session. Senate.
2	43d Congress, 1st session, part 1.
3	43d Congress, 1st session, part 2.
4	43d Congress, 1st session, part 3.
5	43d Congress, 1st session, part 4.
6	43d Congress, 1st session, part 5.
7	43d Congress, 1st session, part 6, with appendix.
8	43d Congress, 1st session. Index.
9	43d Congress, 2d session, part 1.
10	43d Congress, 2d session, part 2.
11	43d Congress, 2d session, part 3, with appendix.
12	43d Congress, 2d session. Index.
13	44th Congress, 1st session, part 1.
14	44th Congress, 1st session, part 2.
15	44th Congress, 1st session, part 3.
16	44th Congress, 1st session, part 4.
17	44th Congress, 1st session, part 5.
18	44th Congress, 1st session, part 6, with appendix.
19	44th Congress, 1st session. Index to parts 1 to 6.
20	44th Congress, 1st session, part 7—Belknap's trial.
21	44th Congress, 2d session, part 1.
22	44th Congress, 2d session, part 2.
23	44th Congress, 2d session, part 3, with appendix.

No. of volume.	Session.
	CONGRESSIONAL RECORD—continued.
24	44th Congress, 2d session. Index to parts 1 to 8.
25	44th Congress, 2d session, part 4—Electoral Commission.
26	45th Congress, special and 1st sessions, with appendix.
27	45th Congress, 2d session, part 1.
28	45th Congress, 2d session, part 2.
29	45th Congress, 2d session, part 3.
30	45th Congress, 2d session, part 4.
31	45th Congress, 2d session, part 5, with appendix.
32	45th Congress, 2d session. Index.
33	45th Congress, 3d session, part 1.
34	45th Congress, 3d session, part 2
35	45th Congress, 3d session, part 3, with appendix.
36	45th Congress, 3d session. Index.
37	46th Congress, 1st session, part 1.
38	46th Congress, 1st session, part 2, with appendix.
39	46th Congress, 1st session. Index.
40	46th Congress, 2d session, part 1.
41	46th Congress, 2d session, part 2.
42	46th Congress, 2d session, part 3.
43	46th Congress, 2d session, part 4.
44	46th Congress, 2d session, part 5, with appendix.
45	46th Congress, 2d session. Index.
46	46th Congress, 3d session, part 1.
47	46th Congress, 3d session, part 2.
48	46th Congress, 3d session, part 3, with appendix.
49	46th Congress, 3d session. Index.
50	47th Congress, special session. Senate.
51	47th Congress, 1st session, part 1.
52	47th Congress, 1st session, part 2.
53	47th Congress, 1st session, part 3.
54	47th Congress, 1st session, part 4.
55	47th Congress, 1st session, part 5.
56	47th Congress, 1st session, part 6.
57	47th Congress, 1st session, part 7, with appendix.
58	47th Congress, 1st session. Index.
59	47th Congress, 2d session, part 1.
60	47th Congress, 2d session, part 2.
61	47th Congress, 2d session, part 3.
62	47th Congress, 2d session, part 4, with appendix.
63	47th Congress, 2d session. Index.
64	48th Congress, 1st session, part 1.
65	48th Congress, 1st session, part 2.
66	48th Congress, 1st session, part 3.
67	48th Congress, 1st session, part 4.
68	48th Congress, 1st session, part 5.
69	48th Congress, 1st session, part 6, with appendix.
70	48th Congress, 1st session. Index.
71	48th Congress, 2d session, part 1.
72	48th Congress, 2d session, part 2.
73	48th Congress, 2d session, part 3, with appendix.
74	48th Congress, 2d session. Index.
75	49th Congress, 1st session, part 1.
76	49th Congress, 1st session, part 2.
77	49th Congress, 1st session, part 3.
78	49th Congress, 1st session, part 4.
79	49th Congress, 1st session, part 5.
80	49th Congress, 1st session, part 6.
81	49th Congress, 1st session, part 7.
82	49th Congress, 1st session, part 8, with appendix.
83	49th Congress, 1st session. Index.
84	49th Congress, 2d session, part 1.
85	49th Congress, 2d session, part 2.
86	49th Congress, 2d session, part 3.
87	49th Congress, 2d session. Index.
88	50th Congress, 1st session, part 1.
89	50th Congress, 1st session, part 2.
90	50th Congress, 1st session, part 3.
91	50th Congress, 1st session, part 4.
92	50th Congress, 1st session, part 5.
93	50th Congress, 1st session, part 6.
94	50th Congress, 1st session, part 7.
95	50th Congress, 1st session, part 8.
96	50th Congress, 1st session, part 9.
97	50th Congress, 1st session, part 10, with appendix.
98	50th Congress, 1st session. Index.
99	50th Congress, 2d session, part 1.
100	50th Congress, 2d session, part 2.
101	50th Congress, 2d session, part 3.
102	50th Congress, 2d session. Index.

No. 1.

———— ————,
———— ————.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list having checked thus —— the volumes still lacking in this library, and thus —— the volumes which it has in duplicate, and will forward to the Department on receipt of labels supplied for the purpose.

Very respectfully,

———— ————,
Librarian of ———— ————.

U. S. PATENT OFFICE REPORTS.

1843. 1 vol.	1853. Vols. 1, 2.*	1863. Vols. 1, 2.
1844. 1 vol.	1854. Vols. 1, 2, 3.*	1864. Vols. 1, 2.
1845. 1 vol.	1855. Vols. 1, 2, 3.*	1865. Vols. 1, 2, 3.
1846. 1 vol.	1856. Vols. 1, 2, 3, 4.*	1866. Vols. 1, 2, 3.
1847. 1 vol.	1857. Vols. 1, 2, 3, 4.*	1867. Vols. 1, 2, 3, 4.
1848. 1 vol.	1858. Vols. 1, 2, 3, 4.*	1868. Vols. 1, 2, 3, 4.
1849. Vols. 1, 2.*	1859. Vols. 1, 2, 3.*	1869. Vols. 1, 2, 3, 4.
1850. Vols. 1, 2.*	1860. Vols. 1, 2, 3.*	1870. Vols. 1, 2, 3.
1851. Vols. 1, 2.*	1861. Vols. 1, 2, 3.*	1871. Vols. 1, 2, 3.
1852. Vols. 1, 2.*	1862. Vols. 1, 2.	

*The Report on Agriculture.

These reports were issued in cloth binding and, also, as Congressional documents, in leather, and from 1819 to 1858, inclusive, as both Senate and House documents.

In 1872 the Official Gazette, a weekly publication, was substituted in the place of the annual reports when the publication and distribution of the latter ceased.

No. 2.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list having checked thus —— the volumes still lacking in this library, and thus —— the volumes which it has in duplicate, and will forward to the Department on receipt of labels supplied for the purpose.

Very respectfully,

Librarian of ——

ANNUAL REPORTS OF THE DEPARTMENT OF AGRICULTURE.

1862.	1868.	1874.	1880.
1863.	1869.	1875.	1881 and 1882.
1864.	1870.	1876.	1883.
1865.	1871.	1877.	1884.
1866.	1872.	1878.	
1867.	1873.	1879.	

The Department of Agriculture was organized in 1862 and its first report was issued January 1, 1863.

Prior to 1862 the Commissioner of Patents issued an annual report on agriculture forming from 1849 to 1861 a volume by itself (see list of Patent Office reports). Previous to 1849 the report on agriculture was incorporated in the single volume of Patent Office reports published annually.

Some of these volumes are included in the leather-bound edition of Congressional documents. All of them have been issued in cloth binding.

No. 3.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list, having checked thus —— the volumes still lacking in this library, and thus —— the volumes which it has in duplicate, and will forward to the Department on receipt of labels supplied for the purpose.

Very respectfully,

Librarian of ——

ANNUAL REPORTS OF THE SMITHSONIAN INSTITUTION.

1853.	1859.	1865.	1871.	1877.	1883.
1854.	1860.	1866.	1872.	1878.	1884.
1855.	1861.	1867.	1873.	1879.	1885.
1856.	1862.	1868.	1874.	1880.	1886.
1857.	1863.	1869.	1875.	1881.	1887.
1858.	1864.	1870.	1876.	1882.	1888.

The first report was issued in 1847 and an annual report thereafter. The volume, however, containing the report for 1853 embraces the essential portions of preceding reports and is now considered the first of the set.

Many of these volumes are included in the leather-bound edition of Congressional documents. All of them have been issued in cloth binding.

No. 4.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list having checked thus 0 the volumes still lacking in this library, and thus X the volumes which it has in duplicate, and will forward to the Department on receipt of labels supplied for the purpose.

Very respectfully,

Librarian of ——

GEOLOGICAL AND GEOGRAPHICAL SURVEY OF THE TERRITORIES.

(F. V. Hayden in charge.)

Annual reports.
1867, 1868, 1869, 1 vol. 1870. 1871. 1872. 1873. 1874. 1875. 1876. 1877. 1878.

Miscellaneous publications.
Birds of the Northwest. Coues.
Birds of the Colorado Valley. Coues.
Fur-Bearing Animals. Coues.
North American Pinnipeds. Allen.
Final reports, or monographs.
Extinct Vertebrate Fauna of the Western Territories. Leidy.
Vertebrata of the Cretaceous Formations of the West. Cope.
Vertebrata of the Tertiary Formations of the West. Cope.
North American Acrididæ. Thomas.
Cretaceous Flora. Lesquereux.
Tertiary Flora. Lesquereux.
Cretaceous and Tertiary Floras of the Western Territories. Lesquereux.
Invertebrate Cretaceous and Tertiary Fossils. Meek.
Geometrid Moths or Phalænidæ. Packard.
North American Rodentia. Coues and Allen.
Fresh Water Rhizopods. Leidy.

GEOLOGICAL EXPLORATION OF THE FORTIETH PARALLEL.

(*Clarence King, geologist in charge.*)

Vol. I. Systematic Geology.
II. Descriptive Geology.
III. Mining Industry and Atlas.
IV. Palæontology and Ornithology.
V. Botany.
VI. Microscopical Petrography.
VII. Odontornithes.
Topographical Atlas.

GEOGRAPHICAL SURVEYS WEST OF THE ONE HUNDREDTH MERIDIAN.

(*Lieut. George M. Wheeler, Corps of Engineers, U. S. Army.*)

Vol. I. Geographical Report.*
II. Astronomy and Barometric Hypsometry.
III. Geology and Mineralogy.
Supplement to Vol. III.*
IV. Palæontology.
V. Zoölogy.
VI. Botany.
VII. Archæology.

[☞Please return this sheet, properly checked, as soon as practicable.]

No. 5. ——— ———,
———, 189–.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this sheet, having checked thus —— the volumes now in this library, and thus —— the volumes which it has in duplicate, and will forward to the Department on receipt of labels supplied for the purpose. Please furnish such volumes as are left unchecked.

Very respectfully,

——— ———,
Librarian of ———.

* Not yet published.

AMERICAN ARCHIVES. (Folio.)

By act of March 2, 1833, the Secretary of State was authorized to contract with Mathew St. Clair Clarke and Peter Force for the publication of a work entitled "The Documentary History of the American Revolution." This work is known as American Archives, and as originally projected was to comprise six series, consisting of a collection of authentic records, state papers, debates, and letters and other notices of public affairs, the whole forming a documentary history of the origin and progress of the North American Colonies, of the causes and accomplishment of the American Revolution, and of the constitution of Government for the United States to the final ratification thereof, covering the period from the discovery and settlement of North America to the ratification of the Constitution of the United States.

Of this work only the fourth and a portion of the fifth series have been published. The fourth contains six volumes relating to the period from the King's message of March 7, 1774, to the Declaration of Independence by the United States in 1776.

It was intended that the fifth series should cover the period from the Declaration of Independence, in 1776, to the definitive treaty of peace with Great Britain, in 1783, but of this series only 3 volumes were compiled, extending from July to December, inclusive, 1776.

The work, therefore, comprises the following volumes:
Fourth series, vols. I, II, III, IV, V, VI.
Fifth series, vols. I, II, III.

AMERICAN STATE PAPERS. (Folio.)

This series of documents was published by Gales & Seaton under the provisions of act of Congress approved March 2, 1831, of joint resolution of March 2, 1833, and of act of June 12, 1858. Twenty-one volumes were prepared under the provisions of the first-named act and resolution, and 17 volumes under those of the last act. They comprise the most important executive and legislative documents of the United States, selected by the Secretary of the Senate and the Clerk of the House of Representatives with great care from the mass of manuscript and printed papers in the offices of the two Houses of Congress and in the several Executive Departments of the Government.

They are divided into ten classes according to their subject-matter, the documents of each class being arranged chronologically, as follows:

Foreign Relations:
Vol. 1,* April 30, 1789, to February 28, 1797, First to Fourth Congress, inclusive.
Vol. 2, May 19, 1797, to February 19, 1807, Fifth to Ninth Congress, inclusive.
Vol. 3, October 27, 1807, to March 3, 1815, Tenth to Thirteenth Congress, inclusive.
Vol. 4, September 1, 1815, to May 3, 1822, Fourteenth Congress, first session, to Seventeenth Congress, first session.
Vol. 5, February 9, 1814, to April 15, 1826, Fifteenth Congress, first session, to Nineteenth Congress, first session.
Vol. 6, April 25, 1826, to May 24, 1828, Nineteenth Congress, first session, to Twentieth Congress, first session.

Indian Affairs:
Vol. 1, May 25, 1789, to November 18, 1814, First to Thirteenth Congress, inclusive.
Vol. 2, December 6, 1815, to March 1, 1827, Fourteenth to Nineteenth Congress, inclusive.

Finance:
Vol. 1, April 11, 1789, to April 20, 1802, First to Seventh Congress, first session, inclusive.
Vol. 2, December 20, 1802, to March 2, 1815, Seventh Congress, second session, to Thirteenth Congress, inclusive.
Vol. 3, December 8, 1815, to May 3, 1822, Fourteenth Congress, first session, to Seventeenth Congress, first session, inclusive.
Vol. 4, December 3, 1822, to March 22, 1824, Seventeenth Congress, second session, to Eighteenth Congress, first session.
Vol. 5, April 19, 1824, to May 16, 1828, Eighteenth Congress, first session, to Twentieth Congress, first session.

Commerce and Navigation:
Vol. 1, April 12, 1789, to February 9, 1815, First to Thirteenth Congress, inclusive.
Vol. 2, December 18, 1815, to February 25, 1843, Fourteenth to Seventeenth Congress.

*This volume contains the messages of Washington, Adams, Jefferson, and Madison.

Military Affairs:
Vol. 1, August 10, 1789, to February 25, 1819, First to Fifteenth Congress, inclusive.
Vol. 2, December 27, 1819, to February 28, 1825, Sixteenth to Eighteenth Congress.
Vol. 3, December 3, 1823, to May 10, 1828, Eighteenth Congress to Twentieth Congress, first session.
Vol. 4, December 2, 1828, to March 3, 1832, Twentieth Congress, second session, to Twenty-second Congress, first session.
Vol. 5, March 15, 1832, to January 5, 1836, Twenty-second Congress, first session, to Twenty-fourth Congress, first session.
Vol. 6, January 12, 1836, to February 25, 1837, Twenty-fourth Congress, first and second sessions.
Vol. 7, March 1, 1837, to March 1, 1838, Twenty-fourth Congress, second session, to Twenty-fifth Congress, second session.

Naval Affairs:
Vol. 1, January 20, 1794, to March 5, 1825, Third to Eighteenth Congress.
Vol. 2, May 13, 1824, to January 10, 1827, Eighteenth Congress, first session, to Nineteenth Congress, second session.
Vol. 3, January 12, 1827, to March 1, 1831, Nineteenth Congress, second session, to Twenty-first Congress, 2d session.
Vol. 4, March 1, 1831, to June 15, 1836, Twenty-first Congress, second session, to Twenty-fourth Congress, first session.

Post-Office Department:
Vol. 1, January 22, 1790, to February 21, 1833, First to Twenty-second Congress, inclusive.

*Public Lands:**

Vol. 1, July 31, 1789, to February 27, 1809, First to Tenth Congress, inclusive.
Vol. 2, June 12, 1809, to February 4, 1815, Eleventh to Thirteenth Congress, inclusive.

Vol. 3, December 22, 1815, to May 26, 1824, Fourteenth Congress to Eighteenth Congress, first session.
Vol. 4, December 8, 1823, to March 3, 1827, Eighteenth Congress, first session, to Nineteenth Congress, second session.
Vol. 5, December 4, 1827, to February 25, 1829, Twentieth Congress, first and second sessions.
Vol. 6, December 8, 1829, to April 11, 1834, Twenty-first Congress, first session, to Twenty-third Congress, first session.
Vol. 7, April 11, 1834, to March 3, 1835, Twenty-third Congress, first and second sessions.
Vol. 8, December 8, 1835, to February 28, 1837, Twenty-fourth Congress, first and second sessions.

Claims:

Vol. 1, February 5, 1790, to March 3, 1823, First to Seventeenth Congress, inclusive.

Miscellaneous:

Vol. 1, April 18, 1789, to February 16, 1809, First to Tenth Congress, inclusive.
Vol. 2, June 8, 1809, to February 20, 1823, Eleventh to Seventeenth Congress, inclusive.

No. 54.

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The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list, having checked thus —— the volumes still lacking in this library, and thus —— the volumes which it has in duplicate, and will forward to the Department on receipt of labels supplied for the purpose.

Very respectfully,

——— ———,
Librarian of ——— ———.

*Another edition of documents relating to public lands, selected by the Secretary of the Senate, was published by Duff Green, who was for awhile printer for one or both Houses of Congress. They comprise 5 volumes, as follows:

Vol. 1, July 31, 1789, to February 27, 1809, First to Tenth Congress, inclusive.
Vol. 2, June 12, 1809, to February 14, 1815, Eleventh to Thirteenth Congress, inclusive.
Vol. 3, December 22, 1815, to May 26, 1824, Fourteenth to Eighteenth Congress, first session, inclusive.
Vol. 4, December 7, 1824, to January 2, 1828, Eighteenth Congress, second session, to Twentieth Congress, first session.
Vol. 5, January 4, 1828, to July 21, 1834, Twentieth Congress, first session, to Twenty-second Congress, second session.

ANNALS OF CONGRESS.

Vol. 1. First Congress, 1st session.
2. First Congress, 2d and 3d sessions.
3. Second Congress, 1st and 2d sessions.
4. Third Congress, 1st and 2d sessions.
5. Fourth Congress, 1st session.
6. Fourth Congress, 2d session.
7. Fifth Congress, 1st and 2d sessions.
8. Fifth Congress, 2d and 3d sessions.
9. Fifth Congress, 3d session.
10. Sixth Congress, 1st and 2d sessions.
11. Seventh Congress, 1st session.
12. Seventh Congress, 2d session.
13. Eighth Congress, 1st session.
14. Eighth Congress, 2d session.
15. Ninth Congress, 1st session.
16. Ninth Congress, 2d session.
17. Tenth Congress, 1st session, part 1.
18. Tenth Congress, 1st session, part 2.
19. Tenth Congress, 2d session.
20. Eleventh Congress, 1st and 2d sessions, part 1.
21. Eleventh Congress, 1st and 2d sessions, part 2.
22. Eleventh Congress, 3d session.
23. Twelfth Congress, 1st session, part 1.
24. Twelfth Congress, 1st session part 2
25. Twelfth Congress, 2d session.
26. Thirteenth Congress, 1st and 2d sessions, part 1.
27. Thirteenth Congress, 1st and 2d sessions, part 2.
28. Thirteenth Congress, 3d session.
29. Fourteenth Congress, 1st session.
30. Fourteenth Congress, 2d session.
31. Fifteenth Congress, 1st session, part 1.
32. Fifteenth Congress, 1st session, part 2.
33. Fifteenth Congress, 2d session, part 1.
34. Fifteenth Congress, 2d session, part 2.
35. Sixteenth Congress, 1st session, part 1.
36. Sixteenth Congress, 1st session, part 2.
37. Sixteenth Congress, 2d session.
38. Seventeenth Congress, 1st session, part 1.
39. Seventeenth Congress, 1st session, part 2.
40. Seventeenth Congress, 2d session.
41. Eighteenth Congress, 1st session, part 1.
42. Eighteenth Congress, 1st session, part 2.

REGISTER OF DEBATES.

Vol. 1. Eighteenth Congress, 2d session.
2. Nineteenth Congress, 1st session, part 1.
3. Nineteenth Congress, 1st session, part 2.
4. Nineteenth Congress, 2d session.
5. Twentieth Congress, 1st session, part 1.
6. Twentieth Congress, 1st session, part 2.
7. Twentieth Congress, 2d session.
8. Twenty-first Congress, 1st session, part 1.
9. Twenty-first Congress, 1st session, part 2.
10. Twenty-first Congress, 2d session.
11. Twenty-second Congress, 1st session, part 1.
12. Twenty-second Congress, 1st session, part 2.
13. Twenty-second Congress, 1st session, part 3.
14. Twenty-second Congress, 2d session, part 1.
15. Twenty-second Congress, 2d session, part 2.
16. Twenty-third Congress, 1st session, part 1.
17. Twenty-third Congress, 1st session, part 2.
18. Twenty-third Congress, 1st session, part 3.
19. Twenty-third Congress, 1st session, part 4.
20. Twenty-third Congress, 2d session, part 1.
21. Twenty-third Congress, 2d session, part 2.
22. Twenty-fourth Congress, 1st session, part 1.
23. Twenty-fourth Congress, 1st session, part 2.
24. Twenty-fourth Congress, 1st session, part 3.
25. Twenty-fourth Congress, 1st session, part 4.
26. Twenty-fourth Congress, 2d session, part 1.
27. Twenty-fourth Congress, 2d session, part 2.
28. Twenty-fifth Congress, 1st session, part 1.
29. Twenty-fifth Congress, 1st session, part 2.

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No. 6. ———— ————,
———— ————.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list, having checked thus —— the volumes still lacking in this library, and thus —— the volumes which it has in duplicate, and will forward to the Department on receipt of labels supplied for the purpose.

Very respectfully,

————, ————,
Librarian of ————.

PUBLICATIONS OF THE U. S. COMMISSION OF FISH AND FISHERIES.

[This Commission was established by joint resolution of Congress approved February 9, 1871, and its first report is that of 1871–72.]

REPORTS, 8°.

Part I, 1871–72.	Part V, 1877.	Part IX, 1881.
" II, 1872–73.	" VI, 1878.	" X, 1882.
" III, 1873–75.	" VII, 1879.	" XI, 1883.
" IV, 1875–76.	" VIII, 1880.	" XII, 1884.

These reports are issued in cloth binding, and also as Congressional documents, in leather, being included in Senate miscellaneous documents.

BULLETINS, 8°.

Vol. I, 1881.	Vol. III, 1883.	Vol. V, 1885.
Vol. II, 1882.	Vol. IV, 1884.	Vol. VI, 1886.

The bulletins are issued annually in cloth binding, and are also included in House miscellaneous documents.

THE FISHERIES AND FISHING INDUSTRY OF THE UNITED STATES, 4°.

Sec. 1, Natural History of Useful Aquatic Animals: Part 1, text. Part 2, plates. This work is to embrace a series of volumes, of which this is the first. This is bound in leather in one volume, being Senate Misc. Doc. No. 124, parts 1 and 2, 47th Congress, 1st session, and also in cloth in two volumes, as above noted.

No. 7. ———— ————,
———— ————.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list having checked thus —— the volumes still lacking in this library, and thus —— the volumes which it has in duplicate, and will forward to the Department on receipt of labels supplied for the purpose.

Very respectfully,

———— ————,
Librarian of ————.

ANNUAL REPORT OF THE COMMISSIONER OF EDUCATION.

1870.	1873.	1876.	1879.	1882–'83.	1885–'86.
1871.	1874.	1877.	1880.	1883–'84.	1886–'87.
1872.	1875.	1878.	1881.	1884–'85.	1887–'88.

The Bureau of Education was established by act of Congress approved March 2, 1867. Its publications comprise Annual Reports, Circulars of Information (pamphlets), and miscellaneous papers. The first report was issued in 1868. A special report on Education in the District of Columbia was published in 1871. Its regular series of Annual Reports begins with that of 1870. These reports are included in the leather-bound series of Congressional documents, forming one volume each year of the Report of the Secretary of the Interior. They are also issued in cloth.

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No. 8. ——, ——,
——, ——.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list, having checked thus —— the volumes still lacking in this library, and thus —— the volumes which it has in duplicate and will forward to the Department on receipt of labels supplied for the purpose.

Very respectfully,

——— ———,
Librarian of ———.

SEVENTH CENSUS OF THE UNITED STATES, 1850.

One volume (quarto). Compendium (octavo).

EIGHTH CENSUS OF THE UNITED STATES, 1860.

Population. Mortality and Miscellaneous Statistics.
Agriculture. Compendium.
Manufactures.

NINTH CENSUS OF THE UNITED STATES, 1870.

Population and Social Statistics. Wealth and Industry.
Vital Statistics. Compendium.

TENTH CENSUS OF THE UNITED STATES, 1880.

Vol. 1. Statistics of Population.
Vol. 2. Statistics of Manufactures.
Vol. 3. Statistics of Agriculture.
Vol. 4. Agencies of Transportation.
Vol. 5. Cotton Production in the United States, part 1.
Vol. 6. Cotton Production in the United States, part 2.
Vol. 7. Valuation, Taxation, and Public Indebtedness.
Vol. 8. Newspapers, Alaska, and Ship-Building.
Vol. 9. Forest Trees of North America and Portfolio.
Vol. 10. Petroleum, Coke, and Building-Stones.
Vol. 11. Mortality and Vital Statistics, part 1.
Vol. 12. Mortality and Vital Statistics, part 2.
Vol. 13. Statistics and Technology of the Precious Metals.
Vol. 14. Mining laws of the United States.
Vol. 15. Mining East of the 100th Meridian.
Vol. 16. Water Power of the United States, part 1.
Vol. 17. Water Power of the United States, part 2. (Not yet published.)
Vol. 18. Social Statistics of Cities, part 1.
Vol. 19. Social Statistics of Cities, part 2. (Not yet published.)
Vol. 20. Wages.
Vol. 21. Fisheries. (Not yet published.)
Vol. 22. Miscellaneous. (Not yet published.)
Compendium, parts 1 and 2.

In addition to the large cloth-bound edition of these volumes issued, they are also embraced in the leather-bound series of Congressional documents, the Eighth Census being of the House miscellaneous documents of the Thirty-eighth Congress, first session, the Ninth of the House miscellaneous documents of the Forty-second Congress, first session, and the Tenth of the House miscellaneous documents of the Forty-seventh Congress, second session.

No. 9. ——, ——,
——, ——.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list, having checked thus —— the volumes still lacking in this library, and thus —— the volumes which it has in duplicate and will forward to the Department on receipt of labels supplied for the purpose.

Very respectfully,

——— ———,
Librarian of ———.

1851.	Senate Ex. Docs.,	Vol.	5,	No.	3,	32d Congress,	1st	session.
"	House "	Vol.	4,	No.	26	"	1st	"
1852.	Senate "	Vol.	11,	No.	58,	"	2d	"
"	House "	Vol.	8,	No.	64,	"	2d	"
1853.	Senate "	Vol.	13,	No.	14,	33d Congress,	1st	"
"	House "	Vol.	4,	No.	12,	"	1st	"
1854.	Senate "	Vol.	12,	No.	10,	"	2d	"
"	House "	Vol.	6,	No.	20,	"	2d	"
1855.	Senate "	Vol.	17,	No.	22,	34th Congress,	1st and 2d sessions.	
"	House "	Vol.	3,	No.	6,	"	1st	" 2d "
1856.	Senate "	Vol.	13,	No.	12,	"	3d session.	
"	House "	Vol.	4,	No.	18,	"	3d	"
1857.	Senate "	Vol.	15,	No.	33,	35th Congress,	1st	"
"	House "	Vol.	6,	No.	21,	"	1st	"
1858.	Senate "	Vol.	16,	No.	14,	"	2d	"
"	House "	Vol.	6,	No.	33,	"	2d	"
1859.	House "	Vol.	7,	No.	41,	36th Congress,	1st	"
1860.	" "	Vol.	7,	No.	14,	"	2d	"
1861.	" "	Vol.	6,	No.	70,	37th Congress,	2d	"
1862.	" "	Vol.	9,	No.	22,	"	3d	"
1863.	" "	Vol.	8,	No.	11,	38th Congress,	1st	"
1864,	" "	Vol.	9,	No.	15,	"	2d	"
1865.	" "	Vol.	13,	No.	75,	39th Congress,	1st	"
1866.	" "	Vol.	14,	No.	87,	"	2d	"
1867.	" "	Vol.	13,	No.	275,	40th Congress,	2d	"
1868.	" "	Vol.	11,	No.	71.	"	3d	"
1869.	" "	Vol.	8,	No.	206,	41st Congress,	2d	"
1870.	" "	Vol.	11,	No.	112.	"	3d	"
1871.	" "	Vol.	11,	No.	121,	42d Congress,	2d	"
1872.	" "	Vol.	12,	No.	240,	"	3d	"
1873.	" "	Vol.	11,	No.	133,	43d Congress,	1st	"
1874.	" "	Vol.	14,	No.	100,	"	2d	"
1875.	" "	Vol.	11,	No.	81,	44th Congress,	1st	"
1876.	Senate "	Vol.	4,	No.	37,	"	2d	"
1877.	" "	Vol.	4,	No.	12,	45th Congress,	2d	"
1878.	" "	Vol.	2,	No.	13,	"	3d	"
1879.	" "	Vol.	2,	No.	17,	46th Congress,	2d	"
1880.	" "	Vol.	2,	No.	12,	"	3d	"
1881.	" "	Vol.	3,	No.	49,	47th Congress,	1st	"
1882.	" "	Vol.	4,	No.	77,	"	1st	"
1883.	" "	Vol.	3,	No.	29,	48th Congress,	1st	"
1884.	House "	Vol.	22,	No.	43,	"	2d	"

These reports were issued in cloth binding, and also as Congressional documents in leather, and from 1851 to 1858, inclusive, as both Senate and House documents, as above noted.

The Coast Survey was established by an act of Congress, approved February 10, 1807, and reorganized under the provisions of an act approved July 10, 1832. Reports of progress were made in 1816 and 1818, when the work of the Survey was suspended until 1832, since which date an annual report has been issued. Those prior to 1851 do not, in the series of Congressional documents, form a separate volume, but may be found as follows:

1834.	Senate Docs.,	Vol.	1,	No.	1,	pp. 344 to 351,	23d Congress,	2d session.
"	House "	Vol.	1,	No.	2,	" 64 " 381,	"	2d "
1835.	Senate "	Vol.	1,	No.	1,	" 380 " 385,	24th Congress,	1st "
"	House "	Vol.	1,	No.	2,	" 281 " 386,	"	1st "
1836.	House "	Vol.	1,	No.	13,	24th Congress,	2d session.	
1837.	Senate "	Vol.	1,	No.	79,	25th Congress,	2d	"
"	House "	Vol.	2,	No.	14,	"	2d	"
1838.	Senate "	Vol.	1,	No.	4,	"	3d	"
1839.	Senate "	Vol.	2,	No.	15,	26th Congress,	1st	"
"	House "	Vol.	2,	No.	20,	"	1st	"
1840.	Senate "	Vol.	2,	No.	20,	"	2d	"
"	House "	Vol.	1,	No.	14,	"	2d	"
1841.	House "	Vol.	2,	No.	28,	27th Congress,	2d	"
1842.	Senate "	Vol.	2,	No.	11,	"	3d	"
"	House "	Vol.	2,	No.	22,	"	3d	"
1843.	House "	Vol.	4,	No.	97,	28th Congress,	1st	"

1844.	Senate Docs.,	Vol.	2,	No.	16,	28th Congress,	2d session.	
"	House "	Vol.	2,	No.	25,	"	2d	"
1845.	Senate "	Vol.	3,	No.	13,	29th Congress,	1st	"
"	House "	Vol.	3,	No.	38,	"	1st	"
1846.	Senate "	Vol.	2,	No.	6,	"	2d	"
"	House "	Vol.	2,	No.	6,	"	2d	"

1847.	Senate Ex. Docs.,	Vol.	3, No.	6,	30th Congress,	1st	session.
1848.	Senate "	Vol.	1, No.	1,	"	2d	"
"	House "	Vol.	4, No.	13,	"	2d	"
1849.	Senate "	Vol.	5, No.	5,	31st Congress,	1st	"
"	House "	Vol.	4, No.	14,	"	1st	"
1850.	Senate "	Vol.	2, No.	7,	"	2d	"
"	House "	Vol.	4, No.	12,	"	2d	"

No. 11.

———, 189—.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list, having checked thus —— the volumes now in this library, and thus —— the volumes which it has in duplicate, and will forward to the Department on receipt of labels supplied for the purpose. Please furnish such volumes as are left unchecked.

Very respectfully,

Librarian of ———.

ANNUAL REPORTS OF THE DEPARTMENT OF THE INTERIOR.

1849.	1860.	1871, vols. 1, 2.*	1882, vols. 1, 2, 3,† 4.*
1850.	1861.	1872, " 1, 2.*	1883, " 1, 2, 3,† 4.*
1851.	1862.	1873, " 1, 2.*	1884, " 1, 2, 3,† 4.*
1852.	1863.	1874, " 1, 2.*	1885, " 1, 2, 3,† 4,* 5.‡
1853.	1864.	1875, " 1, 2.*	1886, " 1, 2, 3,† 4,* 5.‡
1854.	1865.	1876, " 1, 2.*	1887, " 1, 2, 3,† 4,* 5.‡
1855.	1866.	1877, " 1, 2.*	1888, " 1, 2, 3, 4,† 5,* 6.‡
1856.	1867.	1878, " 1, 2.*	1889, " 1, 2, 3, 4,† 5.*
1857.	1868.	1879, " 1, 2, 3.*	
1858.	1869.	1880, " 1, 2, 2.*	
1859.	1870, vols. 1, 2*.	1881, " 1, 2, 3,† 4.*	

These volumes are included in the executive documents of Congress, bound in leather; from 1849 to 1858 in both the Senate and House series; from 1859 to 1861 in that of the Senate only, and from 1862 to the present time, only in that of the House. They are included also in "Message and Documents," published annually by Congress, and furthermore are issued in a distinctively departmental edition, while of the reports of the several bureaus and offices a bureau edition is also published. It is desired that if the library to which this is addressed has them in any of these editions it should not report them as wanted.

The Department of the Interior was organized under the provisions of an act of Congress approved March 3, 1849, by which act the Patent Office and the Census Office were transferred from the Department of State, the Land Office from the Treasury Department, the Indian Office from the War Department, the Pension Office from the War and Navy Departments, and placed under the jurisdiction of the Secretary of the Interior. Since that date the Bureau of Education, the U. S. Geological Survey, the Office of Commissioner of Railroads, and the Bureau of Labor have been established and attached to the Department, and a number of institutions and offices of the Government, not connected with any of the above-named bureaus, have also been put under its supervision, all making their annual reports to the Secretary.

Among the reports contained in the volumes enumerated in the above list are the following: The reports of the Secretary of the Interior to the President, 1849 to 1889; reports of the Commissioner of the General Land Office, the Commissioner of Indian Affairs, the Commissioner of Pensions, 1849 to 1889.

Reports of the Superintendent of the Census, 1851, 1852, 1854, 1860, 1873, 1879, 1879, 1880, 1881, 1883, 1884, 1889.

Reports of the Commissioner of Public Buildings, 1852, 1854 to 1861, and 1863 to 1866.

Reports of the Architect of the Capitol, 1862, 1863, and 1865 to 1889.

Reports of the Government Hospital for the Insane, 1854 to 1889.

Reports of the Columbia Institution for the Deaf and Dumb, 1857 to 1889.

* Report of the Commissioner of Education.
† Report of the Director of the Geological Survey.
‡ Report of the Commissioner of Labor.

Reports of the Freedmen's Hospital, 1871 to 1879.

Reports of the Columbia Hospital for Women, 1867 to 1872, 1874, 1877 to 1878, 1881, and 1883.

Reports of the warden of the United States penitentiary, 1854 to 1884.

Reports of the Metropolitan Police, 1861 to 1872.

Reports of the warden of the District of Columbia jail, 1864 to 1871.

Reports of the Arkansas Hot Springs Commission, 1877, 1878, 1879.

Reports of the superintendent of the Hot Springs Reservation, 1878, 1882, and 1884 to 1889.

Reports of the superintendent of the Yellowstone National Park, 1878, 1880, 1881, 1882, 1883, and 1885 to 1889.

Reports of the Commissioner of Railroads, 1878 to 1889*.

Reports of the Government Directors of the U. P. R. R., 1878 to 1889.

Reports of the governors of the Territories, 1879 to 1889.

Reports of the Utah Commission, 1882 to 1889.

Reports of the Board of Indian Commissioners, 1883 to 1889.

Reports of the Superintendent of Indian Schools, 1882 to 1889.
Reports of the Commissioner of Education, 1870 to 1889.†
Reports of the Director of the U. S. Geological Survey, 1880 to 1889.‡
Reports of the Commissioner of Labor, 1885 to 1888.§
Reports of the Interstate Commerce Commission, 1887 and 1888.‖
Reports on the construction of Interior Department building, 1883 to 1886.
Reports on the construction of the New Pension building, 1883 to 1887.
Reports of the Washington Hospital for Foundlings, 1856 to 1888.
Report of the Maritime Canal Company of Nicaragua, 1889.*

No. 12.

———, ———,
———, 189—.

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this list, having checked thus —— the volumes now in this library, and thus —— the volumes which it has in duplicate, and will forward to the Department on receipt of labels supplied for the purpose. Please furnish such volumes as are left unchecked.

Very respectfully,

———, ———,
Librarian of ———.

ANNUAL REPORTS OF THE WAR DEPARTMENT.

| | | |

ment on receipt of labels supplied for the purpose. Please furnish such volumes as are unchecked.

Very respectfully,

———, ———,
Librarian of ———.

DEPARTMENT OF STATE.

Foreign Relations of the United States or diplomatic correspondence.

1861.	(†)	1877.	1885.
1862.	1870.	1878.	1886.
1863, Vols. 1, 2.	1871.	1879.	1887.
1864, " 1, 2, 3, 4.	1872, Vols. 1, 2,‡ 3,‡ 4,‡ 5,‡ 6,‡ 7.‖	1880.	1888, Vols. 1, 2.
1865, " 1, 2, 3, 4.*	1873, " 1, 2, 3.	1881.	1889.
1866, " 1, 2, 3.	1874.	1882.	
1867, " 1, 2.	1875, " 1, 2.	1883.	
1868, " 1, 2.	1876.	1884.	

These volumes contain the annually published correspondence relative to foreign affairs conducted by the Department of State. This correspondence was not issued in separate volumes until 1861. Such portions of the same as prior to that date were from time to time published are embraced in the executive documents of the Senate or House of Representatives.

The volumes enumerated in the above list are found in executive documents of the House, bound in leather. They also form a part of "Messages and Documents" published annually by Congress in cloth, and are furthermore issued in a separate departmental edition.

Report on the Commercial Relations of the United States.

1855.	1860.	1865.	1870.	1875.	1880.	1885.
1856.	1861.	1866.	1871.	1876.	1881.	1886.
1857.	1862.	1867.	1872.	1877.	1882.	1887.
1858.	1863.	1868.	1873.	1878.	1883.	1888.
1859.	1864.	1869.	1874.	1879.	1884.	1889.

This report is prepared under the supervision of the Secretary of State in accordance with the provisions of a resolution of the House of Representatives of December 14, 1853, and of an act of Congress approved August 18, 1856. It is included in

* Correspondence relative to the assassination of President Lincoln.
† No volume was issued in 1869.
‡ This volume relates to the Geneva arbitration.
‖ This volume relates to the Berlin arbitration.

the leather-bound set of Congressional documents from 1855 to 1859, inclusive, in the executive documents, both of the Senate and the House; from 1859 to the present time in those of the House only. An edition in cloth has also been issued annually.

Reports relating to this subject were issued prior to 1855 as follows: December 16, 1793; December 18, 1839, being Senate Doc. No. 80, Twenty-sixth Congress, first session; March 29, 1842, being House Doc. No. 163, Twenty-seventh Congress, second session; December 23, 1842, being House Doc. No. 29, Twenty-seventh Congress, third session. A "Commercial Digest" was transmitted to the Senate December 7, 1819; a "Digest of Commercial Regulations" to the House January 30, 1824, and in 1833 Vol. 1 and in 1836 Vols. 2 and 3 of "Digest of Commercial Regulations" were printed in compliance with a resolution of the House of March 3, 1831.

If the library to which this is addressed has these documents in any of these forms, it will please report them as in its possession when returning this check list.

[Please return this sheet, properly checked, as soon as possible.]

No. 14.

———, ———,
——— 189—

The honorable the SECRETARY OF THE INTERIOR:

SIR: I return this sheet, having checked thus —— the volumes now in this library, and thus —— the volumes which it has in duplicate and will forward to the Department on receipt of labels supplied for the purpose. Please furnish such volumes as are left unchecked.

Very respectfully,

———, ———,
Librarian of ———.

TREASURY DEPARTMENT.

Reports on the state of finances.

1801 to 1814.*	1851.	1859.	1867.	1875.	1883.
1815 to 1828.	1852.	1860.	1868.	1876.	1884.
1829 to 1836.†	1853.	1861.	1869.	1878.	1885, Vols. 1 and 2.
1837 to 1844.	1854.	1862.	1870.	1878.	1886, Vols. 1 and 2.
1845.	1855.	1863.	1871.	1879.	1887.
1846 to 1848.‡	1856.	1864.	1872.	1880.	1888.
1849.	1857.	1865.	1873.	1881.	1889.
1850.	1858.	1866.	1874.	1882.	1890.

The Treasury Department was organized under the provisions of an act of Congress approved September 2, 1789. Annual reports on the state of the finances have been issued since 1801, in compliance with the provisions of act of May 10, 1800. These reports are included in the executive documents of Congress (bound in leather) either in the Senate or House series, or both. They are also issued in a separate edition in cloth.

Among the reports contained in these volumes are the following:
Reports of the Secretary of the Treasury to Congress.
Reports of the Treasurer of the United States.
Reports of the Director of the Mint.
Reports of the Commissioner of Internal Revenue.
Reports of the Comptroller of Currency.
Reports of the Chief of Bureau of Engraving and Printing.
Reports of the First and Second Comptrollers.
Reports of the First, Second, Third, Fourth, Fifth, and Sixth Auditors.
Reports of the Commissioner of Customs.
Reports of the Register of the Treasury.
Reports of the Supervising Special Agent.
Reports of the Superintendent of the Coast Survey.
Reports of the Supervising Inspector of Steamboats.
Reports of the Supervising Architect of the Treasury.
Reports of the Solicitor of the Treasury.

* This volume also contains Hamilton's reports of 1790 and 1795 on Public Credit, and his report on a National Bank, 1790, on Manufactures, 1791, and on establishing a Mint, 1791.
† This volume contains Taney's report of 1833, on Removal of Public Deposits, and of 1834, on Deposit Banks, and also Woodbury's report of 1834, on the Public Money.
‡ This volume also contains Walker's report of 1849, on the Warehousing System.

Reports of the Chief of the Bureau of Statistics.
Reports of the Chief of the Life-Saving Service.
Reports of the Chief of the Marine Hospital.
Reports of the Light House Board, also—
Reports relative to Indian trust funds, Smithsonian funds, exports and imports, tonnage, amount and prices of domestic products, etc.

A more extended annual report than that embraced in the above-named volumes is published by some of the officers of the Treasury Department.

Reports on the Commerce and Navigation of the United States.

1821.	1830.	1839.	1848.	1857.	1866.	1875.	1884.
1822.	1831.	1840.	1849.	1858.	1867.	1876.	1885.
1823.	1832.	1841.	1850.	1859.	1868.	1877.	1886.
1824.	1833.	1842.	1851.	1860.	1869.	1878.	1887.
1825.	1834.	1843.	1852.	1861.	1870.	1879.	1888.
1826.	1835.	1844.	1853.	1862.	1871.	1880.	1889.
1827.	1835.	1845.	1854.	1863.	1872.	1881.	1890.
1828.	1837.	1846.	1855.	1864.	1873.	1882.	
1829.	1838.	1847.	1856.	1865.	1874.	1883.	

A volume entitled Part II of Commerce and Navigation, containing report on the Internal Commerce of the United States, is issued for the years 1876, 1879, 1880, 1882, 1884, 1885, 1886, 1887, 1889, 1890.

These reports were prepared by the Register of the Treasury in accordance with an act of Congress approved February 10, 1820, until the establishment of the Bureau of Statistics in 1866, since which date they have been prepared by the chief of said Bureau. They are included in the executive documents of Congress, and are therefore found in the leather-bound set of Congressional documents, prior to 1851 in volumes with other documents, since each in a volume by itself, and from 1851 to 1859, inclusive, they are included among the documents both of the Senate and the House of Representatives. An edition in cloth has also been issued annually.

Reports of the Comptroller of the Currency.

1863.	1870.	1877.	1884
1864.	1871.	1878.	1885
1865.	1872.	1879.	1886
1866.	1873.	1880.	1887, Vols. 1 and 2.
1867.	1874.	1881.	1888, Vols. 1 and 2.
1868.	1875.	1882.	1889, Vols. 1 and 2.
1869.	1876.	1883.	1890, Vols. 1 and 2.

The office of Comptroller of the Currency was organized under the provisions of acts of Congress approved February 25, 1863, and June 3, 1864.

The reports of the Comptroller are included in the executive documents of the House of Representatives, and are therefore found in the leather-bound set of Congressional documents. They are also issued in a separate edition in cloth.

DEPARTMENT OF THE INTERIOR.
Washington, D. C., ———, 189–.

The LIBRARIAN OF ———:

SIR: Subjoined is a list of the Official Registers of the United States from 1871. If any of these volumes are lacking in the above-named library and are desired by it, please check the missing volumes and return this sheet to the Department at your earliest convenience.

Very respectfully,

GEO. CHANDLER,
First Assistant Secretary.

OFFICIAL REGISTER OF THE UNITED STATES (OR "BLUE BOOK").

1871.	1881, Vols. 1, 2.
1873.	1883, Vols. 1, 2.
1875.	1885, Vols. 1, 2.
1877.	1887, Vols. 1, 2.
1879, Vols. 1, 2.	1889, Vols. 1, 2.

Adjourned to meet at 11 o'clock a. m., April 22, 1891.

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WASHINGTON, D. C., *April* 22, 1891.

The committee met pursuant to adjournment.

Present, Mr. Manderson (chairman), Mr. Hawley, and Mr. Richardson, of the committee; also Mr. John W. Powell, Director of the U. S. Geological Survey; Maj. George B. Davis, U. S. Army, Mr. William E. Curtis, Director of the Bureau of the American Republics, Mr. W. A. Croffut, executive officer of the U. S. Geological Survey, and Mr. Asa C. Palmer, foreman of the folding room of the House of Representatives.

STATEMENT OF MR. WILLIAM E. CURTIS, DIRECTOR OF THE BUREAU OF THE AMERICAN REPUBLICS.

The CHAIRMAN. Please state your name and official position.

Mr. CURTIS. William E. Curtis; Director of the Bureau of the American Republics, a bureau organized under the supervision of the Secretary of State, upon the recommendation of the recent International American Conference, each of the governments of America paying its share to sustain it. It was established for the purpose of collecting and disseminating information relating to those Republics, their resources, industries, commerce, etc.

The CHAIRMAN. You also had official connection with the International Conference, commonly known as the Pan-American Congress, did you not?

Mr. CURTIS. I was executive officer of what was known as the Pan-American Conference.

The CHAIRMAN. Have all the reports of the Pan-American Congress, including the proceedings and reports of committees, been published?

Mr. CURTIS. They have all been published with the exception of one volume of the Spanish edition of the proceedings. The proceedings or debates, officially known as "Reports of Committees and Discussions Thereon," which correspond to the Congressional Record, were printed in English and in Spanish, two volumes each; a third volume in English and Spanish, known as "The Excursion Appendix," being a history of the excursion given to the foreign delegates, containing the speeches that were delivered at the various entertainments tendered them, and a fourth volume known as "The Historical Appendix," giving a review of the various steps that have been taken in America from the time of Bolivar, in 1824, up to the recent conference, to secure a political and commercial union among the American Republics. The last volume

was printed in English only. They have all been issued except the Excursion Appendix in Spanish, which is now in press.

The CHAIRMAN. By this record do you mean Ex. Doc. No. 232?

Mr. CURTIS. Yes, sir.

The CHAIRMAN. Will you please give in detail the character and number of all matter printed for the use of the Pan-American Congress?

Mr. CURTIS. Before the conference met, in the fall of 1889, by the direction of the Secretary of State, various reports were prepared by the United States for the information of the delegates. The first was a report on general subjects and topics to be discussed at the conference, prepared by myself, entitled "Trade and Transportation:" second, a report on extradition, giving a compilation of the extradition treaties now existing between the United States and the other American Re-

publics, which was prepared by Assistant Secretary Moore, of the State Department; third, a report on the patent and trade-mark laws of the South American countries, prepared by Professor Seeley, of the Patent Office; fourth, a report on light-house arrangements, harbor dues, harbor regulations, etc., by Mr. A. B. Johnson, of the Light-House Board; fifth, a pamphlet on the copyright question, by Charles Dudley Warner, and there were several other minor reports and papers prepared under the direction of the Secretary of State, at his request, for the information of the delegates, covering the various topics which were to be discussed at the conference.

The CHAIRMAN. In what number were those reports printed?

Mr. CURTIS. They were printed in small editions. Probably 1,000 copies was the largest edition that was printed, and they ran down to 100 copies. The largest was that on extradition and patents, for which there was a great demand all over the country. People saw notices of it in the newspapers and sent in requests for it, and we printed an extra edition for outside circulation. That covers the printing done previous to the conference, with the exception of the incidental printing, like the programme of the excursion and things of that sort. When the conference met there was printed a daily journal, called the Acta, in Spanish and English, parallel columns, corresponding to the Journal of the Senate and House of Representatives, which was laid upon the table of each delegate the following morning.

The CHAIRMAN. Was that a mere journal of the proceedings or a record of the debates?

Mr. CURTIS. It was merely the minutes. We commenced to publish a record of the full debates, but we found it was impossible to get the speeches translated in time to print them. Every speech that was delivered in Spanish had to be translated into English, and every speech delivered in English had to be translated into Spanish, and we found it almost impossible to get competent translators; and then it took so long that the proceedings for the first 3 or 4 days were printed and the scheme abandoned. The minutes, or the journal, were printed in English and Spanish, in double columns, Spanish on one side and English on the other. Then they were corrected, each delegate correcting his own remarks, and the corrected matter was printed in a volume similar to Ex. Doc. No. 232, a volume of 600 or 700 pages. This contains the skeleton of the proceedings and the action of the conference on various topics, and occasionally a speech which was inserted at the request of the member delivering it. He would move, or get some friend to move, in the conference that his speech appear in the minutes the next morning, and several speeches were thus printed. Then, during the progress of the conference, the reports of committees were printed from time to time. When a committee had a report to present to the conference it was presented in printed form, as it is in the Senate and House of Representatives. After its adoption by the conference it was again printed, with the amendments, if any, that were made to it.

Those reports covered, perhaps, twenty different subjects, including the minority reports, and small editions of 400 or 500 copies were printed, mostly for the use of the members of the conference, who wanted to send them to friends. They were printed in English and in Spanish separately. Each delegate was allowed 25 copies to send to his Gov-

ernment. At the close of the conference these reports were reprinted, with the letter of the Secretary of State and the message of the President transmitting them to Congress. I have here a statement showing what was printed in a permanent form.

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Mr. Curtis produced the statement referred to, which is as follows:

Cost of printing for International American Conference under act of July 14, 1890.

Title.	Number of copies.	Cost.
Reports of committees and discussions thereon. English, 4 volumes	3,000	$7,847.00
Spanish, 3 volumes	1,000	2,292.00
Minutes (English and Spanish) of the International American Conference	2,500	3,122.03
Reports and recommendations International American Conference	13,000	6,440.94
Special report of Committee on Customs Regulations	100	3.86
Report of Committee on Customs Regulations, English	200	4.06
Spanish	200	4.20
Manifest forms		98.00
Circulars	5,000	3.60
Wrappers for reports of International American Conference	15,000	37.70
Senate Executive Documents, first session, Fiftieth Congress—		
No. 123, railroad report	50,000	10,001.67
129, banking	27,000	224.43
135, customs regulations	27,000	370.88
158, reciprocity	177,000	1,468.28
173, centennial celebration	7,000	12.24
174, postal and cable communication	77,600	2,601.58
176, sanitary regulations	27,000	328.05
177, patents and trade-marks	27,000	314.04
180, monetary union	72,000	332.91
181, weights and measures	27,000	256.39
182, port dues	17,000	60.84
183, international law	17,000	285.63
187, extradition	17,000	202.15
188, memorial tablet	7,000	14.46
224, arbitration	80,000	763.68
House report, No. 2243, Continental Railway	27,000	210.36
House report, No. 2561, International American Bank	7,000	56.64
House bill, No. 11159, International American Bank	100	3.80
Total	730,100	37,439.48

The CHAIRMAN. How were these distributed?

Mr. CURTIS. When the conference adjourned a circular was mailed to each Senator and member of the House of Representatives, asking him to submit a list of names of persons whom he thought would be interested in reading these reports. We received in return some 60,000 names from members of Congress of people to whom these documents were sent. If they were lawyers we sent them the reports on international law, extradition, arbitration, and such things as we thought would interest them. If they were business men we sent them the reports on weights and measures and common silver coin, railways, reciprocity, and so on, distributing the reports according to the business connection and tastes of the persons applying for them. We also sent copies of the whole, bound in bulk, making a book of about 300 pages, to between 20,000 and 30,000 libraries for permanent keeping. This class of documents was also sent to commercial organizations, such as boards of trade. We got our list of libraries from the Bureau of Education and our list of commercial organizations from the Bureau of Statistics.

The CHAIRMAN. What did you do with reference to distribution in foreign countries?

Mr. CURTIS. The distribution in foreign countries was conducted in this way: I have a very complete list of all merchants and manufacturers in the United States doing business in the American countries and in the West Indies. I forwarded a circular to each one of those merchants and manufacturers, asking him to furnish me with the names of his customers, and we sent these reports to a very large number of them. Twenty-five sets were also furnished to each of the Governments of America. Each of the delegates received 25 sets; copies were

sent to the commercial organizations in South America, and to the various libraries and universities there. The Spanish proceedings—I mean by this the large volume—were furnished only to libraries, to commercial organizations, and to Governments. We selected our libraries very carefully, for only 1,000 sets were printed. A set was also furnished to each legation, consulate, and commercial agency of the United States.

The CHAIRMAN. Where was the printing of all these publications done? Was it done entirely at the Government Printing Office, or was a part of it done at the branch printing office in the State Department?

Mr. CURTIS. Nearly everything was done at the Government Printing Office; and it was done promptly, accurately, and in excellent style. I wrote a letter to Mr. Palmer thanking him for the good service we received. Occasionally a circular would be printed at the State Department, because they have the special paper that is used for printing State Department circulars, and a special style of type that is used for their diplomatic correspondence.

The CHAIRMAN. I see that the entire cost of the printing of the International American Conference was $37,529.48. Was there or was there not a fund or appropriation for the printing of that conference, to be expended under the direction of the Secretary of State?

Mr. CURTIS. Yes, sir; there was an appropriation.

The CHAIRMAN. State what part of this gross amount was paid out of that appropriation and what part, if you know, out of the general appropriation for printing?

Mr. CURTIS. None of it was paid out of the general appropriation for printing, but it was all paid out of that fund. The original appropriation, I think, was $25,000. Then we got an additional appropriation of $15,000. That is my recollection. Reference to the appropriation bill would discover it. That made $40,000, and out of that $40,000 was paid not only the cost of printing but also the cost of distribution. On all books sent to foreign countries we had to pay postage, which amounted to quite a sum. I had at work for several months 18 or 20 women addressing envelopes. I went to New York and found there the Rapid Addressing Company, which is an organization for the purpose of sending out documents. They have a system of doing it, and I tried them, and paid them, according to my recollection—I have not the vouchers here—between $500 and $600 for sending out certain documents; but I found I could do it as cheaply here. In each one of these documents was inclosed a return slip, for the person who received it to return to us, so we knew he got the document.

The CHAIRMAN. Were any of these documents ordered printed for the use of and distributed by members of Congress?

Mr. CURTIS. There was a resolution passed by Congress authorizing the publication of 10,000 extra copies of the reports for the use of members of Congress.

The CHAIRMAN. That is a matter entirely outside of your bureau?

Mr. CURTIS. Yes, sir; but it was done on the same press and at the same time.

The CHAIRMAN. That was Ex. Doc. No. 232?

Mr. CURTIS. Yes, sir.

The CHAIRMAN. What steps did you take to prevent duplication of names of recipients?

Mr. CURTIS. We had the lists compared by States. We carefully

guarded against duplication. After the envelopes were addressed they were alphabetically arranged and compared with our lists.

The CHAIRMAN. As I understand you, when the final volume of Ex. Doc. No. 232 is printed, the entire matter of the printing for the Pan-American Congress will have been disposed of?

Mr. CURTIS. When volume 3 of the Spanish edition is printed that will complete the work, and that is on the press now, I think.

The CHAIRMAN. Please state in detail what you are doing in connection with the printing of the matter of the present organization of which you are the director.

Mr. CURTIS. The report adopted by the International Conference concerning the organization of the Bureau of the American Republics provided that it should publish from time to time such information as would be useful to those interested in the promotion of political, social, and commercial relations between the American Republics. We have gathered that information from various sources—through the United States ministers and consuls, through the officials of the several governments at their capitals, in Washington, and in New York, and from various printed documents and books of an official or semiofficial character. We have published up to this date one volume, entitled "The Handbook of the American Republics." It contains a review of the work of the International American Conference; some historical notes about America; a review of the credit systems in trade in the various American Republics; a compilation of the trade-mark laws of all the American Republics; various statistical tables, showing the products, industries, and foreign commerce of the American continents; a paper on the production of and commerce in breadstuffs in Latin America; a similar paper on the production of and commerce in sugar and coffee; a similar paper on the production of and trade in fruits and nuts; a compilation of tables showing the coinage, weights, and measures of the various republics; a compilation of certain geographical facts relating to the American Republics, such as their political divisions and populations, their rivers, lakes, mountains, temperatures, railway and telegraph mileage, etc.; also an official register, giving a list of the principal officers of the American Republics and the diplomatic and consular service, a traveler's guide, a postal and cable guide, a table showing the port charges or harbor dues of all the American Republics, and a table showing the consular regulations. An edition of 5,000 copies of that book was printed.

Mr. HAWLEY. How were they distributed?

Mr. CURTIS. We forwarded a circular to the different members of Congress stating that this book was ready for distribution, and asking each to submit a few names of persons interested in this subject to whom we could forward copies. In reply to that circular we received some 18,000 names for an edition of 5,000 copies; and one gentleman, for example—I can speak of him, as he is a personal friend, the late Senator from Dakota, Mr. Pierce—sent me a list containing the name of every school teacher in Dakota, with a letter saying that that book should be in the hands of every school teacher in that State, all of which I admit to be true; but as there were between 800 and 900 of them, his request could not be complied with. We have printed a second edition of 5,000 copies, and have selected from the names submitted to us by members of Congress, the newspapers, the libraries, the educational institutions, the commercial organizations, the members of legislatures, and officials, and have sent them to those people as far as the edition will go, and have reserved the other names to receive the next publication.

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Mr. HAWLEY. What will the next publication be?

Mr. CURTIS. The next publication will be the second volume of the Handbook of the American Republics, in which will appear a brief sketch of each one of the republics, its political organization, its geography, a list of its States and their population; a list of the cities of over 5,000 population, and how they are situated, and various other geographical information; next their resources, products, and industries, their commerce, their railway and telegraph systems, the peculiarity of their markets, their systems of coinage and money, their banking facilities, and various information which we deem to be useful to merchants, as well as to be of an educational character.

The CHAIRMAN. All of this material before it is published receives, of course, the approval of the Secretary of State.

Mr. CURTIS. Nominally.

The CHAIRMAN. Is it submitted to any of the other governments for their approval?

Mr. CURTIS. The proofs of each chapter are submitted to the minister of the country to which it refers, for him to read the proofs.

Mr. RICHARDSON. The minister resident here?

Mr. CURTIS. Yes, sir. In several cases the minister has prepared it. In the absence of the minister we submit it to the consul-general at New York. In addition to this, there are various tables of contents, including a good deal that we could not get ready for this book; the patent laws of each one of these countries, etc.

The CHAIRMAN. Do I understand that the cost of this publication is shared by all the governments interested?

Mr. CURTIS. Yes, sir.

The CHAIRMAN. What is the fractional portion of the expense paid by the United States?

Mr. CURTIS. The Conference, in its report providing for this bureau, requested that the Government of the United States should advance the funds necessary to sustain the bureau, and assess each government at the end of each year for its share, according to population, the aggregate expense of the bureau and its publications not to exceed $36,000 per anum. Of that amount the share of the United States will be in the neighborhood of $20,000, and the remainder will be divided among the other governments.

The CHAIRMAN. What other publications do you propose to issue?

Mr. CURTIS. The next publication of the bureau will be the compilation of the tariff laws and customs regulations of all of the American republics and the West India islands. We propose to print these tariffs in four colums, the first column giving the name of the article, classified in schedule, in English, and again in Spanish; then the duty on that article, in the local weights and measures and money; and in the fourth column the duty in weights and measures and money. The Spanish-American Republics charge their duties mostly by gross weight in kilogrammes. We will reduce that to pounds and dollars and cents so that an exporter and manufacturer wanting to send goods to South America can see by a glance at this table what the duty is there, and how much it amounts to in our money. It will be printed in bulk, all the countries together, and then printed singly, in single pamphlets also, so that a person who writes for the tariff of Mexico will get the tariff of Mexico by itself, and we will not to have to send him the whole South American list.

The next publication will be made up from the first and the second We will give the postal and the travelers' guide in a separate pamphlet

so that if a man writes to us wanting to know how to get to South America—and we get such letters every day—we will send him that little pamphlet instead of this large book. Then we will take the patent and trade-mark laws together and publish them separately. We will also publish the official register separately. We get letters every day asking us for a list of the consuls of Brazil in the United States, and we do not want to send out this large book; but we will have a list of consular representatives printed in a small volume and send it to persons desiring it. Then we propose to take the tabulated statistics which appear in volumes 1 and 2 of the Handbook of the American Republics and publish them in a separate volume for persons who call for the statistics of trade. That is a measure of economy, as we receive a large number of letters asking for those statistics.

Mr. RICHARDSON. Those different publications, however, are compiled in one book?

Mr. CURTIS. In the two books. We take the same plates and correct them. If it is a table of statistics, we will correct it up to date.

The next thing will be a compilation of the laws relating to the sale and settlement of the public lands in the different American Republics, including the United States. Then we will have a compilation of the mining laws of these various countries and the various forms of local taxation. One of the most frequent questions asked of us is: What will a man have to pay who goes down into South America to go into business, in the way of license and taxation? and we want something to send to him. We are also preparing a code of nomenclature for the

use of the exporters of the United States. The same article is known by different names in the different countries of Spanish America; for example, a handkerchief is known by seven or eight different names in the various countries; but every name that is applied to a handkerchief means in one or the other of the countries some article of linen or cloth. The term used for handkerchief in Mexico may mean a sheet in Chili, or a towel in the Argentine Republic, and a great deal of money has been lost and much annoyance caused by the inability of the merchants of the United States and of other countries as well to remember to apply these local terms in their proper places. As an illustration, a man in Ecuador, who orders a bale of handkerchiefs does not want to receive a bale of towels from the exporter in the United States who has been in the habit of shipping towels under that name. We have formed a code of nomenclature in English, Spanish, and Portuguese, leaving the fourth column blank for a cipher code word, or a correction, or remarks by the man who owns it, and giving under each term the local idiom in the various countries; for example, under the word "handkerchief" we will place the original Castillian word; then under that we will put the Mexican word, or whatever term they use, with the local idiom in smaller type. This code, when it is prepared, is to be submitted for the approval of the various governments and is to be made official, so that all consular invoices, ships' manifests, and things of that kind will have to be made out in this code. The merchant down there will order his goods by it, and the merchant up here will fill orders by it, and in that way a great deal of loss will be avoided, because under the present system not only does the merchant in Ecuador get goods he did not order, but he is fined by the Government for trying to defraud the revenue by introducing towels as handkerchiefs, and *vice versa*, and he has his goods confiscated at the same time, which is the fault of the merchant who sends them to him.

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STATEMENT OF MAJ. GEORGE B. DAVIS, U. S. ARMY, CHIEF OF THE BOARD OF PUBLICATION OF THE OFFICIAL RECORDS OF THE REBELLION.

The CHAIRMAN. Please state your name, rank, and station.

Major DAVIS. George B. Davis, major, U. S. Army, Judge-Advocate-General's Office, Washington, D. C. I am the Chief of the Board of Publication of the Official Records of the Rebellion.

The CHAIRMAN. How long have you been in charge of the publication of the Rebellion Records?

Major DAVIS. Since July 1, 1889.

The CHAIRMAN. You succeeded Colonel Scott, did you not?

Major DAVIS. I succeeded Colonel Lazelle.

The CHAIRMAN. Please state the number of the Records of the Rebellion that is now published.

Major DAVIS. Eleven thousand copies. That excludes, of course, the copies that are sent to members of the Senate and House, of which I know nothing, and with which I have nothing to do. The 11,000 are printed under the statute.

The CHAIRMAN. You mean that 11,000 are printed, under the law governing the publication of this document, for distribution by the War Department?

Major DAVIS. Yes, sir.

The CHAIRMAN. And that besides, as you understand it, of what is known as the usual number, printed on the order of either House, one copy goes to each member of Congress?

Major DAVIS. Yes, sir.

The CHAIRMAN. State what disposition is made of the 11,000 copies of the current numbers of the Record of the Rebellion that are being printed.

Major DAVIS. Eight thousand three hundred copies are distributed upon designation of the members of the Senate and House, 1,000 copies go to the Executive Departments, and 1,000 copies are retained by the War Department for distribution to contributors and to the officers of

the Army, and 700 are held by the War Department for sale to subscribers.

The CHAIRMAN. The 8,300 copies that you say are subject to distribution by Congress are distributed on the lists furnished by the members of the Forty-seventh Congress, are they not?

Major DAVIS. Yes, sir.

The CHAIRMAN. Is it not a fact that no member of the Forty-eighth, the Forty-ninth, the Fiftieth, or the Fifty-first Congresses has had the right of distribution of any of these documents, unless he was also a member of the Forty-seventh Congress?

Major DAVIS. A statute was passed by the Fiftieth Congress, directing that those not distributed at the date of that statute were to be distributed by the members of the Fiftieth Congress, and a few were so distributed, but not a great many, that occurring only where there were a few numbers that were undistributed on the orders of the members of the Forty-seventh Congress at the time of the passage of this joint resolution by the Fiftieth Congress. The law, which is found in Statutes at Large, vol. 25, p. 618, reads as follows:

That all copies of the Records of the War of the Rebellion, Reports of the Tenth Census, and Report of the Public Lands Commission remaining undistributed, the quota of ex-members of Congress, shall be put to the credit and distributed upon the

orders of their successors, respectively, in the Fiftieth Congress in accordance with the existing provisions of law: *Provided*, That copies of the above named documents standing to the credit of ex-members who, in consequence of changes in the boundaries of Congressional districts, have no direct successors in the present Congress, shall be put to the credit pro rata of the several Representatives of the State in which such districts are located, who were not Representatives in the Forty-seventh Congress: *And provided further*, That this resolution shall not be construed as withholding, from parties already named to receive complete sets of said documents, the volumes yet to be issued.

The CHAIRMAN. What is your experience with reference to the distribution on the lists furnished by members of the Forty-seventh Congress, as to parties named on those lists having passed away by death or removal of residence? Please give fully and in detail your experience in this respect.

Major DAVIS. In the first place, the interest in them constantly increases, and beneficiaries who are living seem to value them more and more highly as time goes on. An arrangement was made with the Postmaster-General by which he was to direct all postmasters to notify the office when any of the books failed to reach a beneficiary. The postmasters obey that circular very generally; so that every little while we hear of a number remaining in a post office unclaimed, and we notify the member of Congress, and a new designation is made.

The CHAIRMAN. That is, you notify the member of Congress from the district in which the post-office from which you receive the notification is situated?

Major DAVIS. Yes, sir.

The CHAIRMAN. Although he may not have been a member of the Forty-seventh Congress?

Major DAVIS. Yes, sir.

The CHAIRMAN. Are not sets very much broken up by this process?

Major DAVIS. Yes, sir.

The CHAIRMAN. The publication of the Record of the Rebellion, distributed by the War Department on these lists in the manner you suggest, commenced with volume 6 of the Record, did it not?

Major DAVIS. Yes, sir.

The CHAIRMAN. Are you able to supply any of the first five volumes?

Major DAVIS. We are not. We have never had any of them.

The CHAIRMAN. What is your opinion as to the advisability of the republication of the first five volumes?

Major DAVIS. I think they should be republished in order to complete the sets. They cover a very interesting part of the operations of the war, and should be reprinted. The plates are stored at the Government Printing Office.

The CHAIRMAN. If they should be reprinted, what is your suggestion as to their distribution? Should they or should they not be sent to all those who were designated by members of the Forty-seventh Congress to receive the Record of the Rebellion, commencing with volume 6?

Major DAVIS. A great many of those beneficiaries have them. They were distributed in the regular course of business by the members. I should say, roughly, that about one-half of the beneficiaries have them.

Mr. RICHARDSON. They would have them only when they happened to be the same parties designated by members of the Forty-seventh Congress?

Major DAVIS. Yes, sir.

Mr. RICHARDSON. Then it would not be necessary to print more than half the number?

Major DAVIS. I think not.

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The CHAIRMAN. That is to say, about 5,000 or 6,000 copies?

Major DAVIS. Yes, sir.

The CHAIRMAN. Have you, in your process of distribution, made any effort to ascertain what number of those now receiving the Record of the Rebellion have full sets?

Major DAVIS. I have not. They are very carefully distributed. An account is kept of every copy sent out, and we do not find more than two or three errors in the 8,300 distributed. And our relations with the postmasters are such that we have reason to believe they have practically all reached the beneficiaries.

The CHAIRMAN. Have you any suggestions to make as to any different or better method of distributing the Record?

Major DAVIS. I have not. I have been so busy since I have been connected with the office in the preparation of the volumes for publication and in carrying them through the press that I have not been able to give much attention to the body of the beneficiaries, and I would have to have the coöperation of members of Congress, I imagine, to make any intelligent examination of the matter.

The CHAIRMAN. In order to ascertain whether these valuable books are being wasted or improperly distributed, do you not think it would be well to communicate through the Post Office Department with every postmaster to whose office these books go, and have them make inquiry as to whether these books are actually being received by the parties designated, and if not, by whom they are received, and whether sets are being maintained intact?

Major DAVIS. I think that would be well.

The CHAIRMAN. The impresssion obtains that the list of names furnished by the members of the Forty-seventh Congress are kept secret by the War Department. Is that true?

Major DAVIS. No, sir. I regard the list of beneficiaries of any particular district as open to examination by the Representative of that district at any time.

Mr. RICHARDSON. But not to the public?

Major DAVIS. No, sir; not to the public.

The CHAIRMAN. Another way by which it could be ascertained whether there is a proper distribution of this publication would be for the present member of Congress from each district to look over the list furnished by the member of the Forty-seventh Congress for his district and give suggestions to you concerning the matter, would it not?

Major DAVIS. Yes, sir. The list is in process of constant revision in that way.

The CHAIRMAN. Of the 700 copies that are retained for sale, how many are probably sold?

Major DAVIS. The number is constantly increasing. It is now about 400.

The CHAIRMAN. What disposition is made of the remainder of the 1,000 copies.

Major DAVIS. The remainder is for distribution to Army officers and contributors to the work.

The CHAIRMAN. What number goes annually to contributors to the work?

Major DAVIS. A little over 100; there are not many of them.

The CHAIRMAN. That leaves you about 800 out of the 1,000.

Major DAVIS. Yes, sir.

The CHAIRMAN. What disposition is made of those?

Major DAVIS. Every officer of the Army of and above the grade of major receives a set.

The CHAIRMAN. How many do they number?

Major DAVIS. Something like 650.

The CHAIRMAN. So that practically the 1,000 copies are exhausted by sale and distribution to contributors and by distribution to the officers of the Army?

Major DAVIS. There are some left over of the quota of the 1,000 that go to the War Department, from which a good many officers are supplied; so that we have upon an average about 250 copies left over—less of the first volumes and more of the last.

The CHAIRMAN. What do you do with those?

Major DAVIS. They are held for sale, and occasionally an assignment is made by the Secretary of War.

The CHAIRMAN. Do naval officers receive them?

Major DAVIS. Three hundred go to the Navy Department for distribution among naval officers.

The CHAIRMAN. You say that 1,000 copies of the 11,000 printed are distributed in the Executive Departments?

Major DAVIS. Yes, sir.

The CHAIRMAN. To whom in the Executive Departments are these distributed?

Major DAVIS. I only know as to the Treasury Department, where a list was prepared when they were alloted, and that list is followed substantially as we distribute them from the War Department. They are distributed to certain bureaus and divisions.

Mr. HAWLEY. They are distributed to the Auditors, the Comptrollers, and to other officials, where they are supposed to be valuable or necessary?

Major DAVIS. Yes, sir.

The CHAIRMAN. Do you know whether or not the copies thus distributed in the Executive Departments are kept in the Departments, or whether they are considered as a personal perquisite of the officers holding the positions?

Major DAVIS. As near as I can get at it, there is something of both; there are official sets, and there are personal sets. The personal sets are complete in some instances, and in others they are incomplete.

The CHAIRMAN. Do you think that the current number should be decreased or diminished, or should it be kept as it is?

Major DAVIS. I think it should be kept as it is. The right on the part of the beneficiaries to receive it has been created, and it would not be just to deprive them of it.

The CHAIRMAN. What is the last volume and number issued?

Major DAVIS. Volume 33, which is the sixtieth book.

The CHAIRMAN. How many volumes will the Record of the Rebellion amount to finally, in your opinion?

Major DAVIS. One hundred and twenty books.

The CHAIRMAN. Constituting how many volumes?

Major DAVIS. Sixty volumes.

The CHAIRMAN. So that you are about half through the publication?

Major DAVIS. We are half through, so far as the number of books is concerned.

The CHAIRMAN. At what rate are you now issuing them?

Major DAVIS. This year we will distribute twenty-four or twenty-five books.

The CHAIRMAN. Looking into the future, in the ordinary run of

events, when do you think the Record of the Rebellion will be completed?

Major DAVIS. The statute requires it to be completed within five years from the 30th of June, 1889. I see no reason why it can not be completed in two years and a half, and it will be at the rate they are being printed now.

Mr. RICHARDSON. Do you know what the 11,000 current edition costs?

Major DAVIS. Volume 33 cost a little over $12,000. The normal book contains 1,000 pages of text and 10 per cent of index. Volume 31, which I hold in my hand, is a normal volume. It cost considerably less than $8,000. The average cost, I should say, is about 70 cents per volume.

The CHAIRMAN. Do you exercise discretion as to the material that goes into the Record of the Rebellion, or do you put in all material?

Major DAVIS. We exercise discretion with reference to the Union side. With reference to the Confederate side, we put in everything we have.

The CHAIRMAN. Upon what lines do you proceed as to the matter of the exclusion or the retention of material?

Major DAVIS. The documents that we print relate to organizations and not to individuals, unless the individuals are inseparably connected with the organizations, as commanding officers of corps, divisions, brigades, etc. We invariably exclude documents relating merely to individuals.

The CHAIRMAN. Suppose that in an official report or letter there is a purely personal allusion, what would you do with that?

Major DAVIS. We would leave it out.

The CHAIRMAN. Have you any further suggestions to make?

Major DAVIS. There is a great demand for the first five volumes of the Rebellion Record. In making our estimates for each year we have to look ahead and make the estimate sufficiently large to do the work, but we can not tell precisely what the size of the volume is going to be, and I think that we would be able each year, from the volumes not coming quite up to the standard, to print those five volumes during the next two years without increasing our appropriations at all, if Congress would give us the authority to do it.

Mr. RICHARDSON. The whole edition?

Major DAVIS. Somewhere between 6,000 and 8,000 copies.

The CHAIRMAN. You think you could print 6,000 or 8,000 of the first five volumes out of the usual annual appropriation for this purpose?

Major DAVIS. Yes, sir.

The CHAIRMAN. As I understand it, the Record of the Rebellion is printed and paid for, not out of the general appropriation for printing, but by a special appropriation. In what bill is that appropriation contained?

Major DAVIS. It is a special appropriation of $235,000 in the sundry civil bill. The Public Printer renders his bills, and we pay him; that is, we deposit the amount of his bill in the Treasury to his credit.

The CHAIRMAN. Have you any suggestions to make as to the lettering on the back of the Record of the Rebellion? I see that you have made a change from the earlier volumes by placing the contents at the bottom of the back. Do you think it would be desirable also to number them?

Major DAVIS. We do number them. We put a serial number on each volume, and I wish it had been done from the beginning; it would have saved us a great deal of trouble.

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The CHAIRMAN. So that you now not only give the contents of the volume upon its back, but you give a serial number also, which shows the total number of volumes issued up to date?

Major DAVIS. Yes, sir.

The CHAIRMAN. Have you anything to suggest to the committee with reference to the indexing of the publication?

Major DAVIS. That is being done. It is a very large work, and we are doing very much in the way of inexpensive experiments in working out our problem, which is to get the general index into one volume, and by making double pages and using a special style of type we hope to be able to do it.

The CHAIRMAN. You have no expectation of issuing any index until the whole work is completed, except that which follows each volume?

Major DAVIS. The general index will follow the last volume and will be an index to the indexes. This of course would only refer to the indexes of the separate volumes. That is embraced in the series and

would be of course the last volume, and the problem is to make it sufficiently comprehensive and still get it in one book, because a general index is of no value unless in a single volume.

STATEMENT OF MR. ASA C. PALMER, FOREMAN OF THE FOLDING ROOM OF THE HOUSE OF REPRESENTATIVES.

The CHAIRMAN. Please state your name and official position.

Mr. PALMER. Asa C. Palmer, foreman of the folding room of the House of Representatives.

The CHAIRMAN. How long have you held that position?

Mr. PALMER. I have been there since January, 1890.

The CHAIRMAN. What publications of the Government are handled in the folding room of the House?

Mr. PALMER. There is a very long list of them.

The CHAIRMAN. I mean in a general way.

Mr. PALMER. All the documents that are furnished members for distribution?

The CHAIRMAN. That is to say, you receive none of the up-number, or unbound documents, but only such books as are ordered for distribution by the members of the House?

Mr. PALMER. Yes, sir; a large number of pamphlets, reports of committees, etc. Everything for distribution by members comes to our room.

The CHAIRMAN. The duty of folding speeches, etc., also devolves upon your room, does it not?

Mr. PALMER. Yes, sir; speeches and documents. We also label them and prepare them for the post-office.

The CHAIRMAN. Do you know the number of documents due members of Congress that have accumulated in the folding room of the House.

Mr. PALMER. No, sir; but I can give you some idea. I have an inventory of the documents that were in the folding room at the beginning of the term of the present Doorkeeper.

Mr. Palmer produced House Mis. Doc. No. 8, Fifty-first Congress, first session, showing the number of books, maps, and pamphlets on hand in the folding room of the House on December 2, 1889, which is as follows:

[House Mis. Doc. No. 8, Fifty-first Congress, first session.]

PUBLIC DOCUMENTS IN FOLDING ROOM.

Letter from the Doorkeeper, transmitting a list of public documents in the folding room of the House of Representatives.

DOORKEEPER'S OFFICE,
HOUSE OF REPRESENTATIVES UNITED STATES,
Washington, D. C., December 2, 1889.

SIR: I have the honor herewith to transmit for your information a correct list of all books, maps, and pamphlets remaining in the folding rooms of this department at this date.

Respectfully, your obedient servant,

A. B. HURT,
Doorkeeper House of Representatives.

Hon. THOS. B. REED,
Speaker House of Representatives.

OFFICE SUPERINTENDENT FOLDING ROOM,
December 2, 1889.

SIR: I hereby certify that the following is a correct list of books, maps, and pamphlets remaining in this department on December 2, 1889.

JOHN G. HEALY,
Superintendent.

A. B. HURT,
Doorkeeper, House of Representatives.

Inventory of books, maps, and pamphlets in the folding room, House of Representatives, beginning of the Fifty-first Congress.

	Volumes on hand.
Agricultural Report, 1864	31
Agricultural Report, 1865	9
Agricultural Report, 1867	17
Agricultural Report, 1868	3
Agricultural Report, 1869	6
Agricultural Report, 1871	16
Agricultural Report, 1872	13
Agricultural Report, 1873	34
Agricultural Report, 1874	108
Agricultural Report, 1875	110
Agricultural Report, 1876	30
Agricultural Report, 1877	177
Agricultural Report, 1878	595
Agricultural Report, 1879	652
Agricultural Report, 1880	20
Agricultural Report, 1881–'82	2,207
Agricultural Report, 1883	2,115
Agricultural Report, 1884	6,321
Agricultural Report, 1885	9,703
Agricultural Report, 1886	28,542
Agricultural Report, 1887	93,460
Agricultural Report, 1888	209,441
Animal Industry, 1884	3,781
Animal Industry, 1885	5,448
Animal Industry, 1886	10,212
Animals, Disease of, No. 12	58
Animals, Disease of, No. 22	674
Animals, Disease of, No. 34	260
Annals of War, Vol. 3	15
Annals of War, Vol. 4	56
Annals of War, Vol. 5	131
Annals of War, Vol. 1	2
Alaska, Allen	720
Alaska, Nelson	939
Alaska, Schwatka	803
Alaska, Turner	706
Alaska, Education in	667
Astronomical Observations, 1861	220
Astronomical Observations, 1862	250
Astronomical Observations, 1863	440
Astronomical Papers, Velocity of Light	40
Astronomical Papers, Transit of Mercury	120
Alabama Claims	73
Arid Regions	47
Art and Industry	675
Arguments before the Committee on Patents	8
Attorney-General, Digest	11
Attorney-General, 1876	25
Attorney-General, 1879	112
Attorney-General, 1880	94
Attorney-General, 1881	130
Attorney-General, 1882	230
Attorney-General, 1883	372
Attorney-General, 1884	502
Attorney-General, 1885	585
Attorney-General, 1886	663
Attorney-General, 1887	1,195
Attorney-General, 1888	1,142
Annals of War, Vol. 2	13
Burchard (Precious Metals), 1880	142
Burchard (Precious Metals), 1881	177
Burchard (Precious Metals), 1882	131
Burchard (Precious Metals), 1883	432
Burchard (Precious Metals), 1884	710
Black Hills of Dakota, with Map	17
Coast Survey, 1867	6
Coast Survey, 1868	16
Coast Survey, 1869	1
Coast Survey, 1871	1
Coast Survey, 1872	68
Coast Survey, 1886	1,179
Coast Survey, 1887	1,669
Commercial Relations, 1870	20
Commercial Relations, 1873	4
Commercial Relations, 1875	15
Commercial Relations, 1876	26
Commercial Relations, 1877	18
Commercial Relations, 1878	17
Commercial Relations, 1879 (Supplement)	185
Commercial Relations, 1880–81	106

Inventory of books, maps, and pamphlets in the folding room, etc.—Continued.

	Volumes on hand.
Commercial Relations, 1882–'83	614
Commercial Relations, 1884–'85	704
Commercial Relations, 1885–'86	1,281
Commerce and Navigation, 1871	41
Commerce and Navigation, 1872	10
Commerce and Navigation, 1873	3
Commerce and Navigation, 1874	12
Commerce and Navigation, 1876	28
Commerce and Navigation, 1877	18
Commerce and Navigation, 1878	16
Commerce and Navigation, 1879	72
Commerce and Navigation, 1880	143
Commerce and Navigation, 1882	14
Commerce and Navigation, 1883	269
Commerce and Navigation, 1884	782
Commerce and Navigation, 1885	890
Commerce and Navigation, 1886	1,501
Commerce and Navigation, 1887	2,723
Commerce and Navigation, 1888	4,201
Commerce and Navigation, 1875	3
Cotton Insect	88
Cotton Worm	168
Cattle and Dairy Farming, No. 1	233
Cattle and Dairy Farming, No. 2	8,197
Centennial Exposition, volumes 1 and 2	470
Centennial Exposition (9 vols.), 1876	80
Colorado Atlas	41
Columbia River, 1881	314
Coinage and Banking Laws	1,516
Cholera Epidemic, 1873	2
Consular Report, 1880–'81	912
Consular Report, 1885	364
Catalogue	732
Contract Labor (Immigration)	4,809
Chinese Immigration	5
Credit Mobilier (Wilson committee)	30
Charters and Constitutions, United States	2
Directories, first session Forty-third Congress	8
Directories, second session Forty-fourth Congress	76
Directories, third session Forty-fifth Congress	131
Directories, third session Forty-sixth Congress	427
Directories, first session Forty-seventh Congress	622
Directories, first session Forty-eighth Congress	1,366
Directories, second session Forty-eighth Congress	980
Directories, first session Forty-ninth Congress	390
Directories, second session Forty-ninth Congress, second edition	1,221
Directories, second session Forty-ninth Congress, first edition	672
Directories, first session Fiftieth Congress, first edition	259
Directories, first session Fiftieth Congress, second edition	160
Directories, first session Fiftieth Congress, third edition	1,153
Directories, second session Fiftieth Congress, first edition	1,866
Directories, second session Fiftieth Congress, second edition	4,863
Education, 1873	12
Education, 1874	55
Education, 1877	85
Education, 1878	251
Education, 1879	232
Education, 1880	673
Education, 1881	2,748
Education, 1882–'83	809
Education, 1883–'84	2,153
Education, 1884–'85	3,209
Education, 1885–'86	4,712
Education, 1886–'87	4,814
Engineers, 1876–'77	14
Engineers, 1877–'78	5
Engineers, 1878–'79	23
Engineers, 1879	41
Engineers, 1880–'81	73
Engineers, 1881–'82	120
Engineers, 1882–'83	158
Engineers, 1883–'84	411
Engineers, 1884–'85	494
Engineers, 1885–'86	575
Engineers, 1886–'87	1,058
Engineers, 1887–'88	1,144
Engineers, 1888–'89	1,564
Entomology, 1880–'82	1,023
Entomology, 1883–'85	3,182
Ethnology, 1879–'80	149
Ethnology, 1880–'81	656
Ethnology, 1881–'82	582
Ethnology, 1882–'83	1,597
Ethnology, 1883–'84	4,216
European Dock-Yards, No. 1	378
European Dock-Yards, No. 2	1,523
Electoral Commission, 1877	32
Eulogies (Allen)	583
Eulogies (Anthony)	821
Eulogies (Arnot)	3,856
Eulogies (Beach)	3,709
Eulogies (Burnside)	139
Eulogies (Carpenter)	65
Eulogies (Clark)	58
Eulogies (Cole)	3,560
Eulogies (Dowdney)	4,590
Eulogies (Douglas)	191
Eulogies (Duncan)	1,615
Eulogies (Ellwood)	2,252
Eulogies (Evans)	1,298
Eulogies (Fair)	490
Eulogies (Hahn)	4,799
Eulogies (Hartridge)	145
Eulogies (Haskell)	563
Eulogies (Hawk)	524
Eulogies (Hendricks)	2,675
Eulogies (Henry)	35
Eulogies (Herndon)	677
Eulogies (Houston)	240
Eulogies (Lay)	18
Eulogies (Leonard)	108
Eulogies (Logan)	4,384
Eulogies (Lowe)	447
Eulogies (Miller)	4,138
Eulogies (O'Connor)	404
Eulogies (Orth)	231
Eulogies (Pike)	4,393
Eulogies (Price)	4,860
Eulogies (Quinn)	70
Eulogies (Rankin)	2,116
Eulogies (Rice, Croker, Hersey, and Hooper), each	1
Eulogies (Updegraff)	434
Eulogies (Welch)	44
Eulogies (Williams)	68
Eulogies (Wood)	162
Eulogies (Hill)	28
Eulogies (Garfield)	70
Eulogies (Bogy)	30
Eulogies (Shackelford)	3
Eulogies (Stevens)	28
Eulogies (Starkweather)	38
Eulogies (Schleicher)	29
Eulogies (Hooker)	1
Eulogies (Parson)	14
Eulogies (Morton)	16
Fish and Fisheries (2 vols.)	202
Fish Industry, Sec. 2 (1 vol.)	2,209
Fish Industry, Secs. 3 and 4 (1 vol.)	3,133
Fish Industry, Sec. 5 (3 vols.)	3,447
Fish Bulletin, Vol. 1	142
Fish Bulletin, Vol. 2	196
Fish Bulletin, Vol. 3	133
Fish Bulletin, Vol. 4	390
Fish Bulletin, Vol. 5	526
Fish Bulletin, Vol. 6	1,155
Fish Commission, Part 3	103
Fish Commission, Part 4	68
Fish Commission, Part 5	61
Fish Commission, Part 6	107
Fish Commission, Part 7	285
Fish Commission, Part 8	377
Fish Commission, Part 9	745

Inventory of books, maps, and pamphlets in the folding room, etc.—Continued.

	Volumes on hand.
Fish Commission, Part 10	732
Fish Commission, Part 11	1,532
Fish Commission, Part 12	1,602
Fish Commission, Part 13	2,425
Forestry, 1877	58
Forestry, 1878	5
Forestry, 1882, Part 3	134
Finance, 1875	5
Finance, 1876	5
Finance, 1878	8
Finance, 1879	20
Finance, 1880	21
Finance, 1881	98
Finance, 1882	100
Finance, 1883	170
Finance, 1884	163
Finance, 1888	1,424
Foreign Relations, 1883	572
Foreign Relations, 1884	832
Foreign Relations, 1885	2,000
Foreign Relations, 1886	1,213
Foreign Relations, 1887	2,773
Foreign Commerce, 1878	35
Foreign Labor, 1878	29
Foreign Labor, 1884	340
Flags of Maritime Nations	112
Greely Expedition (Schley)	282
Geographical Congress, 1881	652
Garfield Statue	1,915
Gold and Silver, 1885	1,045
Gold and Silver, 1886	1,398
Gold and Silver, 1887	2,296
Gold and Silver, 1888	2,929
High Plateau of Utah and Map	15
Henry Mountains (Geological)	273
Hayden, Vol. 3	2
Hayden, Vol. 8	351
Hayden, 1877	35
Hayden, 1878	239
Hayden, Vol. 12, Rhizopods	8
Health, 1879	176
Health, D. C., 1883	98
Health, D. C., 1884	64
Health, D. C., 1885	61
Health, D. C., 1886	156
Health, D. C., 1887	141
Health, D. C., 1888	240
Internal Commerce, 1876	22
Internal Commerce, 1879	60
Internal Commerce, 1880	246
Internal Commerce, 1882	687
Internal Commerce, 1884	1,365
Internal Commerce, 1886	8,482
Internal Commerce, 1887	3,270
Immigration, 1871	18
Interstate Commerce (2 vols)	2,193
Interstate Commerce, 1888	2,952
Import Duties	576
Indian Affairs, 1871	18
Iron and Steel, Vol. 1	234
Iron and Steel, Vol. 2	181
Industrial Art (Butterworth)	701
Irrigation in California	20
Interior, 1874–75, Vols. 1 and 2	2
Interior, 1875–76, Vol. 1	4
Interior, 1877–78, Vol. 1	4
Interior, 1878–79, Vol. 2	80
Interior, 1880–81, Vols. 1 and 2	8
Interior, 1881–82, Vol. 2 (Indian Affairs)	56
Interior, 1880–81, Vol. 3 (Geology)	266
Interior, 1881–82, Vol. 1	201
Interior, 1882–83, Vol. 1	270
Interior, 1882–83, Vol. 2	263
Interior, 1882–83, Vol. 3 (Geology)	427
Interior, 1883–84, Vol. 1	324
Interior, 1883–84, Vol. 2	562
Interior, 1883–84, Vol. 3 (Geology)	368
Interior, 1884–85, Vol. 1	473
Interior, 1884–85, Vol. 2 (Indian Affairs)	601
Interior, 1884–85, Vol. 3 (Geology)	759
Interior, 1885–86, Vol. 1	729
Interior, 1886–86, Vol. 2 (Indian Affairs)	609
Interior, 1885–86, Vol. 3 (Geology)	905
Interior, 1885–86, Vol. 4	815
Interior, 1886–87, Vol. 1	1,005
Interior, 1886–87, Vol. 2 (Indian Affairs)	740
Interior, 1886–87, Vol. 4	1,198
Interior, 1887–88, Vol. 1	1,071
Interior, 1887–88, Vol. 2 (Indian Affairs)	1,105
Interior, 1887–88, Vol. 4 (Education)	1,455
Interior, 1887–88, Vol. 5 (Labor)	1,207
Interior, 1888–89, Vol. 1	1,697
Interior, 1888–89, Vol. 2 (Indian Affairs)	1,696
Interior, 1888–89, Vol. 3	1,696
Interior, 1886–87, Vol. 6	1,696
Labor and Capital, Vol. 1	3,669
Labor and Capital, Vol. 2	3,973
Labor and Capital, Vol. 3	4,517
Labor and Capital, Vol. 4	4,227
Labor Report (Wright's) No. 1	6,597
Labor Report (Wright's) No. 2	8,329
Labor Report (Wright's) No. 3	18,504
Labor Report (Wright's) No. 4	21,512
Lady Franklin Expedition	1,083
Lawrence Decisions, Vol. 3	329
Lawrence Decisions, Vol. 4	596
Lawrence Decisions, Vol. 5	568
Lawrence Decisions, Vol. 6	843
Laws, second session Thirty-eighth Congress	25
Laws, first session Thirty-ninth Congress	14
Laws, second session Thirty-ninth Congress	17
Laws, second session Fortieth Congress	12
Laws, third session Fortieth Congress and first session Forty-first Congress	136
Laws, second session Forty-first Congress	162
Laws, third session Forty-first Congress and first session Forty-second Congress	170
Laws, third session Forty-second Congress	163
Laws, first session Forty-third Congress	469
Laws, second session Forty-third Congress	132
Laws, third session Forty-third Congress	8
Laws, first session Forty-fourth Congress	47
Laws, second session Forty-fourth Congress	922
Laws, first session Forty-fifth Congress	14
Laws, second session Forty-fifth Congress	83
Laws, third session Forty-fifth Congress	484
Laws, first session Forty-sixth Congress	165
Laws, second session Forty-sixth Congress	181
Laws, first session Forty-seventh Congress	246
Laws, second session Forty-seventh Congress	214
Laws, first session Forty-eighth Congress	680
Laws, second session Forty-eighth Congress	1,090
Laws, first session Forty-ninth Congress	1,670
Laws, second session Forty ninth Congress	2,379
Laws, first session Fiftieth Congress	4,933
Laws, second session Fiftieth Congress	6,200
Laws, third session Forty-sixth Congress	264
Monetary Conference, 1878	937
Monetary Conference, 1881	1,089
Maps, United States, first edition	251
Maps, United States, second edition	4,103
Mississippi Election Cases	28
Metric Coinage, 1879	66
Medical History, Part 2	9
Medical History, Vol. 3	2,387
Mineral Resources, 1867	15
Mineral Resources, 1869	22
Marshall Statue	750
Message and Documents (Abridgment), 1873–74	5
Message and Documents (Abridgment), 1874–75	14
Message and Documents (Abridgment), 1875–76	110
Message and Documents (Abridgment), 1876–77	60
Message and Documents (Abridgment), 1877–78	21

Inventory of books, maps, and pamphlets in the folding room, etc.—Continued.

	Volumes on hand.
Message and Documents (Abridgment), 1878–'79	269
Message and Documents (Abridgment), 1879–'80	191
Message and Documents (Abridgment), 1880–'81	484
Message and Documents (Abridgment), 1881–'82	801
Message and Documents (Abridgment), 1882–'83	1,040
Message and Documents (Abridgment), 1883–'84	1,161
Message and Documents (Abridgment), 1884–'85	4,676
Message and Documents (Abridgment), 1885–'86	6,830
Message and Documents (Abridgment), 1886–'87	10,958
Message and Documents (Abridgment), 1887–'88	16,214
Nautical Almanac, 1884 (Coasters)	30
Nautical Almanac, 1884	16
Nautical Almanac, 1885	46
Nautical Almanac, 1886	61
Nautical Almanac, 1887	53
Nautical Almanac, 1888	25
Nautical Almanac, 1889	124
Nautical Almanac, 1890	202
Nautical Almanac, 1891	226
Nautical Almanac, 1892	201
Nautical Almanac, 1894 (Supplement)	186
National Museum, 1884	1,860
National Academy, Memoirs, Vol. 2, 1883	498
National Academy, Memoirs, Vol. 3, 1884	477
National Academy, Memoirs, Vol. 3, part 2, 1886	1,114
National Academy of Science, Report, 1883	519
New York Election Frauds	318
Newburgh Celebration	1,491
Navigation Laws	768
Nicaragua Canal, 1895	
Navy and Post-Office Departments, 1870–'72	600
Navy and Post-Office Departments, 1871–'72	20
Navy and Post-Office Departments, 1872–'73	31
Navy and Post-Office Departments, 1876–'77	30
Navy and Post-Office Departments, 1878–'79	54
Navy and Post-Office Departments, 1879	16
Navy and Post-Office Departments, 1880–'81	50
Navy and Post-Office Departments, 1881–'82	28
Navy and Post-Office Departments, 1882–'83	195
Navy and Post-Office Departments, 1883–'84	179
Navy and Post-Office Departments, 1884–'85	404
Navy and Post-Office Departments, 1885–'86	574
Navy and Post-Office Departments, 1886–'87	548
Navy and Post-Office Departments, 1887–'88	711
Navy and Post-Office Departments, 1888–'89	1,242
Ordnance and War Ships	1,228
Ordnance and Navy, 1882–'83	1,262
Ordnance, 1875–'76	280
Ordnance, 1876–'77	41
Ordnance, 1877–'78	23
Ordnance, 1878–'79	2
Ordnance, 1879	33
Ordnance, 1880–'81	63
Ordnance, 1881–'82	166
Ordnance, 1882–'83	92
Ordnance, 1883–'84	315
Ordnance, 1883–'84	465
Ordnance, 1884–'85	473
Ordnance, 1885–'86	818
Ordnance, 1886–'87	825
Ordnance, 1887–'88	1,332
Ordnance, 1888–'89	1,453
Orange Insects	480
Post-Master-General, Vols. 1 and 2	47
Portraits of Ex-Speakers (addresses)	4,410
Precious Metals, 1880	1,414
Paris Exposition, 1878 (5 vols.)	148
Powell, 1880–'81	260
Powell, 1881–'82	551
Powell, 1882–'83	1,120
Powell, 1883–'84	1,229
Powell, 1884–'85	1,672
Powell, Vol. 4	188
Powell, Vol. 5	346
Post-Office Department, 1872–'73	35
Post-Office Department, 1873–'74	31
Post-Office and Attorney-General, 1875–'76	5
Post-Office and Attorney-General, 1877–'78	5
Post-Office and Attorney-General, 1878–'79	2
Post-Office and Attorney-General, 1879–'80	27
Post-Office and Attorney-General, 1876–'77	4
Post-Office Department, 1880–'81	65
Post-Office Department, 1881–'82	132
Post-Office Department, 1882–'83	166
Post-Office Department, 1883–'84	281
Post-Office Department, 1884–'85	391
Post-Office Department, 1885–'86	494
Post-Office Department, 1886–'87	857
Post-Office Department, 1887–'88	1,095
Post-Office Department, 1888–'89	1,175
Revised Statutes, United States (Supplement)	2
Revised Statutes, District of Columbia	26
Repression of Crime	11
Rocky Mountain Locust, 1877	45
Rocky Mountain Locust, Vol. 2	166
Resources of Alaska, 1879	18
Records, second session Thirty-ninth Congress	24
Records, second session Fortieth Congress	135
Records, third session Fortieth Congress	351
Records, first session Forty-first Congress	62
Records, third session Forty-first Congress	254
Records, second session Forty-second Congress	10
Records, third session Forty-second Congress	384
Records, second session Forty-first Congress	2
Records, first session Forty-third Congress	21
Records, second session Forty-third Congress	294
Records, first session Forty-third Congress	7
Records, second session Forty-fourth Congress	32
Records, third session Forty-fifth Congress	98
Records, special session Forty-fifth Congress	15
Records, second session Forty-fifth Congress	17
Records, first session Forty-sixth Congress	17
Records, second session Forty-sixth Congress	24
Records, third session Forty-sixth Congress	112
Records, first session Forty-seventh Congress	158
Records, second session Forty-seventh Congress	353
Records, first session Forty-eighth Congress	313
Records, second session Forty-eighth Congress	482
Records, special session Forty-seventh Congress	222

Inventory of books, maps, and pamphlets in the folding room, etc.—Continued.

	Volumes on hand.
Records, special session Forty-third Congress	56
Records, first session Forty-ninth Congress	620
Records, second session Forty-ninth Congress	769
Records, first session Fiftieth Congress	1,010
Records, second session Fiftieth Congress	1,802
Statistical Abstract, 1885	3,155
Statistical Abstract, 1886	2,400
Statistical Abstract, 1887	4,863
Statistical Abstract, 1888	7,356
Standard Stars	98
Sea-Coast Defense, 1862	14
Sheep Husbandry	64
Surgical History, Vol. 2, Part 2	33
Surgical History, Vol. 2, Part 3	270
Silver Commission, Vol. 2	60
Silver Commission, 1876	1,158
Sullivan Report, 1883	443
Sugar Beet	265
Senate Election Cases	697
Sorghum Sugar, 1882	408
South American Commission, Part 1, 1884	3,643
South American Commission, Part 2, 1884	5,371
State Department, 1871–'72	94
State Department, 1872–'73	52
State Department, 1872–'73 (5 vols.)	40
State Department, 1873–'74	8
State Department, 1875–'76	9
State Department, 1877–'78	15
State Department, 1877–'78 (Appendix)	21
State Department, 1879	70
State Department, 1876–'77	21
State Department, 1878–'79	3
State Department, 1880–'81	96
State Department, 1881–'82	314
State Department, 1882–'83	326
Signal, 1872	11
Signal, 1875–'76	22
Signal, 1876–'77	12
Signal, 1879	68
Signal, 1880–'81	225
Signal, 1881–'82	305
Signal, 1882–'83	190
Signal, 1883–'84	499
Signal, 1884–'85	577
Signal, 1885–'86	796
Signal, 1886–'87	1,057
Signal, 1887–'88	1,286
Signal, 1888–'89	1,530
Smithsonian, 1866	42
Smithsonian, 1878	5
Smithsonian, 1879	56
Smithsonian, 1880	164
Smithsonian, 1881	288
Smithsonian, 1882	653
Smithsonian, 1883	905
Smithsonian, 1884	1,086
Smithsonian, 1885	1,692
Smithsonian, 1885, Part 2	2,609
Smithsonian, 1886	4,124
Smithsonian, 1886, Part 2	4,163
Surgeon-General Navy, 1882–'83	132
Surgeon-General Navy, 1883–'84	471
Surgeon-General Navy, 1884–'85	525
Surgeon-General Navy, 1885–'86	495
Treasury Report, 1885	695
Test of Metals, 1884	820
Test of Metals, 1885	963
Tariff Commission, 1882, Vols. 1 and 2	31
Tariff Compilation, 1884	736
Treaties, United States, 1776 to 1887	1,580
Tornadoes, No. 4	312
Total Solar Eclipse	181
Transportation Routes to Seaboard	226
Veto Messages	694
Wool Fibers, 1886	2,474
Wool Manufactures	1,530
West Point Visitors	1,424
Washington Monument	901
Wharton's Digest, first edition	325
Wharton's Digest, second edition	856
Wheeler, Vol. 2	9
Wheeler, Vol. 3	1
Wheeler, Vol. 3 (Supplement)	68
Wheeler, Vol. 6	3
Wheeler, Vol. 7	12
War in Egypt	514
War Department, 1865–'66, Part 3	50
War Department, 1865–'66, Part 4	113
War Department, 1876–'77	19
War Department, 1877–'78	26
War Department, 1878–'79	6
War Department, 1879–'80	40
War Department, 1880–'81	127
War Department, 1881–'82	56
War Department, 1882–'83	196
War Department, 1883–'84	412
War Department, 1884–'85	544
War Department, 1885–'86	639
War Department, 1886–'87	867
War Department, 1887–'88	1,260
War Department, 1888–'89	1,412
War Department, 1875–'76	22
Yorktown Celebration	267
Tariff Bill (Randall)	850
Tariff Bill (Mills)	600
Tariff Comparison	2,000
Tariff Report, 1888	4,000
Fabrics of Ancient Peru	2,200
Fishery Treaty (Edmunds Report)	7,200
French Spoliation Claims, 1885	1,561
French Spoliation Claims, 1886	544
Imported Merchandise	11,995
Indian Language (Iroquois)	1,499
Indian Language (Muskhoges)	1,826
Indian Language (Sionan)	500
National Academy Sciences, Report, 1887	1,276
Ohio Historic Mounds	4,846
Ohio Earthworks (Survey)	1,536
Pacific Railroad Commission Report (Rogers)	6,450
Payment of Awards	1,288
President's Message (Cleveland, Annual) second session Fiftieth Congress	1,780
President's Message (Relations with Canada)	8,200
Sunday Rest Hearing	12,675
President's Message, first session Fiftieth Congress	1,340
Rights American Fishermen	4,500
Rights American Fishermen, second edition	1,810
Treasury Report, 1886	790
Treasury Report, 1887	1,240

JOHN G. HEALY,
Superintendent Folding Room:

SIR: The foregoing is a correct inventory of books, maps, and pamphlets in the folding room, House of Representatives, United States, to the best of my knowledge and belief.

Yours respectfully,

J. MARTIN MCKAY,
Foreman.

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The CHAIRMAN. Can you approximate the number of public documents now in the folding room of the House?

Mr. PALMER. There are about 900,000 volumes, weighing in the neighborhood of 1,500 tons.

The CHAIRMAN. Where are they?

Mr. PALMER. They are in about twenty different rooms in the basement and in the sub basement; some are in the vaults in the terrace (all in the House wing of the Capitol), and some are in the annex on Pennsylvania avenue, between Second and Third streets, the old Adams Express building.

The CHAIRMAN. Do any of these belong to members of Congress whose term of office has expired, and if so, about what proportion?

Mr. PALMER. Yes, sir. They are going out now all the time. We send out 100 or 150 bags a day. Our book-account business with members is all done upstairs in the superintendent's office. The foreman and clerks downstairs have nothing to do with members' accounts except to fill orders as they come down. I have an account of the amount we have taken in since the beginning of the Fifty-first Congress, and the amount sent out differs only 15,000 or 20,000 volumes from the amount received, and large orders are now being received from members for books to their credit to be forwarded to their districts. I was surprised when I figured it out; I thought they were accumulating faster than that.

The CHAIRMAN. If your estimate that there are 900,000 documents in the folding room of the House is correct, that would make about 2,300 for each member, would it not?

Mr. PALMER. Yes, sir.

The CHAIRMAN. Are there any members of the House who make no distribution of public documents whatever?

Mr. PALMER. I do not know of any who make no distribution. Some of them distribute a great many more documents than others, but outgoing members seem to clean up their accounts very generally, sending them to their home address. Some turn over their documents to their successor.

The CHAIRMAN. Is there any system of exchange among members, to your knowledge, by which one member will surrender to another documents that his constituents may not want for those they do want?

Mr. PALMER. In relation to that, it would be a mere matter of judgment.

The CHAIRMAN. I am asking you as to the fact.

Mr. PALMER. I think they do. Some members will exchange agricultural or other reports for documents of a different character, to suit the constituencies they represent. I judge that to be the case from the way the orders come down to the room. I know that orders come to transfer documents from one member to another.

The CHAIRMAN. Do you know of any sales of public documents by members of Congress?

Mr. PALMER. I do not.

The CHAIRMAN. Have you any suggestions to make as to a better and more economical method of distributing documents?

Mr. PALMER. I do not know how the method of distribution could be improved, unless the whole thing were consolidated and put in the same building with the Government Printing Office, or in close proximity to it.

The CHAIRMAN. You think there would be advantage in the establishment of a central distributing office?

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Mr. PALMER. I do. You would save the expense of hauling from the Government Printing Office, and there would be a saving in many other ways. Members could send their slips or labels to the consolidated folding room just as they send them to our room now; and if a departmental postal clerk were stationed there, mail could be sent direct to the railway stations instead of being hauled to the city post-office, as at

present, necessitating its transfer from there to the railway station. This would avoid unnecessary hauling, and would also relieve the city post-office, which is very much crowded for room.

STATEMENT OF MR. JOHN W. POWELL, DIRECTOR OF THE U. S. GEOLOGICAL SURVEY.

The CHAIRMAN. Please state your official position.

Mr. POWELL. I am Director of the Geological Survey in the Interior Department.

The CHAIRMAN. How long have you served in that position?

Mr. POWELL. I have served about 10 years in my present position.

Mr. HAWLEY. And how long in that Department?

Mr. POWELL. Twenty-two years.

The CHAIRMAN. State in a general way, by title, the books and publications issued by the Geological Survey.

Mr. POWELL. The Annual Report, which is submitted with the report of the Secretary of the Interior; a report on the Mineral Resources of the United States, which is published annually; a series of publications which we call monographs, and which are printed in quarto form from time to time, as larger researches are completed; and another series which we call bulletins, and which are printed in octavo form from time to time as important discoveries are made. There are four series in all.

The CHAIRMAN. I understand the Annual Report of the Geological Survey to be a quarto publication.

Mr. POWELL. The Annual Report is an imperial octavo—large octavo.

The CHAIRMAN. The Annual Report is made by you to the Secretary of the Interior?

Mr. POWELL. Yes, sir.

The CHAIRMAN. It becomes, therefore, not only a part of his report, as an attached document, but it also becomes one of the series of documents accompanying the President's message?

Mr. POWELL. Precisely.

The CHAIRMAN. Do you know the number of the Annual Report of the Geological Survey printed by reason of its being one of the documents accompanying the President's message?

Mr. POWELL. The annual reports of the Survey are issued in four editions. The first comprises the "usual number" ordered by Congress, which was fixed at 1,900 for several years, but has now been decreased to 1,734, I am informed; the second is a Congressional edition of 3,000 copies to accompany the annual reports of the Executive Departments, for which there is a special statute, 1,000 of which are for the use of the Senate and 2,000 for the use of the House of Representatives; the third is an edition of 750, ordered by the Secretary of the Interior, to accompany and form a part of his report; and the fourth is an edition of variable number, published under joint or concurrent resolutions of Congress, of which a part are designed for the use of the Senate, a part for the use of the House of Representatives, and a part for distribution by the Geological Survey.

The CHAIRMAN. The last-named edition is usually 15,500 copies, is it not?

Mr. POWELL. Of the first two annuals published under my directorship the number was 11,000; of the last six, 15,500.

The CHAIRMAN. Please state the whole number published that are subject to distribution by members of Congress?

Mr. POWELL. Of the "usual number" edition of 1734, nearly all are subject to distribution by members of Congress—I can not state the precise number. Of the Congressional edition of 3,000 copies, all are subject to distribution by members of Congress. Of the edition of 750, ordered by the Secretary of the Interior, none are subject to distribution by members. Of the edition of 15,500, ordered by special resolution of Congress, 10,500 are subject to distribution by members of Congress, the remaining 5,000 being distributed by the Geological Survey. Thus

the total number of copies of the Annual Report of the Geological Survey subject to distribution by members of Congress is about 15,000.

The CHAIRMAN. What number do you print of the Annual Report on the Mineral Resources of the United States?

Mr. POWELL. Three thousand.

The CHAIRMAN. That is in addition to the usual number?

Mr. POWELL. Yes, sir.

The CHAIRMAN. Are any of those printed for distribution by the Geological Survey?

Mr. POWELL. Those 3,000 are for sale and exchange only.

The CHAIRMAN. No extra copies are usually printed of the report on Mineral Resources, are there?

Mr. POWELL. Yes, sir. Each year the Secretary of the Interior orders a special edition of 3,000 additional copies, and of these the Survey receives 2,000 copies.

The CHAIRMAN. State how many copies of the monographs are printed annually.

Mr. POWELL. 4,734. This number is made up of 3,000, provided for in the law creating the Geological Survey, plus the usual number, 1,734.

The CHAIRMAN. What number of the bulletins are printed?

Mr. POWELL. The same.

The CHAIRMAN. So that of the last three publications there are none whatever distributed by the Geological Survey or by the Department of the Interior, except those that are sold under the provisions of the general law?

Mr. POWELL. None except the 3,000 copies of each of the reports on Mineral Resources above referred to as ordered by the Secretary. And I should add that in the cases of three of the bulletins—Nos. 5, 32, and 50—which are on subjects believed to be of wide interest, 500 additional copies of each have been printed for distribution by order of the Secretary of the Interior. It should be remembered, too, that a certain number of the special reports go to designated libraries.

The CHAIRMAN. That is of the usual number?

Mr. POWELL. No, sir; more than that. A part of the usual number goes to designated libraries and about 850 additional copies go to them.

The CHAIRMAN. By whom are they distributed?

Mr. POWELL. They are sent by the Department of the Interior to libraries named by Senators, Representatives, and Delegates.

The CHAIRMAN. In addition to the 450, or thereabouts, that are designated?

Mr. POWELL. Yes, sir; that is, in addition to the 450 designated,

every Senator, Representative, and Delegate is authorized to designate two additional libraries to which they are sent.

The CHAIRMAN. Is that a provision of law having reference to these particular publications?

Mr. POWELL. Yes, sir.

The CHAIRMAN. Can you refer to the statute?

Mr. POWELL. Yes, sir; the statute is as follows:

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be distributed from the number of special memoirs and reports of the United States Geological Survey, now authorized by law, one copy of every such publication to every public library which shall be designated to the Secretary of the Interior, as follows: Two public libraries to be designated by each of the Senators from the States, respectively, two public libraries by the Representative in Congress from every Congressional district, and two public libraries by the Delegate from every Territory; such public libraries to be additional to those to which the said publications are distributed under existing law.

(Statutes at Large, vol. 24, p. 647.)

The CHAIRMAN. What is the method of distribution by the Geological Survey? Please give it in detail, stating particularly what methods you pursue to prevent duplication of the works in the hands of recipients.

Mr. POWELL. Classified by the method of distribution, the documents are (1) those disposed of only by sale or exchange, including the monographs, bulletins, and statistical papers; (2) those disposed of either by regular exchange or gratuitous distribution, including annual reports

and the small special editions of statistical papers and bulletins already mentioned; and (3) those disposed of by special exchange or distribution, including part of the annual reports, the special editions, and photographs, etc.; and the methods of accounting for the three categories are different.

A ledger account is opened with each of the first of these categories of documents, in which the librarian is charged with the various lots received from the Government Printer and credited with the sales and exchanges as made. Eighty-one of these ledger accounts are kept at present. When sales are made the orders and remittances are immediately entered in the day-book, and when the document is transmitted the full address of the purchaser is transferred to the ledger and the entire correspondence including the acknowledgment of receipt is preserved. There is thus a triple record of the transaction, first in the day-book, second in the ledger, and third in the correspondence files.

The method of accounting for exchanges is more elaborate and the records are kept in a different manner. The system of exchange is based upon a list of scientific institutions and individuals, both foreign and domestic, which was carefully prepared soon after the organization of the Survey with the view of not only placing the publications of the Survey in the best hands, but also of securing in return the greatest possible amount of material required in the library. To insure accuracy and completeness the list was subsequently revised by a commission of geologists appointed for the purpose, and it was finally referred to and approved by the Secretary of the Interior. The exchange list thus prepared is cautiously extended, as circumstances require, by the addition of addresses of new institutions issuing publications of value to the Survey, and of names of specialists who definitely express a desire to make an exchange with the Survey and specify the material they propose to transmit, when, if the proposal seems fair, the addition of the address is authorized.

The exchange list at present embraces the names of 1,520 addresses;

of these there are 745 institutions in foreign countries and 315 in the United States. It may be analyzed as shown in the following table:

A.—Receive all publications.

435 institutions in foreign countries.
200 institutions in the United States.
75 individuals in foreign countries.
50 individuals in the United States.

B.—Receive annual reports only.

310 institutions in foreign countries.
115 institutions in the United States.
235 individuals in foreign countries.
100 individuals in the United States.

1,520 total.

The exchange list is printed upon galley slips, which are perforated in order that they may be easily divided into separate address labels, each of which bears a number used in keeping accounts of sendings and returns. The use of printed address slips instead of written addresses not only economizes time but greatly reduces danger of error. One of these address slips is appended hereto:

1

Ecole Supérieure des Sciences,

Rue Rovigo, 104,

2a. Algiers, Algeria, Africa.

[From the United States Geological Survey, Washington, D. C., U. S. A.]

In addition to the ledger account with each publication, in which both sales and exchanges are entered, there is also assigned to each exchange publication a check list, in which are printed numbers corresponding to those borne upon the different slips of the exchange list. The first use made of this check list is in controlling the transmission of the documents and of the accompanying letters of advice. Checks indicating transmission are first made upon the list by the proper authority; the list is next used as a guide in attaching the printed slips to the parcels in the shipping room; it is then used in filling out and mailing the accompanying letters; it is used once more in the verification of the work of addressing the parcels and preparing the letters when the matter is ready for transmission; and it is finally used for recording, by means of suitable checks, the acknowledgments of receipt. The check list is thus a permanent record of (1) the transmission of the documents and (2) of the reception thereof by the persons addressed.

The check lists are printed in pamphlet form. A part of one of these is transcribed below with the mode of record shown.

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DOCUMENT CHECK LIST.

Check list of the sending of Ninth Annual Report of U. S. Geological Survey, between December 10, 1890, and ———.

Numbers in this list refer to the numbers on upper left-hand corner on address list.

The Ninth Annual Report of the U. S. Geological Survey was sent, on December 10, 1890, to the addresses on the exchange list, which correspond to the numbers stricken through on the accompanying pages, and its receipt acknowledged by those indicated thus (✓).

~~1~~	~~26~~	~~51~~✓	~~76~~✓	101	~~126~~✓	151	176
~~2~~✓	~~27~~✓	~~52~~✓	~~77~~✓	~~102~~✓	127	152	177
~~3~~	~~28~~✓	~~53~~✓	~~78~~✓	~~103~~✓	~~128~~✓	153	178
~~4~~	~~29~~✓	~~54~~✓	~~79~~✓	~~104~~✓	129	154	179

The check list is supplemented by a series of charge cards, which are used also in the transmission of the documents distributed gratuitously. These cards are arranged, first, in groups in which the cards are of different colors and each color is assigned to a certain series of documents while the initial card bears an address taken from the exchange list together with its serial number; and the groups themselves are arranged alphabetically under the addresses. Each card is divided into a number of rectangles and each rectangle has printed within it a number or abbreviation referring to one of the documents of the series represented by its color; and there is space in the rectangle for recording the date of the transmission of the document and indicating by a check the acknowledgment of its receipt. Samples of these cards are appended.

DOCUMENT CHARGE CARDS.

[Color of card, white.]

For Charging Annual Reports and Monographs.

DOE, JOHN, *Hewitt, Wood Co., Wisconsin.*

A I ....., 189	1 ✓ Apr. 21, 1891	7 ....., 189	13 ....., 189	19 ....., 189	A VII Jan. 2, 1891
A II ....., 189	2 ....., 189	8 ....., 189	14 ....., 189	20 ....., 189	A VIII Jan. 2, 1891
A III ....., 189	3 ....., 189	9 ....., 189	15 ....., 189	21 ....., 189	A IX Apr. 9, 1891
A IV ....., 189	4 ....., 189	10 ....., 189	16 ....., 189	22 ....., 189	A X ....., 189
A V ....., 189	5 ....., 189	11 ....., 189	17 ....., 189	23 ....., 189	A XI ....., 189
A VI ✓ Mar. 6, 1890	6 ....., 189	12 ....., 189	18 ....., 189	24 ....., 189	A XII ....., 189

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[Color of card, green.]

For charging Bulletins.

ROE, RICHARD, *Macon, Georgia.*

Bulletin 1. Dec. 11, 1883	7 Jan. 14, 1886	13 ....., 188	19 ....., 188	25 ....., 188	V. I ....., 188
2 Dec. 11, 1883	8 ....., 188	14 ....., 188	20 ....., 188	26 ....., 188	V. II ....., 188
3 Nov. 14, 1884	9 ....., 188	15 ....., 188	21 ....., 188	27 ....., 188	V. III ....., 188
4 Nov. 14, 1884	10 ....., 188	16 ....., 188	22 ....., 188	28 ....., 188	V. IV ....., 188
5 Sept. 22, 1885	11 ....., 188	17 ....., 188	23 ....., 188	29 ....., 188	V. V ....., 188
6 Sept. 22, 1885	12 ....., 188	18 ....., 188	24 ....., 188	30 ....., 188	V. IV ....., 188

[Color of card, salmon.]

For charging Mineral Resources.

BLACK, JOHN, *Adams, Mass.*

MR. 1. ....., 188	7 ....., 18	13 ....., 18	....., 18	....., 18	....., 18
2 ....., 188	8 ....., 18	14 ....., 18	....., 18	....., 18	....., 18
3 Jan. 7, 1887.	9 ....., 18	15 ....., 18	....., 18	....., 18	....., 18
4 ✓ June 5, 1883.	10 ....., 18	16 ....., 18	....., 18	....., 18	....., 188
5 ✓ Apr. 14, 1889.	11 ....., 18	17 ....., 18	....., 18	....., 18	....., 188
6 ✓ Dec. 31, 1890.	12 ....., 18	18 ....., 18	....., 18	....., 18	....., 188

The system of record thus triplicated is still further supplemented by the retention of the receipts signed by the correspondents, which are filed in a manner admitting of ready reference.

There are accordingly four distinct records of the disposition of documents exchanged by the Survey: First in the ledger account with each document; second, in the check list; third, in the charge cards; and, fourth, in the receipts returned. These records are kept by different individuals and check one another so completely that there is scarcely a possibility of error.

(2) The method of accounting for the second category of publications, *i. e.*, the regular exchanges which are not sold, including part of the annual reports and the small special editions already noticed, is identical with that followed in case of the first, except that ledger accounts are not kept with the editions.

(3) The mode of accounting for the documents distributed gratuitously or by special exchange is somewhat different. Instead of an ex-

change list there is a list of correspondents, which is not printed, but kept in manuscript by means of the card system already described. A group of cards as large as may be required for each correspondent who has ever received a document issued by the Survey is kept under his name; upon these cards is indicated every request made for publications, the transmission of every document sent, and every acknowledgment of receipt, and the groups of cards are arranged alphabetically, so that the account of every correspondent is readily accessible.

The record of distribution of all three classes of documents described in the foregoing paragraph is supplemented by the correspondence record.

Orders for the sale publications, requests for exchanges, and applications for the gratuitous publications of the Survey are usually made by letter, and in such cases the letter is preserved in the correspondence files of the library.

When documents are sent a letter of transmittal with a blank receipt appended, and inclosing an envelope for its return, is mailed at the same time to the address of the correspondent. Forms of the letters of transmittal with receipt are appended.

LETTER OF TRANSMITTAL, DOMESTIC ADDRESSES.

A 9.

DEPARTMENT OF THE INTERIOR,
UNITED STATES GEOLOGICAL SURVEY,
Washington, January 1, 1891.

SIR: I send to your address, by registered mail, one copy of the Ninth Annual Report, 1887–'88.

Upon the receipt of the work, which may be some time in transmission, please sign and return this sheet in the inclosed envelope, which requires no postage.

By order of the Director.

Very respectfully,

JAMES C. PILLING,
Chief Clerk.

Mr. E. B. TRUE,
Gallatin, Mo.

☞In signing below, correct any errors of address appearing above.

Received one copy of the Ninth Annual Report of the U. S. Geological Survey, 1887–'88.

Name, ——— ———.
Permanent address, ———.
Date, ———.

LETTER OF TRANSMITTAL, FOREIGN ADDRESSES.

A 9

DEPARTMENT OF THE INTERIOR,
UNITED STATES GEOLOGICAL SURVEY,
Washington, D. C., ———, 189–.

SIR: I send to your address, through the Smithsonian International Exchange, one copy of the Ninth Annual Report, 1887–'88.

Upon receipt of the book, which may be some weeks in transmission, please sign and return this sheet, postpaid, in the inclosed envelope.

By order of the Director.
Very respectfully,

JAMES C. PILLING,
Chief Clerk.

———— ————,
————————.

☞ In signing below, correct any errors of address appearing above.

Received one copy of the Ninth Annual Report of the U. S. Geological Survey, 1887–'88.
Name, ———— ————,
Permanent address, ————,
Date, ————.

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The letters of transmittal accompanying the gratuitous sendings and special exchanges are press-copied. The returns from all classes of sendings are filed in accordance with the correspondence system of the library.

Additional records of the custody and transmission of documents are provided in the registry system of the Post-Office Department, and in the Smithsonian exchange system. By the former all domestic, and by the latter all foreign sendings are conveyed to their destination. The methods are as follows:

After the documents are prepared for transmission, but before they leave the custody of the librarian, they are separated into "domestic" and "foreign" portions, the former of which are transmitted by registered mail, while the latter are conveyed through the international exchange of the Smithsonian Institution.

Parcels of documents going abroad are transmitted in lots to the Secretary of the Smithsonian Institution, and specific instructions for forwarding accompany each lot. A letter of advice is at the same time sent to the Secretary, inclosing receipts prepared for his signature, which specify the number of parcels and the addresses of all. The forms used for letter and receipt are as follows:

DEPARTMENT OF THE INTERIOR,
UNITED STATES GEOLOGICAL SURVEY,
Washington, D. C., January 1, 1891.

To the SECRETARY OF THE SMITHSONIAN INSTITUTION:

SIR: I have the honor to send herewith, for transmission through the Smithsonian International Exchange, [one] package for the address given below.

Yours, very respectfully,

————— ————,
Director.

Mr. E. M. YEASTMAN,
Woolwich, England.

———

SMITHSONIAN INSTITUTION,
Washington, D. C., January 1, 1891.

To the DIRECTOR OF THE U. S. GEOLOGICAL SURVEY:

SIR: I have to acknowledge the receipt of [one] package for transmission through the Smithsonian International Exchange to the address given below.

Very respectfully,

————— ————,
Secretary.

Mr. E. M. YEASTMAN, *Woolwich, England.*

———

The receipt is duly signed and returned by the Secretary of the Institution, and the receipts are filed in chronological order in the office of the Survey. In addition a separate account of all parcels transmitted through the Smithsonian exchange is kept in a book provided for that purpose called the "weight book," a sample entry in which is appended:

WEIGHT BOOK.

		M. R. 3.	lb.	oz.
June.	21	R. Friedländer & Sohn, Berlin, Ger	13	08
"	"	Kongl. Kommerce Kollegium, Stockholm, Swe	2	01
		S. C. BROWN, Jr.		

A special record book has been devised for the use in the registration of the domestic parcels by which much labor is saved both to the Survey and to the Post-Office Department, and by which a complete record of the registration of each parcel is kept in duplicate, one copy being preserved in the office of the Survey, and the other in that of the registry clerk of the Washington post-office. A sample leaf of this record book is appended:

REGISTRATION RECORD.

United States Geological Survey.—Account of registered mail.

Survey No.	Name.	Post-office.	State.	Dates upon which a package was sent to each address opposite which the date stands in the column below.		
				Min. Res., 1882.	Min. Res., 1883.	Min. Res., 1885.
1155	Geol. Survey, Ark.	Little Rock	Ark	Aug. 10, '85	Jan. 26, '86	Feb. 26, '87
1156	Eugene W. Hilgard	Berkeley	Cal.	Aug. 10, '85	Jan. 26, '86	Feb. 26, '87
1157	Joseph Le Conte	do	do	Aug. 10, '85	Jan. 26, '86	Feb. 26, '87

SUMMARY.

The document system thus described appears to be as simple as is practicable consistent with accurate record. It is believed to be so complete that error or peculation could be readily detected at any time after the documents leave the hands of the Public Printer and before they reach the hands of the domestic institution or individual for whom they are designed, or until they have passed into the custody of the Smithsonian Institution, the foreign exchange system of which is so widely and so favorably known. The system is eminently satisfactory in all respects, save that some delay unavoidably occurs in the transmission of documents to foreign correspondents. Every effort has been made to reduce the delay to a minimum, and it is believed that no further improvement in this direction can be made without important changes in the laws relating to the foreign mail service.

The CHAIRMAN. There is a branch or part of the Geological Survey known as the Bureau of Ethnology, is there not?

Mr. POWELL. There is such a bureau, but it is not a part of the Geological Survey.

The CHAIRMAN. Please state the organization of the bureau known as the Ethnological Bureau.

Mr. POWELL. It is a bureau of the Smithsonian Institution.

The CHAIRMAN. Does it come under your direction?

Mr. POWELL. I am still director of that bureau. I formerly had charge of it in the Smithsonian Institution.

The CHAIRMAN. Then it is a bureau entirely distinct from the Geological Survey and in no way under the control of the Secretary of the Interior?

Mr. POWELL. It is under the control of the Smithsonian Institution.

The CHAIRMAN. Please state what the publications of that bureau are, and in what number they are printed.

Mr. POWELL. Its publications are such as may be ordered from time to time. There is no specific law in relation to it. I have a schedule of the publications, and I will give that.

PUBLICATIONS OF THE BUREAU OF ETHNOLOGY, UNDER THE AUSPICES OF THE SMITHSONIAN INSTITUTION.

First Annual Report Bureau of Ethnology, 1879–'80. 1881. XXXV, 603 pp. 8°.
Second Annual Report Bureau of Ethnology, 1880–'81. 1883. XXXVII, 477 pp. 8°.
Third Annual Report Bureau of Ethnology, 1881–'82. 1884. LXXIV, 606 pp. 8°.
Fourth Annual Report Bureau of Ethnology, 1882–'83. 1886. LXIII, 532 pp. 8°.
Fifth Annual Report Bureau of Ethnology, 1883–'84. 1887. LIII, 564 pp. 8°.
Sixth Annual Report Bureau of Ethnology, 1884–'85. 1888. LVIII, 675 pp. 8°.

Bulletins.

Pilling, J. C., Bibliography of the Eskimo Language. 1887. v, 116 pp. 8°.
Henshaw, H. W., Perforated Stones from California. 1887. 34 pp. 8°.
Holmes, W. H., Use of Gold and other Metals among ancient Inhabitants of Chiriqui. 1887. 27 pp. 8°.
Thomas, C., Work in Mound Exploration. 1887. 15 pp. 8°.
Pilling, J. C., Bibliography of Siouan Languages. 1887. v, 87 pp. 8°.
Pilling, J. C., Bibliography of the Iroquoian Languages. 1888. vi, 208 pp. 8°.
Thomas, C., The Circular, Square, and Octagonal Earthworks of Ohio. 1889. 35 pp. 8°.
Pilling, J. C., Bibliography of the Muskhogean Languages. 1889. v, 114 pp. 8°.
Thomas, C., The Problem of the Ohio Mounds. 1889. 54 pp. 8°.
Holmes, W. H., Textile Fabrics of Ancient Peru. 1889. 17 pp. 8°.

The CHAIRMAN. Please give any suggestions that may occur to you with reference to a bettering of the manner of distributing public documents.

Mr. POWELL. As the law now stands governing the distribution of the documents of the Geological Survey, I do not think it can be improved. This remark does not apply to the Bureau of Ethnology. The statute provides that the annual report shall be treated as I have explained. The monographs, bulletins, and mineral resources are, under the law, distributed to designated libraries, as already explained, and by exchange with other institutions that are publishing scientific works and the remaining portion are held for sale, and they sell. That gives them a pretty good distribution and prevents miscellaneous distribution, so that the documents published by the Survey are very well distributed, and distributed to the people who want them.

The CHAIRMAN. But under the present system there is no method by which you can ascertain whether you are sending one of your annual reports to a person who has already received a copy from a member of Congress, is there?

Mr. POWELL. No, sir; not of the annual reports. I am speaking only of the monographs, bulletins, and mineral resources, as already explained. The annual reports are differently distributed. I have a record in my office of every volume ever sent from it, so that we know to whom we have sent reports, and they are never duplicated. If a request is received from a Senator or Representative to send a volume to a constituent, we examine the record to see whether the person named has had that volume from us. If the volume has already been sent, we inform the Senator or Representative of the fact; but if the person asking for a report has already been supplied by a Senator or Representative, I would have no means of knowing it. As explained above in detail, our record is kept by means of a card catalogue, which is very convenient, and prevents duplication so far as our office is concerned.

The CHAIRMAN. Do you not think it desirable to prevent duplication, and, frequently, triplication?

Mr. POWELL. Yes, sir. I think it would be advantageous to have all annual reports distributed from one general office; but as to the other publications of the Survey, there is no possibility of duplication?

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The CHAIRMAN. I do not see why there is not danger of duplication in the case of monographs and bulletins as well as in the case of annual reports, for a certain number are distributed each year by members of Congress. What prevents your sending a monograph or a bulletin, on the request of a member of Congress, to a person who has already received one, or selling one to that person.

Mr. POWELL. I must sell them to any one who wishes to purchase. A great many of our publications are ordered from the Public Printer when they are published. That, of course, we can not control. A man can buy all he pleases; but I can not send gratuitously any publication of the Geological Survey designated as a monograph, bulletin, or mineral resources.

The CHAIRMAN. Which do you think would be preferable, to give to the different Departments and bureaus the distribution of their own documents, making them also the distributing offices for the quotas of members of Congress, or to have one central distributing office, to which all documents should go and be distributed therefrom, on the

order either of a Department chief, or a bureau chief, or a member of Congress.

Mr. POWELL. I think the distribution would be done more economically by one general office.

The CHAIRMAN. If there were such a central distributing office, located, we will say, at the Government Printing Office, so as to save the carriage of books, you think it would be better, even so far as the publications of your bureau are concerned, that the distribution should be from there rather than from your office?

Mr. POWELL. I think so.

The CHAIRMAN. Such a course would not only be economical in the direction I have suggested, in the saving of carriage, but it would also save considerable expense, would it not?

Mr. POWELL. It would save labor to us, and transfer that labor to some one else.

The CHAIRMAN. But there would be less labor in the aggregate if the work of distribution were all done in one central office, would there not?

Mr. POWELL. Yes, sir; there would be a saving by having the work consolidated.

The CHAIRMAN. Can you give the cost for the last 4 of 5 years of the different publications of the Geological Survey, and also of the Bureau of Ethnology?

Mr. POWELL. Those accounts are kept by the Public Printer, but if you so desire I will prepare and append hereto a statement of the cost of the publications which have passed into the custody of the Survey.

In the accompanying tables the publications which have passed into the custody of the U. S. Geological Survey are enumerated and the size of each edition and cost per copy as determined by the Public Printer. (except in the case of the annual reports the cost of which is estimated) The aggregate number of volumes and the total cost is also exhibited.

From these tables it will be seen that under the present directory of the Survey there have been issued 8 annual reports, 16 monographs, 69 bulletins, and 6 volumes of statistical papers or mineral resources, in all, 100 distinct publications in editions ranging from 2,500 to 5,000 copies. It will also be seen that the aggregate value of the property in the form of publications for which the Survey has incurred responsibility during the last 9 years is no less than $260,495.

Annual Reports U. S. Geological Survey.

Name.	Edition.	Estimated cost.	Total cost.
Second	2,500	$2.00	$5,000.00
Third	2,500	2.00	5,000.00
Fourth	5,000	2.00	10,000.00
Fifth	5,000	2.00	10,000.00
Sixth	5,000	2.00	10,000.00
Seventh	5,000	2.00	10,000.00
Eighth	5,000	3.00	15,000.00
Ninth	5,000	2.00	10,000.00
Total	35,000		75,000.00

Monographs of the U. S. Geological Survey.

Volume.	Edition.	Cost.	Total cost.
I	3,000	$1.47	$4,410
II	3,000	10.12	30,360
III	3,000	11.00	33,000
IV	3,000	1.50	4,500
V	3,000	1.85	5,550
VI	3,000	1.05	3,150
VII	3,000	1.20	3,600
VIII	3,000	1.10	3,300
IX	3,000	1.15	3,450
X	3,000	2.70	8,100
XI	3,000	1.75	5,250
XII	3,000	8.39	25,170
XIII	2,000	1.39	4,770
XIV	3,000	.80	2,400
XV	3,000	2.47	7,410
XVI	3,000	1.20	3,600
Total	48,000		148,020

Bulletins U. S. Geological Survey.

Bulletin.	Edition.	Cost.	Total cost.	Bulletin.	Edition.	Cost.	Total cost.
No. 1	3,000	$0.10	$300	No. 37	3,000	$.25	$750
No. 2	3,000	.05	150	No. 38	3,000	.05	150
No. 3	3,000	.05	150	No. 39	3,000	.10	300
No. 4	3,000	.05	150	No. 40	3,000	.05	150
No. 5	3,000	.20	600	No. 41	3,000	.15	450
No. 6	3,000	.05	150	No. 42	3,000	.15	450
No. 7	3,000	.10	300	No. 43	3,000	.15	450
No. 8	3,000	.10	300	No. 44	3,000	.05	150
No. 9	3,000	.05	150	No. 45	3,000	.10	300
No. 10	3,000	.05	150	No. 46	3,000	.15	450
No. 11	3,000	.05	150	No. 47	3,000	.10	300
No. 12	3,000	.05	150	No. 48	3,000	.10	300
No. 13	3,000	.10	300	No. 49	3,000	.15	450
No. 14	3,000	.15	450	No. 50	3,000	.15	450
No. 15	3,000	.05	150	No. 51	3,000	.15	450
No. 16	3,000	.05	150	No. 52	3,000	.10	300
No. 17	3,000	.05	150	No. 53	3,000	.10	300
No. 18	3,000	.05	150	No. 54	3,000	.25	750
No. 19	3,000	.05	150	No. 55	3,000	.10	300
No. 20	3,000	.10	300	No. 56	3,000	.10	300
No. 21	3,000	.05	150	No. 57	3,000	.05	150
No. 22	3,000	.05	150	No. 58	3,000	.15	450
No. 23	3,000	.15	450	No. 59	3,000	.10	300
No. 24	3,000	.25	750	No. 60	3,000	.15	450
No. 25	3,000	.10	300	No. 61	3,000	.05	150
No. 26	3,000	.10	300	No. 62	3,000	.30	900
No. 27	3,000	.10	300	No. 63	3,000	.15	450
No. 28	3,000	.10	300	No. 64	3,000	.10	300
No. 29	3,000	.05	150	No. 66	3,000	.05	150
No. 30	3,000	.25	750	No. 67	3,000	.10	300
No. 31	3,000	.15	450	No. 68	3,000	.05	150
No. 32	3,000	.20	600	No. 69	3,000	.15	450
No. 33	3,000	.05	150	No. 70	3,000	.10	300
No. 34	3,000	.10	300	Total	207,000	.....	22,200
No. 35	3,000	.10	300				
No. 36	3,000	.10	300				

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Statistical papers.

Name.	Edition.	Cost.	Total cost.
First M. R	3,000	$0.50	$1,500
Second M. R	3,000	.60	1,800
Third M. R	3,000	.40	1,200
Fourth M. R	3,000	.50	1,500
Fifth M. R	3,000	.50	1,500
Sixth M. R	3,000	.50	1,500
Total	18,000	.....	9,000

Special editions of statistical papers and bulletins.

Name.	Edition.	Cost.	Total cost.
First M. R	2,000	$0.50	$1,000
Second M. R	2,000	.60	1,200
Third M. R	2,000	.40	800
Fourth M. R	2,000	.50	1,000
Fifth M. R	2,000	.50	1,000
Sixth M. R	2,000	.50	1,000
Bulletin No. 5	500	.20	100
Bulletin No. 32	500	.20	100
Bulletin No. 50	500	.15	75
Total	13,500	.....	6,275

RECAPITULATION.

Series.	No. published.	Aggregate cost.
Annual reports	35,000	$75,000
Monographs	48,000	148,020
Bulletins	207,000	22,200
Statistical papers	18,000	9,000
Special editions	13,500	6,275
Total	321,500	280,495

The CHAIRMAN. Is any part of the expense of publishing the four different classes of reports that come from the Geological Survey paid out of the general fund of the Department for printing?

Mr. POWELL. No, sir.

The CHAIRMAN. It is all paid out of the specific appropriation, or else out of the general appropriation for printing?

Mr. POWELL. The annual report is printed out of the general appropriation, all others out of specific appropriations.

The CHAIRMAN. In what bill are those specific appropriations made?

Mr. POWELL. In the sundry civil bill.

Mr. HAWLEY. By "general appropriation," you mean your allowance for printing of reports?

Mr. POWELL. No, sir; I have no allowance.

I desire to state to the committee that to a very large extent the books we publish are used in the schools of the country, and very often are designated as text-books. The number of libraries and schools now designated by Senators and Representatives is insufficient to supply the wants of the people. If a small number, say two or three hundred, was added, schools that are urgently applying for them could be supplied, and that can be done by taking from the number that is kept for sale,

without increasing the total number printed, and therefore without increasing the cost. For example, there is on my table, from Fort Wayne, Ind., a letter—and four or five letters have been received—from the College of Notre Dame, asking for these publications.

The CHAIRMAN. How many reports have been made by the Director of the U. S. Geological Survey?

Mr. POWELL. There have been 9 annual reports published.

The CHAIRMAN. Is the eleventh annual report for the year 1890 or 1891?

Mr. POWELL. It is for 1890.

The CHAIRMAN. It is your belief, then, that the number, as to any of these publications, could not be reduced with propriety, or with fair deference to the demand there is for this class of reports?

Mr. POWELL. Not with deference to the demand, Mr. Chairman. The reports of the Geological Survey and of the Bureau of Ethnology become, with the lapse of time, more and more valuable, so that institutions wanting the back numbers can not get them, and the time has come when the earlier reports are worth from $10 to $20 apiece. They are gathered up from the old-book stores and elsewhere, and carried abroad sometimes and sold in London. My second ethnological annual is selling for £5 in London to-day. In pursuance of that same thought, we take very great pains to "pad" no book. Our men are trained to write clearly and succinctly, avoiding technicalities as far as possible. That is not wholly to be avoided, however, in a scientific work. All reports are carefully revised by the five chiefs of division before they are finally submitted to me. When finally submitted to me, they are again revised by the editor. We have an editor, who cuts wherever it is thought best. Gradually the writing has come to be such that we do not have to cut as much as we did at first; but great care is taken to publish no ephemeral material, and to do no "padding," as it is called.

The CHAIRMAN. What have you to say concerning the illustrations of the publications of the Bureau of Ethnology and the Geological Survey? The criticism is sometimes made that there are unnecessary and too expensive plates and illustrations used. What is your opinion concerning that?

Mr. POWELL. The policy of the Survey is to publish no illustration of any kind whatever merely for embellishment—to publish no illustration which is not necessary to elucidate the text and which is not important for that purpose; and in the case of every annual report, I make a certificate to the Secretary of the Interior to the effect that there is not an illustration in the report which is not needed to elucidate the text.

There is great economy in judicious illustration. This fact is recognized in all scientific publications throughout the world. In many departments of research the rules for publication require illustration, and

authorities are not deemed to have properly published the results of their investigations unless illustration is employed. Very many of the facts collected by scientific men can be presented in this manner much more accurately and briefly than by verbal description. For this reason it is the economic method of publication. The literature of science is rapidly growing and the work is being specialized, but even under the highest specialization the facts of science would rapidly be buried were they presented only in verbal description. But when presented to the eye by illustration they are more accurately conveyed and more easily understood, and all with a great saving of time. All illustrations used in the Geological Survey are designed to economically present the facts

discovered, and no illustration is used for embellishment. It should also be stated that illustration is becoming cheaper every year. The modern methods of photo-engraving and other processes are being rapidly developed, and illustration is now done at small cost; even the daily papers are using it. Illustration is no longer a matter of great cost. In the Geological Survey and in the Bureau of Ethnology alike these new methods have been followed very carefully. The old lithographic and engraving methods have been abandoned and the new chemical and mechanical processes have been adopted. Nothing has been sacrificed to accuracy, but much has been gained in economy.

Referring once more to your interrogatory relating to the size of the editions of the various geological reports, may I repeat the opinion that the number can not be reduced with advantage to the people who are interested in this subject. The value of the annual output of the mines of the United States is already nearly $600,000,000. To a large extent these values are concealed, and such are only revealed by scientific research. Mining is largely carried on by geological diagnosis of the concealed structure of the rocks, and every year's research adds to our knowledge of these underground values, and this knowledge is dependent upon national and State surveys. The call for the work upon the Geological Survey is practically universal, coming from every State and county in the Union. The people want to know about their ores, their quarries, their clays, their phosphates, and the water supply for towns and rivers; and the problems connected with these subjects are rapidly being solved, and there is a vast body of people interested in them. The information collected by the Geological Survey does not go directly to all the people of the United States, but it does go to them indirectly through the agencies of local experts, geologists, engineers, college professors, teachers in the schools, and other intelligent persons scattered throughout the land. There is a large body of people in the country who read the reports of the Survey and who use them in the practical industries of the country, and the wants that thus arise can not be supplied with a smaller number than that already published.

I have thus presented the economic aspect of the matter. But there is another view which statesmen can not ignore. Not only do the researches of the Survey affect the industries of the country, but they are a powerful agency for the increase and diffusion of knowledge among men. The knowledge acquired by research in this field is rapidly disseminated among the people through the daily press, the magazines, and especially through schoolbooks, and the demand for the Survey reports from institutions of learning is great and pressing. A steady flow of knowledge goes out to the people in this manner. This very week one of the reports of the Survey has been printed in full in an extra issue of the Mining Journal, in Virginia. Parts of reports are often published in this manner, and sometimes entire reports are published in the journals. I am of the opinion that the Survey reports are not too lavishly published.

Adjourned, subject to the call of the chairman.

STATEMENT OF MR. WM. M SPRINGER, M. C.

Mr. Wm. M. Springer, M. C., appeared at the room of the Senate Committee on Printing on April 20, 1891, and at his own request made the following statement:

I desire to call attention to the unnecessary printing of private bills by the two Houses of Congress. This can be regulated by law or by rule of each House. At one session I secured the passage of a rule which prevented a bill from being printed in all cases where the bill had theretofore been printed by a preceding Congress, in which cases the bill was not to be reprinted until reported favorably by the committee to which it was referred; but I think now, after considering the matter very carefully, that it should be provided, either by law or by the rules of the respective Houses, that all private bills should be put into the petition boxes and treated as memorials (the beneficiary being regarded as a petitioner), and journalized as "The memorial of A B, praying for relief," etc., and that these memorials shall be referred to the appropriate committee by the Speaker or presiding officer, and if a favorable report be made, that the bill reported should then be printed; otherwise not. This rule would save many thousands of dollars, and would prevent the bill room from being encumbered with a vast amount of useless matter, and also prevent the Government Printing Office from being crowded at times when the printing of public measures was of more importance, and, by reason of the vast amount of private matter, was delayed. There are many private bills which, to my knowledge, have been reprinted as new bills at every Congress during the last 15 years. There is no greater abuse in the Government Printing Office than the continued re-printing of these private measures. I have no criticism to make on the printing of public bills. Nine out of ten of the bills that are introduced are private bills. During the last Congress about 18,000 bills were introduced in the Senate and House and printed. The cost of printing must have been enormous.

Many of the reports that are printed and bound in calf, one copy of which is furnished to each member, are entirely useless after the adjournment for instance, the evidence in contested election cases. Nobody ever has occasion to refer to those reports after the adjournment of the Congress to which they are made, and only a few copies, enough for the use of the committee having the case under consideration, and perhaps 100 additional copies, should ever be published. The reserve number of the evidence in contested election cases ought never to be printed. There are a great many Department reports that ought never to be printed except in what is called the up-number. I have among the sheep-bound volumes now coming to me the report of the Postmaster-General on the letting of mail contracts. This is an utterly worthless document, and yet it is elegantly bound and sent all over the country by the hundreds of sacks. The document is not worth the paper it is written on. Each Senator and Member gets one, and they are sent to all the libraries of the country. So far as the contracts are concerned, they ought not to be printed; but the law should provide that they shall be kept in a room in the Post-Office Department, in charge of a clerk, open to the inspection of all persons interested in them. It is a crime to waste the public funds in that way, and the publication of such useless trash ought to be stopped

I think the two document rooms of the House ought to be consolidated. As I understand, there is but one document room in the Sen-

ate, and there is no reason why there should be two in the House. The present system is very confusing, and it takes members two or three terms to learn where to go to get their documents. The entire distribution ought to be under the Clerk of the House.

There ought to be some supervision of the Congressional Record. I think the Joint Committee on Printing should be required to look over the Record when it is first printed in the morning, and eliminate from

the permanent edition such duplications of matter as tables and quotations and essays, that are jammed in. I think such supervision would cut down the permanent Record about one-half. Of course I would not extend this supervision to the matter before it went into the current Record. Whatever a member says should be sacred; but whatever a member prints by leave of the House should be subject to supervision. There ought to be a rule or law which would prevent the appearance in the Record of anything which was not actually spoken on the floor, except, perhaps, a table of figures which was referred to and necessarily made a part of a member's remarks, and which, if read, would make dull reading and nobody would comprehend if it was read. If such a rule were in force there would, of course, be a great demand for night sessions, in order to enable members to have their remarks appear. The Record is absolutely getting too large, and there should be something done to check its growth. It has increased very largely in bulk during the last two Congresses, principally on account of the fact that we meet earlier and adjourn later than formerly.

There have been many abuses under the leave to print. I remember that a few years ago a Delegate from Wyoming had a poem, covering eight or ten pages, printed in the Record. He introduced a bill in order to get his poem in the Record. There is a great deal of abuse of that kind; but it is a very delicate matter to control. The House would not consent to a rule to prevent the granting of leave to print. It might be possible to limit the number of pages of the Record that should be taken up by one subject. There could be an immense amount of money saved by simply cutting off the printing and binding of useless documents. I believe in printing useful information; but to encumber the Government Printing Office and exhaust the Treasury by the printing of trash is a criminal waste of the public funds.

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STATEMENT BY W. H. MICHAEL, CLERK OF PRINTING RECORDS, RESPECTING "USUAL NUMBER."

Section 3792 of the Revised Statutes fixes the "usual number" at 1,550. This law was enacted in 1864, and the "usual number" remained 1,550 until 1874, when it was raised to 1,900 upon the recommendation of the Congressional Printer, as the Public Printer was then denominated.

The report of that officer for 1873, on page 4, says:

> I would most respectfully call attention to the necessity of increasing the number of documents and bills printed for the use of the Senate and House, as both bodies are now full. * * * The number of documents and bills (1,650) heretofore distributed to the House will prove inadequate to supply the demands of that body. I would therefore recommend that the usual number of documents be increased to 1,900, and of bills and resolutions to 1,000 copies, and that a revision of the distribution be made early in the session.

In the report of 1874, at page 3, the Congressional Printer says:

> Under the advice and recommendation of the Joint Committee on Printing the "usual number" of documents under the order of Congress was, during the first session of the Forty-third Congress, advanced from 1,625 for the Senate and 1,650 for the House to 1,900 each. The number of bills and resolutions was also advanced under the same advice from 825 to 925 for both Senate and House.

Under the statute the usual number is 1,550, increased by section 3749, which provides for the printing of 50 additional copies for foreign distribution, and by chapter 35 of Supplement to Revised Statutes, page 591, of February 8, 1881, 7 copies for Soldiers' Homes. So that by the operation of these statutes the present "usual number" is 1,607.

HOW USUAL NUMBER IS DISTRIBUTED.

To House document room	353
To Clerk of House	20
To document room of Senate	200
To Secretary of Senate	11
To folding room of Senate	*165
Unbound copies or "up-number"	794
Balance	858
"Usual number"	1,607

*The 165 copies are sent to Departments and foreign legations in Washington.

Take a Senate document for illustration: Of this number—1,607—353 copies are sent to the House document room, one copy for each member of the House; 20 copies to the Clerk of the House; 200 copies to document room of the Senate; 11 copies to the Secretary of the Senate, and 165 copies to the folding room of the Senate. The 165 copies sent to the folding room of the Senate are distributed to the Departments, and foreign legations in Washington. This makes 749 copies, known as the unbound copies of the usual number. The balance of the "usual number," or 858 copies, are kept to the end of the session and bound in sheep, indexed and distributed as follows:

Secretary of Senate, 5 copies; Senate document room, 114 copies; out of the 114 copies sent to the Senate document room the Senate library is supplied, that is, 76 copies for Senators, 11 for Senate library, and 17 copies for committee rooms. This leaves 8 copies in excess of the number sent to the Senate document room for contingencies, it may be presumed; to the Senate folding room, 43 copies; to the library of the House, 7 copies; to the document room of the House, 344 copies (of this number 333 go to the members, which leaves 11 copies over); to

the Library of Congress, 52 copies, which includes the 50 for exchange in foreign countries; to the Department of the Interior for distribution in State libraries and depositories, 420. This makes in all 1,734 copies, or 127 more than is provided for by law.

Under the schedule of distribution of the usual number, which has been determined by actual demands, not one of these copies can be cut off except it be the 19 copies in excess of the apparent needs in the document rooms of the Senate and House and the 1 copy now distributed to each Senator and Member, which would make a total reduction of 428 copies. This would leave the number of copies of documents printed under the rule of the usual number at 1,306 copies.

Under the present schedule of distribution the actual demands, cutting off the Senators and Members of the House and the 19 copies in excess sent to the document rooms, require 1,306 copies, and these have to be supplied either by the operation of a rule of the usual number or by direct action of Congress. And it would seem from the debates that the "usual-number" rule grew out of the experience of Congress, which showed that through oversight the reserved documents were frequently unprovided for, thus entailing great inconvenience, confusion, and the needless expense of reprinting. By the wholesome operation of the usual-number rule much needless expense has been prevented and absolute certainty in preserving the records has been secured.

LAWS, AND AMENDMENTS SUGGESTED.

I respectfully suggest the following additions and amendments to the laws governing the public printing and binding:

(1) That in case of the sickness or other disability of the Public Printer, or in his absence, the chief clerk shall sign all official papers or documents, and perform any other duties devolving on the Public Printer, necessary for the prompt and efficient transaction of the business of the Government Printing Office, as "Acting Public Printer."

(2) That section 3818 of the Revised Statutes be amended so that it will read: "The moneys received from sales of extra copies of documents, paper shavings, and imperfections, gold leaf, sweepings from bookcases, and leather and book cloth scraps, shall be deposited by the Public Printer in the Treasury of the United States to the credit of the appropriation for public printing and binding, and shall be subject to his requisitions in the manner prescribed by law.

(3) That whenever, in the discretion of the Public Printer, any machinery or other material in the Government Printing Office shall be deemed by him unserviceable for the economical uses of the said office, he may sell the same, after public advertisement, to the highest bidder, for cash, and turn the proceeds into the Treasury of the United States to the credit of the appropriation for public printing and binding: *Provided*, That in case the sum or sums offered for such advertised property should be deemed by him too low, he may exchange said old

machinery or other material for new, paying for the difference in money, and render appropriate vouchers for such expenditure.

(4) That no order of Congress for printing any report or book shall be in force after one year, unless one-half at least of the manuscript therefor shall be ready for the Public Printer and all of the said manuscript shall be placed in the hands of the Public Printer within two years from the time the order was made.

(5) That no illustrations for public documents shall be ordered made, nor any contract made therefor, until the manuscripts for the

said documents shall have been completed and furnished to the Public Printer, except by special authorization of Congress; that Departments and bureaus shall in all cases furnish clear and well-executed originals of maps and drawings so as to meet the requirements of the latest and best processes of photolithography; that it shall be the duty of the Public Printer to discriminate carefully as to the character of the works requiring illustration, and to employ cheap processes for works of comparative unimportance, and better processes for works of enduring, scientific, and technical importance.

(6) That no expenditures of an extraordinary character, such as for the purchase of new machinery or new improvements to the Printing Office, shall be made by the Public Printer out of the appropriations for the public printing and binding: *Provided*, He shall have authority to use such amounts out of said appropriations as shall be necessary for ordinary repairs; that all extraordinary expenditures for the purchase of new machinery (except in paying cash difference in the exchange of old machinery for new) and new improvements shall be met by special appropriations of Congress, upon the recommendation and estimates of the Public Printer.

(7) That the act of July 31, 1876, relating to the employment of skilled workmen, be amended by the following provision: *Provided*, That there shall be employed at one time no larger number than ten apprentices in the printing, and the same number in the binding, departments of the Government Printing Office; and their term of apprenticeship and salaries shall be the same as that of apprentices in private institutions of similar character.

(8) That in cases where the Public Printer finds that the granting of the thirty days' leave of absence to any employé, as provided by law, will seriously embarrass the work of the office, he may refuse to grant said leave of absence, and cause to be placed to the credit of said employé the full salary that would accrue to him during the thirty days' leave the same as if he were granted leave of absence.

(9) That there be reserved by the Public Printer one copy of the Congressional Record for each Senator and Representative of Congress, and for each standing Committee of both Houses, which shall be bound promptly in half Russia at the end of each month of the session of Congress, and deliver the same without delay to the persons for whom intended.

(10) That the Statutes at Large of January 17, 1878, August 7, 1882, and March 3, 1883, relating to the binding of public documents for Senators, Representatives, and Delegates, be amended to read as follows: That there may be bound for each Senator, Representative, and Delegate in Congress one copy of each book or document issued or ordered by authority of Congress during the term of service of such Senator, Representative, and Delegate; but this provision shall not be construed as allowing any binding as aforesaid to be done of any books or documents issued during any former Congress of which said Senator, Representative, or Delegate was not a member; that the Public Printer shall reserve one copy of each public document for each Senator, Representative, and Delegate, with a view to subsequent orders for binding from the said Senators, Representatives, and Delegates who shall indicate to the Secretary of the Senate and Clerk of the House the style and color of binding desired, and the said officers shall issue a requisition on the Public Printer for the said binding.

(11) That section 3766 of the Revised Statutes be amended to read as follows: The Public Printer shall, at the beginning of each session

of Congress, submit to the Joint Committee on Public Printing estimates of the quantity of paper of all descriptions which will be required for the public printing and binding, including binders' board, during the ensuing year.

(12) That section 3770 of the Revised Statutes be amended to read as follows: The sealed proposals to furnish paper for the public printing and binding, including binders' board, shall be opened by the chairman of the Joint Committee on Printing in the presence of the said committee, and the contract shall be awarded by the committee to the lowest and best bidder for the interests of the Government: *Provided*, They shall not consider any proposal which is not accompanied by satisfactory evidence that the person making it is a manufacturer of or dealer in the description of paper which he proposes to furnish, or any proposals made by persons who have in previous years failed to comply with the terms of a contract for supplying paper for the public printing and binding.

(13) That an order of Congress to "print and bind" shall in no case be construed to include the wrapping of Government publications; no publications for the Departments shall be wrapped in the Government Printing Office.

(14) That section 3816 of the Revised Statutes be amended as follows: There shall be advanced to the Public Printer, from time to time, as the public service may require it, and under such rules as the Secretary of the Treasury may provide, a sum of money not exceeding, at any one time, four-fifths of the penalty of his bond, to enable him to pay for work and material.

WASHINGTON, D. C., *November* 10, 1891.

The committee met pursuant to adjournment at 11 a. m.

Present: Senator Manderson (chairman) and Representative Richardson, of the committee; also Mr. Albert K. Williams, dealer in new and secondhand books; Mr. W. H. Loudermilk, dealer in books; Mr. Felix B. Logan, laborer in War Department, and Mr. Lewis S. Hayden, dealer in new and secondhand books.

STATEMENT OF MR. ALBERT K. WILLIAMS, DEALER IN SECONDHAND BOOKS.

The CHAIRMAN. Mr. Williams, please state your business and place of business.

Mr. WILLIAMS. I am dealing in secondhand books, at No. 521 Seventh street northwest.

The CHAIRMAN. How long have you been thus engaged?

Mr. WILLIAMS. About twenty-five or twenty-six years. In 1865 I commenced.

The CHAIRMAN. As a part of your business you deal, the committee understand, in Government publications?

Mr. WILLIAMS. Yes, sir; not near so much as I have done in years past.

The CHAIRMAN. Please state the source of supply to you of Government publications?

Mr. WILLIAMS. Well, the principal part of the public documents that have come into my possession have come in buying quantities of books from families. Now and then a person might bring in a public document and offer it for sale.

The CHAIRMAN. Have you made purchases from members of Congress in any instances?

Mr. WILLIAMS. I do not know that I have. I can not recall any such instance.

The CHAIRMAN. Have you of Government officials of any grade or employment?

Mr. WILLIAMS. Not knowingly.

The CHAIRMAN. Are your purchases, or have your purchases of public documents usually been of a single or a few copies, or are you sometimes able to buy quite a number of particular public documents?

Mr. WILLIAMS. Our trade would not admit of our buying large quantities. We never have, except perhaps Agricultural Reports or something of that kind. In years past I have bought and sold them to the Agricultural Department in large quantities, four or five hundred at a time.

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The CHAIRMAN. That, you say, was some years ago?

Mr. WILLIAMS. Yes, sir.

The CHAIRMAN. Well, how were those purchases made; how did you obtain them?

Mr. WILLIAMS. Picked up here and there; not any great quantity in any one place.

The CHAIRMAN. And then you would sell them in the aggregate to the Departments or to Members of Congress.

Mr. WILLIAMS. Yes, sir; I have done that.

The CHAIRMAN. You say you have not been so largely engaged in the Government publication business of late years?

Mr. WILLIAMS. Oh, no, sir; not for ten or fifteen years, comparatively very little.

The CHAIRMAN. Have you ever advantaged yourself of the provision of law that permits any citizen to order Government publications in advance by paying the cost and 10 per cent to the Public Printer?

Mr. WILLIAMS. I never have.

The CHAIRMAN. You never have bought in that way?

Mr. WILLIAMS. No, sir.

The CHAIRMAN. It has seemed to the committee that there have been abuses in the direction that my inquiry would show, and we would be very glad if you would give us any light that you may have upon the subject; any suggestion that would look to a saving of the public money in the matter of either the printing or the distribution of the public documents. Is there any that occurs to you, Mr. Williams, that you think would be interesting to the committee? We would be very glad to hear from you.

Mr. WILLIAMS. Well, I have never thought of that subject very much. I should hardly know what to reply to your question. I suppose it is a difficult matter to say what books will be called for and what will not. Undoubtedly, there are a great many books published that nobody seems to want, and that find their way into the rag-bag. I think as dealers we have saved a great many valuable public documents from being destroyed. We are constantly called upon to furnish books way back that perhaps could not be obtained in any other way that would have been out of existence if there had not been such a way of caring for them.

The CHAIRMAN. And this furnishing has been to the Departments, Department libraries, and to the Congressional Library at times?

Mr. WILLIAMS. Yes; and to private persons. I think more of my trade has been with private persons who wanted to have a public library and would send orders for them. When they came here to Washington and found that I would sell them, perhaps—well, now, that recalls a fact that years ago I supplied quite a large quantity of executive documents to a large bookseller in California who was anxious to get up a public library, and I sold him quite a lot of them—several hundred volumes. He was looking around all of these places and trying to obtain them.

The CHAIRMAN. Has it come under your observation that there are occasions when a new publication just issued from the Government press is found for sale among the book dealers at prices very much below the cost to the Government?

Mr. WILLIAMS. Well, yes; I think that as a rule my experience has been that I had to sell for less than the Government price or I would not sell at all.

The CHAIRMAN. And that is true of both new and old books?

Mr. WILLIAMS. I should say so.

The CHAIRMAN. That is, I mean by the word "new" just issued from the press?

Mr. WILLIAMS. Well, perhaps that ought to be qualified. Of course there are old books that might not have cost more than a dollar that we might get $5 for on account of their scarcity.

The CHAIRMAN. The evil that I am seeking to get at, if there is such an evil, is that a book, for instance the current report or last Report of the Department of Agriculture, costing to print from 40 cents to 75 cents a volume, will be found in the early stages of its issue for sale at from 5 to 25 cents a volume. Do you know of such instances as that?

Mr. WILLIAMS. I don't think it has come to my knowledge to any extent; perhaps a scattering volume here or there.

The CHAIRMAN. I mean in quantities?

Mr. WILLIAMS. No, sir; not to my knowledge, though I perhaps am not in that line sufficient to get hold of them if that was the case.

The CHAIRMAN. If that should prove to be the fact it would simply show that there was an excess of supply?

Mr. WILLIAMS. I should think so.

The CHAIRMAN. Or else some improper method of obtaining the books at a very low price by the dealer?

Mr. WILLIAMS. Yes, sir.

The CHAIRMAN. Well, that is all, Mr. Williams, unless there is something else you would like to state to the committee.

Mr. WILLIAMS. I do not know of anything. This matter was sprung upon me so suddenly that I have not had time to prepare myself for any questions or anything else. I just had to reply as it came into my mind. It is possible that if I had known of it in time I might have thought of something to suggest.

The CHAIRMAN. If at any time, thinking the matter over—the committee will be in session most of this month—and any suggestions which occur to you, based upon your experience, we would be very glad to hear by letter.

Mr. WILLIAMS. Yes, sir.

Mr. RICHARDSON. Mr. Williams, if at any time you have sold agricultural reports, as you say you have, at about what price did you sell them?

Mr. WILLIAMS. Well, I think I sold to the Agricultural Department for 35 cents some 600 or 800 volumes at one time; that was fifteen—I don't know but it was twenty—years ago. They usually—well, I don't know how they sell nowadays—some years ago I sold 100 at a time to a private individual; I think they were intended for a Congressman in a farming district, and I rather think I got—he did not buy them directly, somebody was buying them for him—I think I got about 15 cents for them. I find that—at least that somehow or other got to be my idea—that Congressmen from agricultural districts frequently make such exchanges and are glad to get hold of agricultural reports.

The CHAIRMAN. Exchanging frequently with gentlemen who represent city districts works on commerce, navigation, etc.?

Mr. WILLIAMS. Yes, sir.

STATEMENT OF MR. W. H. LOWDERMILK, DEALER IN BOOKS.

The CHAIRMAN. Mr. Lowdermilk, as we are all quite well aware, you are in the book business in Washington?

Mr. LOWDERMILK. Yes, sir.

The CHAIRMAN. And you were the successor, I think, in business of Mr. Anglim?

Mr. LOWDERMILK. Yes, sir.

The CHAIRMAN. Who was in that business for a great many years?

Mr. LOWDERMILK. Yes, sir.

The CHAIRMAN. How long have you been connected with the purchase and sale of books?

Mr. LOWDERMILK. Well, I have been in that establishment since 1879; about eleven or twelve years.

The CHAIRMAN. And conducting the business yourself, how long?

Mr. LOWDERMILK. I have been conducting the business for the last eight years.

The CHAIRMAN. As a part of your business, the committee understand that you deal quite largely in the purchase and sale of Government publications?

Mr. LOWDERMILK. Yes, sir.

The CHAIRMAN. Is your dealing in them what might be called retail dealing, or do you wholesale?

Mr. LOWDERMILK. We do both.

The CHAIRMAN. What is the source of your supply of Government publications; how do you obtain them?

Mr. LOWDERMILK. Well, the sources are quite various. We get a large number from members of Congress and Senators in our exchanges, and we get a good many from persons to whom members of Congress have disposed of their books in various ways; we also get a great many from the Government Printing Office under the provisions of the law which authorizes the purchase there at cost and 10 per cent added; we get a great many at the public sales which take place—book sales. There is scarcely a family, I presume, or an individuel, who goes away from Washington, who does not have a number of Government publications, which he disposes of on his departure. We get them also by exchange with libraries, and we get them from bookstores throughout the country everywhere.

The CHAIRMAN. The charge has been made that it is not an infrequent thing for members of Congress to dispose of a part or all of a Government publication about as soon as it is placed to their credit. Do you know of instances of that sort?

Mr. LOWDERMILK. Well, I think probably that is true; but I don't think the instances are frequent; in fact, I think they would be, so far as my knowledge extends, much more rare than anyone is inclined to suppose. I don't call to mind as many as three instances of that character.

The CHAIRMAN. Were these of late occurrence or some time ago?

Mr. LOWDERMILK. No, sir; not recent. In fact, we don't do anything like the amount of business in that direction we used to. There are now a large number of people around the Capitol who are doing that business, and we don't engage in it to any extent, because they do it, and do it on a scale and a plan which we could not undertake to compete with.

The CHAIRMAN. Then the purchases that you refer to as being made

from members of Congress, as a rule, were members disposing of what might be called their individual libraries?

Mr. LOWDERMILK. Yes; well, the only instance that I call to my mind at present is one in which a member of Congress had retired from Congress, and as he was leaving he sold to me the remnant that he had on hand. Of course we are trying to get at the methods of remedying the abuses which exist in the distribution of the Government documents. There are a quantity of them beyond all question.

There is one thing which it seems to me ought to be settled in the minds of the Senators and Members, as well as in the minds of the people who have dealings with them; that is, whether the quota of documents which are distributed to the various Senators and Members are their individual property or whether they are theirs in trust to be distributed to their constituents. So far as I know there is no law or regulation or rule of either body which defines that matter at all, and there are to my knowledge, at least to my information, a number of Senators and Members who do not distribute their documents at all, except so far as they may be called upon by individuals for specific documents, and the position they have taken upon the matter is that it was no part of their contract when they became members of the Senate or House to undertake to make such a distribution, and they would not involve themselves in the expense of making the distribution, nor would

they undertake to do the clerical labor themselves. Now, if that question were settled definitely in some way it would put the matter upon a footing whereby they could not dispose of documents without violating some specified obligation.

But there are, as I say, quite a number of those gentlemen whom I know do not send their documents out. I know of cases, indefinitely in my mind, where members have died, and their mass of documents have remained there undisposed of. There are other cases where the accumulation was so great in the document rooms and in the folding rooms that the superintendents of the folding rooms have gotten together their documents and shipped them to the individual members at their homes, and there they have simply been thrown into old barns and out-houses, and everybody notified to take what they wanted. I have in mind one case. I don't remember who the individual was, but I think it was a member from Arkansas, who on one occasion sent me a lot of documents which had been sent to him out there; he did not know what to do with them out there, and he returned them here to the House folding room, and afterwards wrote to me and asked me if I could not take them and do something with them. Now that state of affairs exists very largely. There is a chance here, I think, to remedy one of the difficulties.

The CHAIRMAN. Is not the present condition probably about this: That under the law all documents that are a part of the quota of a member of Congress are practically his individual property for him to make such disposition of as he may see fit. The question as to how they shall be distributed is simply a matter between him and his official conscience as to what is the proper performance of his duty?

Mr. LOWDERMILK. I think that that is true as to a large number of members; on the other hand, I know that quite a number of members of Congress conscientiously believe that those documents are simply theirs in trust, and that they have no right to dispose of them at all. But then another question arises with them as to how to dispose of them. You take gentlemen who come from large cities, and they get a great many documents which are practically useless to them, and those

from the country districts get a good many which are useless to *them*. Now, when we were more largely interested in that kind of business, and did it on a more extensive scale, I used to regard ourselves as a clearing house for Members and Senators, and we made exchanges with them all the while; we would take their documents which were useless to them and give them others which they could make use of. So the equilibrium was established. Some members of Congress would take 5,000 or 6,000 Agricultural Reports more than they received, more than their quota, and distribute them amongst their constituents.

The CHAIRMAN. Trading for them other works that were perhaps more incident to the seaboard?

Mr. LOWDERMILK. Yes, sir; geological or mineral or other matters they did not care for. I don't know how you can remedy that state of affairs, because you can not very well discriminate and say that one member shall have what another member does not have. Now, the members do a large amount of that trading amongst themselves, and they give away a great many documents to their brother members.

The CHAIRMAN. What is your opinion of the advisability of continuing the existing law that permits any citizen, whether for his private use or for purposes of sale, to order a certain number of copies of public documents by paying the cost thereof and 10 per cent added?

Mr. LOWDERMILK. Well, I think that is a good provision of the law, and I think it ought to be extended. Now Congress and the Departments very frequently make their orders for small editions of books. A bookseller is a better judge as to what is going to be the demand for that work than anybody else is or can be. When I find that a document is being printed, or about to be printed, at the Government Printing Office, I examine into it and find what the character of it is. If I think the demand is going to be greater than the supply I always file an order for the number which I think I can dispose of. My judgment generally has been right in the matter, and we constantly have orders.

If we did not do so a great many documents and books which are printed now would be exhausted and people would not get them who want them and need them badly, and I think it is a very wise provision. I think there ought to be another, an addition, made to it.

It seems to me it would be wise to allow private citizens to secure stereotype plates of such matter by paying the cost and 10 per cent, which could be preserved and future editions printed if they were called for.

The CHAIRMAN. That is, printed by private individuals?

Mr. LOWDERMILK. Yes, sir.

The CHAIRMAN. From his stereotype plates?

Mr. LOWDERMILK. Yes, sir. I know of that occurring quite a number of times, and not infrequently Government Departments, Senators, and Members of Congress have come to me for those very things which I could print afterwards if I could get those plates made. At times a document is printed nine-tenths of which may be useless and there may be one-tenth of very valuable matter in it. If I could secure a stereotype plate for that one-tenth I could afterwards produce it in such quantities as is required and it would be very useful.

Mr. RICHARDSON. Do you mean to have the Public Printer furnish you at cost with a slight profit, or do you mean to make it yourself?

Mr. LOWDERMILK. Make it myself. I would simply have the law provide that he may make a duplicate of that stereotype plate for anybody who wanted it by paying a proper sum for it. The expense is not great. It used to be some years ago possible to do that. Under the administration of about twelve years ago, I think it was, I used to get stereo-

type plates, but suddenly the Public Printer, Mr. Rounds, raised the question of his right to do that under the law. Well, the printing laws are not so compiled as to enable you to ascertain just what the law is; it requires considerable research to find out just what it is. So we spent a good deal of time investigating the matter, and finally Mr. Rounds informed me he did not think he was authorized to do that, and it was discontinued to my very great inconvenience, for frequently we wanted them.

The CHAIRMAN. Now, it sometimes happens that a Government publication, fresh from the Printing Office, is to be had in the stores of the dealers before it is placed in the document room for distribution by members of Congress. Have you known of such instances?

Mr. LOWDERMILK. I don't think that is possible, Senator.

The CHAIRMAN. It seems to be.

Mr. LOWDERMILK. I have known of such instances to be alleged, but I don't think it is possible, for this reason: I have had a good deal of experience with the Government Printing Office, and I am on very good terms with all the gentlemen there; but I don't think any of those men in that office would let me have a document, no matter how many copies I had ordered, until it had been delivered in the House or Senate, or both.

Mr. RICHARDSON. It is customary when you give an order for a publication in advance of the law to get it after the Senators and Members are supplied with their quota.

Mr. LOWDERMILK. After they have been delivered to the House and Senate.

Mr. RICHARDSON. Then you, and all others who have given special orders get their orders filled?

Mr. LOWDERMILK. Then we get them; and I apprehend this is the true reason of that allegation. When the books are sent up from the Printing Office, say to-day, and delivered in the Senate or House document room, as the case may be, or the folding room, it may be a week or ten days before they put them to the credit of the Senators or Members. Meantime the Printing Office has not waited ten days for the action of the folding room clerks. My quota will be delivered to me maybe one or two days afterwards, and it might be possible to find them on my shelves for sale before you receive your copy, although your copy would be even then lying in the folding room for you.

The CHAIRMAN. This seems to be like a case in point: I may be mistaken as to that, but I will give my recollection. At my home in Omaha some time in August last I received a notification in the way of a postal card purporting to come from one F. B. Logan of Washington, which reads as follows:

I have for sale eight hundred (800) copies of Agricultural Reports, 1891; also, two hundred and sixteen (216) copies of that valuable work "Diseases of the Horse." Will sell at low figures.

This work, "Diseases of the Horse," was not placed to my credit, as I recall it, in the document room of the Senate for certainly a month after the time of the receipt of this postal card, and the number advertised here for sale is the quota of the members of the Senate. Now, can you give us any light on that subject, how that could be brought about?

Mr. LOWDERMILK. I can not understand that at all.

The CHAIRMAN. Do you know Mr. F. B. Logan?

Mr. LOWDERMILK. No, sir; I do not. The only way I can explain that would be——

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The CHAIRMAN. Then in October I received a second notification from the same gentleman in the same language, except that the words "eight hundred (800) copies of Agricultural Reports, 1891" were stricken out, evidencing the fact that he had sold the Agricultural Reports but still had the 216 copies of "Diseases of the Horse" for sale.

Mr. RICHARDSON. And that subsequent notice is on a postal card?

The CHAIRMAN. Yes; on a postal card.

Mr. LOWDERMILK. I could not understand that in any way, except possibly he may have made some arrangement to secure some Senator's quota when it was ready, and knowing what it was to be he has advertised it in advance of receiving it. I do not think it is possible for him to have had the books.

There is a good deal of honesty in the Departments of the Government, and the folding rooms of the House and Senate seem to me to be about as straight as anything can be, and I do not think it is possible for him to have had a single copy of that book previous to its being entered to your credit, unless it had been procured directly from the Agricultural Department, which Department received its quota before they came here to the House and Senate.

The CHAIRMAN. You spoke in the early part of your examination concerning a method of selling or disposing of documents at the Capitol, a practice with which you are unable to complete. Will you kindly explain what you mean by that?

Mr. LOWDERMILK. I meant by that that there are quite a number of young men in the Capitol who devote themselves exclusively to that business. They have no other business except to trade for and buy and sell documents, and they are here all the time in the Capitol during the sessions of Congress and constantly in contact with Members and Senators and meeting all their wants.

The CHAIRMAN. Do you mean they are private persons?

Mr. LOWDERMILK. Private persons; yes, sir.

The CHAIRMAN. Not employés.

Mr. LOWDERMILK. No, sir; not employés.

Mr. RICHARDSON. The suggestion that you made a moment ago that the book entitled "Diseases of the Horse" might possibly, in this instance referred to by Senator Manderson, have been obtained from the quota furnished to the Secretary of Agriculture. Have you noted the fact that the number offered for sale is 216; that is the exact number due a Senator; he could not have procured that number without a singular coincidence from the Secretary of Agriculture?

Mr. LOWDERMILK. I did not intend to imply that. What I said was, that it would be impossible for him to secure any of those books unless he secured them from the Agricultural Department.

Mr. RICHARDSON. They have none for sale, have they?

Mr. LOWDERMILK. Oh, no, sir; they would not give to an individual more than a copy of it.

Mr. RICHARDSON. They would not furnish a dealer with anything like 216 copies?

Mr. LOWDERMILK. No, sir; they would not probably furnish a dealer with any copies?

The CHAIRMAN. I would like very much, Mr. Lowdermilk, to have from you, as an expert, some suggestion as to the comparative value of Government publications; which of those that seem to be of such importance and value to the people that their printing should be continued; and if there are any that seem to be an absolute waste of money in their printing and attempted distribution.

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Mr. LOWDERMILK. Well, Senator, there is an immense quantity of matter printed which is useless, according to my view. There is a great quantity of it printed which annually finds its way into the paper mill, and I think some person of experience might sit down and take the list of publications and fairly well indicate what those are. I would say, for instance, the large number of messages and documents printed are comparatively useless.

The CHAIRMAN. Do you mean by that the abridgment?

Mr. LOWDERMILK. Yes, sir. I think that the number of copies of the Engineer's Report which is printed is entirely useless and an extravagant waste of money. You take five immense volumes, which would make a pile as high as this [indicating] of the report of the Chief of Engineers, almost entirely composed of maps which are expensive, and quite a number of copies of those are given to every Senator and every Member, and he throws away nine-tenths of what he has. He may keep one copy and throw away the rest. They are of no earthly good to anybody; they are technical in their character, merely descriptive of the operations of the Engineer Corps and various public works; and if the Department were supplied with a limited number of them for its use and a copy given to each Senator and each Member and a copy placed in each depository, supposing that there is at least one depository in each State in the Union, I think it would meet all requirements. I think that the printing of a large number of those things for general distribution to people who have no use for them is an extravagant waste of money.

I think that the report of the bids for mail contracts is an altogether useless thing, which might be eliminated entirely from the public printing. It is an extremely expensive book to print. There are about probably 300 or 400 men in the country who are interested in it, each one of them will be interested in some one particular part of it and the rest of it would be useless to him—each one of those men could secure the information he desires by writing a letter to the Post-Office Department, and yet that book goes on like the river that rolls eternally.

The CHAIRMAN. My question is one that is extremely difficult to answer, called in as you are in this hurried way and without preparation, and I would like to have you take this list of Government publications, if you will do so for the benefit of the committee, that is to be found at the end of certain responses made to this committee by the Executive Departments, and if you will indicate upon it, or in such manner as you deem best, the works that would seem to have no popular demand whatever and suggestions as to any of those publications, we would be glad to have you do so.

Mr. LOWDERMILK. I will do so with pleasure, sir. Before leaving this point, there is one thing I should like to suggest: I am a member of the American Library Association, and singular as it may seem, I sometimes try to get things for nothing to libraries rather than sell them to them, and as I am engaged in supplying libraries not only all over the United States, but all over the world in fact, I feel a very considerable interest in them. I attended the annual conference in San Francisco last month, and we discussed the question of public library supplies of public documents, and I was requested to make some statement to this committee in reference to that matter, which I would be very glad to do.

The CHAIRMAN. We would be very glad to have you do so, either now or prepare it in writing and submit it.

Mr. LOWDERMILK. It will be very brief and it might just come in here: That is, that the estimate in which public documents is held today is very much higher than it ever has been heretofore. I have trav-

eled all over this country and visited almost all of the important libraries in it, and have discussed this question with the librarians themselves and examined what they have in their libraries. I have also pursued that inquiry even in the libraries in Europe, and I find that the librarians generally are becoming very much interested in the Government publications; and it was the sense of this convention or conference, after the discussion of the matter, that the proper thing to do would be to have at least one designated depository in each large city in the country, and also one in the State capital or the commercial center of every State, where every document which is printed by the Government should be sent and kept on file for reference. Now the depositories get certain documents, but what they get is limited. Some States I think probably have no depositories at all, and in some cases where they have a depository it is so remote that it takes a long time and a great deal of expense to get to it to consult anything; and the conference was of the opinion that it would be for the general good of the public that a complete file of Government publications should be placed in every State, and where there are large cities (more than one large city in a State) that each one of them should have a supply, and that the committee should arrange to have them designated for that purpose, and have a law providing that they should have these documents.

Then another suggestion was that here in the city of Washington, which is the headquarters of everything pertaining to the national capital, of course, there is not a pl ce to-day where a person can go to consult all the publications of the Government, and that there ought to be some one establishment in which there would be preserved several copies—two or three copies of every document—and that they should be open to inspection all the time. There are various Departments of the Government which have not their own publications. There is not in the whole city a complete set of the publications of the Government, and it does seem singular that the United States Government should not have a complete set of its own publications, and that it should not be put in such a position that it could easily be consulted by anybody who had a desire to do so.

The CHAIRMAN. Now, let me ask a question: To what extent are the Government publications kept up in the Congressional Library?

Mr. LOWDERMILK. Well, that I can not answer. I think they are tolerably well kept up.

The CHAIRMAN. Of course we all understand there is not a complete set of Government documents existing from the beginning of the Government anywhere; but are not all these books now maintained in the Congressional Library?

Mr. LOWDERMILK. Well, I don't think I could answer that question, Senator; but I find this to be the fact, I know there used to be in this Capitol building quite a number of rooms devoted to what is known as the reserve documents, and I know that those documents have been taken from those rooms, put into bags, stored away in the cellars, and are generally rotting away there and disappearing entirely, and they are of no value to anybody, and they ought to be taken out of there and put some place where they could be preserved.

The CHAIRMAN. Yes, that is true in both Senate and House wings. There is an enormous accumulation of what are known as the reserve documents; they have been emptied out of the committee rooms of both Houses, and that has been a necessity. You take our own committee room, where perhaps we have more books than in any of the other committee rooms of the Senate, simply because we have not the space to put them. Only the last session we had to clean out all the reserve

documents that antedated the Forty-seventh Congress, so that we have here only the modern publications, and the difficulty is to find a place of storage or a receptacle for this vast accumulation, for it is enormous, even a single set of reserve documents——

Mr. LOWDERMILK. But I think you ought to have a building devoted to that purpose alone. Books that are now rotting away will be worth their weight in silver after a while. Some of those books to-day are worth $25 or $30 a volume.

The CHAIRMAN. The last Sergeant-at-Arms of the Senate, in obedience to the order of the Senate Committee on Printing, caused to be listed this accumulation of books, largely the reserve documents taken from the committee rooms, that are stored in the basement of the Capitol. When his report came in the number of volumes was so great that the committee were nonplussed as to what order to make concerning them. The impression obtains that those books are valueless. Now, is it your opinion that they are of value and that some effort should be made towards their preservation, and if so what would be your suggestion concerning them?

Mr. LOWDERMILK. Undoubtedly they are of value, and some of them of great value, and I think they ought to be preserved and cared for. I think there ought to be a building constructed especially for the care of those documents. It need not be an expensive building, but it should be of sufficient capacity to take care of them, and should be a place to which anyone can go for the purpose of consulting them.

Mr. RICHARDSON. The idea you are suggesting is to store one, two, or three copies of each one of those books, not the entire edition?

Mr. LOWDERMILK. Yes sir, of course; but here they are thrown indiscriminately away.

The CHAIRMAN. Where they can not be reached?

Mr. LOWDERMILK. Yes, sir; they are useless.

The CHAIRMAN. Mr. Lowdermilk, have you considered the subject of the present system of indorsement of public documents, the titles upon the back?

Mr. LOWDERMILK. Yes, sir; I have, and I have found it always to be the most incomprehensible and incongruous arrangement imaginable.

The CHAIRMAN. Have you any suggestion to make on that subject?

Mr. LOWDERMILK. I have endeavored sometimes to fathom the object and idea of the person who had the arrangement of it. It is my idea that every book should be given its name and—well, I don't know that I would undertake now to give offhand a system or method which I think should be adopted; but I certainly would eliminate the method of having the same book appear under three or four different titles, three or four different series.

The CHAIRMAN. On page 22 of matter prepared by Maj. Michael, clerk of the committee, for the consideration of the committee, I find this suggestion printed on back of documents:

HOW TITLES SHALL BE PRINTED ON BACK OF DOCUMENTS: That the publications of various Departments shall be bound uniformly in a particular color, no two departments using the same color, by which their publications may be identified, and the title on such publications shall be thus:

STATE.	TREASURY.	TREASURY.
President's Message and Foreign Relations.	State of the Finances.	Comptroller of the Currency.
1890.	1890.	1890.

WAR.	WAR.	WAR.
Secretary and Bureau Officers.	Engineers, Vol. 1.	Ordnance.
1890.	1890.	1890.

INTERIOR.	INTERIOR.	INTERIOR.
Secretary and Land Office.	Indian Affairs.	Geological Survey.
1890.	1890.	1890.
AGRICULTURE.		AGRICULTURE.
Secretary and Bureaus.		Bureau of Animal Industry.
1890.		1890.
SMITHSONIAN.		SMITHSONIAN.
Secretary and Appendixes.		National Museum.
1890.		1890.

and they shall be given a consecutive number, beginning with the number indicated by the number published by the Departments up to and inclusive of eighteen hundred and ninety-two.

Mr. LOWDERMILK. That means a consecutive number in each Department?

The CHAIRMAN. Yes.

Mr. LOWDERMILK. Do you mean a consecutive number from the beginning, or do you begin with each Congress?

Mr. MICHAEL. Ascertain the number of volumes on that particular subject that have been issued heretofore and begin at that number: if there have been fifty, then 51, if there have been thirty, then 31. The idea is this: That for instance in 1892 the thirty-first volume is issued, that shall be numbered 31 and will show that thirty volumes precede it.

The CHAIRMAN. Well, now, if the Government should put up a building for the purpose of making a complete collection of Government publications, when those thirty volumes preceding the thirty-first volume have been collected, then the numbers can be put on?

Mr. LOWDERMILK. Well, I think that is very good, except in some few instances it will be difficult to carry it out, because of the peculiar methods which have been adopted in publication, and by the Departments, where two Departments have been combined, or where they existed together at one time and have been separated. But still the idea is all right.

The CHAIRMAN. I rather wanted to direct your attention in that channel with a view of asking you to give the committee, at your earliest convenience, the benefit of your advice upon that subject, if you will?

Mr. LOWDERMILK. I will be very glad to do so.

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The CHAIRMAN. We would like to have you give us your advice on the subject of an index, if you will kindly take the time to do so?

Mr. LOWDERMILK. Well, the preparation of an index has been one of my hobbies for a long time, because it always struck me that the person who had a large library and no index or catalogue might pretty nearly as well not have the library. I have spent a good part of my life searching for things which are found in Government publications; and I had the honor to submit to several members of this committee last Congress a crude plan which I had mapped out for indexing or cataloguing the Government publications, and that about embodies my idea of the manner in which it should be done, though if it is undertaken it ought to be very complete: it ought to go into an analysis of the various reports: that is, so far as to take up the important heads, important subjects; for instance, if you take a report of the Chief of Engineers, we have no method at the present time of discovering what is contained in such report unless we get that volume and examine the

index; we would have to take every index to every report in order to find what is contained in those volumes. This index which I propose ought to be made comprehensive enough to give a reference to every one of those subjects so that you would know where it could be found.

The CHAIRMAN. Do you mean a current index?

Mr. LOWDERMILK. A general index from the beginning up to the present time; then that should be kept up by a current index.

The CHAIRMAN. Please, in that connection, state what are the practical difficulties in regard to Poore's Catalogue of Government Publications issued some years ago?

Mr. LOWDERMILK. Well, I had the bill passed through the House providing for the preparation of that catalogue; and I did one year's work on it. Maj. Poore and myself discussed the plan, and my idea was that the catalogue should be exactly what the law provided for, because the law was very specific, declaring that it should be an alphabetical subject index catalogue. Major Poore and myself differed on that in the outset, because he insisted on having a chronological list of books. My idea was that the index would be useful in legislation; for instance, if there was an appropriation bill called up in the Senate or in the House—the precedents are desirable in a great many cases—my idea was that when that appropriation bill was called up in the House or Senate you might take this book, this index, and open it to that subject, and right there under the subject head, you would find an epitome of every appropriation that had been made for that purpose from the beginning of the Government up to the present time in each Congress, and in two minutes the Senator or Member may have found all the information he wanted on that subject.

Now, as it is, if you wanted that information you open Poore's book at the index, and, as there have been one hundred sessions of Congress, you would find a hundred references to that subject, and when having found it you must turn back a hundred times to particular pages of fine type without any headlines or catch-lines and spend a very considerable length of time in finding that particular item on that page. It would take you half a day to do it, and consequently the value of the thing is very largely destroyed.

The CHAIRMAN. You, then, would follow no chronological order, but make it purely alphabetical?

Mr. LOWDERMILK. I would make it alphabetical, but I would follow a chronological order under the subject, and then I would have a catch-

line to every item under that subject so it would readily catch the eye, and you could find any point almost instantly just as in dictionaries.

The CHAIRMAN. In order to accomplish that general catalogue of the character of which you speak, would it be necessary to go over the entire work from the beginning; could not Poore's book be taken as the basis of a new arrangement?

Mr. LOWDERMILK. No, sir; I think not. If I were going to do that work I should not want to know Poore's book at all. It might be used, but I would rather go to the original sources. There is nothing safe except an original source. It is useful now, of course, but its usefulness is very prescribed.

The CHAIRMAN. Have you the matter which you say you presented to the committee?

Mr. LOWDERMILK. Yes, sir; I have it at home.

The CHAIRMAN. Will you transmit that to the committee with a letter?

Mr. LOWDERMILK. Yes, sir.

The CHAIRMAN. In that connection, if you will look on pages 23 and 24 of the matter which has been prepared for the consideration of the committee by Maj. Michael, you will find some views expressed there as to the matter of a general index. I would like very much for you to give that your consideration and advise us concerning it.

Mr. LOWDERMILK. The existence of a proper catalogue would save the Government every year, in my opinion, almost the cost of it in time

and convenience. The general expression of opinion amongst the librarians this year has been unanimous on that point, and I have consulted them all over the country; they all feel exactly the same way about it, that they are exceedingly anxious to have a catalogue or index, for that which they have is almost useless.

Mr. RICHARDSON. What do you think would be the cost of printing a proper index?

Mr LOWDERMILK. I made an estimate last year under the pressure of doing it in an economical sort of a way, and I estimated that the clerical work would be about $20,000; but, I think, to do it properly and cover the ground entirely it would cost twice that much.

Mr. RICHARDSON. That is, the mere clerical work, without the publication?

Mr. LOWDERMILK. Yes, sir.

Mr. RICHARDSON. How many pages would it make?

Mr. LOWDERMILK. Well, it ought to make two volumes as large as Poore's, probably.

Mr. RICHARDSON. Please state about the size.

Mr. LOWDERMILK. It is a quarto size; about the size of the Congressional Record.

Mr. RICHARDSON. How many pages would it make?

Mr LOWDERMILK. Two volumes of a thousand pages each, probably; something like that. It would not be so compact as Poore's. Necessarily it must be made a little different from that in order to give the proper catchwords and cross references. It would have to be done by an experienced indexer.

There is another subject which I would like to take the liberty of suggesting.

The CHAIRMAN. We would be very glad to have you do so.

Mr. LOWDERMILK. When I was visiting the libraries in England, Scotland, and Ireland, it struck me as very peculiar that I should find so many United States Government publications lying around in the

corners of these libraries, some of them valuable. I said, "How do you get possession of these?" I was told, "They are sent to us from the Government." I never was able to discover what part of the Government sent them. I found quite a number of valuable publications generally scattered about through the libraries, apparently of no importance to them because they were stuck away in the corners and never used at all or called for. But under what system, or by what authority, or by what method these United States publications were so generally distributed amongst foreign libraries I could not ascertain. Under the general system of international exchanges, of course, each Government is entitled to have a copy of every publication, but why they should be sent to all these other libraries I do not understand.

There is another point which occurs to me: Under the law every Senator and every Member is supplied, of course, with a set of the documents.

The CHAIRMAN. That is, the reserve documents, you mean?

Mr. LOWDERMILK. Yes, sir; the reserve documents. Now, recently; within the last three Congresses, there was a law passed which authorizes every Senator and Member, in addition to that, to have bound at the Printing Office, free of charge, in half morocco, any document which was published during his term of office. Now, that may be all right for the Senator and the Member to have that additional copy; but the experience which I have had in that matter is this: It has come under my observation that interested parties have suggested time and again to Members that they were entitled to have this work done, and they have made up lists of the documents, and the Member has signed that list, and they have taken those documents from the document room and sent them to the Printing Office and had them bound in that way. When they are returned the Member selects what he wants out of them, and the rest go to other people and are simply sold and given away. I am certain that that method has cost the Government a great many thousand dollars; and I think that clause in the law ought to be eliminated entirely.

STATEMENT OF MR. FELIX B. LOGAN, LABORER.

The CHAIRMAN. Where do you live, Mr. Logan?

Mr. LOGAN. Well, sir, since I came to Washington I have been living at 909 Third street, NW.

The CHAIRMAN. How long have you been in Washington?

Mr. LOGAN. I have been here since the 16th of April last.

The CHAIRMAN. Have you a Government position?

Mr. LOGAN. I am in the War Department.

The CHAIRMAN. In what capacity?

Mr. LOGAN. I am employed as a laborer.

The CHAIRMAN. Where is your home?

Mr. LOGAN. In Rutherford County, N. C.

The CHAIRMAN. Are you the F. B. Logan who distributed certain postal cards, one of which I hold in my hand, addressed to Charles F. Manderson, Omaha, Nebr., stating—

I have for sale eight hundred copies of Agricultural Reports, 1891; also two hundred and sixteen copies of that valuable work, "Diseases of the Horse." Will sell at low figures?

Mr. LOGAN. Yes, sir; I am the man that did it.

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The CHAIRMAN. Am I correct in my impression that the first postal card received by me was in August last?

Mr. LOGAN. Well, I don't remember; I was doing business for another man; he was away from the city and asked me to send them out for him; I was disinterested altogether; I did it as a matter of personal favor.

The CHAIRMAN. It is proper for me to premise, Mr. Logan, with the statement that the committee does not reflect upon you or anyone else for either the purchase or sale of public documents. All we seek is to get at the facts in this case as to whether certain abuses which we know have grown up can not be remedied; and it is not that we reflect upon you for your action, but simply that we want to get at the facts.

Mr. LOGAN. I am simply a disinterested party.

The CHAIRMAN. Have you been in possession of these books?

Mr. LOGAN. No, sir; not at all.

The CHAIRMAN. You were acting, then, for some one else?

Mr. LOGAN. Yes, sir.

The CHAIRMAN. Was that some one else a Member of Congress?

Mr. LOGAN. Yes, sir.

The CHAIRMAN. A present Member or a late Member?

Mr. LOGAN. He was an ex-Member of Congress.

The CHAIRMAN. So this was the effort of an ex-Member of Congress to sell the quota of books belonging to him, and he did it through you?

Mr. LOGAN. Yes, sir.

The CHAIRMAN. You, then, did not receive any of the Agricultural Reports for 1891, or of this work "Diseases of the Horse," in advance of their being sent to the Document Room of either of the two Houses?

Mr. LOGAN. I did not, sir. The only disposition I made of them was that I got an order from the ex-member and came here to the superintendent of the House folding room or the House document room and asked him if he would transfer the books to me and leave them here until I disposed of them, which he said he would do; and as I got an offer which I felt justified in taking for the books, what the gentleman told me to sell them for, I disposed of the books and came here and gave an order to that effect to the different parties I sold them to. One time I came with the order personally, but the last time—I sold them at two different times—I sent an order from this gentleman, transferred by me to the party that I had sold them to, and did not come to see about them at all, and he sent me a check for them. The check was drawn in my name. The gentleman for whom I was selling came to me with the check. I authorized him to go to my number and get my mail. He did so and brought it to me, and I transferred the check to him. He was not here at the time the books were sold.

The CHAIRMAN. Your action in the matter was simply as a friend of this gentleman and without profit to you?

Mr. LOGAN. Just as a friend; there was no profit whatever.

The CHAIRMAN. Do you know what was obtained for the Agricultural Reports per volume?

Mr. LOGAN. I think it was about an average of 5 cents per book.

The CHAIRMAN. How much for the "Diseases of the Horse;" do you know?

Mr. LOGAN. I think 40 or 50 cents; I do not remember for certain. I think I have the bill at home stating the number of books and the amount paid for them.

The CHAIRMAN. Mr. Logan, do you feel warranted in stating to the

committee who this ex-member of Congress was that you disposed of the books for?

Mr. LOGAN. So far as I am concerned there would be no impropriety in my doing so; it was Mr. Ewart.

Mr. RICHARDSON. Of what State?

Mr. LOGAN. Of North Carolina. Of course I did not know anything about it. I supposed it was all right, and was very much surprised when I got the subpœna to come here to-day. I did it as a matter of personal friendship. He said that a number of the Congressmen did it; that he had books placed to his credit that he did not have any use for, and that he did not suppose there would be anything wrong.

Mr. RICHARDSON. Do you know whether this purchase was made by other members of Congress?

Mr. LOGAN. Yes, sir: both of them made by members of Congress.

The CHAIRMAN. This is the only instance of the kind that you have been concerned in?

Mr. LOGAN. Yes, sir. I never was in Washington before until the 16th of April last. In fact I knew very little of the gentleman, only by reputation, until I came here; but since that time he and I have been very intimate friends.

The CHAIRMAN. Did he give any reason why he desired to do this through a third person?

Mr. LOGAN. He did not; only that he was going away. He was going back home and said he would not be here, and had these cards printed for me to send out with my name attached. Of course I said go ahead, I will do anything I can for you with pleasure.

The CHAIRMAN. You sent one or more copies to each member of Congress, I suppose?

Mr. LOGAN. Yes, sir.

The CHAIRMAN. I know in my case I got one from you in August and this one, which is dated October 12, and apparently by that time the 800 copies of the Agricultural Report had been sold because those words had been stricken out.

Mr. LOGAN. Will you let me see that card, please? [After examining card.] No; I did not write that.

Mr. RICHARDSON. In whose handwriting is the superscription?

Mr. LOGAN. I suppose it is Mr. Ewart's.

Mr. RICHARDSON. Do you know Mr. Ewart's handwriting?

Mr. LOGAN. Yes, sir; I think that is Mr. Ewart's handwriting. I am very well satisfied it is, but I would not be willing to swear to it. I am rather positive that it is.

STATEMENT OF LEWIS S. HAYDEN, DEALER IN SECONDHAND BOOKS.

The CHAIRMAN. Mr. Hayden, will you kindly give your occupation and place of business?

Mr. HAYDEN. I am a bookseller; my place of business is 1010 F street, NW.

The CHAIRMAN. How long have you been in such business?

Mr. HAYDEN. About eight or ten years.

The CHAIRMAN. You have dealt, the committee understands, quite considerably in Government publications?

Mr. HAYDEN. Yes, sir.

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The CHAIRMAN. Will you kindly state to what extent, as to whether yours is what might be called a retail or a wholesale business?

Mr. HAYDEN. Both, sir. To tell the truth, Senator, I could not answer any question more to suit me than Mr. Lowdermilk has done. His ideas and mine are a good deal alike.

The CHAIRMAN. I will ask you a few questions in order to get at this matter, which has worried us a little. What is your source of supply of Government publications; where do you obtain them?

Mr. HAYDEN. There I would have to make the same answer that Mr. Lowdermilk has made. Some I get in exchange from members; others I get from buying private libraries and at auction sales, and others are brought there. Of course anything that is worth buying when we get the opportunity we buy it.

The CHAIRMAN. How much sale is there of Government publications by members of Congress during their term of office?

Mr. HAYDEN. I never bought from a member of Congress since I have been in business.

The CHAIRMAN. Have you of an ex-member of Congress at any time?

Mr. HAYDEN. No, sir. The only lot I ever bought was that of a dead member of Congress. I bought them from a man they were willed to by the member. I have not been engaged in the Government publications as largely as Mr. Lowdermilk and Mr. Anglim; in fact I have not formerly done the extensive business they have.

The CHAIRMAN. Mr. Hayden, unless there is something that you desire to suggest I do not know that I have any further questions to ask. You say you quite agree in the views as expressed by Mr. Lowdermilk?

Mr. HAYDEN. I do right straight through, and I heard all of his statement. It is a subject that he and I have talked over several times, some points in it.

But I have one idea that has not been advanced, that certain books that are valuable should be printed for sale and not for free distribution, like some of the reports of the Geological Survey. There are a good many valuable books that ought to be printed for sale at a little over cost. In that way the Government would save considerable.

The CHAIRMAN. You would cut off the free supply and publish them only for sale at cost price and 10 per cent added?

Mr. HAYDEN. It would soon be ascertained how many would be wanted.

Adjourned to meet at 2 o'clock p. m., November 16, 1891.

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(3)

INQUIRY INTO DEPARTMENT PRINTING.

CIRCULAR OF THE COMMITTEE.

MY DEAR SIR: Your attention is respectfully called to the following concurrent resolution passed by the Fifty-first Congress:

CONCURRENT RESOLUTION.

Resolved by the Senate (the House of Representatives concurring therein), That the Committee on Public Printing, with two members of the present House of Representatives who are reëlected to the next Congress, to be appointed by the Speaker of the House of Representatives, or any subcommittee of said special joint committee, are hereby instructed to examine into the numbers printed of the various documents, reports, bills, and other papers published by order of Congress, or of either House thereof, and of the Congressional Record, and to report a bill in December next, making such reductions in the numbers and cost of printing, and such changes and reduction in the distribution of said publications as they may deem expedient, with a report giving their reasons therefor; and that the said Committee is also instructed to investigate the printing and binding for the Executive Departments executed at the Government Printing Office, and at the branch printing offices and binderies in the various Departments, and report a bill in December next, making such reductions in expenses and imposing such checks as they may deem expedient, with a report giving their reasons therefor; and said Committee is further instructed to make any other investigation calculated in their opinion to reduce the cost of public printing, and report the result thereof; and the said Committee is hereby authorized to employ a stenographer, to summon and examine experts and witnesses, and to call upon the heads of Executive Departments and the Public Printer for such information regarding the preceding matters as they may desire; and expenses necessarily incurred in making the investigations aforesaid shall be defrayed from the contingent fund of the Senate, upon vouchers approved by the chairman of the Committee on Printing.

Especially is your attention called to that clause in the resolution relating to the printing and binding for the Executive Departments executed at the Government Printing Office and at the branch printing offices and binderies in the various Departments. The Committee are authorized by Congress to investigate this class of the public printing and binding, with a view to—

First. A reduction in the expenses of printing and binding; and,

Second. To impose additional checks, if any shall be needed, on said printing and binding.

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Will you kindly furnish written answers to the following interrogatories:

1. What reports, documents, or pamphlets are printed for your Department? In giving this answer please cover a period including the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses, thus:

Title of report, document, or book.	Number printed by authority of Congress, Forty-eighth Congress.	Number printed, Forty-ninth Congress.	Number printed, Fiftieth Congress.	Number printed, Fifty-first Congress.	Number of copies printed on the order of the Department.	Distribution.	Cost.	Where printed — main office or branch office.	Note.

2. Have you a branch or independent printing office in your Department?

(*a*) How many and what kinds of presses are in use in the branch office? How many people are employed in the branch office, and how are they paid?

(*b*) Who has charge of the branch office? That is, is it under the Public Printer?

(*c*) Who has immediate charge of the printing done for the Department in the branch office? That is, to whom does the foreman in charge of the office look for his final orders to do printing for the Department?

(*d*) Do all orders for printing pass through the hands of one responsible head, or do bureau chiefs and others give orders direct? What is the process?

(*e*) Who furnishes machinery and material for the branch office?

(*f*) Is the maintenance of a branch office in your Department in the interest of economy and convenience? Please make a full statement under this head.

(*g*) What portion of the expenditure in your branch printing office is paid from the credit given you by Congress in the annual appropriation bill, and what portion from the credit given the Public Printer, and on what principle is such division made?

(*h*) Have you a bindery in your Department? If so, is it under control of the Public Printer? If not under the control of the Public Printer, who has charge and control of it? What is the size of the plant, and what class of work does it do? Could the same work be done better and more economically in the bindery of the Government Printing Office?

3. Could not the annual report emanating from your Department be so edited or supervised as to include the substance of accompanying papers or reports of subordinates, so as to do away with the expense of printing so many parts to the report of the head of the Department? What remedy do you suggest for this growing tendency to voluminous annual reports? This question refers more particularly to the appendices to the reports, or accompanying papers.

4. Is not the number of copies of reports printed, including the accompanying papers, larger than is necessary to meet actual needs? Please

give in detail the distribution of the reports of your Department, and make suggestions as to how the number of copies may be reduced, if it can be done consistently with the interests of the public service, stating the least number of the different sorts of reports that can be printed for the use of your Department.

5. Can you suggest any better method of distributing public documents, either those emanating from your own Department, or those published by other Departments, than now exists?

6. What public documents, bills, resolutions, etc., are required by your Department to facilitate business in the Department, and to whom should they be sent for distribution?

7. Does the experience of your Department suggest any changes in existing laws relating to the public printing and binding, or the distribution of public documents, that would be in the line of economy and in the interest of the public service? The Committee would be glad to receive from you any suggestions relating to the public printing and binding, the distribution of public documents, and the printing of blanks, letter-heads, and envelopes, that would be called for under the most liberal construction of the resolution to which your attention has been called.

As early an answer as practicable will greatly oblige,

Yours, very respectfully,

CHARLES F. MANDERSON,
Chairman of Committee.

REPLIES TO THE FOREGOING CIRCULAR.

DEPARTMENT OF STATE.

DEPARTMENT OF STATE,
Washington, July 29, 1891.

Hon. CHARLES F. MANDERSON,
Chairman of the Committee on Printing, United States Senate:

SIR: Your letter calling attention to the concurrent resolution passed by the Fifty-first Congress, respecting the printing of the various documents, reports, bills, and other papers published by order of Congress or of either House thereof, has been received.

In reply, I have the honor to state that the following table shows the number and character of the public documents printed for distribution by this Department during the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses:

Title of document.	Congress.	Copies.	Cost.
Foreign Relations—			
1883	Forty-eighth	2,000	$1,161.73
1884	Forty-eighth	2,000	881.17
1885	Forty-ninth	2,000	1,179.26
1886	Forty-ninth	2,000	1,053.80
1887	Fiftieth	3,000	1,294.40
1888	Fiftieth	*750	1,155.01
1889	Fifty-first	1,000	534.10
1890	Fifty-first	1,000	†535.00
Commercial Relations—			
1882–'83	Forty-eighth	*2,500	1,984.16
1884–'85	Forty-ninth	1,000	574.98
1885–'86	Forty-ninth	*1,000	1,118.68
1886–'87	Fiftieth	1,000	627.35
1887–'88	Fifty-first	1,000	600.75

*Two volumes. †Estimated.

These volumes were printed at the main office.

The Foreign Relations and the Commercial Relations are distributed among our diplomatic and consular officers, and are also presented to foreign governments, to eminent publicists abroad and in the United States, and to the principal public libraries in this country.

Attached to the Department are a bindery and a printing office, both of which are branches of the Public Printing Office and are under the supervision of the Public Printer, who is represented by a foreman for the printing office and one for the bindery.

All orders for printing and binding pass through the hands of the chief clerk of this Department.

The maintenance of a printing office and bindery in the Department is in the interest of economy and is of the greatest convenience.

The bindery has been connected with the Department for more than fifty years. In it are bound up into appropriate volumes all the original manuscript correspondence received from our ministers, consuls, foreign ministers, and letters from the various Departments of the Government and from private persons and corporations. These papers are

in original, and form part of the archives of the Government, and should not be removed from the Department nor pass beyond the immediate control of its officers. Many of them are of a highly confidential character.

With respect to the other interrogatories contained in your letter, I refer you to the statement of the chief clerk of this Department made before your committee, as presenting the views of this Department.

I have the honor to be, sir, your obedient servant,

WILLIAM F. WHARTON,
Acting Secretary.

BUREAU OF AMERICAN REPUBLICS.

BUREAU OF THE AMERICAN REPUBLICS,
DEPARTMENT OF STATE.
Washington, U. S. A., May 11, 1891.

Hon. CHARLES F. MANDERSON,
Chairman Committee on Printing:

SIR: I have the honor to acknowledge the receipt of your circular, dated April 25, 1891, containing several inquiries as to the printing and distribution of public documents.

As the Bureau of the American Republics is unique and international in its character, several other Governments contributing to its support, and was organized for the sole purpose of securing and disseminating information concerning the American Republics, the general inquiries from your honorable Committee do not apply to its work, and may not, therefore, be answered specifically. I ask the liberty, however, to submit a statement concerning the plans and purposes of the Bureau, and the work it is doing, for the information of your Committee and the Congress of the United States.

The Bureau was organized about the first of November, 1890, upon the recommendation of the recent International American Conference, a copy of whose report on the subject as adopted is hereto attached.

Upon organization the labors of the Bureau were first directed to the establishment of sources of official and unofficial information concerning the American Republics, and the formation of a reference library

of works in the English, Spanish, Portuguese, and French languages. Circulars were then issued to commercial organizations, notifying them of the purposes which the Bureau is intended to serve, and inviting inquiries from all merchants and manufacturers who are interested in promoting the commerce between the American Republics. In response to this circular the Bureau has received many inquiries, all of which have been answered as promptly and as fully as the information in its possession would permit. The greater portion of them came from persons who are desirous of extending the sale of their goods in the American countries and colonies, and indicate a very widespread and increasing desire for information as to the markets of those countries and colonies. Public addresses have been delivered by the Director of the Bureau upon invitation from commercial organizations in many of the manufacturing centers of the United States, and intelligence of immediate public interest has been regularly furnished to the several press associations in Washington and widely published.

In the same time the Bureau has been engaged in the preparation and publication of bulletins containing information of permanent value and interest concerning the American Republics.

The first bulletin was Hand-Book of the American Republics, No. 1, containing among other things: Résumé of the results of the International American Conference; historical notes about America; systems of credit in Latin America; statistics of the trade in productions of Latin America; general comparative statistics of American commerce; registers of executive officers of the American Republics, their diplo-

matic and consular representatives in the United States, and the representatives of the United States in Mexico, Central and South America, and the Colonies; travelers' guide, postal guide, and table of cable rates to the American continents; trade-mark laws, port charges, and consular regulations of American countries.

The second bulletin was Hand-Book No. 2, published in both Spanish and English, which contained among other things: Condensed descriptions of the American countries, their resources, products, finances, etc., with full tables of their commerce brought down to latest obtainable dates; official register of American countries, corrected to March 1, 1891; commercial statistics, corrected to March 1, 1891; text of the reciprocal commercial arrangement with Brazil, and tables showing articles affected thereby; coinage, weights, and measures, the valuation of foreign coins being corrected by last official rates; patent laws, trade-mark laws, port charges, consular fees and regulations of America; travelers' guide to American ports, giving distances and rates from New York, steamship lines in American trade, rates of freight, cable rates, and postal guide.

Copies of the Hand-Books were distributed through the mails to persons included in the several following classes:

(1) A special list of persons of distinction, including Members of the Cabinet, Justices of the Supreme Court, Senators and Representatives in Congress; (2) a request list, composed of persons who have asked that bulletins be forwarded them; (3) a list of manufacturers; (4) a list of merchants actually engaged in the Latin-American trade; (5) a general mercantile list; (6) commercial organizations throughout the country; (7) libraries and educational institutions; (8) diplomatic and consular officers of the United States; (9) officials in Washington; (10) officials outside of Washington; (11) list of merchants in foreign countries; (12) list of consuls, statistical bureaus, commercial organizations, and periodicals in foreign countries; (13) newspaper

correspondents in Washington; (14) newspapers, periodicals and statistical bureaus in the United States; (15) lists of persons furnished by Senators and Representatives in Congress.

The several lists embrace some 27,000 names, and those furnished by Senators and Representatives in Congress number between 18,000 and 19,000.

In forwarding bulletins great care is taken to select from the lists the names of persons who would be the most interested in the particular publication and those to whom it would be most useful. Each copy forwarded contains a receipt to be signed and returned, in order that it may be ascertained whether the volume has reached its destination, and also whether any corrections are necessary in future mailing lists. The accuracy of the present mailing list is demonstrated by the fact that only ten copies have been returned as undelivered, and more than 99 per cent. of the receipts have been returned. A great number of these receipts contain comments of a favorable character, showing that the bulletins have been found interesting and valuable to those to whom they were sent.

There are now in the Government Printing Office for early publication the following bulletins: (1) The Money, Weights, and Measures of the American Republics; (2) The Trade-mark and Patent Laws of the American Republics; (3) The Consular and Customs Regulations of the American Republics; (4) a Postal, Travelers', and Shippers' Guide to the American Republics; (5) The Commerce of the American Republics, being a volume of statistics showing the exports and imports of the several Republics, corrected to May 1, 1891; (6) The Import Duties of Mexico; (7) The Import Duties of Brazil; (8) The Import Duties of Cuba.

The following bulletins are now in course of preparation: (1) Mexico and its Resources, a volume of some 250 pages, devoted exclusively to the Republic of Mexico; (2) a similar volume devoted to Brazil; (3) a similar volume devoted to Costa Rica; (4) a similar volume devoted to San Domingo; (5) the tariff laws, customs reg-

ulations, and import dues of all the American Republics, in English and Spanish; (6) A classified list of merchants in Mexico, Central and South America, and the West Indies, for the use of manufacturers in the United States; (7) laws of the American Republics relating to immigration and the sale and settlement of the public lands; (8) laws of the American Republics relating to mines and mining; (9) a series of bulletins devoted to special interests, such as the market for breadstuffs in the American Republics, the market for provisions, cotton fabrics, boots and shoes, paper and stationery, agricultural implements, drugs, chemicals, and medicines, electrical supplies, etc., it being the intention to publish a bulletin devoted to each of the several principal articles of merchandise manufactured in the United States for export, for the use and benefit of the manufacturers; (10) a code of nomenclature of articles of commerce between the American Republics, in English, Spanish, and Portuguese.

In addition to the bulletins now in course of preparation, it is intended to publish special numbers devoted to each of the several countries which participate in the support of the Bureau.

The usefulness of the Bureau has already been demonstrated by the demand for its publications and the enormous number of inquiries it has received from the merchants and manufacturers of the United States.

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I beg leave in conclusion to submit the following extract from the South American Journal, the long established organ of the merchants of Great Britain engaged in the Latin-American trade:

> The present work, Hand-Book No. 1. of 280 pages, is the first bulletin issued by the Bureau, and it will be found highly useful to all having commercial relations with South and Central America and Mexico. It contains in a condensed form much practical information, which could only be obtained by laborious compilation. * * * There is a variety of useful statistics and descriptive articles, and the book is illustrated with several maps and plates. Future bulletins will give a complete compilation of the tariffs, etc. This work will be greatly sought for by the merchants in Europe, as well as in America. The book is carefully and well gotten up, both as regards contents, typography, and paper.

The value of the bulletin is also demonstrated by the fact that the April number of the Board of Trade Journal, published by the British Government, contained over thirty pages of matter copied entire from the Hand-Book, with credit to this Bureau.

I am, sir, your obedient servant,

WILLIAM E. CURTIS.

TREASURY DEPARTMENT.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, D. C., July 18, 1891.

HON. CHARLES F. MANDERSON,
Chairman Joint Congressional Committee on Printing:

SIR: I have the honor to submit the following in answer to the inquiries contained in your letter of April 25, 1891, relative to the printing and binding executed for this Department by the Public Printer during the fiscal years 1883 to 1890, inclusive.

Query No. 1. What reports, documents, or pamphlets are printed for your Department? In giving this answer please cover a period including the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses.

Reports, documents, and pamphlets pertaining to the Treasury Department, furnished by the Public Printer, upon requisition of the Secretary, during the fiscal years 1883 to 1890, inclusive (period of the Forty eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses).

[The records of this Department do not furnish information regarding the editions of documents printed by order of Congress.]

Title or description.	Year.	No. of copies.	How distributed.	Cost.	Where printed—main or branch office.	Remarks.
The Secretary:						
Annual Report on the Finances ...	1883	15,500	To Senators and Representatives in Congress, Cabinet officers, principal libraries in the United States, customs officers, officers of the diplomatic service abroad, foreign ministers and correspondents, assistant treasurers, bank officers, and such persons as apply for it.	$3,667.11	The large edition of this report (3,500 copies) and the edition of the report proper, with tables (1,000 copies), are usually printed at the main office, while the remainder, being the report proper, without tables, are printed at branch office.	Section 259, Revised Statutes, requires it to be made to Congress.
	1884	13,500		2,175.31		
	1885	18,750		4,000.53		
	1886	20,000		4,375.58		
	1887	11,500		2,313.11		
	1888	11,500		2,539.15		
	1889	13,500		2,385.99		
	1890	12,500		2,089.14		
Annual Book of Estimates of Appropriations.	1883	530	To the different Departments for use of officers of the Government requiring it, and to other persons upon application.	498.53	Printed in branch office and bound in main office.	Section 3689, Revised Statutes, requires it to be submitted to Congress.
	1884	530		518.02		
	1885	525		605.73		
	1886	525		516.80		
	1887	575		566.15		
	1888	775		745.09		
	1889	775		747.50		
	1890	775		820.72		
Annual Digest of Appropriations..	1883	1,560	To the different Departments for use of officers of the Government requiring it, and to other persons upon application.	1,713.66	Printed in branch office and bound in main office.	
	1884	780		1,504.42		
	1885	775		1,483.01		
	1886	775		1,397.74		
	1887	775		1,740.99		
	1888	1,025		1,731.49		
	1889	1,025		2,377.10		
	1890	1,025		2,356.46		
Report of the Cruise of the Revenue-Marine Steamer *Corwin* in Alaskan waters.	1883	2,000	To officers of the Revenue-Cutter Service, vessels of the U. S. Navy, chiefs and assistant chiefs of bureaus of Treasury Department, public and society libraries, scientific persons interested in Alaska, and to private individuals on request of Senators and members of Congress.	1,841.60	Main office.	
	1884	525		535.50		
	1885	525		440.92		
Report of Treasury Cattle Commission.	1884	525	To chief officers of the customs, and others upon application.	1,499.00	Main office	
Report of Secretary to Congress on Collection of Customs Duties.	1885	1,000	To chief officers of the customs, and others upon application.	388.21	Main office	Also published as vol. 2 of Finance Report.
Report of Secretary to Congress on the Tariff.	1885	3,025	To chief officers of the customs, importers, and others upon application.	909.32	Branch office	

Report of Secretary to Congress on Revision of the Tariff.	1886	575	To chief officers of the customs, importers, and others upon application.	437.83	Branch office	
Report to the Secretary on Examinations in the Treasury Department.	1889	1,025	To Senators and Representatives in Congress, chief officers of the Treasury Department, and others upon application.	34.88	Main office	Also published in Appendix to Finance Report.
	1890	2,025		114.21		
Monthly Synopsis of Decisions in Customs Cases.	.....	.....	To chief officers of the customs, officers of the consular service, importers, merchants, custom-house brokers, foreign legations, newspapers, and others interested.	.....	Branch office	4,025 copies printed monthly, at an annual cost of about $1,700.
Supervising Special Agent:						
Annual Report to the Secretary	1883	530	To Members of Congress, collectors and other officers of the customs, and others upon application.	52.91	Main office	Also published in Appendix to Finance Report.
	1884	525		11.40		
	1885	525		55.39		
	1886	525		16.20		
	1887	525		19.07		
	1888	1,025		21.24		
	1889	1,025		15.89		
	1890	1,025		20.91		
First Comptroller:						
Annual Report to the Secretary	1883	525	To Senators and Representatives in Congress, bureau officers in the Departments at Washington, United States district attorneys, and such other persons as may make application for it from time to time.	37.20	Main office	Also published in Appendix to Finance Report.
	1884	525		10.85		
	1885	525		11.40		
	1886	625		13.57		
	1887	625		14.86		
	1888	725		17.78		
	1889	525		11.43		
	1890	525		11.20		
Second Comptroller:						
Annual Report to the Secretary	1883	525	To heads of bureaus and chiefs of divisions and clerks in the office.	15.42	Main office	Also published in Appendix to Finance Report.
	1884	625		24.77		
	1885	225		5.61		
	1886	225		4.84		
	1887	525		10.76		
	1888	325		9.72		
	1889	325		10.21		
	1890	325		6.92		
Commissioner of Customs:						
Annual Report to the Secretary	1883	125	To bureau officers, collectors of customs, and applicants by mail and in person.	3.99	Main office	Also published in Appendix to Finance Report.
	1884	125		5.66		
	1885	225		4.82		
	1886	225		6.20		
	1887	325		5.03		
	1888	525		8.13		
	1889	275		12.87		
	1890	275		7.41		
First Auditor:						
Annual Report to the Secretary	1883	525	To heads of Departments, their assistants, heads of bureaus and offices and their assistants in this city, and a few private persons on application, and to the personal friends of the head of the office.	12.10	Main office	Also published in Appendix to Finance Report.
	1884	525		11.46		
	1885	725		12.94		
	1886	725		11.76		
	1887	625		11.86		
	1888	325		11.20		
	1889	525		10.70		
	1890	525		8.11		

Reports, documents, and pamphlets pertaining to the Treasury Department, furnished by the Public Printer, etc.—Continued.

Title or description.	Year.	No. of copies.	How distributed.	Cost.	Where printed—main or branch office.	Remarks.
Second Auditor:						
Annual Report to the Secretary...	1883	1,025	To Senators and Representatives in Congress, heads of bureaus, clerks in the office, personal friends of the Auditor and his deputy, and occasional applicants who are specially interested in some portion of the report.	$24.54	Main office	Also published in Appendix to Finance Report. (Sec. 269, R. S., requires this report to be laid before Congress by Secretary.)
	1884	1,025		22.61		
	1885	1,025		26.98		
	1886	1,525		23.14		
	1887	1,525		28.26		
	1888	1,025		26.82		
	1889	1,525		27.48		
	1890	1,525		27.52		
Third Auditor:						
Annual Report to the Secretary...	1883	375	To Members of Congress, the Department officers in Washington, the different colleges in the United States, quite a number of libraries, and persons throughout the country applying for it.	11.36	Main office	Also published in Appendix to Finance Report. (Sec. 269, R. S., requires this report to be laid before Congress by the Secretary.)
	1884	375		10.48		
	1885	1,200		19.29		
	1886	2,025		26.90		
	1887	2,525		58.38		
	1888	325		11.21		
	1889	525		35.80		
	1890	1,225		43.82		
Fourth Auditor:						
Annual Report to the Secretary ...	1883	725	To Executive Mansion, Secretaries and bureau officers of the several Departments, Senate and House Committees on Naval Affairs and Appropriations, pay officers of the Navy, commandant and disbursing officers of the Marine Corps, and libraries and other public institutions upon application.	19.73	Main office	Also published in Appendix to Finance Report. (Sec. 269, R. S., requires this report to be laid before Congress by the Secretary.)
	1884	725		20.48		
	1885	725		17.15		
	1886	525		14.01		
	1887	525		15.41		
	1888	625		13.96		
	1889	525		12.90		
	1890	525		12.56		
Annual Digest of Naval Appropriations.	1883	525	To disbursing officers of the Navy Department and officers and clerks in the accounting offices of the Treasury Department.	38.89	Branch office	
	1884	525		35.22		
	1885	525		37.24		
	1886	525		36.02		
	1887	525		42.70		
	1888	525		41.18		
	1889	525		34.12		
	1890	525		40.24		
Fifth Auditor:						
Annual Report to the Secretary ...	1883	1,225	To United States ministers and consular officers, internal-revenue collectors, Department of State, bureau officers of the Treasury Department, and to libraries and persons applying for it.	37.93	Main office	Also published in Appendix to Finance Report.
	1884	1,525		37.47		
	1885	1,525		42.45		
	1886	1,525		35.64		
	1887	1,525		40.12		
	1888	1,625		38.11		
	1889	1,525		39.23		
	1890	1,525		44.44		
				44.43		

Sixth Auditor:						
Annual Report to the Secretary...	1883	325	To members of both Houses of Congress, the heads of Departments and bureaus of the General Government, post-masters at first-class post-offices, the clerical force of the office, and such other persons as may from time to time apply for it.	18.41	Main office	Published in part in Appendix to Finance Report.
	1884	625		51.29		
	1885	525		35.60		
	1886	525		44.11		
	1887	525		45.93		
	1888	2,025		145.49		
	1889	1,025		34.22		
	1890	2,025		128.98		
Treasurer:						
Annual Report to the Secretary ...	1883	5,025	To the principal officers of the Executive Departments, Members of Congress, assistant treasurers, national banks and bankers in the United States, United States consuls, and private and interested persons upon application.	214.04	Main office	Also published in Appendix to Finance Report.
	1884	5,025		185.60		
	1885	6,075		387.95		
	1886	5,575		389.32		
	1887	5,025		354.57		
	1888	6,025		346.29		
	1889	6,025		557.30		
	1890	6,025		391.23		
Annual Report on the Sinking Fund and Debt of the District of Columbia.	1883	725	To members of both Houses of Congress, Committees on Appropriations and on the District of Columbia of both Houses, certain bankers and brokers throughout the country, and other persons requesting it.	148.07	Main office	See sec. 135, R. S. of the District of Columbia.
	1884	725		173.49		
	1885	725		184.02		
	1886	775		193.35		
	1887	775		191.28		
	1888	825		206.83		
	1889	775		218.69		
	1890	1,025		227.50		
Register:						
Annual Report to the Secretary...	1883	825	To members of both Houses of Congress, heads of bureaus and chiefs of divisions in the several Executive Departments, officers of the customs, State libraries, and miscellaneous persons applying for it.	52.39	Main office	Also published in Appendix to Finance Report.
	1884	1,025		77.81		
	1885	1,525		121.56		
	1886	1,025		88.41		
	1887	1,625		111.84		
	1888	1,225		121.43		
	1889	1,225		124.88		
	1890	1,225		135.16		
Annual Report of Receipts and Expenditures.	.....	.....	.....	.....	Main office	225 copies furnished annually, at an average annual cost of $161.36 (See resolution of House of Representatives of Dec. 30, 1791.)
Commissioner of Internal Revenue:						
Annual Report to the Secretary...	1883	4,050	To the principal officers of the Executive Departments of the Government, Justices of the Supreme Court of the United States, members of each House of Congress, United States district attorneys, the various officers of the internal-revenue service throughout the country, institutions of learning, libraries, and private individuals upon application.	736.69	Main office	Greater part also published in Appendix to Finance Report.
	1884	2,550		461.51		
	1885	3,050		496.49		
	1886	3,050		474.33		
	1887	4,050		645.07		
	1888	3,550		671.34		
	1889	3,525		831.82		
	1890	3,475		783.87		

Reports, documents, and pamphlets pertaining to the Treasury Department, furnished by the Public Printer, etc.—Continued.

Title or description.	Year.	No. of copies.	How distributed.	Cost.	Where printed—main or branch office.	Remarks.
Commissioner of Internal Revenue—Continued:						
Special Report to the Secretary....	1883	5,025	Distributed in same manner as regular annual report..	$110.78	Branch office	
	1884	(*)		.....		
	1885	5,025		88.22		
	1886	5,025		99.86		
	1887	5,025		86.37		
	1888	5,025		88.08		
	1889	5,025		88.51		
	1890	3,025		136.59		
Comptroller of the Currency:						
Annual Report to Congress ..... (This report is published in two editions. The first is a small volume, limited to the report proper. The second, or large volume, exhibits the condition of the national banks. The number of volumes of the latter printed each year will average about 70 per cent. of the whole.)	1883	11,525	To Members of Congress and the several committees of Congress, executive officers of the Government, national and private banks and bankers in the United States, libraries, prominent persons interested in financial matters throughout the world upon written request, persons upon request of Members of Congress, and Members of Congress for distribution among their constituents.	3,709.68	Branch office	Text also published in Appendix to Finance Report. (Sec. 333, R. S., requires this report to be made to Congress.)
	1884	10,575		3,684.50		
	1885	9,450		3,504.00		
	1886	10,550		4,405.98		
	1887	13,525		6,475.78		
	1888	14,075		6,594.90		
	1889	12,310		6,529.06		
	1890	20,075		7,522.70		
Chief of Bureau of Engraving and Printing:						
Annual Report to the Secretary...	1883	1,525	To principal officers of the several Executive Departments of the Government, Members of Congress, a limited number of persons thought to be interested in the subject, and such persons as may apply for copies.	94.10	Branch office	Also published in Appendix to Finance Report.
	1884	1,525		92.58		
	1885	1,025		11.19		
	1886	525		31.58		
	1887	3,275		43.48		
	1888	2,025		24.11		
	1889	1,025		18.56		
	1890	1,025		25.10		
Director of the Mint:						
Annual Report to the Secretary... (The Director of the Mint also renders an annual report to Congress on the "Production of the Precious Metals in the United States," but the Department does not order any copies of this document.)	1883	4,025	To leading bankers and economists in the United States and Europe, large public libraries in the United States, our diplomatic representatives abroad, and such other persons as request copies.	687.81	Main office	Also published in Appendix to Finance Report. (Sec. 345, R. S., requires this report to be made to the Secretary.)
	1884	4,025		501.59		
	1885	4,025		531.54		
	1886	4,025		763.82		
	1887	4,025		1,298.38		
	1888	4,025		1,254.39		
	1889	4,025		1,696.23		
	1890	4,025		1,319.14		

Annual Report on Commerce and Navigation. (About 15 per cent. of these totals and about 25 per cent. of the cost represent parts of reports published annually subsequent to the regular edition.)	1883	1,525	To commercial bodies, miscellaneous associations, libraries and educational institutions, newspapers and correspondents, Senators and Representatives in Congress, and private persons, United States Government officials, State officials, railroads, foreign legations and consulates in the United States, United States legations and consulates and others abroad.	903.77	Main office	Secs. 263 and 336, R. S., and act March 3, 1875, Stat. 18, p. 352, require this report to be printed and transmitted to Congress.
	1884	4,050		1,403.35		
	1885	3,075		1,403.65		
	1886	6,900		1,878.68		
	1887	6,800		2,185.80		
	1888	7,250		2,222.43		
	1889	8,650		3,689.55		
	1890	5,550		1,895.96		
Annual Report on Internal Commerce.	1883	4,050	Distributed to the same classes of persons as the Report on Commerce and Navigation.	736.79	Main office	Act March 3, 1875 (Sup. to R. S., vol. 1, p. 165), requires this report to be made to the Secretary for transmission to Congress.
	1884	2,025		670.64		
	1885	2,025		1,776.05		
	1886	3,025		1,361.17		
	1887	3,025		1,199.76		
	1888	3,025		1,283.16		
	1889	3,025		1,666.55		
	1890	3,025		1,941.75		
Annual Statistical Abstract	1883	3,025	Distributed to the same classes of persons as the Report on Commerce and Navigation.	234.42	Main office	Printed by special joint resolution of Congress.
	1884	3,025		286.23		
	1885	3,025		286.14		
	1886	3,025		258.08		
	1887	3,025		320.74		
	1888	3,025		307.91		
	1889	3,025		419.36		
	1890	3,025		†470.00		
Quarterly Report on Exports and Imports.	1883	12,075	Distributed to the same classes of persons as the Report on Commerce and Navigation.	4,501.46	Main office	See act March 3, 1875, Stat. 18, p. 352.
	1884	12,100		5,820.30		
	1885	12,100		6,742.89		
	1886	13,200		8,768.43		
	1887	12,800		8,618.55		
	1888	12,700		6,193.63		
	1889	13,300		8,304.75		
	1890	13,300		6,262.18		
Monthly Summary of Exports and Imports.	.....	.....	Distributed to the same classes of persons as the Report on Commerce and Navigation.	.....	Main office	2,025 copies printed monthly at an annual cost of about $4,500. The printing of this document seems of questionable legality. (See act March 3, 1875, Stat. 18, p. 352; also Sec. 339, R. S.)
Monthly Report on Foreign Commerce and Immigration.	.....	.....	Distributed to the same classes of persons as the Report on Commerce and Navigation.	.....	Branch office	1,300 copies printed monthly, at an annual cost of about $360. The printing of this document seems of questionable legality. (See act March 3, 1875, Stat. 18, p. 352.)

* Not printed this year.

† Estimated cost. Job not finished.

Reports, documents, and pamphlets pertaining to the Treasury Department, furnished by the Public Printer, etc.—Continued.

Title or description.	Year.	No. of copies.	How distributed.	Cost.	Where printed—main or branch office.	Remarks.
Chief of the Bureau of Statistics:						
Report on the Production of Swine in the United States, the Transportation of Hog Products, etc.	1884	2,025	To Senators and Representatives in Congress, leading newspapers, trade bodies, and others upon application.	$216.30	Main office	
Report on the Commerce between the United States and Mexico.	1884	2,025	To Senators and Representatives in Congress, leading newspapers, trade bodies, and others upon application.	146.36	Main office	
Report on Transportation Facilities between the United States and Canada.	1884	1,225	To Senators and Representatives in Congress, leading newspapers, trade bodies, and others upon application.	33.24	Main office	
Report on the Operations of the Tariff Act of March 3, 1883, for the six months ended December 31, 1883.	1884	1,225	To Senators and Representatives in Congress, leading newspapers, trade bodies, and others upon application.	328.92	Main office	
Report on Wool and Manufactures of.	1887	2,025	To Senators and Representatives in Congress, leading newspapers, trade bodies, and others upon application.	2,106.55	Main office	
Tables showing the Commerce between the United States and Canada.	1888	1,025	To Senators and Representatives in Congress, leading newspapers, trade bodies, and others upon application.	464.23	Main office	
General Superintendent Life-Saving Service:						
Annual Report to the Secretary ...	1883	4,105	To Senators and Representatives in Congress, departmental and bureau officers of the Government, representatives of foreign Governments at this Capital, various life-saving institutions of foreign countries, the maritime associations and exchanges of the various parts of this country, chambers of commerce and boards of trade in the principal cities, various nautical associations, seamen's aid societies, etc., marine-insurance companies, the principal public libraries, principal newspapers and periodicals, officers of the Life-Saving Service, officers of the Revenue-Marine Service, and others upon application.	2,842.44	Main office	Act July 31, 1876 (Sup. R. S., p. 365), and act June 18, 1878 (Sup. R. S., p. 234), require this report to be made to the Secretary of the Treasury for transmission to Congress.
	1884	4,130		2,752.93		
	1885	4,125		2,474.45		
	1886	4,125		3,116.60		
	1887	4,125		3,039.38		
	1888	4,125		3,787.71		
	1889	4,125		3,830.26		
	1890	(*)				
Supervising Surgeon-General Marine-Hospital Service:						
Annual Report to the Secretary ...	1883	1,525	To Senators and Representatives in Congress, Government officials in Washington, officers of the Marine-Hospital Service, officers of the Army and Navy, boards of health and health officers of the States and cities, public libraries, medical journals, foreign journals, reviews, and scientific institutions, daily and weekly newspapers, physicians throughout the United States, domestic institutions of charity and learning, and United States consuls at several ports.	1,753.20	Main office	Sec. 4802, R. S., construed to authorize publication.
	1884	1,525		1,168.68		
	1885	1,526		877.08		
	1886	2,025		1,916.61		
	1887	2,025		1,921.89		
	1888	2,525		3,070.18		
	1889	2,525		2,769.83		
	1890	2,525		3,130.09		

Weekly Abstract of Sanitary Reports.	.....	.....	To medical officers of the Marine-Hospital Service, collectors of customs, State and municipal health authorities in the United States, medical journals in the United States, United States consuls, and foreign statistical officers requesting it.	.....	Branch office	1,600 copies printed weekly at an average annual cost of about $3,500. (See act April 29, 1878, Sup. R. S., p. 314.)
Report on Etiology and Prevention of Yellow Fever.	1890	1,525	.....	$3,593.81	Main office.....	
Commissioner of Navigation:						
Annual Report to the Secretary...	1884	3,025	To collectors of customs, shipping commissioners, maritime exchanges, boards of trade in the United States, some of the principal libraries, United States consular officers, Members of Congress, marine underwriters, ship brokers and owners, and persons interested in shipping, on request.	1,623.32	Main office.....	Sec. 4, act July 5, 1884 (Stat. 23, p. 119), requires report to be made to the Secretary of the Treasury.
	1885	4,025		2,160.90		
	1886	4,025		2,392.75		
	1887	4,025		2,440.10		
	1888	2,025		1,918.83		
	1889	2,025		1,658.74		
	1890	2,025		2,226.15		
List of Merchant Vessels of the United States.	1883	5,025	To collectors of customs, shipping commissioners, foreign Governments for exchange, and on request to ship-owners, ship-brokers, marine underwriters, and other persons known to be directly and materially interested in shipping.	6,338.07	Main office.....	Sec. 4, act July 5, 1884 (Stat. 23, p. 119), requires this list to be prepared.
	1884	6,025		7,763.75		
	1885	3,025		6,434.86		
	1886	3,075		6,186.27		
	1887	4,025		6,391.05		
	18-8	4,025		7,349.86		
	1889	4,025		7,512.94		
	1890	4,025		7,535.30		
Supervising Inspector-General of Steam Vessels:						
Annual Report to the Secretary ...	1883	1,025	To officers of the Steamboat-Inspection Service, chief officers of the customs, owners, agents, and officers of steam vessels, and on request to persons interested.	68.75	Branch office	See sec. 4403, R. S.
	1884	1,025		71.07		
	1885	1,025		77.98		
	1886	1,025		92.12		
	1887	1,025		108.14		
	1888	1,025		83.47		
	1889	1,025		84.68		
	1890	1,025		75.05		
Report of Proceedings of Annual Meeting of Supervising Inspectors.	1883	750	Distributed to same classes of persons as annual report on operations of the service.	2,789.76	Main office.....	See sec. 4405, R. S.
	1884	775		1,294.85		
	18-5	775		2,854.90		
	1886	775		3,101.88		
	1887	775		2,191.37		
	1888	725		4,551.51	Branch office	
	1889	725		3,872.71		
	1890	725		4,978.47		
Light-House Board:						
Annual Report to the Secretary...	1883	2,525	To Senators, Representatives, and Delegates in Congress, bureau officers, officers of the Light-House Service, heads of Executive Departments, bureaus, divisions, etc., foreign ministers, newspapers and newspaper correspondents, foreign light-house service, libraries, societies, and educational institutions, and others upon application.	901.54	Main office.....	
	1884	2,525		997.80		
	1885	2,525		1,140.43		
	1886	2,525		959.13		
	1887	2,525		557.97		
	1888	2,525		1,188.66		
	1889	2,525		1,441.39		
	1890	2,525		1,459.62		

*Not yet printed. † Estimate; not yet printed. ‡ First report; bureau organized 1884.

Reports, documents, and pamphlets pertaining to the Treasury Department furnished by the Public Printer, etc.—Continued.

Title or description.	Year.	No. of copies.	How distributed.	Cost.	Where printed—main or branch office.	Remarks.
Supervising Architect:						
Annual Report to the Secretary	1883	2,025	To Senators, Representatives, and Delegates in Congress, bureau officers, members of the architectural profession, and private citizens upon request.	$492.30	Main office	
	1884	2,025		748.45		
	1885	2,025		554.24		
	1886	2,025		622.32		
	1887	2,025		629.32		
	1888	2,025		1,464.48		
	1889	2,025		741.36		
	1890	2,025		768.12		
History of the Organization and Functions of the Office.	1886	1,025	Distributed miscellaneously upon application	100.35	Branch office	
Superintendent of the Coast and Geodetic Survey:						
Annual Report to Congress	1883	1,500	These, as well as the regular edition of the full report, are distributed to institutions and individuals in the United States and foreign countries, and specially in response to personal applications.	318.70	Main office	Sec. 4690, R. S., requires this report to be rendered to Congress.
(These are appendices to the annual report on scientific and professional subjects; 500 copies of the whole report are furnished annually by order of Congress.)	1884	3,000		278.57		
	1885	4,400		774.75		
	1886	10,150		1,355.76		
	1887	2,700		401.60		
	1888	4,900		1,447.13		
	1889	8,700		2,207.41		
	1890	5,400		*325.65		
Chief of Secret Service Division:						
Annual Report to the Solicitor of the Treasury.	1885	275	To members of the service, publishers of bank-note reporters, and such other persons as ask for a copy, such as Senators and Representatives in Congress, heads of Executive Departments, heads of bureaus, chiefs of divisions, and public libraries.	14.64	Main office	Not printed by the Treasury Department prior to 1885.
	1886	275		17.59		
	1887	275		17.93		
	1888	325		23.52		
	1889	525		11.82		
	1890	275		18.84		

* Estimated.

NOTE.—The Coast and Geodetic Survey also publishes annually Tide Tables for the Atlantic and Pacific Coasts of the United States, on requisition of the Secretary of the Treasury, which are supplied to Departments of the Government gratuitously, and sold to the public through duly authorized agents. A series of Coast Pilots is likewise published on the requisition of the Secretary of the Treasury, from time to time, as the necessity arises, which are disposed of in the same manner as the Tide Tables. The money arising from sales of Tide Tables and Coast Pilots is turned into the Treasury under the head of "Miscellaneous Receipts." The average number of copies of Tide Tables published annually during the last eight years has been 4,500, and of Coast Pilots 800.

Documents and papers required in the ordinary administration of the business of the Department, such as circulars, lists of lights, buoys, and beacons, catalogues of books and blanks, and charts, reports in response to Congressional inquiries, publication of laws and regulations, etc., are omitted from the answer to query No. 1, as it is not believed that the committee desire their specification.

Under the head of "Remarks" in the foregoing table, where there is a law requiring the rendition or publication of a report or document, reference is made to it. With the exception of the Annual Report of the Chief of the Bureau of Statistics on Commerce and Navigation, there is no standing law directing the *printing* of any report emanating from this Department. The other reports are printed under the general discretionary power vested in the Secretary.

The cost of printing the separate editions of the annual reports that appear in the financial report of the Secretary, it will be noticed, is comparatively small, there being no charge for composition in such cases.

The report of the proceedings of the annual meetings of the Board of Supervising Inspectors of Steam Vessels is quite an expensive job, costing nearly $5,000 in 1890. It is a verbatim report of the meetings of the Board, and its publication seems to be of doubtful utility.

Summary of cost of the regular annual reports each year from 1883 *to* 1890, *inclusive.*

Year.	First Comptroller.	Second Comptroller.	Commissioner of Customs.	First Auditor.	Second Auditor.	Third Auditor.	Fourth Auditor.	Fifth Auditor.	Sixth Auditor.	Treasurer.	Register.	Commissioner of Internal Revenue.	Comptroller of the Currency.
1883	$37.20	$15.42	$3.99	$12.16	$24.54	$11.36	$19.73	$37.47	$18.41	$214.04	$52.39	$736.69	$5,709.68
1884	10.85	24.77	5.66	11.46	22.61	10.48	20.48	42.45	51.29	185.60	77.81	464.51	3,684.50
1885	11.40	5.64	4.82	12.94	25.98	19.29	17.15	33.61	35.60	287.95	121.55	496.49	3,504.00
1886	13.57	4.88	6.20	11.76	23.14	26.90	14.04	40.12	44.11	369.32	88.41	474.33	4,405.98
1887	14.86	10.76	5.03	11.88	28.26	58.38	13.41	38.11	45.93	354.57	111.84	645.07	6,475.78
1888	17.78	9.72	8.13	11.20	28.82	11.21	12.96	39.23	145.49	340.29	121.43	671.34	6,594.90
1889	11.43	10.21	12.87	10.70	27.48	35.80	12.90	44.44	34.22	557.30	124.88	831.82	6,529.06
1890	11.20	6.92	7.41	8.11	27.52	43.82	12.56	44.43	128.98	391.23	135.16	783.87	7,522.70

Year.	Bureau of Engraving and Printing.	Director of Mint.	Bureau of Statistics.	Life-Saving Service.	Marine-Hospital Service.	Commissioner of Navigation.	Steamboat-Inspection Service.	Light-House Board.	Supervising Architect.	Coast and Geodetic Survey.	Secret Service.
1883	$94.10	$687.81	$903.77	$2,842.44	$1,753.29	Not printed.	$68.75	$901.54	$492.30	$318.70	.....
1884	92.58	501.59	1,403.37	2,752.93	1,168.65	$1,023.32	71.07	997.80	748.45	278.37	.....
1885	11.19	531.54	1,403.65	2,474.45	877.08	2,100.90	77.98	1,140.43	574.24	774.75	$14.64
1886	31.58	763.82	1,878.68	3,116.80	1,916.61	2,392.75	92.12	959.13	622.22	1,355.76	17.59
1887	43.48	1,298.38	2,185.86	3,039.31	1,921.89	2,440.16	103.14	557.97	629.32	401.60	17.93
1888	24.11	1,254.39	2,232.43	3,787.71	3,017.18	1,918.83	83.47	1,184.66	1,464.48	1,447.12	25.52
1889	18.56	1,696.23	3,689.55	3,830.20	2,769.83	1,653.74	84.68	1,411.39	741.36	2,207.41	11.82
1890	23.10	1,319.14	1,995.96	Not yet printed.	3,130.09	2,226.15	75.05	1,479.62	768.12	325.65	18.84

The Finance Report of the Secretary, costing on an average $3,131.49 a year, is not included in this table.

Total cost of regular annual reports per year, 1883 *to* 1890.

1883*	$12,955.78	1887	$20,457.92
1884	13,650.61	1888	24,449.41
1885	14,640.30	1889	26,392.88
1886	18,069.65	1890*	20,387.34

*Life-Saving Report for 1890 has not yet been printed, and its cost can not be included in this total.

Including the Secretary's office and the office of the Commissioner of Immigration (just organized and not embraced in this report) there are 26 bureaus in this Department.

About 92¼ per cent. of the total cost of printing and binding the annual reports of this Department (exclusive of the Finance Report of the Secretary) is expended on the reports of the nine following offices:

Comptroller of the Currency, Bureau of the Mint, Bureau of Statistics, Life-Saving Service, Marine Hospital Service, Bureau of Navigation, Light-House Board, Supervising Architect, and Coast and Geodetic Survey. These are the total figures by years:

1883	*$11,509.53	1887	$18,950.27
1884	12,598.97	1888	22,948.71
1885	13,361.04	1889	24,563.87
1886	17,401.65	1890	†22,667.34

Query No. 2. Have you a branch or independent printing office in your Department?

Answer. Yes.

(*a*) How many and what kind of presses are in use in the branch office? How many people are employed in the branch office and how are they paid?

Answer. This question, I am informed, has been answered by the Public Printer so far as it relates to the branch of his office in the Treasury Building. There is a press operated in the office of the Treasurer of the United States, which is independent of the Public Printer. The Treasurer's reasons for considering this press useful and necessary are set forth in the following letter:

TREASURY DEPARTMENT,
OFFICE OF THE TREASURER OF THE UNITED STATES,
Washington, D. C., June 8, 1891.

The SECRETARY OF THE TREASURY:

SIR: I have received the following inquiries, submitted by Mr. A. L. Sturtevant, Chief of the Stationery Division, in relation to certain printing done under the direction of this office:

"Have you a branch or independent printing office in your Department?

"How many and what kind of presses are in use in the branch or independent office?

"Who furnishes material for the branch or independent office?

"How many persons are employed in the branch or independent office, and how are they paid?"

In reply I have the honor to state that there is a hand-press in use now, and has been for many years, one person only, a compositor and pressman, being employed at $3.20 per day, for which an annual appropriation is made.

This work is in no manner connected with the office of the Public Printer.

Old material is mainly supplied by this office by the use of worthless blanks and forms that otherwise would become waste paper.

The principal reason for the employment of a practical printer grows out of the daily need of proper printed indorsements on United States Sinking Fund and other bonds, for their transfer and surrender, and for showing authority of the Treasurer of the United States to hold them as trustee or custodian, and that need is constant, as bond transactions are of daily occurrence. Other printing is done at intervals, under the instructions of this office, for small blank forms for immediate and current use, which can not be executed by the Public Printer without great delay and inconvenience to the interests of the office.

Respectfully, yours,

E. H. NEBEKER,
Treasurer United States.

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* Bureau of Navigation not included; office organized in 1884.
† Cost of Life-Saving Report estimated; not yet printed.

(*b*) Who has charge of the branch office? That is, is it under the Public Printer?

Answer. It is under the Public Printer, and M. C. Foss is assistant foreman in charge.

(*c*) Who has immediate charge of the printing done for the Department in the branch office? That is, to whom does the foreman in charge of the office look for his final orders to do printing for the Department?

Answer. The chief of the Division of Stationery, Printing, and Blanks, Secretary's office.

(*d*) Do all orders for printing for the Department pass through the hands of one responsible head, or do bureau chiefs and others give orders direct? What is the process?

Answer. All orders for printing for the Department pass through the hands of the chief of the Division of Stationery, Printing, and Blanks, Secretary's office. The process is as follows: Chiefs of offices from time to time make requisition on the Secretary for necessary printing and binding. These requisitions are received in the Division of Stationery, Printing, and Blanks, Secretary's office, where they, with

the copy accompanying them, are closely examined to see that they conform to regulations. Being found correct, the requisitions are recorded in a book, the Public Printer being formally requested by the Secretary or one of his assistants to furnish the material. When the material is received from the Public Printer by the Division of Stationery, Printing, and Blanks, it is immediately delivered to the office ordering, the person receiving receipting therefor. These receipts go into the permanent files of the Department. During the progress of the work on any requisition all directions to the printer relating to it pass through the Division of Stationery, Printing, and Blanks.

(*e*) Who furnishes machinery and material for the branch office?

Answer. The Public Printer furnishes the material and machinery, except the material used in printing the schedules of interest on the public debt, and steam-power for machinery, which are supplied by the Department.

(*f*) Is the maintenance of a branch office in your Department in the interest of economy and convenience?

Answer. The maintenance of the Treasury Branch Printing Office is in the interest of economy, dispatch, and convenience. A brief history of the office and a statement of its operations will establish this fact.

When the preliminary steps were taken, in 1861, for the issue of the first war loan of the Government, it became necessary to have special printing done in the Treasury building.

Much of the work was confidential, all of it hurried, and there could be no delay. A great quantity of such work was daily required, which could not be done conveniently at the Government Printing Office. At a later date all of the presses, materials, etc., were turned over to the Public Printer, who agreed to maintain in the Treasury building the necessary force and supply material enough to properly do the work of the Department, the Treasury to furnish room, power, heat, lights, etc.

Since refunding operations commenced this Department has furnished type, chases, etc., for all the schedules of interest, on the ground that all matters connected therewith were confidential.

It frequently, almost daily, happens in the course of public business that important confidential documents are required to be issued at once, and unless promptly printed they lose much of their value. Among these may be mentioned the statements relative to the public debt, the

liabilities and assets of the Government, the movements of silver, the imports and exports, Notices to Mariners of the Coast and Geodetic Survey and Light-House Service, circulars of instruction, medical bulletins, etc. These papers can not be issued until the latest returns have been received, and to be of value they must be printed immediately.

In addition to this confidential and special work there is the printing incidental to the transfer of bonds, the Light-House Buoy Lists, envelopes and letter-heads, and a great variety of other work that can readily be done in the Treasury building, as the office is well equipped for it. Moreover, a great deal of labor is saved by having the work performed in the building; the cartage and loading and unloading of the material is thereby avoided.

If the Government Printing Office could do in the main building all the special and confidential work required to be done for Congress and the Executive Departments as promptly and safely as the exigencies of the service demand, there might be well-founded objection to allowing any of the work to be done outside of that office; but I am satisfied from past experience that this Department would be embarrassed beyond expression if it had to rely solely upon the main office to supply the necessary confidential and special printing above mentioned.

What is known as the Treasury branch printing office is therefore absolutely necessary to enable the Treasury Department to properly carry on its work.

(*g*) What portion of the expenditure in your branch printing office is paid from the credit given you by Congress in the annual appropriation bill and what portion from the credit given the Public Printer, and on what principle is such division made?

Answer. The expenditures on account of printing done by the branch office is all paid out of the regular Treasury allotment of appropriation.

(*h*) Have you a bindery in your Department? If so, is it under control of the Public Printer? If not under the control of the Public Printer, who has charge and control of it? What is the size of the plant and what class of work does it do? Could the same work be done better and more economically in the bindery of the Government Printing Office?

Answer. There is a bindery in the Treasury Department which is operated under the direction of the chief of the Division of Stationery, Printing, and Blanks, Secretary's office, and is appropriated for regularly in the legislative, etc., appropriation bill. Five binders and one sewer are constantly employed in binding written records and confidential papers. It would be imprudent to run the risk of losing those important papers and records in moving them to and from the office of the Public Printer. They are also liable to be referred to at any moment. This work therefore could not well be done at the bindery of the office of the Public Printer without great inconvenience and risk. It is now done economically. One binder, who acts as foreman, receives compensation at the rate of $5 a day; the other binders $4 each; and the sewer $2.50.

Query No. 3. Could not the annual report emanating from your Department be so edited or supervised as to include the substance of accompanying papers or reports of subordinates so as to do away with the expense of printing so many parts to the report of the head of the Department? What remedy do you suggest for this growing tendency to voluminous annual reports? This question refers more particularly to the appendices to the reports or accompanying papers.

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Answer. The Annual Report of the Secretary of the Treasury as transmitted to Congress for years past is made up about as follows: (1) The report proper of the Secretary, with accompanying tables showing the condition of the public debt, the circulating medium, receipts and disbursements, etc. (2) An appendix containing the reports of the Treasurer of the United States, the Director of the Mint, the Commissioner of Internal Revenue, the Comptroller of the Currency, the Chief of the Bureau of Engraving and Printing, the First and Second Comptrollers, the Commissioner of Customs, the First, Second, Third, Fourth, Fifth, and Sixth Auditors, the Register, and the Supervising Special Agent. Other special reports are sometimes added. The reports for the last 8 years average about 970 pages a year. In editing the report it has been the custom to omit much of the tabular matter contained in the separate editions of the bureau annual reports. It is often difficult to tell where to draw the line in this regard, and there is a constant pressure to force much of this excluded matter into the report. The text of the Secretary's report contains short reviews of the material parts of the several bureau reports that are excluded from the appendix. These are the reports of the Commissioner of Navigation, the Supervising Surgeon-General of the Marine Hospital Service, the Supervising Inspector-General of the Steamboat-Inspection Service, the Chief of the Bureau of Statistics, the General Superintendent of the Life-Saving Service, the Chairman of the Light-House Board, the Supervising Architect, and the Superintendent of the Coast and Geodetic Survey.

There is a growing tendency toward amplification in most of the bureau reports, as well as toward a freer distribution of documents. It would be difficult to suggest a practical remedy for this. So long as discretion is lodged in any one person that discretion is liable to be abused through individual pressure. Congressional restriction would seem to be the only feasible cure. While much of the tabular matter accompanying the bureau reports is valuable and ought to be preserved, a great deal of it, I think, might be omitted. The clerical time devoted to the compilation of this unnecessary matter and the cost of printing the same might be saved. Under the present methods there must more or less duplication which ought to be avoided, and which could be avoided under a better system.

I am also satisfied that many of the reports and documents receive a broader circulation than is necessary. Their distribution might be confined to the Departmental service and public libraries in the United States. I have therefore the following suggestions to offer regarding the printing, etc., of the annual reports of this Department:

(1) The text of the Finance Report to contain a full and comprehensive summary of the operations of each bureau, together with an appendix containing tabular matter showing the operations of the different branches of the service, all to be included in one volume of not exceeding 500 pages.

(2) Each bureau to prepare its own report, as heretofore, but instead of having it printed and distributed abroad let it be bound, in duplicate, in type-written form and indexed, one copy to be kept in the bureau and the other to be deposited in the Department library. It would thus be accessible to every one. Congress in its discretion could then order any report specially printed when deemed necessary, at the same time directing the method of its distribution. This economical plan would, I think, subserve every public interest.

(3) The Statistical Abstract of the United States, prepared annually by the Bureau of Statistics of this Department, and printed by order

of Congress, might be enlarged so as to include more of the important statistics pertaining to the different branches of the public service. This would further aid this Department in dispensing with the publication of the matter contained in the different bureau reports. Many of the statements now appearing in the Statistical Abstract are reproduced from the several annual reports of heads of bureaus of this Department.

It seems to me that the amplification and duplication of matter that appears in some of the bureau reports, as well as the want of harmony in some of the more important published statements, might be remedied by the creation in the Department of a standing committee of experts, whose duty it would be to examine and revise all matter submitted for publication.

Query No. 4. Is not the number of copies of reports printed, including the accompanying papers, larger than is necessary to meet actual demands? Please give in detail the distribution of the reports of your Department, and make suggestions as to how the number of copies may be reduced, if it can be done consistently with the interests of the public service, stating the least number of the different sorts of reports that can be printed for the use of your Department.

Answer. I believe there are more copies of the annual reports of some of the bureaus of the Treasury Department printed than are necessary; but under the prevailing methods of distribution they all seem to be required. The modes of distribution employed by the different bureaus, as well as my suggestions regarding the same, are given in my answer to queries Nos. 1 and 5.

Query No. 5. Can you suggest any better method of distributing public documents, either those emanating from your own Department or those published by other Departments, than now exists?

Answer. I would confine the distribution to principal public officers and public libraries in the United States. Under the law any one can procure copies of a public document by paying for it, while it is on the press, by notifying the Public Printer.

Query No. 6. What public document, bills, resolutions, etc., are required by your Department to facilitate business in the Department, and to whom should they be sent for distribution?

Answer. The following documents, bills, resolutions, etc., are required by the Treasury Department during each session of Congress, and they should be sent to the chief of the Division of Stationery, Printing, and Blanks for distribution, viz:

(1) Three (3) copies of all bills and resolutions introduced into either branch of Congress. (2) Three (3) copies of every book, paper, resolution, bill, etc., printed by order of either House. (Under some old resolution or order of the Senate or House of Representatives copies of all

reports, bills, etc., ordered printed are sent to a number of the bureaus of this Department, while other bureaus are overlooked. Their reception by this Department serves no good purpose, as they are received as a rule long after the order was given to print, and probably after they have been, by the officer.) (3) Ten (10) copies of all general appropriation bills introduced into either House. (4) Sixty (60) copies of all laws, resolutions, etc., passed. (5) Additional copies of the principal appropriation bills passed, as follows: 200 copies of the legislative, executive, and judicial; 200 copies of the sundry civil; 100 copies of the general deficiency; 25 copies of the District of Columbia; 25 copies of the naval. (6) Forty-five (45) copies of the Congressional Record. All of the above, except No. 2, are now supplied by the Public Printer on requisition.

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Query No. 7. Does the experience of your Department suggest any changes in existing laws relating to the public printing and binding, or the distribution of public documents, that would be in the line of economy and in the interest of the public service? The Committee would be glad to receive from you any suggestions relating to the public printing and binding, the distribution of public documents, and the printing of blanks, letter-heads, and envelopes that would be called for under the most liberal construction of the resolution to which your attention has been called.

Answer. It has always been the aim of this Department to observe the closest economy possible in the matter of public printing and binding. I inclose copies of the circulars now in force on the subject, marked A and B.

A certificate is required from every officer requesting the printing and binding of annual reports, in conformity to the act of Congress of July 7, 1884, that the printing of such reports is necessary to administer the public business, and that nothing is embraced therein not directly pertaining to the duties of his office.

I would call the attention of the Committee to the fact that the Sixth Auditor's Office is burdened with a double designation, which leads to confusion and embarrassment. The office is known to the law as "Sixth Auditor's Office" as well as "Office of the Auditor of the Treasury for the Post-Office Department." (See act July 2, 1837, Stat., 5, p. 81, and Revised Statutes of the United States, p. 49.) It has appeared both ways in the appropriation bills of late years.

In certificates issued by the office and in papers prepared for suit it becomes necessary to use both designations to avoid legal complications. The designation "Office of the Auditor of the Treasury for the Post-Office Department" is too cumbersome, and I would suggest that it be dropped altogether, and that the office hereafter be known by the name of "Sixth Auditor's Office" only.

The quality of the paper upon which books and blanks are printed is an important matter with this Department, and I can not be too earnest in my recommendation that the best paper obtainable be furnished for the permanent records. This would result in economy in the end. I have particular reference to the ledger and bond papers. The Treasury books being the record of the receipts and expenditures of the Government, the importance of having them made of the best material can not be overestimated. Many of the disbursing accounts filed in the Treasury are handled so much that the blanks go to pieces if they are not printed on the best quality of paper.

Respectfully, yours,

CHARLES FOSTER,
Secretary.

INCLOSURE A.

[Circular.]

REQUISITIONS FOR PRINTING, BINDING, ETC.

[Superseding all previous regulations on the subject.]

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., May 9, 1885.

To all officers, clerks, and employés of the Treasury Department:

To secure uniformity and economy in publishing circulars, reports, etc., in printing blanks and in printing and binding blank books, and to prevent confusion in their

use, a strict compliance with the following regulations is hereby enjoined upon all officers of the Department:

I. Blank books should be ordered at least two months, and blanks and other printing one month, before needed for use.

II. A year's supply of established forms of books and blanks should be ordered at a time.

III. No requisition shall be for more than one form.

IV. No requisition will be advanced or made specíal, except in case of absolute and unavoidable necessity.

V. The title of each blank book will be written on requisition, but *directions for making books will appear in detail on the copy*, and must specify—1. The number of leaves or openings required. 2. The style of binding desired, *i. e.*, whether *Russia ends and bands; †half Russia, patent back; ‡half Russia, plain, cloth sides; ‡half Russia, plain, paper sides; or §board covers, cut flush. 3. Specific instructions for titling, paging, indexing, tagging, canvas covering, etc.

VI. Blank books and blanks must conform as nearly as practicable to the following standard sizes of paper (or fractional divisions thereof) used at the office of the Public Printer:

	Inches.		Inches.
Double folio	22 by 34	Royal	19 by 24
Imperial	22½ by 31	Medium	18 by 23
Super-royal	20 by 28	Folio	17 by 22
Double demy	20½ by 32	Demy	16 by 20½
Double cap	17 by 28	Cap	14 by 17
Double cap	16½ by 26	Cap	13 by 16½

VII. Each blank book must have printed, on the back or side, its title, the serial number of the volume, the name of the division and office in which it is to be used, and the name of the Department; and, whenever practicable, the heading of each page will distinctly show the character of the transactions to be entered, and the subheadings of columns should be sufficiently full to clearly indicate their purpose.

VIII. To avoid the mutilation of the books of the Department, loose sheets of each form should be kept on hand, to be used as printer's copy when ordering new supplies.

IX. Printed books can, under the law, be bound only in cloth or sheep. When sheep binding is deemed necessary, the particular style desired should be specified *on the requisition, i. e.*, either full sheep (light or dark); half sheep (light or dark), cloth sides; or half sheep (light or dark), paper sides. Directions for titling should accompany the material to be bound, and, when it is deemed important to have lettering, &c., agree with the previous volumes of a series, a sample ought also to be sent with the material.

X. Every blank, when printed, must have a serial number and a brief heading, and should also contain the name of the office (with the name of the division, in case of the Secretary's office) in which it is to be used.

XI. Each circular, circular letter, report, or other printed document must have a brief heading showing its contents or the use to which it is to be applied.

XII. In ordering blanks, the numbers only need be written on requisitions. Necessary instructions for the printer should appear on the copy.

XIII. When it is desired that a form be printed in other than ordinary black ink, the particular color or kind should be specified on the copy.

XIV. All copy should be carefully and thoroughly prepared, to avoid, as far as possible, alterations in proof, and, to enable the Public Printer to furnish the estimates of cost required by law, the copy must invariably accompany requisitions.

XV. Proofs should be promptly examined and returned to the Division of Stationery, Printing, and Blanks, *in the envelopes or jackets in which they are received from the printer.*

XVI. Heads of bureaus, in making requisitions for their annual and other reports authorized to be printed, should not order more copies than necessity actually demands. The appropriation for printing and binding for the Department is limited, and rigid economy is required in its expenditure.

In order that these instructions may be intelligently carried out, the clerks in each bureau of the Department and division of the Secretary's office to whom the duty of preparing copy and making requisitions is assigned should be required to familiarize themselves with the technicalities and details of the work.

DANIEL MANNING,
Secretary.

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*Suitable for books of 250 leaves or more.
†Suitable for books of from 175 to 250 leaves.
‡Suitable for books of from 88 to 175 leaves.
§Suitable for books of less than 88 leaves, which are not subjected to much handling.

EXTRACTS FROM THE LAW RELATING TO PUBLIC PRINTING AND BINDING.

"All printing, binding, and blank books for the * * * Executive * * * Departments shall be done at the Government Printing Office, except in cases otherwise provided by law."—(Sec. 3736, Revised Statutes.)

"The forms and style in which the printing or binding ordered by any of the Departments shall be executed, the materials and size of type to be used, shall be determined by the Congressional Printer, having proper regard to economy, workmanship, and the purposes for which the work is needed."—(Sec. 3790, Revised Statutes.)

"* * * That it shall not be lawful for the head of any Executive Department, or of any bureau, branch, or office of the Government, to cause to be printed, nor shall the Public Printer print, any document or matter of any character whatever except that which is authorized by law and necessary to administer the public business, nor shall any bureau officer embrace in his annual or other report to be printed any matter not directly pertaining to the duties of his office as prescribed by law."—(Act July 7, 1884.)

"The head of each Department * * * shall furnish to the Congressional Printer copies of the documents usually accompanying his annual report, on or before the first day of November in each year, and a copy of his annual report on or before the third Monday in November in each year."—(Sec. 196, Revised Statutes.)

"* * * That no expensive maps or illustrations shall be printed without the special order of Congress."—(Act June 23, 1874.)

"* * * And hereafter no binding shall be done for any Department of the Government except in plain sheep or cloth, and no books shall be printed and bound except when the same shall be ordered by Congress or are authorized by law, except record and account books, which may be bound in Russia leather, sheep fleshers and skivers, when authorized by the head of a Department." * * * (Act June 20, 1878.)

INCLOSURE B.

[Circular.]

REQUISITIONS FOR PRINTING, BINDING, ETC.

[Amendatory of Circular No. 61 of 1885.]

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., January 11, 1887.

To all officers, clerks, and employés of the Treasury Department:

Owing to the overtaxed condition of the Public Bindery, it becomes necessary to extend the time allowed for furnishing blank books and other material. Existing regulations on the subject are accordingly modified as follows:

I. Four months will hereafter be required for making blank books.

II. Binding orders, where there is no printing, will require three months.

III. Two months should be allowed for the preparation of all blank forms.

Except in case of absolute necessity, no requisition will be made special; and officers and clerks of the Department responsible for the ordering of printing supplies will see that the requirements of this circular are fully complied with.

A table showing the different sizes of paper used at the Public Printing Office is appended for the information and guidance of officers and clerks in ordering record books and blank forms, and the sizes specified therein (or fractional divisions thereof) should be conformed to as nearly as practicable.

DANIEL MANNING,
Secretary.

Table of standard sizes of paper used at the office of the Public Printer.

	For blanks.	For blank books.
Quarto	16 × 16 inches	
Cap	13 × 16½ inches 14 × 17 inches	14 × 17 inches.
Double cap	16½ × 26 inches 17 × 28 inches	17 × 28 inches.
Demy	16 × 20½ inches	16 × 21 inches.
Double demy	20½ × 32 inches	21 × 32 inches.
Folio	17 × 22 inches	
Double folio	22 × 34 inches	
Medium	18 × 23 inches	18 × 23 inches.
Royal	19 × 24 inches	19 × 24 inches.
Super-royal	20 × 28 inches	20 × 28 inches.
Imperial	22½ × 31 inches	23 × 31 inches.

WAR DEPARTMENT.

WAR DEPARTMENT,
Washington, June 18, 1891.

SIR: I have the honor to acknowledge the receipt of your circular letter of April 25 last, calling attention to the concurrent resolution

passed by the Fifty-first Congress in relation to the public printing and binding for the Executive Departments, and the distribution of public documents, and in response beg to transmit herewith the inclosed reports from the Adjutant-General, Inspector-General, Acting Judge-Advocate-General, Quartermaster-General, Commissary-General of Subsistence, Surgeon-General, Paymaster-General, Chief of Engineers, Chief of Ordnance, Chief Signal Officer, officer in charge of War Records Office, and the officer in charge of the Record and Pension Division, which furnish answers to the interrogatories propounded so far as they affect their respective offices.

With reference to so much of the interrogatories as applies to the office of the Secretary of War, I have the honor to submit the following replies:

To question 1: See statement herewith showing number of reports, documents, and pamphlets printed at the Government Printing Office on the order of this office during the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses.

To question 2: There is no branch or independent printing office in the office of the Secretary of War. Occasional use is made of the Adjutant-General's printing office in the publication of War Department circulars, orders, etc.

(*f*) The maintenance of the branch offices connected with some of the bureaus of the Department, as described in the inclosed reports, is unquestionably in the interest of convenience; and to attempt to transact the current business of the Department without a printing office directly under its control would not, in my judgment, be in the interest of economy. It is possible, however, that a more economical arrangement than that which now exists would be to consolidate into one office the printing offices now connected with the offices of the Adjutant-General, the Paymaster-General, the Chief of Engineers, the Chief of Ordnance, the Chief Signal Officer, and the Record and Pension Division, together with the presses and material in the War Records' Office, which are not now in use; and with a view to determine this point I have directed an investigation of the matter.

(*h*) There is a small bindery in the office of the Secretary of War, occupying one corner of one of the rooms, employing only one person, a $1,000 clerk appointed for duty as a bookbinder. It is not under the control of the Public Printer, but is under the immediate charge of the chief of the Record Division. The plant is small, consisting of one press (cost, $35), and one index cutter (cost, $15), while all other tools are the private property of the clerk employed therein. The class of work done in this bindery is very general in its character, the main items being the prompt repairing of record and index books in current use, which are needed for constant reference, and could not well be sent out of the building. Other items include the mounting of maps, "Brady photographs," charts, plans, etc.; also repairing books for the library needed for immediate use, the materials for which are furnished by the Supply Division of the War Department. The work could not be done better or more economically in the bindery of the Government Printing Office.

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To question 3: I beg to invite your attention to the inclosed copies of War Department circulars dated, respectively, August 12 and November 13, 1886, showing the action taken to conform to the requirements of the law touching the matter to be embraced in annual reports, as found in 23 Statutes, page 227, and 24 Statutes, page 255. Since the passage of the latter law the Secretary of War, in his letter transmitting his report, has certified that all the matter included therein and annexed thereto is necessary, and relates entirely to the transaction of public business, this certificate being based upon similar certificates from the bureau officers of the Department covering the matter contained in their respective reports.

As a remedy to the growing tendency to voluminous annual reports I suggest a return to the system of abridgment in operation under the act of July 27, 1866, to exhibit which a copy of the annual report of the Secretary of War for 1869 is transmitted herewith.

To question 5: I think that a better method of distributing public documents of the War Department than now prevails would be to issue all of its publications from one document room. Under the present system it is almost an impossibility to avoid a duplication of documents sent—each bureau of the War Department having its report printed separately, as well as having it form a part of the full report of the Secretary of War. These reports are also printed by Congress as an Executive Document, and hence it is possible for a library, institution, or individual to obtain three copies of the same publication. If the publications of the War Department were sent from one place, this could not occur, for a proper record would at once show any duplication of address for the work in request. To this document room should also be sent such bills, resolutions, etc., as are required by the Department and its bureaus, from whence they could be issued as needed. This would secure the minimum of labor and space, with the maximum of economy, efficiency, and accountability.

To question 6: Four copies of each document, and 3 copies of each bill, resolution, etc., are now furnished the office of the Secretary of War, and are required therein for the transaction of business.

To question 7: The Department has no suggestion to make relating to the matters covered by this interrogatory beyond what is contained in its reply to the fifth interrogatory.

Very respectfully,

L. A. GRANT,
Acting Secretary of War.

Hon. CHARLES F. MANDERSON,
Chairman Special Joint Committee on Public Printing,
United States Senate.

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Statement showing the number of reports, pamphlets, and documents printed during the sessions of the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses on the order of the War Department at the Government Printing Office.

Title of work.	No. of copies.	Cost.
Forty-eighth Congress.		
Full copies Annual Report Secretary of War, 1884	650	$4,216.55
Annual Report Acting Judge-Advocate-General, 1884	500	11.01
Annual Report Inspector-General, 1884	100	6.20
Register of War Department	2,000	1,031.04
Annual Report Secretary of War, 1884, pamphlet	2,000	51.14
Annual Report Colonel Casey for 1884	100	4.70
Reports Board of Commissioners Soldiers' Home; also Inspector-General's report	1,000	36.53
Annual Report of Secretary of War, 1884	500	16 67
Supplementary Report Gun-Foundry Board	100	26.42
Original and Supplemental Report Gun-Foundry Board	1,300	245.77
Letter of Secretary of War, January 5, 1885, relative to South Pass, Mississippi River	200	7.06
Report Mississippi River Commission, 1884	1,000	292.79
Senate Executive Document No. 2, Forty-eighth Congress, second session	100	55.05
Senate and House executive documents	30	37.50
Annual Report Secretary of War (full copies), 1885	600	3,520.77
Forty-ninth Congress.		
Each executive and miscellaneous document printed for Forty-ninth Congress, first session	2	74.10
Annual Report of Secretary of War on Construction of Building for State, War, and Navy Departments, 1885	150	4.70
Annual Report of Secretary of War, 1885, pamphlet	2,000	68.24
Annual Report of Secretary of War, 1885	500	18.72
Appendix for Report of Commission No. 5 on Floating Batteries	500	202.27
Report of Board on Fortifications, etc., act March 3, 1885	520	190.28
Senate Miscellaneous Document No. 67, Forty-eighth Congress, second session	2	3.00
Report of Board on Fortifications, etc., Document 49	100	154.13
Register of the War Department	3,500	1,692.92
List of Retired Army officers	250	3.95
Report on Panama Canal	150	15.29
Executive and miscellaneous documents and reports, Forty-ninth Congress, second session	2	25.56
Congressional Record, Forty-ninth Congress, second session	34	136.00
Full copies Annual Report Secretary of War, 1886	650	2,483.45
Pamphlet for Annual Report Secretary of War	3,000	107.90
Register of War Department, January 1, 1887	3,000	1,113.83
Annual report for construction of State, War, and Navy Building	100	4.50
House Miscellaneous Document 393, Forty-ninth Congress, first session, Report of Greely Arctic Expedition	2	288.36
Senate executive documents, Forty-ninth Congress, second session	100	1.48
Letter of Secretary of War, February 11, 1887, surrender of Geronimo	1,100	30.49
List of newspapers	1,200	30.02
Statements, methods of transacting business	2,000	19.49
Senate and House bills, reports, and documents, Forty-ninth Congress, first and second sessions	36	55.00
Congressional Record and Index, Forty-ninth Congress, second session	6	27.00
Register of Clerks	1	21.73

Statement showing the number of reports, pamphlets, documents printed, etc.—Cont'd.

Title of work.	No. of copies.	Cost.
Fiftieth Congress.		
Congressional Record, Fiftieth Congress, first session	36	288.00
Executive and miscellaneous documents	3	179.25
Annual Report of Inspector-General	200	5.08
Annual Report Secretary of War, 1887, pamphlet	3,000	105.35
Congressional Record, Fiftieth Congress, first session	6	48.00
List of Clerks in War Department	2,800	47.97
House Executive Document No. 155	500	4.89
House Executive Document No. 163	1,500	16.52
Report of Senate Committee on Business Methods	200	283.76
Senate Executive Document No. 112	1,500	8.51
Reports of Senate Committee on Business Methods	150	67.50
House Executive Document No. — Fiftieth Congress, first session	600	5.42
House Executive Document No. 328	200	4.91
Annual Report of Secretary of War, 1888	650	3,629.46
Congressional Record, Fiftieth Congress, second session	37	148.00
Congressional Record, Fiftieth Congress	6	49.50
Senate reports on War Department (each)	2	2.50
House reports on War Department	1	3.75
House miscellaneous documents, War Department	1	1.25
Senate executive documents	1	1.25
Senate miscellaneous documents	1	1.25
House executive documents	2	2.50
Annual Report Secretary of War, 1888	3,000	95.30
Reports on New York Harbor	200	2.42
House Executive Document No. 37, Fiftieth Congress	100	4.98

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Statement showing the number of reports, pamphlets, documents printed, etc.—Cont'd.

Title of work.	No. of copies.	Cost.
Fiftieth Congress—Continued.		
Senate Report No. 247, Fiftieth Congress	150	$2.00
House reports, Fiftieth Congress	300	9.13
House Report No. 4142	200	12.39
Congressional Record, Fiftieth Congress	6	30.00
Board of Business Methods	3,000	702.61
Report of Business Methods	300	86.98
Lists of newspapers	1,000	62.05
Senate and House documents and reports (each)	13	14.25
Lists of Clerks, etc., War Department	500	616.41
Annual Report Secretary of War, 1889 (pamphlet)	4,000	152.90
Annual Report Secretary of War, 1889 (bound)	650	4,991.46
Registers of War Department	2,800	1,957.58
Fifty-first Congress.		
Congressional Record, Fifty-first Congress, first session (each)	32	256.00
Annual Report Secretary War, 1889 (pamphlet)	20	10.00
Reports and documents Fifty-first Congress, first session (each)	2	56.00
House Executive Document No. 148	800	17.21
Digest, etc., House of Representatives	12	39.63
Rules of the House of Representatives (pamphlet)	12	2.84
Report on Apache Indians	100	4.12
Correspondence on Apache Indians	100	1.93
Register of Employés	1	34.13
General Information, Naval Intelligence, 1890	200	126.30
House and Senate reports, etc. (each)	23	37.25
House and Senate reports (each)	16	23.25
Congressional Record, Fifty-first Congress, first session	9	153.00
Annual Report Secretary of War, 1890 (pamphlet)	4,500	131.26
Annual Report Secretary of War, 1890	75	30.00
Reports, etc., House and Senate (each)	7	75.00
Congressional Record, second session, Fifty-first Congress	30	120.00
Reports House and Senate (each)	2	25.00
Reports House and Senate (each)	14	14.00
Board on Gun Factories, reports	100	11.09
Report of Board on Mining Débris Questions	100	9.80
Index Annual Report Secretary of War	250	9.66
Total		31,159.25

[Circular.]

WAR DEPARTMENT,
Washington City, August 12, 1886.

In view of the great and yearly increasing size of the annual reports of this Department, the attention of chiefs of bureaus is invited to the following provisions of the sundry civil act approved July 7, 1884 (23 Stats., p. 227):

"That it shall not be lawful for the head of any Executive Department, or of any bureau, branch, or office of the Government, to cause to be printed, nor shall the Public Printer print, any document or matter of any character whatever except that which is authorized by law and necessary to administer the public business, nor shall any bureau officer embrace in his annual or other report to be printed any matter not directly pertaining to the duties of his office as prescribed by law."

Also to the following provision of the sundry civil act approved August 4, 1886:

"* * * the heads of the Executive Departments, before transmitting their annual reports to Congress the printing of which is chargeable to this appropriation, shall cause the same to be carefully examined, and shall exclude therefrom all matter, including engravings, maps, drawings, and illustrations, except such as they shall certify in their letters transmitting such reports to be necessary and to relate entirely to the transaction of public business; * * *."

The annual reports, with the appendices and the reports of military commanders, will be forwarded to the Secretary of War not later than the 10th of October annually, so that ample time may be afforded to examine them to determine what reports, or what portions of the same, can properly be printed in accordance with the provisions of law above recited.

The annual reports will not be required in duplicate.

By order of the Secretary of War:

JOHN TWEEDALE,
Chief Clerk.

Official copy.

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[Circular.]

WAR DEPARTMENT,
Washington City, November 13, 1886.

Attention is called to the circular of August 12, 1886, a copy of which is inclosed.

The Secretary of War, in such examination as he has been able to give to the reports of chiefs of bureaus, finds that their reports, together with the papers and appendices annexed thereto, are very voluminous, and seem to contain a great deal of matter which does not relate exclusively to the transaction of the public business and is not necessary for its proper administration. The Secretary is obliged by the law to certify in his letter transmitting his report that all the matter included therein and annexed thereto is necessary and relates entirely to the transaction of the public business. It being impossible for him to examine all the papers thus transmitted him, the Secretary will require that each chief of bureau shall certify, respectively, to him that all the matter in the reports they have signed, and in the appendices thereto, is necessary and relates entirely to the transaction of the public business of the Department. He therefore desires that each chief of bureau will reëxamine his report before giving him the above certificate.

By order of the Secretary of War:

JOHN TWEEDALE,
Chief Clerk.

Official copy.

ADJUTANT-GENERAL'S OFFICE.

WAR DEPARTMENT,
ADJUTANT-GENERAL'S OFFICE,
Washington, May 9, 1891.

HON. REDFIELD PROCTOR,
Secretary of War:

SIR: In compliance with the request in the indorsement of reference on the letter addressed you by Hon. C. F. Manderson, chairman of the Senate Committee on Printing, I beg to submit the following answers to the several questions of the Committee:

1. What reports, documents, or pamphlets are printed for your Department? In giving this answer please cover a period including the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses

The Printing-Office Division of the Adjutant-General's Office does no work, directly or indirectly, in connection with documents or books printed by authority of Congress. Its business consists in printing a small advance edition of the general orders, general court-martial orders, and circulars of the War Department; the daily special orders; and in addition such small jobs as weekly lists of promotions or casualties, and circulars for the offices of the Secretary of War, the Commanding General of the Army, etc., and yearly advance copies of the reports of the Adjutant-General and the Commanding General. Occasional memoranda are also printed in limited numbers for office reference and guidance.

The following is a list of the memoranda printed to date since the commencement of the Forty-eighth Congress, March 3, 1883:

		Copies.
1883.	Clerks and employés in the Adjutant-General's Office	100
1884.	Clerks and employés in the Adjutant-General's Office	75
1885.	Journey through the Yellowstone (for headquarters of the Army)	15
1885.	Deaths in U. S. Army during the war	1,000
	United States soldiers executed during the war	17
	Medals of honor granted	500
1886.	Information as to Indian lands (for headquarters of the Army)	500
	Itinerary of the Army of the Potomac	100
	Organization of the Army of the Cumberland	60
	Organization of the Army of the Potomac	60
1887.	Organization of Adjutant-General's Office	650

2. Have you a branch or independent printing office in your Department?

(*a*) How many and what kinds of presses are in use in the branch office? How many people are employed in the branch office and how are they paid?

The Printing Division of the Adjutant-General's Office is not a branch of the Government Printing Office, but is simply one of the divisions into which for convenience of business the office is divided.

Nine clerks and one messenger constitute the force of the division.

The presses in use are 2 Gordon (half and quarter medium), 1 Monumental jobber, and 1 Universal (half super-royal).

The clerks and messenger are integral parts of the clerical and other force of the office annually provided for in the legislative, executive, and judicial appropriation law, and are paid the salary attached to the grade to which they severally belong.

(*b*) Who has charge of the branch office? That is, is it under the Public Printer?

The Adjutant-General of the Army. It is not under the Public Printer.

(*c*) Who has immediate charge of the printing done for the Department in the branch office? That is, to whom does the foreman in charge of the office look for his final orders to do printing for the Department?

The chief of the Printing Division receives his orders from the Adjutant-General, either directly or through the chief clerk of the office.

(*d*) Do all orders for printing pass through the hands of one responsible head, or do bureau chiefs and others give orders direct? What is the process?

Drafts of orders (general and special) and circulars are prepared in the division having charge of the special matter involved, and are submitted to the Adjutant-General. After being initialed by him they are sent to the chief of the Printing Division. The number required is regulated by the Adjutant-General, or, in the case of special orders, is indicated on the manuscript draft of each paragraph. All orders for printing pass through the hands of the chief clerk for submission to the Adjutant-General.

(*e*) Who furnishes machinery and material for the branch office?

Necessary machinery and material are obtained from the Supply Division of the War Department on requisitions therefor signed by the Adjutant-General and approved by the Secretary of War.

Paper, etc., is charged against the allotment made by the Secretary of War to the Adjutant-General from the appropriation for stationery for the War Department, and other articles, against a similar allotment from the appropriation for miscellaneous supplies for the War Department and its bureaus.

(*f*) Is the maintenance of a branch office in your Department in the interest of economy and convenience? Please make a full statement under this head.

The maintenance of the Printing Division of this office is directly in the interest of economy.

It is an absolute necessity that general orders, general court-martial orders, and special orders be promulgated to the Army with the least possible delay.

In the case of general orders, general court-martial orders, and orders a small advance edition is printed in this office, the set type is sent to the Government Printing Office, where sterotype plates are made for printing the full edition of those orders. When the plates are made, the

type is returned to this office and distributed. This arrangement obviates the necessity of setting type in the Government Printing Office for this class of work and works economically and expeditiously. There were sent to that office during the past year about 625 pages (12mo.) of type. The average time between the sending of the type and the delivery of the full edition was 25 days.

Special orders are in the nature of daily correspondence, and announce in separate paragraphs the action taken by the War Department on applications for leave of absence, furlough, discharge, etc., and bear directly on the questions of pay and allowances. They must therefore be furnished to the various headquarters and offices interested, requiring sometimes the printing of ten or more copies of the same paragraph.

The clerks (printers) in the Printing Division are employed as copyists, using *type* instead of pens, and by this method the number of clerks, amount of paper, file space, etc., are reduced to at least one-third of what would be required if pens were used instead of type. By printing, copies of the small paragraphs of from 6 to 20 lines are readily and rapidly multiplied, and the original paragraph being once set up correctly, the accuracy of the different copies required is beyond question. This class of work for obvious reasons could not be done at the Government Printing Office, and I am satisfied that the Printing Division of this office should be maintained in the interest of positive economy, and as besides contributing largely to accuracy, neatness, and prompt discharge of business.

(*g*) What portion of the expenditure in your branch printing office is paid from the credit given you by Congress in the annual appropriation bill, and what portion from the credit given the Public Printer, and on what principle is such division made?

The entire expenditure in the Printing Division, whether for salaries or material, is, as explained in the answers to sections *a* and *e* of the second question of the Committee, paid from the credit for clerks and supplies given by Congress in the annual appropriation bill.

(*h*) Have you a bindery in your Department; if so, is it under control of the Public Printer; if not under the Public Printer, who has charge and control of it? What is the size of the plant, and what class of work does it do; could the same work be done better and more economically in the bindery of the Government Printing Office?

One of the clerks in the Printing Division is a bookbinder, and, like the other employés in that division, is under the control of the Adjutant-General. His principal duties consist in folding and sewing orders, etc., and repairing dilapidated records, books, etc. The plant consists of a paper-cutting machine, small standing press, and a few hand tools. The work could not be done at the Government Printing Office.

Questions 3, 4, 5, and 6 bear directly on matters within the personal discretion of the Secretary of War, and are not, therefore, deemed to demand any answer by the Adjutant-General.

Very truly, yours,

J. C. KELTON,
Adjutant-General.

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INSPECTOR-GENERAL'S OFFICE.

WAR DEPARTMENT,
INSPECTOR-GENERAL'S OFFICE,
Washington, D. C., May 5, 1891.

The SECRETARY OF WAR,
Washington, D. C.:

SIR: In reply to the circular from Hon. Charles F. Manderson, chairman of the Joint Committee on Public Printing, relative to a proposed reduction in the amount and expense of printing and binding for the several Departments of the Government, an official copy of which was

referred to this office on the 1st instant for early report, I have the honor to report as follows so far as the matter relates to the Inspector-General's Bureau:

Question 1.

Title of document.	Number printed.*					Distribution.	Cost.
	Forty-eighth Congress.	Forty-ninth Congress.	Fiftieth Congress.	Fifty-first Congress.	Order of Department.		
Inspector-General's Annual Report	None ...	None ...	None ...	None ...	3,900	3,468	$244.71

* Printed at the main office.

In 1890 the Inspector-General made a report to the Major-General Commanding the Army, as well as one to the Secretary of War, and 1,000 copies of each of these reports were printed.

Question 2 and its subquestions do not apply in any particular to the Inspector-General's Office, there being no branch printing office therein.

Question 3: It is believed that the reports from this office are already too much condensed, and that instead of reducing the amount of matter heretofore included in the appendices it should be amplified, in the interests of the public as well as of the Army.

Question 4: The number of copies printed for this bureau has not proven too large. Of the reports for the years prior to 1889, when only a few were printed, scarcely any remain undistributed. In 1889, 1,000 copies were printed, and of these 108 remain, but there are occasional requests for them. One thousand copies were also printed in 1890, and although 216 of these remain, there is still a fairly steady demand for them, and it is only a question of time when they will be practically exhausted.

The reports were distributed last year to the bureaus of the War Department, to officers of the Inspector-General's department, to commanding officers and librarians of military posts, to the presidents of colleges having military departments, and to officers detailed as professors of military science and tactics in the same; to governors and adjutants-general of States whose militia forces were inspected by army officers, as well as to the commanding officers of each such State troop; to enlisted men who are named in the report as having medals or certificates of honor for distinguished conduct, and to a large number of officers and civilians who made special requests for copies.

It is believed that the number of copies of the annual reports issued by the Inspector-General's bureau can not be reduced below 1,000 consistently with the interests of the public service.

Question 5: The method of distribution pursued by this bureau is efficient and satisfactory. The method to be pursued by other bureaus and departments should, perhaps, be left to the chiefs thereof.

Question 6: One copy each of all public documents, bills, resolutions, etc., pertaining to the military department sent direct to this bureau would facilitate its business.

Question 7: Upon the points covered by this question no suggestions are offered.

Very respectfully,

H. W. LAWTON,
Lieutenant-Colonel, Inspector-General, in Charge.

JUDGE-ADVOCATE-GENERAL'S OFFICE.

WAR DEPARTMENT,
JUDGE-ADVOCATE-GENERAL'S OFFICE,
Washington, May 4, 1891.

SIR: In response to your reference of the 1st instant, relative to printing and binding for the Executive Departments executed at the Government Printing Office, I have the honor to report that, with the exception of official record-book headings, letter and envelope headings, and a few brief forms, designed to expedite business, the only printing so executed for this office since the beginning of the year 1884 (beyond which the records of this office do not furnish the desired information) has been the printing of the annual reports of the Judge-Advocate-General to the Secretary of War, in numbers and at a cost for each year as follows:

Year.	Copies.	Cost.
1884	500	$11.01
1885	500	11.00
1886	750	15.83
1887	500	11.66
1888	600	11.59
1889	600	14.50
1890	500	8.50

The reports of this office have invariably been made as brief as possible, and I do not think they can be made any more concise in the future. The report for 1890, including extracts from the reports of five of the judge-advocates at department headquarters, covers only 13¼ pages of volume 1 of the Report of the Secretary of War for that year, and the average number of pages of such reports for the past 7 years has been $12\frac{5}{14}$.

The records of this office do not show accurately the cost of binding done for the office since the beginning of the Forty-eighth Congress.

G. NORMAN LIEBER,
Acting Judge-Advocate-General.

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QUARTERMASTER-GENERAL'S OFFICE.

WAR DEPARTMENT,
QUARTERMASTER-GENERAL'S OFFICE,
Washington, D. C., May 6, 1891.

The SECRETARY OF WAR:

SIR: I have the honor to return the communication of Hon. Charles F. Manderson, chairman of the Special Joint Committee of the Senate and House of Representatives on Public Printing, requesting information on the subject of public printing and binding for the Executive Departments, referred to this office by the War Department for report.

In reply to the first interrogatory of the committee, viz: "What reports, documents, or pamphlets are printed for your department?" the answer to cover a period including the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses, I respectfully inclose herewith a tabular statement showing the title of all reports, books, and pamphlets published by this office during the years commencing July 1, 1883, and ending this date, the number of copies of each printed, to whom distributed, their cost, and where printed.

A summary of this statement shows that during the period covered by the statement, nearly eight years, there have been printed and bound at the Government Printing Office, for distribution to the Army, the following:

7,200 Annual reports of the Quartermaster-General, costing	$2,981.38
73,345 Monthly rosters of officers serving in the Quartermaster's Department, costing	1,867.11
7,200 Miscellaneous pamphlets, costing	746.24

In reply to the second interrogatory: This bureau has no branch or independent printing office.

The remaining interrogatories, numbered 3 to 7 inclusive, do not appear to be questions pertinent for answer by the Quartermaster-General.

In this connection, however, the Quartermaster-General deems it proper to invite attention to the provisions of the act making appropriations for support of the Army, approved July 5, 1884, under the

head of Quartermaster's Department, for regular supplies, in which appears the following clause, viz:

> The Quartermaster-General and the Commissary-General of Subsistence shall report promptly all purchases of supplies made by his department, with their cost price and place of delivery, to the Secretary of War, for transmission to Congress, annually.

Under the provisions of this law the quarterly statements of purchases rendered to this office were consolidated into one large statement, consisting, when completed, of about 800 large abstract sheets, closely written.

The preparation of the report entailed so much time and labor that it was found impracticable to continue the work without an increased clerical force in this office; and to obviate this instructions were given to officers of the Quartermaster's Department to render to this office a special quarterly report, giving in detail the information required.

There are on duty in the Quartermaster's Department about 140 officers, each of whom is required to prepare and submit to this office four of these reports annually, making a total of 560 separate statements of purchases.

These reports, after being carefully examined in this office to ascertain that they are absolutely correct, are tied together, making a package 2½ cubic feet in dimension, and are then forwarded to the Secretary of War for submission to Congress.

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Attention is also respectfully invited to the provisions of section 229, Revised Statutes, which requires that—

> The Secretary of War shall lay before Congress, at the commencement of each regular session, a statement of all contracts for supplies or services which have been made by him or under his direction during the year preceding, and also a statement of the expenditure of moneys appropriated for the contingent expenses of the military establishment.

This law was enacted in the year 1809, at a time when the expenditures of public moneys were not protected by the restrictions now imposed in the laws, and was undoubtedly a wise safeguard at the time.

The preparation of this report of contracts entered into by the Quartermaster's Department is compiled in this office from the registers of contracts, and involves a great amount of time and labor of the clerical force of the office.

It is not known in this office whether or not the reports of purchases and of contracts herein referred to are printed by Congress or what uses are made of them; but it is believed that they are seldom, if ever, referred to, and the information they contain can be readily and expeditiously obtained from the records of this office or of the office of the Third Auditor of the Treasury.

An abstract of all purchases made by an officer of the Quartermaster's Department accompanies his money accounts rendered quarterly to this office, which are subsequently transmitted to the Third Auditor of the Treasury for settlement.

Any specific information as to purchases made by an officer, and the price paid by him, required by Congress or any committee thereof, can be readily ascertained from the abstract of purchases and the accompanying voucher upon which payment was made.

Likewise, any specific information regarding contracts entered into by the Quartermaster's Department can be ascertained from the register of contracts kept in this office, and it is believed such information can be furnished in less time than it can be searched out from the voluminous report made to Congress.

Believing that the public service will be subserved by a repeal of the provisions of laws requiring these voluminous reports to be made to Congress each year, and in view of the question of expenditures for printing which is involved, the Quartermaster-General respectfully submits the matter, requesting that it may receive consideration by the Special Joint Committee on Printing, with a view to the best interests of the Government.

Very respectfully, your obedient servant,

R. N. BATCHELDER,
Quartermaster-General, U. S. Army.

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Statement showing reports and pamphlets printed at the Government Printing Office for use of Quartermaster-General's Office during the fiscal years commencing July 1, 1883, and ending May 6, 1891.

Title of document.	No. of copies ordered printed.	Cost.	Distribution.
Fiscal year ending June 30, 1884.			
Roster of Officers of the Quartermaster's Department ..	7,110	$189.47	Officers serving in the Quartermaster's Department.
Treatise on the Military Shoe	650	138.27	Officers of the Army.
Annual Report Quartermaster-General	800	370.08	Officers Quartermaster's Department.
Transportation of Military Property under Contract..	*1,000 †1,000	435.99 52.62	Do
Report of Board on Cavalry Equipment, etc	1,500	67.92	Officers of the Army.
Extract from Army Regulations for the government of officer in charge of Book of Transportation Requests.	1,000	15.90	Officers Quartermaster's Department.
Fiscal year ending June 30, 1885.			
Roster of Officers of the Quartermaster's Department...	8,395	199.91	Officers serving in the Quartermaster's Department.
Annual Report Quartermaster-General	1,000	614.86	Do.
Pamphlet on the subject of Lamps and Mineral Oil for the Army.	2,050	15.54	Officers of the Army.
Fiscal year ending June 30, 1886.			
Roster of Officers of the Quartermaster's Department...	8,950	213.95	Officers serving in the Quartermaster's Department.
Annual Report Quartermaster-General.....	900	344.77	Do.
Fiscal year ending June 30, 1887.			
Roster of Officers of the Quartermaster's Department...	9,000	198.54	Do.
Annual Report Quartermaster-General.....	900	197.15	Do.
Fiscal year ending June 30, 1888.			
Roster of Officers of the Quartermaster's Department...	9,375	263.17	Do.
Annual Report Quartermaster-General.....	900	236.87	Do.
Fiscal year ending June 30, 1889.			
Roster of Officers of the Quartermaster's Department...	9,900	261.77	Do.
Annual Report Quartermaster-General.....	900	236.87	Do.
Fiscal year ending June 30, 1890.			
Roster of Officers of the Quartermaster's Department...	10,500	290.33	Do.
Annual Report Quartermaster-General.....	900	293.67	Do.
Fiscal year ending June 30, 1891.			
Roster of Officers of the Quartermaster's Department...	10,125	249.87	Do.
Annual Report Quartermaster-General.....	900	187.11	Do.

* Books. † Pamphlets.

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COMMISSARY-GENERAL OF SUBSISTENCE.

WAR DEPARTMENT,
OFFICE COMMISSARY-GENERAL OF SUBSISTENCE,
Washington, D. C., May 13, 1891.

The SECRETARY OF WAR:

SIR: The answers to the several interrogatories embraced in the circular letter of the Committee on Public Printing, referred to me under date of 1st instant, are so far as this office is concerned as follows:

First interrogatory:

Title.	Number printed.*					Distribution.	Cost.
	Forty-eighth Congress.	Forty-ninth Congress.	Fiftieth Congress.	Fifty-first Congress.	Order of War Department.		
Manual for Army Cooks	.....	.....	.....	.....	3,000	Army.	$1,005.23
Annual Report Commissary-General of Subsistence—							
1883	.....	.....	.....	.....	720	.....	18.96
1884	.....	.....	.....	.....	700	.....	17.64
1885	.....	.....	.....	.....	700	.....	15.74
1886	.....	.....	.....	.....	700	.....	11.90
1887	.....	.....	.....	.....	700	.....	11.21
1888	.....	.....	.....	.....	1,000	.....	21.85
1889	.....	.....	.....	.....	700	.....	12.74
1890	.....	.....	.....	.....	700	.....	11.96

* Printed at the Government Printing Office.

The printing of the Manual for Army Cooks was authorized by the appropriation act of June 30, 1882 (22 Stat. Large, 119). The small edition each year of the Annual Report of the Commissary-General of Subsistence, ordered by the War Department, was printed from type set up for the "usual number" printed under the authority of Congress, the cost of which is not known at this office. The cost given in the table is the cost for the editions ordered by the War Department, which were put up in pamphlet form with paper covers.

Second interrogatory: This interrogatory, with its several subinterrogatories (from *a* to *h*) is answered in the negative.

Third interrogatory: This question evidently has no reference to the annual reports of the Commissary-General of Subsistence, since they are never voluminous, but carefully kept within the narrowest limits consistent with a clear presentation of information known to be desired, and have averaged for the past 20 years only about 16 pages.

Fourth interrogatory: The number of copies of the Annual Report of the Commissary-General of Subsistence printed each year on the order of the War Department is not larger than is necessary to meet actual needs. The distribution of these reports is as follows:

One copy sent to headquarters Army, and to each commanding general of divisions, departments, and districts; 1 to each commanding officer of a military post and arsenal; 1 to each post commissary; 1 to each officer of the Subsistence Department; 1 to each head of bureau in War Department; 1 to superintendent Military Academy; 1 to superintendent general recruiting service; 1 to library at West Point; 1 to library Soldiers' Home, Washington; advance copies to members, by name, of House and Senate Committees on Military Affairs and Appropriations and to clerks of those committees; 1 each to the Comptrollers of the Treasury and Second and Third Auditors; 1 to the Register of the Treasury; 1 to Military Service Institute, New York; various copies to miscellaneous individuals, including, in many instances, the authorities of the militia of the various States.

Fifth interrogatory: I can not suggest any better method of distributing the pamphlet copies of the annual reports of the Commissary-General of Subsistence that the one now pursued.

Sixth interrogatory: One each of all bills, resolutions, and public documents as the same issue from the press at the Government Printing Office is furnished this office by mail. These are needed in order to keep apprised of the current legislation, particularly of that affecting the interests of the Army, the disbursement of public funds, and those conveying information as to the progress and resources of our country. No change should be made in the method of their distribution so far as this office is concerned.

Seventh interrogatory: I can make no suggestions in answer to this interrogatory.

Respectfully, your obedient servant,

B. Dᴜ Bᴀʀʀʏ.
Commissary General of Subsistence.

SURGEON-GENERAL'S OFFICE.

WAR DEPARTMENT,
SURGEON GENERAL'S OFFICE,
Washington, May 11, 1891.

The SECRETARY OF WAR:

SIR: In respect to the circular request for information from the Congressional Committee on Public Printing, referred by you for report, I have the honor to reply to the interrogatories as follows:

To question 1: The Index Catalogue of the Library of the Office of the Surgeon-General of the Army was printed by authority of the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses in two volumes of 1,500 copies each, making 3,000 volumes authorized by each of the above Congresses. Its distribution comprises universities, public and medical libraries, medical societies, and such other disposition as is deemed appropriate and conducive to beneficial uses and results. The aggregate cost (which sum was allotted by Congress out of the appropriation for printing and binding for the War Department) was $24,000 and the work was executed at the main Government Printing Office.

The annual reports of the Surgeon General of the Army, printed upon order of the War Department, aggregated 7,200 copies (1,800 for each Congress). Its distribution has been general, and the total cost was $488.52; printed at the main office.

The station lists of medical officers were issued during the same period, aggregating 3,100 copies (average 775), printed by order of the Department. Distribution to the Army and for general information. Total cost, $299.60; printed at the main office.

A Provisional Manual of Instructions for the Hospital Corps of the Army was issued during the Fiftieth Congress to the extent of 1,500 copies, printed by order of the War Department. Distribution to Army military posts and organizations connected with military service. Total cost, $253.61; printed at main office.

An appendix to Circular No. 10 (Construction of Hospitals) was issued during the Fiftieth Congress—2,000 copies—by order of the Department. Distribution to army posts and to officers and others connected with the construction of hospitals. Cost, $430.91; also printed at main office.

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A Digest of Current Orders and Decisions Relating to the Medical Corps of the United States Army was issued during the Fifty-first Congress by order of the Department. Distribution intended for the medical corps of the Army. Cost, $517.73; printed at the main office.

To question 2 and its subdivisions: The Surgeon-General's Office has no branch or independent printing office.

To question 3: The Annual Report of the Surgeon-General of the Army is believed to be as concise and brief as a compliance with statutory requirements will admit. There have been no appendices or accompanying papers.

To question 4: In no case has the supply of reports, circulars, etc., printed exceeded actual requirements for furnishing official information where needed—to military posts and military organizations, medical officers, and others connected directly or indirectly with the military service. The number of volumes of the Index Catalogue of the Library of the Surgeon-General's Office might be advantageously increased and would be a public benefit, enabling a wider distribution to universities, public and medical libraries, medical societies, etc., than is now practicable.

To question 5: It would seem desirable that all distributions of public documents should be made by or from a bureau organized for that especial purpose, and to which applications might be referred by the different Departments and their bureaus. This suggestion does not apply, of course, to such publications as are obviously intended mainly for the particular use or instruction of the corps or departments to which they refer.

To question 6: A few copies of each document, bill, resolution, or report relating directly or indirectly to military, and especially medico-

military, matters, would very materially facilitate information of the Surgeon-General's bureau of the War Department. They should be sent promptly and directly to the Surgeon-General's office.

To question 7: The experience of the Surgeon General's office has been such as to hardly warrant an expression of opinion as to the necessity or desirability of changes in the present method of public printing, binding, etc. Its requirements in the field covered by this investigation have been comparatively moderate, enabling the exercise of care and judgment in avoidance of unnecessary and unused quantities of supplies of the class referred to. As to the distribution of public documents, the answer to question 5 covers the opinion of this office so far as it feels competent to consider the point.

Very respectfully,

CHAS. R. GREENLEAF,
Lt. Col. and Asst. Medical Purveyor, U. S. Army, in Charge of Office.

PAYMASTER-GENERAL'S OFFICE.

PAYMASTER-GENERAL'S OFFICE,
May 4, 1891.

Respectfully returned to the Secretary of War, with replies to the various questions within propounded.

WM. SMITH,
Paymaster-General, U. S. Army.

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1. What reports, documents, or pamphlets are printed for your Department? In giving this answer, please cover a period including the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses, thus:

Title of document.	Number printed.					Cost.
	Forty-eighth Congress.	Forty-ninth Congress.	Fiftieth Congress.	Fifty-first Congress.	Order of Department.	
Compendium, Pay of the Army*	None	None	None	None	3,000	$340
Paymaster-General's Annual Report†	None	None	None	None	300	$25 per annum.

Distribution: Executive Departments, paymasters, and other officers of the Army. Same distribution each year.

* Printed at main office. † Printed at branch office.

2. Have you a branch or independent printing office in your Department?

Yes.

(*a*) How many and what kinds of presses are in use in the branch office? How many people are employed in the branch office, and how are they paid?

One treadle press, one-quarter medium. One clerk employed, and sometimes assisted by a laborer.

(*b*) Who has charge of the branch office? That is, is it under the Public Printer?

A clerk in this office; not under the Public Printer.

(*c*) Who has immediate charge of the printing done for the Department in the branch office? That is, to whom does the foreman in charge of the office look for his final orders to do printing for the Department?

The chief clerk of the Bureau.

(*d*) Do all orders for printing pass through the hands of one responsible head, or do bureau chiefs and others give orders direct? What is the process?

Orders for printing are given by the chief clerk.

(*e*) Who furnishes machinery and material for the branch office?

The Supply Department of the War Department, on requisitions of the Paymaster-General.

(*f*) Is the maintenance of a branch office in your Department in the interest of economy and convenience? Please make a full statement under this head.

The small printing press in use is in the interest of economy and convenience. It is frequently necessary to have circulars to paymasters and other papers printed immediately, and to await the action of the Public Printer would be a serious embarrassment.

(*g*) What portion of the expenditure in your branch printing office is paid from the credit given you by Congress in the annual appropriation bill and what portion from the credit given the Public Printer, and on what principle is such division made?

All paid from appropriation by Congress in the annual appropriation bill.

(*h*) Have you a bindery in your Department? If so, is it under control of the Public Printer? If not under the control of the Public Printer, who has charge and control of it? What is the size of the plant, and what class of work does it do? Could the same work be done better and more economically in the bindery of the Government Printing Office?

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There is no bindery in the bureau.

3. Could not the annual report emanating from your Department be so edited or supervised as to include the substance of accompanying papers or reports of subordinates, so as to do away with the expense of printing so many parts to the report of the head of the Department? What remedy do you suggest for this growing tendency to voluminous annual reports? This question refers more particularly to the appendices to the reports, or accompanying papers.

The annual report of the bureau is very short and is not subject to above objections.

4. Is not the number of copies of reports printed, including the accompanying papers, larger than is necessary to meet actual needs? Please give in detail the distribution of the reports of your Department, and make suggestions as to how the number of copies may be reduced, if it can be done consistently with the interest of the public service, stating the least number of the different sorts of reports that can be printed for the use of your Department.

The report of the Paymaster-General is printed by the office press. A sufficient number is printed for distribution to the Executive Departments and bureaus and to paymasters and other officers of the Army.

5. Can you suggest any better method of distributing public documents, either those emanating from your own Department or those published by other Departments, than now exists?

No suggestions to offer.

6. What public documents, bills, resolutions, etc., are required by your Department to facilitate business in the Department, and to whom should they be sent for distribution?

One copy of bills and resolutions introduced in Congress is desirable.

7. Does the experience of your Department suggest any changes in existing laws relating to the public printing and binding, or the distribution of public documents, that would be in the line of economy and in the interest of the public service? The Committee would be glad to receive from you any suggestions relating to the public printing and binding, the distribution of public documents, and the printing of blanks, letter heads, and envelopes that would be called for under the most liberal construction of the resolution to which your attention has been called.

No suggestions to offer.

CHIEF OF ENGINEERS.

OFFICE OF THE CHIEF OF ENGINEERS,
UNITED STATES ARMY,
Washington, D. C., May 9, 1891.

HON. REDFIELD PROCTOR,
Secretary of War:

SIR: In reply to your reference, under date of May 1, of a copy of a communication from the chairman of the Senate Committee on Public Printing, relative to printing and binding, I have the honor to submit the following answers to the questions propounded so far as they relate to this office:

1. What reports, documents, or pamphlets are printed for your Department? In giving this answer please cover a period including the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses.

See tabulated statement inclosed, marked Exhibit A.

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2. Have you a branch or independent printing office in your Department?

We have a printing press in this office.

(*a*) How many and what kind of presses are in use in the branch office? How many people are employed in the branch office, and how are they paid?

One press, Universal half super-royal.

One person continuously employed; one person employed about one-half his time, the other half of his time being occupied with clerical work. They are paid from the allotment of $60,000 for employment of clerks, etc., authorized by the legislative, executive, and judicial appropriation act.

(*b*) Who has charge of the branch office; that is, is it under the Public Printer?

Not under the Public Printer.

(*c*) Who has immediate charge of the printing done for the Department in the branch office; that is, to whom does the foreman in charge of the office look for his final orders to do printing for the Department?

The Chief of Engineers.

(*d*) Do all orders for printing pass through the hands of one responsible head, or do bureau chiefs and others give orders direct? What is the process?

Printing ordered by the Chief of Engineers, through his assistants in the office.

(*e*) Who furnishes machinery and material for the branch office?

Supply Division of the War Department, on requisitions approved by the Chief of Engineers.

(*f*) Is the maintenance of a branch office in your Department in the interest of economy and convenience? Please make a full statement under this head.

The maintenance of the printing press in this office is decidedly in the interest of economy and convenience.

The principal work done on the press is the printing of letters where large numbers precisely alike are sent out, orders, circulars, memoranda, letter heads, and envelopes.

Without the use of the press the letters and special orders would have to be written with the pen or the typewriter, and the expense of these two items alone, prepared in this way, would be greater than the whole expense of the printing press, to say nothing of the delay where promptness is an absolute necessity. In fact, it is not seen how the printing press could be dispensed with without greatly embarrassing the business of the office.

(*g*) What portion of the expenditure in your branch printing office is paid from the credit given you by Congress in the annual appropriation bill, and what portion from the credit given the Public Printer, and on what principle is such division made?

No portion is paid from annual appropriation act for public printing.

(*h*) Have you a bindery in your Department? If so, is it under control of the Public Printer? If not under the control of the Public

Printer, who has charge and control of it? What is the size of the plant, and what class of work does it do? Could the same work be done better and more economically in the bindery of the Government Printing Office?

We have no bindery.

3. Could not the annual report emanating from your Department be so edited or supervised as to include the substance of accompanying

papers or reports of subordinates, so as to do away with the expense of printing so many parts to the report of the head of the Department? What remedy do you suggest for this growing tendency to voluminous annual reports? This question refers more particularly to the appendices to the reports, or accompanying papers.

The papers or reports of subordinates (appendices) accompanying the Annual Report of the Chief of Engineers are necessary to a full understanding of the condition and progress of the various works, and an abridged edition, as suggested, would depreciate the value of the reports.

4. Is not the number of copies of reports printed, including the accompanying papers, larger than is necessary to meet actual needs? Please give in detail the distribution of the reports of your Department, and make suggestions as to how the number of copies may be reduced, if it can be done consistently with the interests of the public service, stating the least number of the different sorts of reports that can be printed for the use of your Department.

The number of copies of reports and accompanying papers printed is not larger than is necessary to meet actual needs. The present number of copies of the complete annual report, 1,400, could be judiciously increased to 2,000.

The annual report complete is distributed generally to officers of the Corps of Engineers, civil engineers, institutions, and public libraries in the United States and abroad.

Five hundred (500) copies of the Report of the Chief of Engineers, without appendices and maps, are printed in pamphlet form and distributed before the complete report is received from the Public Printer, as follows: To members of several of the Senate and House committees, bureaus of the War Department, military divisions and departments, officers of the Corps of Engineers, governors of States, and chambers of commerce and boards of trade in the principal cities of the United States.

From 75 to 200 copies of each of the appendices, with maps, are printed in pamphlet form and distributed to persons specially interested in the works in the engineer district to which the reports relate.

Two hundred (200) copies each of all the Congressional documents containing reports on examinations and surveys are distributed to officers of the Corps of Engineers and to persons interested in the works.

Many of the reports are furnished to Senators and members of the House of Representatives, on their request, for their use and that of their constituents.

Great care is taken to place the documents distributed by this office where they will be of service and be appreciated.

5. Can you suggest any better method of distributing public documents, either those emanating from your own Department or those published by other Departments, than now exists?

Have no suggestions to offer.

6. What public documents, bills, resolutions, etc., are required by your Department to facilitate business in the Department, and to whom should they be sent for distribution?

Besides the reports already referred to, two copies of every bill, resolution, and report of committee on matters pertaining to the Engineer Department are required for the use of this office. One copy of every bill, resolution, and committee report is now furnished by the Public Printer on requisition, and duplicates of such as are required in the transaction of the business of this office are also obtained from him.

The bills, resolutions, and reports are also furnished by the Senate, but as the collection is sent about once a week they do not reach the office in time to be of much service.

7. Does the experience of your Department suggest any changes in existing laws relating to the public printing and binding, or the distribution of public documents, that would be in the line of economy and in the interest of the public service? The Committee would be glad to receive from you any suggestions relating to the public printing and binding, the distribution of public documents, and the printing of blanks, letter heads, and envelopes that would be called for under the most liberal construction of the resolution to which your attention has been called.

Have no suggestions to offer.

Very respectfully, your obedient servant,

H. M. ADAMS,
Major, Corps of Engineers, in Charge.

EXHIBIT A.

Title of document.	Number printed.					Cost.
	Forty-eighth Congress.	Forty-ninth Congress.	Fiftieth Congress.	Fifty-first Congress.	Order of Department.	
Annual Report, Chief of Engineers, 1853 to 1890, both inclusive, complete, bound, 1,400 to 1,500 each year					11,400	*$39,099.85
Annual Report, Chief of Engineers, 1883 to 1890, both inclusive, without appendices, pamphlet, 500 copies each year					4,000	745.51
Separate appendices to same, about 60 to each report, pamphlet					55,625	5,359.38
Two hundred copies of each Congressional document pertaining to the Engineer Department					553	†3,488.26
Extra copies of each Congressional document pertaining to Engineer Department					4,200	713.67
One copy of each bill, resolution, and committee report						‡137.68
River and harbor bills and committee reports					326	45.23
Congressional documents of importance to Engineer Department, 75 to 400 copies of each					12,660	3,438.16
Fortification acts and river and harbor acts					725	15.92
Laws authorizing construction of bridges over navigable waters					550	‡301.80
Congressional Record, 7 to 8 copies each session						360.00
Congressional Record, 1 bound copy each session§						58.80
Extra copies Congressional Record, matters pertaining to Engineer Department					2,347	166.93
International Exhibition on Electricity at Paris, 1881. Heap					1,000	1,353.73
Tables of Geographical Positions, etc., surveys West of the One hundredth Meridian. Wheeler					1,000	1,945.80
Appropriations for Rivers and Harbors, 1789–1883					500	264.29
Volume I. Geographical Surveys West of the One Hundredth Meridian. Wheeler					1,525	2,626.14
—— same. Appendix B, Description of Atlas Sheets					1,000	1,058.95
—— same. Appendix F, Memoir of Explorations, etc					1,500	1,033.70

*Bill for 1890 report not rendered.
†Bills for Forty-eighth Congress, second session, and Fifty-first Congress, second session, not rendered.
‡Bill for Fifty-first Congress, second session, not rendered.
§Copy for Fifty-first Congress, second session, not yet received.
‖Not a Congressional document.

EXHIBIT A—Continued.

Title of document.	Number printed.					Cost.
	Forty-eighth Congress.	Forty-ninth Congress.	Fiftieth Congress.	Fifty-first Congress.	Order of Department.	
Current Meter Observations, Mississippi River. Mackenzie*					500	$298.23
Engineer Department at Centennial Exhibition, 1876. Heap*					500	329.47
Professional Notes. Maguire*					1,000	101.77
Studies on Coast Defense Applied to Gulf of Spezia. Derby*					800	82.67
Third International Geographical Congress at Venice, Italy. Wheeler					1,000	2,550.89
—— same. Extract relating to Government Surveys					750	1,701.74
—— same. Extract relating to Government Surveys in United States					500	137.77
Appendix V of Professional Papers No. 24. Primary Triangulation U. S. Lake Survey. Comstock*					2,000	22.27
Permanent Improvement of Entrance to New York Harbor*					250	16.76
Compilation of Laws Relating to Construction of Bridges Over Navigable Waters (2d ed.) Parke*					500	1,038.08
Index to Annual Reports, Chief of Engineers (Vol. II), 1880–'87. Robert*					1,500	2,134.96
Regulations for the Government of the Corps of Engineers. 1889*					300	218.14
Descriptive Text of Illustrations of St. Mary's Falls Canal*					500	19.41
Biennial Register, Vol. I, 1885, and Vol. I, 1889					11	16.34

*Not a Congressional document.

NOTE.—All publications were printed at the Government Printing Office. See answer to question No. 4 for information as to distribution.

ORDNANCE OFFICE.

ORDNANCE OFFICE,
Washington, May 26, 1891.

This office gets, on the customary requisition on the Public Printer, 2,500 copies of the Annual Report of the Chief of Ordnance, and 500 copies of the Annual Report of the Operations of the United States Testing Machine at Watertown Arsenal. Both of the above publications are printed by order of Congress, and are made in compliance with existing laws.

This office also has published at the Government Printing Office, on the customary requisitions, Notes on the Construction of Ordnance, for the information and guidance of the officers of the Department, and of the officers of the Army charged with the care and use of the guns, etc., treated therein.

There is no branch of the Public Printing Office in this office.

Since 1873 we have had a printer in this office engaged on such printing as facilitates the clerical duties of the office, where many du-

plicates of orders, advertisements, etc., have to be made in connection with gun construction, the procurement of supplies, and as part of the current daily duties of the bureau. He is a clerk of class 1. The paper necessary is obtained from the appropriation for stationery for the War Department. No part of the appropriation for public printing and binding is used for this purpose.

D. W. FLAGLER,
Brigadier-General, Chief of Ordnance.

SIGNAL OFFICE.

SIGNAL OFFICE, WAR DEPARTMENT,
Washington City, June 4, 1891.

Respectfully returned to the honorable Secretary of War, inviting attention to the inclosed answers to the questions.

The delay in this report was occasioned by the Acting Chief Signal Officer deciding to hold it for action by the Chief Signal Officer on his return from absence on duty.

A. W. GREELY,
Chief Signal Officer.

Statement of printing at the main office during the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses.

Title of document.	Number printed.					Cost.
	Forty-eighth Congress.	Forty-ninth Congress.	Fiftieth Congress.	Fifty-first Congress.	Order of Department.	
Annual Report of the Chief Signal Officer for year—						
1883					1,200	$1,216.36
1884					3,000	925.07
1885					3,000	2,890.00
1886					2,500	946.01
1887					2,750	1,674.41
1888					2,500	765.72
1889					2,500	1,288.20
1890					2,500	*1,252.80

* Estimated.

2. Independent printing office.

(*a*) Four; 1 Scott lithograph, 1 Cottrell single cylinder, 1 half-medium Gordon, 1 quarter-medium Liberty. Sixteen people employed, who are paid from the general appropriations for the Weather Bureau.

(*b*) The Chief Signal Officer; not under the Public Printer.

(*c*) The officer, under the Chief Signal Officer, in charge of the Publications Division.

(*d*) No printing is done except by special order of the Chief Signal Officer.

(*e*) They are purchased from appropriations for maps and bulletins.

(*f*) Yes, imperatively so, to permit the issue of weather maps and bulletins *promptly;* otherwise their value would be destroyed.

(*g*) All from annual appropriations for Weather Bureau. None from Public Printer's appropriation.

(*h*) There is no bindery. Two women, however, are employed, at $40 per month, who fold current publications and stitch the Monthly Weather Review.

3. No. If the report was not published as a part of the report of the Secretary of War it would be necessary to publish it as a separate document. The size of the volume of the annual reports of this bureau has been reduced fully one-half since the appointment of the present Chief Signal Officer.

4. No. The edition of the annual reports of the Chief Signal Officer has been reduced from 3,000 in 1885 to 2,500 in 1886. The number of these reports printed is practically determined by the number of voluntary observers of this service, who are promised the annual report in exchange for their unpaid work.

5. None as regard this bureau further than the expression of the belief that a central distributing office for *all* public documents would be in the interest of the public service.

6. The only documents, etc., required are scientific works relating to meteorology, telegraphy, and signaling, and, of course, any bills, resolutions, etc., relating to this bureau. They should be sent to the Chief Signal Officer.

7. As to the binding of public documents, unless the Public Printer's facilities for that work are so increased as to permit more expeditious

work in that direction than now appear possible, it would seem to be in the public interest to let the binding out by contract to the lowest bidder. As to printing blanks, letter heads, and envelopes, it is believed that the Public Printer should continue to print the blanks; but, judging by the experience of this bureau, it would be in the interest of the public service to have letter heads and addressed envelopes printed by contract, as there has been found to be practically little or no difference between the contract price of plain envelopes and of those with addresses printed thereon when procured in quantity. A very large saving in this item alone would result.

WAR RECORDS OFFICE.

WAR DEPARTMENT, WAR RECORDS OFFICE,
Washington, May 4, 1891.

The SECRETARY OF WAR:

SIR: In conformity to the request of the Committee on Printing, I have the honor to submit the following:

Question 1. No reports or documents are printed for the use of this office, except a few copies of the Annual Report from the plates used in printing the Annual Report of the Secretary of War.

The following volumes of the Official Records of the War of the Rebellion have been published between July 1, 1883, and May 1, 1891. They are paid for out of a special appropriation:

	Number of books.	Volumes.	Cost.
Forty-eighth Congress: July 1, 1883, to June 30, 1885	88,000	Vol. 9 to 12, Part 2	$63,560.16
Forty-ninth Congress: July 1, 1885, to June 30, 1887	92,000	Vol. 12, Part 3, to Vol. 17, Part 2	74,650.62
Fiftieth Congress: July 1, 1887, to June 30, 1889	110,000	Vol. 18 to Vol. 23, Part 2	86,851.22
Fifty-first Congress: July 1, 1889, to May 1, 1891	275,000	Vol. 24, Part 1, to Vol. 33	217,963.50
	572,000		443,025.50

Question 2. There are some presses and material that were formerly used. They are not in use at present.

Question 3. The Annual Report of the War Records Office covers less than half a dozen pages, and is likely to diminish rather than increase in size.

Question 4. No reports of the War Records Office are printed separately from the Annual Report of the Secretary of War, except as stated in the answer to question 1.

Question 5. I have no suggestions to make.

Question 6. The following public documents are required: One copy of the Annual Report of the Secretary of War and one copy of the Congressional Record.

Question 7. I have no suggestions to make.

Respectfully submitted.

GEO. B. DAVIS,
Major and Judge-Advocate, U. S. A.

RECORD AND PENSION DIVISION.

WAR DEPARTMENT,
Washington City, May 8, 1891.

The SECRETARY OF WAR:

SIR: In reply to the inquiries contained in the circular herewith returned, I have the honor to submit the following statement:

Question 1. There are no reports, documents, or pamphlets especially printed for this division.

Question 2. There are some printing presses and material which belong to this division, and are used exclusively to expedite the work of the division.

(*a*) The presses are: One medium-sized Potter cylinder, one small Potter cylinder, one small Colt's Armory, and two small Gordon Universal. The work is all done by details from the regular clerical force of the office, the number of men required for the purpose varying from 5 to 10, in accordance with the requirements of the copyists for record cards. When the services of any of these clerks are not required upon the printing they are employed upon the current clerical work of the office. They are paid from the general appropriation for the Department.

(*b*) The officer in charge has charge of the printing.

(*c*) All orders for printing are given directly by the officer in charge of the division.

(*d*) See reply to foregoing question.

(*e*) Any material which may be required is obtained by requisition upon the Supply Division of the War Department.

(*f*) It is undoubtedly in the interest of economy and convenience to do the printing of the division in this way, and it greatly expedites the work as well. There are printed here the blank forms of the office, and the index-record cards, upon which a large force of clerks is engaged in reproducing and preserving from further destruction the records of the volunteer armies. In order that these clerks may make the most rapid progress it is necessary that as much of the record as possible be printed, thus reducing to a minimum the amount of writing to be done by the copyists. As the rolls of each company differ in headings and remarks, the blank forms are constantly changed to correspond. Out of 40,000 cards printed per day perhaps not more than 500 are of the same form. It is the work of but a moment to set up the changes in

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the forms, that are kept standing for this purpose, and the cards are then printed to fit each roll or other record, and sent direct to the copyist with the original record to be copied. These records can not be allowed to leave the office, because they must be constantly used in making reports of the service record of soldiers for use in the settlement of pension and other claims against the Government. By printing the cards in the office in direct connection with the rolls which are to be copied upon them it is not only possible to reproduce these rolls by the index-record card system without interfering with the current pension and other work of the Department, but in addition a great saving in clerical labor and time is effected.

If it were attempted to obtain these blanks from the Public Printer, it would necessitate at least 80 separate requisitions daily, involving a vast amount of clerical labor, while under the most favorable circumstances the blanks could not be furnished as expeditiously as under the present plan, by which the cards with all necessary remarks upon them can be printed and go into the hands of the copyist within half an hour, if necessary, from the time the order is given. It would therefore undoubtedly become necessary to use more general forms, having less printed matter, upon which the copyists would have to write much more than they do now; and, upon a low estimate, this alone would waste the services of at least 50 and probably 100 clerks.

(*g*) All of the expenses of the printing for this division are paid from the appropriation for the War Department.

(*h*) Two binders, one letterer, and two binder's assistants, all under the control of the Public Printer, are employed in this division in rebinding and lettering worn volumes of records for the double purpose of preserving them and eliminating the blank paper from those partly filled, thus requiring less filing space. One or two clerks are detailed to assist upon this work when their services are required.

It is believed that the work is done as well and as economically as it could be done in the bindery of the Government Printing Office, while at the same time the books are always readily accessible, thus causing no delay to the current business, which would necessarily result were they sent away to the Government bindery.

Question 3, 4, and 5. No replies can be made by this division.
Question 6. Three copies of all documents, bills, and resolutions are required to facilitate the business of this division.

Very respectfully,

F. C. AINSWORTH,
Major and Surgeon, U. S. Army.

NAVY DEPARTMENT.

NAVY DEPARTMENT,
Washington, July 15, 1891.

SIR: In compliance with the request of the Committee on Printing, made in your letter of the 25th of April last, I have the honor to submit the following reply to the several inquiries of the Committee contained therein, quoting and answering them *seriatim:*

1. What reports, documents, or pamphlets are printed for your Department? In giving this answer, please cover a period including the Forty eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses.

Answer. The summary statement herewith, marked A, recapitulates the nature, number, and cost of the reports, documents, and

pamphlets printed at the Government Printing Office for this Department during the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses, commencing with December, 1883, and assuming each two years following that date as a Congressional term.

2. Have you a branch or independent printing office in your Department?

Answer Yes.

(*a*) How many and what kind of presses are in use in the branch office? How many people are employed in the branch office, and how are they paid?

Answer. Six presses (two cylinder, one half-medium job, one quarter-medium job, and two proof presses). There are 14 persons employed in the printing office, viz: 7 compositors, 2 pressmen, 3 press-feeders, 1 laborer, and 1 charwoman; and 8 in the bindery, viz: 2 bookbinders and 6 folders and stitchers. All are paid by the Public Printer from the appropriation for printing and binding allotted to the Navy Department.

(*b*) Who has charge of the branch office? That is, is it under the Public Printer?

Answer. It is under the Public Printer.

(*c*) Who has immediate charge of the printing done for the Department in the branch office? That is, to whom does the foreman in charge of the office look for his final orders to do printing for the Department?

Answer. The foreman in charge of the branch office looks to the chief clerk of the Department for his final orders, except for work for the Hydrographic Office. A specified amount of the annual appropriation is by law set apart for the Hydrographic Office, and the expenditure of it has been left to the discretion of the hydrographer. It had been the practice from the establishment of the branch office, 25 or 30 years ago, to confide to the foreman the execution of orders of chiefs of bureaus, or of the chief clerk, but with instructions to do no work that was not official. All orders for work are now given by the chief clerk or the hydrographer.

(*d*) Do all orders for printing pass through the hands of one responsible head, or do bureau chiefs and others give orders direct? What is the process?

Answer. All orders for printing and binding to be executed in the branch office now pass through the chief clerk of the Department, except those from the Hydrographic Office, which, for the reason above given, do not. Until recently the foreman, under a general understanding, recognized orders from the chiefs of the several bureaus or those representing them. Sometimes when a question of precedence arose, or when the appropriation was at a reduced state and the expediency

of printing a large job was in doubt, the foreman brought the matter to the attention of the chief clerk.

(*e*) Who furnishes machinery and material for the branch office?

Answer. The machinery and material generally are furnished by the Public Printer. Some articles, for instance, occasionally a font of type of a particular desired style, and some other smaller articles, have been procured by the Navy Department and paid for from its contingent appropriations.

(*f*) Is the maintenance of a branch office in your Department in the interest of economy and convenience? Please make a full statement under this head.

Answer. It is certainly greatly so in the interest of convenience, and is also believed to be in the interest of economy. Special jobs can be sent to the branch office, immediately set up, and the proof corrected

and returned in much less time than if sent to the main office. Besides, very often several jobs, a great part of the matter of which is common to all, are desired at once, and only the matter not common has to be set up, one job following another, thus working in the interest of economy and dispatch.

(*g*) What portion of the expenditure in your branch printing office is paid from the credit given you by Congress in the annual appropriation bill and what portion from the credit given the Public Printer, and on what principle is such division made?

Answer. About one-fourth of the allotment of the appropriation for printing is expended in materials and the payment of employés in the branch office. This division is not the result of any assignment or principle. Jobs that can be conveniently done in the branch office are sent there, and it is believed the employés are industrious and fully occupied during the working hours.

The following is an exhibit of the charge against the branch office on the appropriation from July 1, 1888, to March 31, 1891, the charge for the Hydrographic Office and that for the Secretary's office and bureaus being shown separately:

Quarter ending—	Secretary's office and bureaus.	Hydrographic Office.	Total.
September 30, 1888	$3,201.15	$1,510.42	$4,711.57
December 31, 1888	3,501.51	1,292.62	4,528.58
March 31, 1889	3,473.68	1,027.07	4,500.75
January 30, 1889	4,239.01	1,021.50	5,260.51
September 30, 1889	3,058.93	1,338.39	4,397.07
December 31, 1889	3,139.05	1,834.02	4,973.07
March 31, 1890	3,250.74	1,507.04	4,757.78
January 30, 1890	3,577.99	1,244.23	4,822.22
September 30, 1890	3,581.92	1,679.40	5,261.32
December 31, 1890	3,772.16	1,506.73	5,278.89
March 31, 1890	4,161.43	1,372.46	5,533.89

(*h*) Have you a bindery in your Department? If so, is it under control of the Public Printer? If not under the control of the Public Printer, who has charge and control of it? What is the size of the plant and what class of work does it do? Could the same work be done better and more economically in the bindery of the Government Printing Office?

Answer. There is a bindery in the Department under the control of the Public Printer. Its plant consists of one standing press, one cutting machine, one board cutter, two gas-stoves, and grindstone and necessary tables and cases. Its principal work is binding manuscript letters and other small jobs in the way of binding, repairing, stitching, and folding for the printer, all of an official character. The Department does not believe the work can be done better in the main office. It has no means of judging as to economy. The branch office is very convenient, and is almost absolutely necessary, as the records of courts-martial and other manuscript matter often have to be referred to when in the course of binding. To have to send to the main office for this would be very inconvenient and cause delay.

3. Could not the annual report emanating from your Department be so edited or supervised as to include the substance of accompanying papers or reports of subordinates, so as to do away with the expense of printing so many parts to the report of the head of the Department? What remedy do you suggest for this growing tendency to voluminous annual reports? The question refers more particularly to the appendices to the reports, or accompanying papers.

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Answer. The greater portion of the matter contained in the appendices to the Annual Report of the Secretary of the Navy is required by statute to be reported to Congress in a prescribed form. The volume could be reduced by separate reports to Congress, but it is not sure that there would be a material reduction in cost by so doing. The omission of costly and bulky illustrations would reduce the expense of printing the appendices. The Department has recently pursued this course in printing its last annual report, and effected a saving thereby of over $1,000 in the 1,600 copies ordered. The folding of large maps is very expensive. This subject shall receive its particular attention in the future, and, although the omissions of the illustrations may make the volume less desirable and less valuable, it is not thought that the public necessities actually require the publication of such illustrations.

4. Is not the number of copies of reports printed, including the accompanying papers, larger than is necessary to meet actual needs? Please give in detail the distribution of the reports of your Department, and make suggestions as to how the number of copies may be reduced, if it can be done consistently with the interests of the public service, stating the least number of the different sorts of reports that can be printed for use of your Department.

Answer. In the opinion of this Department the number of its annual report with appendices printed is not larger than necessary. It is much less than the number of officers actually in the service. Its distribution is shown in statement A. The reports herewith of each bureau and office give the distribution of the documents printed for them respectively.

Nearly all of the reports and documents printed for this Department, except those emanating from the Hydrographic Office, are executive papers sent to Congress, and the only expense to the Department is for paper, presswork, folding, and binding.

5. Can you suggest any better method of distributing public documents, either those emanating from your own Department or those published by other Departments, than now exists?

Answer. I can suggest no way in which the documents printed for this Department can be distributed to better advantage than under the present method. In my opinion each Department should have the distribution of its own documents.

6. What public documents, bills, resolutions, etc., are required by your Department to facilitate business in the Department, and to whom should they be sent for distribution?

Answer. The Navy Department requires no documents, bills, resolutions, etc., to facilitate its business, except such as relate to the Navy and the Marine Corps, and to matters which are common to the Executive Departments, and which each should be in possession of to understand the course of legislation on executive matters. Those needed should be sent to the Secretary of the Navy, and to the bureaus for which intended.

The views of the chiefs of the several bureaus and offices of this Department, under the third, fourth, fifth, sixth, and seventh inquiries of the Committee, are expressed in their respective reports, herewith transmitted, B, C, D, E, F, G, H, I, J, K.

I have the honor to be, sir, very respectfully,

B. F. TRACY,
Secretary of the Navy.

Hon. C. F. MANDERSON,
Chairman Committee on Printing, U. S. Senate.

A.

Statement of reports, documents, or pamphlets printed for the use of the Navy Department from December, 1883, to March 4, 1891.

Title of document.	Forty-eighth Congress (December, 1883, to December, 1885).		Forty-ninth Congress (December, 1885, to December, 1887)		Fiftieth Congress (December, 1887, to December, 1889).		Fifty-first Congress (December, 1889, to December, 1891).	
	Number of copies.	Cost.	Number of copies.	Cost.	Number of copies.	Cost.	Number of copies.	Cost.
Secretary's office.								
[1]Annual Report and Appendices—								
1883	2,500	$1,319.73						
1884	2,000	1,398.15						
1885			1,600	$1,125.00				
1886			1,500	942.70				
1887					1,500	$1,364.34		
1888					2,000	1,599.62		
1889							1,900	$5,569.24
1890							1,600	[2]1,500.00
Pamphlet report—								
1883	6,300	173.21						
1884	6,000	149.25						
1885			2,500	73.00				
1886			4,500	96.53				
1887					6,000	181.74		
1888					5,650	149.09		
1889							5,750	170.78
1890							4,250	105.00
[3]Navy Register, January—								
1884	6,000	1,546.91						
1885	7,000	1,108.23						
1886			7,000	1,115.00				
1887			7,000	1,484.15				
1888					7,000	1,259.86		
1889					7,000	1,734.53		
1890							7,000	1,987.98
1891							7,000	2,055.42
[4]Navy Register, July—								
1884	5,000	533.90						
1885	5,000	560.00						
1886			5,000	788.47				
1887			[5]7,000	2,150.09				
Changes in Steel Cruisers			100	30.00				
Report on Torpedo Warfare			250	12.75				
Report of Lieutenant Schwatka			300	65.00				
Dry Dock on Pacific, Report of Commission on							270	135.78
Report on Experiments, Dynamite Gun			100	14.67				
Report of Board on Dolphin	100	43.82						
Navy-Yard Commission, Mullett's report	100	84.39						
Report on Torpedo-boat	200	7.74						
Report of Gun Foundry Board	500	428.86						
Report of Test of Paints	500	270.33						
Report of Board on Coals	500	109.91						
Kimball's Report on Panama Canal			200	19.40				
Report on Tests of Steel					100	127.64		
Report on Consolidation of Stores			100	21.63				
[6]Report of Commission on Navy-Yards, Atlantic and Gulf Coasts					500	127.47		
[6]Lieutenant Harber's Report	2,000	439.35						
[6]Report of Greely Relief Expedition	450	281.49						
[6]Report Reception Greely Party	3,000	276.70						
[7]Disaster at Samoa, report					600	10.67		

[1] The annual reports are sent to bureaus, yards, and other shore stations, officers of the Navy and Marine Corps, Executive Departments, members and committees of Congress, libraries, societies, foreign governments, newspapers, professional persons, and private parties to a very limited extent.

[2] Probable cost; original estimate $3,000.

[3] The Registers are sent to all officers of the Navy and Marine Corps, to members and committees of Congress, Executive Departments, libraries, societies, foreign governments, and individuals applying.

[4] Full Register.

[5] For the use of the Department and bureaus, and for the information of officers of the Navy.

[6] For those who participated and were interested in the expedition.

[7] For those connected with the disaster chiefly.

Statement of reports, documents, or pamphlets printed for the use of the Navy Department from December, 1883, to March 4, 1891—Continued.

Title of document.	Forty-eighth Congress (December, 1883, to December, 1885).		Forty-ninth Congress (December, 1885, to December, 1887).		Fiftieth Congress (December, 1887, to December, 1889).		Fifty-first Congress (December, 1889, to December, 1891).	
	Number of copies.	Cost.	Number of copies.	Cost.	Number of copies.	Cost.	Number of copies.	Cost.
Secretary's office.								
[1]Author's Catalogue, Library							1,000	$2,306.46
[2]Uniform Regulations					2,000	$3,292.45		
[3]Senate and House documents, reports, and bills, 2 sets				$134.02		52.35		199.00
[3]Sundry Senate and House executive documents					500	14.56	2,400	62.13
[4]Annual appropriation acts (naval and other)	150	$7.23	1,400	2,496.00	1,150	34.89	475	14.50
[4]Acts and resolutions relating to Navy, compilation	2,700	28.71	1,800	136.84	700	110.31		
[4]General Orders, Regulations, and Circulars; compilation			2,000	1,243.58				
Marine Corps.								
[5]Annual Report Commandant					100	5.52	200	9.13
[6]Marine Manual	2,000	725.00						
[5]System of Accountability							450	225.56
Admiral of the Navy.								
[6]Annual Report			200	6.84	500	15.28		
Bureau of Medicine and Surgery.								
Annual Report	3,200	1,096.19	1,000	670.73	1,100	525.26	1,500	428.39
Bureau of Yards and Docks.								
Annual Report	150	13.74	500	74.83	450	17.82	500	20.27
Origin and History of Naval Asylum			300	65.67				
Bureau of Ordnance.								
Annual Report	200	14.34	100	6.31	350	13.55	350	21.04
Bureau of Provisions and Clothing.								
Annual Report	300	9.73	800	22.38	850	32.24	800	96.70
Bureau of Steam Engineering.								
Annual Report	2,500	74.89	2,000	44.85	2,500	292.00	3,020	1,515.43
Specifications for Vessels (machinery)			3,250	1,055.62	2,415	2,011.94	1,515	1,090.82
Bureau of Equipment.								
Annual Report	250	9.86	200	42.73	350	14.46	850	71.54
Allowance tables					1,000	1,151.00		
Bureau of Construction and Repair.								
Annual Report	400	14.31	500	17.40	1,450	419.23	1,650	400.79
Specifications of vessels, hulls			450	502.13	1,350	1,238.41	3,450	2,225.64
Allowance book	500	368.83						
Tests of Steel					600	67.38		
Tests of Paints					500	931.77		
Data relating to vessels							100	144.73
Bureau of Navigation.								
Annual Report	200	7.76	200	6.50	800	71.06	1,000	102.81
Telegraphic Determinations of Longitudes	1,000	1,527.84						
Report on Electric-Light Plant	250	22.06						
American Practical Navigator	500	635.00	500	796.02	500	846.11	500	737.34
Geographical Tables	100	209.54						
International Signal Code	500	1,028.96						
Catalogue of American Naval Authors					800	404.11		

[1] For use of the Departments, libraries, and professional institutions.
[2] To yards and other shore stations, bureaus, ships, merchant tailors, and officers of the Navy.
[3] For the use of the Department.
[4] To the bureaus, yards and stations, ships, and officers of the Navy and Marine Corps.
[5] To the officers of the Marine Corps chiefly.
[6] For the Department and distribution to the Navy.

Statement of reports, documents, or pamphlets printed for the use of the Navy Department from December, 1883, to March 4, 1891—Coutinued.

Title of document.	Forty-eighth Congress (December, 1883, to December, 1885).		Forty-ninth Congress (December, 1885, to December, 1887).		Fiftieth Congress (December, 1887, to December, 1889).		Fifty-first Congress (December, 1889, to December, 1891).	
	Number of copies.	Cost.	Number of copies.	Cost.	Number of copies.	Cost.	Number of copies.	Cost.
Naval Academy.								
[1] Registers	5,000	$836.82	5,500	$1,022.81	5,500	$1,007.62	3,000	$603.50
[1] Report of Superintendent	.....	.....	200	5.47	200	7.84	.....	.....
[1] Report of Board of Visitors	1,100	27.91	500	36.89	350	16.45	100	4.47
[2] Regulations of the Naval Academy	.....	.....	540	228.80	.....	.....	.....	.....
Naval Observatory.								
Observations 1879–1880	1,500	5,763.24	.....	.....	.....	.....	.....	.....
Semidiameter of Moon	250	24.24	.....	.....	.....	.....	.....	.....
Observations Great Comet 1882	750	83.26	.....	.....	.....	.....	.....	.....
Orbits of Oberon and Titania	300	21.58	.....	.....	.....	.....	.....	.....
Orbit of Satellite of Neptune	300	20.81	.....	.....	.....	.....	.....	.....
Orbit of Iapetus	300	27.86	.....	.....	.....	.....	.....	.....
Annual Eclipse of Sun	750	85.25	.....	.....	.....	.....	.....	.....
Flexure of Meridian Instruments	.....	.....	750	18.20	.....	.....	.....	.....
Inner Satellites of Saturn	.....	.....	350	42.01	.....	.....	.....	.....
Observations for Stellar Parallax	.....	.....	350	38.96	.....	.....	.....	.....
Observatory Temperature Room	.....	.....	750	62.79	.....	.....	.....	.....
Yarnall's Catalogue of Stars	.....	.....	.....	.....	2,000	1,252.08	.....	.....
Astrophotographic Congress	.....	.....	.....	.....	1,200	897.14	.....	.....
Saturn and its Ring	.....	.....	.....	.....	1,200	93.97	.....	.....
Solar Parallax	.....	.....	.....	.....	.....	.....	1,200	490.18
Meteorological Observations	450	30.52	.....	.....	75	226.67	.....	.....
Magnetic Observations	.....	.....	.....	.....	.....	.....	1,000	864.17
Annual Report Superintendent	750	14.28	3,000	51.17	2,600	50.92	3,000	42.59
Refraction Tables	.....	.....	400	305.88	.....	.....	.....	.....
Nautical Almanac Office.								
American Ephemeris	1,200	900.00	800	658.95	1,100	826.95	500	355.17
Nautical Almanac	5,000	1,200.00	3,800	1,053.93	5,600	1,496.42	1,500	402.20
Atlantic Coaster's Almanac	2,000	1,600.00	2,000	1,203.48	2,450	1,624.23	1,000	735.00
Pacific Coaster's Almanac	2,000	700.00	1,500	487.81	3,000	1,395.03	1,000	358.49
[3] ***Naval Intelligence Office.***								
Magnetism of Steel and Iron Ships	1,000	1,909.25	.....	.....	.....	.....	.....	.....
Engines, Boilers, and Torpedo-boats	1,000	845.11	.....	.....	.....	.....	.....	.....
War on Pacific Coast	700	196.36	.....	.....	.....	.....	.....	.....
Report on Military and Naval Operations in Egypt	1,000	2,144.53	.....	.....	.....	.....	.....	.....
Tunisian Expedition, etc	300	53.43	.....	.....	.....	.....	.....	.....
Naval Operations for Past Year	1,500	1,113.32	.....	.....	.....	.....	.....	.....
General Information Series, No. 5	.....	.....	1,500	1,169.81	.....	.....	.....	.....
Naval Brigade Operations, No. 20	1,200	1,047.60	.....	.....	.....	.....	.....	.....
Professional Papers, No. 19	.....	.....	1,000	559.83	.....	.....	.....	.....
General Information Series, No. 6	.....	.....	.....	.....	1,500	1,222.76	.....	.....
Naval Professional Papers	.....	.....	.....	.....	1,000	358.93	.....	.....
Naval Professional Papers	.....	.....	.....	.....	1,000	426.72	.....	.....
Naval Professional Papers	.....	.....	.....	.....	1,200	659.04	.....	.....
General Information Series, No. 7	.....	.....	.....	.....	1,700	2,006.08	.....	.....
Additional Information Series	.....	.....	.....	.....	250	142.48	.....	.....
General Information Series, No. 8	.....	.....	.....	.....	.....	.....	2,000	2,497.84
General Information Series, No. 9	.....	.....	.....	.....	.....	.....	2,000	2,364.87
Hydrographic Office.								
See detailed statement I	.....	15,178.60	.....	13,956.70	.....	10,201.30	.....	14,213.21
Total	.....	46,413.64	.....	37,214.84	.....	42,028.14	.....	44,169.15

[1] For the use of the Naval Academy and general distribution by the Department.
[2] For the use of the Department and the Naval Academy.
[3] The publications of the Office of Naval Intelligence are distributed to Navy officers, and civilians, to a limited extent, engaged in professions pertaining to the Navy.

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B.

BUREAU OF MEDICINE AND SURGERY.

NAVY DEPARTMENT,
BUREAU OF MEDICINE AND SURGERY,
Washington, D. C., May 2, 1891.

Hon. J. R. SOLEY,
Assistant Secretary of the Navy:

SIR: Referring to circular letter of 27th ultimo, in relation to printing and binding, I have the honor to present the following report:

1. What reports, documents, or pamphlets are printed for your Bureau, covering the periods named below?

Printed by authority of Congress.—Report of the Surgeon-General: Forty-eighth Congress, 3,200 copies; Forty-ninth Congress, 1,000 copies; Fiftieth Congress, 1,100 copies; Fifty-first Congress, 1,500 copies. Distributed to medical corps of the Navy, Members of Congress, etc. Cost $2,720.57. Printed at the main office.

Printed by order of the Department.—Book of Instructions for Medical Officers: Forty-ninth Congress, 600 copies. Distributed to the medical corps of the Navy. Cost unknown. Printed at the main office.

2. Can the annual report of the Bureau or those of its subordinate offices be reduced in volume consistently with the interests of the public service?

The annual report of this Bureau is now condensed as much as possible.

3. Is not the number of copies of the annual report of the Bureau and its subordinate offices, printed for the bureaus and offices, larger than is necessary to meet actual needs? If so, to what number can they be reduced? Please state in detail the method of distribution of reports and documents.

The number of copies of the annual report of this Bureau printed for distribution is so small that the issues for 1886, 1887, and 1888 are already exhausted, and very few copies remain of the issues of subsequent years. One copy of the report is issued to each medical officer of the Navy, 1 to each hospital and station, 50 copies to the Smithsonian Institution, 50 copies to the Surgeon-General of the Army, and 30 copies to the Navy Department library for distribution. A copy is also sent to any Member of Congress, physician, or public library requesting it.

4. Can you suggest any better method of distributing by this or other Departments public documents than that in use?

The Bureau can not suggest any better method.

5. What public documents, bills, resolutions, etc., are required by your Bureau or its subordinate offices to facilitate their business, and to whom should they be sent for distribution?

The Bureau does not require any.

6. Does your experience suggest any change in the existing laws relating to the public printing and binding or the distribution of public documents that would be in the line of economy and in the interest of the public service, and have you any suggestions to make relating to the public printing and binding?

The Bureau has no suggestions to make.

Very respectfully,

J. MILLS BROWNE,
Chief of Bureau.

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C.

BUREAU OF YARDS AND DOCKS.

BUREAU OF YARDS AND DOCKS,
NAVY DEPARTMENT,
Washington, D. C., April 29, 1891.

SIR: In reply to your letter of the 27th instant, requesting to be informed what reports, documents, or pamphlets have been printed for

the Bureau of Yards and Docks during the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses, the Bureau has the honor to submit in answer thereto the following statement:

As to the first interrogatory: During the periods named no reports, documents, or pamphlets have been printed for this Bureau by authority of Congress.

The following pamphlet reports have been printed by order of the Department on approved requisitions made on the Public Printer:

1884, 50 annual reports and estimates, cost, $6.25; 1885, 100 annual reports and estimates, cost, $7.49; 1886, 200 annual reports and estimates, cost, $18; 1886, 300 Origin and History of Naval Asylum, cost, $65.57; 1887, 200 annual reports and estimates; 1888, 250 annual reports and estimates; 1889, 250 annual reports and estimates; 1890, 250 annual reports and estimates.

The cost of the printing has not been furnished the Bureau, as was formerly done, since 1887.

They are distributed as follows: Secretary's office. 30 copies; Senate and House Committees on Naval Affairs, 30 copies each. Copies are supplied to commandants of navy yards and stations, the corps of civil engineers, chiefs of bureaus, Members of Congress, and other parties who may make application for them.

Second. The annual reports of this Bureau can not be reduced in volume consistently with the interests of the service.

Third. The number of copies of the annual report of this Bureau is not larger than is necessary to meet actual needs, and they are distributed as stated above.

Fourth. The present method of distributing the reports of this Bureau is entirely satisfactory, and as to any better method of distributing public documents by this or other Departments, the experience of the Bureau in that direction having been very limited, it is not sufficiently well informed to offer any suggestions in the matter.

Fifth. The Bureau would suggest that a sufficient number of documents, bills, resolutions, etc., to supply the requirements of the Department, bureaus, and subordinate offices be sent directly to the Department and distributed from the Secretary's office.

Sixth. In reply to the sixth interrogatory, the Bureau begs to state that it has no suggestions to make in regard to existing laws or methods relating to the public printing and binding, or the distribution of public documents generally.

Very respectfully,

N. H. FARQUHAR,
Chief of Bureau.

Hon. J. R. SOLEY,
Assistant Secretary of the Navy.

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D.

BUREAU OF ORDNANCE.

BUREAU OF ORDNANCE,
NAVY DEPARTMENT,
Washington City, April 30, 1891.

Hon. J. R. SOLEY,
Assistant Secretary of the Navy:

SIR: In reply to your letter of the 27th instant, I have the honor to furnish herewith answers to the interrogatories stated therein, as follows, viz:

1. What reports, documents, or pamphlets are printed for your Bureau covering the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses, the same as to those printed by order of the Department?

Answer. No reports, documents, or pamphlets have been printed for this Bureau within the period named. It has, however, been furnished with 100 copies, in pamphlet form, of its annual report, for each year (without appendix or illustrations), the cost of which is not known to the Bureau.

2. Can the annual report of the Bureau, or those of its subordinate offices, be reduced in volume consistently with the interests of the public service?

Answer. The annual report of this Bureau, or those of its subordinate offices (as embodied in the annual report of the Department), can not, in its opinion, be reduced in volume consistently with the interests of the public service.

3. Is not the number of copies of the annual report of the Bureau and its subordinate offices printed for the bureaus and offices larger than is necessary to meet actual needs; if so, to what number can they be reduced? Please state in detail the method of distribution of reports and documents.

Answer. The number of copies of the annual report of the Bureau (furnished as stated in clause 1) is not larger than necessary to meet actual needs.

A copy of this report is sent to each inspector of ordnance and is given to such officers, reporters, professional persons, or business houses as may apply for the same. The Bureau has had no other reports or documents for distribution within the period covered by this report.

4. Can you suggest any better method of distributing, by this or other Departments, public documents than that now in use?

Answer. The Bureau has no suggestions to offer under this head.

5. What public documents, bills, resolutions, etc., are required by your Bureau or its subordinate offices to facilitate their business, and to whom should they be sent for distribution?

Answer. Such public documents, bills, resolutions, etc., as bear upon the work of this Bureau should be supplied in sufficient numbers for its use, and in additional numbers for distribution by it to its subordinate offices when the interests of the service warrant it.

6. Does your experience suggest any change in the existing laws relating to the public printing and binding, or to the distribution of public documents, that would be in the line of economy and in the interest of the public service, and have you any suggestions to make relating to the public printing and binding?

Answer. The experience of this Bureau does not suggest any change in the existing laws relating to public printing and binding, or the distribution of public documents, and it has no suggestions to make relative to the public printing and binding.

I am, sir, your obedient servant,

WM. M. FOLGER,
Chief of Bureau.

E.

BUREAU OF PROVISIONS AND CLOTHING.

NAVY DEPARTMENT,
BUREAU OF PROVISIONS AND CLOTHING,
Washington, D. C., April 30, 1891.

The SECRETARY OF THE NAVY:

SIR: Referring to the Department's communication of the 27th April, the Bureau submits the following answers to the interrogatories contained therein:

1. There are no reports, documents, or pamphlets printed for this Bureau by authority of Congress. There has been printed by order of the Department, the Annual Report of the Paymaster-General, 400 copies; distribution to date, 300 copies; cost, $61.47. Printed at main office.

There are various account books, consisting of ledgers, bill, expenditure, requisition, and record books, a very large quantity of blank forms of different kinds (155 in number) used at navy-yards, pay offices, and on board ships, and a large number of proposals, which are printed at the main and branch printing offices for this Bureau.

These books, forms, and proposals are obtained only when actually needed as the supply on hand becomes depleted, and the quantity can not be reduced without detriment to the public service.

2. The annual report can not be reduced in volume and present necessary information.

3. The number of copies printed is not considered larger than necessary.

These reports are mailed to all pay officers and to the commandants of yards and stations, and to heads of departments and contractors requesting them. Many are used in the Bureau for reference.

4. The Bureau has no suggestions to make as to the method of distributing public documents.

5. The acts, bills, and resolutions relating to the Navy to be sent to the Bureau.

6. The Bureau has no suggestions to make pertaining to the sixth interrogatory, except that in its opinion the work done for this Bureau can be done by private establishments at a great saving to the Government.

Respectfully,

EDWIN STEWART,
Paymaster-General, U. S. N.

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F.

BUREAU OF STEAM ENGINEERING.

NAVY DEPARTMENT,
BUREAU OF STEAM ENGINEERING,
Washington, May 18, 1891.

SIR: I have the honor to reply seriatim to the interrogatories contained in the Department's letter of the 27th ultimo, regarding the printing, etc., for this Bureau, as follows, namely:

First. The only reports, documents, or pamphlets printed for this Bureau during the periods named were the annual reports of the Bureau. Of these 1,500 have been printed each year during the last 3 years, and 1,000 for each year previously, the cost of which is unknown to the Bureau.

Second. I am of opinion that the annual report of this Bureau can not be reduced in volume consistently with the interests of the public service.

Third. The number of copies of these annual reports (1,500) is but just sufficient to meet the demands for the same, and, as its practical value is increased, and as it becomes more widely known, the demands for the same have increased and will constantly increase. The practice in the distribution of these reports has been to send one copy to each engineer officer in the service, one copy to educational institutions where the mechanical arts are taught, a copy to the principal ship and engine building establishments of the country, and a copy to such engineers, mechanicians, mechanical students, and the like as should from time to time apply for them, besides furnishing copies to members of Congress and to the Naval Intelligence Office as required.

Fourth. I am not able, from my present knowledge of the methods of distributing documents by this or other departments, to suggest any better way than that now in use.

Fifth. The following are the only public documents, etc., required by the Bureau to facilitate its business, namely: The annual report of the Bureau, the annual reports of the other bureaus of the Department, the Annual Report of the Secretary of the Navy, the annual reports of other Executive Departments, all documents, bills, resolutions, reports, etc., regarding United States naval matters, and anything relating to steam machinery of all kinds at home or abroad.

Sixth. There is no practical use in sending to this Bureau the great bulk of public documents which are now sent, such as those relating to "contested elections," "foreign relations," "commercial reports," "Sen-

ate and House journals," and the like, and their discontinuance would be in the line of economy.

Very respectfully,

GEO. W. MELVILLE,
Engineer-in-Chief, U. S. N., Chief of Bureau.

The SECRETARY OF THE NAVY.

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Requisitions for specifications, Bureau Steam Engineering.

Date.	Number of requisition.	Number printed.	Title.	Cost.
1886.				
July 26	109	250	Specifications for 4,000 ton cruiser machinery	$107.21
26	110	250	Specifications for 870-ton gunboat machinery	101.72
28	111	250	Specifications for 1,700-ton gunboat machinery	106.80
Aug. 24	240	250	Specifications for machinery, etc., for twin-screw vessels, 3,750 tons	119.67
Sept. 8	358	250	Specifications for machinery, etc., Baltimore	137.15
15	377	250	Specifications for machinery 870-ton steel gunboat	121.92
15	376	250	Addenda to specifications for machinery of 1,700-ton gunboat	3.84
15	375	250	Addenda to specifications for machinery of 4,000-ton cruisers	3.84
20	393	250	Addenda to specifications for machinery of U. S. S. Charleston	1.72
1887.				
Jan. 17	708	250	Specifications for machinery for gunboat No. 1	94.43
3	739	250	Addenda to machinery for gunboat No. 1	2.84
14	967	250	Specifications for machinery U. S. S. Newark	120.02
18	186	250	Specifications for triple expansion engine, 8,500 H. P.	134.35
1888.				
Feb. 20	705	200	Specifications for machinery U. S. S. Newark	85.43
20	794	200	Specifications for machinery U. S. S. Philadelphia	72.27
Mar. 31	792	200	Specifications for machinery U. S. S. San Francisco	120.97
Apr. 21	831	200	Specifications for machinery U. S. S. Maine	142.84
Aug. 9	141	110	....do	95.01
1889.				
Jan. 8	850	200	Specifications for machinery U. S. Atlantic coast-defense vessel	121.01
8	581	110	....do	113.50
Feb. 26	681	200	Specifications for machinery U. S. S. Texas	149.10
Mar. 29	713	110	Specifications for machinery 5,400 H. P. cruisers 9, 10, 11	88.89
Apr. 16	745	200	....do	128.94
22	753	80	Specifications for machinery 10,000 H. P. cruisers 7 and 8	82.04
May 10	770	200	....do	145.60
June 19	806	110	Specifications for machinery 7,500 H. P. armed cruiser monitors	96.34
July 1	5	200	....do	127.16
3	22	110	Specifications for machinery N. A. practice ships	
Aug. 5	163	200	....do	162.31
5	166	110	Specifications for machinery 1,600 H. P. 1,000-ton gunboat	90.61
21	238	200	Specifications for machinery cruisers 12 and 13	124.35
Sept. 14	281	75	Specifications for machinery 13,500 H. P. protected cruiser, 5,300 tons	87.47
Dec. 4	509	35	Specifications for machinery 11,000 H. P. armed cruiser, 7,500 tons	96.91
4	510	5	Specifications for machinery 13,500 H. P.*	
1890.				
Jan. 6	483	200	Specifications for machinery 5,300-ton protected cruiser	134.28
Mar. 28	581	200	Specifications for machinery 8,510-ton protected cruiser	134.64
July 8	11	80	Specifications for machinery 9,000-ton battle ships	92.27
8	12	55	Specifications for machinery 7,350-ton protected cruiser	87.98
July 10	19	55	Specifications for machinery H. D. ram	86.43
15	27	200	Specifications for machinery 7,350-ton protected cruiser	125.44
18	46	236	Specifications for machinery coast-line battle ships	132.05
23	49	200	Specifications for machinery H. D. ram	7.16
Nov. 5	310	28	Specifications for machinery torpedo cruiser No. 1	72.63
25	369	200	....do	118.05
1891.				
Mar. 12	516	200	Specifications for machinery cruiser No. 13	
13	517	55	....do	
Apr. 2	567	200	Specifications for machinery torpedo boat No. 2	

*See Requisition 281.

G.

BUREAU OF EQUIPMENT.

NAVY DEPARTMENT,
BUREAU OF EQUIPMENT,
Washington, May 18, 1891.

SIR: Referring to the Department's letter of the 27th instant, relative to answers to certain interrogatories, coming under cognizance of this Bureau and its subordinate offices, as to what reports, documents, or pamphlets have been printed for this Bureau during the Forty-eighth,

Forty-ninth, Fiftieth, and Fifty first Congresses, the Bureau has the honor to submit in reply thereto the following statement:

1. During the period named no reports or pamphlets have been printed under authority of Congress.

The following pamphlet reports have been printed by order of the Department on approved requisitions on the Public Printer: 100 annual reports of Chief of Bureau for the years 1884, 1885, 1886, 1887, 1888, and 1889; 250 annual reports of Chief of Bureau for the year 1890, and for the year 1891, 600, not yet received from the Government Printer.

The cost of the printing and binding has never been furnished the Bureau. These reports are distributed as follows: The office of the Secretary of the Navy, bureaus of the Department, the Senate and House Committees on Naval Affairs, commanding officers of squadrons, ships, and naval stations, and to the service generally.

2. The annual report of the Bureau or those of the subordinate offices can not be reduced in volume consistent with the interests of the public service.

3. The number of copies of annual report of the Bureau and its subordinate offices, printed for Bureau, is not larger than the actual needs require, and the increase in the number of these copies since July, 1889 (*vide* first interrogatory), is caused by the consolidation on that date with this Bureau of the subordinate offices of Electric Lighting, the Naval Observatory, the Nautical Almanac, and the Compass Room, which, from the character of their work, require a large increase in the number of the Bureau's annual reports.

4. The method of distributing public documents now in use, from the Bureau's experience, is deemed satisfactory.

5. It is suggested that bills, documents, resolutions, etc., in such numbers as are required by the Bureau and its subordinate offices be sent to the Department and distributed from the Secretary's office.

6. The Bureau respectfully states that it has no suggestions to make in reference to existing laws relating to printing and binding or the distribution of public documents that would be in the line of economy and in the interests of the public.

The Bureau includes and forwards herewith the reports on these interrogatories from the superintendent of the Naval Observatory and from the superintendent of the Nautical Almanac, and respectfully submits these reports to the consideration of the Department.

Very respectfully,

GEO. DEWEY,
Chief of Bureau.

THE SECRETARY OF THE NAVY.

H.

BUREAU OF CONSTRUCTION AND REPAIR.

NAVY DEPARTMENT,
BUREAU OF CONSTRUCTION AND REPAIR,
Washington, D. C., June 9, 1891.

Hon. J. R. SOLEY,
Assistant Secretary of the Navy:

SIR: In compliance with your order of April 27, 1891, to furnish, as early as practicable, answers to certain interrogatories, I have the honor to submit the following:

First. What reports, documents, or pamphlets are printed for your Bureau covering the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses?

Answer. Printed by authority of Congress, none. (For documents printed by authority of Department see inclosure marked A.)

Second. Can the annual report of the Bureau or those of its subordinate offices be reduced in volume consistently with the interests of the public service?

Answer. No.

Third. Is not the number of copies of the annual report of the Bureau and its subordinate offices printed for the bureaus and offices larger than is necessary to meet actual needs?

Answer. No.

Please state in detail the method of distribution of reports and documents.

Answer. From 30 to 50 copies to Office of Intelligence, Navy Department, copy to each member of Naval Committees of Congress, copies to bureau officers, naval constructors, and other officers, and copies to the public upon written request.

Fourth. Can you suggest any better method of distributing by this or other Departments public documents than that in use?

Answer. No.

Fifth. What public documents, bills, resolutions, etc., are required by your Bureau or its subordinate offices to facilitate their business, and to whom should they be sent for distribution?

Answer. All documents relating to the Navy should be sent to this Bureau.

Sixth. Does your experience suggest any change in the existing laws relating to the public printing and binding or the distribution of public documents that would be in the line of economy and in the interest of the public service, and have you any suggestions to make relating to the public printing and binding?

Answer. No.

Very respectfully,

T. D. WILSON,
Chief Constructor, U. S. N., Chief of Bureau.

A.—*Statement of documents printed at the main office by authority of Department.*

Date.	Title of document.	Number printed by authority of Department.	Distribution.	Cost.
1884.				
Jan. 17	Allowance Book	500	Ships in commission	$368.33
28	Annual Report of Chief of Bureau for 1883.	200	Senate and House Naval Committees, naval officers, etc.	7.80
Dec. 10	Annual Report of Chief of Bureau for 1884.	200	....do	6.51
Dec. 28 1885.	Annual Report of Chief of Bureau for 1885.	300	....do	10.11
Jan. 19	Annual Report of Chief of Bureau for 1885.	200	....do	7.29
Sept. 7	Specifications for building twin-screw steam gunboat.	75	Naval constructors, contractors, naval officers.	87.89
7	Specifications for building single-screw steam gunboat.	75	....do	78.65
13	Specifications for building twin-screw steam cruiser.	75	....do	98.49
17	Specifications for building single-screw steam cruiser.	75	....do	81.73
Oct. 15	Specifications for building the U. S. S. Baltimore.	75	....do	82.73
15	Specifications for building steel screw gunboat.	75	....do	74.24
Dec. 17 1887.	Annual Report of Chief of Bureau for 1886.	300	Senate and House Naval Committees, naval officers, etc.	10.20
May 23	Specifications for building steel twin-screw gunboat.	50	Naval constructors, contractors, naval officers.	93.85
23	Specifications for building cruiser Charleston.	50	....do	85.62

1887.				
May 23	Specifications for building single-screw gunboat.	50	Naval constructors, contractors, naval officers.	$84.87
23	Specifications for building cruiser Baltimore.	50	....do	92.75
June 15	Specifications for building twin-screw steel gunboat.	100	....do	130.70
27	Reports on Tests of Paints	500	Naval officers, paint-manufacturers, etc.	931.77
30	Specifications for building engines for gunboats Nos. 3 and 4.	200	Bureau of Steam Engineering, contractors, etc.	92.57
30	Specifications for building cruisers Nos. 4 and 5.	200	Naval constructors, contractors, naval officers.	149.29
30	Specifications for building twin screw steel cruiser.	100	Naval constructors, contractors, naval officers.	140.91
30	Specifications for building engines for cruisers Nos. 4 and 5.	200	Bureau of Steam Engineering, contractors, etc.	144.00
Aug. 6	Tests of Steel, etc	600	Steel board, contractors	67.38
Nov. 5	Annual Report of Chief of Bureau for 1887.	500	Senate and House Naval Committees, naval officers, etc.	137.29

A.—*Statement of documents printed at the main office, etc.*—Continued.

Date.	Title of document.	Number printed by authority of Department.	Distribution.	Cost.
1887.				
May 25	Annual Report of Chief of Bureau for 1887.	150	....do	205. 56
25	Specifications for building armored steel cruiser.	150	Naval constructors, contractors, etc.	94 62
1888.				
Feb. 8	Specifications for building cruiser Philadelphia.	150	Naval constructors, contractors, officers.	98. 65
Nov. 23	Annual Report of Chief of Bureau for 1888.	500	Senate and House Naval Committee, officers, etc.	18. 43
1889.				
Jan. 31	Specifications for building gunboats Nos. 3 and 4.	50	Naval constructors, contractors, officers, etc.	29. 57
Mar. 30	Specifications for building coast defense vessel.	150	....do	117. 06
June 15	Specifications for building battle ship Texas.	150	...do	114. 97
29	Specifications for building cruisers Nos. 9, 10, and 11.	300	....do	199. 92
July 31	Specifications for electric lights for cruisers Nos. 9, 10, and 11.	50	....do	8. 14
31	Specifications for electric lights for cruisers Nos. 7 and 8.	50	....do	11. 47
Sept. 27	Specifications for building steel cruisers Nos. 7 and 8.	200	....do	149. 70
1890.				
Jan. 30	Specifications for completing the Terror.	100	... do	81. 54
30	Specifications for completing the Puritan.	100	....do	96. 91
31	Annual Report of Chief of Bureau for 1889.	500	Senate and House Naval Committee, naval officers, etc.	171. 37
Feb. 18	Specifications for completing the Amphitrite.	100	Naval constructors, naval officers, etc.	107. 03
Mar. 15	Specifications for completing the Monadnock.	100	...do	105. 59
29	Specifications for building the practice cruiser.	300	Naval constructors, contractors, naval officers, etc.	161. 34
June 30	Specifications for building the steam tugs Nos. 1, 2, and 3.	150	....do	60. 37
30	Specifications for building gunboats Nos. 5 and 6.	300	....do	206. 83
Aug. 29	Specifications for building armored cruiser No. 2.	300	....do	211. 92
Oct. 8	Specifications for building battle ships Nos. 1, 2, and 3.	300	....do	182. 88
17	Specifications for building protected cruiser No. 12.	300	....do	195. 25
Nov. 19	Specifications for building harbor defense ram.	200	....do	92. 71
Dec. 23	Data relating to vessels of war	100	Naval constructors	144. 73
1891.				
Mar. 28	Annual Report of Chief of Bureau for 1890.	1, 000	Senate and House Naval Committee, officers, etc.	216. 05
28	*Annual Report of Chief of Bureau for 1890.	150	...do	13. 35
28	Specifications for building torpedo cruiser No. 1.	200	Naval constructors, contractors, officers, etc.	121. 90
	Total	10, 950		6, 341. 37

*Pamphlet edition, without illustrations.

I.

BUREAU OF NAVIGATION.

BUREAU OF NAVIGATION, NAVY DEPARTMENT,
Washington, July 10, 1891.

SIR: Replying to your letter of April 27 last, I have the honor to furnish the following information:

1. As to reports, documents, etc., printed for the Bureau and its subordinate offices, see appended tabulated statement.

2. The annual report of the Bureau proper and that of the Naval Academy can not be reduced in volume consistently with the interests of the public service. The report of the Hydrographic Office can be reduced.

3. The number of copies of the annual report of the Bureau and its subordinate offices is not larger than necessary.

The reports of the Bureau and its offices are sent to the principal officials of the Government, and to such other civil, military, and naval officers as may request copies.

The Regulations of the Naval Academy are in great demand by Members of Congress, and by persons in all parts of the country.

The Hydrographic Notices are sent to all home and foreign departments, libraries and institutions interested in hydrographic work, to all United States vessels of war and merchant vessels, and to vessels of other nations that furnish hydrographic information through United States consuls, and through the branch hydrographic offices.

4. Can not suggest any better method of distribution of public documents by this or other departments than that in use.

5. All public documents, bills, resolutions, etc., relating to education, to the Navy, to the merchant marine, to navigation, astronomy, surveying, meteorology, astronomy, nautical instruments, and other matters pertaining to ships, or to the sea, are required by the Bureau and its subordinate offices. Should be sent to Bureau of Navigation, Navy Department.

6. No.

Very respectfully,

F. M. RAMSAY,
Chief of Bureau.

The SECRETARY OF THE NAVY,
Washington, D. C.

Title of document.	Number printed.	Cost.	Where printed.	Remarks.
Telegraphic Determinations of Longitudes in Mexico and Central America and the West Coast of South America.	*1,000	$1,527.84	Main office	
Report on Electric Light Plant. (Trenton)	*250	22.96	do	
American Practical Navigator	*500	655.00	do	Stereotype plates.
Do	*500	796.02	do	Do.
Do	*500	846.11	do	Do.
Do	*500	737.34	do	
Geographical Tables (Navy Secret Code)	*100	299.54	do	
International Signal Code	*500	1,028.96	do	
Annual Register of Naval Academy, 1890-'91	*3,000	603.50	do	
Tables for Plotting Gunnery Practice	*500	268.82	do	
Annual Report Chief of Bureau of Navigation, Navy Department—				
1884		7.76	do	
1886	*200	6.50	do	
1887	*200	23.24	do	
1888	*500			
1889	*500	71.06	do	
1890	*500			

*Included in Statement A, p. —.

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Emanating from Hydrographic Office.				
Navigation of Caribbean Sea and Gulf of Mexico.	300	$666.04	Main office	July 8, 1884.
Newfoundland an Labrador	200	932.60	do	Do.
Publications U. S Hydrographic Office quarter ending June 30, 1884.	300	49.81	do	Do.
Light List—				
No. 1	300	1,159.51	do	Do.
2	300	736.11	do	Do.
3	300	1,143.53	do	Do.
4	300	742.31	do	Do.
5	300	636.32	do	Do.
6	300	675.26	do	Do.
Catalogue, Asiatic Station	100	304.35	do	July 11, 1884.
Catalogue, European Station	100	198.34	do	Do.
Catalogue, North Atlantic Station	100	102.67	do	Do.
Catalogue, Pacific Station	100	188.17	do	Do.
Notice to Mariners, No. 26, of 1884	1,000	77.79	do	July 29, 1884.
Quarterly Report of Publications	500	50.17	do	Sept. 26, 1884.
Meteorological Journals	500	716.38	do	Oct. 6, 1884.
Quarterly Report of Publication	300	23.34	do	Nov. 25, 1884.
Annual Report of the Hydrographer	1,500	22.17	do	Nov. 26, 1884.
Notice to Mariners, No. 495	1,000	27.00	do	Dec. 13, 1884.
Meteorological Journals	500	561.91	do	Feb. 20, 1885.
Light List—				
No. 5	300	884.02	do	June 4, 1885.
1	500	1,215.20	do	June 12, 1885.
2	500	773.30	do	Do.
3	500	1,189.36	do	Do.
5	500	789.52	do	Do.
6	500	669.67	do	Do.
Practical Hints on West Indian Hurricanes	1,500	37.73	do	June 30, 1885.
Meteorological Journals	500	605.80	do	Do.
Report of the Hydrographer	1,000	87.64	do	Nov. 20, 1885.
The Use of Oil	2,000	63.10	do	Dec. 17, 1885.
Catalogue of Charts, Plans etc	300	613.00	do	Jan. 2, 1886.
Supplement No. 1, Coast of Newfoundland and Labrador, 1884.	200	124.17	do	Jan. 4, 1886.
Index to Notices to Mariners, 1885	500	137.36	do	Jan. 22, 1886.

Title of document.	Number printed.	Cost.	Where printed.	Remarks.
Supplement to Sailing Directions (Bay of Biscay, Caribbean Sea, and Gulf of Mexico, Chile, English Channel, Parts I and II).	8,630	101.39	....do	Feb. 19, 1886.
Meteorological Journals	500	597.59	....do	Feb. 20, 1886.
List of Sailing Directions, North Atlantic...	200	....	Branch office ..	May 26, 1886.
List of Sailing Directions, South Atlantic...	200	.....	....do	June 3, 1886.
List of Sailing Directions, Pacific	200	.....	....do	Do.
General List of Sailing Directions.....	200	.....	....do	Do.
List of Sailing Directions, Asiatic Station...	200	.....	....do	June 4, 1886.
Minority Report, Committee on Scientific Bureaus.	1,000	11.83	Main office.....	June 9, 1886.
Sounding Books	500	270.05	... do	July 21, 1886.
Angle Books.....	500	208.30	... do	Do.
Practical Hints on West Indian Hurricanes.	1,500	55.09	....do	Do.
The Use of Oil	1,500	67.76	....do	Aug. 7, 1886.
Supplement, Bering Sea, etc.....	125	32.68	....do	Aug. 16, 1886.
Supplement, Coast Pilot of Alaska, Part I..	100	39.56	....do	Do.
Supplement, Atlantic Coast Pilot, Division A	150	9.43	....do	Do.
Supplement, Indian Archipelago, China, and Japan.	.....	41.60	....do	Do.
Supplement, Indian Ocean Directory	100	15.58	....do	D
Supplement, General Examination Mediterranean Sea.	400	3.83	....do	Do
Supplement, General Examination Pacific Ocean.	250	25.97	....do	Do.
Supplement, Directions, North Pacific Ocean.	75	9.30	....do	Do.
Supplement, Rio de la Plata	350	14.74	....do	Do.
Supplement, Northwest and West Coast of Spain, etc.	375	19.00	....do	Do.
Each of 228 paragraphs, Notices to Mariners.	1,000	373.06	....do	Oct. 14, 1886.
Notices to Mariners.....	1,500	113.14	....do	Oct. 15, 1886.
Annual Report of Hydrographer	1,000	32.74	....do	Dec. 2, 1886.
Catalogue, Charts, Plans, etc.	200	618.00	....do	Dec. 6, 1886.
History of Hydrographic Office.....	200	150.74	....do	Dec. 21, 1886.
Use of Oil at Sea	4,000	74.00	....do	Jan. 6, 1887.
Light List, No. 1	700	1,293.50	....do	Jan. 12, 1887.
Navigation of the Atlantic Ocean	500	603.00	....do	Feb. 3, 1887.
Five hundred each of 44 numbers, Notices to Mariners.	22,000	115.00	... do	Feb. 5, 1887.

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Index to Notices to Mariners, 1886	800	$87.00	Main office	Feb. 5, 1887.
Catalogue of Charts	20	30.00	....do	Do.
Supplements, Reported Dangers, North Pacific Ocean—				
No. 41.....	350			
41b.....	300	88.65	....do	Feb. 21, 1887.
41c.....	275			
Supplement, West Coast Hindostan Pilot....	125	9.11	....do	Do.
Supplement, Bay of Bengal Pilot	125	19.89	....do	Do.
Supplement, Black Sea Pilot.....	125	19.89	....do	Do.
Supplement, China Sea Directory.....	125	19.89	....do	Do.
Supplement, Coast Pilots, California, Oregon, etc.	125	7.27	... do	Do.
Supplement, West Coast of England.....	125	8.57	... do	Do.
Supplement, Australia Directory, vol. II....	125	17.99	....do	Do.
Supplement, China Sea Directory, vol. II	125	3.18	....do	Do.
Supplement, St. Lawrence Pilot, vol. II.....	125	11.19	....do	Do.
Light List—				
No. 2.....	500	780.00	... .do	Mar. 1, 1887.
3.....	300	1,146.00	....do	Do.
4.....	300	761.00	....do	Do.
5.....	300	713.00	....do	Do.
6.....	300	646.00	... do	Do.
Supplement, Mediterranean Pilot, vol. IV	125	8.06	....do	Mar. 2, 1887.
Sailing Directions, West Coast of Mexico ...	400	246.03	....do	Mar. 25, 1887.
Supplement, Baltic Sea and Gulf of Finland..	125	20.85	....do	July 1, 1887.
Supplement, Atlantic Coast Pilot, Division B.	125	4.08	....do	Do.
Pacific Ocean Islands, Part I	400	374.52	... do	Do.
Caribbean Sea and Gulf of Mexico.....	400	735.82	....do	Do.
Practical Hints on West Indian Hurricanes..	2,500	55.09	....do	July 21, 1887.
Index to Record Geographic Positions.....	20	812.55	....do	Do.
Sailing Directions, Indian Ocean	350	619.75	....do	Aug. 8, 1887.
Illustrations, Caribbean Sea.	800	725.82	....do	Sept. 23, 1887.
Annual Report of Hydrographer	1,000	33.35	....do	Nov. 5, 1887.
Catalogue of Charts, Plans, etc	300	359.25	....do	Nov. 29, 1887.
Reports, Meteorological	2,000	250.50	... do	Jan. 21, 1888.
Index, Notice to Mariners, 1887, 25 bound.....	800	178.00	....do	Jan. 24, 1888.
Catalogue, North Atlantic Station.....	100	305.00	....do	Feb. 23, 1888.
Light List—				
Vol. II.....	200	728.03	....do	July 16, 1888.
III.....	200	1,294.28	....do	Do.
I.....	250	1,300.19	....do	Do.
Great Storm off the Atlantic Coast.....	3,000	2,091.58	....do	July 17, 1888.
Development of Great Circle Sailing	500	248.41	....do	Aug. 6, 1888.
Record of Geographical Positions	200	178.34	....do	Nov. 1, 1888.
Report of Hydrographer	500	21.67	....do	Nov. 14, 1888.
Index to Notice to Mariners, 1888.....	910	216.32	....do	Apr. 16, 1889.
Work, Branch Printing Office, fiscal year 1889	.....	6,159.86		
East Coast of South America, Sailing Directions.	300	691.48	....do	July 10, 1889.
Table of Meridional Parts	100	163.23	....do	Aug. 26, 1889.
Supplement, Caribbean Sea and Gulf of Mexico vol. I.	300	.....	nch office ..	Do.
Supplement, Caribbean Sea and Gulf of Mexico, vol. II.	100	.....	....do	Do.

Title of document.	Number printed.	Cost.	Where printed.	Remarks.
Catalogue, Pacific Station	50	226.24	....do	Aug. 28, 1889.
West Coast of South America	300	813.23	....do	Aug. 30, 1889.
Supplement, English Channel—				
Part I	150		Branch office	Sept. 3, 1889.
II	150		....do	Sept. 10, 1889.
Supplement, Indian Ocean Directory	300		....do	Sept. 12, 1889.
Supplement, matter for October Pilot Chart	6	16.89	Main office	Sept. 25, 1889.
Annual Report of Hydrographer	300	22.59	....do	Oct. 14, 1889.
Catalogue, Charts, Plans, etc	400	863.30	....do	Nov. 2, 1889.
Routine of U. S. Hydrographic Office	50	28.77	....do	Nov. 7, 1889.
Supplement, Light List, No. 1	150	1,626.16	Branch office	Nov. 28, 1889.
Index, Notices to Mariners	1,000	272.75	Main office	Dec. 9, 1889.
Light List, No. 5	200	1,013.27	....do	Jan 14, 1890.
Notices to Mariners, bound	25	22.50	....do	Jan. 25, 1890.
Supplement, International Signal Code	250		Branch office	Feb. 13, 1890.
Supplement, Light List, No. 2	150		....do	Mar. 26, 1890.
Supplement, Mediterranean Sea, Part III	150		....do	Apr. 15, 1890.
Ice and Ice Movements in North Atlantic	1,500	142.38	Main office	May 8, 1890.
Report International Meteorological Congress.	500	85.88	....do	Do.
Supplement, Light List, No. 3	150		Branch office	May 14, 1890.
Supplement, West Coast of South America	400		....do	June 13, 1890.
Work Branch Printing Office, fiscal year 1890		5,923.68		June 30, 1890.
Catalogue leaves, to be bound	24	5.62	Main office	July 22, 1890.
Supplement, Mediterranean Sea, vol. II	100		Branch office	July 15, 1890.
Navigation Caribbean Sea and Gulf of Mexico, vol. II, second edition.	500	989.85	Main office	July 22, 1890.
Supplement, West, Northwest, and South Coasts of Spain.	150		Branch office	Aug. 14, 1890.

Supplement, Mediterranean Sea, Part I	150	$9,348.00	Branch office	Aug. 20, 1890.
Supplement, Mediterranean Sea, second edition, Part IV.	150		....do	Sept. 3, 1890.
Supplement, Sailing Directions for Indian Ocean.	250		....do	Sept. 12, 1890.
Average Form of Isolated Peaks	250	173.32	Main office	Oct. 2, 1890.
The Coast of British Columbia	500	1,033.02	....do	Nov. 19, 1890.
Supplement, West Coast of Mexico and Central America.	150		Branch office	Dec. 2, 1890.
Annual Report of the Hydrographer	300	23.10	Main office	Dec. 12, 1890.
List of Lights of the World, vol I	200	1,103.50	....do	Jan. 28, 1891.
Work, Branch Printing Office, 10 months		4,947.72		
Supplement, East Coast of South America	200		Branch office	Feb. 26, 1891.
Supplement, Caribbean Sea and Gulf of Mexico.	250		....do	April 8, 1891.
Notices to Mariners	25,255		do	July 1, 1884, to June 30, 1885.
Do	72,037		....do	July 1, 1885, to June 30, 1886.
Notices to Mariners, Extracts	217,002		do	July 1, 1886, to June 30, 1887.
Do	431,700		....do	July 1, 1887, to June 30, 1888.
Do	770,029		....do	July 1, 1888, to June 30, 1889.
Do	807,955		....do	July 1, 1889, to June 30, 1890.
Do	570,000		....do	July 1, 1890, to May 15, 1891.
Monthly Charts and Book Reports, appended to Notices.	500		....do	1891.
Supplements to Pilot Chart	98,800	7,280.73	....do	July 1, 1888, to June 30, 1889.
Weekly Supplement	17,550		....do	July 1, 1889, to June 30, 1890.
Hydrographic Bulletin	84,200		do	Do.
Do	89,000		....do	July 1, 1890, to May 15, 1891.

J.

U. S. NAVAL OBSERVATORY.

U. S. NAVAL OBSERVATORY,
Washington, May 14, 1891.

CHIEF OF THE BUREAU OF EQUIPMENT, NAVY DEPARTMENT:

SIR: In response to the communication from the Assistant Secretary of the Navy, dated April 27, 1891, asking for information as to the publications of this Observatory for the period covering the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses, I have the honor to reply to the questions therein enumerated as follows:

1. All documents printed for this Observatory during the period named, except blank books, sheets, etc., used in the current work, are enumerated in the following tables, the first giving those authorized by Congress, the second those authorized by the Navy Department.

The series of annual quarto volumes of Observations made at the U. S. Naval Observatory, commonly quoted as the "Washington Observations," begin with the volume for the year 1881, the volumes for the years 1845–1880 having been published by the Navy Department. The amounts in the column "Cost" in the first table below are taken from the annual reports of the Public Printer, and cover the cost of the whole edition of 3,700 copies. The cost of the Observatory edition of 800 copies should probably be between one-fourth and one-fifth of these amounts.

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Publications of the U. S. Naval Observatory.

CLASS A.—AUTHORIZED BY CONGRESS.

[All printed at the main office.]

Title.	Published in—	Authorized by Congress.				Distributed.	Cost.	Remarks.
		48th.	49th.	50th.	51st.			
Washington Observations—								
1881	1885	800	.....	.....	.....	652	$4,094.42	
1882	1885	800	.....	.....	.....	649	4,910.87	
1883	1887	.....	800	.....	.....	668	5,157.96	
1884	1889	.....	800	.....	.....	649	8,179.69	
1885	1891	.....	800	.....	.....	643	.....	Statement of cost not yet received.
1886	.....	.....	.....	800	.....	.....	.....	In press; will be issued in 1891.
1887	.....	.....	.....	800	.....	.....	.....	Copy ready for printer.
1888	.....	.....	.....	600	.....	.....	.....	Copy will be ready as soon as preceding volume is out

1. The above annual quarto volumes of the Washington Observations up to 1880, inclusive.
2. Separate prints of the Astronomical Appendices contained in the above volumes.
3. Separate prints of the Meteorological Observations contained in the above volumes.
4. Separate prints of the Magnetic Observations (beg. w. 1888) contained in the above volumes.
5. Separate prints (octavo) of the Annual Report of the Superintendent of the Observatory.
6. Occasional miscellaneous publications, not contained in the annual volumes.

For the period of 1883–'91 the publications in each of these six divisions are given in the corresponding six divisions of the table below. When the publication is an appendix to or an extract from a larger volume the amount in the column "Cost" covers only the labor and material for the separate copies.

CLASS B.—AUTHORIZED BY NAVY DEPARTMENT.

Author and title.	Volume.	Appendix.	Published in—	No. of copies. Published.	No. of copies. Distributed.	Cost.	Remarks.
Washington Observations, 1879	.....	.....	1883	750	682	$2,703.26	
Washington Observations, 1880	.....	.....	1884	750	684	3,060.06	Last volume published by Navy Department.
Hall, A.—Parallax of α Lyræ and 61 Cygni.	1879	1	1882	750	678	89.95	
Paul, H. M.—Semidiameter of Moon.	1879	2	1883	250	250	34.24	
Winlock, W. C.—Observations of Great Comet of 1862.	1880	1	1883	750	681	83.26	
Hall, A.—Orbits of Oberon and Titania.	1881	1	1885	300	232	21.88	
Hall, A.—Orbit of Satellite of Neptune.	1881	2	1885	300	286	20.81	
Hall, A.—Orbit of Iapetus	1882	1	1885	300	277	37.86	
Brown & Winterhalter.—Annular Eclipse of Sun, 1865, March 15–16.	1882	2	1886	750	624	85.25	
Harkness, W.—Flexure of Meridian Instruments.	1882	3	1886	750	556	13.20	
Hall, A.—Six Inner Satellites of Saturn.	1883	1	1886	350	316	42.01	
Hall, A.—Observations for Stellar Parallax.	1883	2	1886	350	310	38.96	
Moore, E. K.—Observatory Temperature Room.	1883	3	1886	750	312	62.79	
Frisby, E.—Yarnall's Catalogue of Stars, third edition.	1884	1	1889	2,000	1,374	1,252.08	
Winterhalter, A. G.—Astrophotographic Congress, etc.	1885	1	1889	1,200	880	897.14	
Hall, A.—Saturn and its Ring	1885	2	1889	1,200	880	93.97	
Harkness, W.—Solar Parallax and Related Constants.	1885	3	1891	1,200	884	490.16	
Meteorological Observations*—							
1879	1879	.....	1882	150	150	8.85	
1880	1880	.....	1884	150	112	9.09	
1881	1881	.....	1885	150	107	10.56	
1882	1882	.....	1885	150	98	10.87	
1883	.....	.....	1887	75	21	226.67	Not published in annual volume.
Hoogewerff, J. A.—Magnetic Observations, 1868–'89.	1886	1	1890	1,000	582	864.17	Beginning of series.
Report of Superintendent for—							
1884	.....	.....	1884	750	749	14.28	
1885	.....	.....	1885	1,500	1,129	21.78	Extracted from Annual Report of the Secretary of the Navy.
1886	.....	.....	1886	1,700	1,163	29.39	
1887	.....	.....	1887	1,300	825	24.50	
1888	.....	.....	1888	1,300	372	26.42	
1889	.....	.....	1889	1,500	1,278	20.68	
1890	.....	.....	1890	1,500	1,440	21.91	
Eastman, J. R.—Refraction Tables	.....	.....	1887	400	0	305.88	Not included in any of the annual volumes.

* No Meteorological Observations published since those for 1883.

To the other questions of the Assistant Secretary's letter I would respectfully reply as follows:

2. The Annual Report of the Observatory can not be reduced in volume consistent with the interests of the public service.

3. I do not deem it advisable to reduce the number of printed copies of any of the Observatory publications. It is absolutely necessary to keep on hand a moderate supply to meet the demands of newly established observatories and other scientific institutions, as well as the needs of the rapidly increasing number of professional astronomers. The editions of half of our earlier publications are entirely exhausted, and for more than three-fourths of them it is necessary to refuse all except the few most deserving applicants. Astronomy is a work whose results increase in value with age, and very few of them will ever become out of date or unasked for.

The range of distribution of our publications is best shown in the following tabulated summary of our exchange list as corrected to date:

Publication.	Domestic.		Foreign.		Total.	Whole number published.
	Institutions.	Individuals.	Institutions.	Individuals.		
Annual volumes	308	48	227	48	627	800
Astronomical appendices	53	239	96	496	884	1,200
Magnetic and Meteorological Observations	72	96	198	176	542	1,000
Superintendent's report	349	262	812	520	1,443	1,500

The general rule with the first two publications is, "volumes to institutions; appendices to individuals," and the numbers show that this is followed in the main. All these publications are distributed directly from the Observatory, the domestic through the mails and the foreign through the Smithsonian Institution, the latter at the uniform rate of 5 cents per pound to all foreign countries.

4. It would be more economical to the Government and satisfactory to the public to place the distribution of the Observatory publications entirely in the hands of the Superintendent of the Naval Observatory. Under the present system of distribution by Members of Congress, the Department of the Interior, and the Naval Observatory second-hand bookstores and the waste-paper basket can not fail to receive a proportion of the publications by duplication and by inappreciation of recipients. Of the Washington Observations 3,700 copies are printed. The Superintendent can account for the 800 copies received at the Observatory.

5. Copies of all public documents, bills, resolutions, etc., relating to the Navy, directly or indirectly, and to scientific work, are required, and they should be sent to the U. S. Naval Observatory, Washington, D. C.

6. The Superintendent of the Naval Observatory would suggest that its publications be distributed from the Observatory; and it is believed that with 2,000 copies of Washington Observations, together with 2,000 separate copies of the appendices, the Observatory could supply all demands from observatories, public libraries, scientific institutions, and individuals interested in amateur astronomy. The Superintendent believes that such change would be in the line of economy and in the interest of the public service.

In reference to the binding, I would suggest that Naval Observatory library books be exempted from the operation of the act of Congress of June 20, 1878, Statutes at Large, vol. 20, page 206; also of the two acts of January 27 and February 26, 1879, vol. 20, pages 267 and 323, and placed in the same category as the libraries of the Surgeon-General's Office, Patent Office, and State Department. The Observatory library is the most valuable and complete one in America, and its books are in demand for reference by the Smithsonian Institution, Coast and Geodetic Survey, Nautical Almanac Office, and other scientific bureaus of the Government. It is therefore false economy to limit the binding to plain sheep and cloth. Half Turkey morocco is in the end cheaper, though the first cost is greater, from its durability.

Very respectfully,

F. V. McNAIR,
Captain, U. S. N., Superintendent.

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NAUTICAL ALMANAC OFFICE.

NAUTICAL ALMANAC OFFICE,
NAVY DEPARTMENT,
Washington, D. C., May 1, 1891.

SIR: I have the honor to submit the following reply to the interrog-

atories forwarded by you from the Secretary of the Navy concerning the public printing:

1. Reports, documents, or pamphlets printed by authority of Congress or by order of the Department.

No documents or reports whatever have been printed for this office by special order of Congress; but under authority of the joint resolution approved February 11, 1880, the following publications are printed annually at the main office:

Title.	Distribution.	Cost.
American Ephemeris and Nautical Almanac.	500 to Congress; 1,000 to public service...	Unknown.
Astronomical Papers Supplementary to the Ephemeris.	....do	Do.

The following are printed at the main office annually by order of the Navy Department, for sale:

Title.	Number.	Cost.
American Ephemeris	600	$450
Nautical Almanac	2,500	600
Atlantic Coaster's Almanac	1,250	800
Pacific Coaster's Almanac	1,000	350
Total		2,200

The proceeds of sales of these publications deposited in the Treasury during the fiscal year 1889–'90 was $1,434.12.

The retail price at which these publications are sold is fixed approximately at the estimated cost of presswork, paper, and binding. The cost given above is only approximate, the actual cost given by the Printing Office varying widely from year to year.

2. Can the annual report be reduced in volume consistently with the interests of the public service?

As the average length of the report is less than three printed pages, this question must be answered in the negative.

3. As to distribution of reports and documents.

No separate copies of the annual report have been printed or distributed since 1887.

The American Ephemeris and the Astronomical Papers supplementary to it are distributed to observatories, important libraries, to working astronomers, and to the principal colleges of each State. Besides these issues a large number are required for the Government service. About 450 copies of the Ephemeris are issued annually to the various bureaus and offices of the Government.

I inclose herewith a circular showing in greater detail the regulations governing the distribution and sale of these publications.

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4. Can you suggest any better method of distributing public documents by this or other Departments than that in use?

In my judgment the interests of the public service would be promoted by absolutely restricting the free distribution of all public documents, except Agricultural and other reports prepared for the information of the general public, to Government offices, educational institutions, and collaborators of the Departments issuing the documents, and disposing of extra copies only by sale.

The labor of this office would be materially reduced by the establishment of an authorized agency for the sale of all Government publications. These publications are already sold in great numbers, and I am not aware of any reason why the sale should not be conducted for the benefit of the Government. The system suggested is that in actual operation in this office, and under it the cost to the Department of printing the Ephemeris and Nautical Almanacs is reduced more than one-half by the amount which is deposited in the Treasury and placed to the credit of the appropriation for public printing and binding.

5. I am not aware that any public documents, bills, or resolutions are required by this office except what it readily obtains under existing arrangements.

6. The operation of existing laws and regulations in the printing for this office is unsatisfactory in the extreme. During the 12 years that I have had charge of the office I believe that, with scarcely an exception, all printing being done by order of the Department has been suddenly and peremptorily stopped in February or March of every year, without respect to the necessity of supplying merchant ships with the Nautical Almanacs necessary for navigating them. The Government has undertaken to supply its merchant marine with these as well as other aids to navigation, and I can not place the defects of the present system in any stronger light than by the simple statement of the fact that it is frequently unable to supply ships with the almanacs which they require because the sum of $300 or $400 can not be advanced to print them.

The remedy for this state of things seems to me very simple. The annual allotment of the printing fund of the Department should be divided into two parts; one for the regular annual printing of necessary documents which are known to be wanted and can be estimated for in advance, and another for such as can not be so estimated for. The first sum should on no account be trenched upon by printing of the second class.

For the convenience of Members of Congress the joint resolution for printing the Ephemeris should be so modified that the 500 copies of the Ephemeris for Congress should be for the calendar year next following, those for the public service being, as heretofore, for the third year following.

Very respectfully, your obedient servant,

S. NEWCOMB,
Superintendent Nautical Almanac.

CHIEF OF THE BUREAU OF EQUIPMENT.

RULES GOVERNING THE SALE AND DISTRIBUTION OF THE AMERICAN EPHEMERIS AND NAUTICAL ALMANAC.

Applications for copies of the American Ephemeris being frequently received at this office from persons who suppose the work to be published for gratuitous distribution, the following notice is issued for the information of all concerned:

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The American Ephemeris is published annually, three years in advance, by joint resolution of Congress, and no copies are at command of this office except for sale, for the public service, and for distribution to certain scientific institutions.

Free distribution.

Free distribution has been restricted to the following:

A. Departments and offices of the Government requiring the Ephemeris for official use, including naval ships, the Revenue Marine, the Light-House Board, the Coast Survey, the military posts, and the various surveys of the Territories executed under the direction of the War and Interior Departments. A requisition should be made by the proper officer in each case.

B. The principal official library of each State and its principal college or university, preference being given to a State institution.

C. Active observatories publishing scientific observations, and scientific institutions where instruction in practical and theoretical astronomy is known to be given. Special application should be made by the director of the observatory or the president of the institution.

D. Astronomers engaged officially or unofficially in investigations which promote the work of the office.

Sale of publications.

The large volume of the American Ephemeris is sold for $1, on receipt of which sum it will be sent, post free, to any address in the United States. When ordered from Canada, 30 cents additional must be remitted for postage.

Parties ordering this work are requested to conform to the following instructions:

1. Make payment only in United States notes, national-bank notes, postal orders, or certificates of deposit with an assistant treasurer of the United States. This office

can not undertake to collect bank checks or express orders, nor can it accept foreign notes. 2. Address all letters to The Superintendent of the Nautical Almanac, Navy Department, Washington, D. C., without naming any individual, and make postal notes payable to the same authority. 3. In ordering, specify the year for which the Ephemeris is wanted.

Besides the American Ephemeris, the following manuals for the use of navigators are issued annually: The American Nautical Almanac, price 50 cents: The Atlantic Coaster's Nautical Almanac, price 25 cents; The Pacific Coaster's Nautical Almanac, price 25 cents. These three manuals are not sold by this office, but may be obtained from dealers in nautical publications in the principal seaports both on the Atlantic and Pacific coasts.

SIMON NEWCOMB,
Professor of Mathematics, U. S. Navy,
Superintendent Nautical Almanac.

Approved August 31, 1889.

GEO. DEWEY,
Chief of Bureau of Equipment and Recruiting, Navy Department.

POST-OFFICE DEPARTMENT.

OFFICE OF THE POSTMASTER-GENERAL,
Washington, D. C., June 19, 1891.

Hon. CHARLES F. MANDERSON,
Chairman of Committee, United States Senate:

MY DEAR SIR: I have the honor to acknowledge receipt of your circular letter of the 25th of April, reciting a concurrent resolution passed by the Fifty-first Congress, instructing your Joint Committee to examine into the numbers printed of the various documents, reports, bills, and other papers published by order of Congress, and report a bill in December next making such reductions in the numbers and cost of printing, and such changes and reduction in the distribution of the said publications as they may deem expedient. Also, instructing the Committee to investigate the printing and binding for the Executive De-

partments executed by the Government Printing Office and at the branch printing offices and binderies, and report a bill in December next making such reduction in the expenses, and imposing such checks as they may deem expedient; and, finally, instructing said Committee to make any other investigation calculated, in their opinion, to reduce the cost of the public printing, and report the result thereof.

In your circular you call especial attention to that clause in the resolution relating to the printing and binding for the Executive Departments executed at the Government Printing Office and at the branch printing offices and binderies in the various Departments, and state that you are authorized by Congress to investigate this class of public printing and binding with a view to, first, a reduction in the expenses of printing and binding, and, second, to impose additional checks, if any should be needed, on said printing and binding.

You ask to be furnished with written answers to certain interrogatories.

I have the honor to restate those interrogatories seriatim and after each to give such answers as I am able to.

Question 1. What reports, documents, or pamphlets are printed for your Department? In giving this answer, please cover a period including the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses.

Answer. I have the honor to reply by submitting the following tabular statement:

FORTY-EIGHTH CONGRESS.

Title of document.	No. printed.		Cost.	
	1883.	1884.	1883.	1884.
Report Money Order System	500	307	$20.94	$19.18
Report First Assistant Postmaster-General	7,000	250	248.55	12.86
Report Superintendent Foreign Mails	500	400	14.06	14.05
Report Superintendent Railway Mail Service	5,000	5,000	647.47	606.74
Report Postmaster-General	3,000	3,000	105.98	73.38
Report Third Assistant Postmaster-General	500	100	21.68	8.08
Report Second Assistant Postmaster-General	1,600	1,500	223.59	198.11
Report Postmaster-General, full bound	5,000	5,000	2,593.91	2,264.42
Bind Report of Rates of Pay of Railroads	.....	500	.....	175.00
Street Directory, Principal Cities	.....	500	.....	1,154.42
Catalogue, Dead Letter Office	.....	5,000	.....	277.59

FORTY-NINTH CONGRESS.

Title of document.	No. printed.		Cost.	
	1885.	1886.	1885.	1886.
Report Money Order System	300	500	$13.33	$13.68
Report Second Assistant Postmaster-General	1,300	550	253.10	97.81
Report Superintendent Railway Mail Service	5,500	5,000	445.38	752.33
Report Superintendent Foreign Mails	1,000	550	50.93	23.04
Report Third Assistant Postmaster-General	1,500	1,500	145.23	89.09
Report First Assistant Postmaster-General	500	.....	18.07	.....
Report Chief Post-Office Inspector	.....	150	.....	7.73
Report Postmaster-General	10,500	(*2,000) (†4,700)	4,145.04	78.62 2,431.38
Catalogue, Dead Letter Office	5,000	6,000	450.46	563.67

*Pamphlets. †Bound.

FIFTIETH CONGRESS.

Title of document.	No. printed.		Cost.	
	1887.	1888.	1887.	1888.
Postal Laws and Regulations	7	(75,000 (*3,000	$8.75	*$2,984.36
Report Post-Offices Established	6,500	.....	74.21	.....
Report Postmaster-General, 1886	9	.....	27.00	.....
Annual Postal Guides	20	31	27.00	30.73
Post-Office Department Directory	1	.....	11.03	.....
Report Postmaster-General	(*3,900 (†2,277	4,000 3,146	490.12 1,004.46	109.59 1,611.85
Report Money Order System	500	.....	17.09	.....
Report Second Assistant Postmaster General	675	1,316	106.28	176.20
Report Third Assistant Postmaster-General	1,500	1,506	122.31	97.60
Report Superintendent Railway Mail Service	2,203	6,500	289.80	626.92
Report Superintendent Foreign Mails	500	525	14.49	34.75
Report Superintendent Free Delivery	.....	100	.....	5.61
Report Superintendent Dead Letter Office	.....	500	.....	9.70
History Railway Postal Clerks	.....	10,000	.....	17.72
Daily Bulletin	.....	18	.....	27.00

*Appendix.
†Special appropriation made for these books. This is believed to be the excess only above the amount of the appropriation.
‡Pamphlets.
§Bound.

FIFTY-FIRST CONGRESS.

Title of document.	No. printed.		Cost.	
	1889.	1890.	1889.	1890.
Report Postmaster-General	(*12,000 (†3,675	*23,000 †3,575	$645.10 2,447.37	$1,639.29 2,395.92
Report Money Order System	500	500	16.85	12.01
Report Assistant Attorney-General	200	200	5.34	6.65
Report First Assistant Postmaster-General	550	550	51.41	44.77
Report Superintendent Free Delivery	600	.....	16.32	.....
Report Second Assistant Postmaster-General	550	450	117.62	92.24
Report Third Assistant Postmaster-General	500	500	23.54	22.09
Report Superintendent Railway Mail Service	7,000	6,500	1,089.47	917.84
Report Superintendent Dead Letter Office	500	500	9.13	11.88
Report Superintendent Foreign Mails	300	500	16.13	17.43
Report Chief Post Office Inspector	500	.....	13.23	.....
Catalogue, Dead Letter Office	5,000	5,000	569.89	520.35
Street Directory, Principal Cities	.....	1,000	.....	3,142.80
Postal Telegraph Arguments	.....	10,000	.....	150.00
Postal Savings Bank Argument	.....	15,000	.....	515.60

*Pamphlet. †Bound. ‡Estimated.

This Department does not have in its possession the information as to the number of copies, if any, of any of these reports, documents, or books which were printed by authority of Congress in addition to those above mentioned. All of them which are described in the above tables were printed upon the order of the Department at the main Government Printing Office. I am not able to give in detail the distribution which was made of them, since it has been customary for years in this Department to distribute reports, etc., to whomsoever may apply for them and to keep no record of the distribution. Such reports have been regarded as public information, to which applicants were entitled without distinction.

Question 2. Have you a branch or independent printing office in your Department?

Answer. Yes.

Question 2 (*a*). How many and what kind of presses are in use in the branch office? How many people are employed in the branch office and how are they paid?

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Answer. Two presses, one a one-quarter medium Universal, 10 by 15, and one a one-quarter medium new Gordon, 11 by 17. There are 6 people employed, 5 regular and 1 temporary, and they are paid as railway postal clerks.

Question 2 (*b*). Who has charge of the branch office? That is, is it under the Public Printer.

Answer. The branch printing office is in charge of the general superintendent of the railway mail service. It is not under the Public Printer.

Question 2 (*c*). Who has immediate charge of the printing done for the Department in the branch office? That is, to whom does the foreman in charge of the office look for his final orders to do printing for the Department?

Answer. The printing is in the immediate charge of the chief clerk of the Railway Mail Service, to whom the foreman looks for final orders to do printing.

Question 2 (*d*). Do all orders for printing pass through the hands of one responsible head or do bureau chiefs and others give orders direct? What is the process?

Answer. All orders for printing do pass through the hands of one responsible head. This is the process: A sample of the work desired to be done is first approved by the chief clerk Railway Mail Service, and is then sent to the printer in charge of the branch office.

Question 2 (*e*). Who furnishes machinery and material for the branch office?

Answer. The Post-Office Department.

Question 2 (*f*). Is the maintenance of a branch office in your Department in the interest of economy and convenience? Please make a full statement under this head.

Answer. Unmistakably yes. It prints the facing slips for all the postal clerks in the third division of the Railway Mail Service, the general orders and other necessary job work for the superintendent of the Third Division, and in emergencies jobs for the various bureaus of the Department, as well as the Daily Bulletin of the Railway Mail Service, which is issued to the principal officers of the postal service, and contains a daily record of changes such as they need for the current and proper dispatch of business. The office is of great utility in that it may be depended upon to do quickly any printing which must be done in a hurry.

Question 2 (*g*). What portion of the expenditure in your branch printing office is paid from the credit given you by Congress in the annual appropriation bill and what portion from the credit given the Public Printer, and on what principle is such division made?

Answer. No portion is paid from either credit.

Question 2 (*h*). Have you a bindery in your Department? If so, is it under control of the Public Printer? If not under the control of the Public Printer, who has charge and control of it? What is the size of the plant, and what class of work does it do? Could the same work be

done better and more economically in the bindery of the Government Printing Office?

Answer. Yes. It is not under the control of the Public Printer, but of the Third Assistant Postmaster-General. It employs one man, at a compensation of $660 per annum, with a cheap outfit of binders' tools. The work is binding in a rough way, without stiff covers, the requisitions received from postmasters for supplies of stamped paper, and doing some occasional jobs in the way of inexpensive repairs of depart-

mental books. The work could not be done any more economically in the bindery of the Government Printing Office, nor could the requisitions be carried away from the Department in order to be bound without seriously interfering with the work of the office.

Question 3. Could not the annual report emanating from your Department be so edited or supervised as to include the substance of accompanying papers or reports of subordinates, so as to do away with the expense of printing so many parts to the report of the head of the Department? What remedy do you suggest for this growing tendency to voluminous annual reports? This question refers more particularly to the appendices to the reports, or accompanying papers.

Answer. In my opinion the annual report should be carefully edited and supervised, so as to exclude irrelevant and unnecessary matter, but my judgment would be adverse to omitting from the full bound reports the detailed reports of the various bureaus. I do not think that it would answer the purpose to include simply a summary or the substance of the accompanying papers and reports of subordinates. The detailed information contained in these annexed subreports, while of little interest in some cases to the public, is of vast convenience to officers and employés of the service, who have occasion to make constant reference thereto, and who in the absence thereof would be put to no little trouble and sometimes to expense in obtaining similar information from the original books of entry.

Question 4. Is not the number of copies of reports printed, including the accompanying papers, larger than is necessary to meet actual needs? Please give in detail the distribution of the reports of your Department, and make suggestions as to how the number of copies may be reduced, if it can be done consistently with the interests of the public service, stating the least number of the different sorts of reports that can be printed for the use of your Department.

Answer. I do not think the number of copies of the reports of this Department, including the accompanying papers, which have been printed is larger than is necessary to meet substantial needs. As before stated, I am not able to give in detail the distribution of the reports of this Department. The postal service is a vast machine, with the largest civil list under the Government. I think at least its principal officers and agents should have at command the information contained in the various annual reports, but it can not be placed before them if the number of such reports be curtailed. As to the annual reports of this Department, I would suggest that not less than 5,000 copies of the full report, including the reports of subordinates, and not less than 20,000 copies of the pamphlet report of the Postmaster-General, should be printed from year to year. I believe that the benefits to be derived from the circulation of that number of copies would far outweigh the cost of printing the same. Of the subordinate reports about 500 of each should be printed, except that the General Superintendent Railway-Mail Service should have about 7,000.

Question 5. Can you suggest any better method of distributing public documents, either those emanating from your own Department or those published by other Departments, than now exists?

Answer. Under this head I have the honor to make the following suggestion: It is now the practice of the Superintendent of the Senate Document Room to send to the several bureaus, respectively, of the Post-Office Department one copy of every bill, resolution, and other small document printed by order of the Senate. The intention in sending these copies, it is presumed, is mainly to give information to the

Department of pending legislation or other business affecting its interest; but I am informed that there is and always has been so much delay in furnishing them that when received they are in a majority of cases of but little practical value. The furnishing of these publications should, I believe, be continued, but instead of having them sent from the Senate Document Room I think it would be better if they were distributed by the Public Printer at the same time that he makes distribution for the two Houses of Congress. This would enable the several officers of this Department to make prompt examination of them and formulate such recommendations or action concerning them as might be found appropriate. Many of these documents are perhaps of little interest or value to the Post-Office Department, but it must not therefore be contended that they should be furnished with such only as directly or indirectly affect its business, because there would be great difficulty with anybody outside of the postal service in making a proper selection, many things being of momentous interest to it which outwardly would not appear to affect its business. The Department ought to receive, I think, copies of everything printed, not only the bills, resolutions, and small documents, but of the large documents as well, and they would often be of great value if distributed promptly in the manner I suggest.

Question 6. What public documents, bills, resolutions, etc., are required by your Department to facilitate business in the Department, and to whom should they be sent for distribution?

Answer. The first portion of this query has just been answered under No. 5. To the second I would reply that it would be well if they were to be sent to each of the principal officers of this Department, namely: The First Assistant, Second Assistant, Third Assistant, Superintendent of the Money Order System, Superintendent of Foreign Mails, Superintendent of the Dead-Letter Office, Assistant Attorney-General, and Chief Post-Office Inspector.

Question 7. Does the experience of your Department suggest any changes in existing laws relating to the public printing and binding or the distribution of public documents that would be in the line of economy and in the interest of the public service? The Committee would be glad to receive from you any suggestions relating to the public printing and binding, the distribution of public documents, and the printing of blanks, letter heads, and envelopes that would be called for under the most liberal construction of the resolution to which your attention has been called.

Answer. In response to this inquiry I have the honor to state that in 1883, by authority of a special act of Congress, the Postmaster-General was authorized to make four-years' contracts for all the blanks, blank books, and printed matter required in the transaction of the money-order business, the said contracts to be awarded to the lowest bidder. The same act of Congress contained a provision requiring the Public Printer to furnish such money-order books, blanks, and printed matter whenever upon his estimate of cost the expenditure therefor would be less than if the award were made to private bidders. This placed the Public Printer in direct competition with private printing establishments, with the result that since that time very little of this work has been done at the Government Printing Office. During the 3 years from 1881 to 1883, inclusive, the average cost per annum for the money-order books, blanks, and printed matter furnished by the Government Printing Office was $62,406.71. During the 7 years from 1884 to 1890, inclusive, the average cost of such books, blanks,

and printed matter furnished almost wholly by private contractors was $48,764.21, a saving in 7 years of $95,497.50. There has been in reality, however, a much larger saving than this, because the quantity of such blanks, books, and printed matter has largely increased from 1883 to 1890, there being an increase in the number of money order offices of over 58 per cent. and an increase in the number of domestic money orders issued of over 35 per cent. It is probably true, therefore, that the saving would be represented by a sum one-third larger than that mentioned, or a probable total of about $125,000 in 7 years. There is also to be taken into account this circumstance, that in 1884 the postal-note business was begun, and that the number of postal notes issued has increased from 7,000,000 to over 13,000,000, while this system was not in operation at all during the 3 years above mentioned in which the work was obtained from the Public Printer.

The vast difference in the cost between printed matter obtained from private contractors and that furnished by the Government Printing Office is also well illustrated by the proposals which were received by this Department on the 27th of May last for furnishing money-order books, blanks, and printed matter for a further term of 4 years from 1891 to 1895. These proposals were based upon extensive schedules of numerous items in which the quantities were specified and the blanks, books, etc., described. Two private bidders each submitted a proposal upon the full schedule, and the Public Printer submitted an estimate as required by law upon the same schedule. The total bid of one of the private concerns was $45,829.23 per annum; that of the other, $50,472.48, while the aggregate estimate of the Public Printer was $90,968.36. That is to say, the saving to the Department by obtaining these money-order books and blanks from private contractors during the ensuing 4 years instead of obtaining them from the Public Printer will be in the neighborhood of $180,000.

I respectfully submit these facts for the consideration of your Committee, and disclaim any purpose of entering upon a discussion as to the expediency of a policy of obtaining all Governmental printed matter from the central Government Printing Office. I was led especially to present the figures in view of that portion of your inquiry which calls for suggestions in the line of economy. I may add that the contracts for money-order books and blanks have been in the main carried out with the greatest satisfaction to the Department; that they have entailed no inconvenience, and that for the most part supplies have been secured under them with commendable promptitude. This leads me to advert to the considerable delays experienced in obtaining supplies of books and blanks from the Public Printer. I am advised that while articles are often furnished more quickly, it is the standing notice of that office that 60 days' time will be required in which to supply unbound blanks and 90 days in which to furnish bound books. That is to say, that an Executive Department has no right to demand that supplies be furnished in a shorter period, and that if they invariably expect to keep up their stock requisitions should go in 2 and 3 months in advance of prospective needs. It occurs to me that there should not be such long delay, which often might and sometimes does embarrass the transaction of the public business. I may contrast these conditions with those obtaining under the private contracts for money-order books and blanks. I am informed that in case of the latter supplies are usually received with the utmost promptness; that the time from the date of the order to the receipt of the goods is usually within 2 weeks, and seldom exceeds 3 weeks, notwithstanding the circumstance that nearly

all the printing and binding is done outside of the city of Washington. In addition there is a provision in the contracts expressly stipulating that small quantities of blanks or small numbers of bound books which may at any time be needed immediately for the demands of the service shall be delivered by the contractor to the postmaster at the place where his business is located within 24 hours after the receipt of a telegram or other requisition therefor, and in all cases larger quantities shall be shipped by fast freight when the Department so directs.

In conclusion, I beg to make one more suggestion in the interest of economy. Our contracts for official envelopes provide that the envelopes shall be supplied with such printing as the Department may prescribe, and the printing is done at the time the envelopes are manufactured, and forms one step in their manufacture; it therefore costs but a trifle. I believe that the official envelopes supplied to the other Executive Departments are bought in blank and are afterwards printed either at the main Government Printing Office or at one of the branch offices. This involves considerable expense for printing, a large portion of which could be saved if authority were given to each of the Departments to pursue a course with reference to its envelopes similar to that now followed by this Department with regard to envelopes for the postal service. I am informed that what has prevented Departmental envelopes from being printed in the same way is a section of the statutes which seems to make it incumbent on the Executive Departments to have all their printing done at the Government Printing Office.

I desire to add, in this connection, the further suggestion that, if all Government envelopes were procured and printed under the auspices of one Department, for example the Post-Office Department, which must always have a desirable contract arrangement, and is perhaps the largest user of envelopes, it would result in the following advantages: First, a large saving by reason of the lower price obtained for the greater quantities supplied; second, the further saving already pointed out of the cost of extra printing upon such envelopes as are not now printed at the time of manufacture; and third, a minimizing of the risk of counterfeiting the penalty clause, through confining the manufacture to one establishment and one oversight.

Very respectfully, your obedient servant,

JNO. WANAMAKER,
Postmaster-General.

DEPARTMENT OF THE INTERIOR.

DEPARTMENT OF THE INTERIOR,
Washington, July 11, 1891.

SIR: I have the honor, in response to your communication of April 25, 1891, to submit the following statement regarding printing and binding done by or for this Department, adding, in compliance with your request, certain suggestions touching the general subject of the printing and distribution of public documents.

First. The reports, documents, or pamphlets printed for this Department for the fiscal years 1883-'84 to 1889-'90, inclusive, together with the cost of the same, as shown by the records of the printing division of the office, are as follows:

Annual Reports.	Fiscal year 1884.		Fiscal year 1885.		Fiscal year 1886.		Fiscal year 1887.	
	No.	Cost.	No.	Cost.	No.	Cost.	No.	Cost.
Secretary (pamphlet)	4,000	$194.09	4,000	$218.92	6,500	$313.51	6,000	$357.82
Secretary (bound)	750	1,882.80	750	3,229.07	750	2,791.93	750	1,665.42
Commissioner of—								
Patents	1,000	50.29	1,000	15.91	1,000	11.84	300	6.11
Pensions	5,000	162.92	12,000	369.68	35,000	1,189.71	50,000	2,286.01
General Land Office (pamphlet)	1,000	21.20	5,100	173.74	5,000	229.95	5,000	242.70
General Land Office (bound)	2,500	1,018.10	2,500	1,121.14	2,500	917.59	3,000	1,492.74
Indian Affairs (pamphlet)	1,000	40.86	800	26.97	750	24.35	3,250	276.21
Indian Affairs (bound)	3,000	2,292.16	3,000	1,980.93	3,000	1,314.67	3,000	1,245.62
Education	(a)		(a)		(a)		1,000	27.08
Railroads (pamphlet)	1,000	70.44	3,500	225.58	2,000	76.61	2,000	56.49
Railroads (bound)	3,000	778.31	(a)		(a)		(a)	
Labor (pamphlet)			2,000	20.04	(a)		(a)	
Labor (bound)			700	485.23	5,000	6,165.26	15,000	9,183.09
Superintendent of Census	1,500	9.46	(a)		(a)		(a)	
Civil Service Commission	(b)		(b)		(b)		10,000	7,656.11
Surgeon in charge Freedmen's Hospital	500	11.98	500	9.45	500	8.25	500	7.10
Government Hospital for the Insane	1,500	57.09	1,500	49.77	1,500	47.28	1,500	47.31
Institution for Deaf and Dumb	1,200	24.85	1,200	18.66	1,200	16.74	1,200	22.52
Architect for U. S. Capitol	500	11.98	500	8.95	500	8.47	500	11.84
Architect for new Pension Building	500	9.45	500	8.96	500	15.46	500	8.66
Architect for Patent Office	500	5.37	500	9.25	(c)		(c)	
Government Directors of Union Pacific Railroad	2,000	41.71	1,000	19.78	1,000	21.90	(b)	
Superintendent of Indian Schools	2,000	38.82	2,000	229.18	2,000	124.56	2,500	208.75
Board of Indian Commissioners	(a)		1,200	87.26	1,200	174.50	1,200	193.45
Superintendent of Hot Springs Reservation, Arkansas	500	9.22	500	25.07	500	7.45	500	8.36
Superintendent of National Yellowstone Park	(a)		500	8.53	500	8.92	500	13.57
Utah Commission	1,000	16.15	1,000	20.54	1,000	15.09	1,000	30.39
Congressional Library Committee							500	9.08
Assistant Secretary, relative to Pension Appeals								
Hospital for Foundlings							(d)	
Governor of—								
Alaska	2,000	35.39	2,000	33.95	2,000	125.16	3,000	100.56
Arizona	2,000	30.84	2,000	34.02	3,500	45.50	3,000	45.99
Dakota	2,000	31.92	2,000	58.24	2,000	30.46	3,000	97.01
Idaho	2,000	33.18	2,000	35.45	2,000	30.14	4,000	119.49
Montana	2,000	31.18	2,000	27.20	2,000	25.72	2,000	40.70
New Mexico	2,000	30.88	2,000	27.69	2,000	25.84	3,000	63.92
Utah	(a)		2,000	39.27	2,000	28.63	3,000	71.02
Washington	3,000	410.36	2,000	244.04	2,000	61.57	6,000	250.88
Wyoming	(a)		2,000	225.34	2,000	56.17	3,000	94.42

a None ordered.
b Ordered as Congressional Executive Document.
c Office abolished.
d Printed as part of the Secretary's Report only.

Annual Reports, Department of the Interior—Continued.

Annual Reports.	Fiscal year 1888.		Fiscal year 1889.		Fiscal year 1890.	
	No.	Cost.	No.	Cost.	No.	Cost.
Secretary (pamphlet)	6,000	$332.72	6,000	$627.11	6,100	$682.42
Secretary (bound)	750	2,436.60	750	1,145.59	750	(a)
Commissioner of—						
Patents	(b)		500	13.57	200	7.24
Pensions	45,000	3,372.64	8,500	273.68	10,500	(a)
General Land Office (pamphlet)	8,000	399.38	2,500	122.56	2,500	103.71
General Land Office (bound)	2,500	999.37	2,500	931.63	2,500	1,008.89
Indian Affairs (pamphlet)	1,000	49.73	1,000	47.72	2,200	169.80
Indian Affairs (bound)	3,000	1,413.58	3,000	1,515.05	3,000	(a)
Education	(b)		1,000	38.34	1,000	(a)
Railroads (pamphlet)	2,000	73.33	3,000	266.32	2,000	93.35
Railroads (bound)	(b)		(b)		(b)	
Labor (pamphlet)	(c)		(c)		(c)	
Labor (bound)	(c)		(c)		(c)	
Superintendent of Census	(b)		1,000	18.34	5,000	142.78
Civil Service Commission	(d)		2,500	273.02	500	11.58
Surgeon in charge Freedmen's Hospital	500	9.55	500	11.34	500	9.35
Government Hospital for the Insane	1,500	67.68	1,500	76.62	1,500	130.68
Institution for Deaf and Dumb	1,200	21.69	1,250	68.24	1,700	33.03
Architect for U. S. Capitol	500	8.71	500	17.10	500	8.19
Architect for new Pension Building	(e)		(e)		(e)	
Architect for Patent Office	(f)		(f)		(f)	
Government Directors of Union Pacific Railroad	1,000	13.48	1,000	13.97	1,000	13.88
Superintendent of Indian Schools	2,000	33.97			500	12.14
Board of Indian Commissioners	1,200	285.64	1,200	491.24	1,200	351.06
Superintendent of Hot Springs Reservation, Arkansas	500	8.49	500	18.65	500	12.62
Superintendent of National Yellowstone Park	500	13.49	500	15.85	500	12.00
Utah Commission	1,000	23.54	1,000	30.24	1,000	26.33
Congressional Library Committee	(g)		(g)		(g)	
Assistant Secretary, relative to Pension Appeals					200	36.27
Hospital for Foundlings					300	6.65
Governor of—						
Alaska	3,000	267.34	3,000	59.90	3,000	57.60
Arizona	3,000	48.62	3,000	56.19	3,000	63.54
Dakota	2,500	77.74	2,500	82.36	(h)	
Idaho	6,500	191.88	6,500	96.74	3,000	151.93
Montana	3,000	40.64	3,000	39.00	(h)	
New Mexico	2,000	41.19	4,000	88.65	4,000	106.81
Utah	3,000	54.28	3,000	59.82	3,000	58.34
Washington	3,000	96.07	3,000	113.48	(h)	
Wyoming	2,500	50.62	12,000	790.18	4,000	69.75

a Bills not received from Government Printing Office.
b None ordered.
c Made a Department.
d Ordered as Congressional Executive Document.
e Building completed and office abolished.
f Office abolished.
g Transferred to the War Department.
h Admitted as States.

These have all been printed at the main Government Printing Office, and distribution of the same has been made as hereinafter stated.

In reply to your second question I have to say that there is a branch printing office located in this Department. There are four presses now in the branch office, as follows:

1 Scott cylinder, 26 by 34 inches;
1 Potter cylinder, 25 by 35 inches;
1 Peerless, 13 by 16 inches;
1 Gordon, 8 by 12 inches;

and twenty-four persons employed in the printing office and bindery, as shown by the attached slip.

The branch office is in charge of a foreman, who receives instructions from the Public Printer, the chief of the division of stationery and printing of this Department having immediate charge.

All requisitions for printing and binding are sent by the bureau chiefs directly to the stationery and printing division. They are there scrutinized and initialed, and if found necessary and in proper form, forwarded to the chief clerk of the Department for his approval, after which the requisitions are returned to the stationery and printing division and a copy thereof made for the Public Printer, which is signed by the chief clerk by order of the Secretary.

The Department has furnished the two cylinder presses now in use and a ruling machine, with attachments, also small quantities of other material, and in cases where some particular line of paper is required which the Department has in stock it has been supplied, but this practice has been very small, and all other material required, such as type, ruled paper, binders' supplies, etc., is furnished by the Public Printer upon request from the foreman of the office.

The maintenance of a branch office in this Department is absolutely indispensable. In printing the headings upon the drawings of patents, were it not for the branch office each sheet would have to go to and from the Government Printing Office, risking loss and necessitating great delay. In printing small circulars, blanks, etc., especially for the use of the Secretary's office, and in the execution of all hurried work, more time is often saved than it takes to execute the work. Also may be cited the printing of the civil-service examination questions. In so large a force as is employed in the main office it is practicably impossible to print these questions with the secrecy and accuracy which is so essential to the proper conduct of the service, while in our branch office force the employés are trained in this class of work, selected on account of their honesty and reliability, and but one charge has been made that questions have been given out through the branch printing office or the stationery and printing division, which charge was disproved entirely. Many other cases could be cited where the services of a branch office are necessary and economical if required, but I deem these sufficient for the purpose of the inquiry of the committee. In my opinion the branch printing office should be enlarged to such an extent as would enable it to perform all the blank and circular work, leaving only annual reports, bulletins, decisions, and large publications for the Government Printing Office. It has been proved beyond a doubt that the cost of printing in our branch office is materially less than at the Public Printing Office.

All the pay-roll of the branch office is paid by the Public Printer, who in turn charges the appropriation made by Congress for this Department the fixed rates for all work performed by him upon requisitions.

There is a bindery connected with the branch printing office, which is principally engaged in rebinding books which can not be spared from the Department on account of being in constant use. It is conducted by the Public Printer under the same condition as the printing office. There are four employés in the bindery, under the immediate supervision of the foreman of the branch printing office, and the work performed is first class. The same work could not be done better and more economically at the Government Printing Office.

In reply to questions third and fourth I submit herewith extracts from communications from the heads of several of the offices of the Department, the publications of which comprise by far the largest portion of its reports, as follows:

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The Commissioner of Patents states that the reports and publications of the Patent Office comprise—

Report to the Secretary of the Interior covering the fiscal year, 300 copies.

Report to Congress covering each calendar year, from 500 to 1,200 copies, without list of inventors, inventions, etc., and 7,000 copies with list of inventors, inventions, etc.

Specifications of patents, 150 copies. Over 26,000 patents were granted during the year 1892. Specifications printed and bound monthly, with drawings pertaining thereto, 200 additional copies.

Official Gazette, an edition of 7,000 copies, of which 500 copies are bound.

Rules of Practice, about 10,000 copies; Patent Laws, about 2,000; Trade Mark Laws and Rules, about 1,000 copies.

The fiscal year report to the Secretary is a small octavo pamphlet, usually from 5 to 8 pages, and is distributed gratuitously. *The report to Congress* is made pursuant to section 494, Revised Statutes, pamphlet form, octavo size, containing from 12 to 36 pages, and is distributed gratuitously. There is considerable demand for this pamphlet. The edition of 7,000 copies includes the alphabetical list of patentees, their places of residence, and the subject of inventions; each volume contains nearly 500 pages, and is printed by order of Congress. While in type this office orders a number equal to the edition of the Official Gazette (7,000) as an annual index to this

publication. Each subscriber to the Gazette for the entire calendar year receives a copy without charge, a practice established in 1872, when the Gazette was first published. Copies are sold for $1 per volume in paper covers, or $2 bound in sheep. This is a necessary publication, as it is the only annual compilation of the names of patentees and inventions issued.

Specifications and drawings of patents are sold for 10 cents per copy, pursuant to section 493, Revised Statutes. Copies to the coördinate branches of the Government and to the patent offices of foreign countries, in exchange for their patents, are distributed gratuitously. The 200 additional copies are printed pursuant to sections 490 and 491, Revised Statutes, and are disposed of as therein provided. The prices fixed for the sale of these volumes to the public are $10 and $12 per volume, according to the binding.

The Official Gazette is published pursuant to the act of May 18, 1872 (17 Stats., 131), under the provisions of which act 3,590 copies are supplied to public libraries throughout the country, under designation of members of Congress, and 2,430 copies are furnished to subscribers, at $5 per annum. Single copies are sold at 10 cents each. Most of the work on this publication is done by photolithography, under special appropriation for the purpose.

The Rules of Practice, Patent Laws, and Trade-mark Laws and Rules are published under section 489, Revised Statutes, and are distributed gratuitously.

The only reduction which could be made is in the case of printed specifications of patents, and it is contemplated to print 100 copies each of these specifications during the next fiscal year instead of 150 copies as formerly. As to the other documents the demands fully exhaust the supply.

There would seem to be no opportunity for reducing the bulk of the annual report, the extent of which is determined by the number of patents granted annually.

The Commissioner of the General Land Office reports that—

This office has no publications except the annual report to the Secretary of the Interior, and the letter to the Secretary which usually precedes and gives a synopsis of the contents of the annual report, and which is usually printed and published separately from the report proper, and in advance thereof. The number of copies of each printed depends upon what may be ordered in the particular case, but may be stated as 2,500 each, or 5,000 of both, annually. The circulars of instructions to the district land offices, issued from time to time, may perhaps be included under the head of publications. Of these, what is known as the general circular, which it has been the practice to issue, is printed to such amount as may be judged proper at the time.

The last general circular issued was that of January 1, 1889. This was printed to the number of 25,000 copies, all of which have been exhausted.

There are a number of other principal circulars, which may be named as follows, with the number of copies indicated after each, as embraced in the last edition thereof, viz:

Mineral circular	2,500	Scrip circular	500
Coal land circular	1,000	Instructions to special agents	500
Townsite circular	2,000	Rules of practice	2,500
Warrant circular	1,000	Timber and stone circular	500
Railroad circular	500		

In addition, circulars have been issued during the last calendar year on miscellaneous subjects as indicated below, viz:

Jan. 3, 1890	500	July 18, 1890	250
Jan. 27, 1890	300	July 21, 1890	1,500
Feb. 19, 1890	250	July 28, 1890	500
Feb. 20, 1890	500	Aug. 8, 1890	500
Mar. 25, 1890	5,000	Aug. 9, 1890	5,000
Mar. 27, 1890	500	Sept. 5, 1890	5,000
Apr. 10, 1890	3,000	Oct. 16, 1890	300
Apr. 30, 1890	250	Oct. 21, 1890	500
May 14, 1890	500	Oct. 27, 1890	1,000
June 10, 1890	500	Nov. 1, 1890	1,000
June 19, 1890	1,000	Nov. 7, 1890	1,000
July 10, 1890	250		

I would state that the reports and circulars of this office are distributed to the district land officers and to citizens interested in the disposal of the public lands, according to the laws of Congress, for imparting to them necessary information on the subject, and not under the provisions of any laws expressly providing therefor.

The method of communicating information by means of reports and circulars, as now practiced, relieves this office of a mass of correspondence which it would scarcely be practicable to accomplish by means of individual letters prepared to meet the individual calls for information of a nature properly to be given. I do not think that any number considerably smaller would suffice for the use of this office and the actual needs of the public.

While I am not prepared to state, speaking generally, that the matters that are usually included in the appendices to the annual reports are not of advantage to the public interest, I am of opinion that the bulk thereof might be reduced somewhat without serious detriment to the public interest. There is, however, no inflexible rule as to what matter should be included in the annual report, and in preparing it the purpose should be to exclude anything which may be omitted without detriment to the public interest.

The Director of the Geological Survey says in regard to the reports of his office:

The Annual Reports of the Survey are issued in four editions. The first comprises the "usual number" ordered by Congress, which was fixed at 1,900 for several years, but has now been decreased to 1,734, I am informed; the second is a Congressional edition of 3,000 copies to accompany the annual reports of the Executive Departments, for which there is a special statute, 1,000 of which are for the use of the Senate and 2,000 for the use of the House of Representatives: the third is an edition of 750, ordered by the Secretary to accompany and form a part of his report; and the fourth is an edition of variable number, published under joint or concurrent resolution of Congress, of which a part are designed for the use of the Senate, a part for the use of the House of Representatives, and a part for distribution by the Geological Survey. Of the first two annuals published under my directorship, the number of this last edition was 11,000; of the last six, 15,500.

Of each monograph and bulletin, there are published at present 4,734 copies. This number is made up of 3,000, provided for in the law creating the Geological Survey, plus the "usual number," 1,734.

Of each report on mineral resources, there have been published 7,734 copies. This number is made up of 3,000 provided for in the law creating the survey, 3,000 additional ordered by the Secretary, and the "usual number" of 1,734.

It should be added that in the cases of three of the Bulletins, Nos. 5, 32, and 50, which are on subjects believed to be of wide interest, 500 additional copies of each have been printed for distribution by order of the Secretary.

Most of the annual reports are distributed by members of Congress. A few are distributed by the Department. For several years past the number distributed by the Survey, under authority of special resolutions, has been 5,000. Of the monographs, bulletins, and Mineral Resources, the "usual number" edition (1,734) is distributed largely by members of Congress. The 3,000 edition must be held for sale and exchange, under the statute approved March 3, 1879, which provides that "three thousand copies of each shall be published for scientific exchanges and for sale at the price of publication; and all literature and cartographic materials received in exchange shall be the property of the United States and form a part of the library of the organization: and the money resulting from the sale of such publications shall be covered into the Treasury of the United States."

The number of copies published cannot be reduced with deference to the demand and with advantage to the people who are interested in the subjects. These reports

become with the lapse of time more and more valuable, so that institutions wanting the back numbers can not get them, and the time has come when the earlier reports are worth from $10 to $20 apiece. They are gathered up from the old-book stores and elsewhere and carried abroad. The books published by the Survey are used in the schools of the country and are often designated as text books. There is a large body of people in the country who read the reports of the survey and who use them in the practical industries of the country, and the wants that thus arise can not be supplied with a smaller number than is now published. The regular Survey edition of the Mineral Resources falls so far short of supplying the demand that, as stated above, the Secretary has regularly ordered an extra edition of 3,000 from which to answer requests for that work.

Nor could the number of the Survey's publications be reduced with economy to the Survey. A smaller number of these documents would necessitate a larger expense for the library, which is now steadily receiving the best part of the current geologic literature of the world as an exchange for these documents; and if this literature were not thus obtained by exchange it would have to be purchased. The possession of the Survey edition of its publications, with power to place them where they secure the best return, has been the largest factor in producing the excellent working library the Geological Survey has to-day.

In my judgment it would not be wise to reduce materially the size of the annuals. The urgent and widespread demand for these volumes evinces the value set upon them, and each year the problem recurs of making a selection for the volume among more papers than it will accommodate.

Regarding the reports of the Indian Office, the Commissioner says:

The edition of the annual report of this bureau is about 1,000 pamphlet copies of the report proper and 3,000 bound volumes, which includes agents' reports and statistical tables, etc.

The other publications of the office are only pamphlets and circulars issued occasionally as the needs of the service require.

The annual reports of this office are distributed by this office and also by the Superintendent of Documents of the Interior Department, under no special provision of law, so far as the office is informed. Such pamphlets and circulars as are published from time to time are distributed by this office to its employés, and to others as they may be called for.

The quantity of each edition of the circulars and pamphlets varies according to their permanence and the use to which they are to be put, the number of copies being made sufficient to supply the various Indian agencies, schools, and other needs of the service. As there is no established regularity for such publications the quantity of each publication can be regulated at the time the printing is ordered.

I do not deem it wise to recommend that the edition of the annual report be reduced in number. The quantity of this annual publication has not been increased for many years, while the general interest in Indian matters and the demand for the report is

constantly increasing. This demand would indicate a growing desire on the part of the people at large for specific information in regard to the various tribes and reservations which can be found in detail only by reference to the agency reports and statistics published by this office in its annual report.

The size and cost of the annual report can be materially reduced, and, in my opinion, without any disadvantage to the service or the public at large—

First. By omitting the list of names, positions, and salaries of school employés. In the report for 1890 this table covers pages 339 to 368.

Publication of this list in the annual report is required by an item in the Indian appropriation act, dated March 2, 1887, which reads as follows:

"That the Secretary of the Interior shall report annually on or before the first Monday of December of each year in what manner and for what purpose the general education fund for the preceding fiscal year has been expended; and said report shall embrace * * * names of every teacher employed and compensation allowed." (24 Stats., 465.)

Inasmuch as the biennial "blue book" contains the names, salaries, etc., of all employés in the Indian service, it seems hardly necessary, or to serve any useful purpose, to publish annually a list of the school employés with the annual report of the Indian Office.

Second. By dispensing with the preparation and publishing of the lists of bids received for goods to be furnished the Indian service. The publication of these lists is required by a clause in the Indian appropriation act of August 15, 1876, which reads as follows:

"That in all lettings of contracts in connection with the Indian service the proposals or bids received shall be filed and preserved; and in the annual report of the Commissioner of Indian Affairs there shall be embodied a detailed and tabular statement of all bids and proposals received for any services, supplies, or annuity goods

for the Indian service, together with a detailed statement of all awards of contracts made for any such services, supplies, and annuity goods for which said bids or proposals were received; and an abstract of all bids or proposals received for the supplies or services embraced in any contract shall be attached to and filed with the said contract when the same is filed in the office of the Second Comptroller of the Treasury." (19 Stats., 199.)

The tables of bids received during the fiscal year ending June 30, 1890, covered 264 pages, and their preparation required the services of two clerks nearly 3 months and the cost of printing them amounted to no inconsiderable sum.

With the exception of beef and transportation contracts are awarded for most of the supplies purchased after an expert examination of samples submitted by the respective bidders. Therefore no one can judge, by the figures published in the list of bids received, as to the justice or injustice of the awards made. The lowest price offered may be for an article too inferior to be accepted. It is necessarily the policy of the office to purchase such articles as are needed by the service at moderate rates, in other words, to take the best goods offered for the least money, which is determined by comparison of the samples submitted. Of all these considerations which enter into the awards the published figures can give little or no indication, except as to very few articles. In the case of beef and transportation awards are always awarded to the lowest bidders except where they contain such unfavorable conditions as to prevent their acceptance.

It is suggested that all information that would be useful or advantageous to subsequent bidders or others could be found in a list giving the names of the bidders to whom contracts are awarded and the prices at which they are to furnish the articles contracted for. This would make a statistical table of only a few pages.

Under the law an abstract of all the bids received with the original bids, as well as copies of all contracts entered into, must be filed in the returns office, Department of the Interior, and if information in regard to them is needed it can be obtained there. The law requiring filing of such papers is found in section 3744 of the Revised Statutes, which is as follows:

"It shall be the duty of the Secretary of War, of the Secretary of the Navy, and of the Secretary of the Interior to cause and require every contract made by them severally on behalf of the Government, or by their officers under them appointed to make such contracts, to be reduced to writing and signed by the contracting parties with their names at the end thereof, a copy of which shall be filed with the officer making and signing the contract in the returns office of the Department of the Interior as soon after the contract is made as possible, and within 30 days, together with all bids, offers, and proposals to him made by persons to obtain the same, and with a copy of any advertisement he may have published inviting bids, offers, or proposals for the same. All the copies and papers in relation to each contract shall be attached together by a ribbon and seal, and marked by numbers in regular order, according to the number of papers composing the whole return."

Of the publications of the office of the Commissioner of Railroads the Commissioner reports that—

Three thousand copies of the annual report of this office were printed for the year ending June 30, 1889, and 2,000 copies for the year ending June 30, 1890.

These documents are distributed to the heads of the several Executive Departments and chiefs of bureaus; to Senators and members of Congress; to the principal officials of the several railway companies coming under the jurisdiction of this office, and about 500 copies are distributed by the superintendent of public documents to the various libraries of the country. There is no special provision of law relating to the distribution of documents emanating from this office.

The original edition of the report for the year ending June 30, 1890, was reduced to 1,500 copies, but this number was found inadequate and an extra edition of 500 copies had to be printed in order to supply the demand. A smaller number of copies would not therefore suffice for the use of this office.

The annual report of this office embraces statistics pertaining to the condition and affairs of the several bond subsidized and land-grant railways, as required by the act of June 19, 1878. The appendices embrace the report of the railroad engineer as to the physical characteristics and condition of these railways based upon personal inspection, and a compilation of the laws relating to these roads. The report can not be reduced in bulk without detriment to the public service.

Regarding the reports of his office the Commissioner of Education says:

For the last few years the concurrent resolution of the Congress has authorized the publication of 6,000 copies of the annual report for the use of the Senate, 12,000 for the use of the House, and 20,000 for distribution by the Commissioner of Educa-

tion. But Senators and members, realizing the need of a larger number of copies to supply the demands upon them, in September last increased the order for the forthcoming report to 8,000 copies for the Senate and 16,000 for the House.

The usual edition of a circular of information is 20,000 and of a bulletin from 5,000 to 20,000. The circulars vary in extent from 50 to 200 pages; the bulletins are much smaller. For the year 1888 seven were published, in 1889 three, and in 1890 three (circulars).

There is no law prescribing how the publications of this Bureau shall be distributed beyond the general provision of section 516 of the Revised Statutes, that the Bureau shall "diffuse such information respecting the organization and management of schools and school systems, and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country."

In my opinion a smaller number of copies of these documents would not suffice for the use of this office and for the needs of the public. On this point I beg leave to submit a copy of a statement furnished to Senator Maqderson more than a year ago, as follows:

"Recurring to the subject of our recent conversation, I beg leave to state that 20,000 copies of the 'Annual Report of the Commissioner of Education' is the smallest number that will at all meet the legitimate demands upon this Bureau.

"As you may be aware, the material from which the report is made up is furnished voluntarily in manuscript returns and printed documents by the superintendents, principals, presidents, and other officials of school systems, schools, colleges, libraries, etc., editors of educational journals, and other publications throughout the United States and foreign countries, and the only return which this office can make for their labor and trouble is a copy of the report and an occasional circular. Correspondents of this class from whom information is received number over 9,500; they are persons actively engaged in educational work and ought to be supplied first of all.

"Secondly, the working library of the Bureau is composed of official reports, documents, and educational works, and papers which are largely obtained through exchange. This disposes of several *thousand volumes* of the report each year.

"Again, this being a Bureau of international exchange, to which the Department of State, members of Congress, and others refer all applications from foreigners for information respecting our educational status and progress, and to which a large number of such applications come direct, in person and by letter, particular attention must be paid to *foreign correspondence* and *exchange*.

"Lastly, the Bureau has in manuscript the names of 10,000 teachers, professors, writers, clergymen, lawyers, physicians, merchants, and others, not embraced in the other classes, who are prominent in their communities and interested in educational progress, to whom it is very desirable that documents should be sent, and to whom they have been sent hitherto as far as the supply would permit.

"The Bureau could easily distribute 25,000 copies to good advantage, and that is but a small number when it is considered that nearly 300,000 teachers are employed in the schools of the United States.

"It is doubtful whether the bulk of the annual report can be materially reduced, but every effort is being made to increase the variety and improve the quality of the matter admitted into the volume."

From the statements made by these officers it appears that while some of the matter usually incorporated in the annual reports of two of the bureaus might be omitted without detriment to the public service, it is for the most part their judgment that little, if any, unnecessary or irrelevant matter is now presented in said publications, and that it would be unwise to attempt to reduce the bulk of their annual reports. The special attention of the subordinate officers of this Department will be called to this matter with reference to their next annual reports, and whatever can be wisely done towards reducing the size of their reports will be attempted. I do not think, however, that such reduction as can be made will result in any very material saving in the expense of printing. I do not know that any efficient

remedy can be applied to check the growing tendency to voluminous annual reports. It is, however, to be remembered that the increase in the volume of many of these reports is occasioned by the increase of the business of the several offices from which they emanate.

It will be observed from the statements above made that the number of copies of the annual reports of the several bureaus of the De-

partment is not greater than is judged necessary by the several heads of said bureaus for the actual needs of the Department and of the public at large.

Two series of legal decisions are prepared and published by this office—the one, Decisions of the Department of the Interior relating to Public Lands; the other, Decisions of the Department of the Interior relating to Pension Claims. Of each of these series 500 copies are published for the official use of this Department, and of officers of the other Departments of the Government, the expense of which is borne by the appropriation made for printing for the Department. Provision is made by joint resolution of Congress for the printing of 1,000 copies of each volume for sale at cost price. Of the first series, 12 volumes have been issued; of the second, 4 volumes.

Of the Official Register, published biennially, 2,500 copies are delivered to this Department, of which 250 copies are for its own official use. The remaining copies are distributed to the other Executive Departments of the Government, to Congress, to public libraries designated by Senators and Representatives, and to other libraries which fail to receive them through such designation.

The reports of the Pension Office comprise chiefly the annual report of the Commissioner of Pensions and the Compilation of Pension Laws, both issued in pamphlet form and in such numbers only as are required for official use and to meet the large demands made upon the Pension Office for the same by the public at large.

The reports of the Census Office comprise the annual report of the Superintendent, in pamphlet form, which is printed chiefly for distribution, by the Superintendent to Congress and to meet public demand; also, the preliminary reports of the Eleventh Census in the form of bulletins of which only a sufficient number of each is published to meet the demands of the press and the public for immediate information on the several subjects treated in these bulletins. The compendium and final reports of the Eleventh Census will be issued only in such numbers as are provided for by act of Congress. None of these have yet been published.

There is also published annually the report of each of the Territorial governors, and of such institutions located in Washington as are by law put under the supervision of this Department; also reports of the Government Directors of the Union Pacific Railroad, the Utah Commission, the Board of Indian Commissioners, the Maritime Canal Company of Nicaragua, the Superintendent of the Hot Springs of Arkansas, and the Superintendent of the United States National Park. Of each of these an edition of from 500 to 3,000 is published for distribution by the Department or by the officer or institution making the report These are distributed to Congress, to officers of the Government, to the press, and to the public at large, so far as requests for the same are received. These reports are issued almost exclusively in unbound form, and the expense of publishing the same is small.

In addition to the above-named reports of the subordinate bureaus, offices, etc., of the Department, published chiefly for distribution by the bureaus and offices themselves, this office has been accustomed to issue annually 750 copies of these combined reports in bound volumes, which constitute what is known as the annual report of the Secretary of the Interior and accompanying documents. The larger portion of this series is published for distribution to the public, university, college, and school libraries of the country. Others are distributed to officers of the Government, while the remainder are held to meet requests for

constituents on the part of members of Congress, and also requests made by citizens at large directly to the Secretary. In order to avoid duplication to libraries these volumes have been held until it was supposed that the corresponding volumes published for the use of Congress, had been distributed from the Capitol, when they are sent to such libraries as notify the Department that they have not been supplied from any other source. It is probable that with reference to this series there can be, without any detriment to the public service or to any public interest, a reduction in the number printed, which reduction will be made in future issues.

In regard to this whole matter it will be my effort to make such reductions, and to practice such economy in the printing of departmental reports as a just regard for the interests of the Department and for the public will permit.

I can readily see how a very large saving of expense could be accomplished in the matter of printing of reports of this and other Executive Departments of the Government if there could be some provision of law enacted by which the distribution of these reports, both for official use and to the public at large, could be centralized, and the system of distribution unified and simplified, so that the editions issued by the Departments and the editions of the same documents issued for the use of Congress and now distributed from the folding rooms at the Capitol would be distributed by one agency, and therefore the combined editions be made available without the danger of constant duplication. Undoubtedly, under the present system, the bureaus and offices of this Department are sending to the press and to individuals copies of their reports, while to the same parties these reports are being constantly sent from the folding rooms of the Senate and House of Representatives. The officers of the Department, however, have no definite and particular information on this subject, and they are therefore indisposed to cease the distribution of their publications when they are not certain that the parties to whom they are sent will positively receive them from other sources. If the edition of the annual reports of the several Executive Departments, published under provision of law for the use of Congress, could be sent to the respective departments to be distributed upon the order of members of Congress, instead of being distributed as now from the Capitol, this would in large measure accomplish the same result, only it would still continue the vicious system of distributing the publications of the Government by a large number of agencies, when, in my opinion, by far the largest good could be accomplished by consolidating the whole business in one office.

In regard to the whole subject of the printing and distribution of public documents, and in further answer to questions 5 and 7, I beg leave to refer the committee to the statement made to it, already published, by Mr. Ames, the superintendent of documents of this Department, which in the main is approved as expressing the best judgment of this office on the several points treated in said statement. I would, however, in particular emphasize the importance, in order to the largest saving of expense in the transaction of this business, and to the largest convenience of the Executive Departments of the Government, of members of Congress and of the public at large, of the establishment of a Bureau of Documents, located in the immediate neighborhood of the Printing Office, from which all the publications of the Government should be distributed.

In reply to the sixth question of the committee I would say, that at least 7 sets of documents, bills, resolutions, etc., are required for the

use of the Department. These should be sent to the chief clerk for distribution among its several bureaus and officers, and should be forwarded immediately upon publication directly from the Printing Office to the Department, and not supplied from time to time, as has hereto-

fore been the case, from some office at the Capitol. In view of the heterogeneous character of the business of the Department, it is impossible to specify the exact documents, bills, etc., that may be absolutely required, so that it is deemed altogether wisest that provision should be made for sending the above-named number of each and every document, bill, etc., printed.

In regard to the matter of the printing of blanks, letter-heads, and envelopes, referred to in question 7, I have no suggestions to make. So far as those required for the use of this Department are concerned, it is probable that no diminution in the cost of this work could be effected except through some radical change in the whole system of conducting printing for the Government.

I have the honor to be, very respectfully,

GEO. CHANDLER,
Acting Secretary.

HON. CHARLES F. MANDERSON,
Chairman, etc., United States Senate.

CENSUS OFFICE.

DEPARTMENT OF THE INTERIOR,
CENSUS OFFICE,
Washington, July 1, 1891.

SIR: Referring to the circular of June 20, calling attention to the concurrent resolution regarding printing and binding for the Executive Departments executed at the Government Printing Office and at the branch printing offices and binderies in the various departments, I have the honor to state that the questions in said circular, with the exception of question 2, do not apply to this office. In reply to question 2 the following is respectfully submitted:

2. Have you a branch or independent printing office in your department?

There is an independent printing office in this bureau.

(*a*) How many and what kind of presses are in use in the branch office? How many people are employed in the branch office, and how are they paid?

Three cylinder and 5 job presses are in use. There are 63 people employed, who are paid by the day.

(*b*) Who has charge of the branch office? That is, is it under the Public Printer?

It is under charge of the Superintendent of the Census.

(*c*) Who has immediate charge of the printing done for the department in the branch office? That is, to whom does the foreman in charge of the office look for his final orders to do printing for the department?

The Superintendent of the Census.

(*d*) Do all orders for printing pass through the hands of one responsible head, or do bureau chiefs and others give orders direct? What is the process?

The printing is done under the direction of the Superintendent of the Census.

(*e*) Who furnishes machinery and material for the branch office?

The machinery and material for this office are furnished under the direction of the Superintendent of the Census.

(*f*) Is the maintenance of a branch office in your department in the interest of economy and convenience? Please make a full statement under this head.

The printing office connected with the Census Office has proved most decidedly to be in the "interest of economy and convenience." The reason is, that the employés thoroughly understand that good, faithful work means retention in the service, and possibly an increase in salary.

The convenience can not be measured by dollars and cents. By its establishment, under control of the Superintendent, the work of the Eleventh Census is far in advance of previous censuses. This is explained by the fact that the blanks needed by the different divisions were printed and ruled without delay, which necessarily allowed the work of tabulation to proceed uninterruptedly. In an office like that under the Public Printer each Department is necessarily forced to await its turn, which causes unavoidable delay. On many occasions the office was called upon to perform, on short notice, work that could not possibly have been done in the same time by any office not under immediate control of the Superintendent of the Census.

The following is a statement of the number of copies printed, the cost of the same, and the saving in money to the Census Office since its establishment:

Number of copies printed, about	32,000,000
Actual cost to Census Office, about	$51,000
Elsewhere this work would have cost, about	71,000
Saving to Census Office, about	$20,000, or about 28 per cent.

(*g*) What portion of the expenditure in your branch printing office is paid from the credit given you by Congress in the annual appropriation bill and what portion from the credit given the Public Printer, and on what principle is such division made?

The entire expense of conducting the office is paid from the appropriation for printing, engraving, and binding of the Eleventh Census.

(*h*) Have you a bindery in your Department? If so, is it under control of the Public Printer? If not under the control of the Public Printer, who has charge and control of it? What is the size of the plant, and what class of work does it do? Could the same work be done better and more economically in the bindery of the Government Printing Office?

There is a small bindery in this office. It is also under control of the Superintendent of the Census. It consists of two ruling machines and a small plant for binding blank books, stitching bulletins, etc. The work in the bindery is principally that of ruling tabulation sheets for compiling the results of the Eleventh Census. This office has printed and ruled all the tabulation sheets necessary for this work since last July. The work could not be done as well or as economically in any other office of which I have knowledge.

The above answers are to the inquiries in the circular which seem to me to be applicable to the printing and binding done in this office.

Very respectfully,

ROBERT P. PORTER,
Superintendent of the Census.

Hon. CHAS. F. MANDERSON,
United States Senate.

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DEPARTMENT OF JUSTICE.

DEPARTMENT OF JUSTICE,
Washington, D. C., October 3, 1891.

Hon. CHARLES F. MANDERSON,
Chairman of the Committee on Public Printing.

SIR: In reply to your request under the concurrent resolution of the Fifty-first Congress for information for the use of your Committee in relation to printing of reports, documents, or other matter for the Department of Justice, I submit the following statement, replying to the questions put in your letter of request by the numbers given them therein.

1. Reports, documents, or pamphlets, printed for the Department:

There were printed for the Department during the period covered by the Forty-eighth to Fifty-first Congress, inclusive, the following:

Annual Report: During period covered by Forty-eighth Congress, 1884, 1,600 copies; 1885, 1,600 copies; Forty-ninth Congress, 1886, 1,700 copies; 1887, 1,700 copies; Fiftieth Congress, 1888, 2,000 copies; 1889,

1,800 copies; Fifty-first Congress, 1890, 2,000 copies. The report for 1891 is not yet printed.

Register of Department: During period covered by Forty-eighth Congress, 1884, 1,500 copies; Fifty first Congress, 1890, 2,000 copies.

There have also been printed during this time 1,000 copies of the Digest of Opinions of the Attorneys-General, authorized by act of June 23, 1880, and 1,000 copies of each of volumes 17, 18, and 19 of the Opinions of the Attorney-General, authorized by acts of March 3, 1885, and March 2, 1889.

In addition, the briefs used in the Supreme Court and the Court of Claims in cases in which the United States is a party are printed at the Government Printing Office. Ordinarily 50 copies of each brief are printed, 25 being required to be filed in the clerk's office; but in cases involving important questions of national interest, a larger number are sometimes printed for distribution.

2. Branch or independent printing office in the Department:

There is no printing office of any kind in the Department of Justice, nor is there any bindery. The printing for the Department is done by the Public Printer, requisitions on whom are made by the Chief Clerk of the Department. This answer covers all the subdivisions of question 2 from (*a*) to (*h*) inclusive.

3. Possible reduction in the size of the Annual Report of the Department:

The report of the Department of Justice never exceeds in size one small volume, which includes the report proper and all the exhibits. I see no reason for reducing the matter in the Annual Report of this Department.

4. Number of copies of reports printed:

A copy of the Annual Report, and of the Register of the Department, whenever one is wished, is sent to each of the judges, attorneys, and marshals, and to the clerk of each place of holding the United States Courts. A copy is sent to the head of each Department and of the principal bureaus and divisions in each Department. Such number of copies as may be necessary for its use is sent to each Committee of the

Houses of Congress. Extra copies, of course, have to be furnished occasionally to replace those lost in the mail or otherwise mislaid or destroyed. Libraries are supplied with copies by way of exchange. Copies are also distributed by direction of the Attorney-General of his own motion, or at the request of members of either House of Congress, to persons interested or concerned in the public business. There remain on hand in the Department of the reports for the years covered by the statement under question 1 the following: 1884, 1885, 1886, and 1887, none; 1888, 242; 1889, 223, and, 1890, 417.

A comparison of these remainders with the number of copies originally printed, as appears under question 1, shows, I think, that the number is not too large.

5. Method of distributing public documents:

I have no suggestion to make in regard to the distribution of documents published by the Departments.

6. Public bills, resolutions, etc., required by the Department:

I think the public documents now received in ordinary course are sufficient for the business of the Department. Where in special cases particular documents are required which are not on hand, or if on hand are not in sufficient quantity, they can be obtained by special request.

7. General suggestions:

It would be in the line of economy and in the interest of the public service to have all the blanks, letterheads, and envelopes, for the use of the judges and other officials of the United States Courts throughout the country, other than such as are by law required to be paid for by any of these officers out of the emoluments of their offices, printed under the direction of the Department of Justice and distributed by it, for the reasons that uniformity would be secured in the size, style, and expense, of reports and returns; no excuse would exist for failure or delay on the part of any officer to render his reports and returns

promptly; the handling and consideration of accounts and returns by the officials of the Treasury Department would be greatly facilitated, and there would probably be a saving of 25 or 30 per cent. to the Government.

Very respectfully,

W. H. H. MILLER,
Attorney-General.

DEPARTMENT OF AGRICULTURE.

U. S. DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D. C., July 15, 1891.

Hon. CHARLES F. MANDERSON,
Chairman of Senate Committee on Printing,
Washington, D. C.:

SIR: I beg to submit herewith, for the use of your Committee, the following report relating to the printing and binding of this Department, as requested by your communication of April 25, 1891.

Very respectfully,

J. M. RUSK,
Secretary.

[From the Report of the Commissioner of Agriculture, 1884, pages 16, 17.]

DEPARTMENTAL REPORTS—1884.

Congress at its last session provided for the printing of 400,000 copies of the Annual Report of the Department, 300,000 for use of members of the House of Representatives, 70,000 copies for use of members of the Senate, and 30,000 copies for the use of the Department of Agriculture, and also for the printing of 50,000 copies of the First Annual Report of the Bureau of Animal Industry, 10,000 for the use of the members of the Senate, 35,000 for the use of the members of the House of Representatives, and 5,000 for the use of the Department of Agriculture. The following-named special and miscellaneous reports have been issued by the Department during the current year:

BUREAU OF STATISTICS—NEW SERIES.

	No. copies printed.
No. 4. Report upon the numbers and values of farm animals, on certain causes affecting wages of farm labor, and on freight rates of transportation companies. February, 1884, 56 pp., octavo	11,000
No. 5. Report on the distribution and consumption of corn and wheat, and the rates of transportation of farm products. March, 1884, 44 pp., octavo	11,000
No. 6. Report of the area of winter grain, the condition of farm animals, and freight rates of transportation companies. April, 1884, 48 pp., octavo	11,000
No. 7. Report of the condition of winter grain, the progress of cotton planting, and estimates of cereals of 1883, with freight rates of transportation companies. May, 1884, 36 pp., octavo	13,000
No. 8. Report of acreage of spring grain and cotton, the condition of winter wheat, and European grain prospects, with freight rates of transportation companies. June, 1884, 40 pp., octavo	11,000
No. 9. Report on the area of corn, potatoes, and tobacco, and the condition of growing crops, and on rates of transportation. July, 1884, 60 pp., octavo	12,000
No. 10. Report on the condition of growing crops and on rates of transportation August, 1884, 36 pp., octavo	13,000
No. 11. Report on condition of crops, on wheat in India, and on freight rates of transportation companies. September, 1884, 89 pp., octavo	13,000
No. 12. Report on condition of crops, yield of grain per acre, and on freight rates of transportation companies. October, 1884, 44 pp., octavo	13,000

ENTOMOLOGICAL BUREAU.

Bulletin No. 4. Reports of observations and experiments in the practical work of the division, made under the direction of the entomol-

ogist, together with extracts from correspondence on miscellaneous insects. January, 1884, 102 pp., octavo 3,000

CHEMICAL BUREAU.

Bulletin No. 2.—Diffusion—its application to sugar cane, and record of experiments with sorghum in 1883. By H. W. Wiley, chemist. January, 1884, 36 pp., octavo 5,000

Bulletin No. 3.—The Northern sugar-cane industry. A record of its progress during the season of 1883. By H. W. Wiley, chemist. April, 1884, 120 pp., octavo. Accompanied by isothermal charts 3,000

Bulletin No. 4.—An investigation of the composition of American wheat and corn. Second report. By Clifford Richardson, assistant chemist. September, 1884, 98 pp., octavo 2,500

BOTANICAL AND CHEMICAL BUREAUS.

The agricultural grasses of the United States. By Dr. George Vasey, botanist of the Department of Agriculture. Also, the chemical composition of American grasses. By Clifford Richardson, assistant chemist. July, 144 pp., octavo. Accompanied by 120 full-page engravings of American grasses 3,000

MISCELLANEOUS.

	No. copies printed.
Proceedings of a National Convention of Cattle Breeders, and others, called in Chicago, Ill., November 15 and 16, 1883, by Hon. George B. Loring, Commissioner of Agriculture, to consider the subject of contagious disease of domestic animals. 96 pp., octavo	5,000
Special Report No. 3.—Mississippi: its climate, soil, productions, and agricultural capabilities. By A. B. Hurt, special agent. 80 pp., octavo	10,000
Special Report No. 4.—The climate, soil, physical resources, and agricultural capabilities of the State of Maine, with special reference to the occupation of its new lands. By Samuel L. Boardman, State agent of Maine for the Department of Agriculture. 60 pp., octavo	6,000
Special Report No. 5.—The proper value and management of timber lands, and the distribution of North American forest trees, being papers read at the United States Department of Agriculture, May 7 and 8, 1884. 48 pp., octavo	10,000

[From the Report of the Commissioner of Agriculture, 1885, pages 29-31.]

DEPARTMENTAL REPORTS, 1885.

In addition to 400,000 copies of the Annual Report of the Department for the year 1884, 300,000 for use of members of the House of Representatives, 70,000 copies for use of members of the Senate, and 30,000 copies for the use of the Department of Agriculture, and 50,000 copies of the First Annual Report of the Bureau of Animal Industry, 10,000 for the use of members of the Senate, 35,000 for the use of members of the House of Representatives, and 5,000 for the use of the Department of Agriculture, both of which were ordered by special act of Congress, the following-named special and miscellaneous reports have been published during the current year:

DIVISION OF STATISTICS, NEW SERIES.

	No. copies printed.
No. 14. Report of the crops of the year, and of freight rates of transportation. December, 1884, 60 pp., octavo	13,000
No. 15. Report upon the numbers and values of farm animals, on the cotton crop and its distribution, and on freight rates of transportation companies. January and February, 1885, 64 pp., octavo	15,000
No. 16. Report on the distribution and consumption of corn and wheat, on consumption of cereals in Europe, and on freight rates of transportation companies. March, 1885, 47 pp., octavo	15,000
No. 17. Report of the area of winter grain, the condition of farm animals, and on freight rates of transportation. April, 1885, 80 pp., octavo.	15,000
No. 18. Report of the condition of winter grain, the progress of cotton planting, and wages of farm labor; also on the freight rates of transportation companies. May, 1885, 60 pp., octavo	15,000
No. 19. Report on acreage of spring grain and cotton, the condition of winter wheat, and European grain products, with freight rates of transportation companies. June, 1885, 56 pp., octavo	15,000
No. 20. Report on the area of corn, potatoes, and tobacco, and condition of growing crops, and on rates of transportation. July, 1885, pp. 64, octavo	15,000
No. 21. Report on the condition of growing crops, of international dairy statistics, and on rates of transportation. August, 1885, 70 pp. octavo	15,000

No. 22. Report on condition of crops in America and Europe, and on freight rates of transportation companies. October, 1885, 55 pp., octavo. 15,000

No. 24. Report on the yield of crops per acre, and on freight rates of transportation companies. November, 1885. 54 pp., octavo..... 15,000

Agricultural graphics. A report of exhibits illustrating agricultural statistics at the World's Industrial and Cotton Exposition at New Orleans, La., by J. R. Dodge, Statistician of the Department. Illustrated by twenty-seven diagrams. 42 pp., octavo..... 3,000

ENTOMOLOGICAL DIVISION.

Bulletin No. 1. Third edition. Reports of experiments, chiefly with kerosene, upon the insects injuriously affecting the orange tree and the cotton plant, made under direction of the entomologist. 62 pp., octavo..... 500

No. copies printed.

Bulletin No. 5. Description of North American Chalcididæ from the collections of the United States Department of Agriculture and of Dr. C. V. Riley, with biological notes. Together with a list of the described North American species of the family. By L. O. Howard, M. SC., assistant, Division of Entomology. 47 pp., octavo..... 1,000

Bulletin No. 6. The imported elm-leaf beetle: Its habits and natural history, and means of counteracting its injuries. 18 pp., octavo.... 1,000

Special Miscellaneous Report No. 8. Cotton in the Empire of Brazil; the antiquity, methods, and extent of its cultivation, together with statistics of exportation and home consumption. By John C. Branner, PH. D. 79 pp., octavo 2,000

Bulletin No. 8. The periodical Cicada: An account of Cicada septendecim and its Tredecim race, with a chronology of all broods known. By Charles V. Riley, PH. D. 46 pp., octavo 2,000

Special Report No. 11. Fifth edition. The Silk Worm: Being a brief manual of instructions for the production of silk. By C. V. Riley, M. A., PH. D., entomologist. 37 pp., octavo 2,000

CHEMICAL DIVISION.

Bulletin No. 5. The sugar industry of the United States: Cane, beet, sorghum, and maple sugar. By Harvey W. Wiley, chemist, Department of Agriculture. Illustrated. 224 pp., octavo 10,000

Bulletin No. 6. Experiments with diffusion and carbonatation at Ottawa, Kansas, campaign of 1885. By Harvey W. Wiley, chemist. 20 pp., octavo 2,000

FORESTRY DIVISION.

Annual Report on Forestry for the year 1884. By N. H. Egleston, chief of the division. 421 pp., octavo..... 5,000

MISCELLANEOUS REPORTS.

Special Report No. 7. Tide marshes of the United States. By D. M. Nesbit, with contributions from United States Coast Survey, S. L. Boardman, Eldridge Morse, and others. 259 pp., octavo 3,000

Special Report No. 9. Proceedings of a convention of delegates from agricultural colleges and experimental stations held at the Department of Agriculture, July 8 and 9, 1885. 196 pp., octavo 3,000

The soils and products of southwestern Louisiana, including the parishes of St. Landry, La Fayette, Vermillion, St. Martin's, Iberia, and St. Mary's. 40 pp., octavo..... 3,000

Report on the organization and management of seven agricultural schools in Germany, Belgium, and England. By A. S. Welch, LL. D. 107 pp., octavo..... 3,000

A directory of departments, boards, societies, colleges, and other organizations in the interest of agriculture, horticulture, stock-raising, dairying, bee-keeping, fish-culture, and kindred industries. 88 pp., octavo..... 3,000

Addresses of Norman J. Colman, United States Commissioner of Agriculture, and Dr. D. E. Salmon, chief of the Bureau of Animal Industry, before the third national convention of stockmen, held at Chicago, Ill., November 17 and 18, 1885. 29 pp., octavo..... 5,000

[From the Report of the Commissioner of Agriculture for 1886.]

DEPARTMENTAL REPORTS, 1886.

The reports of the Department consist of annual, monthly, and special volumes upon the various subjects with which it deals. The demand for this agricultural literature is annually increasing, and the record of the folding-room of the past year shows that the number of volumes distributed among the people has been greater than ever before in the Department's history.

The Annual Report of 1886 has been printed during the current year, by order of Congress, 310,000 copies in number, of which 280,000 are held for distribution by Senators and Members of the House of Representatives, and 30,000 copies assigned to this Department. Reports have been printed by the Department as follows:

DIVISION OF STATISTICS—NEW SERIES.

	No. copies printed.
No. 25. Report on the crops of the year and on freight rates of transportation companies. December, 1885. 55 pp., octavo	15,000
No. 26. Report upon the numbers and values of farm animals, on the cotton crop and its distribution, and on freight rates of transportation companies. January and February, 1886. 56 pp., octavo	15,000
No. 27. Report on the distribution and consumption of corn and wheat, on the production of European wheat, and on freight rates of transportation companies. March, 1886. 49 pp., octavo	15,000
No. 28. Report of the area of winter grain, the condition of farm animals, and on freight rates of transportation companies. April, 1886. 61 pp., 8vo	15,000
No. 29. Report on the condition of winter grain, the progress of cotton planting, and on freight rates of transportation companies. May, 1886. 48 pp., 8vo	15,000
No. 30. Report of the acreage of spring wheat and cotton, the condition of winter grain, and the world's supply of wheat, with freight rates of transportation companies. June, 1886. 45 pp., octavo	15,000
No. 31. Report on the area of corn, potatoes, and tobacco, and condition of growing crops, and on freight rates of transportation companies. July, 1886. 45 pp., octavo	15,000
No. 32. Report on the condition of growing crops and on freight rates of transportation companies. August, 1886. 52 pp., octavo	15,000
No. 33. Report on the condition of crops in America and Europe, and on freight rates of transportation companies. September, 1886. 56 pp., octavo	15,000
No. 34. Report on condition of crops, yield of grain per acre, and freight rates of transportation companies. October, 1886. 39 pp., octavo.	15,000
No. 35. Report on yield of crops per acre, and on freight rates of transportation companies. November, 1886. 72 pp., octavo	15,000

ENTOMOLOGICAL DIVISION.

Bulletin 9. The Mulberry Silk Worm, being a manual of instructions in silk culture. By C. V. Riley, M. A., PH. D., entomologist. Sixth revised edition, with illustrations. 65 pp., octavo	3,000
Bulletin 11. Reports of experiments with various insecticide substances, chiefly upon insects affecting garden crops. Made under the direction of the entomologist. 34 pp., octavo	3,500
Bulletin 12. Miscellaneous notes on the work of the division for the season of 1885. Illustrated. 47 pp., octavo	1,500
Insects affecting the orange. Report on the insects affecting the culture of the orange and other plants of the citrus family, with practical suggestions for the control or extermination, made under the direction of the entomologist. By H. G. Hubbard. With plates and woodcuts. 227 pp., octavo	1,200

CHEMICAL DIVISION.

Bulletin 7. Methods of analysis of commercial fertilizers. Proceedings of the Association of Official Chemists. September 1 and 2, 1885. By H. W. Wiley, chemist. 49 pp., octavo	1,000
Bulletin 8. Methods and machinery for the application of diffusion to the extraction of sugar from sugar cane and sorghum, and for the use of lime and carbonic and sulphurous acids in purifying the diffusion juices. By H. W. Wiley, chemist. 85 pp., 8vo	5,000
Bulletin 9. Third report on the chemical composition and physical properties of American cereals, wheat, oats, barley, and rye. By Clifford Richardson, assistant chemist. 82 pp., octavo	2,000
Bulletin 10. Principles and methods of soil analysis. By Edgar Richards, assistant chemist. 66 pp., octavo	2,000

Bulletin 11. Report of experiments in the manufacture of sugar at Magnolia Station, Lawrence, Louisiana, season of 1885–'86. Second report. By Guilford L. Spencer, assistant chemist. 26 pp., 8vo 2,000

	No. copies printed.
Bulletin 12. Methods of analysis of commercial fertilizers. Proceedings of the third annual convention of the Association of Official Agricultural Chemists, August 26 and 27, 1886. By H. W. Wiley, chemist. 59 pp., octavo	2,500

BOTANICAL DIVISION.

Bulletin 1. Report of an investigation of the grasses of the arid districts of Kansas, Nebraska, and Colorado. By Dr. George Vasey, botanist. Prepared under the direction of the Commissioner of Agriculture. 46 pp., octavo	5,000

MISCELLANEOUS REPORTS.

Special Report 10. A descriptive catalogue of manufactures from native woods, as shown in the exhibit of the United States Department of Agriculture at the World's Industrial and Cotton Exposition at New Orleans, Louisiana. By Charles Richards Dodge. 84 pp., octavo	10,000
Report on the condition of dairying in the principal dairy States for the season of 1885. By Allen Dodge, Dairy Division. 35 pp., octavo..	3,500

NOTE.—During the year 1886 there were printed by authority of Congress 50,000 copies of the Second Annual Report of the Bureau of Animal Industry, 45,000 copies for distribution by Senators and members of the House of Representatives, and 5,000 for the use of the Commissioner of Agriculture.

[From the Report of the Commissioner of Agriculture, 1887, pages 45–47.]

DEPARTMENTAL REPORTS, 1887.

The following is a statement showing the number and kinds of documents received at and distributed from the folding-room of the Department.

The Annual Report of the Department for 1886 has been printed during the current year, by order of Congress, 400,000 copies in number, of which 375,000 are held for distribution by Senators and members of the House of Representatives, and 25,000 copies assigned to this Department.

The Third Report of the Bureau of Animal Industry for 1886 has been printed during the current year, by order of Congress, 35,000 copies in number, of which 30,000 are held for distribution by Senators and members of the House of Representatives, and 5,000 copies assigned to this Department.

The report on wool and other animal fibers has also been printed during the current year, by order of Congress, 10,000 copies in number, of which 9,000 are held for distribution by Senators and members of the House of Representatives, and 1,000 copies assigned to this Department.

Other reports have been as follows:

DIVISION OF STATISTICS—NEW SERIES.

	No. copies printed.
No. 36. Report on the crops of the year and on freight rates of transportation companies, December, 1886	15,000
No. 37. Report on the numbers and values of farm animals, the cotton crop and its distribution, and on freight rates of transportation companies, January and February, 1887	16,000
No. 38. Report on the distribution and consumption of wheat and corn, on the wheat production of the world, etc., March, 1887	15,000
No. 39. Report on the condition of winter grain and farm animals, and on freight rates of transportation companies, April, 1887	15,000
No. 40. Report on the condition of winter grain and progress of cotton planting, etc., May, 1887	16,000
No. 41. Report on the acreage of wheat and corn, and on freight rates of transportation companies, June, 1887	16,000
No. 42. Report on the acreage of corn, wheat, and tobacco, with condition of growing crops, etc., July, 1887	16,000
No. 43. Report on the condition of growing crops and on freight rates of transportation companies, August, 1887	16,000

	No. copies printed.
No. 44. Report on the condition of crops in Europe and America, and on freight rates of transportation companies, September, 1887	16,000
No. 45. Report on the condition of crops, yield of grain per acre, labor prices in Mexico, and freight rates of transportation companies, October, 1887	16,000
No. 46. Report on yield of crops per acre, and on freight rates of transportation companies, November, 1887	16,000
No. 47. Report on the crops of the year, and on freight rates of transportation companies, December, 1887	16,500

There have been printed and sent to county correspondents eleven monthly circulars of 11,000 each, or 121,000 in the Division of Statistics, and monthly circulars to State agents aggregating 33,000.

BOTANICAL DIVISION.

Bulletin No. 2. Report on fungus diseases of the grape vine	5,000
Circular No. 4. Treatment of the potato and tomato for the blight and rot	15,000
Bulletin No. 3. Report on grasses of the South	5,000
Bulletin No. 4. Desiderata on herbarium of North America	500
Report of the botanist for 1886, October, 1887	1,000
Report of the mycologist for 1886, October, 1887	500

CHEMICAL DIVISION.

Bulletin No. 13. Food and food adulterants—Part I, dairy products	10,000
Bulletin No. 13. Food and food adulterants—Part II, spices and condiments.	5,000
Bulletin No. 13. Food and food adulterants—Part III, fermented alcoholic beverages	5,000
Bulletin No. 14. Experiments in the manufacture of sugar from sorghum at Fort Scott, Kans., February, 1887	10,000
Bulletin No. 15. Experiments in the manufacture of sugar at Magnolia Station, Lawrence, La., May, 1887	5,000
Bulletin No. 16. Methods of analysis of commercial fertilizers, feeding stuffs, etc	3,000

POMOLOGY DIVISION.

Bulletin No. 1. Condition of tropical and semitropical fruits in the United States	10,000
Bulletin No. 2. Condition of Russian and other fruits	25,000
Circular No. 1. For the purpose of procuring reliable information of the grape-growing and wine-making industry of the country	15,000

ENTOMOLOGICAL DIVISION.

Bulletin No. 10. Our shade trees and their insect defoliators, May, 1887	5,000
Bulletin No. 13. Observations and experiments in the practical work of the division, May, 1887	3,000
Bulletin No. 14. Reports of observations and experiments in the practical work of the division, August, 1887	3,000
Bulletin No. 15. Report on the Icerya on fluted scale, August, 1887	3,000
Bulletin No. 16. Entomological writings of Dr. Alpheus Spring Packard, October, 1887	3,000
Report of entomologist of 1886, October, 1887	300

DIVISION OF ORNITHOLOGY.

Bulletin No. 1. Report on the English sparrow	10,000
Bulletin No. 2. Bird migration in the Mississippi Valley	4,000
Report of the ornithologist for 1886, July	500

DIVISION OF FORESTRY.

	No. copies printed.
Bulletin No. 1. Report on the relation of railroads to forest supplies and forestry, together with appendices on the structure of some timber ties, their behavior, and the cause of their decay in the road-bed; on wood preservation, on metal ties, and on the use of spark arresters, October, 1887	5,000
Report of forestry division for 1886, August, 1887	1,300

MISCELLANEOUS REPORTS.

Addresses of Hon. Norman J. Colman, U. S. Commissioner of Agriculture, and Dr. D. E. Salmon, Chief of the Bureau of Animal Industry, delivered before the National Cattle Growers' Convention held at Kansas City, Mo., October 31 and November 1, 2, 1887	5,000
Special 11. Proceedings of a convention of delegates from agricultural colleges and experiment stations, held at the Department of Agriculture, October 18, 19, and 20, 1887	10,000
Report on irrigation in the United States	1,000

MISCELLANEOUS WORK OF THE FOLDING DIVISION.

Folding of letter jackets	25,000
Envelopes made, 10 by 14	600
Franks written	98,940
4,760 packages of envelopes and 2,580 quires of paper mailed to correspondents	7,340
Number of letters written	595

[From the report of the Commissioner of Agriculture, 1888, pages 50, 51.]

DEPARTMENTAL REPORTS, 1888.

The following is a statement showing the number and kinds of documents received at and distributed from the folding room of the Department. The Annual Report of the Department for 1887 has been printed during the current year by order of Congress, 400,000 copies in number, of which 370,000 are held for distribution by Senators and members of the House of Representatives, and 30,000 copies assigned to this Department. Other reports have been as follows:

DIVISION OF STATISTICS—NEW SERIES.

	No. of copies.
No. 48. Report upon the numbers and values of farm animals and on freight rates of transportation companies, January and February, 1888	18,000
No. 49. Report on distribution and consumption of corn and wheat and on freight rates of transportation companies, March, 1888	18,000
No. 50. Report of the condition of winter grain and the condition of farm animals and on the freight rates of transportation companies, April, 1888	18,000
No. 51. Report of the condition of winter grain, the progress of cotton planting, and wages of farm labor, May, 1888	18,000
No. 52. Report of acreage of wheat and cotton and condition of cereal crops, with freight rates of transportation companies, June, 1888	18,000
No. 53. Report of the area of corn, potatoes and tobacco, and condition of growing crops, and on freight rates of transportation companies, July, 1888	18,000
No. 54. Report on the condition of growing crops, and on freight rates of transportation companies, August, 1888	18,000
No. 55. Report on condition of crops in America and Europe, and on freight rates of transportation companies, September, 1888	19,000
No. 56. Report on condition of crops, yield of grain per acre, and on freight rates of transportation companies, October, 1888	18,000
No. 57. Report on yield of crops per acre, and on freight rates of transportation companies, November, 1888	18,000
No. 58. Report on the crops of the year and on freight rates of transportation companies, December, 1888	18,000

BOTANICAL DIVISION.

	No. copies printed.
Bulletin No. 5. Report on the experiments made in 1887 in the treatment of the downy mildew and black-rot of the grapevine	5,000
Bulletin No. 6. Report on the grasses of the arid districts	10,000
Report of botanist	500
Circular No. 6. Fungicides or remedies for plant disease	5,000
Bulletin No. 7. Report on black-rot of grapes	10,000

CHEMICAL DIVISION.

Bulletin No. 17. Experiments in the manufacture of sugar at Fort Scott, Kans., Rio Grande, N. J., etc	10,000
Bulletin No. 18. Sugar-producing plants	10,000
Bulletin No. 19. Methods of analysis of commercial fertilizers, etc	3,000

ENTOMOLOGICAL DIVISION.

Bulletin No. 17. The chinch bug, April 19	5,000
Reprint of Bulletin No. 9. The mulberry silkworm, April 30	3,000
Catalogue of exhibit at New Orleans, May 21	1,000
Reprint of Bulletin No. 10. Our shade trees and their defoliators, July 13	3,000
Author's edition to annual report, July 27	1,600
Reprint of Bulletin No. 9. The mulberry silkworm, October 29	5,000
Bulletin No. 19. An enumeration of the published synopsis, catalogue of North American insects, October 2	5,000
Insect Life:	
Volume I, No. 1, July 28	5,000
Volume I, No. 2, August 24	5,000
Volume I, No. 3, October 2	5,000
Volume I, No. 4, October 25	5,000
Volume I, No. 5, November 22	5,000
Volume I, No. 6	5,000

FORESTRY DIVISION.

Bulletin No. 2. Report on the forest condition of the Rocky Mountains, September 29	5,000
Annual report of the division of forestry, August 30	5,000
Circular—increasing the durability of timber	5,000
Circular to seedsmen, on new forage plants	1,000

BUREAU OF ANIMAL INDUSTRY.

Circulars for Bureau of Animal Industry	25,000

ORNITHOLOGIST DIVISION.

Author's edition, September 17	1,500

POMOLOGICAL DIVISION.

Report of pomologist, September 17	500
Letters of Commissioner of Agriculture in response to Senate resolution of December 7, 1887	1,000

MISCELLANEOUS WORK OF THE FOLDING DIVISION.

Jackets folded	50,000
Envelopes made, 10 by 14	1,000
Franks written	150,000
Number of letters written	300
4,385 packages of envelopes and 2,700 quires of paper mailed to correspondents	7,585

DEPARTMENTAL REPORTS, 1889.

During the year 1889 there were printed 400,000 copies of the Report of the Commissioner of Agriculture for 1888, 270,000 copies for distribution by Senators and members of the House of Representatives, and 30,000 for the use of the Department of Agriculture; and also 50,000 copies of the Fourth and Fifth Annual Reports of the Bureau of Animal Industry for the years 1887 and 1888, 40,000 copies for distribution by Senators and members of the House of Representatives, and 10,000 for the use of the Secretary of Agriculture.

SUMMARY OF PUBLICATIONS OF THE U. S. DEPARTMENT OF AGRICULTURE.

Issued and distributed from January 1, 1889, to October 31, 1889 (nine months).

	No. copies printed.	
Annual Report, 1888		30,000
Statistical reports:		
Monthly reports (new series), Nos. 59 to 67, inclusive, 19,000 of each	171,000	
Album of agricultural statistics	10,000	
		181,000
Botanical Division:		
Bulletins Nos. 8, 9, and 10, 5,000 each	15,000	
Special Bulletin on the agricultural grasses of the United States	10,000	
		25,000

Section of Vegetable Pathology:		
Nos. 1, 2, and 3 of the Journal of Mycology	4,100	
Circular No. 8, pear-leaf blight and apple powdery mildew	5,000	
Special reports on peach blight and potato rot	2,000	
		11,100
Chemical Division:		
Bulletin No. 13, parts 4 and 5, 10,000 each	20,000	
Bulletins Nos. 20 and 21, 10,000 each	20,000	
Bulletins Nos. 22 and 23, 5,000 each	10,000	
		50,000
Entomological Division:		
Insect Life, Nos. 7 to 12, inclusive, of Vol. I, 5,000 each	30,000	
Insect Life, Nos. 1 to 4 of Vol. II, 5,000 each	20,000	
		50,000
Forestry Division:		
Bulletin No. 3		10,000
Bureau of Animal Industry:		
Report on hog cholera	10,000	
Report of U. S. Board of Inquiry concerning epizootic diseases of swine	5,000	
		15,000
Ornithological Division:		
Report of ornithologist	2,000	
Bulletin No. 1, English sparrow	15,000	
		17,000
Office of Experiment Stations:		
Bulletins Nos. 1 and 2, 5,000 each	10,000	
Bulletin No. 3	10,000	
Miscellaneous Bulletin No. 1	5,000	
Farmers' Bulletin	50,000	
Special Circular No. 7	5,000	
		80,000
Total		469,100

[From the Report of the Chief of the Division of Records and Editing, in the Report of the Secretary of Agriculture for 1890, pages 442–447.]

PUBLICATIONS OF THE YEAR 1890.

In the list subjoined the summary of publications contained in your last Annual Report is continued and brought down to the close of the current year. To supply a need repeatedly suggested by the correspondence of the Department, the character of each bulletin is briefly indicated in cases where this is not accomplished by the

title alone. Circulars are not mentioned below, unless they have served to distribute information. Such as have been used to facilitate inquiry, though occasionally given a document number, may be classed more properly as correspondence, being for the most part blanks which are mailed to correspondents to be filled out and returned. The fact that during the year upwards of 400,000 have been mailed from the Division of Statistics alone will indicate the extent to which their use is found necessary. The size of bulletins mentioned below is uniformly octavo unless otherwise specified; the date assigned to each is intended to represent the date of its actual receipt for distribution from this Department.

At this writing all bulletins of the year are available for distribution to public libraries, and copies of nearly all can be furnished to individual applicants. Owing to the wide demand for the Report of 1889, however, the supply allotted by law to this Department is now exhausted, and persons applying for the publication will necessarily have to be referred hereafter to their Representatives in Congress. (See page 2.) The annual reports of the Bureau of Animal Industry also are largely retained by Congress.

OFFICE OF THE SECRETARY.

	No. copies printed.
Report of the Secretary of Agriculture for 1889. With plates, wood cuts, and index. June, 1890, pp. 560	400,000
Report of the Secretary of Agriculture for 1890. (Preliminary.) November, 1890, pp. 52	5,000

BUREAU OF ANIMAL INDUSTRY.

Fourth and Fifth Annual Reports of the Bureau of Animal Industry for the years 1887 and 1888, with plates. March, 1890, pp. 510	50,000
Report on the Beef Supply of the United States, and the Export Trade in Animals and Meat Products, by Dr. D. E. Salmon. (Advance sheets from Report of the Secretary of Agriculture for 1889.) March, 1890, pp. 15	10,000

Report on Inoculation as a Preventive of Swine Diseases. (Advance sheets from Annual Report of the Secretary of Agriculture for 1889.) March, 1890, pp. 10 10,000

Proceedings of an Interstate Convention of Cattlemen, held at Fort Worth, Texas, March 11, 12, and 13, 1890. May, 1890, pp. 102 5,000

The Animal Parasites of Sheep, by Cooper Curtice, D. V. S., M. D., with plates. July, 1890, pp. 222 15,000

Report of the Chief of the Bureau of Animal Industry for the year 1889. Author's edition. (From the Report of the Secretary of Agriculture for 1889.) August, 1890, pp. 49–110 500

Special report on Diseases of the Horse. (In press.) 20,000

DIVISION OF BOTANY.

The Agricultural Grasses and Forage Plants of the United States and such Foreign Kinds as have been introduced. By Dr. George Vasey, Botanist. With an appendix on the chemical composition of grasses and a glossary of terms used in describing grasses. New, revised, and enlarged edition, with 114 plates. January, 1890, pp. 148 10,000

Grasses of the Southwest. Plates and Descriptions of the Grasses of the Desert Region of Western Texas, New Mexico, Arizona, and Southern California. Part 1. By Dr. George Vasey, Botanist, Department of Agriculture. October, 1890, pp. 102 (7½ by 11½ inches) 5,000

Contributions from the U. S. National Herbarium, No. 1. (Lists of plants collected in Southern California, and at Lagoon Head, Cedros Island, San Benito Island, Guadaloupe Island, and the head of the Gulf of California.) June, 1890, pp. 28 2,000

Contributions from the U. S. National Herbarium, No. 2. (A collection of plants made in Texas, in the region of the Rio Grande.) July, 1890, pp. 29–62 2,000

Contributions from the U. S. National Herbarium, No. 3. (A list of plants collected in Lower California and Western Mexico.) With plate. November, 1890, pp. 63–90 2,000

Report of the Botanist for the year 1889. Author's edition, with plates. (From the Report of the Secretary of Agriculture for 1889.) August, 1890, pp. 377–396 1,000

DIVISION OF CHEMISTRY.

No. copies printed.

Chemical Bulletin No. 24. Proceedings of the Sixth Annual Convention of the Association of Official Agricultural Chemists, held at the U. S. Department of Agriculture, September 10, 11, and 12, 1889. Methods of Analysis of Commercial Fertilizers, Cattle Foods, Dairy Products, and Fermented Liquors. Edited by Harvey W. Wiley, Secretary of the Association. March, 1890, pp. 235 2,500

Chemical Bulletin No. 25. A Popular Treatise on the Extent and Character of Food Adulterations. By Alexander J. Wedderburn, Special Agent. February, 1890, pp. 61 10,000

Chemical Bulletin No. 26. Record of Experiments in the Production of Sugar from Sorghum in 1889 at Cedar Falls, Iowa; Rio Grande, New Jersey; Morrisville, Virginia; Kenner, Louisiana; College Station, Maryland; and Conway Springs, Attica, Medicine Lodge, Ness City, Liberal, Arkalon, Meade, Minneola, and Sterling, Kansas. By H. W. Wiley, Chemist. April, 1890, pp. 112 10,000

Chemical Bulletin No. 27. The Sugar Beet Industry. Culture of the Sugar Beet and Manufacture of Beet Sugar. By H. W. Wiley, Chemist. With plates, woodcuts, and map. September, 1890, pp. 262 40,000

Chemical Bulletin No. 28. Proceedings of the Seventh Annual Convention of the Association of Official Agricultural Chemists, etc. (In press.) 2,500

Report of the Chemist for the year 1889. (From the Report of the Secretary of Agriculture for 1889.) August, 1890, pp. 135–190 500

DIVISION OF ENTOMOLOGY.

The Horn Fly (*Hæmatobia serrata*), Being an Account of its Life History and the Means to be Used Against it. By C. V. Riley and L. O. Howard. (Reprinted from Insect Life, Vol. 2, No. 4.) December, 1889, pp. 93–103 2,000

Entomological Bulletin, No. 20. The Root-Knot Disease of the Peach, Orange, and other Plants in Florida, due to the Work of Anguillula. By J. C. Neal, Ph. D., under the direction of the Entomologist. With plates. October, 1890, pp. 31 5,000

Entomological Bulletin, No. 21. Report of a Trip to Australia to Investigate the Natural Enemies of the Fluted Scale, by Albert Koebele, under the direction of the Entomologist. With illustrations. March, 1890, pp. 32 3,000

Entomological Bulletin, No. 22. Reports of Observations and Experiments in the Practical Work of the Division, made under the direction of the Entomologist. With illustrations. June, 1890, pp. 110..... 3,000

Insect Life. (Devoted to the economy and life habits of insects, especially in their relations to agriculture, and edited by the Entomologist and his assistants. With illustrations.)

Vol. 2, No. 5. December, 1889, pp. 125–162 5,000
Vol. 2, No. 6. January, 1890, pp. 163–197 5,000
Vol. 2, Nos. 7 and 8. February, 1890, pp. 198–262 5,000
Vol. 2, No. 9. March, 1890, pp. 263–292 5,000
Vol. 2, No. 10. May, 1890, pp. 293–334 5,000
Vol. 2, Nos. 11 and 12. July, 1890, pp. 335–390 5,000
Vol. 3, No. 1. August, 1890, pp. 42. With table of contents and index for Vol. 2..... 5,000
Vol. 3, No. 2. October, 1890, pp. 43–88 5,000
Vol. 3, No. 3. November, 1890, pp. 89–130 5,000
Vol. 3, No. 4. December, 1890, pp. 131–178 5,000

Report of the Entomologist for the year 1889. Author's edition. (From the Report of the Secretary of Agriculture for 1889.) August, 1890, pp. 331–361. With index..... 1,000

Insecticides and Means of Applying them to Shade and Forest Trees. By C. V. Riley. Author's edition. (Reprinted from the Fifth Report of the U. S. Entomological Commission.) February, 1890, pp. 31–47 200

Insects Affecting the Hackberry (various species of Celtis), by C. V. Riley. Author's edition. (Reprinted from the Fifth Report of the U. S. Entomological Commission.) October, 1890, pp. 601–622..... 200

OFFICE OF EXPERIMENT STATIONS.

No. copies printed.

Experiment Station Record. (A condensed record of the contents of the bulletins issued by the Agricultural Experiment Stations of the United States.)

Vol. 1, No. 1. November, 1889, pp. 56 5,000
Vol. 1, No. 2. March, 1890, pp. 57–116..... 5,000
Vol. 1, No. 3. May, 1890, pp. 117–174..... 5,000
Vol. 1, No. 4. May, 1890, pp. 175–244..... 5,000
Vol. 1, No. 5. June, 1890, pp. 245–308 5,000
Vol. 1, No. 6. August, 1890, pp. 309–358. With index..... 5,000
Vol. 2, No. 1. August, 1890, pp. 40..... 5,000
Vol. 2, No. 2. September, 1890, pp. 41–88 5,000
Vol. 2, No. 3. October, 1890, pp. 89–138 5,000
Vol. 2, No. 4. November, 1890, pp. 139–184..... 5,000
Vol. 2, No. 5. December, 1890, pp. 185–264 5,000

Experiment Station Bulletin, No. 4. List of horticulturists of the Agricultural Experiment Stations in the United States, with an outline of the work in horticulture at the several stations. By W. B. Alwood. January, 1890, pp. 27..... 5,000

Experiment Station Bulletin, No. 5. Lists of the Agricultural Experiment Stations and agricultural schools and colleges in the United States. May, 1890, pp. 67..... 5,000

Experiment Station Bulletin, No. 6. List of botanists of the Agricultural Experiment Stations in the United States, with an outline of the work in botany at the several stations. June, 1890, pp. 23..... 5,000

Miscellaneous Bulletin, No. 2. Proceedings of the Third Annual Convention of the Association of American Agricultural Colleges and Experiment Stations, held at Washington, D. C., November 12, 13, 14, and 15, 1889. July, 1890, pp. 142..... 4,000

Farmers' Bulletin, No. 2. The Work of the Agricultural Experiment Stations. (Better cows; fibrin in milk; bacteria in milk; silos and silage; alfalfa; field experiments with fertilizers.) June, 1890, pp. 16..... 150,000

Report of the Director of the Office of Experiment Stations for the year 1889. Author's edition. (From the Report of the Secretary of Agriculture for 1889.) August, 1890, pp. 485–544. With index... 1,000

DIVISION OF FORESTRY.

Forestry Bulletin, No. 4. Report on the Substitution of Metal for Wood in Railroad Ties. By E. E. Russell Tratman, C. E. Together with a Discussion on Practicable Economies in the Use of Wood for Railway Purposes. By B. E. Fernow, Chief of the Division of Forestry. With plates and index. August, 1890, pp. 363 5,000

Report of the Chief of the Forestry Division for the year 1889. Author's edition. (From the Annual Report of the Secretary of Agriculture.) August, 1890, pp. 273–330 1,000

DIVISION OF MICROSCOPY.

Report of the Microscopist for the year 1889. Author's edition. (From the Report of the Secretary of Agriculture for 1889.) With plates. August, 1890, pp. 191–200 500

DIVISION OF ORNITHOLOGY AND MAMMALOGY.

North American Fauna. (A record of such results of the work of this Division as are of use mainly to those engaged in scientific research.) No. 1. Revision of the North American Pocket Mice. With plates. October, 1889, pp. 36 5,000

North American Fauna, No. 2. Description of fourteen new species and one new genus of North American Mammals. With plates and index. October, 1889, pp. 52 5,000

North American Fauna, No. 3. Results of a Biological Survey of the San Francisco Mountain Region and Desert of the Little Colorado, Arizona. With plates, maps, and index. September, 1890, pp. 136 ... 5,000

No. copies printed.

North American Fauna, No. 4. Descriptions of twenty-six new species of North American Mammals. With plates and index. October, 1890, pp. 60 5,000

Annotated List of Reptiles and Batrachians, collected by Dr. C. Hart Merriam and Vernon Bailey on the San Francisco Mountain Plateau and Desert of the Little Colorado, Arizona, with descriptions of new species. By Leonhard Stejneger. Author's edition. (Reprinted from North American Fauna, No. 3.) October, 1890, pp. 103–123... 100

Report of the Ornithologist and Mammalogist for the year 1889. Author's edition. (From the Report of the Secretary of Agriculture for 1889.) With plates. August, 1890, pp. 363–376 1,000

DIVISION OF POMOLOGY.

Pomological Bulletin, No. 3. Classification and Generic Synopsis of the Wild Grapes of North America. By T. V. Munson. October, 1890, pp. 14 6,000

Report of the Pomologist for the year 1889. Author's edition. (From the Report of the Secretary of Agriculture for 1889.) With plates. August, 1890, pp. 433–452 500

DIVISION OF STATISTICS.

Statistical Report, No. 68. Report on Yield of Crops per Acre and on Freight Rates of Transportation Companies. (Estimated yields of corn, potatoes, buckwheat, sorghum, tobacco, and hay.) November, 1889, pp. 439–484 19,000

Statistical Report, No. 69. Report on the Crops of the Year and on Freight Rates of Transportation Companies. (Prices of farm products, area, and condition of fall sowing of wheat and rye, etc.) January, 1890, pp. 485–548 19,000

Statistical Report, No. 70. Report upon the Numbers and Values of Farm Animals and on Freight Rates of Transportation Companies. (Including cotton returns, our foreign trade in dairy products, and European Crop Report.) February, 1890, pp. 64 19,000

Statistical Report, No. 71. Report on Distribution and Consumption of Corn and Wheat and on Freight Rates of Transportation Companies. March, 1890, pp. 65–116 19,000

Statistical Report, No. 72. Report of the Condition of Winter Grain, the Condition of Farm Animals, and on Freight Rates of Transportation Companies. (Including European Crop Report for April.) April, 1890, pp. 117–174 18,000

Statistical Report, No. 73. Report of the Condition of Winter Grain, the Progress of Cotton Planting, and Wages of Farm Labor; also on the Freight Rates of Transportation Companies. (Including report on farm wages, sugar production in Europe, European Crop Report and United States Consular Reports.) May, 1890, pp. 175–230 18,000

Statistical Report, No. 74. Report on the Acreage of Wheat and Cotton and Condition of Cereal Crops and on Freight Rates of Transportation Companies. (Including report on cotton production and trade of the world, domestic and foreign wools, course of agricultural prices, farmers' milling companies, and European Crop Reports.) June, 1890, pp. 231–310 18,000

Statistical Report, No. 75. Report on the Area of Corn, Potatoes, and Tobacco, and Condition of Growing Crops and on Freight Rates of Transportation Companies. (Including report on Statistics of Mexico, European crop prospects, and notes on foreign agriculture.) July, 1890, pp. 311–374 18,000

Statistical Report, No. 76. Report on the Condition of Growing Crops and on Freight Rates of Transportation Companies. (Reports on Statistics of Canada, Argentine Statistics, European crops, and the Indian wheat crop.) August, 1890, pp. 375–430 18,000

Statistical Report, No. 77. Report on Condition of Crops in America and Europe and on Freight Rates of Transportation Companies. (Including a report on tariffs of South America and a statistical review of Venezuela.) September, 1890, pp. 431–494 18,000

	No. copies printed.
Statistical Report, No. 78. Report on Condition of Crops, Yield of Grain per Acre, and on Freight Rates of Transportation Companies. (Including reports on the crop year in California and Colorado, and prices of wheat in 1890.) October, 1890, pp. 495–542	18,000
Statistical Report, No. 79. Report on Yield of Crops per Acre and on Freight Rates of Transportation Companies. (Including reports on a decade of wheat exports, statistics of Colombia, small holdings and allotments in Great Britain, and the French agricultural syndicates.) November, 1890, pp. 543–590	18,000
Statistical Report, No. 80. Report on the Crops of the Year and on Freight Rates of Transportation Companies. (Including reports on New York Dairymen's Association meeting, financial condition of California farmers, peanut production, European Crop Report for December, and Belgian crops, 1889 and 1890.) January, 1891, pp. 591–652	18,000
Miscellaneous Report, No. 1. (New series.) A Report on Flax, Hemp, Ramie, and Jute, with considerations upon flax and hemp culture in Europe, a report on the ramie machine trials of 1889 in Paris, and present status of fiber industries in the United States. By Charles Richards Dodge, special agent. With illustrations and index. April, 1890, pp. 104	10,000
Synopsis of the monthly reports of the Statistician (a brief recapitulation of the returns of statistical correspondents, intended for prompt and wide circulation in advance of the regular Monthly Crop Report, from which it is condensed):	
March Report. March, 1890, pp. 4	20,000
April Report. April, 1890, pp. 4	80,000
May Report. May, 1890, pp. 4	80,000
June Report. June, 1890, pp. 4	78,000
July Report. July, 1890, pp. 4	78,000
August Report. August, 1890, pp. 4	78,000
September Report. September, 1890, pp. 4	78,000
October Report. October, 1890, pp. 4	78,000
November Report. November, 1890, pp. 4	78,000
December Report. December, 1890, pp. 4	78,000
Report of the Statistican for the year 1889. Author's edition. (From Report of the Secretary of Agriculture for 1889.) August, 1890, pp. 201–272	1,000

SILK SECTION.

Silk Bulletin, No. 1. How to Raise Silk-Worms: A brief Manual of Instructions, abridged from Bulletin No. 9 of the Division of Entomology. By Philip Walker, Chief of the Silk Section. February, 1890, pp. 16. With illustrations	5,000
Report of the Chief of the Silk Section for the year 1889. Author's edition. (From the Report of the Secretary of Agriculture for the year 1889.) August, 1889, pp. 453–476	300

DIVISION OF GARDENS AND GROUNDS.

Reports of the Superintendent of Gardens and Grounds for the year 1889. Author's edition. (From the Report of the Secretary of Agriculture for 1889.) August, 1890, pp. 111–134	500

DIVISION OF VEGETABLE PATHOLOGY.

Journal of Mycology. (Devoted to the study of Fungi, especially in their relation to plant diseases):	
Vol. 5, No. 3. With plates. November, 1889, pp. 113–180	1,500
Vol. 5, No. 4. With plates. November, 1889, pp. 181–249, with index ..	1,500
Vol. 6, No. 1. With plates. May, 1890, pp. 44	2,000
Vol. 6, No. 2. With plate and cuts. September, 1890, pp. 45–88	4,000
Vol. 6, No. 3. With plates and cuts. January, 1891, pp. 89–136	2,500
Botanical Bulletin, No. 11. (Section of Vegetable Pathology.) Report on the Experiments made in 1889 in the Treatment of the Fungous Diseases of Plants. By B. T. Galloway. With plates and index. May, 1890, pp. 119	5,000

	No. copies printed.
An Experiment in Preventing the Injuries of Potato Rot. By Clarence M. Weed. (Reprinted from Journal of Mycology, Vol. 5, No. 3.) November, 1889, pp. 156–160	1,000
Peach Rot and Peach Blight. By Erwin F. Smith. (Reprinted from Journal of Mycology, Vol. 5, No. 3.) November, 1889, pp. 123–134	1,000
Treatment of Plant Diseases. (A series of articles reprinted from Journal of Mycology, Vol. 6, No. 1.) May, 1890, pp. 23	5,000
A New Hollyhock Disease. By Miss E. A. Southworth. (Reprinted from Journal of Mycology, Vol. 6, No. 2.) With plate. November, 1890, pp. 45–50	3,000
Report of the Chief of the Section of Vegetable Pathology for 1889. Author's edition. (From the Report of the Secretary of Agriculture for 1889.) With plates. August, 1890, pp. 397–432	500

The cost of these publications will appear from the annexed tabular statement of the amount appropriated for the printing and binding of this Department for the several years covered by the preceding list:

Appropriation for printing and binding for the use of the Department of Agriculture.

Congress.	Session.	For year ending—	Appropriation.	Deficiency.
Forty-eighth	First	June 30, 1885	$22,500.00	None, or included in appropriation.
	Second	June 30, 1886	17,662.50	Do.
Forty-ninth	First	June 30, 1887	18,000.00	Do.
	Second	June 30, 1888	*18,000.00	Do.
Fiftieth	First	June 30, 1889	40,914.37	Do.
	Second	June 30, 1890	39,235.45	Do.
Fifty-first	First	June 30, 1891	47,000.00	Do.
	Second	June 30, 1892	†65,000.00	Do.

* To which was added our portion of $85,000 appropriated to the use of the Public Printer to be divided ratably among the Departments.
† With $10,000 added for Weather Bureau.

2. The Department of Agriculture has a small printing outfit, independent of the Government Printing Office, and under the immediate supervision of the chief clerk of the Department. No printing is executed in the Department unless authorized by such chief clerk. The Department has no bindery.

3. In my annual report for 1890, page 439, I indicated the steps already taken in editing and supervising the annual report of this Department in order to secure its restriction within reasonable limits, and I point out some of the results already obtained by the method which I concluded to adopt even before the preparation of my first annual report. I found that that report, if it were to include the several reports of the chiefs of the various divisions of this Department as prepared by them, would result in a bulky volume of not far from 1,500 pages, whereas the report as actually published consisted of less than 600 pages. A comparison of my reports for 1889 and 1890 with that for 1888 will show conclusively what can be accomplished by careful editing of this document. The report for 1888, covering the work of ten divisions, exceeded 700 pages; the report for 1889, covering the work of thirteen divisions, occupied less than 600, while the report for 1890, covering the work of sixteen divisions, amounted to but little over 600 pages. On the page of my report already referred to, I have stated succinctly my opinion in regard to the character of the annual reports of this Department, as follows:

> It is evident that the time has come when the annual report of the Department must offer to each chief of division merely an opportunity for a business report to his chief of the work actually performed in the division which he superintends, for a general review of the field of economic agriculture assigned to his division, and for presenting suggestions and plans for increasing the efficiency and extending the benefits of his work.

4. I can only speak of the number of copies of reports furnished to this Department and bulletins issued by us from our regular printing fund. Of these I can say most positively that the number printed rarely exceeds our requirements, in most cases, I regret to say, falling short of them, many of the most valuable publications issued by the

Department even during the past 2 years being now exhausted. Of the special reports ordered by Congress, of which, as will be seen by the preceding pages, but a very small proportion are placed at the disposal of this Department, the remainder being reserved for distribution by Members of Congress, I would suggest that the number placed at my disposal is always inadequate, and I can not but think that a considerable proportion of those reserved for distribution by Members of Congress could be more effectively distributed directly from this Department.

5. My efforts have been directed during the past 2 years to bettering our own method of distributing public documents. The points which I have had in mind to accomplish have been these:

First, to effect such a subdivision of the lists of persons receiving documents of this Department as will permit the distribution of each bulletin or publication only to those who are likely to utilize the information therein contained.

Second, to avoid duplication. I have found that the tendency of applicants for the Department publications is to apply for all publications of the Department. These cover such a variety of subjects as to make the cases where all publications should be sent to one individual extremely rare, and pains have been taken to ascertain the needs of each individual applying, so that only those calculated to be of use to him should be sent. By these means a considerable economy has already been effected in the distribution of publications so as to keep editions within the narrowest limit possible. With regard to the publications issued by other Departments, I am inclined to think that similar means would result in similar economy, though perhaps in a less degree, there being few Departments whose publications cover the wide range of subjects included in those of the Department of Agriculture.

6. Eleven copies Revised Statutes; 9 copies Congressional Record, 8 current, 1 bound for Library; 1 bound copy each of the Journal of the House and of the Senate; 1 copy each of every document authorized by Congress of either House for its own use or for the Departments; 1 copy each of all reports of Departments and bureaus; 1 copy of reports of Supreme Court; 1 copy of Report Court of Claims; 5 copies Book of Estimates; 5 copies Digest of Laws; 1 copy Opinions of Attorney-General; 1 copy, bound, of all public documents furnished to Senators and members of the House of Representatives; 1 copy of each bill and resolution introduced into either House.

They should be sent to the chief clerk of this Department, for distribution to the proper divisions.

The wants of the Weather Bureau were not considered at the time this statement was prepared, and a statement of them will be furnished after due inquiry.

7. In order not to delay the submitting of these replies to your committee, I respectfully call your attention to the views expressed by me on the subject of publications in my annual reports for the years 1889 and 1890. See pages 10, 11, and 12 of the first, and pages 40, 41, and 42 of the second. Also the report for 1890 of the Division of Records and Editing, beginning on page 437.

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UNITED STATES CIVIL SERVICE COMMISSION.

UNITED STATES CIVIL SERVICE COMMISSION,
Washington, D. C., May 15, 1891.

HON. CHARLES F. MANDERSON,
Chairman of Committee on Public Printing, United States Senate:

SIR: This Commission duly received the printed letter of the Committee dated the 25th ultimo, and has the honor to make the following reply:

First. There is appended hereto a list of the reports and more important documents and pamphlets printed for this Commission since its organization in 1883. It will be seen from the list that only the third and sixth reports were printed by Congress. All the other documents were printed by order of the Interior Department. Except-

ing the annual reports and the pamphlets of rules and instructions, not more than 500 copies of any one document were printed.

The annual reports have been made as required by section 2, paragraph second, clause fifth of the civil-service act of January 16, 1883, which is as follows:

> Fifth. Said Commission shall make an annual report to the President for transmission to Congress, showing its own action, the rules and regulations and the exceptions thereto in force, the practical effects thereof, and any suggestions it may approve for the more effectual accomplishment of the purposes of this act.

The text of the sixth report covered 8 pages, and the seventh (the last) 28 pages. The appendix to each report contains statistical information for the period covered by the report respecting examinations and appointments for the entire classified service, the civil-service act, rules, regulations, decisions, and classifications, and, with the exception of the fourth report, specimen examination questions. Much the greater number of letters addressed to the Commission can be fully answered by sending copies of the report and the small pamphlet of 20 pages containing the annual schedule of times and places of holding examinations and instructions to applicants, stating the method of application, examination, and appointment. Some portion of what is printed in the sixth report, for instance, is necessary to be understood by every applicant who applies to be examined. Its general dissemination is therefore calculated to relieve the Commission of much labor in explaining to applicants, by correspondence and personal interviews, matters that are fully defined in the report. A great saving in clerical labor has been secured by the careful preparation of the reports and instructions to that end, and applicants have learned with fullness and certainty what they may expect, and publicity has been given to all that has been done.

Second. The Commission has no printing office, its printing being done through the Interior Department.

Third. The report of the Commission has been as brief as was deemed consistent with a proper presentation of its work and there has been a continual effort to make it still more brief. The only particular in which it will admit of being made shorter is in the omission of some of the detailed statistical tables, and this has been done to a degree in the preparation of the appendix to the seventh report. The space occupied by statistical matter in the seventh and succeeding reports will be much less than that occupied by the same matter in the last three reports. Of the first, second, and third reports the numbers printed did not meet the requests received for copies, and several thousand were printed paid for, and distributed by private individuals

interested in the reform movement. At different times there have been no copies of reports to be given out, and much inconvenience damaging to applicants and the public service has resulted. The appropriation for printing for the Interior Department is made to include the Civil Service Commission, and there is no specific amount for printing to which the Commission is entitled. Whether any particular printing can be done for the Commission at any time is a matter of discretion with the Interior Department, and it has often happened when the Department fund has been depleted that the work of the Commission has been seriously embarrassed and retarded by the inability of the Department to do the necessary printing. The Commission would suggest that in future appropriations a specific amount be named in the appropriation for the Interior Department to be expended by it available for the use of the Commission, and that it shall not be dependent as heretofore upon the determination of the Department whether the Commission shall have or shall not have particular printing, so that the Commission shall not suffer because the Department fund has been depleted.

Fourth. The distribution of the documents of the Commission can be best made by the Commission itself. The present method is the most efficient in promptness, accuracy, convenience, and economy.

Fifth. The Commission should be supplied with a copy of all public documents, bills, resolutions, etc., relating to the civil service. The law under which the Commission operates is entitled "An act to regulate and improve the civil service of the United States," and it is plain that the Commission should receive all public documents on the subject. The Interior Department has refused to supply the Commission with a copy of the bills, resolutions, etc., of the House of Representatives, and it should be supplied with them. The Commission is indebted to the courtesy of the Senate for a copy of the Senate documents.

Sixth. The Commission has had no such experience as would warrant it in making suggestions as to changes in existing laws relating to the public printing and binding other than as above set forth in respect to its own work.

Very respectfully,

CHAS. LYMAN,
President.

PUBLICATIONS OF THE UNITED STATES CIVIL SERVICE COMMISSION.

First Annual Report, for the year ended June 16, 1884. 23,500 copies were printed on the order of the Interior Department. 8°. 1884. Paper. 72 pages.

Second Annual Report, for the year ended January 16, 1885. 47,600 copies were printed on the order of the Interior Department. 8°. 1885. 132 pages.

Third Annual Report, for the year ended January 16, 1886. 21,500 copies were printed by order of the Interior Department; 26,000 were printed by the Forty-ninth Congress, of which 2,000 were for the use of the Senate, 4,000 for the use of the House, and 20,000 for distribution by the Commission. 8°. 1886. 150 pages.

Fourth Report, from January 16, 1886, to June 30, 1887. 15,000 copies were printed by order of the Interior Department. 8°. 1888. 731 pages.

Fifth Report, for the fiscal year ended June 30, 1888. 11,000 copies were printed by order of the Interior Department. 8°. 1889. 276 pages.

Sixth Report, for the year ended June 30, 1889. 31,000 copies were printed by the Fifty-first Congress, of which 2,000 were for the use of the Senate, 4,000 for the use of the House, and 25,000 for distribution by the Commission. 8°. 1889. 272 pages.

Seventh Report, for the year ended June 30, 1890. 28 pages. Text, without appendix. 500 copies were printed by order of the Interior Department, Resolution passed the Senate for printing copies for the use of the Commission, but was not presented in the House.

Laws, Rules, and Regulations for improving the executive civil service of the United States (various editions). 8°. Paper. 8 to 32 pages.

The Power of Removal and Discrimination in Appointments for Partisan Reasons. Opinion of the Commission, July 8, 1886. 12°. 1886. Paper. 15 pages.

Rules and Regulations, as they were in force March 4, 1885. Changes and modifications made since that date, and action taken by the Commission under such changes and modifications. 8°. 1887. Paper. 85 pages.

Charges: 1, against the Philadelphia Postal Board; 2, against Postmaster Harrity, of Philadelphia. Partisan appointments. Restriction of power of removal. 8°. 1887. Paper. 139 pages.

Schedule of examinations and instructions to Applicants. 12°. 1887. Paper. 20 pages.

Report concerning the execution of the civil-service law and rules in Chicago post-office, April, 1887. 8°. 1887. Paper. 11 pages.

Regulations for promotion in the classified departmental service. Applied to the War Department, May 7, 1887. 8°. 1887. Paper. 10 pages.

Investigation of a complaint against Collector Seeberger, of the port of Chicago. Should reasons for dismissals be required of the appointing officer? 8°. 1887. Paper. 64 pages.

Can removals be made for partisan reasons? 8°. 1887. Paper. 3 pages.

Report concerning political assessments and the employment without examination of temporary assistant weighers in the New York customs district, and the action of the Commission thereon. 8°. 1890. Paper. 60 pages.

U. S. COMMISSION OF FISH AND FISHERIES.

U. S. COMMISSION OF FISH AND FISHERIES.
Washington, D. C., June 23, 1891.

Hon. CHARLES F. MANDERSON,
Chairman of Committee, U. S. Senate, Washington. D. C.:

DEAR SIR: In response to your request for information about the publications of this Department I have the honor to submit herewith

answers to questions 1, 3, 4, 5, and 6. As there is no branch printing office in the Commission no reference is made to question 2, and question 7 is passed over because such suggestions as I am able to make are given in answer to question 5.

Yours, very respectfully,

M. McDONALD,
Commissioner.

1. What reports, documents, or pamphlets are printed for your department? In giving this answer please cover a period including the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses, thus:

Congress.	Publication.	Total number printed.	Distribution of extra copies.				Cost.
			Senate.	House.	U.S.F.C.	Sale.	
Forty-eighth	Report, 1881	11,000	2,000	6,000	1,500	500	$12,521.20
	Report, 1882	11,425	2,000	6,000	1,500	500	12,001.74
	Bulletin, 1883	6,000	1,000	2,500	1,500	.....	3,290.77
	Bulletin, 1884	6,000	1,000	2,500	1,500	.....	3,190.87
Forty-ninth	Report, 1883	11,500	2,000	6,000	1,500	500	12,658.24
	Report, 1884	12,000	3,000	6,000	1,500	500	14,068.89
	Bulletin, 1885	6,000	1,000	2,500	1,500	.....	3,101.55
Fiftieth	Report, 1885	11,450	3,000	6,000	1,500	500	14,237.71
	Bulletin, 1886	5,790	1,000	2,500	1,500	.....	3,072.03
Fifty-first	Report, 1887	11,347	3,000	6,000	1,500	500	13,523.19
	Bulletin, 1887	5,000	1,000	2,500	1,500	.....	3,933.39

All of the above were printed at the main office, Government Printing Office.

3. Could not the annual report emanating from your department be so edited or supervised as to include the substance of accompanying papers or reports of subordinates so as to do away with the expense of printing so many parts to the report of the head of the department? What remedy do you suggest for this growing tendency to voluminous

annual reports? This question refers more particularly to the appendices to the reports or accompanying papers.

This subject has received the most careful attention from the Commissioner, and the last two reports have been greatly reduced in size, digests being substituted for complete accounts of operations wherever such condensation could be made without impairing value.

4. Is not the number of copies of reports printed, including the accompanying papers, larger than is necessary to meet actual needs? Please give in detail the distribution of the reports of your department, and make suggestions as to how the number of copies may be reduced, if it can be done consistently with the interests of the public service, stating the least number of the different sorts of reports that can be printed for the use of your department.

The Commission requires not less than 2,500 copies of bulletins and reports to supply the demands upon it, 1,500 being the number at present allotted to it out of 11,000 printed. The distribution by the Commission is to Government officials, State fish commissioners, collaborators and employés of the Commission, foreign and domestic libraries, and foreign correspondents.

5. Can you suggest any better method of distributing public documents, either those emanating from your own department or those published by other departments, than now exists?

It is probable that the establishment of a single depot for the receiving and distributing of public documents from lists prepared with the coöperation of heads of departments and bureaus would prevent duplication in sending volumes and greatly reducethe expense in handling.

6. What public documents, bills, resolutions, etc., are required by your department to facilitate business in the department, and to whom should they be sent for distribution?

Congressional Record, and bills relating to fish, fisheries, and scientific investigation. Publications of the following Departments, bureaus, etc.: Geological Survey; Coast Survey; Report of Chief of Engineers; Signal Office; U.S. National Museum; Smithsonian Institution; Hydrographic Office; State Department; Bureau of Statistics, Treasury Department; Life-Saving Service; Bureau of Navigation,

Treasury Department; Light-House Board; Bureau of Navigation, Navy Department; Nautical Almanac; Office of Naval Intelligence; Census Office; Department of Agriculture; U. S. Board on Geographic Names; Bureau of American Republics; Bureau of Ethnology; Patent Office.

SMITHSONIAN INSTITUTION.

SMITHSONIAN INSTITUTION,
UNITED STATES NATIONAL MUSEUM,
Washington, September 12, 1891.

Hon. CHARLES F. MANDERSON,
Chairman of Special Joint Committee on Printing:

SIR: I have the honor to acknowledge the receipt of your circular letter of July 20, requesting information in relation to the printing of reports, documents, and pamphlets for the Smithsonian Institution and National Museum, and in reply beg to submit herewith the desired information.

Very respectfully, yours,

G. BROWN GOODE,
Acting Secretary.

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Question 1. What reports, documents, or pamphlets are printed for your department? In giving this answer, please cover a period including the Forty-eighth, Forty-ninth, Fiftieth, and Fifty first Congresses.

Answer. The publications of the Smithsonian Institution consist of three series, namely, the annual reports, the miscellaneous collections, and the Contributions to Knowledge.

The last two do not come within the scope of the inquiry, as they are published at the expense of the Smithson fund, without cost to the Government.

The annual report has for some years been published in two parts. Part I shows the operations of the Smithsonian Institution, while Part II relates to the work of the National Museum. I submit herewith a statement showing the number of copies of each volume printed since 1884, and the cost of same:

Report for—	Number copies.	Cost.	Report for—	Number copies.	Cost.
1884:			1886:		
Vol. 1	17,960	$12,562.04	Vol. 2	16,606	$11,341.38
2	17,960	11,107.50	1887:		
1885:			Vol. 1	16,606	9,439.44
Vol. 1	16,790	11,516.26	2	16,606	12,136.65
2	16,586	27,270.29	1888:		
1886:			Vol. 1	16,606	10,736.26
Vol. 1	16,606	10,970.62	2	16,606	10,479.41

An examination of this statement shows that the cost of printing the later reports is somewhat less than that of those for the earlier years. All of these reports have been printed at the main printing office. By order of Congress they are distributed as follows: 3,000 to the Senate, 5,000 to the House of Representatives, 7,000 to the Smithsonian Institution, and 606 to various institutions, in accordance with existing laws. The Fifty-first Congress authorized an increase of 3,000 copies of the reports for 1889 and 1890, making the total 19,000 copies instead of 16,000, as heretofore, the additional number being for the use of the National Museum.

The publications of the National Museum consist of two series, viz, the Proceedings and the bulletins. The first-named are composed of short technical papers on scientific subjects, of which one volume, averaging about 600 octavo pages, is published yearly, while the bulletins sousist of monographs of special subjects. The last-named vary conciderably in size and are published at irregular intervals. Prior to

July 1, 1888, requisitions for Museum printing were made on the Department of the Interior, the National Museum having no direct account with the Government Printing Office, but during the first session of the Forty-ninth Congress an appropriation of $10,000 was made for printing for the National Museum, this being intended to cover the cost of the Proceedings, bulletins, labels for specimens, circulars, blanks, and all other printing of whatever kind, including the reprinting of such papers from the stereotyped plates of the reports, Proceedings, and bulletins as the needs of the Museum require. A like amount was appropriated yearly from that time to the second session of the Fifty-first Congress, when the amount was increased to $15,000, for the purpose of enlarging the edition of Proceedings and bulletins. The distribution of both is under the direction of the Smithsonian Institution. Appended will be found a statement showing separately the number of copies of each of the volumes of Proceedings and bulle-

tins printed since the Museum account with the Public Printer was opened, and the cost of the same. These are distributed exclusively by the Museum.

Name of volume.	Number printed.	Number printed.	Cost.	Name of volume.	Number printed.	Number printed.	Cost.
Proceedings—				Bulletin—			
Vol. XI	800	200	$2,560.59	No. 33	1,000		$471.17
XII	800	400	2,526.21	34	1,000		2,697.84
XIII	800	400	2,351.40	35	1,000		641.36
XIV	2,500	500	(*)	36	1,000		1,736.43
				37	1,000		1,300.00
				38	1,000		524.84

* Incomplete, work on volume having been begun on requisition of the Department of the Interior.

Question 2. Have you a branch or independent printing office in your department?

Answer. Neither the Institution nor the Museum has a branch printing office, but the Museum has a small amount of type and two small foot presses, and employs one man, at a salary of $80 per month, to print special labels, which, on account of their size and style of type, can not well be prepared at the Government Printing Office. Circular letters and blanks which are required for immediate use, and which for this reason can not well wait their turn at the Printing Office, are printed here. This is a great convenience, and believed to be decidedly in the interest of economy.

Question 3. Could not the annual report emanating from your department be so edited or supervised as to include the substance of accompanying papers or reports of subordinates, so as to do away with the expense of printing so many parts to the report of the head of the department? What remedy do you suggest for this growing tendency to voluminous annual reports? This question refers more particularly to the appendices to the reports, or accompanying papers.

Answer. It is difficult to see how the size of the annual report can be reduced without serious detriment. The administrative portions are comparatively brief, and the appendix in the first part of the report—that of the Smithsonian Institution proper—is (in accordance with the time-honored practice of 40 years) devoted to the publication of summaries, interesting extracts from correspondence, and accounts of the results of the explorations undertaken by the Institution, or aided and promoted by it, as well as of new discoveries in science.

The Smithsonian Report is distributed to teachers of science and to scientific investigators in the United States, a large proportion of whom are unable through any other channel to gain an idea of the current scientific work of the year; and it is the result of our experience that the publication of these papers has a very important educational value. This is the general feeling throughout the country.

In the second part of the report, devoted to the National Museum, the appendix is occupied by papers written by the officers of the Museum, and describing the collections and the results of studies which

have been made upon them. These papers are intended for the large class already referred to, and also for Museum administrators throughout the world, whom by this means we are are enabled to keep in sympathy with our work, and whose coöperation with us is thus secured. These papers are illustrated in black and white, so far as necessary, and through this medium the usefulness of the Museum is extended to persons throughout the United States who are unable to visit Washington

and study the collections. The papers in the appendix are also intended to give to Congress, in a manner more effective than could otherwise be done, an idea of the aims and methods of the Museum work as they advance and improve from year to year, and this it would be impossible to convey to Congress in any other way.

This publication—the report of the Museum—produces a double effect: First, in that it extends materially the influence and usefulness of the Museum; and secondly, in that it stimulates an interest on the part of its correspondents and induces them to make contributions of specimens. There can be no question that the report in its present form brings each year into the possession of the nation material objects which represent many times the value of the cost of printing the report. It is hoped that it will not be necessary to decrease the size of the annual reports of the Smithsonian Institution and the National Museum.

We shall never desire to increase the volumes of this report beyond their present limit of about one thousand pages each, but a further reduction in size will greatly hamper our work, since there are so many different interests concerned and such a multitude of topics to be discussed that a smaller number of pages would not suffice.

The reports and other publications of the Institution and the Museum issued from the Government Printing Office are far less bulky and expensive than those which emanate from similar Government institutions in the principal European countries.

Question 4. Is not the number of copies of reports printed, including the accompanying papers, larger than is necessary to meet actual needs? Please give in detail the distribution of the reports of your department, and make suggestions as to how the number of copies may be reduced, if it can be done consistently with the interests of the public service, stating the least number of the different sorts of reports that can be printed for the use of your department.

Answer. As already indicated, the distribution of the reports is divided between the Senate, the House of Representatives, and the Smithsonian Institution. The 7,000 copies received by the Institution are distributed to the larger domestic and foreign libraries, to the leading scientific societies and educational institutions, and to the collaborators and scientific correspondents of the Institution both at home and abroad. I inclose, for your examination a copy of the list of institutions to which the annual reports are sent. The demand for the reports is continually increasing, but the 7,000 assigned to the Smithsonian and the 3,000 additional granted by the last Congress for the use of the Museum will probably meet our requirements for the present.

The Proceedings and bulletins, unlike the annual reports, are of comparatively little interest to the general public. They are composed of technical papers on scientific subjects, and are intended chiefly for the use of specialists, teachers, and collectors in the various branches of natural history. To these they are almost indispensable, and applications for them are received daily from teachers, from scientific and normal schools, colleges, and public libraries, and also from scientific correspondents, who claim them in return for contributions to the Museum or as essential to the prosecution of their own studies.

The distribution of the Proceedings and bulletins was formerly divided between the Department of the Interior and the Museum; but since 1888 it has been exclusively under the control of the Museum The editions of the volumes last distributed was 1,000 copies of the bulletins and 800 of the Proceedings, with 400 additional copies in pam

publet form of each paper in the Proceedings. These were distributed as follows:

To selected libraries in the United States	240
To selected libraries abroad	225
To selected correspondents and officials	70
To institutions not upon the distribution list, and to specialists and collectors, in return for publications or specimens sent to the Museum	265

The separate papers are sent to scientific specialists at home and abroad, to whom papers relating to their individual subjects are assigned. No one of these receives all, and by careful management about 1,500 specialists are thus supplied. With the enlarged appropriation it has been decided to increase the edition of both the Proceedings and bulletins to 3,000 copies, the proposed distribution being as follows:

Libraries and institutions in the United States	1,850
Libraries and institutions in foreign countries	400

The remainder will be distributed to scientific correspondents, specialists, and collectors in the various branches of natural history. I send herewith for your information a list of the domestic and foreign libraries to which it is proposed to send future publications of the Museum.

Question 5. Can you suggest any better method of distributing public documents, either those emanating from your own department or those published by other departments, than now exists?

Answer. The establishment of a bureau for receiving and distributing all documents from lists prepared with the coöperation of heads of departments would doubtless prevent much of the duplication which now occurs and would reduce the cost of handling. It might also result in supplying the larger libraries with many of the publications the proper distribution of which is now frequently neglected.

Question 6. What public documents, bills, resolutions, etc., are required by your department to facilitate business in the department, and to whom should they be sent for distribution?

Answer. The Revised Statutes, Official Register, Congressional Record, Congressional Directory, all bills affecting scientific interests, and the publications of the various scientific and statistical bureaus.

Question 7. Does the experience of your department suggest any changes in existing laws relating to the public printing and binding, or the distribution of public documents, that would be in the line of economy and in the interest of the public service? The Committee would be glad to receive from you any suggestions relating to the public printing and binding, the distribution of public documents, and the printing of blanks, letter heads, and envelopes, that would be called for under the most liberal construction of the resolution to which your attention is called.

Answer. In reply to this question your attention is respectfully called to the failure on the part of Congress to provide for the systematic distribution of many of its most valuable publications. You are, of course, familiar with the law that provides for the distribution of public documents through the Department of the Interior to about 400 libraries, known as Government depositories, and to about 800 additional libraries, designated to receive certain classes of publications. There are, however, a surprisingly large number of publications, many of them of great value, that are not designated as public documents, and hence do not come within the provision of the law. The edition of these publi-

cations is very limited, and for this reason no systematic distribution is made. As a result much of the valuable work of the Government Printing Office is being lost to the country, and many publications of permanent value, both scientifically and historically, are already difficult of access, many of which, if lost, can hardly be duplicated. Few, if any, of even the largest libraries of the country contain anything like a complete set of even the more recent Government publications, to say nothing of those of earlier years. I inclose herewith a copy of a list of the publications of the several departments, prepared by Mr. J. H. Hickcox, who has given much attention to this subject. On this list Mr. Hickcox has indicated separately the public documents the distribution of which is already partially provided for by existing laws, and those printed by order of the several departments or bureaus for the distribution of which no provision has yet been made. It seems especially desirable that some provision should be made for the systematic distribution of these publications, as after the manuscript has been prepared and put in type the cost of a sufficient number of additional copies to supply the representative libraries of the various parts of the country is so small as to be scarcely worthy of consideration.

When the size of the country and the rapidly increasing population are considered the 408 Government depositories now in existence would seem to be wholly inadequate to meet either future or even present needs. In order that the publications may be reasonably accessible to the residents of all parts of the country, special care should be exercised in revising the present list of Government depositories, with a view to supplying not only the larger centers of population, but also those scientific and educational institutions and public libraries which give promise of permanency and increasing usefulness.

It seems especially desirable that, as soon as possible, a suitable number of depositories should be established in the new States and Territories of the West, so that the important Government publications may at once begin to accumulate in these localities which are destined before many years to become centers of intellectual activity. To increase the number of depositories at once will have the effect of stimulating the growth of public libraries in many places where they are urgently needed, and the territory of the United States is now so fully occupied that it would seem possible to approximate closely even now the localities where for all time to come it will be most advantageous for the Government to place its publications.

Your attention is respectfully called to Part II of the inclosed list, showing the proposed distribution of publications of the National Museum. This list, which has been prepared with very great care, contains the names of libraries which might with advantage be designated at this time as Government depositories. There is, of course, room for choice in the libraries included under (E). It is made up as follows:

(A) All institutions under State control and colleges of liberal arts.

(B) All libraries now known as Government depositories.

(C) All libraries designated by Congress to receive certain classes of publications, including those of the U. S. Geological Survey.

(D) All additional libraries of over 10,000 volumes.

(E) A representative library in every town of over 10,000 inhabitants not otherwise supplied.

LIST OF UNITED STATES GOVERNMENT PUBLICATIONS, PREPARED BY MR. J. H. HICKCOX.

(NOTE.—Those preceded by an asterisk are not public documents, and hence are not included in the series of publications sent to Government depositories.)

AGRICULTURAL DEPARTMENT.

Annual reports, without appendices.
Annual reports, with appendices.
*Occasional publications.
Bureau of Animal Industry—
- Annual reports.
- * Special bulletins.
- * Occasional reports.

Division of Botany—
- Annual reports.
- * Bulletins.
- * Contributions from the United States National Herbarium.
- * Occasional publications.

Division of Chemistry—
- Annual reports.
- * Bulletins.

Division of Ethnology—
- Annual reports.
- * Bulletins.
- * Insect Life, a periodical.
- * Occasional publications.

Division of Forestry—
- Annual reports.
- * Bulletins.
- * Circulars.

Division of Microscopy—
- Annual reports.
- * Occasional publications.

Division of Ornithology and Mammalogy—
- Annual reports.
- * Bulletins.
- * North American Fauna.
- * Circulars.

Division of Pomology—
- Annual reports.
- * Bulletins.

Division of Statistics—
- Annual reports.
- * Monthly reports.
- * Miscellaneous reports.
- * Occasional publications.

Division of Vegetable Pathology—
- Annual reports.
- * Circulars.
- * "Journal of Mycology," periodical.
- * Occasional publications.

Office of Experiment Stations—
- Annual reports.
- * Experiment station bulletins.
- * "Experiment Station Record," periodical.
- * Farmers' bulletin.
- * Miscellaneous bulletins.
- * Circulars.

Silk Section—
- Annual report.
- * Bulletins.

INTERIOR DEPARTMENT.

Annual report, without appendices.
Annual report, with appendices.
*Register of the Department.
Official Register (Blue Book).
*Catalogue of the Department Library.
Bureau of Education—
- Annual report, without appendices.
- Annual report, with appendices.
- * Special and occasional publications.
- * Circulars of information.

Census Bureau—
- Annual report.
- Census of 1880.
- Census of 1890.
- * Bulletins.

General Land Office—
- Annual report, without appendices.
- Annual report, with appendices.
- * Decisions in land cases, 2 volumes, annually.
- * Rules of Practice.
- * Circulars.
- * Instructions.
- * Mining laws.
- * Occasional publications.
- * Map of the United States.
- * Maps of the several States and Territories having public lands, viz, all excepting the 13 original States and Kentucky, Tennessee, and Texas.

Geological Survey—
- Annual report.
- Monographs.
- Bulletins.
- Mineral Resources of the United States, annually.
- * Topographical maps in sheets (printed but not issued).

Office of Indian Affairs—
- Annual report, without appendices.
- Annual report, with appendices.
- * Occasional publicarions.
- Annual Report of Superintendent of Indian Schools.
- Annual Report of Board of Indian Commissioners.
- Annual report of Hampton School.

Patent Office—
- Annual report.
- Annual report, with index of patents and parentees.
- * Decisions of the Commissioners, annually.
- * "Official Gazette," weekly, 4 volumes annually.
- * Specifications and Drawings of Patents, monthly volumes, 2 each month.

INTERIOR DEPARTMENT—continued.

Patent Office—Continued.
* Specifications and Drawings of Patents Relating to Electricity.
* Indexes to Patents Relating to Electricity, annually.
* Patent Laws and Regulations.
* Rules of Practice in Patent Office.
* Catalogue of Library.
* Occasional publications.
Pension Office—
Annual report.
* Decisions in Pension Cases.
* Rosters of Examining Surgeons.
* Instructions to Examining Surgeons.
* Instructions to Special Examiners.
* Pension Laws and Regulations.
* Occasional publications.
Railroad Commissioner—
Annual report.
Territorial governors—
Annual reports.
Architect of the Capitol—
Annual report.
Columbia Institution for the Deaf and Dumb—
Annual report.
Freedman's Hospital and Asylum—
Annual report.
Government Hospital for the Insane—
Annual report.
Superintendent of Hot Springs Reservation—
Annual report.
Superintendent of Yellowstone National Park—
Annual report.
Union Pacific Railroad, Government Directors—
Annual report.
Utah Commission—
Annual report.
Maritime Canal Company of Nicaragua—
Annual report

INTERSTATE COMMERCE COMMISSION.

Annual report.
* Annual Report of Railway Statistics.
* Rules of Practice Before Commission.
* Reports and Opinions of Commissioners.
* Occasional publications.

DEPARTMENT OF JUSTICE.

Annual Report of the Attorney-General.
Digests of Attorneys-General Opinions.
* Register of the Department.
* Occasional publications.

DEPARTMENT OF LABOR.

Annual reports.
Special reports.

NATIONAL ACADEMY OF SCIENCES.

Annual reports.
Memoirs.

NAVY DEPARTMENT.

Annual report, without appendices.
Annual report, with appendices.
*Navy Register, annually.
*Occasional reports.
Admiral of the Navy—
Annual reports.
Bureau of Construction and Repair—
Annual reports.
*Special reports.
*Specifications for constructions.
Bureau of Equipment and Recruiting—
Annual reports.
*Occasional publications.
Bureau of Medicine and Surgery—
Annual reports.
*Occasional publications.
Bureau of Navigation—
Annual report.
*American Practical Navigator, Bowditch.
*Useful Tables from Navigator.
*Naval Professional Papers.
*Occasional publications.
Hydrographic Office, under Bureau of Navigation—
Annual report.
*Notices.
*Hydrographic Bulletin, weekly.
*Pilot Chart of North Atlantic, monthly.
*Catalogue of charts, plans, publications, etc., issued by Hydrographic Office.
*Catalogue of charts, etc., issued to vessels.
*Charts (about 1,000).
*Sailing Directions, Guide to Navigation, Lists of Lights, etc., numerous.
*International Signal Code.
*Occasional publications.
Nautical Almanac Office, under Bureau of Navigation—
American Ephemeris and Nautical Almanac.
*American Nautical Almanac.
*Atlantic Coasters' Nautical Almanac.
*Pacific Coasters' Nautical Almanac.
*Astronomical papers.
Bureau of Ordnance—
Annual report.
Bureau of Provisions and Clothing—
Annual report.
Bureau of Steam Engineering—
Annual report.
*Specifications for Machinery and Boiler Construction for Vessels for the Navy.
Bureau of Yards and Docks—
Annual report.
*Occasional publications.
Chief Signal Office of the Navy—
Annual report.
Marine Corps—
Annual report of commandant.
Naval Academy—
Annual Report of the Superintendent.
Annual Report of Board of Visitors.

NAVY DEPARTMENT—continued.

Naval Academy—Continued.
* Annual Register.
* Regulations for Admission of Candidates.
* Regulations of the Academy.
Naval Observatory—
Annual report.
Astronomical and Meteorological Observations, annually, with appendices of monographs, usually printed separately also.
Office of Naval Intelligence—
* General Information Series, annually.

POST-OFFICE DEPARTMENT.

Annual Report of the Postmaster-General.
Annual Report of the Postmaster-General, with appendices.
* Postal laws and regulations.
* "Daily Bulletin" of orders affecting the postal service.
First Assistant Postmaster-General—
Annual report.
Second Assistant Postmaster-General—
Annual report.
Third Assistant Postmaster-General—
Annual report.
Chief Post-office Inspector—
Annual report.
Superintendent of Foreign Mail Service—
Annual report.
Superintendent of Postal Money-order System—
Annual report.
Superintendent of Railway Mail Service—
Annual report.
* Schedules of Railway Post-offices, monthly.
Topographer of the Post-Office Department—
Annual report.
* Post-route maps of each State and Territory, revised monthly.

SMITHSONIAN INSTITUTION.

Annual report.
* Contributions to Knowledge.
* Miscellaneous collections.
* Miscellaneous publications.
Bureau of Ethnology—
Annual report.
* Special publications.
Contributions to North American Ethnology.
National Museum—
Annual report.
* Bulletins.
* Proceedings.
* Extracts from proceedings.

STATE DEPARTMENT.

Foreign Relations of the United States, annually.
Commercial Relations of the United States, annually.

STATE DEPARTMENT—continued.

United States Consular Reports, monthly.
* Register of the Department.
* Special reports by United States consuls.
* Consular Regulations.
* Revised Statutes of the United States.
* Revised Statutes of the United States, supplement.
* Statutes at Large of the United States.
* Occasional reports and papers.

TREASURY DEPARTMENT.

Annual Report of the Secretary.
Annual Report of the Secretary, with appendices.
Estimates of Appropriations for the Support of the Government.
* Digest of Appropriations for the Support of the Government.
* Decisions of the Department and of the Board of Appraisers, monthly.
Account of the Receipts and Expenditures of the United States, annually.
Laws Relating to Loans and Currency.
Tariff on Imports, and Free List.
* Statements of the Debt of the United States, monthly.
* Instructions, Regulations, etc. (various).
Occasional publications.
First Auditor—
Annual report.
Second Auditor—
Annual report.
Third Auditor—
Annual report.
Fourth Auditor—
Annual report.
Fifth Auditor—
Annual report.
Sixth Auditor—
Annual report.
Commissioner of Customs—
Annual report.
Commissioner of Internal Revenue—
Annual Report of the Commissioner.
Annual Report of the Commissioner, with tables.
* Internal Revenue Laws.
* Catalogue of Books, Blanks, Laws, and Regulations.
* Lists of Collection Districts.
* Internal Revenue Manual.
* Internal Revenue Gaugers' Manual.
* Regulations and Instructions, numerous.
Comptroller, First—
Annual report.
Accounts of the First Comptroller, annually.
Comptroller, Second—
Annual report.
* Decisions of the Second Comptroller.
Comptroller of the Currency—
Annual report.
* National Bank Act and Laws.
Commissioner of Navigation—
Annual report.
* Annual List of Merchant Vessels.

TREASURY DEPARTMENT—continued.

Commissioner of Navigation—Cont'd.
Navigation Laws of the United States.
Register of the Treasury—
Annual report.
Treasurer of the United States—
Annual report.
Annual Report on the Sinking Fund and Funded Debt of the District of Columbia.
* Statement of Liabilities and Assets of the United States, monthly.
Bureau of Engraving and Printing—
Annual report.
Bureau of Statistics—
Annual Report on Foreign Commerce.
Annual Report on Internal Commerce.
*Annual Report on Imported Merchandise entered for consumption in the United States.
*Annual Statements, by Countries and Customs Districts, of Imports and Exports.
*Quarterly Reports Relative to imports, Exports, Immigration, and Navigation of the United States.
* Statements of Foreign Commerce and Immigration, monthly.
* Summary Statement of Imports and Exports of the United States, monthly.
Statistical Abstract of the United States, annual.
* Exports of Mineral Oils and Cotton, monthly.
* Exports of the Principal Articles for Domestic Provisions, monthly.
* Exports of Breadstuffs monthly.
*Occasional special reports.
Coast and Geodetic Survey—
Annual Report of the Superintendent.
*Appendices from ditto, separately printed.
*Atlantic Local Coast Pilot.
*"Notices to Mariners," monthly.
* Tide Tables of the Pacific Coast, annual.
* Tide Tables of the Atlantic Coast, annual.
* Catalogue of Charts and Publications.
* Pacific Coast Pilot.
*Charts of coasts of the United States, numerous.
*"Bulletins."
Director of the Mint.
Annual report.
Annual Report on the Production of Precious Metals.
* Proceedings of the Assay Commission, annually.
*Occasional publications.
Life-Saving Service.
Annual report.
*Official Register, annual.
*Occasional publications.

TREASURY DEPARTMENT—continued.

Light-House Board—
Annual report.
* List of Beacons, Buoys, Stakes in (13) Light-House Districts, annually.
* Lists of Light-House, Lights, Beacons, etc., on the Atlantic, Gulf, and Pacific Coasts, annually.
* Lists of Lights on the Northern Lakes and Rivers of the United States, annually.
* Lists of Lights on Western Rivers, annually.
* Occasional publications.
Marine-Hospital Service—
Annual Report of the Supervising Surgeon-General.
* List of Medical Officers in the Service, semiannually.
* Regulations of the Service.
* Weekly Abstract of Sanitary Reports.
Revenue Marine Service—
Annual report.
* List of Officers and Vessels, annually.
* Rules and Regulations.
* Special reports.
Secret Service Division—
Annual report.
Steamboat-Inspection Service—
Annual Report of Supervising Inspector-General.
* Proceedings of Board of Supervising Inspectors.
* Laws Governing the Service.
* General Rules and Regulations.
* Rules Governing Foreign Passenger Steam-Vessels.
* Steamboat Inspectors' Manual.
Supervising Architect—
Annual report.
* Instructions to Superintendents of Construction, etc.
* Instructions to Custodians of Public Buildings.
Supervising Special Agent—
Annual report.

UNITED STATES CIVIL SERVICE COMMISSION.

Annual report.
* Schedule of Examinations.
* Regulations for Promotions.
* Laws, Rules, and Regulations.
* Investigations.

UNITED STATES BOARD ON GEOGRAPHIC NAMES.

* Bulletins.

UNITED STATES FISH COMMISSION.

Annual Report of the Commissioner.
Annual report, with appendices.
Bulletins.
* Numerous extracts from the annual report and bulletins, separately printed.

WAR DEPARTMENT.

Annual Report of the Secretary of War.
Annual report, with appendices.
*Register of the Department.
*Army Regulations.
Records of the War of the Rebellion.
*Occasional special publications.
Adjutant-General—
Annual report
*Army Register.
*General orders, court-martial orders, and circulars
*Occasional publications.
Corps of Engineers—
Annual Report of the Chief.
Annual report, with appendices.
*Regulations for the Government of the Corps.
*Laws Relating to Bridge Construction.
*Laws Relating to Rivers and Harbors.
*Index to Reports of Engineers.
*Occasional publications.
Commissary-General—
Annual report.
General of the Army.
Annual report.
Inspector-General of the Army—
Annual Report of the Secretary of War.
Annual Report of the General of the Army.
Judge-Advocate-General—
Annual report.
Military Academy, West Point—
Annual Report, Board of Visitors.
*Register of officers and cadets.
Mississippi River Commission—
Annual report.
Missouri River Commission—
Annual report.

WAR DEPARTMENT—continued.

Ordnance Bureau—
Annual report.
Annual report, with appendices.
Tests of Iron and Steel etc.
*Notes on the Construction of Ordnance.
Paymaster-General—
Annual report.
*Quarterly Station List of Officers.
*Official Table of Distances.
Quartermaster-General—
Annual report.
*Roster of Officers of the Bureau, monthly.
*Regulations, Rules, and Decisions.
*Occasional publications.
Signal Office—
Annual report.
Annual report, with appendices.
*Weather map, daily.
*Summary of International Meteorological Observations.
*Instructions, Directions, Regulations, etc.
*Special reports.
*Weather Corps bulletins.
*Indexes to Monthly Weather Review.
Soldiers' Home—Board of Commissioners—
Annual report.
Surgeon-General—
Annual report.
*Station Lists, quarterly.
*Index-catalogue of Library.
*Medical and Surgical History of the War.
*Digest of Orders and Decisions.
*Occasional publications.

LIST OF SCIENTIFIC INSTITUTIONS AND OF FOREIGN AND DOMESTIC LIBRARIES TO WHICH FUTURE PUBLICATIONS OF THE NATIONAL MUSEUM ARE TO BE SENT.

I. List of institutions under State control and of colleges of liberal arts.
II. List of leading libraries in the United States made up as follows:
(*a*) All institutions mentioned in the preceding list which are here inclosed in brackets.
(*b*) All libraries known as Government depositories.
(*c*) All libraries designated by Congress to receive certain classes of publications, including those of the U. S. Geological Survey.
(*d*) All additional libraries of over 10,000 volumes.
(*e*) A representative library in every town of over 10,000 inhabitants not otherwise supplied.
III. List of foreign libraries and scientific insitutions.

NOTE.—These lists will be found printed in Smithsonian Report for 1889, part 2, pages 193–277.

(4)

DOCUMENTS PRINTED.

List of documents printed during the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses.

[Those marked with an asterisk (*) include the regular number.]

Title of document.	By what authority printed.	Number of copies.	How distributed.
Abridgement of Message and Documents for first and second sessions of the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses.	R. S., sec. 3708	35,000	10,000 Senate, 25,000 House.
Agriculture, Annual Report—			
1883	Stat. L., p. 641, Mar. 3, 1883.	*301,900	56,000 Senate, 214,000 House, 30,000 Agricultural Dept.
1884	Joint res., July 1, 1884	*401,900	70,000 Senate, 300,000 House, 30,000 Agricultural Dept.
1885	Joint res., Mar. 3, 1885	*311,734	80,000 Senate, 200,000 House, 30,000 Agricultural Dept.
1886	Stat. L., vol. 24, p. 347	*401,734	75,000 Senate, 300,000 House, 25,000 Agricultural Dept.
1887	Joint res., Mar. 3, 1887	*401,734	70,000 Senate, 300,000 House, 30,000 Agricultural Dept.
1888	Joint res., Oct. 20, 1888	*401,734	Do.
1889	Joint res., Dec. 19, 1889	*401,734	75,000 Senate, 300,000 House, 25,000 Agricultural Dept.
1890	Joint res., Sept. 25, 1890	*401,734	Do.
Animal Industry, Bureau of, Report of—			
1884	Joint res., July 5, 1884	*51,900	10,000 Senate, 35,000 House, 5,000 Agricultural Dept.
1885	Joint res., Mar. 3, 1885	50,000	Do.
1886	R. S., sec. 3792; joint res., Feb. 28, 1887.	*36,900	10,000 Senate, 20,000 House, 5,000 Agricultural Dept.
1887	Joint res., Mar. 1, 1889	*51,734	13,000 Senate, 27,000 House, 10,000 Agricultural Dept.
1888	....do	*51,734	Do.
1889 and 1890	Joint res., Sept. 25, 1890	*51,734	Do.
Bibliography of Economic Entomology	Con. res., July 6, 1882	*2,734	1,000 Agricultural Dept.
Diseases of the Horse, Special Report on	Joint res., Mar. 3, 1891	*101,734	20,000 Senate, 70,000 House, 10,000 Agricultural Dept.
Do	Requisition	20,000	Agricultural Dept.
Do	....do	20,000	Do.
Diseases of Swine, etc., Special Report No. 34.	Joint res., Feb. 14, 1881	50,050	12,000 Senate, 30,300 House, 7,700 Agricultural Dept., 50 Library of Congress.
Forestry, Commissioner of, Report of	Con. res., Mar. 3, 1883	*9,900	2,000 Senate, 5,900 House, 1,000 Com. of Forestry.
Insects Affecting the Orange	R. S., sec. 3792; con. res., July 6, 1882.	*6,900	1,500 Senate, 2,500 House, 1,000 Agricultural Dept.
International Sheep and Wool Show	R. S., sec. 3792; joint res., Aug. 4, 1886.	*11,900	3,000 Senate, 6,000 House, 1,000 Agricultural Dept.
Alaska, Fur Seal and other Fisheries of	Con. res., Feb. 27, 1889	*11,734	2,000 Senate, 4,000 House, 1,500 Fish Com., 1,250 State, 1,250 Treasury.
Alaska, Report on, by—			
Lieut. H. T. Allen	R. S., sec. 3792; con. res., Mar. 2, 1887.	*4,400	1,000 Senate, 2,000 House, 500 War Dept.
E. W. Nelson	R. S., sec. 3792; con. res., July 17, 1886.	*5,900	1,000 Senate, 2,000 House, 3,500 Signal Office.
Lieut. Frederick Schwatka	R. S., sec. 3792; con. res., Feb. 7, 1885.	*5,400	1,000 Senate, 2,000 House, 500 War Dept.
L. M. Turner	R. S., sec. 3792; con. res., July 17, 1886.	*5,900	1,000 Senate, 2,000 House, 3,500 Signal Office.
Almanac, Nautical—			
1884, first edition	Joint res., Feb. 11, 1880	500	Navy Dept.
1884, second edition	....do	1,000	Do.
1885, first edition	....do	1,000	Do.
1885, second edition	....do	500	Do.
1886, second edition	....do	1,500	Do.
1886, first edition	....do	1,000	Do.
1886, second edition	....do	1,500	Do.
1887, first edition	....do	1,000	Do.
1887, second edition	....do	1,300	Do.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Almanac, Nautical—Continued.			
1888, first edition	Joint res., Feb. 11, 1880.	1,000	Navy Dept.
1888, second edition	....do	1,500	Do.
1889, first edition	....do	1,000	Do.
1889, second edition	....do	1,500	Do.
1890, first edition	....do	1,000	Do.
1890, second edition	....do	1,500	Do.
1890, third edition	....do	200	Do.
1891, first edition	....do	1,500	Do.
1891, second edition	....do	1,500	Do.
1892, first edition	....do	1,000	Do.
1892, second edition	....do	2,000	Do.
1893, first edition	....do	1,000	Do.
Almanac, Coasters' Nautical	R. S., sec. 3792: joint res., Feb. 11, 1880.	*3,400	100 Senate, 400 House, 1,000 Navy Dept.
Do	Requisition	1,500	Navy Dept.
Almanac, Atlantic Coasters' Nautical—			
1885	Joint res., Feb. 11, 1880.	2,500	Do.
1886	....do	1,000	Do.
1887	....do	1,000	Do.
1888	....do	1,000	Do.
1889	....do	1,000	Do.
1889	....do	150	Do.
1890	....do	1,250	Do.
1891	....do	1,200	Do.
Almanac, Pacific Coasters' Nautical—			
1885	....do	1,000	Do.
1886	....do	1,000	Do.
1887	....do	550	Do.
1888	....do	1,000	Do.
1889	....do	1,000	Do.
1890	....do	1,000	Do.
1891	....do	1,000	Do.
Almanac, Ephemeris and Nautical—			
1884	Joint res., Feb. 11, 1880.	1,550	100 Senate, 400 House, 1,000 Navy Dept., 50 Library.
1884	R. S., sec. 3792: joint res., Feb. 11, 1880.	300	250 sale by Navy Dept., 50 Library of Congress.
1885	Joint res., Feb. 11, 1880.	1,550	100 Senate, 400 House, 1,000 Navy Dept., 50 Library.
1885, Supplement to	Requisition	500	Navy Dept.
1886	Joint res., Feb. 11, 1880.	*3,400	100 Senate, 400 House, 1,000 Navy Dept.
1887	R. S., sec. 3792: joint res., Feb. 11, 1880.	*3,400	Do.
1887	Requisition	400	Navy Dept.
1888	R. S., sec. 3792: joint res., Feb. 11, 1880.	*3,400	100 Senate, 400 House, 1,000 Navy Dept.
1888, second edition	Requisition	400	Navy Dept.
1889	R. S., sec. 3792: joint res., Feb. 11, 1880.	*3,400	100 Senate, 400 House, 1,000 Navy Dept.
1889	Requisition	1,500	Navy Dept.
1889	....do	500	Do.
1890	Joint res., Feb. 11, 1880.	1,500	100 Senate, 400 House, 1,000 Navy Dept.
1890, second edition	Requisition	600	Navy Dept.
1891	Joint res., Feb. 11, 1880.	1,550	100 Senate, 400 House, 1,000 Navy Dept., 50 Library.
1891, second edition	Requisition	600	Navy Dept.
1892	Joint res., Feb. 11, 1880.	1,550	100 Senate, 400 House, 1,000 Navy Dept., 50 Library.
1893	....do	1,550	Do.
Almanac, Ephemeris and Nautical	Requisition	250	Navy Dept.
Do	....do	500	Do.
Apparent Right Ascensions of Additional Time Stars. Supplement to American Ephemeris, 1884.	Joint res., Feb. 11, 1880.	*3,400	100 Senate, 400 House, 1,000 Navy Dept.
Catalogue of Stars. Supplementary Paper No. 4 to Nautical Almanac.	....do	1,550	100 Senate, 400 House, 1,000 Navy Dept., 50 Library.
Astronomical and Meteorological Observations—			
1878	Requisition	750	Navy Dept.
1879	....do	750	Do.
1880	....do	750	Do.
1881	R. S., sec. 3792: con. res., Mar. 2, 1885.	*3,000	400 Senate, 800 House, 800 Navy Dept.
1881	Requisition	750	Navy Dept.
1882	R. S., sec. 3792: con. res., Mar. 2, 1885.	*3,000	400 Senate, 800 House, 800 Navy Dept.
1883	R. S., sec. 3792: con. res., July 17, 1886.	*3,700	300 Senate, 700 House, 800 Navy Dept.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Astronomical and Meteorological Observations—Continued.			
1884	Con. res., July 17, 1886	*3,534	300 Senate, 700 House, 300 Navy Dept.
1885	do	*3,534	Do.
1886	Con. res., Jan. 8, 1889	1,800	300 Senate, 700 House, 800 Navy Dept.
Astronomical Papers, volume 3, parts 1, 2, and 3	Joint res., Feb. 11, 1880	1,500	100 Senate, 400 House, 1,000 Navy Dept.
Astronomical Papers of American Ephemeris—			
Volume 2, parts 1, 2, 3, 4, and 5	do	1,500	Do.
Volume 3, part 2	do	1,500	Do.
Volume 3, parts 4 and 5	do	1,500	Do.
Volume 4, part 1	do	1,500	Do.
Part 6	do	1,500	Do.
Meteorological Observations—			
1881	Requisition	150	Navy Dept.
1882	do	150	Do.
1883	do	75	Do.
British Naval and Military Operations in Egypt	R. S., sec. 3792; joint res., Mar. 3, 1885	*6,400	1,000 Senate, 2,000 House, 1,500 Navy Dept.
Coast and Geodetic Survey, Report of the—			
1878	Con. res., Mar. 3, 1879	*3,400	1,500 Survey.
1879	Con. res., May 28, 1880	*4,900	3,000 Survey.
1880	Con. res., Jan. 24, 1881	*4,900	Do.
1881	Con. res., June 21, 1882	*4,900	Do.
1882	R. S., sec. 3792; con. res., Feb. 9, 1883	*4,900	Do.
1883	R. S., sec. 3792; con. res., Mar. 28, 1884	*4,900	Do.
1883	Requisition	325	Treasury Dept.
1884	R. S., sec. 3792; con. res., Jan. 30, 1885	*4,900	3,000 Survey.
1885	R. S., sec. 3792; con. res., July 17, 1886	*4,900	Do.
1886	R. S., sec. 3792; con. res., Mar. 3, 1887	*6,734	1,000 Senate, 2,000 House, 2,000 Survey.
1887	Con. res., Sept. 28, 1888	*6,734	Do.
1888	Con. res., Feb. 13, 1889	*6,734	Do.
1889	Con. res., Mar. 21, 1890	*6,734	Do.
Columbia River and its Tributaries, Survey of the	Con. res., May 17, 1882	*6,900	1,500 Senate, 3,000 House, 500 War Dept.
Commercial Relations—			
1880–'81	R. S., sec. 3798	*6,900	2,000 Senate, 3,000 House.
1880–'81	Requisition	1,500	State Dept.
1882–'83, volumes 1 and 2	R. S., sec. 3798; joint res., June 20, 1884	*6,900	2,000 Senate, 3,000 House.
1882–'83	Requisition	2,500	State Dept.
1884–'85	R. S., sec. 3798	*6,900	2,000 Senate, 3,000 House.
1884–'85	Requisition	1,000	State Dept.
1886, volumes 1 and 2	R. S., sec. 3798	*6,734	2,000 Senate, 3,000 House.
1885–'86	Requisition	1,000	State Dept.
1887	R. S., sec. 3798	*6,734	2,000 Senate, 3,000 House.
1887–'88	do	*6,734	Do.
Commercial Relations	Requisition	1,000	State Dept.
Commissioner of Claims, Summary Reports of (Ninth and Tenth General Reports)	Act June 16, 1880	70	25 Senate, 25 House, 10 Treasury, 10 War.
Congressional Directory	R. S., sec. 3801	12,050	Joint Committee on Printing.
Do	do	13,050	Do.
Do	do	*14,900	Do.
Do	do	*14,900	Do.
Do	do	*14,900	Do.
Do	do	*15,400	Do.
Do	do	*15,400	Do.
Do	do	*13,900	Do.
Do	do	*14,900	Do.
Do	do	*15,400	Do.
Do	do	*15,400	Do.
Do	do	*15,400	Do.
Do	do	*15,400	Do.
Do	do	*14,900	Do.
Do	do	*14,900	Do.
Do	do	*6,734	Do.
Do	do	*21,734	Do.
Do	do	*13,734	Do.
Do	do	*14,734	Do.
Do	do	*21,734	Do.
Do	do	*8,334	Do.
Do	do	*21,734	Do.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Congressional Directory	R. S., sec. 3801	*26, 734	Joint Committee on Printing.
Do	do	*14, 234	Do.
Do	do	*21, 734	Do.
Contested Elections—			
Forty-eighth Congress, first session.	R. S., sec. 3792	*1, 900	Congress.
Forty-ninth, Fiftieth, and Fifty-first Congresses.	Act Mar. 2, 1887	450	400 House, 50 Library of Congress.
Election Cases, Compilation of Senate, from 1789 to 1885.	R. S., sec. 3792; con. res., Feb. 13, 1886	*4, 950	1,000 Senate, 2,000 House, 50 compiler.
Contract Laborers, etc., Importation of.	R. S., sec. 3792; con. res., Feb. 6, 1889.	*12, 234	3,500 Senate, 7,000 House.
Cruise of the Corwin—			
1884	Con. res., Sept. 27, 1888	*6, 734	1,000 Senate, 2,000 House, 2,000 Treasury Dept.
1885	do	*6, 734	Do.
Electrical Conference, Report of	Con. res., Aug. 5, 1886	*4, 234	2,500 State Dept.
Entomological Commission, Report of the—			
Third Annual	R. S., sec. 3792; joint res., Feb. 26, 1881.	*31, 900	7,000 Senate, 20,907 House, 2,993 Interior Dept.
Fourth Annual	Con. res., Jan. 27, 1881	*31, 900	10,000 Senate, 18,180 House, 1,720 Interior Dept.
Entomological Commission, Bulletin No. 7.	Requisition	2, 000	Interior Dept.
Ethnology, Bureau of, Report of the—			
First Annual	Con. res., June 14, 1880	15, 050	3,000 Senate, 7,000 House, 5,000 Smithsonian Institution, 50 Library Cong.
Second Annual	R. S. sec. 3792; con. res., Feb. 19, 1881.	*16, 900	3,000 Senate, 7,272 House, 4,728 Bureau Ethnology.
Third Annual	do	*16, 900	Do.
Fourth Annual	R. S., sec. 3792; joint res., June 26, 1884.	*17, 400	3,500 Senate, 7,000 House, 5,000 Bureau Ethnology.
Fifth Annual	do	*17, 234	Do.
Sixth Annual	Joint res., Mar. 2, 1885	*17, 234	Do.
Bibliography—			
Algonquian Languages	Con. res., July 28, 1888	6, 000	1,000 Senate, 2,000 House, 3,000 Bureau Ethnology.
Eskimo Language	Joint res., Aug. 5, 1886	10, 000	1,500 Senate, 4,000 House, 4,500 Bureau Ethnology.
Iroquoian Languages	Con. res., July 28, 1888	6, 000	1,000 Senate, 2,000 House, 3,000 Bureau Ethnology.
Muskhogean Languages	do	6, 000	Do.
Sioux Language	Joint res., Aug. 5, 1886	10, 000	1,500 Senate, 4,000 House, 4,500 Bureau Ethnology.
Circular, Square, and Octagonal Earthworks of Ohio.	Con. res., July 28, 1888	6, 000	1,000 Senate, 2,000 House, 3,000 Bureau Ethnology.
Contributions to North American Ethnology—			
Volume 5	Con. res., May 26, 1880	*6, 900	1,000 Senate, 3,000 House, 1,000 Smithsonian Inst.
Volume 10	Con. res., Mar. 2, 1881	100	Bureau Ethnology.
Gold and other Metals, etc., Use of	Joint res., Aug. 5, 1886	10, 000	1,500 Senate, 4,000 House, 4,500 Bureau Ethnology.
Mound Explorations	do	10, 000	Do.
Perforated Stone of California	do	10, 000	Do.
Problem of the Ohio Mounds, by Cyrus Thomas.	do	10, 000	Do.
Textile Fabrics of Ancient Peru, by William H. Holmes.	do	10, 000	Do.
Digest and Rules of the House	Res., Feb. 16, 1882	2, 050	2,000 House, 50 Library.
Do	Res., Dec. 21, 1882	1, 000	House.
Do	Res., Mar. 1, 1883	250	Do.
Do	Res., Dec. 5, 1883	2, 550	2,500 House, 50 Library.
Do	Res., Feb. 5, 1884	250	House.
Do	Res., July 16, 1884	2, 000	Do.
Do	Res., Dec. 19, 1885	2, 550	2,500 House, 50 Library.
Do	Res., Jan. 27, 1886	200	House.
Do	Res., Aug. 2, 1886	2, 050	2,000 House, 50 Library.
Do	Res., Jan. 25, 1888	2, 500	House.
Do	Res., Feb. 19, 1889	2, 550	Do.
Do	Res., Feb. 17, 1890	2, 500	Do.
Do	Res., Sept. 8, 1890	350	Do.
Do	Res., Oct. 1, 1890	2, 550	2,500 House, 50 Library.
Do	Res., Feb. 20, 1891	2, 750	House.
Eulogy on the late President James A. Garfield, by Hon. James G. Blaine.	Joint res., June 7, 1882	*34, 400	10,000 Senate, 20,000 House, 500 State, 1,000 Mrs. Garfield, 1,000 Mr. Blaine.
Eulogies—			
Hon. Thomas Allen	R. S., sec. 3792; act Apr. 10, 1884.	*13, 900	4,000 Senate, 8,000 House.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Eulogies—Continued.			
Hon. H. B. Anthony	R. S., sec. 3792; act Mar. 3, 1885.	*13,900	4,000 Senate, 8,000 House.
Hon. John Arnot, jr	R. S., sec. 3792; joint res., Mar. 3, 1887.	*13,734	3,000 Senate, 9,500 House.
Hon. Lewis Beach	....do	*14,234	Do.
Hon. James N. Burns	Joint res., Mar. 1, 1889.	*26,734	600 Senate, 18,950 House, 50 family of deceased.
Hon. A. E. Burnside	Joint res., Feb. 15, 1882.	12,050	4,000 Senate, 8,000 House, 50 Library of Congress.
Hon. M. H. Carpenter	....do	12,050	Do.
Hon. W. H. Cole	R. S., sec. 3792; joint res., Mar. 3, 1887.	*14,234	3,000 Senate, 9,500 House.
Hon. Samuel S. Cox	Joint res., July 16, 1890.	*26,734	6,000 Senate, 18,950 House, 50 family of deceased.
Hon. A. Dowdney	....do	*14,234	3,000 Senate, 9,500 House.
Hon. W. A. Duncan	R. S., sec. 3792; joint res., Feb. 12, 1885.	*14,400	Do.
Hon. R. Ellwood	R. S., sec. 3792; joint res., Mar. 13, 1886.	*14,400	Do.
Hon. John Evins	R. S., sec. 3792; joint res., Feb. 12, 1885.	*14,400	Do.
Hon. E. W. Farr	Joint res., Mar. 3, 1881.	12,050	3,000 Senate, 9,000 House, 50 Library of Congress.
Hon. Michael Hahn	R. S., sec. 3792; joint res., July 15, 1886.	*14,400	3,000 Senate, 9,500 House.
Hon. D. C. Haskell	R. S., sec. 3792; joint res., Mar. 13, 1884.	*14,400	3,000 Senate, 9,500 House.
Hon. R. M. A. Hawk	R. S., sec. 3792; joint res., Feb. 24, 1882.	*13,900	Do.
Vice-President T. A. Hendricks	Joint res., Mar. 13, and con. res., July 28, 1886.	*32,900	10,000 Senate, 20,000 House, 500 Mrs. Hendricks, 500 State Dept.
Hon. Thomas Herndon	R. S., sec. 3792; joint res., May 3, 1884.	*14,400	3,000 Senate, 9,500 House.
Hon. B. H. Hill	Joint res., Feb. 23, 1883.	*13,900	4,000 Senate, 8,000 House.
Hon. William D. Kelley	Joint res., May 26, 1890.	*26,734	6,000 Senate, 18,900 House, 100 family of deceased.
Hon. John A. Logan	R. S., sec. 3792; joint res., Mar. 3, 1887.	*32,400	10,000 Senate, 20,000 House, 500 Mrs. Logan.
Hon. William M. Lowe	R. S., sec. 3792; joint res., Feb. 23, 1883.	*13,900	3,000 Senate, 9,000 House.
Hon. John F. Miller	R. S., sec. 3792; act of July 6, 1886.	*13,734	4,000 Senate, 8,000 House.
Hon. Seth C. Moffatt	Joint res., May 21, 1886	*14,234	3,000 Senate, 9,500 House.
Hon. M. P. O'Connor	R. S., sec. 3792; joint res., Mar. 13, 1882.	*13,900	3,000 Senate, 9,000 House.
Hon. G. S. Orth	R. S., sec. 3792; joint res., Feb. 21, 1882.	*13,900	Do.
Hon. Austin F. Pike	R. S., sec. 3792; joint res., Mar. 3, 1887.	*13,734	4,000 Senate, 8,000 House.
Hon. W. T. Price	....do	*14,234	3,000 Senate, 9,500 House.
Hon. Samuel J. Randall	Joint res., Sept. 19, 1890	*26,734	6,000 Senate, 18,950 House, 50 family of deceased.
Hon. Joseph Rankin	R. S., sec. 3792; joint res., July 9, 1886.	*14,400	3,000 Senate, 9,500 House.
Hon. E. W. Robertson	Joint res., Mar. 1, 1889	*14,234	Do.
Hon. J. W. Shackelford	R. S., sec. 3792; joint res., Mar. 2, 1883.	*13,900	3,000 Senate, 9,000 House.
Hon. R. W. Townshend	Joint res., June 5, 1890	*26,734	6,000 Senate, 18,950 House, 50 family of deceased.
Hon. J. T. Updegraff	R. S., sec. 3792; joint res., Feb. 27, 1883.	*13,900	3,000 Senate, 9,000 House.
Hon. Fernando Wood	Joint res., Feb. 13, 1882.	12,050	4,000 Senate, 8,000 House, 50 Library of Congress.
European Dockyards. Report on, by Naval Constructor Philip Hichborn.	Joint res., Apr. 7, 1886.	*5,900	500 Senate, 1,000 House, 2,500 Navy Dept.
Do (quarto)	Joint res., Feb. 14, 1889	4,000	1,000 Senate, 2,000 House, 1,000 Navy Dept.
Executive Departments at the Centennial Exhibition, 1876. Report of Board on Behalf of the.	R. S., sec. 3792; joint res., Mar. 3, 1884.	*6,900	1,000 Senate, 3,000 House, 500 Centennial Commission, 300 Central Board, 200 Smithsonian Inst.
Executive Departments. Methods of Doing Business in. Senate Report No. 507, in 3 parts, 2d sess. 50th Cong.	Con. res., Jan. 8, 1889	*7,734	2,000 Senate, 4,000 House.
Exhibition at Melbourne. Report of United States Commissioners.	Con. res., Sept. 26, 1890.	*4,734	600 Senate, 1,200 House, 1,200 State Dept.
Expedition to Lady Franklin Bay, by Lieut. Greely, volumes 1 and 2.	R. S., sec. 3792; con. res., July 9, 1886.	*6,400	1,250 Senate, 2,500 House, 750 Signal Office.

List of documents printed, etc—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Expedition to Point Barrows, Alaska..	R. S., sec. 3792; joint res., Feb. 26, 1885.	*3,900	2,900 Signal Office.
Fish and Fisheries. Commissioner of, Report of the—			
1883	R. S., sec. 3792; con. res., June 3, 1884.	*11,900	2,400 Senate, 6,000 House, 1,500 Fish Commission, 500 sale by Public Printer.
1884	R. S., sec. 3792; con. res., July 2, 1884.	*12,900	3,000 Senate, 6,000 House, 1,500 Fish Commission, 500 sale by Public Printer.
1885	R. S., sec. 3792; con. res., Mar. 2, 1885.	*12,284	3,000 Senate, 6,000 House, 1,500 Fish Commission, 50 sale by Public Printer.
1886	Con. res., Mar. 2, 1887	*12,334	3,000 Senate, 6,000 House, 1,500 Fish Commission, 100 sale by Public Printer.
1887	Con. res., Mar. 2, 1889	*12,734	3,000 Senate, 6,000 House, 1,500 Com. Fish and Fisheries, 500 for sale.
1888	Con. res., Aug. 27, 1890.	*12,734	3,000 Senate, 6,000 House, 2,000 Fish Com.
Fish Commission, Bulletin of the—			
1883	Joint res., Feb. 14, 1881.	*6,900	1,000 Senate, 2,500 House, 1,500 Fish Commission.
1884	R. S., sec. 3792; joint res., Feb. 14, 1881.	*6,900	Do.
1885	do	*6,900	Do.
1886	do	*6,734	Do.
1887	Joint res., Feb. 14, 1881.	*6,734	Do.
1888	do	*6,734	Do.
Fishing Industries of the United States (7 books).	Con. res., July 21, 1882.	*11,900	2,500 Senate, 5,000 House, 1,500 Fish Commission, 1,000 Public Printer.
Flags of Maritime Nations	Con. res., July 28, 1882.	*4,900	800 Senate, 1,200 House, 1,000 Navy Dept.
France and Spain, Statement Relative to Payments of Awards under Treaties with	Con. res., July 17, 1886.	*6,900	1,000 Senate, 2,000 House, 2,000 State Dept.
French Navy during Recent War with Tunis. Operations of	R. S., sec. 3792; joint res., Mar. 3, 1885.	*6,400	1,000 Senate, 2,000 House, 1,500 Navy Dept.
French Spoliation Claims	Con. res., Mar. 2, 1885	*4,900	1,000 Senate, 2,000 House.
French Spoliations. Revised List of Papers Relative to Unpaid Claims.	Con. res., July 17, 1886.	*6,900	1,000 Senate, 2,000 House, 2,000 State Dept.
Garfield Statue, Acceptance of the	R. S., sec. 3792; joint res., Mar. 29, 1886.	*13,900	4,000 Senate, 8,000 House.
John Marshall, Report on Erection of Statue to	Joint res., June 11, 1884.	10,550	3,500 Senate, 7,000 House, 50 Library of Congress.
Lewis Cass Statue, Proceedings in Accepting the	Joint res., Mar. 2, 1889.	*14,234	3,000 Senate, 9,500 House.
Geographical and Geological Explorations. Surveys West of the One Hundredth Meridian, volume 1.	Acts June 23, 1884, and Feb. 15, 1885.	2,000	250 Senate, 950 House, 800 War Dept.
Geological Survey West of the One Hundredth Meridian, Supplement to volume 3.	Con. res., Feb. 15, 1875.	2,000	Do.
Government Publications of the United States from September 5, 1774, to March 4, 1881, Descriptive Catalogue of, by Ben: Perley Poore.	Joint res., Feb. 9, 1885.	7,100	1,500 Senate, 3,000 House, 2,100 as per resolution, 500 for sale.
Gulf of Mexico, Examination of Northwest Coast of	Con. res. Apr. 25, 1890.	*6,234	1,500 Senate, 3,000 House.
Hayden's Atlas of Colorado	Joint res., Feb. 7, 1881.	3,000	800 Senate, 1,515 House, 685 Interior Dept.
Hayden's Final Reports—			
Volume 3, Cope	R. S., sec. 3792; con. res. Jan. 25, 1879, and Mar. 20, 1880.	*6,100	750 Senate, 1,500 House, 1,575 Interior Dept., 375 Survey.
Volume 8, Lesquereux	do	*6,100	Do.
Volume 13	Acts Jan. 25, 1879, and Mar. 19, 1880.	*5,934	Do.
Hayden's Twelfth Annual Report, 1878 (2 volumes).	Con. res., Dec. 20, 1878.	*11,900	2,000 Senate, 5,000 House, 2,000 Interior Dept., 1,000 Survey.
Health Officer of the District of Columbia, Report of the—			
1881	Joint res., Mar. 6, 1881.	2,500	100 Senate, 300 House, 2,100 Health Officer.
1882	Joint res., Mar. 3, 1883.	2,500	Do.
1883	Joint res., Feb. 15, 1884.	2,500	Do.
1884	Act Feb. 25, 1885	2,500	100 Senate, 350 House, 2,050 Health Officer.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Health Officer of the District of Columbia. Report of the—Continued.			
1885	Con. res., Feb. 10, 1886.	2,500	100 Senate, 350 House, 2,050 Health Officer.
1886	Joint res., Mar. 3, 1887.	2,500	Do.
1887	Con. res., Feb. 1, 1888.	2,500	Do.
1888	Con. res., Feb. 2, 1889.	2,500	150 Senate, 350 House, 2,000 Health Officer.
1889	Con. res., Mar. 25, 1890.	2,500	100 Senate, 350 House, 2,050 Health Officer.
Imported Merchandise entered for Consumption in the United States.	Joint res., Aug. 14, 1888.	20,000	6,000 Senate, 13,000 House, 1,000 Treasury Dept.
Imports and Duties, 1867–1883, by Charles H. Evans.	R. S. sec. 3792; joint res., Apr. 23, 1884.	*6,600	1,500 Senate, 3,000 House, 100 Ways and Means, 100 Finance.
Inauguration of George Washington, Chief Justice Fuller's Address on the.	Con. res., Mar. 20, 1890	*26,734	8,000 Senate, 16,000 House, 1,000 Chief Justice.
Indexes to the Reports of the Senate and House Committees.	Con. res., Mar. 3, 1887	29,065	Committees.
Interior, Secretary of, Report of—			
1884 (4 volumes, including Education and Geological Survey Reports).	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1884	Requisition	750	Interior Dept.
1885 (5 volumes, including Geological Survey, Education, and Labor Reports).	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1885	Requisition	750	Interior Dept.
1886 (5 volumes, including Geological Survey, Education, and Labor Reports)	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1886	Requisition	750	Interior Dept.
1887 (5 volumes, including Geological Survey, Education, and Labor Reports).	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1887	Requisition	750	Interior Dept.
1888 (6 volumes, including Geological Survey, Education, and Labor Reports).	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1888	Requisition	750	Interior Dept.
1889 (5 volumes, including Geological Survey and Education Reports).	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1889	Requisition	750	Interior Dept.
1890 (5 volumes, including Geological Survey and Education Reports).	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1890	Requisition	750	Interior Dept.
Census—			
Report, 1889	Requisition	1,000	Interior Dept.
Report, 1890	do	5,000	Do.
Tenth Census	22 Stat. L., p. 637; 23 Stat. L., pp. 212, 213.	10,000	3,000 Senate, 6,000 House, 1,000 Interior Dept.
Volumes 1 and 3	do	20,000	6,000 Senate, 12,000 House, 2,000 Interior Dept.
Volume 2	do	10,000	3,000 Senate, 6,000 House, 1,000 Interior Dept.
History of the National Loan	do	6,000	Treasury Dept.
Report on Fish and Fisheries	do	1,500	Fish Commission.
Compendium (2 volumes)	do	100,000	30,000 Senate, 60,000 House, 10,000 Interior Dept.
Do	do	25,000	8,000 Senate, 16,000 House, 1,000 Interior Dept.
9 monographs	do	3,000	750 Senate, 1,500 House, 750 Census Bureau.
9 monographs	do	2,500	625 Senate, 1,250 House, 625 Census Bureau.
14 monographs	do	2,000	500 Senate, 1,000 House, 500 Census Bureau.
Civil Service Commission, Report of the—			
1884	Requisition	21,500	Interior Dept.
1885	do	47,500	Do.
1886	Con. res., July 17, 1886.	*27,734	2,000 Senate, 4,000 House, 20,000 Civil Service Com.
1886	Requisition	21,500	Interior Dept.
1887	do	15,000	Do.
1888	do	11,000	Do.
1889	Con. res., Sept. 25, 1890.	*32,734	2,000 Senate, 4,000 House, 25,000 Civil Service Com.
1890	Requisition	500	Interior Dept.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Education. Report of the Commissioner of—			
1880	R. S., sec. 3798; joint res., Feb. 23, 1881.	*29,900	5,000 Senate, 10,000 House, 13,000 Com. of Education.
1881	R. S., sec. 3798; con. res., Mar. 3, 1883.	*34,900	7,000 Senate, 14,000 House, 13,000 Com. of Education.
1882	R. S., sec. 3798; joint res., June 20, 1884.	*42,900	7,000 Senate, 14,000 House, 20,000 Com. of Education.
1883	Joint res., June 20, 1884.	42,900	Do.
1883–'84	R. S., sec. 3798; joint res., Mar. 2, 1885.	*42,900	Do.
1884–'85	R. S., sec. 3798; con. res., June 24, 1886.	*42,900	Do.
1885–'86	R. S., sec. 3798; con. res., Mar. 2, 1887.	*42,900	Do.
1886–'87	R. S., sec. 3798; con. res., Feb. 8, 1888.	*36,726	5,000 Senate, 10,000 House, 20,000 Com. of Education.
1887–'88	R. S., sec. 3798; con. res., Jan. 8, 1889.	*42,764	7,000 Senate, 14,000 House, 20,000 Com. of Education.
1889	Con. res., Sept. 16, 1890.	*45,734	8,000 Senate, 16,000 House, 20,000 Com. of Education.
Education, Bureau of, on Art and Industry, Report of the—			
Education in Alaska	Con. res., Aug. 5, 1886	*6,900	1,000 Senate, 2,000 House 2,000 Com. of Education.
Geological Survey, Report of the—	Con. res., Aug. 2, 1886	*7,900	1,500 Senate, 3,500 House, 1,000 Com. of Education.
1881	R. S., sec. 3798; joint res., Aug. 5, 1882.	*15,900	3,500 Senate, 7,000 House, 2,500 Geological Survey, 1,000 for sale.
1882	do	*15,900	Do.
1883	R. S., sec. 3798; joint res., June 24, 1884.	*20,400	4,500 Senate, 9,000 House, 5,000 Geological Survey.
1884	do	*20,400	Do.
1885	R. S., sec. 3798; joint res., Mar. 2, 1885.	*20,400	Do.
1886	do	*20,234	Do.
1887	R. S., sec. 3798; con. res., July 28, 1888.	*20,234	Do.
1888	do	*20,234	Do.
Geological Survey—			
Bulletins Nos. 1 to 80, inclusive	Act Mar. 3, 1879	*4,900	3,000 Geological Survey.
Monographs Nos. 1 to 16, inclusive	do	*4,900	Do.
Geology of the Henry Mountain	Con. res., June 20, 1879.	5,050	1,000 Senate, 3,000 House, 500 Interior, 500 Geological Survey, 50 Library.
Mineral Resources—			
1883	Act Mar. 3, 1879	*4,900	3,000 Geological Survey.
1884	do	*4,900	Do.
1885	do	*4,734	Do.
1886	do	*4,734	Do.
1887	do	*4,734	Do.
1888	do	*4,734	Do.
Indian Affairs, Commissioner of, Reports of the, 1884 to 1890, inclusive.	Requisition	3,000	Interior Dept.
Labor, Commissioner of, Report of the—			
1885	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1885	Requisition	700	Interior Dept.
1886	do	15,000	Do.
1887	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1887	Requisition	15,000	Interior Dept.
1888	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
First Annual	Joint res., July 3, 1886	54,000	15,000 Senate, 26,000 House, 15,000 Interior Dept.
First Annual	Requisition	3,000	Interior Dept.
First Annual	do	1,000	Do.
First Annual	Con. res., Oct. 18, 1888	5,000	Dept. of Labor.
Second Annual	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
Second Annual	Con. res., Oct. 18, 1888	5,000	Dept. of Labor.
Third Annual	Con. res., Feb. 16, 1889	10,000	Do.
Third Annual	Joint res., Oct. 12, 1888	39,000	13,000 Senate, 26,000 House.
Fourth Annual	Joint res., Mar. 1, 1889	39,000	Do.
Fourth Annual	Requisition	15,000	Interior Dept.
Fourth Annual	do	2,000	Do.
Fifth Annual	Joint res., Mar. 2, 1891	*36,734	10,000 Senate, 20,000 House, 5,000 Dept. of Labor.
Land Office, Report of the Commissioner of the—			
1881	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1882	do	*4,900	Do.
1883	do	*4,900	Do.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Land Office, Report of the Commissioner of the—Continued.			
1884	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1884	Requisition	2,500	Interior Dept.
1885	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1885	Requisition	2,500	Interior Dept.
1886	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1886	Requisition	2,500	Interior Dept.
1887	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1887	Requisition	3,000	Interior Dept.
1888	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1888	Requisition	2,500	Interior Dept.
1889	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1889	Requisition	2,500	Interior Dept.
1890	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1890	Requisition	2,500	Interior Dept.
Land Laws, Codified, parts 1 to 4, inclusive.	R. S., sec. 3792; joint res., Aug. 7, 1882.	*10,400	2,000 Senate, 5,000 House, 1,500 Interior Dept.
Lands, Decisions of the Department of the Interior relating to Public—			
Volumes 1, 2, 3, 4, 5, 6, and 7	Joint res., Oct. 18, 1888.	1,409	76 Senate, 333 House, 1,000 Interior Dept.
Volumes 8, 9, 10, 11, and 12	Joint res. Dec. 18, 1890.	1,424	88 Senate, 336 House, 1,000 Interior Dept.
Volumes 2 and 3	Requisition	500	Interior Dept.
Volumes 4 to 12, inclusive	do	1,000	Do.
Patents, Commissioner of, Report of the—			
1884	do	*8,234	Do.
1885	do	*8,234	Do.
1886	do	*8,234	Do.
1887	do	*8,234	Do.
1888	do	*8,234	Do.
1889	do	*8,234	Do.
1890	do	*8,734	Do.
Patent Cases, Decisions of the Commissioner of Patents and of United States Courts in, 1884 to 1890, inclusive (7 volumes).	do	1,200	Do.
Pensions, Commissioner of, Report of the—			
1884	do	5,000	Do.
1885	do	12,000	Do.
1886	do	35,000	Do.
1887	do	50,000	Do.
1888	do	45,000	Do.
1889	do	8,500	Do.
1890	do	10,500	Do.
Pensions, Decisions of the Interior Department relating to—			
Volumes 1 and 2	Joint res., Oct. 18, 1888	1,409	76 Senate, 333 House, 1,000 Interior Dept.
Volumes 3 and 4	Joint res., Dec. 18, 1890.	1,424	88 Senate, 336 House, 1,000 Interior Dept.
Volumes 1, 2, 3, and 4	Requisition	500	Interior Dept.
Railroads, Commissioner of, Report of, the, 1884.	do	3,000	Do.
Registers of the Interior Department, Annual, 1884, 1886, 1887, 1889, and 1891.	do	1,500	Do.
International Geographical Congress and Exhibition at Venice, Report on.	R. S. sec. 3792; con. res., Feb. 17, 1885.	*5,400	1,000 Senate, 2,000 House, 500 War Dept.
International Marine Conference. Proceedings of the (3 volumes).	Con. res., Mar. 29, 1890.	*10,134	2,000 Senate, 4,000 House, 1,500 State Dept., 600 Treasury Dept., 500 Navy.
International Monetary Conference Report—			
1878	Joint res., Aug. 4, 1886.	*6,734	1,500 Senate, 3,000 House, 500 sale by Public Printer.
1881	do	*6,734	Do.
Monetary Commission, Report of, 1876	do	*6,734	Do.
International Law—			
Digest of, Wharton, first edition (3 volumes).	Joint res., July 23, 1886.	*5,900	1,000 Senate, 2,000 House, 1,000 State Dept.
Do. (second edition).	Con. res., Mar. 2, 1887	4,000	Do.
Interoceanic Communication, Report of Lieut. John T. Sullivan.	R. S., sec. 3792; con. res., Feb. 9, 1883.	*6,900	1,500 Senate, 3,000 House, 500 Navy Dept.
Interstate Commerce Commission, Report of the—			
First Annual	Con. res., Dec. 9, 1890	*7,734	2,000 Senate, 4,000 House.
Second Annual Report	Con. res., Feb. 19, 1889	*7,734	Do.
Third Annual	Con. res., Dec. 9, 1890	*7,734	Do.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed	Number of copies.	How distributed.
Interstate Commerce Commission. Report of the—Continued.			
1887	Requisition	10,000	Interior Dept.
1887	do	600	Do.
1887	do	600	Do.
1888	Con. res., Feb. 8, 1886	*16,900	5,000 Senate, 10,000 House.
Interstate Commerce, with Testimony, Senate Select Committee on. Report of. (Senate Report No. 46, in 2 volumes, 1st sess. 49th Cong.	do	300	Do.
Irrigation in Egypt. Translation by Maj. A. M. Miller.	Con. res., Mar. 2, 1889	*4,734	1,000 Senate, 2,000 House.
Jefferson's Desk. Proceedings upon the Presentation of	Con. res., May 26, 1880	*11,900	3,000 Senate, 7,000 House.
Journal, House—			
Third session Forty-sixth Cong	R. S., sec. 3798	3,180	1,550 Interior Dept.
First session Forty-seventh Cong	do	3,160	Do.
Second session Forty-seventh Cong	do	3,160	Do.
First session Forty-eighth Cong	R. S., secs. 3792, 3798, 3799.	3,128	Do.
Second session Forty-eighth Cong	do	3,128	Do.
First session Forty-ninth Cong	do	3,128	Do.
Second session Forty-ninth Cong	do	3,164	Do.
First session Fiftieth Cong	Act Oct. 19, 1888	1,174	See act.
Second session Fiftieth Cong	do	1,174	Do.
First session Fifty-first Cong	do	1,174	Do.
Second session Fifty-first Cong	do	1,174	Do.
Journal, Senate—			
Special and first sessions Forty-seventh Cong.	R. S., sec. 3798	3,220	1,550 Interior Dept.
Second session Forty-seventh Cong.	do	3,220	Do.
First session Forty-eighth Cong	R. S., secs. 3792, 3798, 3799.	3,194	Do.
Second session Forty-eighth Cong	do	3,194	Do.
First session Forty-ninth Cong	do	3,194	Do.
Second session Forty-ninth Cong	do	3,221	Do.
First session Fiftieth Cong	Act Oct. 19, 1888	1,055	See act.
Second session Fiftieth Cong	do	1,055	Do.
First session Fifty-first Cong	do	1,055	Do.
Second session Fifty-first Cong	do	1,055	Do.
Attorney-General, Report of the—			
1881	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1882	do	*4,900	Do.
1883	do	*4,900	Do.
1884	do	*4,900	Do.
1885	do	*4,900	Do.
1885	Requisition	1,800	Dept. of Justice.
1886	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1886	Requisition	1,700	Dept. of Justice.
1887	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1887	Requisition	1,800	Dept. of Justice.
1888	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1888	Requisition	2,000	Dept. of Justice.
1889	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1889	Requisition	2,000	Dept. of Justice.
1890	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1890	Requisition	2,000	Dept. of Justice.
Attorney-General, Digest of Opinions of the	R. S., sec. 3792; Stats. L., June 15, 1880.	*2,900	1,000 Dept. of Justice.
Volumes 17, 18, and 19	R. S., sec. 383	*2,734	1,000 each, Attorney-General.
Register of Department of Justice—			
1884	Requisition	1,500	Dept. of Justice.
1890	do	2,000	Do.
Labor in Europe—			
Letter of Secretary of State	R. S., sec. 3792; con. res., Jan. 21, 1885.	10,000	1,500 Senate, 2,500 House, 6,000 State Dept.
H. Ex. Doc. No. 54, second session Forty-eighth Congress (3 volumes).	do	*9,900	1,500 Senate, 2,500 House, 4,000 State Dept.
Laws, Slip, Forty-seventh to Fifty-first Congress, inclusive.	R. S., secs. 210, 3803, and 3805.	1,826	350 Senate, 1,000 House, 200 State Dept., 76 miscellaneous.
Laws, Pamphlet—			
First session Forty-seventh Congress.	R. S., sec. 3807; act June 20, 1874.	26,633	3,000 Senate, 10,000 House, 13,633 State Dept.
Second session Forty-seventh Congress.	do	26,633	Do.
First session Forty-eighth Congress	do	300	State Dept.
First session Forty-eighth Congress	do	26,691	3,000 Senate, 10,000 House 13,691 State Dept.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Laws, Pamphlet—Continued.			
Second session Forty-eighth Congress.	R. S., sec. 3807; act June 20, 1874.	26, 691	3,000 Senate, 10,000 House, 13,691 State Dept.
First session Forty-ninth Congress	....do	26, 691	Do.
Second session Forty-ninth Congress	....do	26, 600	3,000 Senate, 10,000 House, 13,000 State Dept.
First session Fiftieth Congress	....do	26, 691	3,000 Senate, 10,000 House, 13,691 State Dept.
Second session Fiftieth Congress	....do	25, 445	3,000 Senate, 10,000 House, 12,445 State Dept.
Statutes at Large—			
Volume 21	Act June 20, 1874, sec. 7	3, 050	3,000 State Dept., 50 Library of Congress.
Volume 22	Acts June 20, 1874, and Mar. 3, 1883.	2, 590	2,540 State Dept., 50 Library of Congress.
Do	....do	500	State Dept.
Do	....do	600	Do.
Do	....do	600	Do.
Volume 23	....do	4, 030	3,980 State Dept., 50 Library of Congress.
Volume 24	....do	3, 050	3,000 State Dept., 50 Library of Congress.
Do	....do	500	State Dept.
Volume 25	....do	3, 050	3,000 State Dept., 50 Library of Congress.
Do	Act June 20, 1874	200	State Dept.
Volume 26	....do	3, 550	3,500 State Dept., 50 Library of Congress.
Revised Statutes	Act May 22, 1878	1, 000	State Dept.
Supplement to	Act June 7, 1880	1, 500	Do.
Do	....do	250	Do.
Do	....do	300	Do.
Laws relating to—			
Loans, Currency, Coinage, and Banking, Compilation of	R. S., sec. 3792; con. res., Aug. 5, 1886.	*6, 900	2,000 Senate, 4,000 House.
Rivers and Harbors	Con. res., Mar. 2, 1887	*2, 734	1,000 War Dept.
Meat Products—			
Report on	Con. res., May 10, 1890	*31, 734	10,000 Senate, 20,000 House.
Testimony on	....do	*7, 734	2,000 Senate, 4,000 House.
Medical and Surgical History of the War—			
Volume 1, part 3	Acts Mar. 27, 1872, and Mar. 3, 1875.	10, 050	2,000 Senate, 5,000 House, 3,000 Surgeon-General, 50 Library of Congress.
Volume 2, part 3	....do	10, 000	2,000 Senate, 5,000 House, *3,000 Surgeon-General.
Message, President's—			
1885	Con. res., Feb. 8, 1886	25, 000	House.
1886	H. R., Dec. 9, 1886	20, 000	Do.
1887	H. R., Jan. 16, 1888	20, 000	Do.
1888	H. R., Dec. 5, 1888	25, 000	Do.
1889	H. R., Jan. 14, 1890	20, 000	Do.
1890	H. R., Dec. 6, 1890	20, 000	Do.
1889	S., Dec. 4, 1889	10, 000	Senate.
1890	S., Dec. 5, 1890	25, 000	Do.
Message, President's, and Reports of heads of Departments—			
1885	S., Dec. 10, 1885	1, 000	Do.
1886	S., Dec. 9, 1886	1, 000	Do.
1887	S., Dec. 20, 1887	1, 000	Do.
1888	S., Dec. 10, 1888	1, 000	Do.
Message, President's, and Foreign Relations—			
1881	R. S., sec. 3798	*7, 900	2,000 Senate, 4,000 House.
1881	Requisition	2, 000	State Dept.
1882	R. S., sec. 3798	*7, 900	2,000 Senate, 4,000 House.
1882	Requisition	2, 000	State Dept.
1883	R. S., sec. 3798	*7, 900	2,000 Senate, 4,000 House.
1883	Requisition	2, 000	State Dept.
1884	R. S., sec. 3798	*7, 900	2,000 Senate, 4,000 House.
1884	Requisition	2, 000	State Dept.
1885	R. S., sec. 3798	*7, 900	2,000 Senate, 4,000 House.
1885	Requisition	2, 000	State Dept.
1886	R. S., sec. 3798	*7, 734	2,000 Senate, 4,000 House.
1886	Requisition	2, 000	State Dept.
1887	R. S., sec. 3798	*7, 734	2,000 Senate, 4,000 House.
1887	Requisition	3, 000	State Dept.
1888, in 2 volumes	R. S., sec. 3798	*7, 734	2,000 Senate, 4,000 House.
1888	Requisition	750	State Dept.
1889	R. S., sec. 3798	*7, 734	2,000 Senate, 4,000 House.
1889	Requisition	1, 000	State Dept.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Message, President's, and Foreign Relations—Continued.			
1890	R. R., sec. 3793	*7,734	2,000 Senate, 4,000 House.
1890	Requisition	1,000	State Dept.
Message, President's, Reports of Pacific Railway Commission.	Con. res., Sept. 14, 1888.	*16,734	5,000 Senate, 10,000 House.
Messages, Veto, of the Presidents of the United States, Compilation of	Con. res., Feb. 9, 1887	*4,734	1,000 Senate, 2,000 House.
Military Academy, Report of Board of Visitors to—			
1884	Requisition	2,000	War Dept.
1884	do	2,000	Do.
1885	do	1,500	Do.
1886	do	1,500	Do.
1887	do	1,500	Do.
1888	do	1,500	Do.
1889	do	2,000	Do.
1890	do	1,800	Do.
National Academy of Sciences, Report of—			
1883	R. S., sec. 3792; con. res., Apr. 28, 1884.	*6,400	1,000 Senate, 2,000 House. 1,500 Academy of Sciences
1884	R. S., sec. 3792; con. res., Feb. 28, 1885.	*6,400	Do.
1885	R. S., sec. 3792; con. res., July 17, 1886.	*6,400	Do.
1887	R. S., sec. 3792; con. res., July 28, 1888.	*6,234	Do.
1888	Con. res., May 7, 1890	*6,234	Do.
1889	Con. res., Jan. 5, 1891	*5,234	1,000 Senate, 2,000 House, 500 Academy of Sciences.
National Academy of Sciences, Memoirs of the—			
1883	R. S., sec. 3792; con. res., Apr. 28, 1884.	*6,400	1,000 Senate, 2,000 House. 1,500 Academy of Sciences.
1884	R. S., sec. 3792; con. res., Feb. 28, 1885.	*6,400	Do.
1885	R. S., sec. 3792; con. res., July 17, 1886.	*6,400	Do.
1886	R. S., sec. 3792; con. res., July 28, 1888.	*3,234	1,500 Academy of Sciences.
1887	do	*6,234	1,000 Senate, 2,000 House. 1,500 Academy of Sciences.
National Academy of Sciences on Sorghum Sugar Industry, Report of	Con. res., Mar. 3, 1883	*8,400	2,000 Senate, 3,000 House. 1,000 Agricultural Dept., 500 Academy of Sciences.
National Board of Health, Report of—			
1879	Joint res., Feb. 1, 1881	*7,900	1,500 Senate, 3,000 House. 1,500 Board of Health.
1880	Joint res., July 5, 1884	1,000	Nat. Board Health.
1881	do	1,000	Do.
1882	Requisition	5,000	Treasury Dept.
1882	Joint res., July 5, 1884	1,000	Nat. Board Health.
1883	do	*2,900	Do.
1883	Requisition	1,000	Treasury Dept.
1884	Joint res., July 5, 1884	*2,900	1,000 Nat. Board Health.
1884	Requisition	500	Treasury Dept.
1885	R. S., sec. 3792; joint res., July 5, 1884.	*2,900	1,000 Nat. Board Health.
National Home for Disabled Volunteer Soldiers.	R. S., sec. 3792; joint res., Mar. 3, 1885.	*6,900	1,000 Senate, 4,000 House.
Soldiers' Home of District of Columbia, Commissioners of the, Report of, 1889.	Requisition	500	War Dept.
Navy, Secretary of the, Report of—			
1883	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1883	Requisition	2,500	Navy Dept.
1884	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1884	Requisition	2,000	Navy Dept.
1885	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1885	Requisition	1,600	Navy Dept.
1886, vols. 1, 2	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1886	Requisition	1,500	Navy Dept.
1887	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1887	Requisition	1,500	Navy Dept.
1888	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1888	Requisition	2,000	Navy Dept.
1889	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1889	Requisition	1,500	Navy Dept.
1890	do	1,500	Do.
Surgeon-General, Reports of, 1883 to 1885, inclusive.	Con. res., July 23, 1882; R. S., sec. 3798.	*4,900	1,000 House, 2,000 Senate.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Newburg Monument and Centennial Celebration of, 1883.	R. S., sec. 3792; con. res., July 28, 1888.	*6,274	1,000 Senate, 2,000 House, 1,500 Committee.
Nicaragua Canal, Menocal's Report on the	Con. res., July 17, 1886.	*6,774	1,000 Senate, 2,000 House, 2,000 Navy Dept.
Ordnance and War Ships, Report on	R. S., sec. 3792; con. res., Mar. 23, 1886.	*13,000	3,000 Senate, 6,000 House, 1,000 War Dept., 1,000 Navy, 100 Committee.
Panama Canal—			
Report on the, by Lieut. C. C. Rogers	Con. res., Sept. 27, 1888.	*4,734	500 Senate, 1,000 House, 1,500 Navy Dept.
Special Intelligence Report on the, by Lieut. Kimball	Con. res., Aug. 3, 1886	*4,900	1,000 Senate, 2,000 House.
Registers, Navy, January, 1884 to 1891, inclusive.	Requisition	7,000	Navy Dept.
July, 1884	do	5,000	Do.
1885	do	5,000	Do.
1886	do	5,000	Do.
1887	do	7,000	Do.
Greely Relief Expedition—			
Report of	R. S., sec. 3792; joint res., Mar. 3, 1887.	*6,734	500 Senate, 1,000 House, 3,500 Navy Dept.
Do	Requisition	450	Navy Dept.
Greely Party, Report on Reception of	do	3,000	Do.
Harber, Lieutenant, Report of	do	2,000	Do.
Naval Academy, Registers of, 1883 to 1891.	do	5,000 5,500 5,500 3,000	Do.
Naval Academy, Reports of Board of Visitors to, 1883 to 1891.	do	1,100 800 350 100	Do.
Medicine and Surgery, Bureau of, Report of, 1883 to 1891.	do	3,200 1,000 1,100 1,500	Do.
General Information, Series—			
No. 5	do	1,500	Do.
6	do	1,500	Do.
7	do	1,700	Do.
8	do	2,000	Do.
9	do	2,000	Do.
9	do	200	War Dept.
Postal Laws and Regulations	Act, Mar. 30, 1886	75,000	Post-Office Dept.
Postmaster-General, Report of the—			
1883	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1883	Requisition	8,000	Post-Office Dept.
1884	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1884	Requisition	8,000	Post-Office Dept.
1885	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1885	Requisition	10,500	Post-Office Dept.
1886	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1886	Requisition	4,700	Post-Office Dept.
1887	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1887	Requisition	2,277	Post-Office Dept.
1888	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1888	Requisition	3,146	Post-Office Dept.
1889	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1889	Requisition	3,673	Post-Office Dept.
1890	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1890	Requisition	3,573	Post-Office Dept.
Presentation of Portraits of Speakers, Addresses delivered upon the	R. S., sec. 3792; con. res., Mar. 6, 1888.	*11,734	2,000 Senate, 3,000 House.
Red Cross Association, Tenth International Conference of the, Report of	Con. res., Jan. 8, 1889	*6,734	5,000 President Red Cross Association.
Registers, Army, January, 1884 to 1890, inclusive.	Requisition	8,000	War Dept.
Register, Biennial	R. S., sec. 3800; act Dec. 15, 1877.	2,550	2,500 Interior Dept., 50 Library of Congress.
Do	do	2,550	Do.
Do	do	*4,400	2,500 Interior Dept.
Do	do	*4,400	Do.
Do	do	*4,400	Do.
Do	do	*4,400	Do.
Do	do	*4,234	Do.
Do	do	*4,234	Do.
Do	do	*4,234	Do.
Do	do	*4,234	Do.
Regulations—			
Army	Requisition	10,000	War Dept.
Pocket edition	do	10,000	Do.
Navy	do	5,000	Navy Dept.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Report on Relations between Labor and Capital. Testimony (4 volumes).	Con. res., Feb. 20, 1885.	25,000	6,000 Senate, 13,000 House, 5,000 Bureau of Labor, 1,000 Senate Committee.
Royal Commission on Precious Metals. Final Report of	R. S., sec. 3792; con. res., Jan. 9, 1889.	*4,734	1,000 Senate, 2,000 House.
Senate Manual	Res., July 5, 1884	900	850 Senate, 50 Library.
Do	Res., Feb. 26, 1885	1,050	1,000 Senate, 50 Library.
Do	Res., Apr. 1, 1886	1,000	Senate.
Do	Res., Feb. 9, 1888	1,350	Do.
Do	Res., Dec. 18, 1889	1,500	Do.
Do	Res., May 15, 1890	960	Do.
Senate Mis. Doc. No. 43, second session Fiftieth Congress, Sunday Rest Bill.	Con. res., Feb. 19, 1889	32,000	10,000 Senate, 20,000 House, 2,000 Committee on Education and Labor.
Senate Report No. 1683, and Senate Ex. Doc. No. 53, Fisheries.	Con. res., Mar. 2, 1887	6,000	2,000 Senate, 4,000 House.
Smithsonian Report—			
1883, volumes 1 and 2	R. S., sec. 3792; con. res., June 24, 1884.	*17,960	3,000 Senate, 6,060 House, 7,000 Smithsonian Inst.
1884, volumes 1 and 2	R. S., sec. 3792; con. res., Jan. 26, 1885.	17,960	Do.
1885, volumes 1 and 2	R. S., sec. 3792; con. res., July 17, 1886.	*17,794	Do.
1886, volumes 1 and 2	R. S., sec. 3792; con. res., Oct. 1, 1888.	*17,734	3,000 Senate, 6,000 House, 7,000 Smithsonian Inst.
1887, volumes 1 and 2	Con. res., Oct. 1, 1888	*17,734	Do.
1888, volumes 1 and 2	Con. res., June 17, 1890	*17,734	Do.
1889, volumes 1 and 2	....do	*17,734	Do.
1890, volumes 1 and 2	Con. res., Mar. 3, 1891	*20,734	3,000 Senate, 6,000 House, 7,000 Smithsonian Inst., 3,000 National Museum.
National Museum, Bulletins—			
No. 1 special	Requisition	2,000	Interior Dept.
21	....do	1,000	Do.
22	....do	1,000	Do.
23	....do	1,000	Do.
24	....do	1,000	Do.
25	....do	1,000	Do.
26	....do	1,000	Do.
27	....do	1,000	Do.
28	....do	1,000	Do.
29	....do	1,000	Do.
30	....do	1,000	Do.
31	....do	1,000	Do.
32	....do	1,000	Do.
33	....do	500	Do.
34	....do	1,000	National Museum.
35	....do	1,000	Do.
36	....do	1,000	Do.
37	....do	1,000	Do.
38	....do	1,000	Do.
39, A, B, C, D, and F	....do	1,000	Do.
41	....do	3,000	Do.
		3,000	Do.
National Museum, Proceedings of the—			
1883, volume 6	....do	1,050	Interior Dept.
1884, volume 7	....do	1,000	Do.
1885, volume 8	....do	1,000	Do.
1886, volume 9	....do	1,000	Do.
1887, volume 10	....do	1,000	Do.
1888, volume 11	....do	1,000	National Museum.
1889, volume 12	....do	1,200	Do.
1890, volume 13	....do	1,200	Do.
1891, volume 14	....do	3,000	Do.
South American Commission, Reports of	Con. res., June 11, 1886	*16,734	5,000 Senate, 10,000 House.
Cattle Breeding and Dairy Farming	Joint res., June 24, 1886	*5,900	1,000 Senate, 2,000 House, 1,000 State Dept.
Do	Joint res., Apr. 2, 1888	25,000	5,000 Senate, 16,000 House, 1,000 State Dept.
Consular Officers, Reports of—			
Nos. 1, 2, and 3	Con. res., Feb. 23, 1881	50,050	15,000 Senate, 35,000 House, 50 Library of Congress.
Nos. 25½, 26½, 29, 37, 52, and 56	Requisition	*6,734	State Dept.
Nos. 26–28, 30–36, 38–41, 43–51, 54, 55, 57–62.	....do	*11,734	Do.
No. 53	....do	*2,734	Do.
Nos. 41½, 53½, 71–75	....do	*7,734	Do.
Nos. 42, 81–87	....do	*9,734	Do.
Nos. 63–70, 74, 75, 77–80, 68½	....do	*9,234	Do.
No. 76½	....do	*5,734	Do.
No. 76	....do	*8,734	Do.
Nos. 88, 89, 91–100, 106½, 107½	....do	*10,234	Do.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Consular Officers, Reports of—Cont'd.			
Nos. 99, 113-130	Requisition	*11,234	State Dept.
Nos. 110 and 111, and 112	do	*10,734	Do.
Beet Sugar Industry of Europe	do	*6,734	Do.
Carpet Manufactures in Foreign Countries.	do	*6,734	Do.
Cholera in Europe, 1884	do	*11,734	Do.
"Cooking for Workingmen's Wives" and "Oatmeal Food."	do	*4,734	Do.
Emigration from Europe	do	*6,734	Do.
European Forestry	do	*6,734	Do.
Files in Spanish-America	do	*3,734	Do.
Fruit Culture	do	*7,734	Do.
Gas and Gas Manufactures in Foreign Countries.	do	*7,734	Do.
India Rubber	do	*6,734	Do.
India Rubber in Foreign Countries	do	*6,734	Do.
Labor in Europe and the United States.	do	*11,734	Do.
Malt and Beer in Spanish-America	do	*5,234	Do.
Olive Culture	do	*6,734	Do.
Refrigerators in Foreign Countries	do	*6,734	Do.
Rice in England and Germany	do	*4,734	Do.
Scouring Wool in Belgium, etc	do	*3,234	Do.
Shoe and Leather Industry	do	*11,734	Do.
Special Consular Reports	do	*6,734	Do.
Streets and Highways	do	*7,734	Do.
Technical Education in Europe	do	*5,734	Do.
The Licorice Plant, etc	do	*4,734	Do.
Trade Guilds of Europe	do	*11,734	Do.
Fishery Treaties, etc	Con. res., June 14, 1888	*16,734	5,000 Senate, 10,000 House.
International Marine Conference, Proceedings of the	Con. res., Mar. 28, 1890	*10,134	2,000 Senate, 4,000 House, 1,500 State Dept., 600 Treasury Dept., 500 Navy
Register of Department of State—			
1883	Requisition	2,000	State Dept.
1884	do	2,000	Do.
1886	do	1,500	Do.
1888	do	2,000	Do.
Treaties and Conventions between the United States and other Powers, 1776-1887.	R. S., sec. 3792; con. res., Mar. 3, 1885	*11,434	1,500 Senate, 3,600 House, 4,000 State Dept., 1,000 Interior Dept., 200 for sale.
Statistical Abstract of the United States—			
1885	Con. res., Mar. 18, 1886	*16,734	5,000 Senate, 10,000 House.
1886	R. S., sec. 3792; con. res., Mar. 3, 1887	*16,734	Do.
1887	R. S., sec. 3792; con. res., Mar. 19, 1888	*16,734	Do.
1888	R. S., sec. 3792; con. res., Mar. 2, 1889	*16,734	Do.
1889	R. S., sec. 3792; con. res., Sept. 16, 1890	*17,734	5,000 Senate, 10,000 House, 1,000 Bureau of Statistics.
1883 to 1890, inclusive	Requisition	3,025	Treasury Dept.
Surgeon-General's Office, Library of, Index Catalogue, volumes 4 to 12.	Requisition	1,500	War Dept.
Tariff Bill No. 7313, House	Con. res., Jan. 18, 1883	6,000	2,000 Senate, 4,000 House.
Tariff Bill No. 7313, House Report No. 1361 on	do	6,000	Do.
Tariff Bill and Report (pamphlet)	Con. res., Apr. 25, 1890	30,000	10,000 Senate, 20,000 House.
Tariff Commission, Report of	Con. res., Dec. 13, 1882	20,000	6,000 Senate, 14,000 House.
Tariff Commission, Report and Testimony taken by	Con. res., May 15, 1882	*4,650	2,400 Congress, 450 Tariff Commission.
Do	Con. res., Dec. 15, 1882	4,200	1,500 Senate, 2,500 House, 200 Tariff Commission.
Tariff Compilation for 1884	R. S., sec. 3792; con. res., Feb. 25, 1884	*25,900	8,000 Senate, 16,000 House.
Tariff Hearings before Committee on Ways and Means.	Con. res., Apr. 21, 1890	*16,734	5,000 Senate, 10,000 House.
Tariff Law with Proposed Amendments, etc.	Con. res., Aug. 8, 1888	100,000	25,000 Senate, 75,000 House.
Tests of Iron and Steel	Con. res., May 5, 1880	*4,900	1,000 Senate, 2,000 House.
Do	Con. res., May 5, 1881	*4,900	Do.
1884	R. S., sec. 3792; con. res., Jan. 13, 1886	*5,400	1,000 Senate, 2,000 House, 500 War Dept.
1884	Requisition	140	War Dept.
1885	R. S., sec. 3792; con. res., Jan. 13, 1886	*5,400	1,000 Senate, 2,000 House 500 War Dept.
1885	Requisition	140	War Dept.
1886	R.S., sec. 3792	1,734	Congress.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Tests of Iron and Steel—Continued.			
1886	Requisition	500	War Dept.
1886	do	140	Do.
1886	do	100	Navy Dept.
1887	R. S., sec. 3792	1,734	Congress.
1887	Requisition	500	War Dept.
1887	do	140	Do.
1888	R. S., sec. 3792	1,734	Congress.
1888	Requisition	500	War Dept.
1888	do	140	Do.
1889	R. S., sec. 3792	1,734	Congress.
1889	Requisition	500	War Dept.
1889	do	140	Do.
1890	R. S., sec. 3792	1,734	Congress.
Tide Tables, Atlantic Coast—			
1883	Requisition	2,530	Treasury Dept.
1884	do	2,500	Do.
1885	do	2,525	Do.
1886	do	2,025	Do.
1887	do	2,025	Do.
1888	do	2,025	Do.
1889	do	2,025	Do.
1890	do	2,025	Do.
1891	do	2,025	Do.
Tide Tables, Pacific Coast—			
1883	do	2,030	Do.
1884	do	2,000	Do.
1885	do	2,025	Do.
1886	do	1,525	Do.
1887	do	1,500	Do.
1888	do	2,025	Do.
1889	do	3,025	Do.
1890	do	3,025	Do.
1891	do	3,525	Do.
Tornadoes in the Western States	Joint res., July 19, 1882	3,000	750 Senate, 1,500 House 750 Signal Service.
Transportation Routes to the Seaboard	Con. res., Mar. 3, 1881	5,000	2,000 Senate, 3,000 House.
Transportation Interests of the United States and Canada—			
Report on	Con. res., May 27, 1890	*16,734	5,000 Senate, 10,000 House.
Testimony on	do	6,000	2,000 Senate, 4,000 House.
Treasury, Secretary of the, Finance Report—			
1883	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1884	do	*4,900	Do.
1885	do	*4,900	Do.
1886	do	*4,734	Do.
1887	do	*4,734	Do.
1888	do	*4,734	Do.
1889	do	*4,734	Do.
1890	do	*4,734	Do.
Treasury, Secretary of the, Finance Reports for the years 1883 to 1890, inclusive.	Requisition	3,500	Treasury Dept.
Book of Estimates of Appropriations—			
1883	R. S., sec. 3792, and requisition.	*2,430	Do.
1884	do	*2,430	Do.
1885	do	*2,425	Do.
1886	do	*2,425	Do.
1887	do	*2,475	Do.
1888	do	*2,675	Do.
1889	do	*2,675	Do.
1890	do	*2,675	Do.
Commissioner of Navigation, Report of the—			
1884	do	3,025	Do.
1885	do	4,025	Do.
1886	do	4,025	Do.
1887	do	4,025	Do.
1888	do	2,025	Do.
1889	do	2,025	Do.
1890	do	2,025	Do.
Commerce and Navigation—			
1883	R. S. sec. 3798	*10,050	2,000 Senate, 6,150 House.
1883	Requisition	1,525	Treasury Dept.
1884	R. S. sec. 3798	*10,050	2,000 Senate, 6,150 House.
1884	Requisition	4,050	Treasury Dept.
1885	R. S. sec. 3798	*10,050	2,000 Senate, 6,150 House.
1885	Requisition	3,075	Treasury Dept.
1886	R. S., sec. 3798	*10,050	2,000 Senate, 6,150 House.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Commerce and Navigation—Continued—			
1886	Requisition	6,900	Treasury Dept.
1887	R. S., sec. 3798	*9,884	2,000 Senate, 6,150 House.
1887	Requisition	6,800	Treasury Dept.
1888	R. S., sec. 3798	*9,884	2,000 Senate, 6,150 House.
1888	Requisition	7,250	Treasury Dept.
1889	R. S., sec. 3798	*9,884	2,000 Senate, 6,150 House.
1889	Requisition	8,650	Treasury Dept.
1890	R. S., sec. 3798	*9,884	2,000 Senate, 6,150 House.
1890	Requisition	5,550	Treasury Dept.
Internal Commerce—			
1883	do	4,050	Do.
1884	R. S., sec. 3798; joint res., June 20, 1884.	*10,050	2,000 Senate, 6,150 House.
1884	Requisition	2,025	Treasury Dept.
1885	do	2,025	Do.
1886	R. S., sec. 3798; joint res., June 20, 1884.	*9,884	2,000 Senate, 6,150 House.
1886	Requisition	3,025	Treasury Dept.
1887	R. S., sec. 3798	*9,884	2,000 Senate, 6,150 House.
1887	Requisition	3,025	Treasury Dept.
1888	do	3,025	Do.
1889	R. S., sec. 3798	*9,884	2,000 Senate, 6,150 House.
1889	Con. res., Feb. 21, 1887	15,000	5,000 Senate, 10,000 House.
1889	Requisition	3,025	Treasury Dept.
1890	R. S., sec. 3798	*9,884	2,000 Senate, 6,150 House.
1890	Requisition	3,025	Treasury Dept.
Comptroller of the Currency, Report of the—			
1883	R. S., sec. 3798 and requisition.	*13,425	Do.
1884	do	*12,475	Do.
1885	do	*11,350	Do.
1886	do	*12,450	Do.
1887	do	*15,259	Do.
1888	do	*15,709	Do.
1889	do	*14,044	Do.
1890	do	*22,409	Do.
Digest of Appropriations—			
1883	Requisition	1,500	Do.
1884	do	780	Do.
1885	do	775	Do.
1886	do	775	Do.
1887	do	775	Do.
1888	do	1,025	Do.
1889	do	1,025	Do.
1890	do	1,025	Do.
First Comptroller, Decisions of the—			
Volume 3	Joint res., Aug. 3, 1882.	*9,100	See Stats. L., v. 22, p. 391.
Volume 4	R. S., sec. 3792; joint res., Aug. 3, 1882.	*9,417	Do.
Volume 5	do	*9,417	Do.
Volume 6	do	*9,417	Do.
Internal Revenue, Commissioner of, Report of the—			
1883	R. S. sec. 3792 and requisition.	*5,950	Treasury Dept. Do.
1884	do	*4,450	Do.
1885	do	*4,950	Do.
1886	do	*4,950	Do.
1887	do	*5,784	Do.
1888	do	*5,284	Do.
1889	do	*5,250	Do.
1890	do	*5,209	Do.
Life-Saving Service, Report of the—			
1881	Joint res., July 15, 1882.	*11,900	10,000 Treasury Dept.
1883 to 1889, inclusive	Acts July 31, 1876, and June 18, 1878.	4,125	Treasury Dept.
Light-House Board, Report of the—			
1883	Requisition	2,525	Do.
1884	do	2,525	Do.
1885	do	2,525	Do.
1886	do	3,525	Do.
1887	do	2,525	Do.
1888	do	2,525	Do.
1889	do	2,525	Do.
1890	do	2,525	Do.
Marine-Hospital Service, Report of Supervising Surgeon-General of the—			
1883	do	1,525	Do.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
Marine-Hospital Service: Report of Supervising Surgeon-General of the—Continued.			
1884	Requisition	1,525	Treasury Dept.
1885	....do	1,525	Do.
1886	....do	2,025	Do.
1887	....do	2,025	Do.
1888	....do	2,525	Do.
1889	....do	2,525	Do.
1890	....do	2,525	Do.
Merchant Vessels of the United States, List of—			
1883	....do	3,025	Do.
1884	....do	6,025	Do.
1885	....do	3,025	Do.
1886	....do	3,075	Do.
1887	....do	4,025	Do.
1888	....do	4,025	Do.
1889	....do	4,025	Do.
1890	....do	4,025	Do.
Mint, Director of the, Reports of the, for 1883 to 1890, inclusive.	....do	4,025	Do.
Mint, Director of the, on the Production of Precious Metals, Report of the—			
1880	Joint res., Mar. 3, 1881	*16,900	3,000 Senate, 6,000 House, 4,000 Treasury Dept.
1881	Con. res., July 28, 1882	*10,900	2,000 Senate, 4,000 House, 3,000 Director of the Mint.
1882	Con. res., Mar. 2, 1883	*10,900	Do.
1883	R. S., sec. 3792; con res., June 25, 1884.	*10,900	Do.
1884	R. S., sec. 3792; con. res., Mar. 2, 1885.	*10,900	Do.
1885	R. S., sec. 3792; con. res., Aug. 2, 1886.	*10,900	Do.
1886	R. S., sec. 3792; con. res., Mar. 3, 1887.	*10,734	Do.
1887	R. S., sec. 3792; con. res., Oct. 18, 1888.	*10,734	Do.
1887	Con. res., Feb. 21, 1889	1,000	Director of the Mint.
1888	R. S., sec. 3792; con. res., Mar. 2, 1889.	*10,734	2,000 Senate, 4,000 House, 3,000 Director of the Mint.
1889	Con. res., May 10, 1890	*10,734	Do.
Navigation and Customs Collection Laws Relating to Vessels, etc.	Con. res., July 31, 1886	*6,900	1,000 Senate, 2,000 House, 2,000 Bureau Navigation.
Supervising Architect, Reports of the, 1883 to 1890, inclusive.	Requisition	2,025	Treasury Dept.
Supervising Inspector-General of Steam Vessels, Reports of, 1883 to 1890, inclusive.	....do	1,025	Do.
Supervising Inspectors, Proceedings of Annual Meeting of—			
1883	....do	750	Do.
1884	....do	775	Do.
1885	....do	775	Do.
1886	....do	775	Do.
1887	....do	775	Do.
1888	....do	725	Do.
1889	....do	725	Do.
1890	....do	725	Do.
Trusts, House Report No. 3112, first session Fiftieth Congress.	Con. res., Jan. 8, 1889	*6,234	1,500 Senate, 3,000 House.
Union Pacific Railroad Company, Report of Government Directors of the—			
1884	Requisition	2,000	Interior Dept.
1885	Con. res., July 17, 1886	*4,900	1,000 Senate, 2,000 House.
1885	Requisition	1,000	Interior Dept.
1886	....do	1,000	Do.
1888	....do	1,000	Do.
1889	....do	1,000	Do.
1890	....do	1,000	Do.
War, Secretary of, Report of the—			
1883	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1883	Requisition	650	War Dept.
1884	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1884	Requisition	650	War Dept.
1885	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1885	Requisition	650	War Dept.
1886	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1886	Requisition	650	War Dept.
1887	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
War, Secretary of, Report of the—Continued.			
1887	Requisition	650	War Dept.
1888	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1888	Requisition	650	War Dept.
1889	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1889	Requisition	650	War Dept.
1890	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1890	Requisition	650	War Dept.
Engineers, Chief of, Report of the—			
1883	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1883	Requisition	1,500	War Dept.
1884	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1884	Requisition	650	War Dept.
1885	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1885	Requisition	1,400	War Dept.
1885	....do	650	Do.
1886	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1886	Requisition	1,400	War Dept.
1886	....do	650	Do.
1887	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1887	Requisition	1,400	War Dept.
1887	....do	650	Do.
1888	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1888	Requisition	1,400	War Dept.
1888	....do	650	Do.
1889	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1889	Requisition	1,400	War Dept.
1889	....do	650	Do.
1890	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1890	Requisition	1,400	War Dept.
1890	....do	650	Do.
Ordnance, Chief of, Report of the—			
1883	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1883	Requisition	650	War Dept.
1884	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1884	Requisition	2,000	War Dept.
1884	....do	650	Do.
1885	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1885	Requisition	650	War Dept.
1885	....do	500	Do.
1886	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1886	Requisition	2,500	War Dept.
1886	....do	650	Do.
1887	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1887	Requisition	650	War Dept.
1887	....do	500	Do.
1888	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1888	Requisition	2,500	War Dept.
1888	....do	650	Do.
1889	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1889	Requisition	2,500	War Dept.
1889	....do	650	Do.
1890	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1890	Requisition	2,500	War Dept.
1890	....do	650	Do.
Signal Officer, Chief, Report of the—			
1883	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1883	Requisition	1,200	War Dept.
1884	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1884	Requisition	3,000	War Dept.
1885	R. S., sec. 3798	*4,900	1,000 Senate, 2,000 House.
1885	Requisition	3,000	War Dept.
1886	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1886	Requisition	2,500	War Dept.
1887	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1887	Requisition	2,750	War Dept.
1888	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1888	Requisition	2,500	War Dept.
1889	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1889	Requisition	2,500	War Dept.
1890	R. S., sec. 3798	*4,734	1,000 Senate, 2,000 House.
1890	Requisition	2,500	War Dept.
Official Records of the War of the Rebellion, volumes 7 to 37, inclusive (65 books).	Act Aug. 7, 1882.	*12,734	11,000 War Dept.
Registers of War Department from Forty-eighth to Fifty-first Congress.	Requisition	2,000 3,500 3,000 2,800	War Dept.

List of documents printed, etc.—Continued.

Title of document.	By what authority printed.	Number of copies.	How distributed.
War on the Pacific Coast of South America, etc.	R. S., sec. 3792; joint res., Mar. 3, 1865.	6,400	1,000 Senate, 2,000 House, 1,500 Navy Dept.
Washington Monument, Commission for Dedication of, Report and Proceedings of the—	R.S., sec. 3792; act Mar. 3, 1885.	[a]28,400	8,000 Senate, 16,000 House, 2,500 Monument Association, etc.
Wool and Manufactures of Wool, Special Report on	R. S., 3792; con. res., July 28, 1888.	[a]18,734	5,000 Senate, 10,000 House, 2,000 Treasury Dept.
Yorktown Centennial	Con. res., Mar. 3, 1883	[a]11,900	4,000 Senate, 6,900 House.
Zoölogical Park Commission, Report of the—	Con. res., Mar. 24, 1890	[a]2,734	250 Senate, 500 House, 250 Park Commission.

(5)

COST AND DISTRIBUTION OF THE CONGRESSIONAL RECORD.

FORTY-SEVENTH CONGRESS, FIRST SESSION.

Under the joint resolution of Congress approved June 20, 1874, the Congressional Printer is directed to keep a separate and exact account, in detail, of all expenditures for printing, mailing, and binding the Congressional Record, etc., and publish the amounts thus yearly expended in his next succeeding annual report, and each succeeding report, separately from the other disbursements of his office. This information is given in Table No. 7

The number of bound volumes of the Record for the third session of the Forty-sixth Congress, including the index, is four, comprising 3,310 pages.

The number of each volume printed and bound is 7,050, aggregating 28,200 volumes. These have been disposed of as follows:

	Volumes.
Delivered to Senate folding-room	8,550
Delivered to House folding-room	18,072
Delivered to Library of Congress	208
Delivered to House Library	400
Delivered to officers of the House	36
Delivered to Justices and officers of the Supreme Court of the U. S	44
Delivered to Official Reporter of the Senate	20
Delivered to Executive Departments on requisitions	60
Delivered to S. C. Parish on orders from members	58
On hand	302
Total	28,200

The number of copies of the Record authorized by law is 10,350 for each session, of which number 3,428 of the third session Forty-sixth Congress were delivered unbound to the order of members of Congress.

The cash receipts on account of Congressional Record for the fiscal year ending June 30, 1881, are as follows:

From sale of Records	$1,618.26
From sale of paper shavings (estimated)	447.58
The amount received for speeches printed from matter contained in the Record	6,863.46
	8,931.30

Fiscal year ending June 30, 1881.

FORTY-SEVENTH CONGRESS, SECOND SESSION.

Under the joint resolution of Congress approved June 20, 1874, the Congressional Printer is directed to keep a separate and exact account, in detail, of all expenditures for printing, mailing, and binding the Congressional Record, etc., and publish the amounts thus yearly expended

in his next succeeding annual report, and each succeeding report, separately from the other disbursements of his office. This information is given in Table No. 7.

The Record for the special sessions of the Senate, Forty-seventh Congress, made one volume, comprising 562 pages

There were 8,100 copies of that volume printed and bound, which have been disposed of as follows:

	Volumes.
Delivered to Senate folding-room	2,214
Delivered to House folding-room	5,483
Delivered to Library of Congress	52
Delivered to House library	100
Delivered to officers of the House	9
Delivered to Justices and officers of the Supreme Court of the United States.	14
Delivered to Official Reporter of the Senate	5
Delivered to Executive Departments on requisitions	4
On hand	219
Total	8,100

The number of copies of the Record for this session authorized by law to be printed and bound was as follows:

For Congress	10,350
For Library of Congress	52
For officers of the House	9
For Justices and officers of the Supreme Court of the United States	14
For Official Reporter of the Senate	5
Total	10,430

Of the copies authorized by law to be printed and bound for Congress, 2,653 were delivered unbound to the order of members of Congress.

The number of bound volumes of the Record for the first session of the Forty-seventh Congress, including the index, is eight, comprising 8,438 pages.

The number of copies of each volume printed and bound is 7,000, aggregating 56,000 volumes. These have been disposed of as follows:

	Volumes.
Delivered to Senate folding room	18,984
Delivered to House folding room	33,504
Delivered to Library of Congress	416
Delivered to House library	800
Delivered to officers of the House	72
Delivered to Justices and officers of the Supreme Court of the United States.	112
Delivered to Official Reporter of the Senate	40
Delivered to State and Territorial libraries	376
Delivered to Executive Departments on requisitions	104
Delivered to S. C. Parrish on orders from members	16
On hand	1,576
Total	56,000

The number of copies of the Record for the session authorized by law to be printed and bound was as follows:

For Congress	10,675
For Library of Congress	52
For officers of the House	9
For Justices and officers of the Supreme Court of the United States	14
For Official Reporter of the Senate	5
For distribution to each State and Territorial library	50
Total	10,805

Of the copies authorized by law to be printed and bound for Congress, 4,114 were delivered unbound to the orders of members of Congress.

The cash receipts on account of Congressional Record for the fiscal year ending June 30, 1882, were as follows:

From sales of Records	$2,714.75
From sales of paper shavings (estimated)	1,626.85
The amount received for speeches printed from matter contained in Record	23,192.93
Total	27,534.53

FORTY-EIGHTH CONGRESS, FIRST SESSION.

Under the joint resolution of Congress approved June 20, 1874, the Congressional Printer is directed to keep a separate and exact account, in detail, of all expenditures for printing, mailing, and binding the Congressional Record, etc., and publish the amounts thus yearly expended in his next succeeding annual report, and each succeeding report, separately from the other disbursements of his office. This information is given in Table No. 7.

The Record for the second session of the Forty-seventh Congress, including index, made five volumes, comprising 4,368 pages.

The number of copies of each volume printed and bound was 7,750, aggregating 38,750 volumes.

These have been disposed of as follows:

	Volumes.
Delivered to Senate folding-room	12,550
Delivered to House folding-room	23,500
Delivered to Library of Congress	260
Delivered to House library	500
Delivered to officers of the House	45
Delivered to Justices and officers of the Supreme Court of the United States.	70
Delivered to Official Reporter of the Senate	25
Delivered to State and Territorial libraries	235
Delivered on orders from members	45
On hand	1,470
Total	38,750

The number of copies of the Record authorized by law to be printed and bound is as follows:

For Congress	10,675
For Library of Congress	52
For officers of the House	9
For Official Reporter of the Senate	5
For distribution to each State and Territorial library	50
For Justices and officers of the Supreme Court of the United States	14
Total	10,805

Of the copies authorized by law to be printed and bound for Congress 3,455 were delivered unbound to the orders of members of Congress.

The cash receipts on account of Congressional Record for the fiscal year ending June 30, 1883, were as follows:

From sales of Record	$2,078.72
From sales of paper shavings (estimated)	1,494.75
The amount received for speeches printed from matter contained in the Record	18,167.24
Total	21,740.71

FORTY-EIGHTH CONGRESS, SECOND SESSION.

Table showing the number and distribution of the bound volumes of the Congressional Record for the first session of the Forty-eighth Congress.

	Volumes.
Delivered to Senate folding room	16,352
Delivered to House folding room	22,680
Delivered to Library of Congress	364
Delivered to House library	700
Delivered to officers of the House	63
Delivered to justices and officers of the Supreme Court of the United States.	98
Delivered to Official Reporter of the Senate	35
Delivered to State and Territorial libraries	350
On hand	1,358
Total	42,000

The number of copies of the Record authorized by law to be printed and bound is as follows:

	Copies.
For Congress	10,675
For Library of Congress	52
For officers of the House	9
For Official Reporter of the Senate	5
For distribution to each State and Territorial library	50
For justices and officers of the Supreme Court of the United States	14
Total	10,805

Of the copies authorized by law to be printed and bound for Congress, 5,099 were delivered unbound upon the orders of members of Congress.

The cash receipts on account of Congressional Record for the fiscal year ending June 30, 1884, were as follows:

From sales of Record	$3,191.55
From sales of paper shavings (estimated)	982.38
The amount received for speeches printed from matter contained in the Record	19,895.47
Total	24,059.70

Fiscal year ending June 30, 1884.

FORTY-NINTH CONGRESS, FIRST SESSION.

Table showing the number and distribution of the bound volumes of the Congressional Record for the second session of the Forty-eighth Congress.

	Volumes.
Delivered to Senate folding room	9,952
Delivered to House folding room	16,124
Delivered to House library	400
Delivered to Library of Congress	208
Delivered to officers of the House	36
Delivered to justices and officers of the Supreme Court of the United States	56
Delivered to Official Reporter of the Senate	20
Delivered to State and Territorial libraries	200
On hand	604
Total	27,600

The number of copies of the Record authorized by law to be printed and bound is as follows:

For Congress	10,675
For Library of Congress	52
For officers of the House	9
For Official Reporter of the Senate	5
For distribution to each State and Territorial library	50
For justices and officers of the Supreme Court of the United States	14
Total	10,805

Of the copies authorized by law to be printed and bound for Congress, 4,156 were delivered unbound upon orders of members of Congress.

The receipts on account of Congressional Record for the fiscal year ending June 30, 1885, were as follows:

From sales of Record	$1,604.27
From sales of paper shavings (estimated)	526.62
The amount received for speeches printed from matter contained in the Record	7,528.45
Total	9,659.34

FORTY-NINTH CONGRESS, SECOND SESSION.

Table showing the number and distribution of the bound volumes of the Congressional Record for the first session of the Forty-ninth Congress.

	Volumes.
Delivered to Senate folding-room	19,215
Delivered to House folding-room	26,325
Delivered to House library	900
Delivered to Library of Congress	468
Delivered to officers of the House	81
Delivered to Justices and officers of the Supreme Court of the United States	126
Delivered to Official Reporter of the Senate	45
Delivered to State and Territorial libraries	450
On hand	450
Total	48,060

The number of copies of the Record authorized by law to be printed and bound is as follows:

For Congress	10,675
For Library of Congress	52
For officers of the House	9
For Official Reporter of the Senate	5
For distribution to each State and Territorial library	50
For Justices and officers of the Supreme Court of the United States	14
Total	10,805

Of the copies authorized by law to be printed and bound for Congress, 5,614 were delivered unbound upon orders of members of Congress.

The receipts on account of Congressional Record for the fiscal year ending June 30, 1886, were as follows:

From sales of Record	$3,791.07
From sales of paper shavings (estimated)	663.67
The amount received for speeches printed from matter contained in the Record	18,535.19
Total	22,989.93

Fiscal year ending June 30, 1886

FIFTIETH CONGRESS, FIRST SESSION.

Statement of the distribution of the bound and unbound volumes for the second session of the Forty-ninth Congress.

	Volumes.
Delivered to Senate folding room	6,507
Delivered to House folding room	10,560
Delivered to House library	900
Delivered to Library of Congress	468
Delivered to officers of the House	81
Delivered to justices and officers of the Supreme Court of the United States.	126
Delivered to Official Reporter of the Senate	45
Delivered to State and Territorial libraries	450
On hand	1,468
Total	20,605

The number of copies of the Record authorized by law to be printed and bound is as follows:

For Congress	10,675
For Library of Congress	52
For officers of the House	9
For Official Reporter of the Senate	5
For distribution to each State and Territorial library	50
For justices and officers of the Supreme Court of the United States	14
Total	10,805

Of the copies authorized by law to be printed and bound for Congress, 4,986 were delivered unbound upon orders of members of Congress.

The receipts on account of Congressional Record for the fiscal year ending June 30, 1887, were as follows:

From sales of Record	$1,675.57
From sales of paper shavings (estimated)	221.22
The amount received for speeches printed from matter contained in the Record	14,905.83
Total, fiscal year ending June 30, 1887	16,802.62

FIFTIETH CONGRESS, SECOND SESSION.

Disbursements on account of Congressional Record during fiscal year ended June 30, 1888.

232,906	pounds printing paper, equal to 48 pounds to the ream, at 5.1 cents.	$11,878.20
160,144	pounds printing paper, equal to 48 pounds to the ream, at 5.2 cents.	8,327.49
119,376	pounds printing paper, equal to 48 pounds to the ream, at 5.3 cents.	6,326.93
3,313	pounds manilla paper, equal to 30 pounds to the ream, at 6.3 cents.	208.72
8,552	pounds manilla paper, equal to 35 pounds to the ream, at 8 cents.	684.16
5	reams pink printing-paper, at $1.74	8.70
20	reams cream tissue paper, at $3	60.00
40	reams white tissue paper, at $2.60	104.00
15	reams stereotype backing-paper, at $7	105.00
2,757	feet imitation Russia leather, at 17.5 cents	482.48
12,500	pounds binders' boards, at 2.4 cents	300.00
327¼	yards unbleached cotton, at 11.9 cents	38.97
2,189	pounds book ink, at 15 cents	328.35
96	gallons benzine, at 7.4 cents	7.10
12	sheets glazed press-boards	6.15
18	cane-seat arm-chairs	33.00
18	extra high cane-seat chairs	21.00
16½	yards 2-ply rubber blankets, at $8.40	137.20
13⅔	yards 3-ply rubber blankets, at $7.60	105.55
1	pair horse blankets	10.00
1	clock	1.50
150	16-candle power lamps, at 85 cents	127.50
12	3-light plugs, and 12 9-light plugs	2.34

Disbursements on account of Congressional Record, etc.—Continued.

10	grooved composing sticks, 8-inch, at $1.08	$10.80
40	screw composing sticks, 8-inch, at 72 cents	28.80
5	screw composing sticks, 12-inch, at $1.03½	5.18
10	patent knee composing sticks, 6-inch, at 67½ cents	6.75
4	double stands and racks, at $4.05	16.20
175	pounds brass leads, 6 to pica, at 45 cents	78.75
35	pounds brass leads, 10 to pica, at 63 cents	22.05
24	folding cylinder points, at 20 cents	4.80
4	cutting cylinder rubbers	9.62
2	12-inch roller stocks, one with frame	2.12
10,078	pounds bar lead, at 6 cents	604.68
100	pounds Spanish whiting, at 2 cents	2.00
2	carriage lamps, at $6.50	13.00
2	boxes candles, at 75 cents	1.50
Sharpening mailing-machine blades		1.00
Type, assorted		428.11
Street-car tickets		10.00
Telephone rent from November 26, 1887, to March 31, 1888		19.09
Boxing		.90
Coal		576.17
Gas		364.63
Ice		95.00
New covered delivery cart		172.50
New set harness		40.00
Horse feed and stable supplies		121.81
Horseshoeing		23.65
Compiling index		4,210.20
Engraving		35.00
		36,208.65
Labor, pay of employés		85,238.91
Total		121,447.56

NOTE.—All disbursements on account of the Congressional Record are included in general statement of disbursements for the fiscal year, page 20.

Receipts on account of Congressional Record for the fiscal year ending June 30, 1888, were as follows:

From sales of Record	$4,201.67
From sales of paper shavings (estimated)	809.25
The amount received for speeches printed from matter contained in the Record	24,704.56
Total	29,715.48

Statement of the distribution of the bound and unbound volumes for the first session of the Fiftieth Congress.

	Volumes.
Delivered to Senate folding room	19,844
Delivered to House folding room	28,314
Delivered to House library	1,100
Delivered to Library of Congress	572
Delivered to officers of the House	99
Delivered to justices and officers of the Supreme Court of the United States.	154
Delivered to Official Reporter of the Senate	55
Delivered to State and Territorial libraries	550
On hand	4,312
Total	55,000

The number of copies of the Record authorized by law to be printed and bound is as follows:

For Congress	10,675
For Library of Congress	52
For officers of the House	9
For Official Reporter of the Senate	5
For distribution to each State and Territorial library	50
For justices and officers of the Supreme Court of the United States	14
Total	10,805

Of the copies authorized by law to be printed and bound for Congress 6,297 were delivered unbound upon orders of members of Congress:

FIFTY-FIRST CONGRESS, FIRST SESSION.

Disbursements on account of Congressional Record during fiscal year ended June 30, 1889.

706,659 pounds printing paper, equal to 48 pounds to the ream, at 5.1 cents		$36,039.60
134,609 pounds printing paper, equal to 48 pounds to the ream, at 5. cents		6,999.66
5,311 pounds manilla paper, at 6 cents		318.66
10,687 pounds manilla paper, at 6.3 cents		673.28
47 reams German wave marble paper, at $5.95	$339.15	
20 reams cream tissue paper, at $3	60.00	
20 reams white tissue paper, at $2.60	52.00	
35 reams stereotype backing paper, at $6	210.00	
24 screws for stereotype plates, at 60 cents	14.40	
7 galvanized-iron boxes	37.00	
3 boxes XXX bright tin, at $13	39.00	
5 dozen 1-gallon crocks, at $1.25	6.25	
24 pinions for holding plates on Record press	14.65	
64 pounds brass castings	1.88	
400 pounds No 20 wire, at 23 cents	92.00	
200 pounds No. 19 wire, at 23 cents	46.00	
500 pounds No. 26 wire, at 19 cents	38.00	
500 pounds No. 60 wire, at 23 cents	115.00	
½ dozen blue title leather, at $8	6.00	
½ cochineal title leather, at $8.50	6.38	
25 dozen law sheep, extra, at $8.50	212.50	
55,000 feet imitation Russian leather, at 15 cents	8,249.00	
80 dozen spools thread, No. 24, at $1.50	120.00	
1,000 pounds glue, at 11.7 cents	117.00	
50,000 pounds binder's boards, No. 2, at 2.4 cents	1,200.00	
15½ yards 3-ply rubber blankets, at $7.22	110.31	
Fixtures for Thompson stitching-machine	85.30	
100 16 candle-power lamps, at 85 cents	85.00	
206 packs XX gold-leaf, at $6.75	1,390.00	
214 pounds 3 and 5 ply twine, at 31 cents	75.64	
300 yards crash, at 10 cents	30.00	
9 dozen sweet-oil (in half pints), at 62 cents	5.58	
36 pounds egg albumen, at 60 cents	45.60	
6 barrels flour, at $4.19	25.14	
Sharpening mailing-machine blades	2.00	
[illegible] for mailing-machine	.50	
Right to use mailing-machine one year	15.00	
[illegible] exported	442.89	
[illegible] rent from April 1, 1888, to March 31, 1889	77.50	
[illegible] tic kets	30.00	
[illegible] harness	4.65	
Compiling index	11,635.80	
Engraving	109.00	
[illegible]	818.88	

Coal	912.00	
Horse feed, etc.	638.52	
Horseshoeing	97.19	
Ice	22.56	
	71,686.47	
Labor, pay of employés	154,137.42	
		225,823.89

Receipts on account of Congressional Record for the fiscal year ending June 30, 1889, were as follows:

From sales of Record	$2,459.94
The amount received for speeches printed from matter contained in the Record	32,941.29
Total	35,401.23

Statement of the distribution of the bound and unbound volumes for the second session of the Fiftieth Congress.

	Volumes.
Delivered to Senate folding-room	7,932
Delivered to House folding-room	13,820
Delivered to House library	400
Delivered to Library of Congress	208
Delivered to officers of the House	36
Delivered to justices and officers of the Supreme Court of the United States	56
Delivered to Official Reporter of the Senate	20
Delivered to State and Territorial libraries	200
On hand	1,328
Total	24,000

The number of copies of the Record authorized by law to be printed and bound is as follows:

For Congress	10,675
For Library of Congress	52
For officers of the House	9
For Official Reporter of the Senate	5
For distribution to each State and Territorial library	50
For justices and officers of the Supreme Court of the United States	14
Total	10,805

Of the copies authorized by law to be printed and bound for Congress, 5,237 were delivered unbound upon orders of members of Congress.

FIFTY-FIRST CONGRESS, SECOND SESSION.

Statement of the distribution of the bound and unbound volumes of the Congressional Record for the first session of the Fifty-first Congress.

	Volumes.
Delivered to Senate folding-room	20,604
Delivered to House folding-room	33,972
Delivered to House library	1,200
Delivered to Library of Congress	624
Delivered to officers of the House	108
Delivered to justices and officers of the Supreme Court of the United States	168
Delivered to Official Reporter of the Senate	60
Delivered to State and Territorial libraries	600
On hand	2,784
Total	60,120

The number of copies of the Record authorized by law to be printed and bound is as follows:

For Congress	10,675
For Library of Congress	52
For officers of the House	9
For Official Reporter of the Senate	5
For distribution to each State and Territorial library	50
For justices and officers of the Supreme Court of the United States	14
Total	10,805

Of the copies authorized by law to be printed and bound for Congress 6,127 were delivered unbound upon orders of members of Congress.

Receipts on account of Congressional Record for the fiscal year ending June 30, 1890, were as follows:

From sales of Record	$4,324.25
The amount received for speeches printed from matter contained in the Record	15,295.35
Total	19,619.60

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COST OF RECORD FROM 1874 TO 1888, INCLUSIVE.

Statement of yearly expenditures and receipts on account of Congressional Record from first year of publication.

For fiscal year ending June 30—	Receipts from subscriptions and sales of copies.	Receipts from sales speeches printed from matter contained in Record.	Receipts from sales paper shavings—estimated.	Total receipts.	Total payments.
1874	$4,787.22	(*)	(*)	$4,787.22	$134,297.97
1875	2,313.04	$5,069.61	(*)	7,382.65	88,959.80
1876	4,913.02	16,674.04	$1,315.81	22,902.87	188,198.84
1877	2,843.59	4,815.66	732.05	8,391.30	85,476.49
1878	2,935.00	17,350.00	1,757.47	22,042.47	125,173.41
1879	2,999.11	12,630.55	1,069.92	16,699.58	140,205.71
1880	3,054.87	9,151.58	1,463.57	13,670.02	130,741.29
1881	1,618.26	6,863.46	447.58	8,929.30	117,765.44
1882	2,714.75	23,192.93	1,626.85	27,534.53	150,902.19
1883	2,076.72	18,167.24	1,494.75	21,740.71	193,628.80
1884	3,181.85	19,895.47	982.38	24,059.70	123,845.48
1885	1,604.27	7,528.45	526.62	9,659.34	12[illegible],193.07
1886	3,791.07	18,535.19	663.67	22,989.93	125,615.05
1887	1,675.57	14,905.83	221.22	16,802.62	160,936.30
1888	4,201.67	24,704.56	809.25	29,715.48	121,447.56

* Not stated.

Statement showing the number of volumes or parts and pages of proceedings and index to each session and Congress from the Forty-third to the Fifty-first, both inclusive.

	Volumes or parts.	Pages.	Pages to session.	Pages to Congress.
Forty-third Congress:				
Special session of Senate	1	212	212	
First session, proceedings	6	5,954		
Index	1	366	6,320	
Second session, proceedings	3	2,478		
Index	1	221	2,699	
				9,231
Forty-fourth Congress:				
First session, proceedings	6	6,028		
Index	1	677		
Belknap impeachment	1	387	7,092	
Second session, proceedings	3	2,922		
Index	1	332		
Electoral Commission	1	309	3,563	
				10,655
Forty-fifth Congress:				
First session (special) proceedings	1	889		
Index		253	1,142	
Second session, proceedings	5	5,400		
Index	1	759	6,159	
Third session, proceedings	3	2,694		
Index	1	426	3,120	
				10,421
Forty-sixth Congress:				
First session (special), proceedings	2	2,602		
Index	1	439	3,041	
Second session, proceedings	5	4,976		
Index	1	1,083	6,059	
Third session, proceedings	3	2,737		
Index	1	560	3,297	
				12,397

Statement showing the number of volumes or parts and pages of proceedings and index to each session and Congress from the Forty-third to the Fifty-first, etc.—Continued.

	Volumes or parts.	Pages.	Pages to session.	Pages to Congress.
Forty-seventh Congress:				
Special session of Senate	1	508		
Index		40		
			548	
First session, proceedings	7	7,692		
Index	1	734		
			8,426	
Second session, proceedings	4	4,129		
Index	1	221		
			4,350	
				13,324
Forty-eighth Congress:				
First session, proceedings	6	6,688		
Index	1	790		
			7,478	
Second session, proceedings	3	2,770		
Index	1	261		
			3,031	
				10,509
Forty-ninth Congress:				
First session, proceedings	8	8,527		
Index	1	1,056		
			9,583	
Second session, proceedings	3	*2,969		
Index	1	297		
			3,266	
				12,849
Fiftieth Congress:				
First session, proceedings	10	10,236		
Index	1	1,299		
			11,535	
Second session, proceedings	3	2,970		
Index	1	249		
			3,219	
				14,754
Fifty-first Congress:				
First session, proceedings	11	11,592		
Index	1	1,268		
			12,860	
Second session, proceedings	4	4,186		
Index	1	(*)		
			4,186	
				17,046

* Not yet printed.

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(6)

THE CONGRESSIONAL RECORD—SUGGESTIONS OF CHANGE.

WASHINGTON, D. C., *December 4, 1891.*

Hon. CHAS. F. MANDERSON,
Chairman Joint Committee on Printing:

SIR: By permission of the committee, I have the honor to submit the following suggestions bearing upon the subject of the proposed improvement of the Record, by reducing, as far as practicable, its bulk, and thus rendering it more convenient and accessible as a book of reference. That the present publication is cumbrous and unwieldy, not so much by reason of the volume of the debates themselves as by the insertion of a mass of extraneous and merely formal matter, belonging properly to the Journals (which, while undoubtedly of great convenience to members of the Senate and House when published in the daily Record, has no value in the library or bound edition), I think I will be able to demonstrate.

While the daily edition of the Record, to be of any practical value in legislation, should be a faithful transcript of the proceedings of the two Houses, and could not be materially curtailed without seriously impairing, if not actually destroying, its usefulness, yet by eliminating duplications of motions when possible and prohibiting the printing of bills (in those cases, of frequent occurrence in the House, where a bill covering perhaps many closely printed pages has been under consideration for a period of greater or less duration, has been amended, the hour for a vote fixed, and for the purpose of bringing the matter in its amended form before the House in advance of the vote, an order is obtained to print the bill as amended in the Record—when the same purpose could be attained more easily by having it reprinted in the ordinary bill form), its dimensions could be largely reduced without detriment.

As to the duplication of motions referred to above: this is a matter which should be left largely to the discretion of the reporters. Perhaps it would be more proper to speak of this as the "repetition of motions" by the presiding officer of either House, as, for instance:

Mr. KERNAN. I move that the Senate now proceed to the consideration of executive business.

The PRESIDING OFFICER. The Senator from New York moves that the Senate proceed to the consideration of executive business,

or,

Mr. ANDERSON. I move that the House resolve itself into Committee of the Whole for the purpose of considering the Private Calendar.

The SPEAKER. The gentleman from Illinois moves that the House resolve itself into Committee of the Whole for the purpose of considering bills upon the Private Calendar,

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the latter statement in each case being entirely accurate but utterly superfluous. Manifestly it would be enough to say in either case:

The motion was agreed to,

or

The motion was rejected,

as warranted by the facts.

A further reduction could be made in the volume of the daily Record by abbreviating certain forms of stating the business, which have prevailed, without any apparent good reason, for many years. An instance of this may be cited in the House proceedings, where a bill or resolution

is passed and the ordinary motion is made to reconsider and lay on the table. It is customary to state this as follows:

The bill (or joint resolution) was ordered to be engrossed and read a third time, and being engrossed it was accordingly read the third time and passed.
Mr. SAUNDERS moved to reconsider the vote by which the bill (or joint resolution) was passed, and also moved that the motion to reconsider be laid upon the table.
The latter motion was agreed to.

This form takes up six lines of the Record, and is repeated many thousands of times during a session. It would seem that a statement similar to this would be sufficient:

The bill was engrossed, read a third time, and passed.

or, simply,

The bill was engrossed and passed.

or,

The engrossed bill was read a third time and passed; its reconsideration, on motion of Mr. SAUNDERS, being tabled.

Another very material reduction might be made by referring to certain bills in certain cases, where no confusion could occur, by numbers, instead of printing the titles in full. In considering general appropriation bills in Committee of the Whole in the House, it is customary to state the title of the bill under consideration when the Committee begins its session (it is often stated also in the motion to go into Committee of the Whole), and again when the Committee rises the following form being employed:

The committee accordingly rose, and the Speaker having resumed the chair, Mr. BLACKBURN reported that the Committee of the Whole House on the state of the Union had had under consideration the bill (H. R. No. 2) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1880, and for other purposes, and had come to no resolution thereon.

Where such a bill is under consideration daily for weeks, and often, by reason of the interposition of other business several times in a day, this form necessarily occupies no inconsiderable portion of the Record. I think it might safely and wisely be cut down to less than half its present dimensions. Again, messages between the two Houses are stated usually in about this form:

MESSAGE FROM THE HOUSE.

A message from the House of Representatives, by Mr. George M. Adams, its Clerk, announced that the House had passed a bill (H. R. No. 1343) to provide for certain expenses of the present session of Congress, and for other purposes; in which it requests the concurrence of the Senate.

The last clause, after the semicolon, being manifestly superfluous.

These various matters, and many similar ones, which occur many thousands of times in a session, add largely and needlessly to the bulk of the Record. As an illustration of this take the single item of "reconsideration," referred to on page 4, and apply it only to the bills and joint resolutions passed by the last Congress (and I refer now to House proceedings alone) and leaving entirely out of the count the thousands of times when this form is used with reference to simple motions, resolutions, or routine matters, or even amendments, and we find as follows:

Bills and joint resolutions which have actually become laws	2,189
Six lines of the Record to reconsideration of each	6
Giving a total number of lines of	13,134

or 131⅓ columns of the Record.

When to this is added the myriad number of times this form is used in reference to bills which do not become laws, to simple motions, or resolutions, etc., the number of columns will be largely more than doubled, and when there is also appended the duplication of motions, and the various other unnecessary forms, or rather redundant forms, of stating business in the House and in Committee of the Whole, this number will be at least quadrupled.

I come now to the second branch of the subject, viz, the curtailment of the volume of the bound edition by eliminating as far as practicable all matter which properly appears in the Journals, still leaving the daily Record, as now, a full and complete history of the legislative proceedings of each day. But before proceeding to show where this curtailment can properly be made, I would suggest the propriety—having in view always the value of the Record as a means of ready reference to legislative history—of causing the Records of the House and Senate to be bound separately.

To anyone who has had occasion to make reference to the proceedings of either House on any subject of legislation, the convenience of this arrangement, I apprehend, will scarcely require the support of argument. It has been suggested as a ground of opposition to this change that in searching for the history of a particular measure more than one volume would have to be consulted. I reply that the same is true now when that history is sought for, where it is most likely to be sought for, in the Journals; but it has never been suggested on this account or any other, so far as I know, to bind the House and Senate Journals together. Such a suggestion would doubtless be regarded as whimsical or even absurd, and yet there is just as good reason for binding these Journals in one volume as for so binding the Records.

But the objection to the change on the ground of the inconvenience above suggested has little or no foundation in fact, while the plan proposed has many points in its favor. In the first place it may be answered that this supposed "inconvenience" already exists. The present plan simply aggravates it. If legislation upon a particular subject were contemporaneous in the two Houses, then there might be some ground for the objection. But in the very nature of things this is almost impossible and in practice it rarely occurs. As a matter of fact, there is ordinarily on all important legislation a considerable lapse of time between the dates of consideration in the two Houses, and the chances are largely in favor of the "history" being found in more than one volume.

Besides, the slight disadvantage which may occasionally arise from this source is more than offset by the great convenience of being able t follow consecutively the debate in either House upon great public que

tions. I think the change proposed would do more than almost anything else that could be done to the Record to make it valuable in public and private libraries as a means of reference, and quotations from the utterances of public men on legislative measures would become almost household words, whereas now they are rarely heard, mainly because of this inaccessibility.

The second change proposed is to eliminate from the bound Record, as far as practicable, all matter that appears in the Journals, and, if desirable, issue a separate volume, as a supplement, made up of such matter. I would suggest, as material to be so eliminated and bound separately:

1. Petitions.
2. Bills introduced.
3. Reports of committees on bills which are referred to the several calendars.
4. Messages between the two Houses.
5. Enrolled bills.
6. Executive approvals of bills, etc.
7. Reports printed with House or Senate private bills.
7. Proposed amendments to be offered to a pending proposition.
9. Nominations and confirmations.
10. Conference reports.
11. Executive and other communications.

Of course in the very nature of things some items in each of these classes would have to remain in the bound Record, in the order of their presentation, being intimately connected with business then under consideration. But the great bulk of them could be transferred to the Supplement without confusion or inconvenience.

The amount of space consumed by the items enumerated, in comparison with the total bulk of the debates, is startling.

The Record, exclusive of the Appendix, for the last session of the Fifty-first Congress contains 3,921 pages. Under the heads of "Executive and other communications," "Petitions," "Bills introduced," and "Reports of committees" in the House, and "Petitions," "Nominations," and "Confirmations" in the Senate, an actual count shows a total of 375 columns, or nearly 8 per cent of the whole bulk!

But this does not include Senate committee reports or bills introduced; nor does it include "messages" between the two Houses, "approvals of bills" "enrolled bills," nor the reference of House bills in the Senate. It does not include conference reports, Senate bills referred in open House, nor House reports on private pension bills. All of these, if combined, would, I am convinced, swell the aggregate to fully 20 or possibly 25 per cent of the whole bulk.

On page 2317 of the Record of last session will be found a House message of fully two columns, and on page 2369 will be found a duplication of the same message under the head of "House bills referred."

But perhaps a more forcible illustration of the space occupied by some of the items above mentioned may be given by referring to the bills and joint resolutions presented during the Fifty-first Congress, which amounted to a grand total of 19,630. The average number of lines of the Record occupied by the title of each bill is slightly in excess of 2½, or a total of 49,075 lines, or 490 columns.

The total number of bills which were acted upon by the various committees of the two Houses, I am informed (though I have had no means of verifying the statement), was in the neighborhood of 7,000. The titles of these 7,000 bills being again printed in the Record gives

an addition of 175 columns. The bills, etc., which became laws number 2,189, and the title of each was printed as often as it was considered in either House, again when it was passed, when transmitted to the other House, when referred, when reported by the committee, when considered, when returned to the House in which it originated, when enrolled, and when approved. In other words, the title is printed at least nine times in addition to the record of its introduction and references.

Of course, this list would be greatly augmented in the case of bills amended by either House, where disagreements occur, and conference committees are appointed. But it is safe to assert that the titles of all such bills are printed ten times, where a little judicious editing could reduce the number to less than half, not only without confusion, but with absolute gain from the standpoint of convenience. Continuing, then, the calculation as to space needlessly taken up, and adding to the space occupied by the titles the formal motion to "reconsider," etc., which could be compressed into three lines, instead of six as now, we find that the 2,189 bills referred to occupy a space of at least 225 columns more than necessary, which, added to the totals above given, shows a total of 890 columns of the Record from this one source alone, which could readily be saved in the manner suggested.

The volume of the Record could also be reduced without detriment by taking the reports printed with private bills (as on pension bills in the House), and transferring them to the proposed supplement, appending to each bill passed a note as follows:

For report see supplement, p. —.

A material reduction could also be made in printing conference reports. At present they are duplicated—printed in each House, sometimes on the same page of the Record. It would seem to be sufficient to print them once and append a note to the proceedings in the other House.

See Senate (or House) Record, p. —.

Of course, to do this work properly and systematically, the services of an editor would be required. But in view of the importance and value of the work, this would seem to be a most appropriate subject for expenditure.

I regret that the brief time at my disposal does not permit a fuller and more carefully prepared communication upon a subject in which I feel a deep interest and to which I have given much thought, but hope that enough has been presented in this crude manner to show the advantage of, if not the necessity for, the changes proposed.

Very respectfully, etc.,

JNO. H. WHITE.

(7)

LETTER OF COMMISSIONER OF PATENTS AS TO PRINTING FOR HIS OFFICE.

DEPARTMENT OF THE INTERIOR,
UNITED STATES PATENT OFFICE,
Washington, January 9, 1892.

DEAR SIR: I inclose herewith a copy of a memorandum concerning the Patent Office printing, made by the Assistant Commissioner of Patents, which is thought to embody a careful study of the whole matter. I also inclose a rough draft of a section for your printing bill which embodies my ideas of the same.

I will appear and give any oral information or assistance in my power.

Very respectfully, yours,

W. E. SIMONDS,
Commissioner.

HON. CHARLES F. MANDERSON,
United States Senate.

UNITED STATES PATENT OFFICE—MEMORANDUM FOR COMMISSIONER.

LIST OF REPORTS AND PUBLICATIONS OF THE UNITED STATES PATENT OFFICE, TOGETHER WITH EXTRACTS FROM ACTS OF CONGRESS AND SECTIONS OF THE REVISED STATUTES RELATING TO THE PRINTING OF THE SAME.

I.—LIST OF REPORTS AND PUBLICATIONS.

(1) The fiscal year report to the Secretary of the Interior.
(2) The report to Congress (annual report).
  (*a*) Without list of patents, etc.
  (*b*) With list of patents, etc. (bound).
(3) Copies of specifications of each patent (current issues), including drawings (photolithographed).
(4) Copies of specifications of each patent, for monthly volumes with indexes, including photolithographing of drawings and binding.
(5) Official Gazette, including—
  (*a*) Photolithographing of titles, claims, drawings, etc.
  (*b*) Letter-press part of Official Gazette, which includes the first two pages and the decisions.
  (*c*) Weekly and quarterly indexes.
  (*d*) Binding.
  (*e*) Copies of titles, briefs, claims, etc., preliminary to photolithographing.
(6) Original letters-patent, including—
  (*a*) Heads.
  (*b*) Drawings (photolithographed).
  (*c*) Specification and claims.

(7) Copies of specifications of design patents and trade-marks (current issues).
(8) Original certificate of registration of trade-marks and labels.
(9) Commissioner's decisions (bound and unbound).
(10) Rules of practice (pamphlet).
(11) Rules relating to the registration of trade-marks and labels (pamphlet).
(12) Pamphlet patent laws.
(13) Indexes to patents relating to electricity, etc.
(14) Indexes to certain foreign patents.
(15) Annual index (see 2 *b* above) and quarterly index. (See 5 *c* above.)
(16) General index, lists of inventions, 1790–1873.
(17) Index, 1790–1836, list of inventions (photolithographed from Patent Office Reports).
(18) Catalogue of scientific library, edition of 1878.
(19) Catalogue of additions to the scientific library, 1878–1883.

(20) Catalogue of additions to the scientific library, 1882-1888.
(21) Copies of specifications of old patents, including photolithographing of drawings.
(22) Blanks, books, and other printing and binding.

II.—Extracts from Acts of Congress and Sections of the Revised Statutes Relating to the Printing of the Above Publications

(1) The fiscal year report to the Secretary of the Interior.

This is a small octavo pamphlet covering the fiscal year ending June 30, and is distributed gratuitously. About 300 copies of these are printed. It is customary for the Commissioner to make this report upon request of the Secretary, but there is otherwise no specific law requiring him to make it.

There appears to be no specific act of Congress or section of the Revised Statutes which expressly authorizes the printing of this report. Requisition for the printing thereof is made by the Commissioner of Patents upon the Secretary of the Interior, who may or may not order it to be printed, as he sees fit.

Authority for the printing of this report may perhaps be implied from the wording of the last part of section 489 of the Revised Statutes, which section reads as follows:

> The Commissioner of Patents may print or cause to be printed, copies of the claims of current issues, and copies of such laws, decisions, regulations, and circulars as may be necessary for the information of the public.

See also section 20, act of 1870, and 18 Statutes at Large, page 105 (Act of 20th June, 1874).

(2) Report to Congress (Annual Report).
(*a*) Without list of patents, etc.
(*b*) With list of patents, etc. (bound).

This report is made pursuant to section 494 of the Revised Statutes, which reads as follows:

> The Commissioner of Patents shall lay before Congress, in the month of January, annually, a report, giving a detailed statement of all moneys received for patents, for copies of records or drawings, or from any other source whatever; a detailed statement of all expenditures for contingent and miscellaneous expenses; a list of all patents which were granted during the preceding year, designating under proper heads the subjects of such patents; an alphabetical list of all the patentees, with their places of residence; a list of all patents which have been extended during the year; and such other information of the condition of the Patent Office as may be useful to Congress or the public.

See also section 9, act of 1870; section 14, act of 1837; section 1, act of July 3, 1832.

It appears that from 500 to 1,200 copies, without the list of patents, etc., are printed and are distributed gratuitously; that about 1,900 copies (with said list), are orderedprinted by Congress for the use of its members, and that about 7,000 copies (with said list), or a number equal to

the edition of the Official Gazette (7,000), are printed upon requisition to the Secretary of the Interior as an annual index to the Gazette. The report, with index, contains 800 pages.

It is the practice to give each subscriber to the Gazette for the entire year a copy of this publication unbound. To other persons copies are sold, as set forth in the price list of the publications of the United States Patent Office.

There appears to be no specific authority of law for the printing of this report, either with or without the list of patents, etc., except, of course, the copies ordered printed by Congress for use of its members, unless such authority is to be implied from section 489 of the Revised Statutes, *supra*, or from the act of May 18, 1872 (17 Stat. L., p. 131), under which authority the Official Gazette is said to be published.

The Secretary of the Interior orders it printed upon requisition of the Commissioner of Patents.

(3) Copies of specifications of each patent (current issues) and drawings (photolithographed).

One hundred copies of each of these patents are now made, although the number heretofore has been 150. The estimate of the appropriations necessary to print the specification of these patents amounts to nearly one-half of the total amount of the appropriation necessary for the printing and binding of this office for one year.

There is no specific authority of law for the printing of these copies of specifications, unless it may be inferred from section 489, Revised Statutes. It may, perhaps, be fairly implied or inferred from the wording of section 493 of the Revised Statutes, which is as follows:

> The price to be paid for uncertified printed copies of specifications and drawings of patents shall be determined by the Commissioner of Patents, within the limits of 10 cents as the minimum and 50 cents as the maximum price.

See also sections 1 and 2, patent act of March 24, 1871; joint resolution providing for publishing specifications and drawings of the Patent Office, approved January 11, 1871 (16 Stat. L., p. 590); section 20, patent act, 1870.

Authority to print may, perhaps, also be implied or inferred from that section of the Revised Statutes (4934) which relates to patent "fees."

> The following shall be the rates for patent fees:
>
> * * * * * * *
>
> For certified copies of patents and other papers, including certified printed copies, 10 cents per hundred words. * * *

See also section 2, act of March 24, 1871 (17 Stat. L., p. 3); section 68, act of July, 1870.

It would seem that the authority to sell certified or uncertified "printed" copies might include the right to print the copies, but this is not clear.

The photolithographing of the drawings attached to these copies would seem to be covered by the wording of the act making appropriations for the legislative, executive, and judicial expenses of the Government for the year ending June 30, 1892, as follows:

> For photolithographing or otherwise producing copies of drawings of the weekly issues of patents, for producing copies of designs, trade-marks, and pending applications, and for the reproduction of exhausted copies of drawings and specifications. * * *
>
> (4) Copies of specifications of each patent for monthly volumes with indexes, including drawings (photolithographed) and binding.

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Two hundred copies of the above are printed and published pursuant to sections 490 and 491 of the Revised Statutes. These sections are as follows:

> SEC. 490. The Commissioner of Patents is authorized to have printed, from time to time, for gratuitous distribution, not to exceed one hundred and fifty copies of the complete specifications and drawings of each patent hereafter issued, together with suitable indexes, one copy to be placed for free public inspection in each capitol of every State and Territory, one for the like purpose in the clerk's office of the district court of each judicial district of the United States except when such offices are located in State or Territorial capitols, and one in the Library of Congress, which copies shall be certified under the hand of the Commissioner and seal of the Patent Office, and shall not be taken from the depositories for any other purpose than to be used as evidence.
>
> SEC. 491. The Commissioner of Patents is authorized to have printed such additional numbers of copies of specifications and drawings, certified as provided in the preceding section, at a price not to exceed the contract price for such drawings, for sale, as may be warranted by the actual demand for the same; and he is also authorized to furnish a complete set of such specifications and drawings to any public library which will pay for binding the same into volumes to correspond with those in the Patent Office and for the transportation of the same, and which shall also provide for proper custody for the same, with convenient access for the public thereto, under such regulations as the Commissioner shall deem reasonable.

See also joint resolution providing for publishing specifications and drawings of Patent Office, approved January 11, 1871 (16 Stat. L., p. 590); act of June, 1874 (18 Stat. L., p. 105); act of March 3, 1875 (section 12, 18 Stat. L., p. 402).

The photolithographing of the drawings attached to these copies is authorized by the extract above quoted from the legislative, executive, and judicial appropriation act for the year ending June 30, 1892.

(5) Official Gazette, including—
(*a*) Photolithographing of titles, claims, drawings, etc.
(*b*) Letterpress part of Official Gazette, which includes the first two pages and the decisions.
(*c*) Weekly and quarterly indexes.
(*d*) Binding.
(*e*) Copies of titles, briefs, claims, etc., preliminary to photolithographing.

This is said to be published pursuant to the act of May 18, 1872 (17 Stat. L., p. 131). This act, entitled "An act making appropriations to supply deficiencies in the appropriations for the service of the Government for the fiscal year ending June 30, 1872, and for former years, and for other purposes," contains, among other things, the following:

Patent Office: To provide for the plates of an Official Gazette of the Patent Office, abstracts of the drawings of patents issued, thirteen thousand three hundred and thirty-three dollars, to be expended under the direction of the Commissioner of Patents: *Provided*, That one copy of said Gazette shall be furnished to each Senator, Representative, and Delegate in Congress; and one copy shall be sent to eight such public libraries as may be designated by each Senator, Representative, and Delegate, and two copies to the Library of Congress: *Provided further*, That a subscription price of not less than five dollars per annum for said Gazette shall be charged to each subscriber; and all sums received from such subscription shall be, on or before the first day of each month, paid into the Treasury.

The words, "To provide for the plates of an Official Gazette of the Patent Office" are to be particularly noted. They may be said to fairly indicate the establishment of a permanent publication. Furthermore, in all of the appropriation acts subsequent to this act, relating to the Patent Office, the words, "For photolithographing or otherwise producing plates for the Official Gazette," or substantially the same words, occur. It has been said that this act has been repealed by the repeal provisions of the Revised Statutes. (See secs. 5595 and 5596.) This is, however, not entirely clear. (See last few lines of last-named section.)

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Whether the act of May, 1872, above referred to, be recognized as being in force, and the true source of authority for publishing the Gazette, it was the intention at the time the first Gazette was issued (January 2, 1872) to publish "the various matters authorized to be published by section 20 of the patent act of 1870, with the exception of the specifications and drawings, which will continue to be published in separate form." (See 1 O. G., p. 1.)

Section 20 of the act of 1870 is as follows:

And be it further enacted, That the Commissioner may print, or cause to be printed, copies of the specifications of all letters patent and of the drawings of the same, and copies of the claims of current issues, and copies of such laws, decisions, rules, regulations, and circulars as may be necessary for the information of the public.

(See also secs. 489, 490, and 491, Revised Statutes, *supra*.)

The following is also found on page 1 of volume 1 of the Official Gazette:

The principal contents of the Gazette will be a list of all inventions patented in the United States, accompanied with a transcript of the claims, the names and residences of the patentees, and with appropriate indexes; a list of designs patented, of disclaimers filed, and of trade-marks registered; a list of all pending applications for the extension of patents, and of all extensions granted; decisions rendered by the Commissioner of Patents; current decisions of the courts in trade-mark and patent causes; and such miscellaneous matter, including changes in the rules of office practice, modifications of the patent law, special legislation affecting particular patents, and kindred subjects, as may seem to be of interest to inventors and patent attorneys, and properly to find place in an official journal.

The scope of the Gazette will be strictly limited as above indicated, its object being to keep the public informed as to all transactions of the Patent Office which under existing rules can properly be disclosed, and to give, in advance of the regular reports and in more convenient form, such decisions of the courts as in anyway affect patent interests; but it will not assume to trench upon the ground occupied by the various scientific journals of the day, or in anyway to enter into competition with private enterprise.

It would seem that sufficient authority, outside of the act of May, 1872, for the publication of the Official Gazette in all its parts, may be found in section 489 of the Revised Statutes, *supra*, which was evidently intended to take the place of section 20 of act of 1870, *supra*.

With reference to the distribution of the Official Gazette, the following appears in the act of May 18, 1872 (17 Stat. at Large, p. 131):

Provided, That one copy of said Gazette shall be furnished to each Senator, Representative, and Delegate in Congress; and one copy each shall be sent to eight such public libraries as may be designated by each Senator, Representative, and Delegate, and two copies to the Library of Congress.

The distribution to members of Congress, etc., has been continued since the approval of said act, and there is no authority, so far as I have been able to ascertain, for such distribution, if this act was not intended to be permanent in its nature or was repealed by the Revised Statutes (secs. 3595, 3596), then the only authority for such distribution would appear to be by custom.

(6.) Original letters patent, including—
(*a*) Heads.
(*b*) Drawings (photolithographed.)
(*c*) Specification and claims.

There appears to be no specific authority for the engraving of the heads of the original letters patent. They are furnished by the Bureau of Engraving and Printing to the Department of the Interior and furnished to the Patent Office on requisition of the Commissioner to the Secretary of the Interior.

There is no specific authority for the printing of the specification and claims, unless they be considered as *one* of the copies of printed

patents of which the sale is authorized under sections 493 and 4934 of the Revised Statutes. The photolithographing of the drawings for the the original patents is provided for in the appropriation acts. Perhaps authority may be implied from sections 4883–4886, and 4893, but this is not clear.

The right of the Secretary of the Interior to sign, and of the Commissioner of Patents to countersign, the patents (sec. 4883) issued by the Commissioner of Patents (sec. 4893) might, perhaps, be sufficient authority to warrant printing, etc., of the same. The same authority for the printing, etc., of design patents would exist as in the case of printing, etc., for mechanical patents.

(7) Copies of specifications of design patents, including drawings (photolithographed) and trade marks (current issues).

About ten copies of each of the above are made.

The same authority for printing the above and the necessary photolithographing would seem to exist as for furnishing the copies referred to in No. 3, *supra*.

(8) Original certificates of trade marks and labels.

These are considered as blanks, and are furnished by the Secretary of the Interior.

(9) Commissioner's Decisions (bound and unbound).

These are published annually, and contain the decisions of the Commissioner and of the courts, etc., that have been published in the Official Gazette.

There appears to be no authority for their publication except that which is found in section 489 of the Revised Statutes, *supra*.

The same may be said with reference to the remaining publications up to No. 21, except No. 15, for which see 2 *b* and 5 *c*.

(21) Copies of specifications of old patents, including photolithographing of drawings. Same authority for printing, etc., as No. 3, *supra*.
(22) Blanks, books, and other printing and binding.

This properly comes under the head of stationery, which is furnished upon requisition by the Secretary of the Interior.

With respect to "other printing and binding," such as, for example, briefs for the cases appealed to court and binding of Federal reports, this is furnished upon requisition.

With respect to photolithographing, it need only be stated that this is done under the supervision of the Commissioner of Patents, each appropriation act for a number of years containing the following language:

* * * said photolithographing or otherwise producing plates and copies referred to in this and the preceding paragraph to be done under the supervision of the Commission of Patents, and in the city of Washington, if it can there be done at reasonable rates; and the Commissioner of Patents, under the direction of the Secretary of the Interior, shall be authorized to make contracts therefor, one hundred thousand dollars. And certified copies of such drawings and specifications may be furnished by the Commissioner of Patents to persons applying therefor upon payment of the present rates for uncertified copies, and twenty-five cents additional for each certification.

(See legislative, executive, and judicial appropriation act for the year ending June 30, 1892, pp. 939, 940.)

All printing is done by the Government Printing Office. All photolithographing is now done and has been done for some years under contract by the Norris-Peters Company, at Washington, D. C.

Respectfully submitted,

N. L. FROTHINGHAM.
Assistant Commissioner.

JANUARY 7, 1892.

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The Commissioner of Patents is authorized to continue the printing of the following:

(1) The patents for inventions and designs issued by the Patent Office, including grants, specifications, and drawings, together with copies of the same and of patents already issued, in such number as may be needed for the business of the office.

(2) The certificates of trade-marks and labels registered in the Patent Office, including descriptions and drawings, together with copies of the same, and of trade-marks and labels heretofore registered, in such numbers as may be needed for the business of the office.

(3) The Official Gazette of the United States Patent Office, in numbers sufficient to supply all who shall subscribe therefor, at $5 per annum; also, to exchange for other publications desirable for the use of the Patent Office; also, to supply one copy to each Senator, Representative, and Delegate in Congress; also, to supply one copy to eight public libraries having over 1,000 volumes, exclusive of Government publications, as shall be designated by each Senator, Representative, and Delegate in Congress, not already named as a designated depositary, with 100 additional copies, together with bimonthly and annual indexes for all the same.

(4) The Commissioner of Patents' report for the fiscal year, not exceeding 500 in number; the Commissioner of Patents' annual report to Congress without the list of patents, not exceeding 1,500 in number; and the Commissioner of Patents' annual report to Congress, with the lists of patents, 3,500 in number, of which 2,000 shall be for the use of Congress.

(5) Copies of the specifications and drawings of each patent issued, bound in monthly volumes, one copy for each of the Executive Departments of the Government, one copy to be placed for free public inspection in each capitol of every State and Territory, one for the like purpose in the clerk's office of the district court of each judicial district of the United States except when such offices are located in State or Territorial capitols, and one in the Library of Congress, which copies shall be certified under the hand of the Commissioner and seal of the Patent Office, and shall not be taken from the depositories for any other purpose than to be used as evidence; also 100 additional copies of the same.

(6) Pamphlet copies of the Rules of Practice, pamphlet copies of the Patent Laws, pamphlet copies of the Laws and Rules relating to Trade-Marks and Labels, and circulars relating to the business of the office, all in such numbers as may be needed for the business of the office.

(7) Annual volumes of the Decisions of the Commissioner of Patents and of the United States courts in patent cases, not exceeding 1,500 in number.

(8) Indexes to patents relating to electricity, and indexes to foreign patents in such numbers as may be needed for the business of the office. All printing for the Patent Office making use of lithography or engraved plates shall be contracted for and performed under the direction of the

Commissioner of Patents under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe, and all other printing for the Patent Office shall be done by the Congressional Printer under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe.

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THE PROPOSED BILL, WITH ANNOTATED SECTIONS.

[Fifty-second Congress, first session. S. 1549.]

IN THE SENATE OF THE UNITED STATES.

JANUARY 12, 1892.—Reported by Mr. Manderson, from the Committee on Printing of the Senate and the special committee of both houses appointed under concurrent resolution passed by the Fifty-first Congress. Read twice and placed upon the Calendar.

A BILL providing for the public printing and binding and the distribution of public documents.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

THE JOINT COMMITTEE ON PRINTING—THEIR POWERS AND DUTIES.

SEC. 1. There shall be a Joint Committee on Printing, consisting of three members of the Senate and three members of the House of Representatives, who shall have the powers hereinafter stated.

This is nearly identical with section No. 3756 of the Revised States of 1878. The change is an unimportant one, leaving out that the Joint Committee on Printing shall be appointed by the President of the Senate and the Speaker of the House. The word "public" is omitted, making the committee a committee on printing instead of a committee on public printing. This change is made throughout the whole bill.

SEC. 2. The Joint Committee on Printing shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay in the execution of the public printing; and the committee shall have power to order reprinted not exceeding three hundred copies of a public bill pending before either House of Congress when the supply shall have become exhausted and the interests of the public service demand immediate action.

The committee has expunged from section No. 3757 of the Revised Statutes of 1878 the words requiring that as to measures to remedy neglect or delay in the execution of the public printing the approval of one or the other House of Congress, or of both when the printing delayed relates to the business of both, shall be obtained. It seemed to the committee that this approval of their action in each instance by Congress would produce delay and defeat rather than advance efforts to prevent neglect or delay. The committee have added to this section the power in the Committee on Printing of either House to order 300 copies of a public bill to be printed when the supply shall have become exhausted. This is new legislation, recommended by the superintendents of the document rooms of both Houses.

SEC. 3. The Joint Committee on Printing shall fix upon standards of paper for the different descriptions of public printing and binding, and the Public Printer shall, under their direction, advertise in two news-

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papers, published in each of the cities of Boston, New York, Philadelphia, Baltimore, Washington, Cincinnati, St. Louis, and Chicago, for sealed proposals to furnish the Government with paper, as specified in the schedule to be furnished to applicants by the Public Printer, setting forth in detail the quality and quantities required for the public printing. And the Public Printer shall furnish samples of the standard of papers fixed upon to applicants therefor who shall desire to bid.

This is substantially the present law, as found in sections No. 3767 and 3769 of the Revised Statutes of 1878. The committee have added the cities of St. Louis and Chicago as places for advertisement for the supply of paper.

SEC. 4. The advertisements shall specify the minimum portion of each quality of paper required for either three months, six months, or

one year, as the Joint Committee on Printing may determine; but when the minimum portion so specified exceeds, in any case, one thousand reams, it shall state that proposals will be received for one thousand reams or more.

This section is identical with section No. 3768 of the Revised Statutes of 1878.

SEC. 5. The sealed proposals to furnish paper shall be opened in the presence of the Joint Committee on Printing, and the contracts shall be awarded by them to the lowest and best bidder for the interest of the Government; but they shall not consider any proposal which is not accompanied by satisfactory evidence that the person making it is a manufacturer of or dealer in the description of paper which he proposes to furnish.

This section is identical with section No. 3770 of the Revised Statutes of 1878.

SEC. 6. No contract for furnishing paper shall be valid until it has been approved by the Joint Committee on Printing, if made under their direction, or by the Secretary of the Interior if made under his direction according to the provisions of section nine of this act. The award of each contract for furnishing paper shall designate a reasonable time for its performance.

This section is identical with sections Nos. 3772 and 3771 of the Revised Statutes of 1878.

SEC. 7. The Public Printer shall compare every lot of paper delivered by any contractor with the standard of quality fixed upon by the Joint Committee on Printing, and shall not accept any paper which does not conform to it in every particular.

This is substantially the present law as found in section No. 3773 of the Revised Statutes of 1878.

SEC. 8. In case of difference of opinion between the Public Printer and any contractor for paper respecting its quality, the matter of difference shall be determined by the Joint Committee on Printing, or by the Secretary of the Interior when Congress is not in session.

This section is identical with section No. 3774 of the Revised Statutes of 1878, with the addition of "or by the Secretary of the Interior when Congress is not in session," to make it correspond with sections 9 and 11 of this bill and section No. 3775 of the Revised Statutes.

SEC. 9. If any contractor shall fail to comply with his contract, the Public Printer shall report such default to the Joint Committee on Printing when Congress is in session, or to the Secretary of the Interior when Congress is not in session; and he shall, under the direction of the committee, or of the Secretary of the Interior, as the case may be, enter into a new contract with the lowest and best bidder for the inter-

est of the Government among those whose proposals were rejected at the last opening of bids, or he shall advertise for new proposals, under the regulations hereinbefore stated; and during the interval which may thus occur he shall, under the direction of the Joint Committee on Printing, or of the Secretary of the Interior, purchase in open market, at the lowest market price, all paper necessary for the public printing.

This section is identical with section 3775 of the Revised Statutes of 1878, with this exception: The omission of the words "either as to time of delivery or as to quantity, quality, or weight of paper."

SEC. 10. In case of the default of any contractor to furnish paper, he and his sureties shall be responsible for any increase of cost to the Government in procuring a supply of such paper which may be consequent upon such default.

The Public Printer shall report every such default, with a full statement of all the facts in the case, to the Solicitor of the Treasury, who shall prosecute the defaulting contractor and his sureties upon their bond, in the circuit court of the United States in the district in which such defaulting contractors reside.

This section is identical with sections 3776 and 3777 of the Revised Statutes of 1878, except the substitution of the word "sureties" for "securities."

SEC. 11. The Joint Committee on Printing, or during the recess of Congress the Secretary of the Interior, may authorize the Public Printer to make purchase of paper in open market whenever they may deem the quantity required so small, or the want so immediate, as not to justify advertisement for proposals.

This section is identical with section 3778 of the Revised Statutes for 1878, except the substitution of the word "Public" for "Congressional." This change is made throughout the whole bill, as the word "Public Printer" is now his title instead of "Congressional Printer."

SEC. 12. The joint committee is authorized to give permission to the Public Printer to purchase material other than paper in open market, whenever in their opinion it would not promote the public interest to advertise for proposals and to make contracts for the same: *Provided, however*, That the purchases authorized by this act shall not in any term of six months exceed the sum of fifty dollars for any particular article required.

This section is identical with an act to further regulate the purchase of material for the public printing and binding, found in the Supplement to the Revised Statutes, chapter 10, page 305.

SEC. 13. The Joint Committee shall have control of the arrangement and style of the Congressional Record, and while providing that it shall be substantially a verbatim report of proceedings, shall take all needed action for the reduction of unnecessary bulk, and shall provide for the publication of an index of the Congressional Record semimonthly during the sessions of Congress and at the close thereof.

This section is substantially the present law, as found in the Supplement to the Revised Statutes, page 617, or Statutes at Large, volume 21, page 516, joint resolution providing for printing and the distribution of the index to the Congressional Record semimonthly.

SEC. 14. The Joint Committee shall designate to the Public Printer a competent person to prepare the semimonthly and session index to the Congressional Record, and shall fix and regulate the compensation to be paid by the Public Printer for the said work and direct the form and manner of its publication and distribution.

This section is substantially the present law, as found in the Supplement to the Revised Statutes, page 617.

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SEC. 15. When the probable total cost of the maps or plates accompanying one work or document exceeds twelve hundred dollars, the lithographing or engraving thereof shall be awarded to the lowest and best bidder, after advertisement by the Public Printer, under the direction of the joint committee, which may authorize him to make immediate contracts for lithographing or engraving whenever the exigencies of the public service do not justify advertisement for proposals.

This section is substantially the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 397.

SEC. 16. The Public Printer shall prepare a schedule of materials required to be purchased, showing the description, quantity, and quality of each article, and shall invite proposals for furnishing the same, either by advertisement or circular, as the Joint Committee on Printing may direct, and shall make contracts for the same with the lowest responsible bidder, making a return of the same to the joint committee, showing the number of bidders, the amounts of each bid, and the awards of the contracts.

This section is substantially the same as the present law, as found on page 233 of the Supplement to the Revised Statutes, or in volume 19, Statutes at Large, page 102.

SEC. 17. At all times when there is no Committee on Printing of the House of Representatives the powers and duties under the law devolving upon the Joint Committee on Printing shall be exercised and performed by the Senate Committee on Printing.

This section is new and is urged for the reason that the interests of the public service require the existence and action of a committee when there is no Committee on Printing on the part of the House; for example, during the time existing between the opening of Congress and the appointment of committees of the House.

THE PUBLIC PRINTER.

SEC. 18. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing Office.

The title of said officer shall be Public Printer. He shall receive a salary of $4,500 per annum, and shall give bond in the sum of $100,000 for the faithful performance of the duties of his office, said bond to be approved by the Secretary of the Treasury.

This section is substantially the present law as found in sections 3758 and 3759 of the Revised Statutes of 1878, and on page 234 of the Supplement to the Revised Statutes. The changes made consist in providing that the President shall "nominate" instead of "appoint," to make the law conform to the language of the Constitution of the United States in such cases; and in substituting "Secretary of the Treasury" for "Secretary of the Interior" as the person to approve the bond.

SEC. 19. It shall be the duty of the Public Printer to purchase all materials and machinery which may be necessary for the Government Printing Office; to take charge of all matter which is to be printed, engraved, lithographed, or bound; to keep an account thereof in the order in which it is received, and to cause the work to be promptly executed; to superintend all printing and binding done at the Government Printing Office, and to see that the sheets or volumes are promptly delivered to the officer who is authorized to receive them. The receipt of such officer shall be a sufficient voucher for their delivery.

This section is identical with the present law as found in section 3760 of the Revised Statutes of 1878.

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SEC. 20. The Public Printer shall make annual report to Congress, and in it specify the number of copies of each Department report and document printed upon requisition by the head of the Department for which the printing was done, and he shall also specify in said report the exact number of copies of books, giving the titles of the books, bound upon requisition for Senators, Representatives, Delegates, and other officers of the Government, and the cost thereof.

This section is new and was considered necessary by the committee in order that Congress might know from the official report of the Public Printer, in detail, what printing is done upon requisition for the Departments, and what binding is done upon requisition of Senators, Representatives, Delegates, and other officers of the Government.

SEC. 21. The chief clerk, the foreman of printing, and a person designated by the Joint Committee on Printing, shall constitute a board of condemnation, who, upon the call of the Public Printer, shall determine the condition of presses and other machinery and material used in the Government Printing Office, with a view to condemnation.

In case ruling machines, stitching machines, or other machinery or material used in the bindery shall become the subject of inquiry, with a view to condemnation, the foreman of binding shall be substituted on the board in place of the foreman of printing.

This section is new and is intended to properly guard the sale of property in the Government Printing Office. It meets the entire approval of the Public Printer and is recommended by him.

SEC. 22. Whenever any machinery or material in the Government Printing Office shall have been regularly condemned as unserviceable, the Public Printer may sell the same, after public advertisement, to the highest bidder, for cash, and turn the proceeds into the Treasury of the United States: *Provided*, That in case the sum or sums offered for such advertised property should be deemed by him too low, he may exchange said old machinery or material for new, paying the difference in moneys and render appropriate vouchers for such expenditure.

This section is new. Although it has been the practice of the Public Printer to condemn machinery and material and sell the same, there has been no law directing how such property should be condemned or sold. This section is intended to define the powers and duties of the Public Printer respecting condemned machinery and to enable him to dispose of it at the best advantage to the Government. Hence he is allowed to exchange old for new machinery and pay the difference in cash when it has been demonstrated that the machinery or material would be sacrificed if sold for cash.

SEC. 23. The Public Printer shall, on the first day of each regular session, report to Congress the exact condition and the quantity and cost of all printing, binding, lithographing, and engraving; the quantity and cost of all paper purchased for the same; a detailed statement of all proposals and contracts entered into for the purchase of paper and other materials, and for lithographing and engraving; of all payments made during the preceding year under his direction; of the quantity of work ordered and done, with a general classification thereof, for each Department, and a detailed statement of each account with the Departments or public officers; a classified detailed statement of the number of hands employed and the sums paid to each; and such other information touching all matters connected with the Printing Office as may be in his possession.

This section is substantially the present law as found in section 3821 of the Revised Statutes of 1878.

SEC. 24. The employees of the Government Printing Office, whether employed by the piece or otherwise, shall be allowed leaves of absence

with pay to the extent of not exceeding thirty days in any one fiscal year, under such regulations and at such times as the Public Printer may designate. Such employees as are engaged on piecework shall receive the same rate of pay for the said thirty days leave as will be paid to day hands: *Provided*, That those regularly employed on the Congressional Record shall receive leave, with pay, at the close of each session, pro rata for the time of such employment: *And provided further*, That it shall be lawful to allow pro rata leave to those serving fractional parts of the year.

This section is substantially the present law as found on pages 499 and 600 of volume 1, second edition of the Supplement to the Revised Statutes, and in 24 Statutes at Large, page 91, act of June 30, 1886, and in 25 Statutes at Large, page 352, act of August 1, 1888. The only change in the language of the present law is the addition of the words "to the extent of not exceeding."

SEC. 25. There shall be reserved by the Public Printer from the quota of each Member of Congress and Delegate one copy of the Congressional Record in unstitched form, to be delivered upon demand of each Member or Delegate; and there shall be furnished to each standing committee of Congress one copy, which shall be bound promptly in paper when each semimonthly index shall be issued, and shall be delivered without delay; and the Public Printer shall supply, at the end of each session, to each standing committee filing requisition therefor, one set of the permanent Record bound in half Russia, with the name of the committee printed on the back.

This is new. Its object is to enable the Public Printer to hold in unstitched form Records to be bound upon requisition of Senators, Representatives, and Delegates who may require them semimonthly, and thus avoid the expense of tearing them to pieces after they have been stitched and pressing them before they can be bound as required. It also provides for supplying the Record in bound form only to those committees whose chairmen make requisition therefor.

SEC. 26. The Public Printer shall cause to be stereotyped all matter when there is a reason to believe that it will be needed a second time.

This is new, and gives the warrant of law to the practice in the Government Printing Office to stereotype all matter that would probably be used a second time, or that would make thirty pages.

SEC. 27. The Public Printer shall, at the beginning of each session of Congress, submit to the Joint Committee on Printing estimates of the quantity of paper of all descriptions which will be required for the public printing and binding during the ensuing year.

This section is identical with section 3766 of the Revised Statutes of 1878.

SEC. 28. He shall prepare and submit to the Secretary of the Treasury annually, in time to have the same embraced in the estimates from that Department, detailed estimates of the sums which will be required for salaries, wages, printing, engraving, lithographing, binding, materials, and other necessary expense of said Printing Office for the ensuing fiscal year.

This section is substantially the present law as found in section 3814 of the Revised Statutes of 1878.

SEC. 29. There shall be advanced to the Public Printer, from time to time, as the public service may require it, and under such rules as the Secretary of the Treasury may prescribe, a sum of money not exceeding, at any time, four-fifths of the penalty of his bond, to enable him to pay for work and material.

This section is the law contained in section 3816 of the Revised Statutes of 1878, with the change that instead of "two-thirds," the amount of money the Secretary

of the Treasury may advance to the Public Printer is increased to "four-fifths" of the penalty of his bond, or $80,000. This change is found to be necessary in order to relieve the Public Printer from the embarrassment caused by the insufficiency of money advanced to him under the old law. The reason assigned by the Public Printer is that "there are times when the pay roll and the cost of material necessary to be purchased are larger than the amount to which the Public Printer is limited. The increase would serve to relieve the office, so that it would not be hampered in certain emergencies."

SEC. 30. Moneys received from sales of extra copies of documents, paper shavings, imperfections, waste gold leaf, and leather and book-cloth scraps shall be deposited by the Public Printer in the Treasury of the United States to the credit of the appropriation for public printing and binding, and shall be subject to his requisitions in the manner prescribed by law.

This section is identical with section 3818 of the Revised Statutes of 1878, with the exception that "waste gold leaf" and "leather and book-cloth scraps" are added to "extra copies of documents," "paper shavings," and "imperfections." This was considered by the committee a proper addition, for the reason that this class of waste properly belongs with that already provided for in the section referred to.

SEC. 31. The Public Printer shall settle the account of his receipts and disbursements in the same manner required of other disbursing officers.

This section is identical with section 3817 of the Revised Statutes of 1878.

SEC. 32. All printing offices in the Departments now in operation, or hereafter put in operation, by law shall be considered a part of the Government Printing Office, and shall be under the control of the Public Printer, who shall furnish all presses, types, imposing stones, and necessary machinery and material for said offices from the general supplies of the Government Printing Office; and all paper and material of every kind used in the said offices for departmental work, except letter and note paper and envelopes, shall be supplied by the Public Printer; and all persons employed in said printing offices and binderies shall be appointed by the Public Printer, and be carried on his pay roll the same as employees in the main office, and shall be responsible to him.

All work done in the said offices shall be ordered on blanks prepared for that purpose by the Public Printer, which shall be numbered consecutively, and must be signed by some one designated by the head of the Department for which the work is to be done, who shall be held responsible for all work thus ordered, and who shall quarterly report to the head of the Department a classified statement of the work done and the cost thereof, which report shall be transmitted to the Public Printer in time for his annual report to Congress. The Public Printer shall show in detail, in his annual report, the cost of operating each departmental office.

This section is new. At the present time there are four branch offices, namely, one in the Treasury Department, one in the Interior Department, one in the Navy Department, and one in the State Department, under the control of the Public Printer. These are branch offices of the Government Printing Office. Besides these there are printing establishments in the Post-Office, War, and Agricultural Departments, one in the Weather Bureau, and one in the Surgeon-General's Office, which are not branch offices and have been in operation some considerable length of time, without doubt in violation of the law, which reads, "That all printing and binding and blank books for the Senate and House of Representatives and Executive and Judicial Departments shall be done by the Government Printing Office, except in cases otherwise provided by law." It was deemed best by the committee, after a full investigation into the matter and visiting all of the Departments where printing was done, that it would be in the interest of the public service and on the line of economy to place all of these offices under the Public Printer and to denominate them "branch office of

the Government Printing Office," and to provide that all offices hereafter established by law shall be placed under his direction and be under his control. This seems to meet with the approval of the heads of the Executive Departments and of the Public Printer. The heads of the Departments have stated in writing that printing offices in the Departments are necessary, and their existence is in the interest of the public service and on the line of economy.

SEC. 33. The Public Printer shall charge himself with, and be accountable for, all material received for the public use. The foremen of printing and binding shall make out estimates of the quantity and kind of material required for their respective departments, and file written requisitions therefor when it is needed. The Public Printer shall furnish the same to them on these requisitions, as required for the public service, and they shall receipt to him and be held accountable for all material so received.

This section is identical with section 3783 of the Revised Statutes of 1878.

SEC. 34. If the Public Printer shall, by himself or through others, corruptly collude or have any secret understanding with any person to defraud the United States, or whereby the United States shall be made to sustain a loss, he shall, on conviction thereof before any court of competent jurisdiction, forfeit his office and be imprisoned in the penitentiary for a term of not more than seven years, and fined in a sum not exceeding three thousand dollars.

This section is substantially the law as contained in section 3784 of the Revised Statutes of 1878. The committee changed the section so as to fix the maximum term of imprisonment and expunged the minimum, and fixed the fine at "not exceeding."

SEC. 35. Neither the Public Printer, chief clerk, foreman of printing, foreman of binding, nor any of their assistants shall, during their continuance in office, have any interest, direct or indirect, in the publication of any newspaper or periodical, or in any printing, binding, engraving, or lithographing of any kind, or in any contract for furnishing paper or other material connected with the public printing, binding, lithographing, or engraving; and for every violation of this section the party offending shall, on conviction before any court of competent jurisdiction, be imprisoned in the penitentiary for a term of not less than one nor more than five years, and shall be fined not exceeding five hundred dollars.

This section is substantially the same as the present law, with the addition of "chief clerk," and "nor any of their assistants" and fixing the fine at "not exceeding."

SEC. 36. The Public Printer is hereby authorized, under great urgency, while in occupancy of the present Government Printing Office, to procure suitable storage room, as near said building as practicable, for the temporary storage of the property of the Government, with a view to relieving the said office from undue strain.

This section is substantially the present law as found in the Statutes at Large, volume 22, page 637.

SEC. 37. In case of the death, resignation, absence, or sickness of the Public Printer the chief clerk of the Government Printing Office shall perform the duties of the Public Printer until a successor is appointed or such absence or sickness shall cease; but the President may, in his discretion, authorize and direct any other officer of the Government, whose appointment is vested in the President by and with the advice and consent of the Senate, to perform the duties of the vacant office until a successor is appointed or the sickness or absence of the Public Printer shall cease: *Provided*, That a vacancy occa-

sioned by death or resignation must not be temporarily filled under the provisions of this section for a longer period than ten days, and no temporary appointment, designation, or assignment of another officer to perform such duty shall be made except to fill a vacancy happening during a recess of the Senate.

This section is new so far as its application to the chief clerk of the Government Printing Office is concerned. It is substantially the law respecting other departments, as contained in sections 177, 178, and 179 of the Revised Statutes of 1878.

SEC. 38. It shall be lawful for the Public Printer to print and deliver, upon the order of any Senator, Representative, or Delegate, extracts from the Congressional Record, the person ordering the same paying the cost thereof; and documents and reports of committees, with the evidence and papers submitted therewith, or any part thereof, ordered printed by Congress, may be reprinted by the Public Printer on order of any member of Congress or Delegate on prepayment of cost thereof.

This section, so far as it relates to extracts from the Congressional Record, is the present law, as found in the Supplement, volume 1, second edition, page 71. The remainder of the section is substantially found in the Statutes at Large, volume 24, page 341, or the Supplement to the Revised Statutes, volume 1, second edition, page 515.

SEC. 39. The Public Printer may purchase in open market, and without previous advertisement, such supplies as the Government Printing Office may require, of ink, rollers, composition for making rollers, tapes, press blankets, and lubricating oils, taking care that only the lowest market prices be paid; and when practicable he shall issue circulars inviting bids.

This section is substantially the present law, approved December 21, 1882, to be found in the Statutes at Large, volume 22, page 397.

SEC. 40. The Public Printer shall pay no greater price for composition than fifty cents per thousand ems and forty cents per hour for time work to printers and bookbinders: *Provided*, That the pay of all employees of the Government Printing Office engaged on night work (between the hours of five o'clock postmeridian and eight o'clock antemeridian) shall be twenty per centum in addition to the amount paid for day labor.

That part of this section relating to pay of printers and bookbinders is identical with the present law, act of February 16, 1877, to be found in the Statutes at Large, volume 19, page 251, and Supplement to the Revised Statutes, volume 1, second edition, page 129. That part relating to night work is identical with the present law as found in the act of March 3, 1891, Statutes at Large, volume 26, page 1084, and Supplement to the Revised Statutes, volume 1, second edition, page 934.

SEC. 41. The Public Printer, under the direction of the joint committee, may print for sale, at a price sufficient to reimburse the expense of such printing, the current Congressional Directory and the current numbers and bound sets of the Congressional Record. The money derived from such sales shall be paid into the Treasury to the credit of the appropriation for public printing, and no sales shall be made on credit.

This is substantially the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 422.

SEC. 42. The Public Printer shall preserve in his office samples of the paper on which any engravings or lithographs are to be furnished by contract, and he shall not receive any engraving or lithograph which is not printed on paper equal to the sample, or which is not executed

in the proper manner or in the quantity contracted for, or within the time specified in the contract, unless, for special reasons, he may have extended the time. The contractor shall not be paid except upon the certificate of the Public Printer that his contract has been complied with.

This is the present law as found in section 3782 of the Revised Statutes of 1878.

SEC. 43. The Public Printer shall furnish to all applicants, giving notice before the matter is put to press, not exceeding 250 to any one applicant, copies of bills, reports, and documents, said applicants paying in advance the cost of such printing with ten per centum added: *Provided*, That the printing of such work for private parties shall not interfere with the printing for the Government.

This is substantially the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 311, except that it limits the amount to be printed for any one person, and provides that work for private parties shall not interfere with the printing for the Government.

SEC. 44. The Public Printer shall, on the first day of July in each year in which a new Congress is to assemble, cause to be filed in the Department of the Interior a full and complete list of all officers, agents, clerks, and employees employed in his Department, or in any of the branch offices. He shall include in such list all the statistics peculiar to his Department required to enable the Secretary of the Interior to prepare the Biennial Register.

This section is substantially the present law as found in section 198 of the Revised Statutes of 1878. The only change is in the date from the last day in September to the first day of July.

EMPLOYEES OF THE GOVERNMENT PRINTING OFFICE.

SEC. 45. There shall be appointed by the Public Printer a chief clerk, whose salary shall be two thousand four hundred dollars per annum; and a foreman of printing and a foreman of binding, who must be practically and thoroughly acquainted with their respective trades, who shall each receive a salary of two thousand one hundred dollars per annum.

This section, so far as it relates to the foreman of printing and foreman of binding, is identical with the present law as found in section 376 of the Revised Statutes of 1878. That relating to the chief clerk is new, although there has been practically such a clerk in the Government Printing Office for many years at the salary stated in this section. It is deemed well to authorize such official, who becomes the acting Public Printer in certain emergencies.

SEC. 46. It shall be the duty of the Public Printer to employ printers and binders who are thoroughly skilled in their respective branches of industry, as shown by trial of their skill under his direction.

This section is substantially the present law as found in the Supplement to the Revised Statues, volume 1, second edition, page 114. The only change made is in substituting "printers and binders" for "workmen."

SEC. 47. The employees of the Government Printing Office shall be allowed the following legal holidays with pay, to wit: The first day of January, the twenty-second day of February, the fourth day of July, the twenty-fifth day of December, Inauguration Day, Memorial Day, and such day as may be designated by the President of the United States as a day of public fast or thanksgiving.

This is substantially the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 303. The only change made is the addition of the words "Memorial Day," to make it conform to the present law as found in the supplement as above, page 690. Inauguration Day is a holiday by virtue of act of June 18, 1888. Supplement Revised Statutes, volume 1, second edition, page 592.

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SEC. 48. The Public Printer shall cause work to be done on the public printing in the Government Printing Office at night as well as through the day, during the session of Congress, when the exigencies of the public service require it.

This is identical with the present law as found in section 3764 of the Revised Statutes of 1878.

SEC. 49. The Public Printer may employ two clerks of class four, at an annual salary of one thousand eight hundred dollars each; two clerks of class three, at one thousand six hundred dollars each per annum; one clerk of class two, at one thousand four hundred dollars per annum.

This is substantially the present law as found in section 3762 of the Revised Statutes of 1878. The only difference consists in reducing the aggregate amount paid for these clerks $400 by reclassification complying with late appropriation bills.

SEC. 50. The Public Printer may employ, at such rates of wages as he may deem for the interest of the Government and just to the persons employed, such proof-readers, compositors, pressmen, binders, laborers, and other hands as may be necessary for the execution of the orders for public printing and binding authorized by law; but he shall not, at any time, employ in the office more hands than the absolute necessities of the public work may require.

This section is identical with the present law as found in section 3763 of the Revised Statutes of 1878.

SEC. 51. The Public Printer may employ such number of apprentices as in his judgment will be consistent with the economical service of the office.

This section is new. It was recommended by the Public Printer, and was approved by the entire committee on the theory that it is good American doctrine to give the American boy a chance to learn a trade. It was the practice for years in the Government Printing Office to employ apprentices; but was stopped by Public Printer Benedict on his construction of the law which required him to employ only skilled workmen, and the further reason that he thought there was not sufficient room in the Government Printing Office to employ apprentices.

SEC. 52. The forms and style in which the printing or binding ordered by any of the Departments shall be executed, and the material and the size of type to be used, shall be determined by the Public Printer, having proper regard to economy, workmanship, and the purposes for which the work is needed.

This section is identical with the present law as found in section 3790 of the Revised Statutes of 1878.

SEC. 53. The Public Printer may sell to any person additional or duplicate stereotype or electrotype plates from which any Government publication was printed, at a price not to exceed the cost of the metal and making to the Government and ten per centum added: *Provided*, That the full amount of the price shall be paid when the order is filed.

This section is new. It was formerly the practice to sell the stereotype plates as provided in this section. It is believed by the committee that this practice will aid in the circulation of knowledge without any detriment to the public service or cost to the Government.

SEC. 54. The Public Printer shall examine closely the orders of the Senate and House for printing, and in case of duplication he shall print under the order first received.

This section is new, and is intended to emphasize the duty of the Public Printer in examining carefully orders for printing of the Senate and House in order that he may be able to prevent duplication.

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CONGRESSIONAL PRINTING.

SEC. 55. Whenever any document or report shall be ordered printed by Congress, such order to print shall signify the "usual number" of copies for binding and distribution among those entitled to receive them. No greater number shall be printed unless ordered by either House, or as hereinafter provided. When a special number of a document or report is ordered printed, the usual number shall also be printed, unless already ordered. The usual number of documents and reports shall be one thousand six hundred and eighty-two copies, which shall be distributed as follows:

OF THE HOUSE DOCUMENTS AND REPORTS, UNBOUND.—To the Senate document room, one hundred and fifty copies; to the office of the Secretary of the Senate, ten copies; to the House document room, four hundred and twenty copies; to the Clerk's office of the House, twenty copies.

OF THE SENATE DOCUMENTS AND REPORTS, UNBOUND.—To the Senate document room, two hundred and twenty copies; office of the Secretary of the Senate, ten copies; to the House document room, three hundred and sixty copies; to the Clerk's office of the House, ten copies.

That of the number printed, the Public Printer shall bind one thousand and eighty-two copies, which shall be distributed as follows:

OF THE HOUSE DOCUMENTS AND REPORTS, BOUND.—To the Senate Library, fifteen copies; to the Library of Congress, two copies, and fifty additional copies for foreign exchanges; to the House Library, fifteen copies; to the superintendent of documents, five hundred copies, for distribution to the State and Territorial libraries and designated depositories.

OF THE SENATE DOCUMENTS AND REPORTS, BOUND.—To the Senate Library, fifteen copies; to the Library of Congress, two copies, and fifty copies additional for foreign exchanges; to House Library, fifteen copies; to the superintendent of documents, five hundred copies, for distribution to State and Territorial libraries and designated depositories. These documents shall be bound in half Russia.

The remainder of said documents and reports shall be reserved by the Public Printer in unstitched form, and shall be held subject to be bound in the number provided by law upon orders from the Vice-President, Senators, Representatives, Delegates, Secretary of the Senate, Clerk of the House, and chairmen of committees, in such binding as they shall select, except full morocco or calf; and those selected by chairmen of committees to be bound for use of the committees shall be lettered on the back to show to what committee they belong. All of the "usual number" shall be printed at one time.

Section 3792 of the Revised Statutes of 1878 says: "Fifteen hundred and fifty copies of any document ordered by Congress shall be printed, and that number shall be known as the usual number." That is to say, under the operation of that statute, when a document was ordered printed, 1,550 copies were printed, or when a special number was ordered printed the usual number, or 1,550 copies, were printed in addition thereto. That number was changed by section 3799 of the Revised Statutes, which provides that 50 additional copies be printed for the purpose of exchange in foreign countries, and 7 additional copies, by the act of February 8, 1881, Statutes at Large, volume 21, page 322, for supplying soldiers' homes. This increased the usual number from 1,550 to 1,607. Upon the recommendation of the then Public Printer, Mr. Clapp, in 1874, the usual number was raised to 1,900. This was done to meet the demands of increased representation in the House and Senate. The usual number thus increased from 1,607 to 1,900 upon the recommendation of the then Public Printer, by order of the Joint Committee on Printing, was subsequently rec-

ognized by Congress as the usual number. Joint resolution, February 14, 1881, page 617 of the Supplement to the Revised Statutes, instructed the Public Printer to print from time to time the usual number of 1,900 copies of any matter furnished him by the United States Commissioner of Fish and Fisheries, etc. Nineteen hundred copies of documents and reports was recognized as the usual number from the Forty-third to the Forty-ninth Congress, inclusive. In the Fiftieth Congress the Public Printer ordered the number reduced to 1,734 copies of documents and reports, claiming that to be the number warranted by law.

The committee, after a careful investigation into the actual needs of Congress, fixed the number, as in this section, at 1,082 copies and revised the distribution. It is believed that this number will be quite sufficient for years to come, and that the distribution meets every requirement of Congress.

The radical changes made by this section consist in doing away with the reserve number, requiring the Public Printer to print the entire usual number at one time, and to bind the 1,082 copies of that number as soon as practicable for distribution. The form of binding is changed from full sheep to half Russia, believing that this will prove a more acceptable binding and cheaper in the end than full sheep. Five hundred copies of the usual number are to be held by the Public Printer in unstitched form, subject to be bound upon the order of the Vice-President, Senators, Representatives, Delegates, Secretary of the Senate, and Clerk of the House in such binding as they may select, except full morocco or calf. This will enable those having a right under this section to order public documents bound to bind all or to select such documents as they may desire to be bound, and will do away with the present practice of binding one copy of all public documents in sheep at the end of each Congress and forcing them upon Senators, Representatives, Delegates, and others whether they desire them or not. While the operation of this section will relieve the Senators, Representatives, and Delegates from the deluge of full sheep-bound documents not wanted, it will also save several thousand dollars each Congress to the Government, by enabling the Public Printer to bind documents upon special orders of Senators, Representatives, and Delegates without having first to tear to pieces documents that have already been stitched. It will also save to the Government a great many dollars by stopping the binding of thousands of documents in full sheep that are not wanted.

SEC. 56. There shall be printed of each Senate and House public bill, and joint, concurrent, and simple resolution, six hundred and twenty-five copies, which shall be distributed as follows: To Senate document room, two hundred and twenty-five copies; office of Secretary of Senate, fifteen copies; House document room, three hundred and eighty-five copies. There shall be printed of each Senate and House private bill two hundred and fifty copies, which shall be distributed as follows: To Senate document room, one hundred and thirty-five copies; to Secretary of Senate, fifteen copies; House document room, one hundred copies. The term private bill shall be construed to

mean all bills for the relief of private parties, bills granting pensions, and bills removing political disabilities. All bills and resolutions shall be printed in bill form and unless specially ordered by either House shall only be printed when referred to a committee, when reported back, and after its passage by either House.

This authorizes the printing of concurrent and simple resolutions in the same number as bills and joint resolutions, and that all shall be printed in bill form. The Revised Statutes of 1878, section 3791, directs that there shall be printed 750 copies of every bill or joint resolution. This number was increased upon the recommendation of the Public Printer by order of the Joint Committee on Printing to 925 copies. The law proposed in this section under consideration reduces the number of public bills to 625, making a reduction of 300. This number is based upon the actual and ascertained needs of the public service. The distribution was agreed upon only after a most careful inquiry into the actual number required. The reduction in the number of private bills is very great and this change in the law will make a great saving in expense.

SEC. 57. There shall be printed in slip form one thousand eight hundred and ten copies of public and four hundred and sixty of private laws, postal conventions, and treaties, which shall be distributed as follows: To the House document room, one thousand copies of public and one hundred copies of private laws; to the Senate document room, five

hundred and fifty copies of public and one hundred copies of private laws; to the Department of State, two hundred copies of all laws; and to the Treasury Department, sixty of all laws. Postal conventions and treaties shall be distributed as private laws.

This section leaves the number of public laws in slip form the same as is now supplied, but reduces the number of private laws 1,350 copies. The distribution has been carefully investigated and is believed to be as it should be.

SEC. 58. There shall be printed of the Journals of the Senate and House of Representatives one thousand one hundred and ten copies, which shall be distributed as follows: To the Senate document room, ninety copies for distribution to Senators, and twenty-five additional copies; to the Senate Library, fifteen copies; to the House document room, three hundred and sixty copies for distribution to members, and twenty-five additional copies; to the Department of State, ten copies; to the superintendent of documents, five hundred copies; to the Library of Congress, fifty-two copies; to the Court of Claims, two copies, and to the Library of the House of Representatives, ten copies. The remaining number of the Journals of the Senate and House of Representatives, consisting of twenty-one copies, shall be furnished to the Secretary of the Senate and the Clerk of the House of Representatives, respectively, as the necessities of their respective offices may require, as rapidly as signatures are completed for such distribution.

This section reduces the number of copies of the Journals of the Senate 45 copies, and the House Journals 64 copies below the late law of 1888, and changes somewhat the distribution. It cuts off nearly all the unbound Journals or signatures. There were 30 of the Senate and 50 of the House Journals in signature form supplied under the law of October 19, 1888. The committee, finding upon investigation that these were not needed, discontinued them, except a few for the use of the Secretary of the Senate and Clerk of the House. With these exceptions this section is substantially the same as the present law as found in the Supplement to the Revised Statutes of 1878, volume 1, second edition, page 634. This law, passed in October, 1888, made a very radical change in the existing law in the interest of economy. It cut off the printing of 1,550 copies of the bound Journals of the two Houses which had been printed for many years, owing to a mistake in the revision of the United States Statutes of 1878. It reduced, in addition to the 1,550 copies of the Senate Journals 60 copies, and of the House Journals 257 copies. By this section there is a further reduction made of 45 Senate Journals and 64 House Journals.

SEC. 59. Whenever printing not bearing a Congressional number shall be done for any Department or officer of the Government, except confidential matter, blank forms, and circular letters not of a public character or for use of Congressional committees, not of a confidential character, two copies shall be sent, unless withheld by order of the committee, by the Public Printer, to the Senate and House Libraries, respectively, and one copy each to the document rooms of the Senate and House, for reference; and these copies shall not be removed.

This section is new. The purpose of it is to preserve for reference copies of reports and papers printed for the use of committees, which, being given no document number and for temporary use, soon become lost and inaccessible, although they may contain much valuable information that will be sought for both by legislators and the public. To preserve such reports and papers it was deemed advisable by the committee to make it the duty of the Public Printer to deliver such reports and papers as directed herein.

Sec. 60. Orders for printing extra copies of Government publications shall be by simple, concurrent, or joint resolution. Either House may print extra copies to the amount of five hundred dollars by simple resolution; if the cost exceeds that sum, the printing shall be ordered by concurrent resolution, except when the resolution is self-appropriating, when it shall be by joint resolution. Such resolutions, when presented

to either House, shall be referred immediately to the Committee on Printing, who, in making their report, shall give the probable cost of the proposed printing upon the estimate of the Public Printer; and no extra copies shall be printed before such committee has reported.

This section, so far as it affects the printing of extra copies, simply gives expression to what is now the practice and presents in somewhat different form the law as now contained in sections 3793 and 3795 of the Revised Statutes of 1878.

SEC. 61. There shall be one document room of the Senate and one of the House of Representatives, to be designated respectively the "Senate and the House document room." Each shall be in charge of a superintendent, who shall be appointed by the Sergeant-at-Arms of the Senate and the Doorkeeper of the House, respectively, who shall also appoint the necessary number of assistants.

This section is new. It was found upon investigation by the committee that the existence of two document rooms in the House of Representatives led to confusion, and instead of facilitating really retarded the distribution of documents. At the present time the Clerk's document room is receiving 25 public bills and 100 documents. It also receives the reserved documents of the "usual number." For these puposes a file room and document room are maintained at considerable extra expense and without any commensurate benefits. The Clerk of the House of the Fiftieth Congress ruled that there was no law under which he might be expected to furnish to the Departments or the several branches of the Government bills when called for. The Clerk is charged under the statutes with the distribution of the bound copies of the usual number of documents to the members and to the Departments, while the unbound documents, bills, and resolutions are distributed by the Doorkeeper in the House document room, which results in more or less conflict between the Clerk and the Doorkeeper. The Clerk receives the orders for unbound documents and is compelled to send his orders to an officer under the Doorkeeper. It seems to be the opinion of those who have had large experience in handling documents for the House of Representatives that there is no justification for the existence of two document rooms in the House. It was therefore deemed wise and on the line of economy by the committee to dispense with one of said document rooms. The House document room as now constituted is under the control of the Doorkeeper of the House, as is also the folding room. The Clerk's document room is under the direction of the Clerk. The consolidation of the two document rooms in the House would place all of the work under one head and to be done in one room. This would undoubtedly enable the work to be done more promptly and more economically. This is the arrangement in the Senate, and it works satisfactorily in every particular.

SEC. 62. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent of documents, who shall receive a salary of three thousand dollars per annum. He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for the use of the two houses of Congress, which are to be distributed on the order of Members and Delegates, or are for the special official use of the Executive Departments.

Sections 62, 63, 64, 65, 66, 67, 68, 69, and 70 are new. They create a superintendent of documents, define his powers and duties, and provide for a force sufficient to do the work under him. These sections do away with the superintendent of documents in the Interior Department and of the force there employed under him. The salary proposed for the new officer is $500 more per annum than that which is now paid the superintendent of documents in the Interior Department and is believed to be fair compensation for the intelligent work required. It is estimated that the reduction in the force of the folding rooms of the Senate and House under this new arrangement will considerably more than offset this difference in salary. It is probable that the entire business of the new office could be transacted with the force now

employed in the Interior Department under the superintendent of documents. It is assumed that the work of distributing the documents, being consolidated under this official, every Department would be in a large degree relieved of the care of documents, and hence those employés now engaged in this work in the Department would either be dropped from the roll or assigned to other duty. It is probably safe to estimate that a sufficient amount will be saved by these changes to more than cover the entire expense of the office of superintendent of documents, exclusive

of the folding and mailing departments. This estimate is, of course, based upon the supposition that the document rooms kept up in the various Departments will be in a large measure done away with. In addition there will be the saving by the prevention of duplication which will amount to several thousand dollars each year, and the receipts from documents sold will be largely increased under the proposed arrangement. About $3,500 were turned into the Treasury last year from the sales of documents by the superintendent of documents in the Interior Department. That officer concludes that in a very short time under this law the sales of public documents would reach $10,000 per annum, which in itself would go far toward paying the expenses of the office. The preparation of a consolidated index as proposed in the bill would result in a saving of at least $2,000 per annum, as the necessity of the preparation of any other index by the officers of the Senate or House will be obviated. On the whole it is reasonable to conclude that the new arrangement would be more economical than the present method, and at the same time would be vastly superior in every particular.

SEC. 63. He shall keep the document account of members of Congress and Departments, and on request of any Senator, Representative, or Delegate shall promptly furnish a statement of documents standing to his credit.

All orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments, shall be sent to the superintendent of documents on franked or other labels or in lists, which shall be kept confidential and which shall give the name and address of each and every party to whom documents are ordered sent; and it shall be the duty of the superintendent of documents to establish such a system of registration by card index, or otherwise, as will prevent duplication in the distribution of documents, and such a system of notification by mail as will most effectually secure the reception of documents by parties in whose behalf they are ordered: *Provided*, That when the same document is ordered sent to the same party by two members of Congress or Departments the sender whose order is last received shall be notified of the fact that said order is a duplicate and it shall not be executed, except upon further special order.

Exchanges of documents among members of Congress shall, upon their request, be made by the superintendent of documents; and accounts of such exchanges shall be kept by him.

As soon as practicable after receiving and recording orders for the distribution of documents, the superintendent of documents shall transmit said orders to the superintendents of the folding rooms of Congress as the orders may be given by members of the two Houses, respectively, by which officers the documents shall be folded and mailed. To enable the superintendent of documents to assign their quotas to Senators, Representatives, and Delegates, the Public Printer shall inform him of the number of copies of each and every document delivered to the folding rooms of the Senate and House of Representatives. The superintendents of the folding rooms shall be under the general direction of the superintendent of documents as to the care and distribution of documents.

SEC. 64. The superintendent of documents is also charged with the sale of public documents, except the laws of the United States as herein provided; and all documents hitherto published for sale by other offices of the Government shall be turned over to him. He is hereby authorized to sell any publication of the Government at cost, as estimated by the Public Printer, and based upon printing from stereotyped plates, excepting old and rare volumes, which shall be sold at an appraised value, to be determined by the superintendent of documents, the Public Printer, and the Librarian of Congress, acting as a commission for this purpose; but only one copy of any document shall be sold to the same individual or other party, excepting in the case of libraries or

schools, by which additional copies are desired for separate departments thereof. All moneys received from the sale of documents shall be covered into the Treasury monthly and placed to the credit of the general fund for public printing.

SEC. 65. The superintendent of documents shall, at the close of each regular session of Congress, prepare and publish a comprehensive index of public documents, beginning with the Fifty-second Congress, upon such plan as shall be approved by the Joint Committee on Printing; and the Public Printer shall, immediately upon its publication, deliver to him a copy of each and every document printed by the Government Printing Office; and the head of each of the Executive Departments, bureaus, and offices of the Government shall deliver to him a copy of each and every document issued or published by such department, bureau, or office not confidential in its character. He shall also prepare and print in one volume a consolidated index of Congressional documents and shall index such single volumes of documents as the Joint Committee on Printing shall direct.

The indexing of Senate documents and reports of Senate committees under the present system is done by clerks in the office of the Secretary of the Senate. House documents and reports of House committees are indexed by clerks in the office of the Clerk of the House. The index prepared by these clerks is more of a catalogue of titles than an index, and is inserted in the front part of each volume of what is now known as the reserve number. It is not inserted in what is called the up number for the reason that the clerks depend upon the first print or up number for material out of which to make the index. This index, or catalogue of titles, more properly speaking, is made for each series of Senate Executive and miscellaneous documents, and Senate reports of committees, and House Executive and miscellaneous documents and House reports of committees, respectively, and indicates the volume in which any document may be found in the bound series of any particular Congress. The section under consideration proposes a general consolidated index of all publications by the Government, to be printed and bound in one volume annually. It also proposes a consolidated index of Executive and miscellaneous documents and reports of committees of both Houses of Congress to be bound in one volume and distributed with the bound sets.

The annual report and accompanying documents of heads of Departments contain, as a rule, a very satisfactory index. These individual indexes are printed with the reports as they appear in the up number, and also in the bound sets. Under the proposed law the individual indexes will be continued the same as heretofore. These, in connection with the consolidated index to be prepared by the superintendent of documents, will furnish a key to all Government publications, and will, it is believed by the committee, meet the demands of those who know the value of a complete index.

SEC. 66. The superintendent of documents shall report annually to Congress the number of documents received by him from the Public Printer, and the disposition made of the same; the aggregate number of volumes, orders for the distribution of which have been received from each House of Congress; the number of copies of each document sold by him, and the price per copy, and also the number of employees in his office, the duties assigned and wages paid them.

SEC. 67. Upon the appointment of the superintendent of documents, the office of the superintendent of documents in the Department of the Interior shall be abolished. The clerks and employees of said office shall be transferred to the office of the superintendent of documents herein established, and shall remain until their successors shall be appointed: *Provided*, That their salaries shall continue to be paid by the disbursing officer of the Department of the Interior from the appropriations already made, until other provisions for said salaries shall be made. The superintendent of documents shall appoint all employees authorized by Congress.

SEC. 68. All official correspondence of the superintendent of documents and all replies to the same shall be entitled to free transmission

by mail and he shall be entitled to frank public documents: *Provided*, That in the transmission of such mail matter envelopes, labels, or postal cards are used on which the name of the office and the penalty clause are printed.

SEC. 69. The Public Printer is hereby authorized and directed, upon the requisition of the superintendent of documents, to furnish such blanks and to do such printing and binding as are required by his office, the cost of the same to be charged against the appropriation for printing and binding for Congress.

The Sergeant-at-Arms of the Senate, Doorkeeper of the House, and the Public Printer shall provide convenient office, storage, and distributing rooms for the use of the superintendent of documents.

SEC. 70. All documents at present remaining in charge of the several Executive Departments, bureaus, and offices of the Government not required for official use shall be delivered to the superintendent of documents, and hereafter all public documents accumulating in said Departments, bureaus, and offices not needed for official use shall be annually turned over to the superintendent of documents for distribution or sale. The Secretary and Sergeant-at-Arms of the Senate, and the Clerk and Doorkeeper of the House, shall cause an invoice to be made of all books stored in and about the Capitol other than those belonging to the quota of Members of Congress and Delegates; and all such documents, unless ordered to be retained by the chairmen of committees by which they have been stored, shall be transferred to the superintendent of documents for distribution and sale, as provided in this act, and such invoicing and transfer shall be made annually hereafter.

Where, in the division among Senators, Representatives, and Delegates, of extra copies of documents printed for the use of Congress there shall be a remainder beyond the number of twenty-five to each House of Congress, the surplus beyond twenty-five shall be turned over by the superintendents of the folding rooms to the superintendent of documents for distribution and sale by him under the provisions of this law. All documents delivered to the superintendent of documents from accumulations thereof in the Executive Departments, or received from officers of the two Houses, shall be distributed by him in such manner as he deems best for the public good, preference being given to libraries and to the completion of broken sets and to lists that may be furnished to him by Senators, Representatives, and Delegates, to all of whom he shall deliver printed statements of the documents in his possession for such distribution.

This section is new, and is intended to relieve the Departments, bureaus, and offices of the Government of those documents already accumulated, or that may accumulate, and to place them in the hands of the public by distribution or sale. In the Capitol are stored many thousand volumes that have been placed in charge of the officers of Congress by committees and members which should be thus disposed of. Where they now are they are occupying valuable room and are being destroyed.

SEC. 71. A catalogue of Government publications shall be prepared by the superintendent of documents on the first day of each month, which shall be printed in the Official Gazette of the Patent Office, and during sessions of Congress also in the Congressional Record, and shall show the documents printed during the month, where obtainable, and the price thereof. On the first day of July of each year he shall prepare and print in pamphlet form for distribution and sale two thousand copies of a catalogue of Government publications issued during the year, giving the price of each and where purchasable.

This section is new. There has been no catalogue since the completion of the Descriptive Catalogue of Government Publications in 1881. It is difficult to ascertain what public documents have been published since that date, and if it is ascertained that a certain document has been published it is very difficult to learn where it can be found among the mass of documents issued each year from the Government Printing Office. This section is intended to furnish this valuable information respecting all documents published in the future

SEC. 72. When extra numbers in excess of five thousand of any document shall be ordered by Congress, there shall be delivered to the superintendent of documents five hundred copies, to be taken ratably from the two houses of Congress, and where less than five thousand extra numbers are ordered, the superintendent shall receive ten per centum of the number. Said copies shall be distributed by the super-

intendent of documents to free public libraries having more than one thousand volumes other than Government publications, which have not been designated as depositories, preference being given to those named by Senators, Representatives, and Delegates.

This section is new, and its purpose is to supply libraries throughout the country other than the designated depositories with a proportion to the extent named of the most valuable of the publications of the Government.

SEC. 73. The superintendent of documents shall thoroughly investigate the condition of all libraries that are now designated depositories, and whenever he shall ascertain that the number of books in any such library is below one thousand, other than Government publications, or it has ceased to be maintained as a free public library, he shall strike the same from the list, and the Senator, Representative, or Delegate shall designate another depository that shall meet the conditions herein required.

This section is new, and is believed important to prevent waste.

SEC. 74. All documents in excess of twenty-five copies of any one publication remaining in the folding room of the Senate or House at the expiration of two years, after being placed to the credit of a Senator or Representative or Delegate, shall be turned over to the superintendent of documents for distribution by him to public libraries or depositories or for sale, as in his judgment shall best subserve the public interest.

This section is new, and is intended to prevent the accumulation of Government publications in the folding rooms of the two houses and to put in circulation valuable works within a reasonable time after they have been issued that will be appreciated by the public. Heretofore there has been no law upon this subject. To meet this evil the committee deem it wise and in the interest of the public to ingraft this section.

SEC. 75. There shall be one folding room of the Senate and one folding room of the House of Representatives. They shall be in charge of superintendents, appointed respectively by the Sergeant-at-Arms of the Senate and Doorkeeper of the House, who shall also appoint the necessary assistants. All reports or documents to be distributed for Senators, Representatives, and Delegates shall be folded and distributed from the folding rooms under the general direction of the superintendent of documents, and whenever in his opinion it is advisable to fold and distribute any documents from the Government Printing Office or the storehouses connected therewith, he shall so order.

There is but one folding room of the Senate and one folding room of the House of Representatives at the present time. These folding rooms are in charge of superintendents, who receive all extra copies of documents printed by order of Congress from the Government Printing Office and fold them for distribution and send them wherever ordered by those having authority. The books when received are apportioned equally among those entitled to receive them, and each Senator, Representa-

tive, and Delegate is given credit for the number apportioned to him, and they are charged with the books as they are sent out upon their order. It is a debit and credit system, and consists simply in indicating the number of books received and the number of books sent out. It is proposed by this bill, in the sections pertaining to the superintendent of documents, to inaugurate such a system of bookkeeping in the folding rooms of the two Houses as will show the number of books received and distributed, the person ordering the distribution, and the persons to whom they are sent, and requires the keeping of books by such a method that will prevent duplication and require a report that will show in detail books received, how and to whom distributed, and will prevent duplication.

SEC. 76. Any Senator, Representative, or Delegate having public documents to his credit at the expiration of his term of office shall take the same within nine months after his term has expired, and if he shall not do so within such period he shall forfeit them to his successor in office.

This section is new. There is no law that authorizes the superintendents of the folding rooms or anyone else to dispose of public documents belonging to members except upon the order of Senators, Representatives, and Delegates. In consequence of this, large numbers of such documents have accumulated in the folding rooms of the two Houses and have remained there until they were rotten from dampness and age. In some instances Senators and Representatives have distributed but few books during their terms of office, and after the expiration of their terms of service

have given orders for the distribution of their books, while others have left them without any instruction. Whether such documents are to be considered as the personal property of Senators, Representatives, and Delegates, or whether they are belived to be held in trust for their constituents, matters little so far as the evil is concerned that this section is intended to correct. There evidently should be some provision of law that will compel the distribution of publications that are printed at the public expense within a reasonable time after their publication.

CONGRESSIONAL PRINTING.

SEC. 77. Extra copies of documents and reports shall be printed promptly when the same shall be ready for publication, and shall be bound in paper or cloth as directed by the Joint Committee on Printing, and shall be of the number following in addition to the usual number:

Of the Agricultural Report, three hundred thousand copies, of which fifty thousand shall be for the Senate, two hundred and twenty-five thousand for the House, and twenty-five thousand for distribution by the Agricultural Department.

Of the Report of the Bureau of Animal Industry, forty thousand copies, of which ten thousand shall be for the Senate, twenty thousand for the House, and ten thousand for distribution by the Agricultural Department.

Of the Ephemeris and Nautical Almanac and of the papers supplementary thereto, one thousand five hundred copies; one hundred copies for the Senate, four hundred for the House, and one thousand for distribution by the Navy Department. The five hundred copies printed for Congress shall be for the calendar year next following, and those for the public service for the third year following.

Of the Astronomical and Meteorological Observations of the Naval Observatory, one thousand eight hundred copies: three hundred for the Senate, seven hundred for the House, and eight hundred for distribution by the Navy Department.

Of the Report of the Superintendent of the Coast and Geodetic Survey, two thousand eight hundred copies; two hundred copies for the Senate, six hundred copies for the House, and two thousand copies for distribution by the Superintendent of the Coast and Geodetic Survey.

Of Commercial Relations, and of Foreign Relations, three thousand copies of each; one thousand for the Senate and two thousand for the House.

Of the Report of the Bureau of Ethnology eight thousand copies: one thousand for the Senate, two thousand for the House, and five thousand for distribution by the Bureau of Ethnology.

Of the Report of the Commissioner of Fish and Fisheries, eight thousand copies: two thousand for the Senate, four thousand for the House, and two thousand for distribution by the Fish Commission.

Of the Bulletins of the Fish Commission, four thousand copies: one thousand for the Senate, two thousand for the House, and one thousand for distribution by the Commission.

Of the Report of the Health Officer of the District of Columbia, one thousand five hundred copies; one hundred for the Senate, three hundred and sixty for the House, and one thousand and forty for distribution by the Health Officer.

Of the Report of the Civil Service Commission, twenty-three thousand copies; one thousand for the Senate, two thousand for the House, twenty thousand for distribution by the Civil Service Commission.

Of the Report of the Commissioner of Education, thirty-five thousand copies; five thousand for the Senate, ten thousand for the House, and twenty thousand for distribution by the Commissioner of Education.

Of the Report of the Geological Survey, twelve thousand copies: three thousand for the Senate, six thousand for the House, three thousand for distribution by the Geological Survey.

Of the Report of the Commissioner of Labor, twenty thousand copies; five thousand for the Senate, ten thousand for the House, and five thousand for distribution by the Commissioner of Labor.

Of the Report of the Interstate Commerce Commission, five thousand copies; one thousand for the Senate, two thousand for the House, and two thousand for the use of the Commission.

Of the Reports and Decisions of the Interstate Commerce Commission provided for in the act of March second, eighteen hundred and eighty-nine, three thousand copies; five hundred for the Senate, one thousand for the House, and one thousand five hundred for distribution by the Commission.

The Secretary of State shall cause to be printed and bound at the Government Printing Office as many volumes of the Revised Statutes of the United States, the supplement to the Revised Statutes published under the act of June seventh, eighteen hundred and eighty, and the second supplement to the Revised Statutes authorized under the act of April ninth, eighteen hundred and ninety, as he may deem needful for public distribution and for sale by his office at the cost thereof.

The Secretary of State shall cause to be edited, printed, published, and distributed pamphlet copies of the statutes of the present and each future session of Congress to the officers and persons hereinafter provided for; said distribution shall be made at the close of every session of Congress, as follows:

To the President and Vice-President of the United States, two copies each; to each Senator, Representative, and Delegate in Congress, one copy; to the Librarian of the Senate for the use of Senators, one hundred copies; to the Librarian of the House, two hundred copies, for the use of Representatives and Delegates; to the Library of Congress, fourteen copies; to the Department of State, including those for the use of legations and consulates, six hundred copies; to the Treasury Department, three hundred copies; to the War Department, two hundred copies; to the Navy Department, one hundred copies; to the Department of the Interior, including those for the use of the surveyors-gen-

eral and registers and receivers of public land offices, two hundred and fifty copies; to the Post-Office Department, fifty copies; to the Interstate Commerce Commission, ten copies; to the Department of Labor, five copies; to the Civil Service Commission, three copies; to the Department of Justice, including those for the use of the Chief Justice and associate justices of the Supreme Court and the judges and the officers of the United States and Territorial courts, five hundred copies; to the Department of Agriculture, fifty copies; to the Smithsonian Institution, five copies; to the Government Printing Office, two copies; to the governors and secretaries of Territories, one copy each.

The Secretary of State is authorized to have printed as many additional copies of the pamphlet laws as he may deem needful for distribution and sale by him, at cost price, not exceeding one thousand copies of the laws of any one session in any one year.

The Public Printer shall deliver to the folding rooms of the Senate and House of Representatives seven thousand copies of the pamphlet laws, two thousand copies of which shall be for the Senate and five thousand copies for the House.

After the close of each Congress the Secretary of State shall have edited, printed, and bound a sufficient number of the volumes containing the Statutes at Large enacted by that Congress to enable him to distribute copies, or as many thereof as may be needed, as follows:

To the President of the United States, four copies, one of which shall be for the library of the Executive Mansion; to the Vice-President of the United States, one copy; to each Senator, Representative, and Delegate in Congress, one copy; to the Librarian of the Senate, for the use of Senators, one hundred copies; to the Librarian of the House, for the use of Representatives and Delegates, two hundred copies; to the Library of Congress, fourteen copies, including four copies for the Law Library; to the Department of State, including those for the use of the legations and consulates, three hundred and eighty copies; to the Treasury Department, including those for the use of officers of customs, three hundred copies; to the War Department, seventy-

five copies; to the Navy Department, seventy-five copies: to the Department of the Interior, including those for the use of surveyors-general and registers and receivers of public land offices, two hundred and fifty copies; to the Post-Office Department, fifty copies; to the Interstate Commerce Commission, ten copies: to the Department of Labor, five copies; to the Civil Service Commission, three copies: to the Department of Justice, including those for the use of the Chief Justice and associate justices of the Supreme Court and the judges and the officers of the United States and Territorial courts, five hundred copies; to the Department of Agriculture, fifty copies: to the Smithsonian Institution, two copies: to the Government Printing Office, one copy. And the Secretary of State is authorized to have as many additional copies printed and bound as may in his opinion be needed for distribution and sale at cost thereof, not exceeding in any one year one thousand copies of the laws of any one Congress.

The pamphlet copies of the statutes and the bound copies of the acts of each Congress shall be legal evidence of the laws and treaties therein contained in all the courts of the United States and of the several States therein. The said pamphlet and the Statutes at Large shall contain all laws, joint and concurrent resolutions passed by Congress, and also all conventions, treaties, proclamations, and agreements.

The message of the President, without the accompanying documents and reports, shall be printed, immediately upon its receipt by Congress,

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in pamphlet form. Fifteen thousand shall be printed, of which five thousand shall be for the Senate and ten thousand for the House.

Of the President's Message and accompanying documents and of the annual reports of the Departments to Congress there shall be printed one thousand copies for the Senate and two thousand for the House: *Provided*, That of the reports of the Chief of Engineers of the Army, the Commissioner of Patents, the Comptroller of the Currency, the Commissioner of Internal Revenue, the report of the Chief Signal Officer of the War Department, and of the Chief of Ordnance, the usual number only shall be printed.

The following reports required by law to be made to Congress shall not be printed unless the printing be recommended by the head of the Department making the same, and ordered by concurrent resolution of Congress, viz: Report of contracts for conveying the mails, report of fines and deductions in the Post-Office Department, and accounts of the First Comptroller of the Treasury, and the report of the proceedings of the annual meetings of the Board of Supervising Inspectors of Steam Vessels.

Of the Report of the National Academy of Sciences, two thousand copies; five hundred for the Senate, one thousand for the House, and five hundred for distribution by the Academy of Sciences.

Of the Memoirs of the National Academy of Sciences, two thousand five hundred copies; five hundred for the Senate, one thousand for the House, and one thousand for distribution by the Academy of Sciences.

Of the Registers of the Army and Navy, fifteen hundred copies of each; five hundred for the Senate and one thousand for the House.

Of the Report of the Smithsonian Institution, ten thousand copies; one thousand for the Senate, two thousand for the House, five thousand for distribution by the Smithsonian Institution, and two thousand for distribution by the National Museum.

Of the Reports of Consular Officers, one thousand five hundred copies; five hundred for the Senate, one thousand for the House.

Of the Statistical Abstract of the United States, twelve thousand copies: three thousand for the Senate, six thousand for the House, and three thousand for distribution by the Bureau of Statistics.

Of the Tests of Iron and Steel, five hundred, for distribution by the War Department.

Of the Finance Report of the Secretary of the Treasury, the Report on Commerce and Navigation, on Internal Commerce, of the Director of the Mint on the Production of Precious Metals, and of Mineral Resources of the United States, there shall be printed one thousand of

each for the Senate and two thousand for the House, in addition to those published as a part of the departmental reports.

Of the Report of the Government Directors of the Union Pacific Railways, one thousand five hundred copies; five hundred for the Senate and one thousand for the House.

There shall be printed of eulogies of deceased Senators, Representatives, and Delegates five thousand copies; of which number one-half shall be delivered to the Senators, Representatives, or Delegates of the State or Territory represented by the deceased. The remaining number shall be distributed equally among the Senators, Representatives, and Delegates of other States and Territories. The engraving for such eulogies shall be done at the Bureau of Engraving and Printing and paid for out of the appropriation for that Bureau. Of the "usual number," the bound volume shall contain in one volume for each

House all eulogies during the session of Congress upon Senators and Representatives, respectively.

Of the Senate Manual and of the Digest and Manual of the House of Representatives, each House shall print as many copies as it shall desire, even though the cost exceed five hundred dollars.

There shall be prepared under the direction of the Joint Committee on Printing a Congressional Directory, of which there shall be three editions during each long session and two editions during each short session of Congress. The first edition shall be distributed to Senators, Representatives, Delegates, the principal officers of Congress, and heads of Departments on the first day of the session, and shall be ready for distribution to others within one week thereafter. The number and distribution of such Directory shall be under the control of the Joint Committee on Printing. Official correspondence concerning the Directory may be had in penalty envelopes under the direction of the Joint Committee.

The Joint Committee on Printing shall appoint a competent person, who shall edit such portion of the reports and documents accompanying the annual message of the President as they may deem suitable for popular distribution, and prepare an alphabetical index thereto. The Public Printer shall furnish to the person so designated copies of all the said reports and documents as soon as printed; and the abridgment of the message and documents shall be prepared for the printer by the first day of January of each year, and shall be printed by the Public Printer as soon as copy is furnished him. There shall be printed of such abridgment twelve thousand copies, of which four thousand shall be for the Senate and eight thousand for the House.

The Public Printer shall furnish the Congressional Record as follows:

To each Senator, thirty-seven copies: to each Representative and Delegate, twenty copies: to be supplied daily as originally published or in the revised and permanent form bound only in half Russia, or part in each form, as each may elect.

To each Senator, Representative, and Delegate there shall be furnished two copies of the daily Record, one to be delivered at his residence and one at the Capitol.

To the President, for use of the Executive Office, four copies of the daily and one bound copy.

To the Vice-President, one copy of the daily and one bound copy.

To the Chief Justice and each of the associate justices of the Supreme Court of the United States, the marshal and clerk of the said court, one daily and one bound copy.

To the official reporter of the Senate and each of his assistant reporters, and to the official reporters of the House, each two copies of the daily and one copy of the bound Record.

To the elective officers of the Senate and House, each one copy of the daily and one bound copy.

To the Library of Congress, forty-five bound copies.

To the Senate and House libraries, ten bound copies to each.

To each standing committee of the Senate and House, one bound

copy, where the chairman makes requisition therefor, to be filed with the Public Printer during the first sixty days of the session.

To the library of each of the eight Executive Departments, one bound copy.

To the Soldiers' Home, and to each of the national homes for disabled volunteer soldiers, one copy of the daily.

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To the superintendent of documents, five hundred bound copies for distribution to depositories of public documents.

To each of our legations abroad, one copy of the daily Record, to be sent through the Secretary of State.

To each foreign legation in Washington whose government extends a like courtesy to our legations abroad, one copy of the daily Record, to be sent through the Secretary of State and furnished upon his requisition.

The Public Printer is authorized to furnish to subscribers the daily Record at eight dollars for the long and four dollars for the short session, or one dollar and fifty cents per month, payable in advance. The "usual number" of the Congressional Record shall not be printed.

The Secretary of War is hereby directed to ascertain what number of copies of the first five volumes of the Rebellion Record is required to complete sets of this series in the possession of libraries or other parties supplied with subsequent volumes under existing provision of law, whether such distribution has been through the War Department or otherwise; and the Public Printer is authorized and directed to furnish, upon the requisition of the Secretary of War, the number of copies of each volume required for this purpose, which shall be used exclusively by the Secretary of War for completing such sets.

There shall be printed of the Annual Report of the Public Printer one thousand copies, to be distributed under his direction, and he may retain out of all documents, bills, and resolutions printed the number of copies absolutely needful for the official use of the Government Printing Office.

To enable the officer charged with the duty of preparing the Official Register of the United States to publish the same, the Secretary of the Senate, the Clerk of the House of Representatives, the head of each Executive Department of the Government, and the chief of each and every bureau, office, commission, or institution not embraced in an Executive Department, in connection with which salaries are paid from the Treasury of the United States, shall, on the first day of July in each year in which a new Congress is to assemble, cause to be filed with the Secretary of the Interior a full and complete list of all officers, agents, clerks, and other employees of said Department, bureau, office, commission, or institution connected with the legislative, executive, or judicial service of the Government, or paid from the United States Treasury, including military and naval officers of the United States, cadets, and midshipmen.

Said lists shall exhibit the salary, compensation, and emoluments allowed to each of said officers, agents, clerks, and other employees, the State or country in which he was born, the State or Territory and Congressional district and county of which he is a resident and from which he was appointed to office, and where employed.

A list of the names, force, and condition of all ships and vessels belonging to the United States, and when and where built, shall also be filed with the Secretary of the Interior by the heads of the Departments having supervision of such ships and vessels, for incorporation in the Official Register.

The Postmaster-General shall furnish a statement of all allowances made, during the period of two years next preceding said first day of July above mentioned, to each contractor on contracts for carrying the mails, discriminating the sum paid as stipulated by the original contract, and the sums paid as additional allowances.

The Secretary of the Interior shall cause the Official Register to be edited, indexed, and published, by the appointment clerk of the Interior

Department, on the first day of December following the first day of July above mentioned.

Of the Official Register three thousand copies shall be printed and bound, which shall be distributed as follows: To the President of the United States, four copies, one copy of which shall be for the library of the Executive Mansion; to the Vice-President of the United States, two copies; to each Senator, Representative, and Delegate in Congress, one copy; to the Secretary and Sergeant-at-Arms of the Senate, to the Clerk and Sergeant-at-Arms of the House, one copy each; to the library of the Senate, fifty copies, of which one copy shall be supplied to such standing committees of the Senate as shall make requisition therefor; to the library of the House of Representatives, seventy-five copies, of which one copy shall be supplied to such standing committee of the House as shall make requisition therefor; to the Library of Congress, twenty-five copies; to the Department of State, one hundred copies; to the Treasury Department, one hundred and fifty copies; to the War Department, fifty copies; to the Navy Department, twenty copies; to the Department of Justice, twenty copies; to the Department of the Interior, two hundred copies; to the Post-Office Department, one hundred copies; to the Department of Agriculture, fifteen copies; to the Smithsonian Institution, four copies; to the Department of Labor, four copies; to the Government Printing Office, four copies; to the Interstate Commerce Commission, two copies; to the Civil Service Commission, four copies; to the Commissioners of the District of Columbia, two copies; to the Commissioner of Fish and Fisheries, two copies; and the remaining copies shall be delivered to the superintendent of documents, who is hereby authorized to send one copy to each designated depository and to such public college or school library not a depository of public documents, and one copy to such other person as shall be designated by each Senator, Representative, and Delegate in Congress, and shall hold the remainder for sale under the provisions of this law. The usual number of the Official Register shall not be printed.

The Commissioner of Patents is authorized to continue the printing of the following:

First. The patents for inventions and designs issued by the Patent Office, including grants, specifications, and drawings, together with copies of the same, and of patents already issued, in such number as may be needed for the business of the office.

Second. The certificates of trade-marks and labels registered in the Patent Office, including descriptions and drawings, together with copies of the same, and of trade-marks and labels heretofore registered, in such numbers as may be needed for the business of the office.

Third. The Official Gazette of the United States Patent Office in numbers sufficient to supply all who shall subscribe therefor at five dollars per annum; also to exchange for other scientific publications desirable for the use of the Patent Office; also to supply one copy to each Senator, Representative, and Delegate in Congress; also to supply one copy to eight such public libraries having over one thousand volumes, exclusive of Government publications, as shall be designated by each Senator, Representative, and Delegate in Congress, not already named as a designated depository, with one hundred additional copies; together with bimonthly and annual indexes for all the same; of the Official Gazette the usual number shall not be printed.

Fourth. The Commissioner of Patents, report for the fiscal year, not exceeding five hundred in number, for distribution by him; the Commissioner of Patents' annual report to Congress, without the list of pat-

ents, not exceeding one thousand five hundred in number; and of the Commissioner of Patents' annual report to Congress, with the list of patents, the usual number only shall be printed.

Fifth. Copies of the specifications and drawings of each patent issued, bound in monthly volumes, one copy for each of the Executive Departments of the Government, one copy to be placed for free public inspection in each capitol of every State and Territory, one for the like purpose in the clerk's office of the district court of each judicial district of the United States, except when such offices are located in State or Territorial capitols, and one in the Library of Congress, which copies shall be certified under the hand of the Commissioner and seal of the Patent Office, and shall not be taken from the depositories for any other purpose than to be used as evidence; also one hundred additional copies of the same for sale by him at a price to be fixed by the Secretary of the Interior. The "usual number" shall not be printed.

Sixth. Pamphlet copies of the rules of practice, pamphlet copies of the patent laws, and pamphlet copies of the laws and rules relating to trade-marks and labels, and circulars relating to the business of the office, all in such numbers as may be needed for the business of the office. The usual number shall not be printed.

Seventh. Annual volumes of the decisions of the Commissioner of Patents and of the United States courts in patent cases, not exceeding one thousand five hundred in number, of which the usual number shall be printed, and for this purpose a copy of each shall be transmitted to Congress promptly when prepared.

Eighth. Indexes to patents relating to electricity, and indexes to foreign patents, in such numbers as may be needed for the business of the office. The usual number shall not be printed.

All printing for the Patent Office making use of lithography or photolithography, together with the plates for the same, shall be contracted for and performed under the direction of the Commissioner of Patents, under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe, and all other printing for the Patent Office shall be done by the Public Printer under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe.

* This section is new, although it in some respects embodies in statutory form present provisions of law.

(1) Agricultural Report. This section authorizes the printing of 300,000, which is 100,000 less than has been printed for many years by joint resolution. The distribution of the 300,000 is proportionately the same as heretofore made.

(2) Report of the Bureau of Animal Industry. This report for many years has been printed by authority of joint resolution, and the number printed has usually been 50,000 copies. This section reduces the number to 40,000, and leaves the distribution proportionately the same as heretofore. Upon mature consideration, and after full inquiry, the committee came to the conclusion that this reduction would in no way conflict with the public interest and would be a saving to the Government.

(3) The Ephemeris or Nautical Almanac, and papers supplementary thereto. These publications have been printed by authority of joint resolutions and the number usually ordered and the distribution of the same have been about as stated in this section. The provision respecting the 500 printed for Congress is made upon the suggestion of Prof. Simon Newcomb, Superintendent of the Nautical Almanac.

(4) Astronomical and Meteorological Observations. This section provides for the printing and distribution of the same number of copies as is authorized by concurrent resolution of January 8, 1889.

(5) Report of the Superintendent of the Coast and Geodetic Survey. This section reduces the number of copies of the report 2,200 by taking that number from the number printed heretofore by concurrent resolution for use of the Senate and House, leaving the same number of copies, 2,000, for distribution by the Coast and Geodetic Survey. After inquiry by the committee concerning the demand by the public for

this report the public came to the conclusion that the Senate and House received more than they had use for, and that it would not be prudent to cut down the number heretofore allowed the Survey.

(6) Commercial Relations and Foreign Relations. Under section 3798 of the Revised Statutes, 1878, 5,000 copies of Commercial Relations and 6,000 copies of Foreign Relations have been printed. The change to a much less number is believed to be desirable.

(7) Report of the Bureau of Ethnology. This section reduces the number of copies 7,500 from what has heretofore been published by authority of joint resolution, the reduction coming out of the number of copies for Congress, leaving the number of copies for the Bureau of Ethnology the same as heretofore, namely, 5,000 copies.

(8) Report of the Commissioner of Fish and Fisheries. This section reduces the number of copies 3,000, leaving the same number of copies heretofore printed by authority of concurrent resolution for distribution by the Fish Commission. This

report has been printed to the number of 11,000 besides the usual number by annual concurrent resolution.

(9) Bulletins of the Fish Commission. This section provides for 1,000 less copies than has heretofore been published by joint resolution, the last resolution being joint resolution of February 14, 1881, authorizing the printing of 5,000 copies; 1,000 for the Senate, 2,500 for the House, and 1,500 for the Fish Commission. The reduction made by this section, after an investigation, seems fully warranted.

(10) Report of the health officer of the District of Columbia. This section provides for 1,000 less copies than printed heretofore by concurrent resolutions, the last resolution being March 25, 1890. A slight change is made in the distribution to accommodate the increased representation in the House, and about 1,000 less are given to the health officer for distribution.

(11) Report of the Civil Service Commission. This section reduces the number from 31,000 to 23,000, making a reduction of 8,000 copies. Heretofore the report has been printed by concurrent resolution, the last one being September 25, 1890. After a careful investigation the committee were of the unanimous opinion that 20,000 copies would be sufficient to supply the legitimate needs of the Civil Service Commission, and that 3,000 would be sufficient for Congress

(12) Report of the Commissioner of Education. This section reduces the number of copies from 44,000 to 35,000. Forty-four thousand copies of the report of 1889 were printed by concurrent resolution of September 16, 1890. We take from the apportionment to the Senate and House, leaving the number of copies for distribution by the Commissioner of Education the same, 20,000 copies.

(13) Report of the Geological Survey. This section reduces the number of copies from 18,500 to 12,000, a reduction of 6,500 copies. Heretofore the report has been printed by joint or concurrent resolution, the last being of July 28, 1888. The reduction was made by taking proportionately from the apportionment to the Senate, House, and Geological Survey.

(14) Report of the Commissioner of Labor. This section reduces the number authorized to be printed by joint resolution of March 2, 1891, from 35,000 to 20,000 copies, leaving the number to be distributed by the Commissioner of Labor the same as heretofore.

(15) Report of the Interstate Commerce Commission. This section reduces the number of copies printed for Congress and for the Department of the Interior from 6,000 up to 21,000 of each annual report down to 5,000 copies, which the committee deems a sufficient number to supply the public demand and serve the public interest.

(16) The Revised Statutes, Supplement to the Revised Statutes, Statutes at Large, and Session Laws are to be prepared, printed, and sold substantially as under the presen law respecting them as found in the Supplement to the Revised Statutes, volume 1, second edition, pages 20, 21, 22, 57, 63, 77, 133, 134, 153, 204, 205, 261, 311, 312, 411, 712, and 713. The section provides for the printing of all concurrent resolutions, conventions, treaties, proclamations, and agreements, which the committee, after mature deliberation, concluded should be printed with the laws. The committee reduce the number of Session Laws to be distributed by Congress from 13,000 to 7,000, believing this sufficient in view of the fact that the usual number is to be printed under this bill.

(17) Message of the President without accompanying documents. This section is new and proposes to authorize by statute the printing of the President's message promptly in sufficient number to supply Congress and the public without waiting for the passage of a simple or concurrent resolution. The number printed for either House has varied from 15,000 to 25,000.

(18) Of the President's Message and Accompanying Documents. Three thousand copies have heretofore been printed under authorization of section 3798 of the Revised Statutes of 1878, 1,000 of which were for the use of the Senate and 2,000 for the use of the House. The provision that the reports of the Chief of Engineers,

the Commissioner of Patents, the Comptroller of the Currency, the Commissioner of Internal Revenue, the Chief Signal Officer of the War Department, and the Chief of Ordnance shall be printed only in the usual number was deemed wise because of the small demand by the public for these reports. It appeared upon investigation that these reports were called for infrequently, and that Senators and Representatives had failed to send them out, presumably because there was no demand for them. The usual number would be quite sufficient to meet the public demand.

(19) This provision was suggested by the Secretary of the Treasury in a letter to the committee that certain documents might be typewritten and bound for reference without being printed. This leaves it with the Postmaster-General and the Secretary of the Treasury to determine whether these reports shall be printed or not. Their printing entails an enormous expense clearly unnecessary.

(20) Report of the National Academy of Sciences. The last report was printed by concurrent resolution of January 5, 1891, which authorized 3,500 copies to be printed; 1,000 copies for the Senate. 2,000 for the House, and 500 copies for the Academy of Sciences. Prior to that time, for several years, 5,000 copies had been printed. This section reduces the number to 1,500, leaving the number of copies for the use of the Academy of Sciences the same, but reducing the apportionment for the Senate and House.

(21) Memoirs of the National Academy of Sciences. The number of copies of this document of 1887 ordered printed by concurrent resolution of July 28, 1888, was 4,500 copies. The bill proposes a reduction of 2,000 copies, cutting down the number to be distributed by the Senate, House, and Academy proportionately.

(22) Heretofore the Army and Navy Register has been printed on requisition by the War and Navy Departments, and paid for out of their printing fund. The bill proposes to print 500 of each for the Senate and 1,000 of each for the House for their use, so that Senators and Representatives may be able to supply demands upon them for these documents without depending upon the Departments.

(23) Report of the Smithsonian Institution. This report has heretofore been printed by concurrent resolution, that of 1890 being authorized by concurrent resolution of March 3, 1891, which authorized the printing of 19,000 copies. The bill reduced this number to 10,000, taking most of the reduction out of the apportionment to the Senate and House. The committee is of the opinion that this number is amply sufficient.

(24) Reports of consular officers. Heretofore reports of consular officers have been printed upon requisition of the Department of State and paid for out of the printing fund of that Department. The bill proposes to print 500 for the use of the Senate and 1,000 copies for the use of the House, in order that Senators and Representatives may have these valuable documents without depending upon the Department of State for them.

(25) Statistical Abstract. Sixteen thousand copies of this report for 1889 were printed by concurrent resolution of September 16, 1890. The bill reduces the number of copies for the Senate and House and increases the number of copies for use of the Bureau of Statistics. The reduction made is 4,000 copies.

(26) Tests of Iron and Steel. The bill authorizes the printing of the same number of this document as has been printed heretofore by requisition of the War Department, namely, 500 copies. Besides these the usual number will be printed, but no extra copies for distribution, as heretofore.

(27) Finance Report of the Secretary of the Treasury, etc. The bill authorizes the printing of the same number of copies of the Finance Report of the Secretary and other valuable reports named as has been heretofore printed under authorization of section 3798 of the Revised Statutes, but reduces the number of the Report on Commerce and Navigation from 2,000 to 1,000 copies for the Senate, and from 6,150 to 2,000 for the House, and makes the same reduction in the number of the Report on Internal Commerce. The Report of the Director of the Mint on the Production of Precious Metals, heretofore printed by concurrent resolution, the last being of March 2, 1880, and under authority of section 3792, Revised Statutes of 1878, is reduced from 2,000 to 1,000 copies for the Senate, and from 4,000 to 2,000 copies for the House. It is proposed to cut off the printing of 3,000 of the Report on Mineral Resources by the Department of the Interior and distribute 3,000 through Congress.

(28) Report of the Government Directors of the Union Pacific Railway. This report, when printed for use of the Senate and House, was by concurrent resolution of July 17, 1886, which authorized the printing of 1,000 copies for the Senate and 2,000 copies for the House. The bill proposes a reduction of 1,500, which it is deemed by the committee will be sufficient.

(29) Eulogies on Deceased Members of Congress. Eulogies heretofore have been printed by joint resolution, the printing and binding to be paid for out of the general printing fund, but the frontispiece or engraving was provided for by special appropriation, $500. The number of copies heretofore printed has increased from 4,500

copies in 1876 to 25,000 copies. The number of copies printed for a considerable length of time was 12,500. After a full consideration of the subject, the committee arrived at the conclusion that 5,000 was amply sufficient if properly distributed; and this section attempts to make such distribution of the 5,000 copies as will serve as good if not a better purpose than a larger number improperly distributed. The Chief of the Bureau of Engraving and Printing, in a letter addressed to the committee, stated that it was quite unnecessary for Congress to make a specific appropriation for the engraving, for the reason that the work could be done and paid for out of the appropriation for the Bureau of Engraving and Printing. The practice has been to bind in the usual number or reserve documents eulogies of Senators and Representatives in single volumes. This section is intended to bind all of the eulogies of the Senate and House, respectively, in one volume, and thus save great expense.

(30) Senate and House Manuals. This is new, and is intended to enable each House to print its own Manual in such editions as it may deem proper.

(31) Congressional Directory. This section embodies the present law as contained in section 3801 of the Revised Statutes of 1878 with additions. It provides that the first edition shall be ready for distribution to Senators, Representatives, and Delegates on the first day of the session, and the remainder of the edition within one week thereafter; and provides that the distribution shall be under the control of the Joint Committee on Printing. The section simply expresses what has been the practice in the preparation of the printing and the distribution of the Directory for some time past.

(32) The Abridgment. This section is substantially the present law as contained in section 75 of the Revised Statutes of 1878. The addition made to the present law in this section consists in the direction to the Public Printer to furnish copies of the reports to be abridged as soon as printed, and fixing a time when the copy of the Abridgment shall be delivered to the Public Printer, and making it peremptory on the Public Printer to print the Abridgment as soon as the copy is furnished him. The number of copies is also reduced by the bill from 35,000 to 12,000 copies. It was ascertained by the committee that while the Abridgment was of sufficient importance to be continued, the number of copies hitherto printed was too large, hence this reduction.

(33) The Congressional Record. The present law authorizing the printing and distribution of the Congressional Record is contained in section 78 of the Revised Statutes of 1878, and in the Supplement to the Revised Statutes, volume 1, second edition, pages 328, 387, 422, 423, 424, and 516. These statutes provide for the printing of the Record, its distribution to States and Territories, to legations abroad, to the justices of the Supreme Court, the clerk, and marshal, the preparation of the semimonthly index, and the distribution and sale of the Record by the Public Printer. This section follows, in the main, the present law. It increases the number of copies to meet the requirements of increased representation in the Senate and House of Representatives and the increase of State libraries, the total increase being about 800 copies. The bill makes a new provision, to the effect that the Record shall be furnished only to foreign legations in Washington whose governments extend a like courtesy to our legations abroad, and provides for the distribution of Records to depositories in the States by the superintendent of documents.

(34) This section is new. Its purpose is to complete the sets of Rebellion Records now being issued to those who failed to receive the first five volumes. Maj. Davis, in his testimony, says: "There is a great demand for the first five volumes of the Rebellion Records. In making our estimates for each year we have to look ahead and make the estimate sufficiently large to do the work, but we can not tell precisely what the size of the volume is going to be, and I think that we would be able each year, from the volumes not coming quite up to the standard, to print those five volumes during the next two years without increasing our appropriation at all if Congress would give us the authority to do it." (See Maj. Davis's Evidence, page 204. Investigation of the Public Printing.)

(35) This section embodies substantially sections 510, 511, and 3800 of the Revised Statutes of 1878, and acts of Congress to be found in the Supplement of the Revised Statutes, volume 1, second edition, pages 150, 298, 376, and 575. The changes made consist in charging the appointment clerk of the Interior Department with the duty of preparing, editing, and indexing the Official Register, which work is now done by the superintendent of documents of that Department. This change is made for the reason that if this bill becomes a law the superintendent of documents in the Interior Department will be done away with, that officer and his force being transferred as provided for in this bill. The number of copies authorized to be printed by this section is 1,234 less than are now authorized to be printed by law. The distribution has been rearranged in such a manner as to place the Register in the hands of those needing it, and provision is made for the supply of libraries throughout the country for use of the public.

(36.) The provisions of the bill pertaining to the Patent Office are substantially

those provided for by existing law. By reference to the communication from the Commissioner of Patents, printed with the testimony, it will be seen that there has been much question in that office whether the printing has been by virtue of law or because of custom. The object of the section is to legalize all proper printing for that Bureau and to furnish to Congress for distribution simply that that will probably be needed by the general public.

SEC. 78. Government publications furnished to judicial and executive officers of the United States for their official use shall not become the property of these officers, but on the expiration of their official term shall be by them delivered to their successors in office, and all Government publications delivered to designated depositories or other libraries shall be for public use without charge.

The first part of this section is substantially the present law as contained in Supplement to Statutes at Large, volume 1, second edition, page 382. The addition is advisable.

SEC. 79. Documents and reports may be furnished to foreign legations to the United States upon request specifying those desired and requisition made upon the Public Printer by the Secretary of State: *Provided*, That such gratuitous distribution shall only be made to legations whose Governments furnish to legations from the United States copies of their printed and legislative documents desired.

This section is new. It has been customary to send copies of all public documents to each of the foreign legations in Washington, about forty in number, each receiving every session from thirty to thirty-five volumes of public documents bound in full sheep. Upon investigation it was found that in most cases these were not wanted. The legation in keeping up with the current work of Congress have obtained public documents required for this purpose through the Department of State. Our legations abroad have to pay for such publications. If our Department of State gets a document in London it has to pay for it, and it would seem fair and just that foreign Governments should pay for our Government publications when they require them. This section is made upon the recommendation of the present Secretary of State, as also ex-Secretary of State Hon. Hamilton Fish, who wrote a strong letter upon the subject to Hon. H. B. Anthony in 1874, then chairman of the Committee on Printing.

SEC. 80. The charts published by the Coast and Geodetic Survey shall be sold at cost; and there shall be no free distribution of such

charts except to the departments and officers of the United States requiring them for public use; but on the order of Senators, Representatives, and Delegates not to exceed ten copies to each may be distributed through the Superintendent of the Coast and Geodetic Survey.

This is substantially the present law as found in the Supplement to Revised Statutes, volume 1, second edition, pages 202 and 250.

SEC. 81. The Secretary of the Navy is authorized to cause to be prepared at the Hydrographic Office attached to the Bureau of Navigation, in the Navy Department, maps, charts, and nautical books relating to and required in navigation, and to publish and furnish them to navigators at the cost of printing and paper, and to purchase the plates and copyrights of such existing maps, charts, navigators' sailing directions and instructions as he may consider necessary and when he may deem it expedient to do so, and under such regulations and instructions as he may prescribe.

All moneys which may be received from the sale of maps, charts, and nautical books shall be paid by the Secretary of the Navy into the Treasury of the United States, to be used in the further preparation and publication of maps, charts, navigators' sailing directions, and instructions for the use of seamen, to be sold at the cost of printing and paper.

This section is identical with the present law as found in sections 432 and 433 of the Revised Statutes of 1878.

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SEC. 82. All appropriations made for the preparation or publication of foreign hydrographic surveys shall only be applicable to their object, upon the approval by the Secretary of the Navy, after a report from three competent naval officers to the effect that the original data for proposed charts are such as to justify their publication; and it is hereby made the duty of the Secretary of the Navy to order a board of three naval officers to examine and report upon the data before he shall approve of any application of moneys to the preparation or publication of such charts or hydrographic surveys.

This section is identical with the present law as found in section 3686 of the Revised Statutes of 1878.

SEC. 83. The scientific reports known as the monographs and bulletins of the Geological Survey shall not be published until specific and detailed estimates are made therefor and specific appropriations made in pursuance of such estimates; and no engravings for the annual reports for such monographs and bulletins, or of illustrations, sections, and maps, shall be done until specific estimates are submitted therefor and specific appropriations made based on such estimates.

This section is identical with the present law as found in the Statutes at Large volume 24, page 253.

SEC. 84. Registered bonds and written records may be bound at the Treasury Department.

This section is identical with the present law, act of July 20, 1868, Statutes at Large, volume 15, page 111.

SEC. 85. No document or report to be illustrated or accompanied by maps shall be printed by the Public Printer until the illustrations or maps designed therefor shall be ready for publication; and no order for public printing shall be acted upon by the Public Printer after the expiration of one year, unless the entire copy and illustrations for the work shall have been furnished within that period.

This section is new, and was made upon the recommendation of the Public Printer, and after full investigation by the committee. It has happened in the Government Printing Office that the printing of the text of books has been completed and the sheets stored away for months and years before the copy for the maps or illustrations was furnished. This has led in some instances to a great waste by the sheets being so damaged that they could not be used, and thus necessitating the reprinting of those damaged. It is believed that this section will remedy that evil. The section also will prevent the delay in furnishing copy to the Public Printer. Only recently the Superintendent of the Naval Observatory applied to the Public Printer to have printing done under an order passed in 1854, the copy for which had not been furnished during that long period. The Public Printer very properly refused to do the printing without a revival of the order by Congress, or that authority be given him to act upon the old order by the Joint Committee on Printing. This section will remedy that evil.

SEC. 86. Every public document of sufficient size on any one subject shall be bound separately, and receive the title suggested by the subject of the volume, which shall be the chief title, and the classification of the volume shall be placed on the back at the bottom, as simply indicating its classification and not as a part of the title.

The executive and miscellaneous documents and the reports of each House of Congress shall be designated as "House Documents," "Senate Documents," "House Reports," "Senate Reports," thus making two classes for each House.

This section is new. The purpose of it is that the title on the back of public documents shall be made uniform and less confusing, and to simplify and relieve public documents of the confusion now shrouding them.

SEC. 87. The Public Printer shall bind four sets of Senate and House of Representatives bills, joint and concurrent resolutions of each Con-

gress, two for the Senate and two for the House, to be furnished him from the files of the Senate and House document room, and the volumes when bound to be kept there for reference.

This is identical with the present order of the Senate.

SEC. 88. The Secretary of the Senate and Clerk of the House shall procure and file for the use of their respective Houses copies of all reports made by committees, and they are hereby directed at the close of each session of Congress to cause such reports to be indexed and bound, one copy to be deposited in the library of each House and one copy in the room of the Committee from which the reports emanate.

This section is substantially a part of a joint resolution passed July 29, 1886, as found in Supplement to the Revised Statutes, volume 1, second edition, page 688, and is designed to give to each committee the reports that emanate from it.

SEC. 89. Senators, Representatives, and Delegates in Congress, the Secretary of the Senate, and Clerk of the House of Representatives may send and receive through the mail all public documents printed by order of Congress; and the name of each Senator, Representative, Delegate, Secretary of the Senate, and Clerk of the House shall be written thereon, with the proper designation of the office he holds; and the provisions of this section shall apply to each of the persons named therein until the first day of December following the expiration of their respective terms of office.

Members and members-elect of Congress shall have the privilege of sending free through the mails, and under their frank, letters to any officer of the Government when addressed officially.

The first part of this section is the present law as found in the Supplement to the Revised Statutes, Volume 1, second edition, page 245. The last clause is the provision passed in an appropriation bill at the second session of the Fifty-first Congress.

SEC. 90. No printing or binding shall be done at the Government Printing Office except authorized by law.

This is the present law as found in section 3785, Revised Statutes of 1878.

SEC. 91. The Public Printer shall execute such printing and binding for the President as he shall order and make requisitions for, and deliver to the Executive Mansion two copies each of all documents, bills, and resolutions as soon as printed and ready for distribution.

This section is new.

SEC. 92. No printing shall be done for the Executive Departments in any fiscal year in excess of the amount of the appropriation, and none shall be done without a special requisition, signed by the chief of the Department and filed with the Public Printer.

No report, publication, or document shall be printed in excess of the number of one thousand of each in any one fiscal year without authorization therefor by Congress, except that of the annual report of the head of the Department without appendices there may be printed in any one fiscal year not to exceed five thousand copies, bound in pamphlet form; and of the reports of chiefs of bureaus without appendices there may be printed in any one fiscal year not to exceed two thousand five hundred copies, bound in pamphlet form.

Heads of Executive Departments shall provide by order and direct whether reports made to them by bureau chiefs and chiefs of divisions shall be printed, typewritten, or written.

The Public Printer shall include in his annual report a full statement of the number of each and every publication or document printed upon

requisition of the Executive Departments, and the cost thereof, and in the annual report of every head of the Executive Departments there shall appear a statement of all publications printed upon requisition of the Department, and the number in each instance.

The first paragraph of this section is substantially the present law as found in sections 3786, 3789, and 3802 of the Revised Statutes of 1878. The second, third, and fourth paragraphs are substantially new. The second paragraph fixes the maximum limit, based upon the number of copies heretofore printed upon requisition of the heads of Departments, and paid for out of their printing fund. The third paragraph was made upon the suggestion of the head of a Department, and it seems to the committee that it comes very properly within the province of the Department chief to determine whether a report of a subordinate to him shall be printed or not; hence it is left to the heads of Departments to determine this matter, having in view the public interest. The fourth paragraph is intended to supply to Congress information not heretofore furnished, and which seems absolutely necessary to have in order to form any intelligent conclusion with reference to how the public money is expended for Departmental printing.

SEC. 93. The heads of Executive Departments, and such executive officers as are not connected with the Departments, respectively, shall cause daily examination of the Congressional Record for the purpose of noting documents, reports, and other publications of interest to their Departments, and shall cause an immediate order to be sent to the Public Printer for the number of copies of such publications required for official use, not to exceed, however, the number of bureaus in the Department and divisions in the office of the head thereof. The Public Printer shall send to each Executive Department and to each executive office not connected with the Departments, as soon as printed, five copies of all bills and resolutions. Where the head of a Department desires a greater number of any class of bills or resolutions for official use, they shall be furnished by the Public Printer on requisition promptly made.

This section is new. The present practice of supplying the Executive Departments with documents, bills, and resolutions from the document and folding rooms of the two Houses has proved very unsatisfactory. The Postmaster-General in speaking on this subject says: "It is now the practice * * * to send to the several bureaus of this Department one copy of every bill, resolution, and other document printed by order of the Senate. The intention in sending these documents, it is presumed, is mainly to give information to the Department of pending legislation or other business affecting its interest; but I am informed that there is and always has been so much delay in furnishing them that when received they are, in a majority of cases, of but little practical value. I think it would be better if they were distributed by the Public Printer at the same time that he makes his distribution for the two Houses of Congress. This would enable the several officers of this Department to make prompt examination of them and formulate such recommendations or action concerning them as might be found appropriate." (See page 79 of Investigation of the Public Printing.) The Secretary of the Treasury, speaking on this subject, at page 22 of the Investigation of the Public Printing, says: "Copies of all reports, bills, etc., ordered printed are sent to a number of the bureaus of this Department, while other bureaus are overlooked. Their reception by this Department serves no good purpose, as they are received as a rule long after the order was given to print, and probably after they have been by the officer."

This seems to be the opinion of heads of Departments respecting the distribution of documents, bills, and resolutions to the Departments, and acting upon these suggestions the committee formulated this section, which, it is believed, will fully regulate the matter and enable the Departments to get such documents, bills, and resolutions promptly as are needed in the transaction of Departmental business.

SEC. 94. The annual reports of executive officers shall be printed in the same type and form as the report of the head of the Department which it accompanies, unless otherwise ordered by the Joint Committee on Printing.

This section is new. All annual reports, with the exception of the Report of the Superintendent of the Geological Survey, are now printed uniform with the reports of heads of Departments. It is desirable for appearance as well as convenience that all reports should be thus printed.

SEC. 95. Government publications printed for or received by the Executive Departments, whether for official use or for distribution, shall be distributed by a competent person detailed to such duty in each Department by the head thereof. He shall keep an account in detail of all publications received and distributed by him. He shall prevent duplication, and make detailed report to the head of the Department, who shall transmit the same annually to Congress.

This section is new and aims at systematizing the distribution of documents in the Departments, and to place the public documents in the hands of those who are entitled to receive them and prevent duplication.

SEC. 96. When any Department, the Supreme Court, the Court of Claims, or the Library of Congress shall require printing or binding to be done, it shall be on certificate that such work be necessary for the public service; whereupon the Public Printer shall furnish an estimate of the cost by the principal items for such printing or binding so called for, after which requisitions shall be made upon him therefor by the head of such Department, the Chief Justice of the Supreme Court, Chief Justice of the Court of Claims, or the Librarian of Congress; and the Public Printer shall place the cost thereof to the debit of such Department in its annual appropriation for printing and binding.

This section combines in its provision substantially the present law as contained in sections 3789 and 3802 of the Revised Statutes of 1878, and act of June 20, 1878, contained in the Supplement to the Revised Statutes, page 381.

SEC. 97. No head of any Executive Department, or of any bureau, branch, or office of the Government, shall cause to be printed, nor shall the Public Printer print, any document or matter except that which is authorized by law and necessary to the public business, and executive officers, before transmitting their annual reports, shall carefully examine the same and all accompanying documents, and exclude therefrom all matter, including engravings, maps, drawings, and illustrations, except such as they shall certify in their letters transmitting such reports are necessary and relate entirely to the transaction of the public business.

This section is substantially the present law as contained in sections 3785 and 3789 of the Revised Statutes of 1878, Statutes at Large, volume 23, page 226, and in the Supplement to the Revised Statutes, pages 98 and 381. These several sections have been thrown together in this one section for the purpose of compactness and convenience.

SEC. 98. The Postmaster-General shall contract for all envelopes, stamped or otherwise, designed for sale to the public, or for use by his own or other Departments, and may contract for them to be plain or with such printed matter as may be prescribed by the Department making requisition therefor: *Provided*, That no envelope furnished by the Government shall contain any business address or advertisement.

That part of this section which authorizes the Postmaster-General to contract for envelopes for other Departments than his own is new, and is made upon his suggestion, which is as follows: "Our contracts for official envelopes provide that the envelopes shall be supplied with such printing as the Department may prescribe, and the printing is done at the time the envelopes are manufactured, and forms one step in their manufacture. It therefore costs but a trifle. The official envelopes supplied to the other Executive Departments are bought in blank and are afterwards printed either at the main Government Printing Office or at one of the branch offices. This involves considerable expense for printing, a large portion of which could be saved if authority were given to each of the Departments to pursue a course with reference to its envelopes similar to that now followed by the Post-Office Department with regard to envelopes for the postal service. This arrangement would result, first, in a large saving by reason of the lower price obtained by the greater quantity supplied; second, the further saving already pointed out, of the cost of extra printing upon such envelopes as are not now printed at the time of manufacture; and third, a mini-

mizing of the risk of counterfeiting the penalty clause through confining the manufacture to one establishment and one oversight." (Postmaster-General's letter, page 82, Investigation of Public Printing.) The provisional clause of this section is substantially the present law as found in section 3915 of the Revised Statutes of 1878.

SEC. 99. All blanks and letter heads for use by the judges and other officials of the United States courts other than such as are required to be paid for by any of these officers out of the emoluments of their offices shall be printed at the Government Printing Office upon forms prescribed by the Department of Justice, and shall be distributed by it upon requisition.

This section is new and is formulated upon the suggestion of the Attorney-General in his answer to the circular letter found on page 96 of the Investigation of the Public Printing. He says: "It would be in the line of economy and in the interest of the public service to have all blanks, letter heads, and envelopes for the use of the judges and other officials of the United States courts throughout the country, other than such as are by law required to be paid for by any of these officers out of the emoluments of their offices, printed under the direction of the Department of Justice and distributed by it, for the reason that uniformity would be secured in the size, style, and expense of returns and reports; and no excuse would exist for failure on the part of any officer to render his reports and returns promptly. The handling and consideration of accounts and returns by the officials of the Treasury Department would be greatly facilitated, and there would probably be a saving of 25 to 30 per cent to the Government.

SEC. 100. The libraries of the United States Military Academy and United States Naval Academy are hereby constituted designated depositories of Government publications, and the superintendent of documents shall supply one copy of said publications, in the same form as supplied to other depositories, to each of said libraries.

This section is substantially new. Section 1332 of the Revised Statutes of 1878 provides that the Secretary of the Senate shall supply the Military Academy with copies of all documents published by the Senate. The provisions of the present law are simply enlarged so as to embrace all public documents, and places the Naval Academy on an equal footing with the Military Academy respecting public documents.

SEC. 101. All future orders or requisitions for printing shall be governed by the provisions of this act; and hereafter all orders for printing by any of the Committees of the Senate or House of Representatives or any of the officers thereof, shall receive the approval of the Committee on Printing of each House respectively. No Government publications shall be delivered to officers and employees of Congress unless authorized by this act or upon requisition approved by the Joint Committee on Printing.

SEC. 102. All laws in conflict with the provisions of this bill are hereby repealed.

(9)

STATEMENT OF THE SUPERINTENDENT OF SENATE FOLDING ROOM.

Showing (1) the number of documents, exclusive of pamphlets, standing to the credit of Senators at the beginning of the Fiftieth Congress in the folding room of the United State Senate; (2) the number received and placed to their credit during the said Congress, and (3) the number distributed during the same period, with percentage of distribution.

Title of documents.	Number standing to credit of Senators at beginning of Fiftieth Congress.	Number placed to credit of Senators during Fiftieth Congress.	Number distributed during the Fiftieth Congress.	Percentage of distribution.
Report, Department of Agriculture, 1873 to 1883	39,130	.....	15,745	40.23
Report, Department of Agriculture, 1850, 1887, 1888	.....	212,439	82,157	38.66
Report, Alaska, Education in	1,228	.....	829	67.50
Report, Alaska, Schwatka on	280	.....	150	53.57
Report, Alaska, Turner on	.....	858	521	60.72
Report, Alaska, Allen on	.....	858	508	59.20
Report, Alaska, Nelson on	.....	858	429	50.00
Report, Animal Industry, 1884 and 1885	6,027	.....	2,868	47.92
Report, Animal Industry, 1888	.....	9,516	4,645	48.80
Report, Art and Industry	.....	858	617	72.00
Report, Astronomical Observations, 1881 and 1882	187	.....	127	67.54
Report, Astronomical Observations, 1883	.....	187	115	61.49
Report, Attorney-General, 1881 to 1886	1,853	.....	826	44.57
Report, Attorney-General, 1887 and 1888	.....	1,716	1,111	64.74
Report, British Military and Naval operations in Egypt	294	.....	139	47.27
Report, Catalogue of Government Publications	458	.....	172	37.55
Report, Canal, Interoceanic, Sullivan	193	.....	43	22.05
Report, Canal, Panama, Kimball	.....	858	527	61.39
Report, Canal, Nicaragua, Menocal	.....	858	560	65.15
Report, Cattle and Dairy Farming (2 volumes)	8,095	.....	3,886	48.00
Report, Coast Survey, 1886	.....	858	324	37.84
Report, Commissioner of Labor, First Annual	5,163	.....	2,260	43.77
Report, Commissioner of Labor, Second and Third Annual	.....	23,428	10,974	43.18
Report, Commerce and Navigation, 1875 to 1886	3,675	.....	1,410	38.36
Report, Commerce and Navigation, 1887 and 1888	.....	3,432	793	23.10
Report, Commerce, Internal, 1879 to 1885	1,316	.....	232	17.62
Report, Commerce, Internal, 1886 and 1887	.....	8,112	4,561	56.22
Report, Commercial Relations, 1876 to 1884	1,172	.....	123	10.90
Report, Commercial Relations, 1885 and 1886	.....	3,432	793	23.10
Report, Consular, 1880 and 1881	1,406	.....	184	13.05
Report, Digest of International Law (3 volumes)	1,088	.....	765	70.40
Report, Diseases of Swine and Other Domestic Animals, 1879 to 1881	3,666	.....	1,958	54.11
Report, Education, 1876 to 1884	5,429	.....	651	11.99
Report, Education, 1885 to 1887	.....	17,012	8,974	52.74
Report, Ethnology, First, Second, and Third Annual	1,454	.....	625	42.98
Report, Ethnology, Fourth and Fifth Annual	.....	6,552	2,786	42.52
Report, Ethnology, Contributions to	150	.....	33	22.00
Report, Election Cases, Senate	344	.....	100	29.06
Report, European Dock Yards	1,086	.....	61	5.62
Report, Exhibit of Executive Departments at Centennial (2 volumes)	486	.....	63	12.96
Report, Finance (Secretary of the Treasury), 1876 to 1885	2,105	.....	567	27.36
Report, Finance (Secretary of the Treasury), 1886 and 1887	.....	1,716	710	41.37
Report, First Comptroller	928	.....	185	19.93
Report, Fish Bulletin, 1881 to 1885	932	.....	268	28.75
Report, Fish Bulletin, 1886	.....	858	533	62.12
Report, Fish Commission, Vols. 1 to 12	3,305	.....	1,127	34.09
Report, Fish Commission, Vol. 13	.....	2,730	1,474	53.95
Report, Fish Industry, Sec. 1	554	.....	339	61.19
Report, Fish Industry, Secs. 2, 3, and 4	.....	4,524	1,390	30.72
Report, Forestry, 1877 and 1882	412	.....	110	26.70
Report, Geology, Second to Fifth Annual	3,546	.....	1,965	55.97
Report, Geology, Sixth Annual	.....	3,234	1,249	38.62
Report, Gold and Silver, Production of, in United States, 1880 to 1885	2,440	.....	140	5.73
Report, Gold and Silver, Production of, in United States, 1886 to 1887	.....	3,432	756	22.02
Report, Greely, Schley's Search for	478	.....	355	74.26
Report, Greely, Polar Expedition, Parts 1 and 2	2,184	.....	1,012	46.33
Report, Growth of Industrial Art	.....	1,014	761	74.65
Report, Hayden's Atlas of Colorado	81	.....	17	20.98
Report, Hayden's Annual	353	.....	112	31.72
Report, Hayden's, Vol. 3	171	.....	48	28.07

Statement of the superintendent showing (1) the number of documents, exclusive of pamphlets, standing to the credit of Senators, etc.—Continued.

Title of Documents.	Number standing to credit of Senators at beginning of Fiftieth Congress.	Number placed to credit of Senators during Fiftieth Congress.	Number distributed during the Fiftieth Congress.	Percentage of distribution.
Report, Hayden's, Vol. 8	166		44	23.65
Report, Henry Mountains	100		26	26.00
Report, Interstate Commerce	1,378		570	41.36
Report, Iron and Steel, Vols. 1 and 2	223		34	15.24
Report, Iron and Steel Tests, 1884 and 1885		1,716	896	52.21
Report, Labor and Capital (4 volumes)	1,677		822	49.01
Report, Labor in Europe	333		72	21.30
Report, Labor in Foreign Countries (3 volumes)	455		140	30.76
Report, Labor, Foreign Contract		3,198	277	8.66
Report, Laws, Navigation and Customs	436		130	29.81
Report, Laws, Loans and Currency		1,736	849	48.90
Report, Map United States, 1885	373		250	67.02
Report, Memorial Addresses	17,580		8,909	50.67
Report, Memorial Addresses		31,200	15,680	48.33
Report, Monetary Commission, 1876		1,326	729	54.97
Report, Monetary Conference, 1878	1,515		803	53.00
Report, Medical and Surgical History War of the Rebellion	470		230	48.93
Report, Message and Documents, Abridgment, 1877 to 1880	20,097		7,911	39.31
Report, Message and Documents, Abridgment, 1887 and 1888		18,832	7,629	40.45
Report, Interior Department, 1881 to 1887, sets	2,256		815	36.12
Report, Interior Department, 1887 and 1888, sets		1,716	519	30.24
Report, Navy Department, 1881 to 1887	2,256		745	33.02
Report, Navy Department, 1888 and 1889		1,716	469	28.45
Report, Post-Office Department, 1881 to 1886	1,436		315	21.93
Report, Post-Office Department, 1887 and 1888		1,716	785	45.74
Report, State Department, 1878 to 1886	3,051		688	22.54
Report, State Department, 1887 and 1888		3,432	1,556	45.34
Report, War Department, 1881 to 1886, sets	3,162		1,812	57.32
Report, War Department, 1887 and 1888, sets		1,716	603	35.13
Report, Ordnance and War Ships	1,083		334	30.84
Report, Paris Exposition, 1878, sets	148		31	20.94
Report, Portraits of Ex-Speakers, presentation of		2,730	345	12.63
Records of the First session, Forty-sixth Congress, to the First session, Forty-ninth Congress, sets	3,677		528	14.35
Records of the Second session, Forty-ninth Congress, and the First session Fiftieth Congress, sets		3,514	1,718	48.89
Report, Smithsonian, 1878 to 1884	4,340		1,229	28.31
Report, Smithsonian, 1885 to 1886		5,460	3,114	57.03
Report, Sheep and Wool Fibers		2,730	1,443	52.85
Report, South American Commission, 1885		4,680	2,686	57.39
Report, South American Commission, 1886		4,680	2,722	58.20
Report, Statutes, United States, of the First session, Forty-fifth Congress, to Second session, Forty-ninth Congress	6,653		2,827	42.49
Report, Statutes, United States, of the First and Second sessions, Fiftieth Congress		5,460	1,605	29.39
Report, Tariff, and Testimony, and compilation	1,686		1,301	74.25
Report, Transportation, 1873	217		12	5.52
Report, Treaties and Conventions	1,326		220	16.59
Report, Venice Congress	397		110	27.70
Report, Veto Messages		858	587	68.41
Report, Washington Monument	2,078		868	41.77
Report, Yorktown Centennial Commission	809		205	25.33
Report, Monetary Conference, 1881		1,326	730	55.05

Total number of documents on hand at the beginning of the Fiftieth Congress	180,919
Total number distributed of documents on hand at the beginning of the Fiftieth Congress	71,610
Percentage of distribution	39.60
Total number of documents received and placed to the credit of Senators during the Fiftieth Congress	412,080
Total number distributed of documents received during the Fiftieth Congress	171,610
Percentage of distribution	41.64
Grand total of number of documents on hand and received during the Fiftieth Congress	592,999
Grand total of number distributed during the Fiftieth Congress	243,220
Percentage of distribution	41.00

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NOTE:

The following debates contain references to the relevant sections of Title 44 of the U.S. Code. All the section numbers are on the outside margins of the pages. The numbers which are underlined refer to the opposite columns of debate. For example:

Here §102 refers to the debate on the other column.

Here §515 refers to debate directly next to it.

Mr. MANDERSON. It will be during the vacation or during the time which elapses at the commencement of every Congress between the first day of its session and when the committees are appointed by the Speaker of the House of Representatives. It is simply for the purpose of reaching a difficulty which now exists. There are many contracts that are provided to be approved by the Joint Committee on Printing, and that sort of work must stop during such intervals under the existing conditions.

The following sections of the bill up to section 54 pertain to the duties of the Public Printer, and where there are very material changes from the existing condition I will call the attention of the Senate to the fact.

§102 The PRESIDING OFFICER. The Secretary will resume the reading of the bill.

Mr. COCKRELL. Mr. President, wait one moment. Sections 13 and 14 authorize the joint committee to control the arrangement and style of the RECORD, etc., and the preparation of the index. That I understand is the existing law?

Mr. MANDERSON. It is almost the existing law, but if the Senator will compare the two he will find that this proposed law is a little more explicit in providing that they shall have control of the arrangement and style. The existing law is substantially that the CONGRESSIONAL RECORD shall be printed under the direction of the Joint Committee on Printing. It seems to be a very indefinite sort of power.

Mr. COCKRELL. Do I understand the Senator that the committee now recognize or feel that they have not the authority under existing law to make the changes which are referred to on pages 416, 417, 418, and 419 of the report? Have they not the power to make these changes without additional legislation?

Mr. MANDERSON. There has been doubt in the minds of the committee as to whether they could go so far as that. Each House, of course, controls its own record of proceedings, and under the existing condition I doubt very much whether an order issued by the Joint Committee on Printing with reference to the arrangement or the style of the RECORD would have controlling effect if either House should direct differently.

Mr. COCKRELL. I agree fully with the remarks made in this report and in giving the committee this authority, because I am satisfied that they can make many reductions in the space that the proceedings of the Senate and House occupy in the RECORD by abbreviating them, and yet omitting nothing that the law requires in the passage of a bill.

The purchase of material is a very important question. There are hundreds of thousands of dollars' worth, I suppose, that have to be purchased there every year. As I understand this provision, it takes that away from the Secretary of the Interior, practically, and gives it to the Joint Committee on Printing.

Mr. MANDERSON. The supervision of purchases?

§102 Mr. COCKRELL. Yes.

Mr. MANDERSON. Oh, no.

Mr. COCKRELL. The paper?

Mr. MANDERSON. There is no change in that regard. The provision of the existing law is retained. For many years all paper used in the Public Printing Office has been purchased after advertisement in newspapers directed by the Joint Committee on Printing, and proposals received and bids opened under the direction of the Joint Committee on Printing. The duty of the Secretary of the Interior comes in during a vacation when Congress is not in session and there shall be failure to perform a contract.

Mr. COCKRELL. That is a point I refer to. When Congress is not in session has it not heretofore been the case that the Secretary of the Interior acted upon these contracts?

Mr. MANDERSON. Certainly, and it is so proposed now. There is no change proposed in that regard in the law.

Mr. COCKRELL. Is not section 17 a change of the law? It provides that—

> At all times when there is no Committee on Printing of the House of Representatives the powers and duties under the law devolving upon the Joint Committee on Printing shall be exercised and performed by the Senate Committee on Printing.

That takes away the whole thing.

Mr. MANDERSON. That provision is to be taken in connection with other sections of the bill; for instance, section 9, which provides that—

> If any contractor shall fail to comply with his contract, the Public Printer shall report such default to the Joint Committee on Printing, when Congress is in session, or to the Secretary of the Interior when Congress is not in
> §515 session; and he shall, under the direction of the committee, or of the Secretary of the Interior, as the case may be, enter into a new contract with the lowest and best bidder for the interest of the Government among those whose proposals were rejected at the last opening of bids, or he shall advertise for new proposals, under the regulations hereinbefore stated; and during the interval which may thus occur he shall, under the direction of the Joint Committee on Printing, or of the Secretary of the Interior, purchase in open market, at the lowest market price, all paper necessary for the public printing.

So construing the two sections, section 9 and section 17 together, it is quite evident that both can stand. It certainly was not the intention of the committee to make any change in the existing law in that regard, and I do not think we have done so.

Mr. COCKRELL. The note to section 17, on page 430 of the committee's report, says:

> This section is new, and is urged for the reason that the interests of the public service require the existence and action of a committee when there is no Committee on Printing on the part of the House; for example, during the time existing between the opening of Congress and the appointment of committees of the House.

Mr. MANDERSON. Yes.

Mr. COCKRELL. Taking the bill as it now stands, what would this Senate committee be able to do as and for the joint committee? It would practically be the joint committee during the vacation. Now, what jurisdiction would it have?

Mr. MANDERSON. It would have this jurisdiction, for instance: There is a provision in the existing law, and it is retained in the proposed law, that the Public Printer shall in all cases advertise for bids or proposals for lithographic work, but where the amount is small (I believe the limit is $200; that is my recollection) he can make his contracts without such advertisement, under the direction of the Joint Committee on Printing. There are other cases.

Mr. COCKRELL. It would be the Senate Committee on Printing, not the joint committee. The section says not the Joint Committee on Printing, but simply the Senate committee alone. The whole power would be exclusively in the Senate committee

and not in the joint committee. Now, what has the Committee on Printing heretofore been doing in vacation practically?

Mr. MANDERSON. That has been one of the very embarrassing matters that have come to the notice of the committee. The committee, where the necessities of the public service have compelled, have acted as a joint committee, to have their action afterwards ratified by the joint committee when organized. That seems to have been necessary at times.

Mr. HALE. In matters touching both Houses?

Mr. MANDERSON. Yes, in matters touching both Houses. Here is the publication of some work that would cease because the necessary ratification or authorization by the joint committee to the Public Printer could not be had during vacation unless the Senate committee would to a certain extent usurp the power of a joint committee. There would be no joint committee in existence, but there is the Senate Committee on Printing, and the Public Printer has taken their authorization frequently in matters of emergency, that action to be afterwards ratified by the Joint Committee on Printing. It is to prevent just that sort of ignoring of the law that this change is proposed.

Mr. COCKRELL. Then the idea of this bill is that the Senate Committee on Printing will be in session all the time.

Mr. MANDERSON. Oh, not at all.

Mr. COCKRELL. They would have to be in session nearly the whole vacation if they had these powers.

Mr. MANDERSON. I call the attention of the Senator to the fact that I do not think he can recall any session of the Senate when the Committee on Printing have not been authorized to sit at their pleasure during the vacation of the Senate.

Mr. COCKRELL. I know that has been the custom.

Mr. MANDERSON. That has always been the custom, so that the committee could be called together for the purpose of performing their work.

Mr. COCKRELL. But practically how often has the committee been called together as a committee?

Mr. MANDERSON. Very seldom, indeed.

Mr. COCKRELL. That is what I wanted to get at.

Mr. CULLOM. I should like to make an inquiry of the Senator, though not exactly as to the bill before the Senate. Knowing that the Senator is familiar with the rule as well as the law, I should like to ascertain whether there is any joint rule or statute which requires the Committee on Printing to be a joint committee. I see the rule provides for "a Committee on Printing, to consist of three Senators, which shall have power to act jointly with the same committee of the House of Representatives," simply authorizing it to act with that committee, I suppose, if it chooses to do so. This question was brought to my attention upon a suggestion of an increase of the membership of the Committee on Printing, and I should like to have the Senator state whether there is any law which controls the appointment of this committee, making it a joint committee, so that any action taken by the Senate in reference to it would have to be acted upon also by the other House.

e. SENATE DEBATE -23 CONG. REC. 754-66,798-809,921-27,1005-19,1052-70,1137-47 (1892).

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PRINTING AND DISTRIBUTION OF DOCUMENTS.

The PRESIDING OFFICER. The hour of 2 o'clock having arrived, the Chair lays before the Senate the unfinished business, which is the bill (S. 1549) providing for the public printing and binding, and the distribution of public documents.

The Senate, as in Committee of the Whole, proceeded to consider the bill.

Mr. MANDERSON. I call the attention of the Chair to the fact that by unanimous consent of the Senate the bill was to be read by sections and the amendments of the committee were to be acted upon as they were reached in the reading of the bill.

Mr. PADDOCK. I ask the indulgence of my colleague for a moment while I give notice to the Senate that immediately after the conclusion of the consideration of the pending bill I shall move to take up the bill known as the pure-food bill.

Mr. CULLOM. I thought that was set for to-morrow.

Mr. PADDOCK. No, it has not been set.

The PRESIDING OFFICER. The reading of the bill will proceed.

The Secretary proceeded to read the bill and read from section 1 to section 17.

Mr. MANDERSON. Mr. President, this bill, so far as its first seventeen sections are concerned, relates entirely to the duties of the Joint Committee on Printing. They compose in very large degree the duties of that committee as they exist under the present law. The changes that have been made, while not very material, are, it is believed by the committee, very essential for the better performance of the duties of the committee. Experience has shown that the safeguards which have been thrown about the purchase of material for the Public Printing Office have been such as have produced very excellent results.

Mr. COCKRELL. What section is the Senator referring to now?

Mr. MANDERSON. I refer now to the first seventeen sections of the bill. If Senators who are interested in the subject will turn to the report of the committee they will find, commencing on page 428 of the bill as it is presented to the Senate, annotations to each section showing exactly what the existing law is and what changes are proposed.

The changes in the first seventeen sections, as I have said, are not very material. One is to make more definite and certain that control of the CONGRESSIONAL RECORD which has so frequently been desired by members of this body. I make these suggestions simply because criticisms have been made elsewhere upon this and some other portions of the first seventeen sections of the bill.

It has frequently been suggested that there should be some method of editing the CONGRESSIONAL RECORD; that some plan should be devised by which that very voluminous document could be reduced in bulk. The committee, having that in consideration, thought that they could devise a plan, if the power was given to them, by which, without destroying the accuracy of the CONGRESSIONAL RECORD, and without taking one syllable or one word from any speech delivered in either House of Congress, they could save a great deal of space by condensing much of the matter therein contained.

I shall not take the time of the Senate by going into that matter in detail, but will simply refer to page 416 of the report, where, in a letter prepared by Mr. White, one of the official reporters of the House, many suggestions are made that can be adopted by a rule or order of the Joint Committee on Printing if the power recognized in section 13 of the bill shall be granted to the committee by the passage of this proposed act. It is that the joint committee shall have control of the arrangement and style of the CONGRESSIONAL RECORD, and while providing that it shall be substantially a *verbatim* report of proceedings that they shall take all needed action for the reduction of unnecessary bulk and shall provide for the publication of a semimonthly index. In the letter sent to the committee by Mr. White he shows some of the abuses of space in the RECORD, and he makes some very interesting calculations to show the vast amount of room taken up by that which is certainly unnecessary. For instance, one of the usual methods of reports is the following extract from the CONGRESSIONAL RECORD:

Mr. KERNAN. I move that the Senate now proceed to the consideration of executive business.

The PRESIDING OFFICER. The Senator from New York moves that the Senate proceed to the consideration of executive business.

Or as in the House of Representatives:

Mr. ANDERSON. I move that the House resolve itself into Committee of the Whole for the purpose of considering the Private Calendar.

The SPEAKER. The gentleman from Illinois moves that the House resolve itself into Committee of the Whole for the purpose of considering bills upon the Private Calendar.

How very unnecessary this amount of room thus taken is! Far better form certainly would it be simply to say that on motion of Mr. KERNAN the Senate proceeded to the consideration of executive business, taking one line where four are now used, or, in the other House, on motion of Mr. ANDERSON the House resolved itself into Committee of the Whole for the purpose of considering the Private Calendar. A calculation made by this gentleman, which will be found on page 418, says of the needless use of words in the RECORD:

As an illustration of this take the single item of "reconsideration," referred to on page 4, and apply it only to the bills and joint resolutions passed by the

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last Congress (and I refer now to House proceedings alone), and leaving entirely out of the count the thousands of times when this form is used with reference to simple motions, resolutions, or routine matters, or even amendments, and we find as follows:

Bills and joint resolutions which have actually become laws	2,189
Six lines of the RECORD to reconsideration of each	6
Giving a total number of lines of	13,134

or 131½ columns of the RECORD—

Needlessly used for this purpose. I might go on and call attention to other abuses of this character. It is to correct this sort of thing that the joint committee ask that they be given undoubted powers, not to mutilate the RECORD, not to cut from the speech of any man one word that he has delivered, but to so control the RECORD that such abuses can be hereafter prevented.

The only other important change with reference to the duties of the joint committee is to be found in section 17.

Mr. HALE. Let me ask the Senator a question.

The PRESIDING OFFICER. Does the Senator from Nebraska yield to the Senator from Maine?

Mr. MANDERSON. Certainly.

Mr. HALE. Would this control and management of the RECORD be practically applied? Would some one member of the Committee on Printing have to look over every daily issue of the RECORD before it was printed?

Mr. MANDERSON. No, I think that could be reached by this method—in fact the joint committee have already this subject under consideration—to issue an order providing, for instance, that "in motions to reconsider and to table that motion," quite frequently used in the other House, "the wording shall be as follows," according to a form given. Take, for instance, the space that is devoted daily in the RECORD to the introduction of petitions. Very much room might be saved there by simply stating—the Joint Committee on Printing prescribing the form—"The following petitions were presented and referred: Mr. SHERMAN, petition in general terms as follows—referred to the Committee on Printing," or whatever committee. §901

Mr. HALE. Then the Senator's idea is that this could all be done under rules and general regulations, which would be followed by the employés of the Senate and House in making up the RECORD?

Mr. MANDERSON. Yes, in making up the RECORD. On page 795 of the DAILY RECORD of this session will be found rules for the publication of the RECORD heretofore prescribed by the Joint Committee on Printing, prescribing, for instance, as to the arrangement of the RECORD, that where the copy is received by the Public Printer in time so to do, the RECORD shall first show the Senate proceedings, to be followed by the House proceedings, so as to have an orderly arrangement. But the committee have felt that they have gone as far as their power authorized them to go in making rules of this character, and that in order to enter into this matter of the reform of the RECORD, so as to prevent abuse of space, some more definite authorization by law is required. §901

Section 17 is the only other section that makes any decided change in the duties of the joint committee, and it simply provides that when there is no Committee on Printing of the House of Representatives, the powers and duties which, under the law, devolve upon the Joint Committee on Printing shall be exercised and performed by the Senate Committee on Printing.

Mr. HALE. That will be during the vacation?

Mr. MANDERSON. It will be during the vacation or during the time which elapses at the commencement of every Congress between the first day of its session and when the committees are appointed by the Speaker of the House of Representatives. It is simply for the purpose of reaching a difficulty which now exists. There are many contracts that are provided to be approved by the Joint Committee on Printing, and that sort of work must stop during such intervals under the existing conditions.

The following sections of the bill up to section 54 pertain to the duties of the Public Printer, and where there are very material changes from the existing condition I will call the attention of the Senate to the fact.

§102 The PRESIDING OFFICER. The Secretary will resume the reading of the bill.

Mr. COCKRELL. Mr. President, wait one moment. Sections 13 and 14 authorize the joint committee to control the arrangement and style of the RECORD, etc., and the preparation of the index. That I understand is the existing law?

Mr. MANDERSON. It is almost the existing law, but if the Senator will compare the two he will find that this proposed law is a little more explicit in providing that they shall have control of the arrangement and style. The existing law is substantially that the CONGRESSIONAL RECORD shall be printed under the direction of the Joint Committee on Printing. It seems to be a very indefinite sort of power.

Mr. COCKRELL. Do I understand the Senator that the committee now recognize or feel that they have not the authority under existing law to make the changes which are referred to on pages 416, 417, 418, and 419 of the report? Have they not the power to make these changes without additional legislation?

Mr. MANDERSON. There has been doubt in the minds of the committee as to whether they could go so far as that. Each House, of course, controls its own record of proceedings, and under the existing condition I doubt very much whether an order issued by the Joint Committee on Printing with reference to the arrangement or the style of the RECORD would have controlling effect if either House should direct differently.

Mr. COCKRELL. I agree fully with the remarks made in this report and in giving the committee this authority, because I am satisfied that they can make many reductions in the space that the proceedings of the Senate and House occupy in the RECORD by abbreviating them, and yet omitting nothing that the law requires in the passage of a bill.

The purchase of material is a very important question. There are hundreds of thousands of dollars' worth, I suppose, that have to be purchased there every year. As I understand this provision, it takes that away from the Secretary of the Interior, practically, and gives it to the Joint Committee on Printing.

Mr. MANDERSON. The supervision of purchases?

§102 Mr. COCKRELL. Yes.

Mr. MANDERSON. Oh, no.

Mr. COCKRELL. The paper?

Mr. MANDERSON. There is no change in that regard. The provision of the existing law is retained. For many years all paper used in the Public Printing Office has been purchased after advertisement in newspapers directed by the Joint Committee on Printing, and proposals received and bids opened under the direction of the Joint Committee on Printing. The duty of the Secretary of the Interior comes in during a vacation when Congress is not in session and there shall be failure to perform a contract.

Mr. COCKRELL. That is a point I refer to. When Congress is not in session has it not heretofore been the case that the Secretary of the Interior acted upon these contracts?

Mr. MANDERSON. Certainly, and it is so proposed now. There is no change proposed in that regard in the law.

Mr. COCKRELL. Is not section 17 a change of the law? It provides that—

> At all times when there is no Committee on Printing of the House of Representatives the powers and duties under the law devolving upon the Joint Committee on Printing shall be exercised and performed by the Senate Committee on Printing.

That takes away the whole thing.

Mr. MANDERSON. That provision is to be taken in connection with other sections of the bill; for instance, section 9, which provides that—

> If any contractor shall fail to comply with his contract, the Public Printer shall report such default to the Joint Committee on Printing, when Congress is in session, or to the Secretary of the Interior when Congress is not in session; and he shall, under the direction of the committee, or of the Secretary of the Interior, as the case may be, enter into a new contract with the lowest and best bidder for the interest of the Government among those whose proposals were rejected at the last opening of bids, or he shall advertise for new proposals, under the regulations hereinbefore stated; and during the interval which may thus occur he shall, under the direction of the Joint Committee on Printing, or of the Secretary of the Interior, purchase in open market, at the lowest market price, all paper necessary for the public printing.

§515

So construing the two sections, section 9 and section 17 together, it is quite evident that both can stand. It certainly was not the intention of the committee to make any change in the existing law in that regard, and I do not think we have done so.

Mr. COCKRELL. The note to section 17, on page 430 of the committee's report, says:

> This section is new, and is urged for the reason that the interests of the public service require the existence and action of a committee when there is no Committee on Printing on the part of the House; for example, during the time existing between the opening of Congress and the appointment of committees of the House.

Mr. MANDERSON. Yes.

Mr. COCKRELL. Taking the bill as it now stands, what would this Senate committee be able to do as and for the joint committee? It would practically be the joint committee during the vacation. Now, what jurisdiction would it have?

Mr. MANDERSON. It would have this jurisdiction, for instance: There is a provision in the existing law, and it is retained in the proposed law, that the Public Printer shall in all cases advertise for bids or proposals for lithographic work, but where the amount is small (I believe the limit is $200; that is my recollection) he can make his contracts without such advertisement, under the direction of the Joint Committee on Printing. There are other cases.

Mr. COCKRELL. It would be the Senate Committee on Printing, not the joint committee. The section says not the Joint Committee on Printing, but simply the Senate committee alone. The whole power would be exclusively in the Senate committee

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and not in the joint committee. Now, what has the Committee on Printing heretofore been doing in vacation practically?

Mr. MANDERSON. That has been one of the very embarrassing matters that have come to the notice of the committee. The committee, where the necessities of the public service have compelled, have acted as a joint committee, to have their action afterwards ratified by the joint committee when organized. That seems to have been necessary at times.

Mr. HALE. In matters touching both Houses?

Mr. MANDERSON. Yes, in matters touching both Houses. Here is the publication of some work that would cease because the necessary ratification or authorization by the joint committee to the Public Printer could not be had during vacation unless the Senate committee would to a certain extent usurp the power of a joint committee. There would be no joint committee in existence, but there is the Senate Committee on Printing, and the Public Printer has taken their authorization frequently in matters of emergency, that action to be afterwards ratified by the Joint Committee on Printing. It is to prevent just that sort of ignoring of the law that this change is proposed.

Mr. COCKRELL. Then the idea of this bill is that the Senate Committee on Printing will be in session all the time.

Mr. MANDERSON. Oh, not at all.

Mr. COCKRELL. They would have to be in session nearly the whole vacation if they had these powers.

Mr. MANDERSON. I call the attention of the Senator to the fact that I do not think he can recall any session of the Senate when the Committee on Printing have not been authorized to sit at their pleasure during the vacation of the Senate.

Mr. COCKRELL. I know that has been the custom.

Mr. MANDERSON. That has always been the custom, so that the committee could be called together for the purpose of performing their work.

Mr. COCKRELL. But practically how often has the committee been called together as a committee?

Mr. MANDERSON. Very seldom, indeed.

Mr. COCKRELL. That is what I wanted to get at.

Mr. CULLOM. I should like to make an inquiry of the Senator, though not exactly as to the bill before the Senate. Knowing that the Senator is familiar with the rule as well as the law, I should like to ascertain whether there is any joint rule or statute which requires the Committee on Printing to be a joint committee. I see the rule provides for "a Committee on Printing, to consist of three Senators, which shall have power to act jointly with the same committee of the House of Representatives," simply authorizing it to act with that committee, I suppose, if it chooses to do so. This question was brought to my attention upon a suggestion of an increase of the membership of the Committee on Printing, and I should like to have the Senator state whether there is any law which controls the appointment of this committee, making it a joint committee, so that any action taken by the Senate in reference to it would have to be acted upon also by the other House.

Mr. MANDERSON. If the Senator will turn to section 3756 of the Revised Statutes of 1878, he will find that the law for many years has absolutely required that there should be a Joint Committee on Printing, composed of three members of the Senate and three members of the House of Representatives. We do not change this law at all, except that we strike from it the provision that the Joint Committee on Printing shall be appointed by the President of the Senate and Speaker of the House. That is in the existing law, and we strike those words out of the bill before us for the reason that it did not seem to be necessary that we should state how these committees should be appointed. They are appointed under the rules of their respective bodies.

Mr. CULLOM. That information is what I desired. I had not looked up the statute, and I desired to know whether it was a statutory provision or whether it was a mere rule of the Senate.

Mr. MANDERSON. I might say that the only other change from section 3756 of the Revised Statutes is that we strike out the word "public," and we follow that all through the bill, making it now a Joint Committee on Printing instead of a Joint Committee on Public Printing, which is the language of the old law.

The PRESIDING OFFICER. The reading of the bill will proceed.

The Secretary read sections 18, 19, and 20.

Mr. COCKRELL. I should like to have some explanation of section 20. That last seems to be a new section.

Mr. MANDERSON. It was considered very proper legislation by the committee, so that Congress might have some knowledge of the extent and character of the printing done upon requisitions of the Departments.

Mr. COCKRELL. Do they make no report of that now? Is there no record of what is done now under the law?

Mr. MANDERSON. No, except what is found in the Public Printer's report, which is frequently extremely vague, and he makes it in detail or not at his pleasure. Sometimes it has been made, and sometimes it has not been made; and we feel that the provision of law should require that in his annual report he should specify in detail concerning the departmental printing. The advantage will be that we shall not only see how the appropriations made for the departmental printing have been used, but it will also give to members of Congress a list of books of all sorts that issue from the Departments and frequently do not come to Congress at all.

The latter part of the section is simply that we may have some idea by the report of the Public Printer as to what books are bound on requisition for members of Congress. It has been called to the attention of the committee that sometimes there has been gross abuse in the binding of books for members of Congress. The law as it exists, and we propose its reënactment, is that any member may have bound at the Public Printing Office for his personal use one copy of any document to which he is entitled; that is to say, books that come to him, that are printed during his term of office. He may have these bound for his private use. It was thought well that we should have some report from the Public Printer as to what books were bound and the cost therof.

Mr. COCKRELL. Would that interefere, for example, with this case: A Senator wants to make a volume of separate publications of the Government on a kindred subject—small documents, reports, and things of that kind—and have his own label put upon the back of it, or an indication of what its contents are. Would this prevent that from being done?

Mr. MANDERSON. I do not think it would in the least. I do not see how it would.

Mr. COCKRELL. I ask because some of the most valuable books a Senator can get for his own use are composed of various reports gotten together and put into one book, so that he will have them in a form where he can refer to them readily instead of having them bound separately in half a dozen different books.

Mr. MANDERSON. Certainly this section would not interfere with that.

Mr. COCKRELL. Another thing I have been looking over in this bill. The question is, can a committee have bound for each member of the committee a copy of all the reports made by that committee? It was for years, and I presume it is now, the custom of the Committee on Claims to have bound for each Senator on the committee all the reports made at a session of Congress. It has been the case ever since the Forty-fourth or the Forty-fifth Congress to have all the Military Committee reports bound. I believe we commenced it in the Forty-fourth or Forty-fifth Congress, and now all the reports made by all the members of that committee are bound at the end of each session and each Senator on the committee is furnished with a copy of the record. It is the only way we can understand what the committee is doing and utilize the labor at one session of what was done at a preceding session. It is very important that we should have that privilege.

Mr. MANDERSON. It is not proposed to interfere with that in the least degree. When we get further on in the bill the Senator will find a section to which I shall propose an amendment that will reach that very proposition. If, when we come to it, the language should not be considered such as will warrant that sort of binding, it can very easily be changed so as to meet his views.

Mr. HAWLEY. My colleague on the committee used an expression which led me to reflect upon my right to get bound a book that was printed, say, before I was a member of Congress. My colleague said that we might have bound books to which we were entitled. I am not entitled to a report made ten, fifteen, or twenty years ago; yet I have had several of those things collected and bound up. I want to know whether, technically, I was wrong, or whether the existing law does restrict us to books that are issued to us during our terms.

Mr. MANDERSON. That seems to be the existing law.

Mr. HAWLEY. I think it ought to be changed, then.

Mr. MANDERSON. It is a law—

More honored in the breach than the observance.

Mr. HAWLEY. I know it has been construed that a member might have any book ever published by the Government bound for his own use, and I have acted upon that supposition. I should like to have the law changed now so as to condone my past offenses.

Mr. COCKRELL. I know I have had a number thus bound. For example, I got together all the documents in regard to Indian depredation claims—the whole history of them as far as I could get them from the foundation up, and I had them bound in one volume. So I got all the documents in regard to the direct tax and all the reports that had been made upon that subject. Some few of them, small documents, were issued, as a matter of course, before my term began in the Senate, but I had them all bound

together so that I could have the whole question before me. I did the same in regard to captured and abandoned property, and the purchase and sale of vessels, and all that. I tried to get together every report that had been made from the beginning of the war up to the present time, so that I could have them for reference. They have proved of very great value.

In the same way I have collected a list of all the claims that have ever been presented to Congress from the beginning of the Government. I did not have them rebound simply because they were in large enough volumes and they had already been bound, but I gathered them together and had the later ones bound that had not been, so that I could in a few moments refer to these, and in the case of any claim that ever had been presented to the Government from the foundation of it up the present time I could in a few minutes trace its entire history. These things are absolutely necessary as efficient implements of successful work in the Senate, and certainly we ought to be allowed to procure them in that way. As a matter of course the privilege ought not to be abused, however.

The PRESIDING OFFICER. The reading of the bill will be resumed.

The Chief Clerk read section 21 of the bill, as follows:

SEC. 21. The chief clerk, the foreman of printing, and a person designated by the Joint Committee on Printing, shall constitute a board of condemnation, who, upon the call of the Public Printer, shall determine the condition of presses and other machinery and material used in the Government Printing Office, with a view to condemnation. §313

In case ruling machines, stitching machines, or other machinery or material used in the bindery shall become the subject of inquiry, with a view to condemnation, the foreman of binding shall be substituted on the board in place of the foreman of printing.

Mr. COCKRELL. I wish to make an inquiry in regard to the first portion of the section:

The chief clerk, the foreman of printing, and a person designated by the Joint Committee on Printing, shall constitute a board of condemnation.

Would that be a permanent designation or just a designation §735 for the time being? This is a new section, and there has been no action, as a matter of course, under it or under any similar law. What was the intention? Is this to be an officer of the Government or an outsider?

Mr. MANDERSON. Oh, no; it is to be some one in the Public Printing Office; that would be the natural action of the Joint Committee on Printing. This is simply putting in the form of law that which under the best management of the Public Printing Office has existed in practice.

Mr. COCKRELL. That is what I wanted to get at.

Mr. MANDERSON. I have not the page of the testimony, but from the testimony of the Public Printer and the foreman of binding and the foreman of printing it will be found that there has been, under the present Public Printer and I think also under Mr. Benedict, a board of this character in the Public Printing Office for the purpose of preventing the improper disposition of worn material that was in the Printing Office, and also that the Government Printer might have some warrant for his action when he came to dispose of a press or machinery of any description. The idea of the committee simply was that the chief clerk, the foreman of printing, and some person designated by the joint committee, who would naturally, I think, be an employé of the Printing Office, should constitute this board of condemnation to decide whether a machine or press was so worn that it should be condemned and sold.

§313

Mr. HAWLEY. My colleague referred to some testimony upon which he could not lay his finger at the moment. I have found it, if the Senator from Missouri will kindly listen.

Mr. COCKRELL. Yes, I hear.

Mr. HAWLEY. Mr. RICHARDSON, a House member——

Mr. MANDERSON. On what page?

Mr. HAWLEY. On page 17. Mr. RICHARDSON was on the Printing Committee in the last House, but during the recess, when the committee had been holding a session for investigation, he acted as a sort of voluntary member, thinking he would probably be on the committee in this Congress.

Mr. MANDERSON. He was a member of our committee.

Mr. HAWLEY. He was a member of the old committee.

Mr. MANDERSON. He was a member of the special committee.

Mr. HAWLEY. He was made so by law.

Mr. MANDERSON. He was made so by a concurrent resolution of the two Houses.

Mr. HAWLEY. There was no Committee on Printing of the other House in existence while this investigation was conducted.

Mr. RICHARDSON. In respect to the condemnation of machinery, what is your process of getting rid of machinery when you deem it useless?

Mr. PALMER. We advertise it. We send circulars to all dealers in second-hand printing machinery, as well as the manufacturers of presses and machinery, giving a list of the articles, and inviting proposals for their purchase.

Mr. RICHARDSON. Who condemns it?

Mr. PALMER. In the case of printing presses, the foreman of printing, Capt. Brian, and the foreman of the press room, who in this case is Mr. Auer, condemn the machinery, subject to my indorsement of their judgment.

Mr. RICHARDSON. Have you any board of condemnation, or is the condemnation made by those gentlemen in their discretion?

Mr. PALMER. It is done by the three persons I have named.

Mr. RICHARDSON. Who fixes the price at which the condemned material shall be sold?

Mr. PALMER. I offer it to the public, to the highest bidder, and the man who bids the highest gets the property, provided the bid is considered advantageous to the Government.

Mr. RICHARDSON. It is sold, then, upon the judgment of the gentlemen you have named, to the highest bidder?

Mr. PALMER. Yes, sir.

Mr. RICHARDSON. Do you reserve the right to reject bids and not sell, or do you make the sale absolutely?

Mr. PALMER. We require competition by several bidders; but if there should be practically no competition, and we should consider the bids too low, we should reject them, as we have done in some instances.

Further inquiry was made about the process of exchange, which they did not feel that they had the right to make, but out of which private printers and publishers get considerable advantage. They have an old press which would sell for nothing by itself which the manufacturer of a new press will make a very considerable allowance for; he will allow a much larger sum than the thing can be sold for in the market.

Mr. COCKRELL. The question of exchanging old for new presses, while it is an important one——

Mr. HAWLEY. Is dangerous.

Mr. COCKRELL. Is very dangerous. The Senator from Iowa [Mr. ALLISON] may recall a little instance once where there was an exchange of buggies in the Treasury Department and $175 disappeared in the transaction that we could never get any trace of by the closest scrutiny. Still it may be necessary sometimes really to prevent a sacrifice of old machinery that persons will not bid upon.

Mr. MANDERSON. If I may interrupt the Senator——

Mr. COCKRELL. It is no interruption.

Mr. MANDERSON. I call his attention to the testimony of the Public Printer on page 18, commencing at the foot of page 17:

The CHAIRMAN. Have you any process of exchange by which, in the event of a press becoming obsolete—I do not mean worthless, but if you can economize by getting a different sort of press—you can trade that press in part payment for a new one?

Mr. PALMER. We have no authority to do that.

The CHAIRMAN. Would not that be advisable?

Mr. PALMER. I made a recommendation for that in the first report I sent to Congress, in which I stated that it would be an advantage to the Government Printing Office if we could have the authority to make such exchanges.

Mr. HAWLEY. Is it not the uniform custom of private printing establishments to make such exchanges?

Mr. PALMER. Yes, sir; and sometimes with advantage to themselves.

Now I call the attention of the Senator to the following section, section 22, which provides that when these articles are condemned as unserviceable, then the Public Printer may sell the same to the highest bidder for cash, and he is allowed to exchange them only when in his opinion the sums offered for the advertised property shall be deemed too low. So we throw upon him the burden of first making the effort to sell, and only in the event that the property is about to be sacrificed for some insignificant amount is he permitted to exchange the old material in part payment for new.

The PRESIDING OFFICER. The reading of the bill will proceed.

The Chief Clerk read sections 22 and 23.

Mr. COCKRELL. I should like to know for what period of time the Public Printer's report is to be made.

Mr. MANDERSON. Naturally I should say that, being made the first day of each regular session of Congress, it would be for the year preceding. It is exactly the present law under which we have had the Public Printer to make reports.

Mr. COCKRELL. How has he been making his reports? Has he been making them for the fiscal year?

Mr. MANDERSON. For the fiscal year.

Mr. COCKRELL. This is more directly under the control of Congress than any other branch of the service, and it strikes me that instead of the report being for the fiscal year it ought to come up to the end of the first quarter, to the 30th of September. That could be very readily done, and it would give Congress a great deal better idea of what had been done near the meeting of Congress and give it better information than to let the report date back only to the 30th of June. We have been heretofore appropriating money and requiring only a certain amount to be expended in each quarter or each half of the year.

Mr. ALLISON. In each half.

Mr. COCKRELL. The Public Printer could very readily render his account up to the 1st of October. That would be three months longer, and it would simply give Congress that much more information. That is the only suggestion I make.

Mr. MANDERSON. The Senator from Missouri is far more familiar with that subject than I am. The joint committee, finding that the reports had been made up to the end of each fiscal year, at the commencement of each session of Congress, did not

think it desirable to make any change, as there seemed to have been no complaint in regard to the matter. I think myself perhaps it would be far more valuable as a report to Congress if it were brought up to the first day of the session as to the general conduct of affairs in the Public Printing Office. I think the Public Printer would naturally do that thing; but as to his accounts, I do not know whether it is desirable to make an exception in his case to the rule which I think obtains as to all officers of the Government, that they shall make their accounts of receipts and disbursements to the end of the fiscal year. I certainly have no objection, if the Senator thinks it desirable to make the Public Printer an exception to the general rule, that the bill should be so amended.

Mr. COCKRELL. It would simply give Congress more specific information in regard to the progress of the work. We frequently do not know when a document is to come out. Sometimes it is delayed, as the Senator well knows. For example, take volume 1 of the United States Geological and Geographical Surveys by Wheeler west of the one hundredth meridian, I believe. Of those volumes, 2, 3, 4, 5, 6, and, I believe, 7 or 8, whatever the exact number was, were issued, and volume 1 came out in the past year. Evidently it was in the course of preparation when it was given the number of volume 1, and I suppose every Senator probably has had a dozen applications for it, supposing, as a matter of course, that as volumes 2, 3, 4, and 5 had been printed, certainly volume 1 had been printed, when it had not been actually printed and issued by the Government Printing Office. So it is sometimes with other publications. This would enable us to know exactly the progress that had been made. As a matter of course it would be information which the Committee on Appropriations always has to obtain before it passes upon any of these appropriation items.

Mr. ALLISON. I suggest to the Senator in charge of the bill that I think this section ought to be more definite and significant. Whilst it may be, as is stated, I see, in the report, substantially a

reprint of the existing law, it seems to me that the Public Printer should be required to make full statements, such as are required here for the past fiscal year; and then under the latter clause of the section he should be required to give such other information touching the matters connected with the Printing Office as may be in his possession. That would cover a portion of the current fiscal year, showing, if you please, the amount of printing which had been done since the last fiscal year closed, and on what account, the probabilities as respects the work in hand, etc. That information is usually imparted by the Public Printer to the committees of this body in making up the appropriations for the fiscal year, and especially has it been imparted for the last two years, because usually there has been a deficiency in the regular annual appropriations for the public printing.

The Committee on Appropriations has usually called the Public Printer before it or required the Public Printer to make a statement of the exact condition of the printing for the first six months of the current fiscal year. So I suggest to the chairman that he provide for a full, specific, and definite report as respects the fiscal year closed and then that the Public Printer shall give such other and additional information respecting the current work as may be practicable at the time. It seems to me that would make this perfectly clear.

Mr. MANDERSON. I should be very glad if the Senator would suggest any amendment that will reach that result. As I have said, this is, I think, the identical language of the existing law.

Mr. ALLISON. So I see.

Mr. MANDERSON. The law was passed originally in 1860 and was amended in 1861, 1864, 1865, 1866, and 1872. We have been acting under this law since 1872 as it now reads.

Mr. ALLISON. What is section 3821 of the Revised Statutes?

Mr. MANDERSON. I will read it, and the Senator will follow section 23.

The Congressional Printer—

We change of course to the present appellation of Public Printer—

shall, on the first day of each session, or as soon thereafter as may be practicable, report to Congress the exact condition, and the amount and cost of the public printing, binding, lithographing, and engraving; the amount and cost of all paper purchased for the same; a detailed statement of proposals made and contracts entered into for the purchase of paper and other materials and for lithographing and engraving; of all payments made, during the preceding year, under his direction; of the amount of work ordered and done, with a general classification thereof, for each Department, and a detailed statement of each account with the Departments or public officers; a detailed statement of the number of hands employed in the establishment, and the time each has been employed; and such further information, touching all matters connected with the Printing Office, as may be in his possession.

I do not think the changes are at all material. We strike out, as I recall it now, the words "as soon thereafter as may be practicable," so as to absolutely require that this report shall come in on the first day of the session.

Mr. ALLISON. It may be that the present phraseology is definite enough to cover what is required in the report; but I think in any report there should be a distinction drawn between a report as respects a fiscal year closed and one current. If that distinction could be drawn here in a way to make it clear, I think it might be wise to do it; but I have no doubt that the Public Printer under this section would give a detailed statement of the affairs of the office for the last fiscal year, and, if required, certainly would give the condition of the Printing Office at the moment of making his report.

Mr. MANDERSON. I think that has been his practice in his reports.

Mr. ALLISON. It has been, I know.

Mr. MANDERSON. That is to say, in his detailed statements. In his financial statements he confines himself to the fiscal year passed, but when he comes to his report proper he makes comments upon the current business.

Mr. ALLISON. We might say, on page 9, line 2, "shall report to Congress for the last fiscal year." That would make it clear.

Mr. MANDERSON. I do not object to the change.

Mr. ALLISON. In the eighth line the phrase is used, "during the preceding year," of course meaning the fiscal year, as respects accounts. I do not suggest that modification unless it is perfectly acceptable to the Senator, because I think probably the present phraseology is sufficient.

Mr. MANDERSON. He is doing now and has been for many years exactly that same thing.

Mr. ALLISON. Then perhaps it is wise to leave it as it is.

The PRESIDING OFFICER. The reading of the bill will proceed.

The Chief Clerk read section 24, as follows:

SEC. 24. The employés of the Government Printing Office, whether employed by the piece or otherwise, shall be allowed leaves of absence with pay to the extent of not exceeding thirty days in any one fiscal year under such regulations and at such times as the Public Printer may designate. Such employés as are engaged on piecework shall receive the same rate of pay for the said thirty days' leave as will be paid to day hands: *Provided*, That those regularly employed on the CONGRESSIONAL RECORD shall receive leave, with pay at the close of each session pro rata for the time of such employment: *And further provided*, That it shall be lawful to allow pro rata leave to those serving fractional parts of the year. § 305

Mr. COCKRELL. As I understand that leave of absence matter it is just as the existing law is.

Mr. MANDERSON. Exactly, except a change which I do not think is at all material, but it was thought well to insert it—the words "shall be allowed leave of absence with pay to the extent of not exceeding thirty days in any one fiscal year."

The PRESIDING OFFICER. The reading of the bill will be continued.

The Chief Clerk read section 25, as follows:

SEC. 25. There shall be reserved by the Public Printer from the quota of each Member of Congress and Delegate one copy of the CONGRESSIONAL RECORD in unstitched form, to be delivered upon demand of each Member or Delegate; and there shall be furnished to each standing committee of Congress one copy, which shall be bound promptly in paper when each semimonthly index shall be issued and shall be delivered without delay; and the Public Printer shall supply, at the end of each session, to each standing committee, filling requisition therefor, one set of the permanent RECORD bound in half Russia, with the name of the committee printed on the back. § 906

Mr. COCKRELL. I should like to have the Senator explain what is the difference now; what change does this make? What is meant by the RECORD in unstitched form?

Mr. MANDERSON. This action is taken at the suggestion of the very efficient foreman of printing, Capt. Brian, and is in the direction of economy. Nearly every member of Congress sends to the Public Printer every two weeks during the session the stitched copies of the RECORD, that they may be put in bound form for his convenience. Now, the proposition is that one copy shall be retained at the Government Printing Office unstitched, and that whenever the index shall be published, every two weeks, there shall be sent to him a bound copy with the index. It saves the expense of stitching and then tearing apart again for the purpose of rebinding. In the testimony, I think of Capt. Brian, will be found a statement of how large an amount of money this means when you take the large number of RECORDS that are thus sent to the Public Printing Office. § 508

Mr. COCKRELL. On what page is Mr. Brian's testimony?

Mr. MANDERSON. At page 25 the testimony begins. It is the testimony of Mr. White, who is the foreman of binding, on page 81. On page 83 of the report will be found what is meant by it:

The CHAIRMAN. Have you any suggestions to make as to any proper change to be made in the binding of Government publications?

Mr. WHITE. Yes, sir; I have given this matter some little thought since I was told that I would be called before this committee. There is one change which should be made at once, and that is in reference to the binding of the CONGRESSIONAL RECORD for Senators and Members. Each Senator and Member has a copy of the RECORD bound up to date about every two weeks, as the index appears, and the RECORDS are sent to the bindery with the wire stitches in them. Those wires have to be taken out and the RECORDS pressed, making the expense of binding them about $1.25 a volume. If the Public Printer were authorized to retain a sufficient number of copies, unstitched,

to be bound up as called for by Senators and Members, they could easily be bound for 75 cents a volume.

The CHAIRMAN. The difference in cost being the expense of taking out the wire stitches?

Mr. WHITE. Yes, sir; taking the old stitches out and preparing the RECORDS for binding. The RECORD for the Fifty-first Congress made about 28 volumes.

The CHAIRMAN. That is, the two sessions?

Mr. WHITE. Yes, sir. I find that the saving by the plan I suggest would be about $6,000 in binding the number of volumes composing the proceedings of the Fifty-first Congress.

The CHAIRMAN. Your idea is that each member of Congress should be furnished, in the first instance, with the RECORD every morning, placed upon his desk or delivered at his house, as he prefers, and that from his quota another copy should be retained at the Government Printing Office, unstitched, to be bound when the index comes out, which is every two weeks?

Mr. WHITE. Yes, sir; to be bound and delivered to each Senator and Member with his name on it.

So it is to save that expense that this proposition is adopted.

Mr. GORMAN. I suggest to the chairman of the committee that he had better strike out the words "upon demand of" before "each Member or Delegate," and insert "to:" so as to provide that these volumes shall be delivered to them the same as to the committees.

Mr. MANDERSON. I certainly have no objection to that. The idea was that perhaps there might be some who would not need them, and if so, the expense of binding those copies would be saved.

The VICE-PRESIDENT. The amendment proposed by the Senator from Maryland will be stated.

The CHIEF CLERK. In section 25, line 4, it is proposed to strike out the words "upon demand of" and insert in lieu thereof the word "to;" so as to read:

To be delivered to each Member or Delegate.

Mr. MANDERSON. I certainly have no objection to that amendment.

The VICE-PRESIDENT. The question is on agreeing to the amendment.

The amendment was agreed to.

Mr. ALLISON. May I ask the Senator in charge of the bill whether these provisions change in any way the present custom. I understood from the reading of the testimony that it is proposed to furnish to each Member and Senator only one copy. The present custom is to furnish to each Senator a copy at his place of lodging or house and also a copy on his desk.

Mr. MANDERSON. That is not changed. Further on in the bill we provide for that, when we come to the distribution of the CONGRESSIONAL RECORD. This part of the bill simply applies to the duties of the Public Printer, and I will say here what perhaps I should have said before. The effort of the committee has been to make a complete codification of the printing law and repeal in set terms all provisions of law that now exist with reference to the public printing. When we came to make this examination we found a most lamentable condition of the law. The public printing was being done not only by general law, in laws found in appropriation acts, but much printing was being done for which there seemed to be no warrant whatever in the law. It had grown up upon orders from committees, orders from officers of the two Houses or from the Departments, and it was considered well to make a repeal of all existing statutes, and in this bill to make such codification of the law that one could turn to it and find warrant for whatever it was thought well to do in the way of public printing. So when we come to the proper place in the bill the matter of the distribution of the CONGRESSIONAL RECORD will be found.

Mr. COCKRELL. Has this question been considered by the committee?

§906 There shall be reserved by the Public Printer from the quota of each Member of Congress and Delegate one copy of the CONGRESSIONAL RECORD in unstitched form, to be delivered to each Member or Delegate; and there shall be furnished to each standing committee of Congress one copy, which shall be bound promptly in paper when each semimonthly index shall be issued and shall be delivered without delay; and the Public Printer shall supply, at the end of each session, to each standing committee, filing requisition therefor, one set of the permanent RECORD bound in half Russia, with the name of the committee printed on the back.

Now, is that to be additional to the one copy that is furnished?

Mr. MANDERSON. Yes, and for the reason which I shall state. This will be the practical working of this section, I understand. In the unstitched form there will be retained at the Public Printing Office of the quota of each member of Congress one set that will be sent to him every two weeks when the index of the RECORD is printed.

Mr. COCKRELL. But it does not say so.

Mr. MANDERSON. Why not?

Mr. COCKRELL. This section does not say so.

Mr. MANDERSON. Why not?

Mr. COCKRELL. How does it?

Mr. MANDERSON.—

There shall be reserved by the Public Printer from the quota of each Member of Congress and Delegate one copy of the CONGRESSIONAL RECORD in unstitched form, to be delivered to each Member or Delegate.

Mr. COCKRELL. Delivered when? When would that copy be delivered?

Mr. MANDERSON. "When each semimonthly index shall be issued."

Mr. COCKRELL. But it does not say so.

Mr. MANDERSON. Let us make it say so if that is not sufficiently explicit.

§906 Mr. COCKRELL. That is the point exactly. That is what it does not say when you read it and analyze it.

Mr. MANDERSON. That is the purpose.

Mr. COCKRELL. That is the end. There is a semicolon there, and then follow the words "and there shall be furnished," etc. It is a new sentence practically—

and there shall be furnished to each standing committee of Congress one copy, which shall be bound promptly in paper when each semimonthly index shall be issued—

That is the one copy reserved for the committee—

and shall be delivered without delay.

Mr. MANDERSON. The language may be somewhat ambiguous. I suggest to the Senator in order to reach certainty in the matter, and that is all we want, to insert, in line 6, after the word "which," the words "copies for members and committees;" so as to read:

And there shall be furnished to each standing committee of Congress one copy, which copies for members and committees shall be bound promptly in paper when each semi-monthly index shall be issued.

Mr. COCKRELL. That will do.

Mr. MANDERSON. That will reach it.

The VICE-PRESIDENT. The question is on agreeing to the amendment proposed by the Senator from Nebraska.

Mr. COCKRELL. Now, Mr. President, I want to appeal to the Senator. What is the necessity for furnishing all the standing committees of the Senate with a bound set of the CONGRESSIONAL RECORD, with the name of the committee upon it, as the property of the committee.

We have from six to ten volumes of the RECORD at a session. Already there is scarcely a committee room that has space enough in it for the books it has, and we are here constituting every standing committee a library of the whole CONGRESSIONAL RECORD. How many years will it be until there will not be a committee room here that will hold the bound volumes of the CONGRESSIONAL RECORD? I do not think the standing committees ought to have any bound copies of the RECORD. They have no right to it: it is of no benefit to them. They get a copy during the session of the Senate. That is necessary. We have a certain number of copies here in the Senate library that every Senator has access to. Why shall we have in each standing committee room a library containing all these volumes? It seems to me that it is just that much absolute waste. I do not think it is of any benefit at all.

Mr. MANDERSON. I quite agree with the Senator in his criticism upon that subject, but the committee found that under the existing law or under the custom, I do not know which it is, there is regularly bound at the end of each session in half Russia a full set of the permanent RECORD, and it is delivered to the committee rooms. The Committee on Printing were somewhat loth to depart from this custom, but they did so to this extent, and I call the attention of the Senator to the language of the section:

The Public Printer shall supply, at the end of each session, to each standing committee, filing requisition therefor.

So the new departure proposed by the committee is that a set of the permanent RECORD shall only be furnished to such committees as make requisition upon the Public Printer for it, and those that do not need it (and I confess that I think very few do need it) need not make requisition and need not have the RECORD in permanent form.

Mr. COCKRELL. I was chairman once or twice of a standing committee, and I have had the honor of being on the committee of which the distinguished Senator from Iowa [Mr. ALLISON] has been chairman for many years. I never have seen any bound copy of the CONGRESSIONAL RECORD furnished the Committee on Appropriations, and it never has been furnished to any committee that I have been chairman of. I confess that when I read this provision last night I was considerably astonished to find that it was said here that all the standing committees of the Senate had had a complete set of the CONGRESSIONAL RECORD bound in this way with the name of the committee upon it. I have no recollection of anything of that kind. It has not been thus bound for the committee of which I have been chairman, and it has not been furnished to it.

Mr. PLATT. Bound in what way; in the ordinary way or some other way?

Mr. COCKRELL. Bound in any way. I have had furnished to the committee during the session copies of the RECORD every morning. The committee gets that, but then at the end to have

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a complete bound set furnished to the committee I think is a terrible waste, and there is no occasion for it, because there is not a committee here that has room enough to keep these bound volumes for more than a few sessions. I can not recall these bound volumes of the CONGRESSIONAL RECORD in any committee room of the Senate.

Mr. VEST. Are they charged for?

Mr. COCKRELL. That is the question. That is the very point I am calling to the attention of the chairman of the Committee on Printing. If these things are charged for I should like to see where they have gone. I do not understand that they have been furnished. I do not think that the information is correct, and if it is correct I doubt very seriously whether the committee have ever received these bound volumes, and if they ever have received them they have no use for them, and we ought to stop it and put an end to it by express legislation.

Mr. MANDERSON. I have personal knowledge only of the one committee of which I am chairman, and I know there is de-

livered every year one set of the permanent RECORD, on the back of which is marked "The Committee on Printing."

Mr. COCKRELL. That I think is very proper. It is probable that that is done for the Committee on Printing, but I can not believe that it is done for all the other standing committees.

Mr. MANDERSON. That is the understanding I have had.

Mr. COCKRELL. I should like to have some Senators who are chairmen of committees state what is the fact in regard to that matter.

Mr. ALLISON. I do not see the chairman of the Committee on Finance here, but I think that committee receives a copy. Certainly the Committee on Appropriations does not, or if it does we have no place to deposit the copy. Our committee room is filled with documents and papers relating to current affairs. We have a few decisions of the Court of Claims there, etc., but we certainly have not a set of the RECORD.

Mr. MANDERSON. Not of the permanent RECORD?

Mr. ALLISON. Not the permanent RECORD, and never have had to my knowledge.

Mr. PLATT. I do not speak with a great deal of certainty on the subject, but it is certainly my impression that I have taken from those copies which are awarded to me as a Senator during the session, and which may be bound up at the end of the session if any remain which are not sent out, and have obtained a set for my committee room. I have taken my own personal set for my committee room.

Mr. COCKRELL. Then your committee has been furnished with a copy?

Mr. PLATT. Not as I understand it.

Mr. MANDERSON. There may be no uniformity of action in the matter. We all know what has been the course with reference to books in committee rooms. They have become, as is suggested by the Senator from Missouri, a burden to the committee rooms, and many committee rooms have been stripped entirely of Government publications; some of them have bare walls that used to be lined with shelves of books. I know that this permanent RECORD has come to the Committee on Printing. I am informed by the chairman of the Committee on Foreign Relations that it has come regularly to his committee. But whether it be true or not as to all, the question now is——

Mr. COCKRELL. One moment. Does the chairman of the Committee on Foreign Relations say that at the close of the session a bound set of the volumes of the RECORD has been sent to the Committee on Foreign Relations with the name of that committee on it?

Mr. MANDERSON. Yes, I so understand.

Mr. SHERMAN. I certainly receive copies periodically in the Committee on Foreign Relations.

Mr. COCKRELL. Oh, the Committee on Foreign Relations receive every morning a copy of the RECORD.

Mr. SHERMAN. Oh, no; we get a regularly bound set every two or three weeks. It is very convenient indeed, and very necessary for the committee.

Mr. MANDERSON. No, but we are speaking of the permanent RECORD.

Mr. SHERMAN. I mean the permanent RECORD. The CONGRESSIONAL RECORD; is that what you mean?

Mr. COCKRELL. You mean that it is bound semimonthly with the index to it?

Mr. SHERMAN. Yes, sir.

Mr. COCKRELL. Now, after the session closes is your committee furnished with a complete bound set of nine or ten volumes, with the name of the committee on it?

Mr. SHERMAN. No; we have the one that is furnished to us. It is generally indexed through. We have it there always.

Mr. COCKRELL. That is a very different matter. That this bill provides for. Then the question is whether at the end of the session a bound set is furnished to the committee.

Mr. SHERMAN. Oh, no; I did not say that.

Mr. COCKRELL. The question is whether complete bound volumes of the CONGRESSIONAL RECORD are furnished to the standing committees with the name of the committee upon the back.

Mr. SHERMAN. No; there is simply one copy furnished from time to time, bound in a very convenient form, about half the size of the ordinary volume.

Mr. COCKRELL. I understand that is what the law provides for. We have a semimonthly index, and the RECORD is attached to it. Those are all bound together and furnished. I have never had them bound, but last session I was furnished one or two. I never got them, and if they were ever furnished to my committee I never saw them.

Mr. ALLISON. On further inquiry I am able to say that the Committee on Appropriations does not receive bound copies of the RECORD, nor does it receive bound copies of any public document.

Mr. MANDERSON. Does the Senator say that the Committee on Appropriations, as one of the standing committees of the Senate, has not received the bound documents known as reserve? §906

Mr. ALLISON. I so understand.

Mr. MANDERSON. Then it must be because some order has been made that they shall not be delivered to the committee rooms.

Mr. ALLISON. I think it originates from the fact that the Committee on Appropriations, with a good many other committees of this body, are committees of recent organization, and that this set is furnished under some old order only to the older standing committees of the body that have been in existence for a long time. It does not apply to new committees. I am informed by the clerk of the committee, who knows about everything as respects these matters, that the committee does not receive bound copies of the RECORD or of any public document.

Mr. MANDERSON. That simply emphasizes what I said a while ago as to the great difficulty that the Committee on Printing labored under in ascertaining under what law or custom the printing and binding and the distribution and delivery of books had been made. The committee certainly were under the impression that the permanent RECORD was furnished to each committee as the reserve documents, so-called, are furnished to each committee. §906

The question, however, that is important now is to know whether it is advisable to permit any committee that may want the permanent RECORD and will file a requisition therefor to have it. I certainly, so far as any committee that I am connected with may be concerned, have no desire for it. As the Senator from Missouri says, it can very easily be obtained at any time by sending to the Senate library for it: and if it is considered best to strike out the provision that upon the requisition of a committee a set of the permanent RECORD shall be furnished, let us strike it out. The Committee on Printing certainly are not tenacious for anything there is in the bill.

Mr. COCKRELL. I understand that.

Mr. MANDERSON. The committee have simply tried to perform the duty with which they were charged by the Senate and bring this bill here for consideration, making such economical changes in the existing law as they deem advisable. If in the further interest of economy it is well to strike this out, let us strike it out. All it needs is a motion.

Mr. COCKRELL. Here is the point: Is there any testimony in the report of the committee which indicates that these copies have been furnished? That is the question that I want the committee to look into. That is the reason why I raised the point.

Mr. MANDERSON. I was under the impression——

Mr. COCKRELL. If there is any evidence which has been furnished the committee I should like to have it traced, for I certainly have misunderstood the whole question if the permanent RECORD is so furnished. I think it very natural and very probable that they would furnish the Committee on Printing with a set, but certainly I can not think it has ever been furnished to any other committee. I do not believe it is necessary to furnish it to any committee. That is my judgment clearly.

There is no committee in the Senate that has a room large enough to hold the RECORD for any considerable length of time. We have 25 or 50 copies here in the Senate library under our own control, and the library is on the same floor with one-third of the committee rooms, and the committees can very readily get the RECORD there. If one committee makes a requisition and gets it, some other committee may get it for two or three sessions and it will take up a good deal of space, and then the next chairman will abandon it and it will amount to nothing. Certainly I do not believe Congress will undertake to furnish room to store the bound volumes of the RECORD for every standing committee that may undertake to get it.

Mr. MANDERSON. The Senator can very easily reach what

he desires by moving to strike out these lines. There is no one tenacious for them. I certainly am not.

Mr. VEST. I agree with my colleague; my experience makes me very positive on this subject. Any Senator, whether he is chairman of a committee or not, who desires to refer to the CONGRESSIONAL RECORD sends to the document room or the Senate library. It is simply impossible that we should keep these bound public documents in our committee rooms.

The statement made to-day by the chairman of the Committee on Appropriations is a most significant one. I called attention
§906 to this matter some years ago, but without any success, I believe. He states that he does not know of any bound public documents coming to the Committee on Appropriations, one of the first committees of the Senate. He will find upon examination that all these documents have been sent there and carted to the basement of the Capitol or wheeled there in a wheelbarrow. I have not visited it this session, but I did last, and the basement of the Capitol to-day, I undertake to say, is crowded with old débris in the shape of bound documents and unbound documents sent from the Printing Office that are rotting and producing foul air; and we hear complaints daily in regard to the atmosphere of this Chamber. All these documents are necessarily carried there. There has been a struggle between the Printing Office and the officers of the Senate as to getting rid of them. The Public Printer says he has no place for them. The officers of the Senate say they have no place to store them. There is no room in the committee rooms for them.

Nothing can be better evidence of the necessity of reform than this simple statement. There is no necessity for issuing these bound copies of the CONGRESSIONAL RECORD to committees. I have been chairman of regular committees, and I am chairman now of a special committee. If I want a volume of the CONGRESSIONAL RECORD I send to Amzi Smith for it, and so does every other Senator. It is only rarely that a Senator wants a copy of the CONGRESSIONAL RECORD to take to his residence or to his committee room, and then he sends for it, and it is charged to him out of the 30 copies that are there for the use of Senators.

If we ever propose to commence anything like reform in this printing business, it must be right upon such items as this. I am decidedly in favor of striking out the whole provision.

Mr. COCKRELL. While we are on this question, in view of what my colleague has said, I should like the Senator from Nebraska to answer whether any complete sets of the bound documents are furnished to standing committees, as it is said that the RECORD has been furnished. I think that is a very important question. If they are furnished, as the Senator from Iowa has said, and they are not furnished to the Committee on Appropriations—there is no room for them and they are not wanted. Now, where are they?

Mr. ALLISON. I did not say that the Committee on Appropriations was furnished with them. On the contrary, I said the Committee on Appropriations, from its inception and organization, as I understand, has never been supplied with a copy of the bound volume of the RECORD or with a bound copy of any public document issued by Congress.

Mr. COCKRELL. I am only saying that the committee has not been furnished. Is it charged that it has been furnished? That is the question I want to know.

Mr. ALLISON. That I do not know.

Mr. COCKRELL. That is the question I am after. That brings it right down to the point. I want to know whether it is charged that the Public Printing Office has furnished the Committee on Appropriations with a complete set of the bound volumes, and whether it is charged that it has furnished other standing committees; because this is not a new question; it is a question of long standing. We want to know what has been the record in the Public Printing Office as to whether these charges have been made of a complete set of all the bound documents being delivered to each standing committee of the Senate and also a set of the bound volumes of the RECORD. It is a very important question. I am certain you can not go to a committee room here and find such volumes there; and if they are not there, where are they? There is not room enough to hold them, and I never supposed that they were furnished.

Mr. CULLOM. I suppose in the case of any committee if the committee asks for them it could have them furnished. They are in the building for that purpose, are they not?

Mr. VEST. There are 30 copies of the bound RECORD in the document room.

Mr. CULLOM. I do not know anything about it myself, but I have supposed always that a set was furnished for every committee of the Senate, and that it was given to that committee. I do not know whether that is the case or not.

Mr. VEST. The reports of the bureaus and the Departments are furnished to the committees. I understand that they have been furnished for years.

Mr. COCKRELL. Bound?

Mr. VEST. Yes, bound. There is no room for them in the committee rooms. Where do all the documents come from that are in the basement of the Capitol?

Mr. CULLOM. That is the difficulty. There is no place to put them.

Mr. VEST. Where does all this débris come from?

Mr. COCKRELL. My good friend from Iowa shakes his head. I suppose very few Senators are more closely in their committee rooms than the Senator from Iowa. He has been chairman of the Committee on Appropriations about as long as any Senator has been chairman of a committee, and he ought to know about it. I was chairman for a short time, two years, of one committee, and two years of another standing committee, and I did not know anything about it. If they were furnished I never heard of it.

I am directing the attention of the chairman of the Committee on Printing to that particular inquiry, because he has the facilities for ascertaining specifically, so that we may know exactly. I propose, if that is the case, that the amendment I shall offer to this section shall not only prevent the furnishing of the RECORD in bound form after the close of the session to each standing committee, but also all the other documents. Then each committee can get it at any time it wants. The chairman of a standing committee of the Senate, if any book be absolutely necessary for the transaction of the public business, has authority to make a requisition and have it furnished, even if it is not a public document. If it is a public document, we have whatever number of copies there may be in the Senate library, 25 or 50 copies, and they can always be had there, to be charged to the committee and returned when they are through with it.

Mr. VEST. Mr. President, I want to state one single fact. The ex-clerk of the Committee on Commerce, of which I have been a member for ten or twelve years, has just stated to me that at one time he took out from our committee room twenty-five bags of public documents and put them in the basement of the Capitol—twenty-five bags for which there was no earthly use or place.

Mr. CULLOM. They were old, were they not?

Mr. VEST. No; they had been sent there from week to week and from month to month from the Public Printing Office. The books are rotting now in the basement of the Capitol, and the leather on the books and the paper: and we complain of foul air here. The upper portion of the Capitol was last session crowded with public documents, until the Architect of the Capitol came to our Committee on Public Buildings and Grounds and said that unless something was done a fire might originate which would blow off the roof of the Capitol. It would not destroy the walls——

Mr. COCKRELL. They were unbound documents.

Mr. VEST. They were unbound documents, but down in the basement are the bound documents. It is damp in the basement and they can not burn there, but they will rot there if they are not taken out. They are there with the tags on them, with the names of the committees. That has been the case for years. I called attention to it some five or six years ago. It did no good, and it has gone on increasing. I have not visited there this session, for it is not a pleasant place to visit, but as a member of the Committee on Public Buildings and Grounds I made a personal investigation a year ago and found that state of things to exist.

Mr. MANDERSON. I do not think that the Senator from Missouri who last addressed the Senate [Mr. VEST] need lose heart. The desirable result that he wishes will be accomplished by the passage of this bill. His frequent efforts in behalf of a more economical administration of affairs and a proper disposition of this vast accumulation of plunder that he refers to will all be reached by the passage of this bill.

Mr. VEST. I am not attacking the bill.

Mr. MANDERSON. I do not understand that the Senator is; but take the very statement that he made. My impression certainly has been (perhaps I reached that conclusion because of the experience in my own committee room) that not only was this permanent RECORD, but what we know as the reserved documents which contain every publication that has been made by Congress, sent regularly to every committee room that would receive them. The vast accumulation that the Senator refers to in the basement of the Capitol was the output from the committee rooms that were crowded in their capacity by this vast collection of public documents.

Now, we propose to reach that very evil. It is true that in this Capitol, by this refuse material that has been sent to the basement from the committee rooms, from abandoned quotas of members of the two Houses of Congress and from many sources, from the overflow of the document room and of the folding room, there are hundreds of thousands of documents that seem to be without an owner. There is no power under the present condition of af-

fairs to dispose of them. They are not the private property of the chairmen of committees. A chairman finds them in his committee room, and he sends them to the basement of the Capitol, and there they are put in bags, tagged with the name of the committee. He does not feel that he has any right to distribute them or to sell them and put the money into the Treasury of the Government. This bill proposes to reach that accumulation. Turning to section 70 of the bill I read, so as to show that we are at least trying to accomplish some reform in this direction:

All documents at present remaining in charge of the several Executive Departments, bureaus, and offices of the Government not required for official use shall be delivered to the superintendent of documents, and hereafter all public documents accumulating in said Departments, bureaus, and offices not needed for official use shall be annually turned over to the superintendent of documents for distribution or sale.

Under the provisions of this proposed act. That is designed to meet the great accumulation of documents in the Departments. In the Executive Departments the same condition of affairs exists. We propose to take them out, if we can, and have an annual house-cleaning hereafter. Now, the next provision is as follows:

The Secretary and Sergeant-at-Arms of the Senate, and the Clerk and Doorkeeper of the House, shall cause an invoice to be made of all books stored in and about the Capitol other than those belonging to the quota of Members of Congress and Delegates; and all such documents, unless ordered to be retained by the chairmen of committees by which they have been stored, shall be transferred to the superintendent of documents for distribution and sale, as provided in this act, and such invoicing and transfer shall be made annually hereafter.

The object of this measure is to take this rotting stuff referred to by the Senator from Missouri [Mr. VEST] and give it its proper distribution among the people. So we are trying to reach many of the evils. We can not reach them all in the section under consideration.

As to the matter in question here which has been raised by the Senator from Missouri [Mr. COCKRELL], I have no desire, and no member of the committee has any desire, to force the permanent RECORD or any documents upon the committees. We found, or supposed we had found, that the practice was as I have stated, that these books were sent to the standing committees, and now we do not want them forced upon the committees, but we say they shall be sent there only upon the requisition of the chairmen.

Mr. HAWLEY. I think I can relieve the Senate on this question very largely. I have consulted the distinguished keeper of the Senate document room, whom we affectionately call Amzi, and he tells me there has been assigned to him, under some old rule, whereof the memory of man runneth not to the contrary, 36 copies. Eighteen he has kept for that consulting library to which reference has been made. That is where you get a book at any time you want it—a certain number of a certain Congress of that 18. Of the other 18, under this old rule, it was the habit to give bound sets to committees. Some committees have been formed since that rule—nobody knows when—was made, and they have not had them; and of the eighteen who are entitled to them many refuse them, and those who took them in many cases have ordered them to the basement.

Now, the Senate Committee on Printing had reason to suppose that the committees had them. We did not know why all should not have a right to that set because some chairman had at some time or other a set and he did not want it any more. That is true as to a few of the old original committees, but not true as a general thing. Our Committee on Printing proposes to reduce the evil so that no committee need have it unless it should order it sent. If it is well, as my colleague, the chairman, says, that we should not even give the privilege to a committee—and I do not know that it is a privilege—of having a bound set, we have no objection. It requires but to strike out a single line here. I know that so far as the committee room is concerned of which I have the control I long ago cleared out from it, so far as I could, every book that did not pertain strictly to the business of the committee.

Mr. SHERMAN. Mr. President, I had a little experience in regard to these public documents some years ago which probably might be duplicated by several other committees. When I first became chairman of the Committee on Foreign Relations I found that the vast mass of books which had been sent to that committee room, three volumes deep in great cases, were so disarranged that we could not by possibility find a book that we wanted on any subject. I had a very excellent clerk, and during one vacation I got him to clean out the whole of those books and put them in bags, wrapped in the best possible way, and send them down. I do not know where; I have never seen them since. There are, I suppose, somewhere in the basement of the Capitol thousands of volumes; but we selected from these all that related to diplomatic intercourse, including the American State Papers and American Archives and several other books of reference that had been purchased in the beginning of the Government almost by the Committee on Foreign Relations.

Now, we have a large library, easily accessible, so that anyone at any time can find the volume of diplomatic correspondence for any year, or he can find any letter or question that has been discussed in our diplomatic intercourse. It is a comparatively small library and that is kept up. The diplomatic correspondence is still sent to us, and as to the other documents I do not know where they are sent.

I know the abuse in the accumulation of public documents. I have in my house at home the public documents that have been furnished for thirty-six years. They fill case after case in the garret, and in the cellar sometimes, being the accumulation of a single person. I do not know how many volumes there are; I would not undertake to guess. There are about one hundred a year issued, are there not?

Mr. MANDERSON. Yes, at least that number of reserved documents; more than that now, I think.

Mr. SHERMAN. Those are sent; and they are of no value to a member of Congress; very few members of Congress could find a place to store them. Certainly with the accumulation I have I shall have to either burn them up or get rid of them in some way.

The old method of distributing documents no doubt commenced at the beginning of the Government, when the number distributed would be eight or ten volumes. Indeed, when I first entered public life the Globe was in one or two volumes during a session; three volumes would be a large edition of the Globe for a session. It was cut down a great deal. Now the RECORD itself goes up to eight and ten volumes on an average a year, and it is a vast accumulation which in a very few years would fill almost any house.

In my opinion, as I told my friend on my right here, I think he ought to go a great deal further, not only in decreasing the number of volumes but in cutting down the debates. I believe we ought to have an editor of what is called the RECORD of Congress. There is a vast mass of matter——

Mr. MANDERSON. How long do you think he would live? [Laughter.]

Mr. SHERMAN. I do not know. You say that he would be killed off within a week. I do not want anybody killed off.

Mr. COCKRELL. How would the Senator have that editor selected?

Mr. SHERMAN. I would have selected the most courageous man in America [laughter], and I would give him free latitude to cut and improve my speeches whenever he wanted to do so, provided he reduced them in volume.

Mr. President, I know it is pretty difficult to undertake to do this task, but it ought to be done. In our kindred countries abroad it is done. The debates in the English Parliament, Hansard's Debates, are conducted by a private enterprise and they are really admirable, in volumes of reasonable size and easily handled. It is so also with the Chamber of Deputies in Paris. I do not think that the effete monarchies, as we used to call them, some of them getting to be republics, should have to set us an example about such things; and if we had the RECORD reduced to three volumes a year, as it used to be under the wise management of Blair & Rives—or rather of Mr. Rives, because I think Mr. Blair had nothing to do with the Congressional Globe; if we had some prudent and careful management that would not be interested in swelling the volumes to great numbers it would be a very good thing to do.

I see that my friend on my right is very anxious about this bill. I suppose it will reduce the expenditures of the Government three or four hundred thousand dollars, a considerable sum; but in my judgment if he would cut a little deeper and print less volumes, and distribute less, he might cut off the expenses of the printing for the Government of the United States from one to two million dollars a year. I suppose it now reaches more than that, does it not?

Mr. ALLISON. Nearly $3,000,000.

Mr. SHERMAN. The expenditures reach nearly $3,000,000 now for printing. If there is any desire to promote economy I hope the honorable gentleman of the House of Representatives, who is said to be the great disciple now of economy, will take hold of this matter and put an end to this extravagance. I for one will join with him in doing it.

This effort of my friend from Nebraska to bring order out of this chaos and if possible to reduce the expenses of the printing, and especially to reduce the amount to be printed, would be a great benefit. Here every day Senators, without thinking, involve the

Government in a considerable expenditure by an order to print matters that need not be printed at all, which are lost out of sight. Of the thousands of bills that are introduced into this Congress not more than one-fourth will ever be read by a single Senator. It is so much waste money, waste labor, and in my judgment no bill ought to be printed unless it is clearly of a character which requires printing, or unless it is printed upon the report of a committee. Bills printed a dozen times always involve unnecessary

expense. I do not propose to start to be a reformer at this period in my life, and I do not intend to try to stop this little wasting at the spigot, but it seems to me that here would be a very good field for some careful, prudent man who would render no doubt a great service to the country if he would see that these unnecessary expenses are lopped off or reduced as much as possible.

With this statement I shall stand by my friend from Nebraska in almost anything he desires to do about this bill. I have read it sufficiently to know that it is an improvement. So far as I know, it does not in any measure or in any direction increase the expenses of the Government, and, while it does not go as far as I should like to have it go, I believe it ought to be passed very much as reported. Then let it be tested by the experience of a year or two, and I have no doubt it will be further improved upon.

Mr. GALLINGER. I move to strike out of section 25 the words:

§906 And the Public Printer shall supply, at the end of each session, to each standing committee filing a requisition therefor, one set of the permanent RECORD bound in half Russia, with the name of the committee printed on the back.

Mr. President, I desire simply to occupy the attention of the Senate a moment in saying that I am fully in accord with the views entertained by the Senator from Missouri as well as those expressed by the distinguished Senator from Ohio. It seems to me that this committee has done good work, but has not gone far enough in reforming the matter of the issuance of public documents to members of the House of Representatives and to members of this body. If I had my way I should entirely dispense with what is called "the reserve" of Congress. I happened to be a member of the House of Representatives for four years, and I have a room full of books, and they are even now coming to my home, although I left the other House more than two years ago; they are coming there in bagfuls, books that are of no earthly account to me or anybody else. Yet I have either to burn them up at the expense of the Government, or give them storage room at my own expense. I would go, however, in the line suggested——

Mr. MANDERSON. If the Senator will permit me to interrupt him, this bill does dispense with it.

Mr. GALLINGER. Entirely?

Mr. MANDERSON. As to the reserve it does not attempt to force any books upon anybody, as under the present system. I shall call attention to that, however, subsequently.

Mr. GALLINGER. I have an idea that it does to a certain extent dispense with the reserve, but not wholly. I would cut it off root and branch.

Furthermore, as the Senator from Ohio suggested, we are printing vast numbers of bills that are of no earthly account to anybody. In the last Congress the Blair educational bill, which was a very elaborate document, was printed seventeen times in the House of Representatives, having been offered by seventeen different members who wanted to make a little political capital for themselves, perhaps. It ought not to be so. The printing once of a bill in either House ought to be enough, and the further printing ought to be prevented in some way.

Mr. President, the adoption of the amendment that I have offered is in the line of economy. It would prevent the storage of books that nobody wants in the committee rooms of the Senate. I trust the amendment may be adopted, and that as we progress in the consideration of the bill every possible reform in that direction will be inaugurated by the adoption of amendments calculated to reduce the bulk of printing, which certainly has become a great burden upon members of Congress as well as upon the finances of the Government.

Mr. HAWLEY. Mr. President, I am sure it must be a satisfaction to my colleague, the chairman of this committee, who gave many laborious weeks, and I do not know but months altogether, during the vacation, to this investigation, I assisting him in spirit but not always in body, to find gentlemen rising here and pointing out evils and suggesting remedies, when they will discover that they will find those remedies in the bill as a rule. They are approving sections of the bill in advance.

We provide for a large reduction in the number of bills to be printed. The abuse is obvious. It has gone on long enough.

We have reduced it so far as we think it can be done safely with regard to the good of the public business. It is not well, in my judgment, to refuse to print any bill or to leave any bill without printing a certain number of copies, for in that way mischief sometimes escapes from public examination. If a bill is printed somebody will discover the foolishness or wickedness of it. Any bill that goes to a committee ought to be printed, for how is a committee to get through with one manuscript copy, and such manuscript as some of us make? It is obviously for the good of the public service to print a limited number of copies of all bills, and this is not a very heavy expense; but if you print a thousand copies more than are necessary, if you print 1,950 copies, or whatever the old limit was, you do make an enormous aggregate of bound volumes, the size of which would frighten anybody.

For one I fully agree with my colleague on the committee in making no objection whatever to striking out the provision here which would give even upon requisition a continuous supply of bound copies of the RECORD to each committee. I do not think it is needed, and everybody knows that. I would strike out entirely what the Senator from New Hampshire suggests should be stricken out, and, of course, as a consequence, also the words just above, "there shall be furnished to each standing committee of Congress one copy."

Mr. SANDERS. Mr. President——

Mr. COCKRELL. I do not want to interrupt the Senator from Montana, but I wished to ask the Senator from Connecticut a question before he concluded, as I believe he is familiar with the newspaper business, and therefore somewhat familiar with printing. Now, we print bills, and we have to reprint some of them. It is useless to refer a bill to a committee unless it is printed, and even then the committee will probably not be able to read all the bills referred to them, and they will certainly never touch a bill that is referred in a bad handwriting.

Suppose you print 100 or 200 or 500 copies, then suppose you add 200 more, what additional expense is that 200 comparatively? Is not that an insignificant and infinitesimal item in the aggregate expenditure for the Public Printing Office? The few additional copies which are furnished, it seems to me, can only cost the paper and ink used in printing them.

Mr. HAWLEY. It is not, as the Senator suggests, 300 or 400 copies of a bill only of one or two or three pages, but many of them run much beyond that, and when you come to take 10,000 bills—and the other House alone, I think, had about 10,000 at the last Congress—does any Senator know the figures exactly?

Mr. MANDERSON. My recollection is that nearly 14,000 were introduced.

Mr. ALLISON. There were over 10,000.

Mr. HAWLEY. I think my colleague is right, that there were about 14,000. When you take 14,000 bills and suppose them to average four pages apiece——

Mr. COCKRELL. A great many are only one page. Hundreds and thousands of them are pension bills.

Mr. HAWLEY. Fourteen thousand bills averaging four pages would make 56,000 pages. Then suppose, instead of 1,000 copies you print 1,950; suppose you reduce 1,950 to 950, then you save a thousand copies each of 14,000 bills. If you will figure up the number of bills and put them in bound volumes, you will find you have got a very respectable load for a train of cars, and a few cents on each makes a big sum. You have to put the form on the press, and whether you run out 300 or 500 copies in a particular case, of course, is a very small figure.

Mr. SANDERS. Mr. President, some portions of this discussion accord with my own views upon the matter, and as to some portions of it I dissent.

Democracy costs something. It can no longer be run on a corncob pipe and barley coffee. The books which we publish and the debates which we distribute are the eyes with which the people of the country see that which is here in their name done, and, for myself, I should oppose this bill if I believed that it was curtailing their observation of the things that are here said and are here done.

I know the CONGRESSIONAL RECORD could be very much curtailed in the number of volumes, but I do not believe it is for the public interest that we shall lay our hands in silence upon the mouth of anybody who speaks here in the name of any of the people. Whatever may be said of folly or of wisdom, they are entitled to know, and, therefore, simply because around this Hall, which occupies 250 feet square of the geographical area of this country, there is a congestion of public documents, is no reason why we should undertake to blind the eyes or stop the ears of the sixty-five millions of people whose business is here done.

All my life I have been made conscious that the distribution of the public documents of the United States was begun in folly and has been perpetuated on the same line. I believe these public documents are invaluable upon the subject to which they appertain. They are not always exhaustless, but they are suggestive and generally wise. The misfortune of those works has been that they have been placed in the wrong hands, and, therefore, we hear them referred to in this debate as "plunder" and other minimizing and diminutive and contemptuous phrases, whereas, as a matter of fact, if they could be placed where those people interested in the various subjects to which they appertain could get hold of them, they would be a part and parcel of the great school wherein our people learn how to govern themselves.

I am glad to know that in and around this building and in and around the Printing Office and in the other offices of the Gov-

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ernment here there is a surplus of these books. We have recently admitted into the American Union, upon an equal footing with the original States, six new States. We have from four to six more that at an early day, let us hope and trust, will also be admitted here. Those States are destined to contain in a very near future a very large proportion of the citizens of this great country. To them the boon of these public documents has been not wholly, but largely denied. There is not a volume of these books but that has in some portion of the country a fitting and an appropriate and a useful place in the economy of the Government which our fathers founded. I therefore agree with Milton, that we have as much right to destroy a human life as we have a good book, and I submit that none of these which have been published have been published uselessly or in vain.

I have been myself somewhat surprised at the quality of the bills which have been introduced in the two Houses of Congress, bills which, I undertake in this presence to say, in a multitude of instances no man sitting in this Chamber or in the other House would think for a moment of favoring, bills that encumber the records and occupy the time and confuse the minds of those who come here with serious intent, and this has been done upon a theory not wholly to be condemned, that if Tom or Dick or Harry, or other people more thoughtless than they, think something particularly and unduly absurd ought to be done, he prepares a bill and forwards it to his Representative, and it is put in here, not as having been indorsed by any person who could be elected to the Senate of the United States or to the other House, but as the petition of the nobody who prepares it.

While I do not think it would be fair for a Senator to decline to introduce a bill simply because in his own judgment it were not wise to be passed in the form in which it was presented, I still do think that he ought to vouch to his brother Senators that he believes that in it and around it and about it there is some merit which, if its form should be changed, it would be well to weave into law. And generally, I think it can be said that the form of repression of public speech that is to find expression in exorcising and diminishing what is said and done is not the wise thing. I think the great pressure of this voluminous printing is itself a potent force in curtailing somewhat the exuberance of speech and inducing us all to confine our remarks to those things that in our view will promote the public good.

As is well said by the chairman of this committee, several of these considerations are precipitated upon a section of the bill to which they do not appertain: but I do think that we ought to keep pace with the growing population of the country, with the growing commerce of the country, and with the growing intelligence of the country in the publication of public documents and in the parliamentary history of what occurs here. Thinking that, I rose simply to enter my protest against diminishing at this period of our history the publication of documents which constitute, I believe I may say, the most perfect and complete parliamentary history that the world has ever seen. It does not do to refer us to what is done in Great Britain or France, for not every Frenchman or Briton is a politician, as is true in the United States, at least in some portions of it, Nebraska, for instance [laughter], and, therefore, it seems that we ought to halt.

While I agree entirely that with from 18 to 40 copies of many of these publications within reach of the members of the Senate for their official use, it is idle to continue to furnish them to the committees. I still do not think it is wise, therefore, to discontinue the publication of them.

The honorable Senator from Missouri [Mr. COCKRELL] was pleased to say that there was not a committee room large enough to hold the accumulated and accumulating volumes that are furnished to the various committees of the Senate. I beg leave to proffer to him for that use the room of the Committee on Enrolled Bills, which is ample for that purpose, for its dome is the sky. [Laughter.]

Mr. MANDERSON. Mr. President, I have no objection to the proposed amendment of the Senator from New Hampshire [Mr. GALLINGER]. I think it is better that the words read should be stricken out, but as I have a matter now in hand that will be important in a later stage of the bill, I shall be glad to give it to the Senate.

My colleague on the committee [Mr. HAWLEY] referred to the number of bills introduced at the last Congress. I find that there were introduced during the Fifty-first Congress in the Senate 5,130 bills and 169 joint resolutions, making a total of 5,299 in the Senate. There were introduced in the House 14,033 bills and 298 joint resolutions, making a total of 14,331, or a grand total of about 20,000 bills introduced during one Congress in the two Houses.

I find by referring to the testimony of Mr. Penicks, who is in the Printing Office and has charge of this sort of printing, that the total number of pages of printed matter of these bills was 97,294, different bills and House resolutions. The number of each bill, whether public or private, which has been printed has been 925. That has been by virtue of resolutions of the Senate at different times. We propose in section 56 of the bill (on page 440 of the report it will be found) to reduce that number from 925 to 625 copies of public bills, and of private bills to 250. So that when one considers the large number of bills which are introduced, and the vast amount of paper it takes to print them, the enormous saving by this section alone will be apparent. §906

I do not agree to the proposition that it will do to leave certain bills unprinted, no matter what their character may be. It may be simply a bill for private relief and not one that is important to the general public. As has been suggested, committees can not consider them nor can there be a proper file kept of the business of the Senate unless these bills are printed. They certainly have been printed in excessive amounts: and this number, as will be shown by the reading of the report, will be ample for all purposes—625 copies of bills of a public character and 250 copies of private bills.

Mr. COCKRELL. I call the attention of the Senator to the statement in relation to the 97,000 pages, that the House Calendar took up 4,261 pages in the first session. The Senate Calendar is not put down here, but necessarily a great many pages of that is included in the statement.

I see the House reprint bills took up 9,247 and the Senate reprint bills 5,162 pages in the first session; in the second session the House reprinted 3,000 and the Senate reprinted 978. That shows that, notwithstanding the number which was then printed, there was a reprint of a very large number of bills, amounting to nearly 18,000 pages. I think that the number probably provided by the Senate report will be sufficient, but I am satisfied the Senator will find that there will be many orders to reprint bills. That will be the result of it.

Mr. MANDERSON. I call the attention of the Senator to the fact that in another section of this bill there is a provision giving the Committee on Printing of either House the power to direct the printing of 300 additional copies of any bill that may be exhausted in the document room.

Mr. COCKRELL. That is true, that is all provided for: but I am simply saying that the enormous saving anticipated will not be realized or materialize, for it is comparatively a very small sum. The additional expense of printing three or four hundred copies of a bill or of all the bills is a very small part of the expenditure. The type has to be set, the paper has to be furnished, the copies to be struck off, and the additional expense of a few hundred copies is not much of a saving. The paper, ink, and presswork are all the saving effected, and that can not amount to much.

Mr. MANDERSON. If the Senator will allow me, I think the proposed reduction of the number of bills printed from 925 to 625 of public bills, and from 925 to 250 of private bills—private bills composing a very large proportion of bills that are presented——

Mr. COCKRELL. But they are very short bills, as a rule.

Mr. MANDERSON. The saving of presswork and the saving of paper will save an enormous amount of money; how much I have not calculated.

Mr. COCKRELL. I know it will save a considerable sum, but it will be a mere bagatelle compared with the whole.

Mr. MANDERSON. But a bagatelle that will run into a great many thousand dollars.

Mr. COCKRELL. The private bills are, as a rule, only one page. The great bulk of the private bills are short bills. The reformatory measures, as they are frequently called, are the long bills.

I understand the chairman of the committee has amended that so that it now reads—I ask him to see if I am correct in it, for I want to make no mistake about it—

SEC. 25. There shall be reserved by the Public Printer from the quota of each Member of Congress and Delegate one copy of the CONGRESSIONAL RECORD in unstitched form, to be delivered to each Member or Delegate; and there shall be furnished to each standing committee of Congress one copy, which copies for members and committees shall be bound promptly in paper when each semimonthly index shall be issued, and shall be delivered without delay.

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Mr. MANDERSON. That is correct.

Mr. COCKRELL. The Senator from New Hampshire, as I understand, has moved to strike out the remainder of the section.

Mr. MANDERSON. Yes.

Mr. COCKRELL. In that I fully concur, and hope it will be stricken out; but I did not understand from the explanation of the Senator in charge of the bill whether we were to first act upon the amendments suggested by the committee, and then that other Senators should come in with their amendments, or whether we were to amend each section as we went along. I have been going on the supposition that the committee would first offer their amendments, and when they were finished the bill would be open to general amendment. How is that?

Mr. MANDERSON. I think the bill had better be read for committee amendments, but so far as the amendment proposed

by the Senator from New Hampshire is concerned, two members of the committee, at least—and I think the Senator from Maryland [Mr. GORMAN] will coincide with us—agree to adopt it as a committee amendment.

The VICE-PRESIDENT. The question is on the amendment of the Senator from New Hampshire [Mr. GALLINGER], which will be stated.

The SECRETARY. In line 8, section 25, after the word "delay," it is proposed to strike out the remainder of the section, as follows:

And the Public Printer shall supply, at the end of each session, to each standing committee, filing requisition therefor, one set of the permanent RECORD bound in half Russia, with the name of the committee printed on the back.

The VICE-PRESIDENT. The question is on agreeing to the amendment.

The amendment was agreed to.

The VICE-PRESIDENT. The question now is on the amendment submitted by the chairman of the committee, the Senator from Nebraska [Mr. MANDERSON].

Mr. ALLISON. I desire to ask the Senator from Nebraska a question affecting the matter of the RECORD, and that is whether or not there is any section in this bill which provides for the total number of copies of the RECORD to be printed, or is that to be found in the details of the bill? Having struck out the provision relating to committees, which, I believe, are forty-five in number, I wish to know whether we have cut off 45 copies of the RECORD.

Mr. HAWLEY. We have cut off 18.

Mr. MANDERSON. We have cut off 18 from the existing law, but we will cut off 45 copies by the change proposed of the RECORDS to be printed under this bill.

Mr. ALLISON. Then there is no separate provision detailing or stating specifically the number of copies of the RECORD that are to be printed?

Mr. MANDERSON. Not in gross amount.

The VICE-PRESIDENT. The amendment submitted by the chairman of the committee will be stated.

The SECRETARY. In section 25, line 6, after the word "which," it is proposed to insert the words "copies for members and committees;" so as to read:

And there shall be furnished to each standing committee of Congress 1 copy, which copies for members and committees shall be bound promptly in paper when each semimonthly index shall be issued, and shall be delivered without delay.

The VICE-PRESIDENT. The question is on the amendment.

The amendment was agreed to.

The Secretary read section 26, as follows:

SEC. 26. The Public Printer shall cause to be stereotyped all matter when there is a reason to believe that it will be needed a second time.

Mr. COCKRELL. How is that? This is new and gives warrant of law to a practice of the Government Printing Office to stereotype all matter. Do they not do that now?

Mr. MANDERSON. They do that in every instance where they presume the matter will be used again. Take bills and joint resolutions that are printed in bill form. They are never stereotyped, as it is not presumed they will be used again, and so the electrotype process is not used, but for all the reports and public documents generally the matter is electrotyped.

Mr. COCKRELL. Take the report of the Commissioner of the General Land Office, for example, or the report of any one of the bureaus. Such reports are made to the head of the Department and he transmits them to the President with his report. The report is then transmitted by the President to Congress. Now, I want to know if the type for the printing of that special report is set up each time separately that that report appears in the different documents?

Mr. MANDERSON. No, I understand not. That is a report likely to be printed again. Take, for instance, the pamphlet report of the Commissioner of the General Land Office. That would be electrotyped as to all its matter except the paging, the paging of course would have to be changed, and that matter with the plates would be used for the reprinting. In such a case composition, as I understand from the Public Printer, is never charged a second time unless there is an actual setting up of the type; that is to say, when the type is set and the form electrotyped that electrotype plate is used and composition is not again charged for.

Mr. COCKRELL. Would a document like the President's message be electrotyped?

Mr. MANDERSON. It would be perhaps in the form in which it would go in the executive documents.

Mr. COCKRELL. I mean the annual message of the President.

Mr. MANDERSON. The President's message is somewhat of an exception to the general rule of documents, because, my impression is, that it is set up at the request or order of the President in quarto form. I imagine that that would not be electrotyped, because it would not be again printed in that form, but in the form in which it would go in the messages and documents it would be electrotyped.

Mr. COCKRELL. I wanted to know specifically whether the composition, the setting up of the type in these documents was charged for more than once. I have heard it intimated that it was, and that is the reason I asked the question.

Mr. MANDERSON. I will state, in response to the question of the Senator from Missouri, that on page 23 of the report will be found the testimony of the Public Printer with reference to the matter of stereotyping. The question was asked by Mr. RICHARDSON of the witness:

How much stereotyping do you do in the Government Printing Office?

Mr. PALMER. All of the matter that is set up, where the editions are large, is stereotyped.

Mr. RICHARDSON. How small an edition would you stereotype?

Mr. PALMER. That depends upon what the matter is to be used for. If we have an idea the matter is to be used again in something else, we would stereotype it anyway. It is safe to say that three-fourths of all the matter is stereotyped.

The CHAIRMAN. In making your estimates of cost of printing are there any instances in which the estimate is twice made for composition?

Mr. PALMER. No, sir.

The CHAIRMAN. If you bring the stereotype plates back after they are once taken from the press, for the purpose of printing a second edition of a work, is there a second charge for composition?

Mr. PALMER. There never has been under my administration, and I presume not under that of my predecessors.

Mr. HAWLEY. Is such second charge for composition made in the case of speeches?

Mr. PALMER. No, sir; unless the type is actually reset.

Mr. RICHARDSON. Is it ever made in any case?

Mr. PALMER. No, sir; composition is not charged for a second time unless, as I said, the type is actually reset.

The Secretary read from section 27 to section 32, inclusive.

Mr. MANDERSON. The second comma in line 2 of section 32 should be stricken out. After the word "operation," in that line, I move to strike out the comma.

The PRESIDING OFFICER (Mr. PASCO in the chair). That will be the order if there be no objection.

Mr. MANDERSON. I move to insert, after the word "law," in the same line, the words "except those heretofore provided for by law for special purposes." I will send the amendment to the desk.

Mr. HAWLEY. I understand my colleague proposes to allow one of these branch offices to remain independent of the Public Printer.

Mr. MANDERSON. I will explain the purpose of the amendment.

The PRESIDING OFFICER. The amendment will be stated.

The SECRETARY. After the word "law," in line 2 of section 32, it is proposed to insert "except those heretofore provided for by law for special purposes."

Mr. MANDERSON. This amendment came to me from the Census Office. I submitted it to the chairman of the Committee on the Census [Mr. HALE]. It seems that this is the condition. Under the provision of the census law the Census Office was permitted to use a part of the appropriation in doing printing.

Under the operation of that law there was started a small printing office in the Census Bureau. The work of that printing office is nearly completed, but there are still a few bulletins, I understand, which they propose to issue. It hardly seems worth while to place that small printing office under the direction of the Public Printer for the short space of time it is yet to continue, and this amendment is for the purpose of reaching that case.

Mr. COCKRELL. I give notice that I shall at the proper time offer another amendment to except another printing office here, which is of far more importance to the public service than the one the Senator refers to, and which may not possibly be covered by this bill. That is the type and machinery of a very small establishment used in the record and pension division of the War Department. It is used there by the clerks alone. There are no printers there. When a clerk comes to copying a record and finds certain remarks repeated fifty or one hundred times, instead of writing them out and taking a day or two to do it, he just goes down there, sets the type up, and prints it on fifty or seventy-five cards, or as often as may be necessary, and then he goes back and fills up the blanks. They have no printing office there except the material which they purchased and which they use for that purpose. It saves hundreds of clerks and it saves months and months of time in completing the work there.

Mr. MANDERSON. I certainly have no objection to the purpose the Senator has in view, but wish before he prepares the proposed amendment that he would refer to pages 6 and 7 of the last report of the Public Printer, where will be seen a communication from the Secretary of War that bears upon the subject to which the Senator refers.

Mr. COCKRELL. I am not sure but that the amendment which the Senator from Nebraska has moved will cover the establishment to which I referred, because there is a special provision of law which provides for it.

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Mr. MANDERSON. Perhaps there is.

The PRESIDING OFFICER. The question is on the amendment of the Senator from Nebraska [Mr. MANDERSON.]

The amendment was agreed to.

Sections 33, 34, and 35 were read.

Mr. ALLISON. I move that the Senate proceed to the consideration of executive business.

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PRINTING AND DISTRIBUTION OF DOCUMENTS.

The Senate, as in Committee of the Whole, resumed the consideration of the bill (S. 1549) providing for the public printing and binding, and the distribution of public documents.

The PRESIDING OFFICER. The reading of the bill will be proceeded with.

The Chief Clerk read from section 36 to section 46 of the bill.

Mr. MANDERSON. I move to strike out the words "printers and binders" in line 2 of section 46, and insert in lieu of those words the word "workmen." This brings the section so that it is identical with the present law. The law was changed from "workmen" to "printers and binders," as it is in the bill before us, because it seemed to the committee as rather an unnecessary thing that the common laborers of the Public Printing Office should be required to be skilled in their respective branches of industry. It was not supposed that to wheel a barrow or to perform the work of a charwoman any particular skill was needed. We thought that these were hardly skilled laborers. But in that definite place we are apt to refer to in this body as "elsewhere," I notice that there was criticism upon this change of words. The committee certainly had no object in view except what I have stated, to prevent that which seemed unnecessary; but I am sufficiently sensitive under the criticism to feel like restoring the old language, and therefore offer the amendment that I propose.

The PRESIDING OFFICER (Mr. HARRIS in the chair). The question is on the amendment proposed by the Senator from Nebraska.

Mr. COCKRELL. Let it be read.

The PRESIDING OFFICER. The Chief Clerk will report the amendment.

The CHIEF CLERK. In section 46, line 2, strike out the words "printers and binders" and insert the word "workmen;" so as to make the section read:

SEC. 46. It shall be the duty of the Public Printer to employ workmen who are thoroughly skilled in their respective branches of industry, as shown by trial of their skill under his direction.

The amendment was agreed to.

The Chief Clerk read sections 47 and 48 of the bill.

Mr. MANDERSON. I offer an amendment to come in at the end of section 48. I move to add the words:

But the provisions of the eight-hour law shall be rigidly enforced.

The PRESIDING OFFICER. The question is on agreeing to the amendment proposed by the Senator from Nebraska.

Mr. MANDERSON. I desire to say with reference to the proposed amendment that I believe the provisions of the eight-hour law have been strictly and rigidly enforced in the Government Printing Office, although I have seen in a statement elsewhere the charge made that that is not true. Certainly the Public

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Printer is a man disposed to obey the law, and I do not think that any person would reflect in any way upon Printer Palmer, who has made certainly a most efficient officer. For fear, however, that it might be considered that this section 48, which provides that when the exigencies of the public service may require it, the Public Printer shall cause work to be done at night as well as through the day, might be subject to some construction that it was designed as an indirect repeal of the eight-hour law so far as it applies to the Printing Office, we think it well to insert the amendment. §307

The only place in the statutes where any legislation of this sort has been had outside of the general eight-hour law, was in an appropriation act that passed, I think, two or three years ago, in which this identical language occurred. As I say, it did not seem necessary to the Committee on Printing that we should specifically order the Public Printer to obey the law, no matter

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what might be the nature or character of the law, but we desire to have the bill, so far as it can be made to do so, conform even to the whims of those who object to it on that account.

Mr. COCKRELL. I should like to ask the Senator if the greater part of the work there is not piecework and hour work. The great bulk of the men are paid by the hour, and if they work seven hours they are paid for it, if they work six hours they are paid for it, and if they work eight or nine hours they are paid for it. That is what I understand. It is a less material question there than almost anywhere else.

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Mr. MANDERSON. I quite agree with the Senator. This is the condition: The compositors work by the thousand ems, as is usual in all printing-offices. Most of the skilled workmen work by the piece. Of course, those who are engaged in presswork, and work of that character, work by the hour. There are some who are employed by the day. Their number, however, is limited as compared with those who work by the piece and by the hour. But as Congress saw fit in the appropriation act of a few years ago to challenge the direct attention of the Public Printer to the eight-hour law, there certainly can be no objection to our repeating it here, although I think it is surplusage.

Mr. COCKRELL. I should like to ask the Senator if he knows the custom there, as to whether the employés who work by the day go to the Printing Office at the same hour that they do in the other Departments and leave at the same hour?

Mr. MANDERSON. I can not give accurate information on that subject.

Mr. COCKRELL. We have an eight-hour law, a very important one——

Mr. MANDERSON. I may say this: My impression is that those who work by the day work by some system of reliefs, because during the session of Congress the Public Printing Office is of course at work both night and day.

Mr. COCKRELL. The law is that eight hours form a working day, and the Departments ignore the law by working six hours and a half a day, and they call that a day. If eight hours be a day's work eight hours' work ought to be performed. I confess frankly that I have not any very great amount of sympathy with less than eight hours' work, and if we have prescribed that eight hours shall be a day's work we ought to see that eight hours are worked by the employés of the Government. It is nothing but right and fair and just. It is not the number of hours that the great masses of the people engaged in carrying on the business of this country work, for most of them work even longer than that when they are working at their own affairs.

It seems we hedge in by an eight-hour law and then allow six hours and a half work to be performed and call that a day's work. That is the reason why I asked as to whether the same custom prevails in the Public Printing Office in regard to the hours of work that prevails in the Executive Departments, where the employés go in at 9 o'clock and go out at 4, and have half an hour's recess for lunch?

Mr. MANDERSON. I do not think that is true of the Public Printing Office. I think the employés work eight hours a day.

Mr. TELLER. I should like to inquire of the Senator where the work is six and a half hours a day?

Mr. COCKRELL. It was so in the Interior Department, I understand, when the distinguished Senator from Colorado was Secretary of the Interior.

Mr. TELLER. I should like to inquire if the Senator understands that the statute which was passed some years ago with reference to laborers applies to clerks in the Departments.

Mr. COCKRELL. A great many of the employés in the Departments have been here from time immemorial nearly trying to get a law to authorize them again to sue in order that they may recover compensation when they have been at work in the navy-yards and other branches of the service, and I supposed it applied to employés of the Government, as it was intended to apply in that way.

Mr. TELLER. I think if the Senator will reflect a minute he will readily admit that under no Administration, either Democratic or Republican, has there been any such rule applied to the clerical force of the Departments.

Mr. COCKRELL. If the Senator will just permit me to interrupt him: I admit that under the Democratic Administration the same rule was pursued that had been pursued before. I am not criticising the Senator when he was Secretary of the Interior, but I am simply stating the fact, that while we are legislating here to limit the hours of work in a day to eight hours, we permit from fifteen to twenty-five thousand employés of the Government to work six hours and a half and call that a day's work.

Mr. TELLER. What time do the employés commence work in the Departments of the Government now? At what time in the morning? At 9 o'clock, is it not?

Mr. COCKRELL. At 9 o'clock.

Mr. TELLER. And they work until 4?

Mr. COCKRELL. They work until 4 and have half an hour for lunch. That leaves the working time six and a half hours exactly.

Mr. TELLER. That has been the custom from time immemorial. The Senator from Missouri is the first person I have heard suggest that the eight-hour law applied to that class of people. I do not think it applies to them any more than it does to the members of this body. That has been the ruling of the Departments, as I say, for many years, in every branch.

Mr. COCKRELL. Will the Senator permit me to interrupt him there?

Mr. TELLER. Certainly.

Mr. COCKRELL. The Departments by express authority of law have power to fix the hours, and therefore they have fixed these hours. If it were not for that, the eight-hour law would be just as compulsory upon them to work that number of hours as they can now work less. They have fixed less. It used to be eight hours. In the last twenty or twenty-five years the work was required to be performed, my recollection is, in the Departments here under the law, long before any eight-hour law was ever passed, and the law authorized the Departments to fix the number of hours the employés should work.

Mr. TELLER. That is what I was about to say, that the law authorizing the heads of Departments to fix the number of hours was passed long before the eight-hour law. That law was never supposed to have any reference to the Departments. The eight-hour law was passed for the purpose of protecting the men who labor principally in the navy-yards, and that class of occupations. It has been largely a dead letter until very recently, I will admit, but I never heard before, I repeat, that it does apply to the Executive Departments.

I would say to the Senator, after some little observation in that line, that six hours and a half is as much time as should be given to the class of clerical work here performed; that when a clerk who is engaged in the labor that the great majority of them are has put in six hours and a half he has put in time enough. When he is required to put in more time than that he will not do good work. Of course there are occasions when a clerk can for a short time (and that has been done in all the Departments) serve an hour or two or two or three hours more in a day, but that can not be continual. The experience of the Departments has demonstrated that six and a half hours, or from 9 o'clock until 4, with half an hour's intermission for lunch, is all that can be profitably exacted from the clerks.

Mr. COCKRELL. I desire to call the Senator's attention to the law. By section 162 the hours of labor in all the executive branches of the Government are fixed.

I read section 162 of the Revised Statutes:

SEC. 162. From the 1st day of October until the 1st day of April in each year all the bureaus and offices in the State, War, Treasury, Navy, and Post-Office Departments and in the General Land Office shall be open for the transaction of the public business at least eight hours in each day; and from the 1st day of April until the 1st day of October in each year at least ten hours in each day, except Sundays and days declared public holidays by law.

In the Statutes at Large, volume 18, page 109, we find this provision:

That it shall be the duty of the heads of the several Executive Departments and the heads of the respective bureaus therein, in the interests of the public service, to require of all clerks of class 1 and above, and of chiefs of divisions, such hours of labor as may be deemed necessary for the proper dispatch of the public business, not exceeding, however, the time for which said Departments are by law required to be open for business, any usage to the contrary notwithstanding.

Then we find under section 161:

The head of each Department is authorized to prescribe regulations, not inconsistent with law, for the government of his Department, the conduct of its officers and clerks, the distribution and performance of its business, and the custody, use, and preservation of the records, papers, and property appertaining to it.

Then section 169 provides:

That each head of a Department is authorized to employ in his Department such number of clerks of the several classes recognized by law, and such

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messengers, assistant messengers, copyists, watchmen, laborers, and other employés, and at such rates of compensation, respectively, as may be appropriated for by Congress from year to year.

Notwithstanding that provision of law, under the authority of regulating the business, they have reduced the hours from eight from October 1 to April 1 and ten from April 1 to October 1 to six and a half hours practically, and the result of that or of something else is that there are large arrearages of business in almost every branch of the public service, thousands of cases waiting to be disposed of, and they are unable to keep the business current.

The PRESIDING OFFICER (Mr. CALL in the chair). The

question is on the adoption of the amendment proposed by the Senator from Nebraska.

Mr. TELLER. What is that amendment? Let it be read.

The PRESIDING OFFICER. The amendment will be read.

The CHIEF CLERK. It is proposed to add to section 48:

But the provisions of the eight-hour law shall be rigidly enforced.

Mr. HAWLEY. Mr. President, I suppose that every statute is rigidly enforced. When we enact a law against stealing, we say it shall be rigidly enforced; against murder, it shall be rigidly enforced; against embezzlement, and all that. I do not fancy saying at the end of a United States statute, "Now, we are in dead earnest about this law." An expression of that kind does not occur anywhere in the statute book that I know of. Here is one particular law where we say we mean this. Suppose we say, "But the provisions of the existing eight-hour law shall apply." We have provided for day work and night work at random, as the necessities may demand, and I have no objection to it, because that is the law now. I have no objection to saying, in addition, "But the provisions of the existing eight-hour law shall apply." I move that substitute.

Mr. MANDERSON. I think that is very much better language. The only reason why this language was used was because it is the identical language of the appropriation act to which I referred.

The PRESIDING OFFICER. The Senator from Nebraska modifies his amendment. The amendment will be reported as modified.

The CHIEF CLERK. It is proposed to add to the section:

But the provisions of the existing eight-hour law shall apply.

Mr. COCKRELL. It does not make any difference one way or another, so far as that is concerned.

The PRESIDING OFFICER. The question is on agreeing to the amendment as modified.

The amendment as modified was agreed to.

The Chief Clerk read section 49 of the bill, as follows:

SEC. 49. The Public Printer may employ two clerks of class 4, at an annual salary of $1,800 each; two clerks of class 3, at $1,600 each per annum; one clerk of class 2, at $1,400 per annum.

Mr. COCKRELL. As I understand, these clerks come under the classified civil-service law.

Mr. MANDERSON. I am told by the clerk of the Committee on Printing Records that they do not. I have myself no information upon that subject. I do not think the Public Printing Office has by any rule ever been placed under the provisions of the civil-service law.

Mr. COCKRELL. I understand that the employés as a rule in the Public Printing Office have not been. There are clerks in the Agricultural Department that have not been put under the civil-service law to the full extent, and most of the employés in the Bureau of Engraving and Printing have not been put under the civil-service law; but wherever we designate clerks by classes 1, 2, 3, and 4, my understanding is that they then come under the civil-service law; and that is just the question I wanted to ask.

Mr. MANDERSON. There is no change in that regard, as I remember. I will turn to the provision of the Revised Statutes upon which this is based, and I think we shall find that the language is the same. Section 3762 provides:

The Congressional Printer may employ four clerks at an annual salary of $1,800 each; and one clerk at an annual salary of $1,400, to have charge of the accounts with the Departments and public offices.

Now, taking that as the basis of this section and then looking to the appropriation acts which appropriate the sums of money that should be the compensation of these different clerks, the result was this section. If it is subject to the criticism that by saying they are clerks of a certain class they shall be brought under the operation of the civil-service law, that certainly was not the intention of the committee. It may be that it would be desirable simply to say "two clerks at an annual salary of $1,800 each," striking out their classification. I have no desire to place them under the civil-service law.

Mr. COCKRELL. I was simply asking for information as to whether they came under the law or not. I am not criticising it, but simply asking for information.

Mr. MANDERSON. I understand they do not, nor do I desire that they should be; and if the result of this language classifying the clerks is to bring them under the operation of that law, then I do not think the committee desire to use that language.

Mr. TELLER. I believe it will.

Mr. MANDERSON. Then we can strike it out. I move to strike out those words.

Mr. COCKRELL. If in the appropriation acts this language is used, classifying them as class 3 and class 4, I shall certainly protest against trampling under foot now the civil-service law, and I call upon my distinguished friend from Massachusetts [Mr. DAWES] to aid me in securing the recognition and enforcement of that law. I do not think it would be right here in this bill to undertake in this way to take out from under the operation of the civil-service law clerks here and there. If that is to be the policy, you can just honeycomb the whole work and destroy its practical effect and usefulness.

Mr. TELLER. I suggest to the Senator from Missouri that if there is no class defined undoubtedly they will be outside the civil-service law, but the President can include them, notwithstanding that.

Mr. COCKRELL. Certainly.

Mr. TELLER. It is in the power of the President. The question is, we having left this whole question to the Executive as to the classified service, whether we want to legislate anybody in or not.

Mr. COCKRELL. If we have already heretofore legislated on the question we are not legislating them in, but we are legislating them out. That is the question I am raising, whether they have not been, in appropriation acts providing for the public printing heretofore, put in by classes, and if they have, we are taking them out from under the civil-service law and regulations by this section.

Mr. DAWES. I do not understand that the law has extended the civil service to the employés of the Printing Bureau. I am quite sure that that is not the law

Mr. COCKRELL. Not to employés of the Printing Bureau, certainly.

Mr. DAWES. It may not apply——

Mr. COCKRELL. I know it does not apply to all.

Mr. DAWES. But as the Senator from Colorado says, the whole civil-service system could have been just as well created by an executive order as by an enactment. The virtue of the enactment is that it compels the Executive to do what he could have otherwise done without any legislation. That is the difference, and the sole difference.

Now, as the Senator says, the question is whether we shall put under law the extension or whether we shall leave the Executive to extend it. These employés are of such a peculiar character that it seems to me that an Executive of a proper disposition towards the civil service would extend it of his own motion as far as experience would dictate. I may be mistaken about that.

Mr. HAWLEY. Mr. President, I have been so long acquainted with my honorable friend from Missouri that I can generally tell when he is "writing sarcastic," as Artemus Ward says. I have a suspicion that he was not seriously troubled about the idea that the Public Printer should have the individual selection of five clerks who live right around him, under his elbow every day, and upon whom he is as dependent as upon his daily bread for his success in his business. There is no violation of a proper civil-service spirit in giving him that appointment, and if the Senator were in that place, or I, which Heaven forbid, for it is the worst place in the Government to work, I would not stay there unless I could have a personal selection of the six or eight of the chief persons around me. Nobody would think of such a thing any more than he would have his wife and children selected for him.

Mr. COCKRELL. The Public Printer has the appointment of his chief clerk and all the other officers from the highest to the lowest, unless it is these four or five clerks, who are not confidential clerks, but who are merely doing clerical work. The point I am making is that if they are now under the civil-service law and regulations we must not by legislation take them out. I am not insisting on putting them there if they are not already there, but if they are there and we are to take them out, let us do it boldly and openly and proclaim to the world that we are doing it. § 306

I am glad that the distinguished Senator from Massachusetts has confessed that the civil-service law gave the President not one particle of power or authority that he did not possess before. I tried to convince him when that civil-service law was passed here, in a long speech showing the law and the Constitution, that the President had every particle of power without the passage of that law that he had with it, and we only consented to vote to do it because our Republican friends said that their Republican President would not exercise the power he had and they wanted us to join in compelling him to carry out what he had already the right and power to do. We gave them the civil-service law,

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and now I do not intend, if I can help it, that they shall clandes-

timely as it were, or unknowingly, as it were, repeal any part of it or any of its regulations.

Mr. DAWES. I am sorry the Senator spent so much time with shooting into the air. I stood on record, before I came into this body, in the other branch, announcing just exactly what I have said to-day. It is not a confession of mine; it is a conviction of mine. I introduced myself into an appropriation bill the very first paragraph of legislation that has ever gone on the statute books in reference to civil service, and it is there to-day. It was put in about four hours before the session terminated, in a committee of conference of which I happened to be one. The Senator is a good deal behind the time if he talks about my confessing to his argument.

Mr. COCKRELL. Oh, Mr. President, I did not refer to the individual views of the distinguished Senator. I supposed that he was simply a representative of the great party of which he is a member, and I referred to him as the party, not as an individual. It was the party that I meant when I referred to the confession he made.

Mr. MANDERSON. If I may——

Mr. COCKRELL. I think we had better pass this section over until we can look at the appropriation acts and see whether these officials have by law and regulation been brought under the civil-service law. If they have, I insist that they shall remain there.

Mr. MANDERSON. That duty is already performed. If the Senator will allow me to interrupt him I will give him full information on the subject.

Mr. COCKRELL. I am not trying to take advantage of it. I am willing that the responsibility of the enforcement of that law shall rest on the existing Administration.

Mr. MANDERSON. I hope that the debate on this whole bill will not degenerate into a discussion of the merits of the civil-service law or the comparison of records of the Senators on that important piece of legislation. If it should, I fear that debate on this bill will be as great an abuse of the printing privilege as one can point out in the CONGRESSIONAL RECORD.

I have looked up the matter to which the Senator has referred, and I find that in the appropriation bills the language is identical with the language of this bill. For instance, turning to the last revision of the statutes, the Supplement, the second edition, I find that the Public Printer was authorized to emply three additional clerks of the third class. Turning to the appropriation act, found on page 914, volume 26, I find an appropriation for the compensation of the Public Printer, $4,500; for the chief clerk, $2,400; two clerks of class 4, two clerks of class 3, and one clerk of class 2; in all, $15,100.

The effect of this legislation was not to take these clerks under the direction of the civil-service law, for they are not there now and they never have been, so that by adopting the language that is reported in the bill there is no danger of changing the present status of these clerks.

Mr. HAWLEY. I wish to put myself right on this momentous question, Mr. President. If those clerks are under the civil service, and the Public Printer can get good clerks in that way, I am satisfied to let it remain so; but if, on the other hand, they are not under the civil service, and he gets good clerks, and the Public Printer likes that system, I am willing it should stay so. I want the work done well there, and I want the Public Printer to have no excuse for not doing it well.

The Chief Clerk read from section 50 to section 52, inclusive.

Section 53 was read, as follows:

SEC. 53. The Public Printer may sell to any person additional or duplicate stereotype or electrotype plates from which any Government publication was printed, at a price not to exceed the cost of the metal and making to the Government and 10 per cent added: *Provided*, That the full amount of the price shall be paid when the order is filed. §505

Mr. COCKRELL. I should like to know what is going to be the operation of that section.

Mr. MANDERSON. This section is inserted at the suggestion not only of gentlemen prominently connected with the Public Printing Office, but of many of those who deal in Government publications.

Under the law as it exists any private individual has the right, before the matter went finally to press and the types were distributed, or before the final printing of the matter, after the electrotype plates were made, to order any quantity that he might be pleased to order of the publications of the Government. We limit that power under this bill by providing that no man shall order beyond 250 copies.

There are documents, we are told, that it is important and valuable to the country should be printed in larger number than the Government is willing to print them for gratuitous distribution, and if these duplicate electrotype plates can be sold to publishing houses, they will, as a private enterprise, get out many of these publications in large degree. Upon this showing, it was thought well to insert a section which would permit that to be done. It can not now be done under the construction of the statute by the Public Printer.

Mr. COCKRELL. I forgot to call the attention of the Senator to the clause limiting the purchase by private individuals to 250 copies. Why limit it? If the Government gets paid the cost of the printing and 10 per cent additional, why shall we restrict the number to 250 to any one individual and then authorize the plates to be sold? Are these original plates left in the office?

Mr. MANDERSON. No; the office retains the electrotype plates. Those it never parts with; but a duplicate of those plates can be made and sold to any person at cost who may desire them.

Mr. COCKRELL. Why shall we do that instead of printing the copies if the Government gets paid in full?

Mr. MANDERSON. I certainly do not think it advisable, if there should be a desirable publication, for which there shall be a larger demand than the issue of the book by the Government, that some book-dealer should order thousands of that publication at the mere cost of the presswork and the paper, that he might privately speculate upon it. It was well enough I thought to do that to a limited extent, but not a very large one.

Mr. COCKRELL. I thought they did not get them at simply cost of the paper and material. I thought it was the cost of the publication and 10 per cent added.

Mr. MANDERSON. As to these plates, it is not. I will turn to that section.

Mr. COCKRELL. Yes; let us see how that is.

Mr. DAWES. I should like to inquire of the Senator if the bill provides for the sale of more than one copy of the plates?

Mr. MANDERSON. Oh, yes; they may be furnished to as many as may desire them.

Mr. DAWES. Otherwise, if but a single set of plates were sold, then somebody would get a monopoly.

Mr. MANDERSON. The language is "additional or duplicate."

Mr. GALLINGER. Pending the investigation of this matter by the chairman of the committee, I wish to say that probably the purpose of this provision is not to allow the Government Printing Office to be blocked by private work. The purpose of the Government Printing Office is to furnish work for the Departments and for Congress; but if the Public Printer is permitted to go into this work for private individuals on a large scale, the public service might be seriously interfered with and possibly crippled. For that reason it is very desirable that the stereotype plates shall be sold to outside parties to do this kind of work.

Mr. MANDERSON. That is the idea exactly. I simply want to read this for the Senator from Missouri. If he will turn to section 43 he will find that—

not exceeding 250 to any one applicant, copies of bills, reports, and documents, said applicants paying in advance the cost of such printing with 10 per cent added.

I think that wording would mean the cost of the composition.

Mr. COCKRELL. And not the material?

Mr. MANDERSON. Yes, the cost of the composition, the paper, the ink, all the material, and all the labor that goes into the document, and 10 per cent more. Then he will notice the proviso that meets the suggestion made by the Senator from New Hampshire:

Provided, That the printing of such work for private parties shall not interfere with the printing for the Government.

Mr. COCKRELL. That has been the law all the time.

Mr. MANDERSON. I beg the Senator's pardon. That is a proviso in the proposed law.

Mr. COCKRELL. I was misled by the committee in their footnote by their saying "this is substantially the present law." I beg pardon for being misled by the Senator.

Mr. MANDERSON. I beg the Senator's pardon. As we are indulging in these courtesies, let me read the footnote:

This is substantially the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 311, except that it limits the amount to be printed for any one person, and provides that work for private parties shall not interfere with the printing for the Government.

Mr. PALMER. I should like to ask the Senator from Nebraska whether this section does not allow a monopoly on the part of private printers. The language is:

The Public Printer may sell to any person additional or duplicate stereotype or electrotype plates from which any Government publication was printed, at a price not to exceed the cost of the metal and making to the Government and 10 per cent added.

I understand this is intended to provide that, after the wants of the Government are satisfied, private parties may continue the publication of valuable works. Why limit it, then? Why not allow the stereotype or electrotype plates to be sold to those

who will pay the most for them? If the price is thus limited, is it not probable that they will go into the hands of some one who will monopolize them, and thus defeat the very object of the

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bill? Why not allow them to be disposed of at the best price that can be had, at a minimum to be fixed by law, so that the books may be published by private persons for the public benefit?

Mr. MANDERSON. It seems to me that that proposed change would make the very monopoly which the Senator from Illinois does not desire. The section as it reads permits the sale of any number of plates:

SEC. 53. The Public Printer may sell to any person additional or duplicate stereotype or electrotype plates from which any Government publication was printed, at a price not to exceed the cost of the metal and making to the Government and 10 per cent added:

That opens it to all. A half dozen persons may go in and order the same electrotype plates, as I understand the reading of the section, but if it is put up to some one who shall bid the highest of course he would have a monopoly. The Government could not then sell to the next lowest bidder. It seems to me that the language as it reads protects against the very monopoly which the Senator from Illinois opposes.

Mr. COCKRELL. What would be the difficulty in making duplicate plates? Is there any trouble about that?

Mr. MANDERSON. I do not think there is any trouble about it. I think the electrotype plates can be produced indefinitely.

Mr. CHILTON. I will ask the Senator from Nebraska if he thinks that section clearly states that proposition? It seems to me that it is susceptible of the construction that after the plates are furnished to one party that shall be the limit of the power of the Public Printer.

Mr. MANDERSON. I should not so construe the section, but I should be very glad if the Senator would suggest any language to meet the object he has in view.

Mr. COCKRELL. Insert the words "or persons."

Mr. MANDERSON. I shall not object to that.

Mr. CHILTON. I am inclined to think the Senator from Nebraska is entirely right, but it does not seem perfectly clear that that construction would be upheld.

The VICE-PRESIDENT. The amendment of the Senator from Missouri [Mr. COCKRELL] will be reported.

The CHIEF CLERK. In the first line of section 53, after the word "person," insert "or persons;" so as to read:

SEC. 53. The Public Printer may sell to any person or persons additional or duplicate stereotype or electrotype plates from which any Government publication was printed, at a price not to exceed the cost of the metal and making to the Government and 10 per cent added: *Provided*, That the full amount of the price shall be paid when the order is filled.

The amendment was agreed to

The Chief Clerk read section 54, as follows:

SEC. 54. The Public Printer shall examine closely the orders of the Senate and House for printing, and in case of duplication he shall print under the order first received.

Mr. COCKRELL. What effect will that have where the House and Senate each order a document printed?

Mr. MANDERSON. The House making the first order will receive the printing, and it will not be printed again for the other House. For instance, suppose an executive communication is sent to both Houses, as was the case with the Chilean message of the President; the first order to print happened to come from the House of Representatives. So the Chilean message is a House of Representatives executive document, so marked, and, of course, it would not be duplicated in the Senate.

Mr. COCKRELL. Would each body get the same number as if it had not been ordered by the other?

Mr. MANDERSON. Exactly. There would be the printing of the usual number.

Mr. GALLINGER. I inquire of the chairman of the committee if it might not be well, in the case of duplication, to except bills, as, for instance, a bill printed in the Senate and a similar bill printed in the House?

Mr. MANDERSON. I think not; because a Senate bill and a House bill are entirely different matters, as it seems to me.

The Chief Clerk read section 55 to the end of line 17, as follows:

SEC. 55. Whenever any document or report shall be ordered printed by Congress, such order to print shall signify the "usual number" of copies for binding and distribution among those entitled to receive them. No greater number shall be printed unless ordered by either House or as hereinafter provided. When a special number of a document or report is ordered printed, the usual number shall also be printed, unless already ordered. The usual number of documents and reports shall be 1,682 copies, which shall be distributed as follows:

OF THE HOUSE DOCUMENTS AND REPORTS, UNBOUND.—To the Senate document room, 150 copies; to the office of the Secretary of the Senate, 10 copies; to the House document room, 420 copies; to the Clerk's office of the House, 20 copies.

Mr. COCKRELL. What kind of documents and reports are provided for beginning in line 12? Are they unbound documents? It reads:

To the Senate document room, 150 copies; to the office of the Secretary of the Senate, 10 copies; to the House document room, 420 copies; to the Clerk's office of the House, 20 copies.

Does that refer to the reports of the committees of the House and also to reports from heads of Departments to the House?

Mr. MANDERSON. It does. In other words, it refers to everything that is ordered printed by the House of Representatives, no matter what may be its character, whether it be printed specially by the order of the House or under its general rules. It may be a report of a committee, it may be a communication from one of the executive officers of the Government in response to a House resolution. It may be the regular annual report of a Department chief. Whatever it may be, it comes to the House as a House document, a House report, and under the decision the general words "public document" have been held to include reports.

Before passing further into this matter of the usual number, it perhaps will facilitate the consideration of this subject somewhat if I suggest as to the general number that it has had various changes during the history of the public printing of Congress. For a long time the usual number was 1,550. It was fixed by law. By order of the two Houses that usual number was increased to 1,900, each House increasing the number by order, which practically enlarged the general law. Afterwards the number was changed to 1,734, which became the usual number, and this number has been printed for many years past.

Now, the proposition of the committee is to cut down the usual number to 1,682 copies, and the committee reached that number after taking the testimony of many gentlemen who certainly should be familiar with the necessities of the public service. Reference to the report will show that Mr. Amzi Smith, of the Senate document room, the heads of the libraries, the officers of the Secretary of the Senate, and officers similarly situated in the House of Representatives gave us the benefit of their views upon this subject.

Of this number, 1,734, heretofore printed, there was a division into what is known as the "up-number" and the "reserve number." The "up-number" were the unbound copies. For instance, each report, no matter if it was two or three pages or many pages, became an unbound document, that was distributed in the Senate and House document room and the office of the Secretary of the Senate, etc., for the convenient use of members of Congress and for distribution to a limited degree. §505

What is known as the "reserve number," which was about one-half of the number printed, was not bound or issued, in fact was not printed usually until about one year after the Congress had adjourned of which these documents were an incident. The result of that was the very difficulty complained of by the Senator from Missouri, that there came to members of Congress large numbers of these reserved documents, ranging from one hundred to two hundred volumes, when the matter was stale, and while perhaps the value in part as matter of reference had no freshness and was not desired. §705

The proposition now is to take the 1,682 copies, which are known as the usual number of any document ordered printed, and at once print the whole number. A certain number—600 I believe is the footing—remains unbound, and 582 copies are to be bound, and are to be distributed in bound form at once as provided on page 20. The remainder of the documents and reports are to be retained by the Printer in unstitched form, subject to be bound on orders from members of Congress. So, by this changed condition no member who does not desire the reserve documents of Congress need have them, and they remain in unstitched form in the hands of the Public Printer. The amount, as I remember it now, is about 500, which it is supposed will fully meet the demand. If they are not called for, the proposition then is to turn them over to the superintendent of documents for distribution to public libraries.

So, then, what we have done in the way of change from the usual number is a reduction of the number and providing for a better method of distribution of both the bound and unbound copies, and not inflicting the reserve documents upon any member of Congress who does not want them. He can, of course, select from his quota whatever documents he may particularly desire to have bound, and all the residue go for general distribution to the libraries of the country. §701

I think that this is one of the most important provisions of this bill, and it has been prepared after very great consideration and

considerable investigation by the committee.

Mr. COCKRELL. Mr. President, this brings up the whole question in regard to the documents that are left in the document room and those that are distributed directly to Senators, and we may just as well consider the whole provision in discussing it. I see that the remainder of the documents and reports, which would be 1,082, as I understand, shall be reserved by the Public Printer in unstitched form.

Mr. MANDERSON. No. Of those that are bound, 1,082, there shall be distributed, as provided from lines 26 to 38, inclusive, on page 20, which reduces the 1,082 copies, as I remember the figures to about 500.

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Mr. COCKRELL. Well, how can you supply the eighty-eight Senators and three hundred and odd members and the different libraries and so on out of that 500? I suppose the Senator has made the calculation.

Mr. MANDERSON. The libraries are supplied from the 500 copies turned over to the superintendent of documents, which wording the Senator will find in lines 29 and 30.

Mr. COCKRELL. I am going not by the bill the Senator has in his hand, but I am going by the Senator's report.

§709 Mr. MANDERSON. Go by either; they are both the same.

Mr. COCKRELL. They are not numbered alike, and your report does not indicate anything here at all.

Mr. MANDERSON. You mean as to the lines?

Mr. COCKRELL. As to the lines. As to the sections they do.

Mr. MANDERSON. Yes.

Mr. COCKRELL. Now, I want to call attention to that. But we will wait until we get to that particular clause, and we have not reached it yet. There is the same objection to furnishing all the committees of Congress with these copies. There is no sense in that.

The Chief Clerk resumed and continued the reading of section 55, as follows:

§701 OF THE SENATE DOCUMENTS AND REPORTS, UNBOUND.—To the Senate document room, 220 copies; office of Secretary of the Senate, 10 copies; to the House document room, 300 copies; to the Clerk's office of the House, 10 copies.

That of the number printed the Public Printer shall bind 1,082 copies, which shall be distributed as follows:

OF THE HOUSE DOCUMENTS AND REPORTS, BOUND.—To the Senate library, 15 copies; to the Library of Congress, 2 copies, and 50 additional copies for foreign exchanges; to the House library, 15 copies; to the superintendent of documents, 500 copies, for distribution to the State and Territorial libraries and designated depositories.

OF THE SENATE DOCUMENTS AND REPORTS, BOUND.—To the Senate library, 15 copies; to the Library of Congress, 2 copies, and 50 copies additional for foreign exchanges; to House library, 15 copies; to the superintendent of documents, 500 copies, for distribution to State and Territorial libraries and designated depositories. These documents shall be bound in half Russia.

The remainder of said documents and reports shall be reserved by the Public Printer in unstitched form, and shall be held subject to be bound in the number provided by law, upon orders from the Vice-President, Senators, Representatives, Delegates, Secretary of the Senate, Clerk of the House, and chairmen of committees, in such binding as they shall select, except full morocco or calf; and those selected by chairmen of committees to be bound for use of the committees shall be lettered on the back to show to what committee they belong. All of the "usual number" shall be printed at one time.

Mr. MANDERSON. Now let me call attention to the fact that it is not proposed, as has heretofore been done, to give these reserve documents to every member of Congress. They are retained in unstitched form subject to his order, if he sees fit to have them or any part of them. Nor is it proposed to send them to committees, whether the older committees of the two Houses or all the committees; but they are there subject to the order of the chairman of the committee if he sees fit to order them.

I am not tenacious of the proposition that committees, as such or through their chairmen, should have any of these documents, and it certainly would suit me very well, and I think suit the committee, if the Senator would move to strike out all reference to the chairmen of committees.

Mr. COCKRELL. It is only a question of time when every document room would be filled, and there would not be space enough for a Senator to get inside of a room if all these things are to be sent here. I shall move that amendment.

Mr. MANDERSON. I think so myself. That can be reached by striking out "and chairmen of committees" in line 44.

Mr. COCKRELL. And inserting after the words "Secretary of the Senate," and before the words "Clerk of the House," the

§713 word "and," and then by striking out the words "and chairmen of committees."

The VICE-PRESIDENT. The amendment will be stated.

The SECRETARY. In section 55, line 43, after the word "Senate," it is proposed to insert the word "and;" and after the word "House," at the end of line 43, to strike out "and chairmen of committees;" so as to read:

Senators, Representatives, Delegates, Secretary of the Senate, and Clerk of the House, in such binding as they shall select, except full morocco or calf, etc.

The amendment was agreed to.

Mr. COCKRELL. Then strike out all after the word "calf" to the end of that line, and make the semicolon after the word "calf" a period.

Mr. MANDERSON. Strike out down to the next period.

The SECRETARY. It is proposed to strike out, after the word "calf," in line 45, the following words:

And those selected by chairmen of committees to be bound for use of the committees shall be lettered on the back to show to what committee they belong.

Mr. MANDERSON. Leaving the rest of the section to stand.

Mr. COCKRELL. Yes. That, as I understand, will allow the chairmen of committees to have the reports of their own committeees bound just as they have been doing, and that is all that any committee ought to have.

Mr. MANDERSON. I agree to that.

The VICE-PRESIDENT. The question is on the amendment proposed by the Senator from Missouri [Mr. COCKRELL].

The amendment was agreed to.

The Secretary read section 56.

Section 57 was read, as follows:

SEC. 57. There shall be printed in slip form 1,810 copies of public and 400 of private laws, postal conventions, and treaties, which shall be distributed as follows: To the House document room, 1,000 copies of public and 100 copies of private laws; to the Senate document room, 550 copies of public and 200 copies of private laws; to the Department of State, 500 copies of all laws; and to the Treasury Department, 60 of all laws. Postal conventions and treaties shall be distributed as private laws.

Mr. COCKRELL. Mr. President, I should like to ask the chairman of the committee if any inquiry was made of the superintendents of the respective document rooms in regard to the laws which are printed in slip form?

Mr. MANDERSON. Yes.

Mr. COCKRELL. I have very, very often had occasion to send them out. I remember the law about land in severalty to Indians, the Indian depredation-claims law, and various other laws, for which I had a great many applications, and I sent them out. I do not know whether this was the number that the superintendent of the document room supposed would be sufficient to meet that demand or not.

Mr. MANDERSON. The Senator will find full information on that subject in the testimony of Amzi Smith, on page 46.

The CHAIRMAN. I see that the number of slip laws printed is 1,810, of which 1,000 go to the House document room, 550 to the Senate document room, 200 to the Department of State, and 60 to the Treasury Department.

Mr. SMITH. Yes, sir.

The CHAIRMAN. What suggestions, if any, have you to make concerning this number? Can it be reduced?

Mr. SMITH. The State Department makes a division of the laws, making a distinction between public and private laws. Of the private laws, so far as the Senate document room is concerned, at least 300 or 350 could be dispensed with without detriment to the public service. Of the public laws, some of them, of course, could be dispensed with; but it is utterly impossible to tell in advance which ones.

The CHAIRMAN. Do you think it would be desirable legislation that would make a distinction between public and private laws?

Mr. SMITH. Most decidedly.

The CHAIRMAN. Printing, perhaps, one-third as many private laws as of public laws?

Mr. SMITH. One-third would be amply sufficient, so far as the demands on the Senate document room are concerned.

The CHAIRMAN. The laws that are printed on common paper, in what you call slip form, are simply to satisfy a temporary demand that occurs between the time that the law is passed and the issuance of the session laws.

Mr. SMITH. Yes, sir. We keep a permanent file of the slip laws, so that if a person wants a copy of a given law, even back as far as 1886 or 1887, we can furnish it in most instances.

I will not take the time to read further from his testimony as to this practice.

Mr. COCKRELL. What have you done about the public laws? Do you leave the number unchanged?

Mr. MANDERSON. My recollection is that there is a small decrease. There is a very large decrease of the private laws.

Mr. COCKRELL. I mean the public laws.

Mr. MANDERSON. The public laws are left the same. I wish to state right there that this is another of the numerous economies of this bill in dispensing with the printing of unnecessary matter.

The Secretary read section 58, as follows:

SEC. 58. There shall be printed of the Journals of the Senate and House of Representatives 1,110 copies, which shall be distributed as follows: To the Senate document room, 90 copies for distribution to Senators, and 25 additional copies; to the Senate library, 15 copies; to the House document room, 300 copies for distribution to members, and 25 additional copies; to the Department of State, 10 copies; to the superintendent of documents, 500 copies; to the Library of Congress, 52 copies; to the Court of Claims, 2 copies, and to the library of the House of Representatives, 10 copies. The remaining number of the Journals of the Senate and House of Representatives, consisting of 21 copies, shall be furnished to the Secretary of the Senate and the Clerk of the House of Representatives, respectively, as the necessities of their respective offices may require, as rapidly as signatures are completed for such distribution.

Mr. MANDERSON. Mr. President, I desire to call particular attention to the note to section 58, because here is a very great saving in the printing of copies of the Journals.

In 1888, largely because of the vigorous and strenuous efforts made by the Senator from Missouri [Mr. COCKRELL], there was a law passed which reduced the number of copies of the Journals published by the Senate and House of Representatives very materially. It was ascertained that by some strange slip in legislation years ago there was a printing of 1,500 copies of the Journal, which were entirely unnecessary and that no one really supposed were being printed. They were accumulating to the disturbance of everybody. This is further legislation in the way of making radical reductions in the number of copies of the Journals printed.

The Secretary read section 59, as follows:

SEC. 59. Whatever printing not bearing a Congressional number shall be done for any Department or officer of the Government, except confidential matter, blank forms, and circular letters not of a public character or for use of Congressional committees, not of a confidential character, 2 copies shall be sent, unless withheld by order of the committee, by the Public Printer to the

Senate and House libraries, respectively, and 1 copy each to the document rooms of the Senate and House, for reference; and these copies shall not be removed.

Mr. MANDERSON. I offer an amendment to this section.

The PRESIDING OFFICER (Mr. BERRY in the chair). The amendment will be stated.

The SECRETARY. In section 59, line 4, after the word "or," it is proposed to insert the words "shall be done."

Mr. MANDERSON. That is simply to make the language, which seems a little ambiguous, more certain.

The PRESIDING OFFICER. The amendment will be considered as agreed to in the absence of objection.

Mr. COCKRELL. Let us hear it read in connection.

The PRESIDING OFFICER. The section will be read as proposed to be amended.

The Secretary read as follows:

SEC. 59. Whenever printing not bearing a Congressional number shall be done for any Department or officer of the Government, except confidential matter, blank forms, and circular letters not of a public character, or shall be done for use of Congressional committees, etc.

Mr. MANDERSON. That is simply to require that 2 copies shall be sent to the Senate and House libraries, so that there may be preserved the printing that is done for committees, which generally disappears out of sight and can not be found after a year or two.

The PRESIDING OFFICER. The question is on the amendment of the Senator from Nebraska.

The amendment was agreed to.

Mr. MANDERSON. I offer an amendment to come in at the end of the section.

The PRESIDING OFFICER. The amendment will be stated.

The SECRETARY. On page 25, it is proposed to add at the end of section 59 the following:

And of all publications of the Executive Departments made for distribution, 500 copies shall be at once delivered to the superintendent of documents for distribution to designated depositaries and State and Territorial libraries.

Mr. MANDERSON. This is to meet a consideration suggested by many of the public libraries of the country. The public libraries of the United States have an organization made up of the librarians, and this organization has officers, a president, I believe, a secretary, etc., and an executive committee made up of some of the most distinguished of the learned men who are in that occupation. They are very desirous that these public libraries should receive more of the Government publications, and an underlying principle in this bill is to give more of the public documents to the libraries of the country. We not only give all Government publications heretofore given to the designated depositories and to State and Territorial libraries, which takes 496 copies, I think, of every public document, but we add to those the CONGRESSIONAL RECORD, the Session Laws, and the Statutes at Large.

There have been petitions in very large quantities received during the years past asking that these documents shall be added to the documents that shall be issued to designated depositories. Of late the demand has been for the publications from the different Executive Departments; for instance, professional papers issued by some of the chiefs of bureaus, monographs, letters of information I believe they are called, issued by the Navy Department.

Mr. COCKRELL. And by the War Department.

Mr. MANDERSON. And the War Department. There is a great anxiety on the part of these libraries to obtain these publications. It has seemed to the committee that it would be no more than just and right that of the number of these documents printed on the requisition of the heads of Departments 500 should be delivered to the superintendent of documents for him to distribute as he distributes all other Government publications.

I have here a number of letters from librarians suggesting this idea—one handed to me but yesterday by the Senator from Indiana [Mr. TURPIE]. It is to meet that view that this amendment is inserted.

Mr. COCKRELL. I think the amendment is perfectly just and proper. These documents ought to be sent out to these libraries. A great many of them are very valuable documents. They are not of the transient current business of the country that must be read at the time to be appreciated, but they are valuable for all time to come, and especially they should go to all the libraries. I think it is economy to increase the number of such recipients of documents if it does increase the number printed. It will necessarily increase the number, I suppose.

Mr. MANDERSON. That will be within the discretion of the bureau chief who orders the printing. I do not think it would necessarily increase the number, because he would desire, of course, that these documents should go to the libraries, and, perhaps, under the method of distribution in some of the Departments they have been sent to these designated depositories.

Mr. COCKRELL. I do not think they have ever been sent to the designated depositories of public documents.

The PRESIDING OFFICER. The question is on the amendment of the Senator from Nebraska.

The amendment was agreed to.

Mr. MANDERSON. I ask leave to insert in the RECORD, in connection with the last amendment proposed, a letter from Mr. Fletcher, the librarian of Amherst College library, at Amherst, Mass., addressed to the Senator from Massachusetts [Mr. DAWES], and a letter from the very efficient librarian of the public library at Omaha, Nebr., in which they call attention to the character of this amendment and the bill generally.

The PRESIDING OFFICER. The papers referred to will be printed in the RECORD in the absence of objection.

The letters are as follows:

AMHERST COLLEGE LIBRARY,
Amherst, Mass., January 28, 1892.

DEAR SIR: The bill prepared by the joint committee of Congress for the regulation of the Government printing and distribution of documents has been reported in the Senate (Senate bill 1549) and also in the House, as I am informed, but I have not learned the number of the House bill. This bill provides for some of the reforms desired by librarians, such as periodical indexes, new style of lettering on binding, appointment of superintendent of documents with general supervision of distribution, and some other minor matters, but it does not make any provision for placing in the State and Territorial libraries the documents which they do not now receive.

The most important of these are the publications of the various Executive Departments, known as Professional Papers, bulletins, monographs, circulars of information, etc., which include the researches of the scientists in the employ of the Government, and are of more real value to the general public than the mass of documents regularly distributed. It is hardly necessary to say that all of these documents printed at public expense should be placed in the designated depositories in order that the public may have access to them. This can easily be provided for by an amendment to section 59 of this bill, which covers this class of documents, requiring that 500 copies of such documents be delivered to the superintendent of documents for distribution to the depositories.

If such an amendment can be incorporated in the bill it will be a great improvement from my point of view as librarian of one of the "designated depositories." But as it is, the bill goes so far in the direction of the reforms needed that, if the suggested amendment can not be made, I should earnestly hope for its passage in its present form, as I think it will be recognized as making a great improvement over the present system, or rather systemless method, of distributing the Government publications.

Very respectfully,

WILLIAM I. FLETCHER, *Librarian.*

Hon. HENRY L. DAWES,
United States Senator.

PUBLIC LIBRARY, *Omaha, Nebr., January 27, 1892.*

DEAR GENERAL MANDERSON: The bill prepared by the joint committee of Congress for the regulation of the Government printing and distribution of documents, while providing many reforms, does not, as I understand, make any provision for the distribution to libraries of monographs, bulletins, circulars of information, and the publications of the executive documents known as Professional Papers.

Is it not desirable that these important documents reach the public through the libraries? The information is usually the most reliable, and, more, the most up to date. The libraries are constantly receiving, and necessarily refusing, requests for these documents. The matter is preserved for future use and reaches many who now are obliged to do without or to depend on what information is reprinted in the newspapers.

Trusting you will pardon any presumption in my suggestions, I am

Very respectfully, yours,

JESSIE ALLAN, *Librarian.*

Hon. C. F. MANDERSON, M. C.,
Washington, D. C.

The Secretary read section 60.

Section 61 was read, as follows:

§1715

§739 SEC. 61. There shall be one document room of the Senate and one of the House of Representatives, to be designated, respectively, the Senate and the House document room. Each shall be in charge of a superintendent, who shall be appointed by the Sergeant-at-Arms of the Senate and the Doorkeeper of the House, respectively, who shall also appoint the necessary number of assistants.

Mr. MANDERSON. Mr. President, this section changes an existing condition. There is in the Senate one document room, under the charge, as we all know, of Mr. Amzi Smith. But for a very long time there have been connected with the House of Representatives two document rooms, one known as the House document room and the other as the Clerk's document room. Upon making an investigation there seemed to be a uniformity of opinion that one of these document rooms could, with great advantage to the public service, be dispensed with; that it was not only desirable as a matter of economy, but that as a matter of better system in the distribution of books it would be proper. Members of the committee, however, who were of the Senate would not have made this change had it not been desired by the member of the House committee who was present.

I make this statement here, because there has been, I understand, some criticism upon the effort to curtail what might be called the privileges of one of the Houses of Congress. It of course is entirely within the power of the House of Representatives to maintain its present system of document rooms if it desires; but, as I say, the uniform testimony was, even of those prominently connected with document rooms themselves, that it would be desirable to have but one document room for each House.

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Mr. COCKRELL. I understand there was a member of the House who was a member of the committee by joint resolution, and this is the arrangement that he suggested?

Mr. MANDERSON. Yes.

Mr. COCKRELL. So that it comes from that body?

Mr. MANDERSON. From that body. I want to state here, what perhaps may not be understood, that this bill is the product of a special committee authorized by concurrent resolution passed at the last Congress, that special committee being composed of the Senate Committee on Printing and Messrs. RICHARDSON and RUSSELL, who were appointed by the Speaker of the House as the House members of the committee, Messrs. RICHARDSON and RUSSELL having been members of the Committee on Printing at the last session of Congress, and, being so, were detailed for this work, because it was presumed they would probably be members of the Committee on Printing of this Congress, and in fact Mr. RICHARDSON is now the chairman of that committee.

Section 62 was read, as follows:

§1702 SEC. 62. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent of documents, who shall receive a salary of $3,000 per annum. He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for the use of the two Houses of Congress, which are to be distributed on the order of Members and Delegates, or are for the special official use of the Executive Departments.

Mr. VEST. Mr. President, I move to strike out that section. I do not see any necessity for the creation of this office. I should like to state that I object specifically to the powers that are given by the succeeding section. I inquire of the chairman of the committee having charge of this bill what would be the effect of striking out this section? Where would it leave the distribution of these documents under the bill?

Mr. MANDERSON. I fear it would leave them in a very chaotic condition, and I think the Senator from Missouri, when he has fully considered this matter, will hardly insist upon that motion to strike out.

There was no proposition that was more embarrassing to the committee that had this matter under consideration than that which involved the distribution of the public documents. We were met with a condition that has been frequently described. Here was this vast collection in the Departments and in the Capitol running into many hundreds of thousands of practically abandoned volumes of public documents. They seemed to be without ownership. I would not be surprised to know that in the Departments and in and about the Capitol and different storehouses there is a million of books waiting for some one to take charge of them and distribute them throughout the country. The folding rooms of the two Houses are charged with the duty of the distribution of the special printing of Congress, the quotas that are assigned to the members of the two Houses. It hardly seemed to us that we could throw upon these folding rooms this matter of the distribution of this vast collection of documents that were constantly accumulating. No one realizes until he has looked into this matter what this accumulation of public documents means.

Congress provides by concurrent resolution for the printing of a number of a publication, say 2,000 copies for the Senate and 4,000 for the House of Representatives. When this amount comes to be divided in each case by the number of members of the body it is found that there is a remainder over in every instance. Now, I confess it was a matter of very great surprise to me when I ascertained, upon investigation of the fact, that at one Congress this accumulation of remainders amounted to 40,000 volumes, for which there was really no practical ownership. They belonged to the Senate or belonged to the House of Representatives, but in each instance there were so few of them that there were not enough to give one apiece to the different members. Here was this vast accumulation of material. The question was, what should be done with it and what should be done with the accumulation that would come from the annual house-cleaning of the Departments and of the Capitol proposed by this bill?

We found in the Interior Department an officer created by act of Congress some years ago, known as the superintendent of documents. We found that it was his duty under the law to send out to the designated depositories, designated by members of Congress, and to State and Territorial libraries the books that they were entitled to. We found that he had been doing most excellent work. He had, as far as his power extended, prevented the duplication of documents, and no one can understand how great that evil has been until investigation is had. For instance, we found that by orders from members of the House of Representatives one man had received forty volumes of the same publication; and I have no question but that speculative gentlemen make a profit by writing to members of Congress of either House and obtaining many copies of the same book. We found that Dr. Ames, this efficient officer, has done a great deal towards preventing that sort of duplication of the documents intrusted to him.

We thought it was infinitely better that this official should be placed where the Public Printer is placed, under the hand of Congress, to be its creature, rather than the creature of any of the Executive Departments of the Government. This bill is framed on the idea that under his general direction, and without encroachment upon the privilege of any member of either House of Congress, but as a substantial benefit and aid to them in the distribution of the public literature, this office could be created with profit. Now, it may be that some of the powers and duties that devolve upon him can be changed with benefit, and I have one or two changes that I propose to make in the parts of the bill that define the duties of the superintendent of documents. I think they will commend themselves to the Senate, and particularly to the Senator from Missouri.

The Senator from Iowa [Mr. ALLISON] came to me this morning, feeling that this official was to be given too great powers, and I called his attention to one or two changes that I proposed to make in the bill, that caused him, I think, to be very well content with the establishment of this office.

It is not really the creation of a new office, it is not the establishment of another bureau. It will not add a dollar of expense, but I think will be a very great saving of expense to the Government. We simply take the superintendent of documents out of the Interior Department and place him here, and it seems to me that here is where he belongs. The matter that is printed, except the material that is printed on the requisition of the Executive Departments, is Congressional printing. The Printer is the Congressional Printer. True, his name has been changed to that of Public Printer, but none the less he has always been considered, is considered to-day, and I think always will be, as the creation of Congress, subject to its immediate direction, without interference by any of the executive officers of the Government, and I think the superintendent of documents should be of the same class of officials, that he should be brought here, and be under our direction. I think if we do that we can build up here a symmetrical and well-organized method of distribution and we shall bring order out of the present chaos.

Mr. VEST. Mr. President, I endeavor always to discuss public business very frankly, and I wish to say now that I am not an enemy of this bill. As the Senator from Nebraska knows, I have been endeavoring for some years in my feeble way to right the abuses in regard to this, to cleanse the Augean stables in connection with the public printing. I am heartily in sympathy with any reform, because it can not be made much worse than it is now. That is certain. But during my service here I have known personally, as has every other Senator who was here at the time, instances of the grossest abuse in regard to public documents by officials of each House of Congress. I had occasion once during a Presidental canvass to call the attention of the Senate by resolution to a case where one of our employés had used his privileges to issue a campaign document on the tariff

question, upon which he had placed his name as an officer of the Senate, and to which he gave official sanction, and that was sent throughout the country.

Nothing has been more common than to take a campaign document and inject it into a speech of a Senator or a member of the House of Representatives, so that it could be used for distribution under the franking privilege; and even now there is a bureau in this Government, as I shall undertake to show in a very few days, that is using its power to distribute political documents ostensibly for the purpose of informing people with regard to certain matters that are going on. I am not willing to give to any officer the power to handle my list of documents for distribution. I do not say this because we are now under a Republican Administration, for I would deny it to a Democrat, and it is just as much subject to abuse under one party as another. We can not be too particular, we can not scrutinize too closely in regard to the powers given to an official occupying the delicate relation to members of Congress that this superintendent will under this proposed law.

As I said a few moments ago, the subsequent provisions of this bill constitute to me the most serious objection. In the first place, look at section 62, which is under consideration:

SEC. 62. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent of documents, who shall receive a salary of $3,000 per annum. He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for the use of the two Houses of Congress, which are to be distributed on the order of Members and Delegates, or are for the special official use of the Executive Departments.

Mr. MANDERSON. Mr. President, if I may interrupt the Senator, strange as it may seem, that is the existing law with reference to this official, practically.

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Mr. VEST. The list is not placed in the hands of the general superintendent.

Mr. MANDERSON. The superintendent of documents is the only distributing power, except where the distribution comes from the different Departments of their peculiar publications.

Mr. VEST. But it is not exercised, and we all know it. There is no general superintendent now to whom I must send my list of documents for distribution. That is the point I am making.

Mr. MANDERSON. But the Senator, it seems to me, hardly reads the section with the same understanding at least that I do. There is thrown upon the superintendent a general supervision of the distribution of all public documents, and to his custody go the documents subject to distribution, which are those he now receives, excepting those printed for the use of the two Houses of Congress.

Mr. VEST. Exactly.

Mr. MANDERSON. No member's quota of documents goes to the superintendent of documents.

Mr. VEST. I understand that.

Mr. MANDERSON. But it will go to the folding room, as it does now.

Mr. VEST. Exactly, but he has to have that list. That is the point I am making. I do not care about who has the actual corporeal possession. The point I make is that he is furnished with a list of documents which every Member and Senator sends out.

Mr. MANDERSON. If the Senator will permit another interruption, here is an amendment which I propose to add to line 22 of this section, which I think meets that difficulty, and I make this interruption and suggest these changes because, if it is possible to do so, I desire to convert the Senator to the idea that he should not move to strike out this section that creates this official.

Mr. VEST. Very good: I will withdraw my motion until I hear the Senator, because I am not an enemy of the bill.

Mr. MANDERSON. I propose to add to this amendment at the end of line 22:

And provided further, That any portion of the quota of documents of any Senator, Representative, or Delegate shall be delivered to himself whenever order to this effect is given to the superintendent of documents.

That takes every book that is of the quota of a member of Congress completely out from the control of the superintendent, and puts it within the control of the member. If that language does not do it, let us insert language that will do it if it is desirable.

So far as I am concerned, for every document that I distribute my list is open to the world. I do not care where or by whom it may be published. I try to make a distribution of public documents of which I am not ashamed, and I do not fear that any political adversary can make capital by an inspection of the list of those to whom I send Government publications, and I do not understand either that a majority of the Government publications are those of which political use can be made. If that is so, we had better stop publishing a great many of them.

My idea was that they were for the purpose of informing the people, of giving information to those interested in different pursuits that would be of advantage to them, to show the results of scientific explorations, of experiments of scientists, etc. That certainly is not political in its character. But I do not desire that my particular wish in that matter shall prevail. As I say, I do not care who sees my list, but perhaps other Senators or members of the House of Representatives may, and if so, the opportunity is given them by this amendment that neither this superintendent of documents nor any other man shall be permitted to see the list of those to whom they send Government publications.

Mr. VEST. Mr. President, it is hardly necessary for us to say what we would be willing to do in regard to our list of documents. I think I can stand here with all safety and say I have just as few reasons for concealing any public act of mine as the Senator from Nebraska or any other Senator.

Mr. MANDERSON. Undoubtedly.

Mr. VEST. That is not the question. There is no use for us to conceal the fact that in close and heated political contests men will resort to almost any measure, and think it absolutely and morally right, to achieve political success. All of us remember in the last Presidential canvass that the Voice published a charge—and I have never heard a denial of it—that men were sent into their office from the outside and procured their whole list of subscribers for the national campaign committee of the Republican party. The result was that documents were sent from those headquarters to all the subscribers to the Voice, intended to turn the whole Prohibition vote of the country in a certain direction. All this was notorious and as well known as the names of Senators here to-day.

I assert now, and I can prove it—and it has never been denied, for that matter—that officers of this Senate in the last canvass distributed campaign documents, made official by putting their names upon them, and the resolution is here which I myself offered calling attention to it, and the fact has never been disputed. On the contrary, Republican Senators stood here and justified it and said they had a right to do it.

Suppose I am in a close Congressional district where 10 or 20 or 100 votes will decide the representation from that district. I am sending my documents, a speech, for instance, that I have made upon the salient issues in that canvass, to certain persons, generally perhaps to doubtful voters.

Mr. MANDERSON. That would not be a public document within the meaning of the law.

Mr. VEST. If all these documents are to go, that would be a public document, for it would be a part of the CONGRESSIONAL RECORD. Even suppose it is not a speech; say it is some other matter that I want to send to doubtful voters, a public document of any sort on this list, if it is in the hands of this superintendent, and he is disposed to do so, it can be used for sending to the same persons matter that would bring about a very different result in their opinion. To show that I am not mistaken about the scope of this bill look at the next section:

SEC. 63. He shall keep the document account of members of Congress and Departments, and on request of any Senator, Representative, or Delegate shall promptly furnish a statement of documents standing to his credit.

Mr. MANDERSON. That is done now by the superintendent of the folding room.

Mr. VEST. Here is the clause that I mean:

All orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments shall be sent to the superintendent of documents on franked or other labels or in lists, which shall be kept confidential and which shall give the name and address of each and every party to whom documents are ordered sent; and it shall be the duty of the superintendent of documents to establish such a system of registration by card index, or otherwise, as will prevent duplication in the distribution of documents.

If I choose, it seems to me, to send my documents myself, or through my secretary, or through any other party, I should have that right, and I should not be compelled to go to this general superintendent for the purpose of having them distributed.

After the first word "the," in line 7 of section 62, where it reads "excepting those printed for the," I move to strike out the remainder of that section and insert what I send to the desk.

The SECRETARY. In section 62, line 7, after the word "the," where it first occurs, it is proposed to strike out—

use of the two Houses of Congress, which are to be distributed on the order of Members and Delegates, or are for the special official use of the Executive Departments—

And insert:

Special official use of the Executive Departments and those printed for the use of the two Houses of Congress, which are to be distributed or delivered ready for distribution on the order of Members and Delegates.

Mr. VEST. That amendment would give to Members and Delegates the right to take charge of their own documents if they saw proper to do it. If, on the other hand, they found it more convenient, and were willing to allow the superintendent to distribute them, as a matter of course that is a question for them.

I must confess that I do not like the powers proposed to be given to this superintendent. They are subject to too great abuse. At the same time I will frankly state that I do not want to defeat this bill. I know that under the present system there are great defects and great abuses. No one is better aware of that fact than myself, but I do not care to give any officer the powers that are given under this proposed act.

§ 1702

Mr. MANDERSON. Mr. President, I do not know the extent to which the system proposed by this bill is in operation. I know that quite a number of the members of the Senate, and I know a number of the members of the House of Representatives, pursue exactly this plan; that is to say, instead of having books sent to a committee room or to their houses, they simply address slips of paper that have their franks upon them, and send those to the superintendent of the folding room.

That is my own almost invariable usage, and I find it far more convenient than any other method. This language which was read, that Senators, Representatives, etc., shall send to the superintendent of documents on franked or other labels, or in lists, as they please, the names and addresses of those who shall receive documents, is simply a recognition in the law of a custom that now very largely obtains. If there is added to this section, at the end of line 21, the amendment that I read a moment ago, which recognizes that which I think would be anyhow without any such amendment, the right of a member to have all his documents sent in any way he pleases, then it seems to me that we have stripped from the bill the objectionable feature suggested by the Senator from Missouri. He can not go further than myself in denunciation of any officer of the Government who would convert to base political uses the privileges of his position. With him I condemn the action to which he has referred; but I do not see that this will lead into any such difficulty as that when you guard it in this method. I suggest that if it is the desire to prevent the duplication of public documents, to prevent speculation in them, then this provision of the law is desirable.

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As to this particular amendment, I do not know that I have any special objection to it. I do not think it very particularly changes the language of the section, although I apprehend it is to be followed by other proposed changes.

Mr. VEST. The amendment simply inserts in this provision, transposing some of the words, the power for Members and Delegates and Senators to send their documents themselves instead of furnishing the orders for distribution to the superintendent.

Mr. MANDERSON. That is, it reaches the same idea in the proviso——

Mr. VEST. The same idea, but I thought it was more germane to put it in this section.

Mr. MANDERSON. I ask the Secretary to read it as it would read if amended.

The PRESIDING OFFICER. The Secretary will read the clause as it would stand if amended.

The Secretary read as follows:

§ 1702

He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution excepting those printed for the special official use of the Executive Departments, and those printed for the use of the two Houses of Congress, which are to be distributed or delivered ready for distribution on the order of Members and Delegates.

Mr. MANDERSON. I do not feel warranted in accepting the amendment. Still I do not see that it changes particularly the idea of the section.

The PRESIDING OFFICER. The question is on agreeing to the amendment proposed by the Senator from Missouri [Mr. VEST].

The amendment was agreed to.

The Secretary read section 63 of the bill to line 22.

Mr. VEST. That section must be amended, and I move——

Mr. MANDERSON. I propose to amend the section by adding to it the language I read. Perhaps under strict parliamentary practice this as a committee amendment would be first in order, but I am so anxious to perfect the bill as we go along as far as we can, that I certainly have no objection to the Senator introducing any amendment he may see fit, whether acceptable to the committee or not.

Mr. VEST. I was going to suggest after the word "sent," in line 7, to insert "when desired by Senators, Representatives, or Delegates;" so as to read:

All orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments shall be sent, when desired by Senators, Representatives, or Delegates, to the superintendent of documents, etc.

So as to give them the option whether they will furnish the list or not.

Mr. MANDERSON. I have no objection to that.

Mr. COCKRELL. I should like to hear section 62 read as amended. I was called out just at the time the amendment was offered. Let it be read as it now stands.

The PRESIDING OFFICER. Does the Senator desire to have it read before the pending amendment is passed on?

Mr. COCKRELL. Yes.

The PRESIDING OFFICER. Section 62 will be read as it now stands.

The Secretary read as follows:

SEC. 62. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent of documents, who shall receive a salary of $3,000 per annum. He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for the special official use of the Executive Departments and those printed for the use of the two Houses of Congress, which are to be distributed or delivered ready for distribution on the order of Members and Delegates.

Mr. COCKRELL. He shall have general supervision of the distribution of all public documents, as I understand it, "and to his custody shall be committed all documents subject to distribution."

Mr. VEST. "Excepting."

The SECRETARY. "Excepting those printed for the special official use of the Executive Departments."

Mr. VEST. "And."

The SECRETARY. "And those printed for the use of the two Houses of Congress, which are to be distributed or delivered ready for distribution on the order of Members and Delegates."

Mr. COCKRELL. It does not seem to me that that changes it.

Mr. VEST. Yes, it puts in the idea that they are to be delivered to anybody when ordered by Members and Delegates; that is, they are not absolutely required to be distributed by the superintendent. Of course if a member of Congress wants them to be distributed by the superintendent he can do so, but with this amendment it gives him the power to have them so distributed or not.

Mr. HARRIS. Had you not better incorporate in that amendment, after the word "distributed," the words "to Members and Delegates."

Mr. VEST. That is covered by the words "or delivered ready for." Let the Secretary read it again.

The Secretary read as follows:

Which are to be distributed or delivered ready for distribution on the order of Members and Delegates.

Mr. VEST. That is, with the franks upon them.

Mr. HARRIS. I suggest that you say "to Members and Delegates upon their order."

Mr. VEST. I have no objection to that. That is the meaning.

Mr. HARRIS. Of course that I know to be the object, but I think it is more clearly expressed by that language.

Mr. VEST. Very well.

Mr. MANDERSON. Now let that part of the section be read as modified.

Mr. HARRIS. Let it read "to Members and Delegates upon their order."

The Secretary read as follows:

Which are to be distributed or delivered ready for distribution to Members and Delegates upon their order.

The PRESIDING OFFICER. The amendment will be agreed to, if there be no objection. The amendment is agreed to. The question now is on the amendment proposed to section 63 by the Senator from Missouri [Mr. VEST].

Mr. COCKRELL. Has any amendment been made to the first four lines of section 63?

Mr. MANDERSON. No.

The PRESIDING OFFICER. An amendment was offered by the Senator from Missouri [Mr. VEST] to section 63, which the Secretary will report.

The SECRETARY. In line 7, after the word "sent," insert the words "when desired by Senators, Representatives, or Delegates."

The PRESIDING OFFICER. The Chair would call the attention of the Senator from Missouri to the fact that that would make those sent to Departments dependent on the order of Senators and Members.

Mr. VEST. Let it read "sent to the Departments, or to Senators, Representatives, and Delegates."

The PRESIDING OFFICER. The question is on agreeing to the amendment proposed by the Senator from Missouri [Mr. VEST].

Mr. MANDERSON. Let it be read.
Mr. VEST. Let the amendment be read again.
The Secretary read as follows:

All orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments, shall be sent, when desired by Senators, Representatives, or Delegates, to the superintendent of documents on franked or other labels, etc.

Mr. MANDERSON. I think I can suggest an amendment instead of that which will reach the idea better. I suggest to make it read in this form:

When desired, all orders for the distribution of documents by Senators, Representatives, or Delegates, and orders from Departments, shall be sent to the superintendent of documents.

Mr. VEST. Yes, that is right; that covers it.
Mr. MANDERSON. Insert "when desired" at the commencement of line 5.
The PRESIDING OFFICER. The amendment will be reported as modified.
The SECRETARY. At the beginning of line 5 insert "when desired," and after the word "and," in line 6, insert "and orders from:" so as to read:

When desired, all orders for the distribution of documents by Senators, Representatives, or Delegates, and orders from Departments, shall be sent to the superintendent of documents, etc.

Mr. VEST. That is right.
The PRESIDING OFFICER. The question is on agreeing to the amendment as modified.
The amendment as modified was agreed to.
Mr. COCKRELL. Now, let that part of the section be read following the amendment just agreed to.
The Secretary read as follows:

Shall be sent to the superintendent of documents on franked or other labels or in lists, which shall be kept confidential, and which shall give the name and address of each and every party to whom documents are ordered sent.

Mr. COCKRELL. Has any change been made in the remainder of the section?
Mr. MANDERSON. None whatever.
The Secretary read the remainder of section 63 and section 64.
Mr. MANDERSON. In section 64, lines 2 and 3, I move to strike out the words "the laws of the United States," and in line 3 to insert "otherwise" after "herein."
Mr. VEST. Does the Senator mean to give him the power of sale?
Mr. MANDERSON. No; the object is simply this: As the superintendent of documents has now the power of sale under the general law, this is a proposition to continue that power under

the restrictions of the bill. But the laws of the United States have always been sold at the State Department. It seems desirable to continue that provision. When this bill was drafted we were rather of the impression that those were the only documents sold in any Department, but on investigation we find that mariners' charts and reports of the Coast and Geodetic Survey and other documents are sold. So I propose to say "except as herein otherwise provided."
Mr. COCKRELL. And in the Patent Office, too, they are sold.
Mr. MANDERSON. Yes, sir. It will be found afterwards in the bill that we provide for the sale of certain documents by certain Departments.
The PRESIDING OFFICER. The Secretary will report the amendment of the Senator from Nebraska.
The SECRETARY. In line 2, of section 64, strike out the words "the laws of the United States," and after the word "herein," in line 3, insert "otherwise;" so as to read:

The superintendent of documents is also charged with the sale of public documents, except as herein otherwise provided.

The amendment was agreed to.
The Secretary read sections 65, 66, and 67.
Mr. MANDERSON. I offer an amendment to come in at the end of section 67. After "employés," in line 11, I move to insert "of his office." It was an omission in the bill that should have been inserted originally.
Mr. VEST. May I inquire of the Senator from Nebraska how many employés there are attached to this office now in the Interior Department?
Mr. MANDERSON. My recollection is that there are seven, that is, clerks, packers, folders, etc. I could answer definitely, by referring to the testimony of Mr. Ames; but my recollection is that there are seven employés in the office of the superintendent of documents.
The PRESIDING OFFICER. The amendment moved by the Senator from Nebraska will be reported.
The SECRETARY. In section 67, line 11, after the word "employés," insert "of his office;" so as to read:

The superintendent of documents shall appoint all employés of his office authorized by Congress.

The amendment was agreed to.
The Secretary read sections 68, 69, and 70.
Mr. MANDERSON. I offer an amendment to section 70, and I call the attention of the Senator from Missouri to this proposed amendment, which is one of those curtailing power of which I spoke a moment ago.
The PRESIDING OFFICER. The amendment moved by the Senator from Nebraska will be reported.
The SECRETARY. It is proposed to strike out all of section 70 after the word "him," in line 28, in the following words:

In such manner as he deems best for the public good, preference being given to libraries and to the completion of broken sets and to lists that may be furnished to him by Senators, Representatives, and Delegates, to all of whom he shall deliver printed statements of the documents in his possession for such distribution.

And to insert in lieu thereof:

First, to public and school libraries for the purpose of completing broken sets; second, to public and school libraries that have not been supplied with any portion of such sets; and, third, to other parties, which persons and libraries shall be named to him by Senators, Representatives, and Delegates in Congress, and in this distribution the superintendent of documents shall see that, as far as possible, an equal allowance is made to each member of Congress.

The amendment was agreed to.
The Secretary read section 71, as follows:

SEC. 71. A catalogue of Government publications shall be prepared by the superintendent of documents on the first day of each month, which shall be printed in the Official Gazette of the Patent Office, and during sessions of Congress also in the CONGRESSIONAL RECORD, and shall show the documents printed during the month, where obtainable, and the price thereof. On the first day of July of each year he shall prepare and print in pamphlet form for distribution and sale 2,000 copies of a catalogue of Government publications issued during the year, giving the price of each and where purchasable.

Mr. MANDERSON. I desire to call attention particularly to this section, which seems to the committee to be one that is very desirable. It reaches the remedy of an evil that has been frequently complained of. As will be seen by its wording, it proposes to publish at the end of each month the publications of the Government of all sorts during that month, where they are obtainable, and their price; and then annually, on the 1st day of July of each year, he prints in pamphlet form for distribution and sale 2,000 copies of a catalogue of Government publications issued during the year; and of course, in addition to this, under the general provisions of the law, the usual number of that catalogue would also be printed.
Mr. COCKRELL. The Senator is sure that the usual number would be printed under that provision?
Mr. MANDERSON. I think so, because of the provision as to the usual number, to which I will turn, which provides that—

Whenever any document or report shall be ordered to be printed by Congress such order to print shall signify the usual number of copies, and when a special number of a document is ordered printed the usual number shall also be printed.

Mr. HAWLEY. Can the Senator give us an estimate of the number of titles that will be in such a catalogue? Has he any idea of the number of books?
Mr. MANDERSON. Published annually?
Mr. HAWLEY. The number that will enter into this monthly publication, the catalogue of Government publications?
Mr. MANDERSON. It will not take a very large space in either the Official Gazette or the CONGRESSIONAL RECORD. As to the entire Congress, I find that in the first session of the Fifty-first Congress there were printed 136 documents, including reports; and at the second session 70, making a total of 206 in the Fifty-first Congress. That of course is only the Congressional publications. In addition to that would be the publications of the Departments. The annual pamphlet would not be a large one, and I do not think the monthly list would be a very large one.
Mr. HAWLEY. I do not know how much expense it might add to the cost of the Official Gazette or RECORD.
Mr. MANDERSON. But a trifle, I think, because it is to be published but once a month.
Mr. COCKRELL. I suggest to the Senator in charge, the chairman of the committee, that an amendment ought to be put in there to require the printing of the list of Government publications to go back as far as 1881, anyway.
Mr. MANDERSON. I should be glad to do that, but I rather dislike to burden this bill with that matter.
Mr. COCKRELL. We have in the Descriptive Catalogue of Government Publications a pretty fair list, although not as systematically and properly arranged as it ought to be. We have a fair list of the publications from the foundation of the Government up to that time, and now we commence after the passage of this bill with another publication. Here is an interregnum between them, and it would certainly be very important that we should have the list of publications since 1881 included in his first annual report.

§ 730

§ 1711

§ 1702

§1909

Mr. MANDERSON. I quite agree with the Senator on that proposition, but I should greatly prefer that that should be by concurrent resolution of the two Houses after this general bill shall have passed. When the superintendent of documents is in his place as a creation of Congress there will be no trouble about directing him in that regard by concurrent resolution. I feel that this bill has already in it so much that may excite adverse criticism elsewhere, that I should be glad not to enter into any new field of operations. I quite agree, though, with the object the Senator has in view, and if this bill shall pass I certainly will make an effort in that direction.

The PRESIDING OFFICER (Mr. FRYE in the chair). The Secretary will continue the reading of the bill.

The Secretary read section 72, as follows:

§1905

SEC. 72. When extra numbers in excess of 5,000 of any document shall be ordered by Congress, there shall be delivered to the superintendent of documents 500 copies, to be taken ratably from the two Houses of Congress, and where less than 5,000 extra numbers are ordered the superintendent shall receive 10 per cent of the number. Said copies shall be distributed by the superintendent of documents to free public libraries having more than 1,000 volumes, other than Government publications, which have not been designated as depositories, preference being given to those named by Senators, Representatives, and Delegates.

Mr. MANDERSON. I should like to explain that provision. Under the existing law, which is continued in principle in this bill, each member of Congress designates two libraries and depositories, and for a long time all pubic documents subject to distribution have been sent to these libraries and also to all State and Territorial libraries. The number now is 406 of the designated depositories and the State and Territorial libraries. There has been an enormous pressure brought to bear by other libraries not designated depositories that they shall receive Government publications, and petitions have been placed on file here from libraries throughout the country insisting that the Government publications should be sent to every school and every public library in the United States. Of course that can not be done. They are usually reached by the distribution of members of Congress from their quota.

But here is an effort to place in these libraries other than the designated depositories the more valuable of the Government publications, to wit, those that are published by the special order of Congress, and we provide that where there is an excess of 5,000 copies of any document, 500 copies shall be turned over to the superintendent of documents, to be sent by him to libraries other than designated depositories, and if the number is less than 5,000 extra copies, then he shall receive 10 per cent of the whole number that is to be distributed by Congress. That, then, will enable school and public libraries other than designated depositories to receive what may be termed the cream of the Government publications, and it seems to me that it is a very desirable provision to enact.

Mr. COCKRELL. It seems to me that the operation of that provision would be not an impartial but a partial distribution; that while members of Congress from certain districts would get their full share, the sparsely settled and thin districts would be deprived of their portion of them, not having the libraries there.

Mr. MANDERSON. But the Senator will notice the preference——

Mr. COCKRELL. I am perfectly willing to furnish these libraries, but I do not want to do it at the expense of those localities that have not so many libraries.

Mr. MANDERSON. The Senator will notice the latter part of the section provides that preference is to be given to libraries named by Senators, Representatives, and Delegates in this instance, as in all others.

Mr. COCKRELL. There are many places where there are no established libraries of over a thousand volumes. For example, in Missouri we have in many of our towns what we call a public library, but the public building has not been built specifically with reference to a library room, and they commence their collections from the patrons of the office, and they may not have a thousand volumes there.

Mr. MANDERSON. Those can be supplied from the quota of members from that district or the Senator from that State.

Mr. COCKRELL. But wherever you have those libraries they get the bulk of these 500 copies and the member of Congress from such district also gets the same number, so that it is giving to the localities that have libraries the excess in number. That is the only point. I do not know how you can avoid that. It nevertheless has that result.

§1720

Mr. MANDERSON. It seems to me that there is the demand, and there is where the supply should go. The more libraries, the more books are necessary. If there are no libraries in any member's district, then he had better establish some that will receive these publications.

The Secretary read section 73, as follows:

SEC. 73. The superintendent of documents shall thoroughly investigate the condition of all libraries that are now designated depositories, and whenever he shall ascertain that the number of books in any such library is below one thousand, other than Government publications, or it has ceased to be maintained as a free public library, he shall strike the same from the list, and the Senator, Representative, or Delegate shall designate another depository that shall meet the conditions herein required.

Mr. MANDERSON. I think perhaps the word "public" should be stricken out in line 6, after the word "free." I have had a little disturbance of mind about it. I do not desire, if there is a library among the designated depositories that is not open to the public to take out books, that it should be expunged from the list. For instance, some of the college libraries, reference libraries, as is suggested by the Senator from New Hampshire [Mr. GALLINGER], are free libraries; but I do not know that they can be called free public libraries, because they do not permit their publications to be taken from the library building or room.

Mr. COCKRELL. That is in line 6 of section 73?

Mr. MANDERSON. Yes; in line 6 of the section. The question in my mind is whether the word "public" had not better be stricken out, so as to read, "or it has ceased to be maintained as a free library," instead of "a free public library." I will make that motion. I move to strike out the word "public," so that there shall be no question about it.

The SECRETARY. In line 6, section 73, after the word "free," it is proposed to strike out the word "public;" so as to read:

As a free library.

Mr. KYLE. I should like to ask a question as to the probable meaning, in case the word "public" were stricken out. I have made inquiry since a conversation with the Senator from Nebraska, and I believe it is the rule with college libraries to throw them open free to all students; but it would be impossible almost in college towns to throw these libraries open to the public from the fact that a large number of citizens would flock in around the tables, so that the students would be deprived of the special privilege which properly belongs to them. I should like to have the section so amended, whether by this word or by some other means, that college libraries will be excepted from the list.

Mr. MANDERSON. If the Senator will permit an interruption, that was my purpose in moving to strike out the word "public." It was to reach the very idea that he has in mind. A free library, as I understand it, would be one that makes no charge for the use of its books. I do not understand that any college library does that, none at least within my knowledge. I think to strike out the word "public" will reach the idea that he has in mind. However, I shall be very glad to accept any suggestion or amendment that he may wish to make.

Mr. KYLE. I have thought of an amendment at the end of the section in perhaps this form:

Provided, That this section shall not apply to college libraries.

Mr. MANDERSON. I do not object to that amendment.

Mr. KYLE. I will move, then, that provision at the close of the section.

The PRESIDING OFFICER. The amendment will be stated.

The SECRETARY. It is proposed to add at the end of the section:

Provided, That this section shall not apply to college libraries.

Mr. COCKRELL. That it shall not apply to them; that they shall not have the benefit of the section?

Mr. MANDERSON. I am a little afraid the Senator from South Dakota would defeat the college libraries by his amendment.

Mr. COCKRELL. I think you would exclude them utterly by that proviso.

Mr. MANDERSON. I do not think there is any difficulty about my amendment as it stands.

Mr. KYLE. Construing the interpretation given to the word free by the Senator from Nebraska, I will withdraw the amendment.

The PRESIDING OFFICER. The amendment is withdrawn. The question is on agreeing to the amendment offered by the Senator from Nebraska, to strike out the word "public" after "free," in line 6.

The amendment was agreed to.

The Secretary read section 74, as follows:

SEC. 74. All documents in excess of 25 copies of any one publication remaining in the folding room of the Senate or House at the expiration of two years, after being placed to the credit of a Senator or Representative or Delegate, shall be turned over to the superintendent of documents for distribution by him to public libraries or depositories or for sale, as in his judgment shall best subserve the public interest.

Mr. COCKRELL. I hope the Senate will pass that section by for the present. I shall certainly want to offer an amendment to it.

I regard it very fatal that there should be a compulsory law requiring a Senator to distribute inside of two years when his term is six years any publication he may receive or forfeit it. We are having illustrations of that policy not enforced by law. We had what is known as the Rebellion Record. Five volumes are issued. They have been scattered to the four winds, and now we commence the distribution of all after the five volumes by the War Department, and we have to print five more volumes to make up the set. Take the Medical and Surgical History of the War of the Rebellion. That came out in installments. It was about fifteen years from the time the first volume was issued until the last one was issued. A Senator was compelled, say, to distribute that, and it is distributed to this one and that one. Fortunately or unfortunately, I kept mine; I did not distribute them when they were first issued. The result is that I have been able to complete a great many more sets than I possibly could have done if I had distributed them as they came out from time to time.

I think such a provision ought not particularly to apply to a Senator. We have books that are coming out in sets. The first volume will be printed and it may be some time before the set will be completed. If a Senator commences distributing them, and he is compelled to do it inside of a certain time, when the other volumes come out a large number of the persons he distributed the first volume to may have gone out of his State, or they may be dead, and he may not want to send them. He sends a copy of the second volume to some one, and he immediately writes back and wants the first volume; and so the volumes are broken up, and there is no complete set of them anywhere.

I think it would be very detrimental in the distribution of public documents to require that a Senator should distribute them all and clean out his room within two years when his term is six years.

Mr. HARRIS. Mr. President, I rose for the purpose of asking the Senator in charge of the bill if he did not think it would be wise to adjourn at this time, and give the Senator from Missouri an opportunity to prepare the amendments to this section which he wishes to submit.

Mr. MANDERSON. I certainly have no objection to the proposition to adjourn, but I think that after full thought and prayerful consideration of this section the Senator from Missouri will not desire to amend it.

Mr. COCKRELL. I know I shall insist upon amending it to the bitterest end. I would regard it as really a calamity for a bill to be passed compelling a Senator to distribute all his documents within two years, regardless of what the documents are.

Mr. MANDERSON. So would I. That is not the proposition of this section.

Mr. COCKRELL. That is just this bill the way it is now.

Mr. HARRIS. With the permission of the Senator from Nebraska, I move that the Senate adjourn.

The motion was agreed to; and (at 4 o'clock and 26 minutes p. m.) the Senate adjourned until to-morrow, Thursday, February 4, 1892, at 12 o'clock meridian.

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Mr. GALLINGER. I suggest that we were considering section 74, and the Senator from Missouri [Mr. COCKRELL] desired to be heard on that section.

The VICE-PRESIDENT. The Chair is informed that there is no amendment pending to section 74.

Mr. COCKRELL. That section was under discussion at the time when we last considered the bill. I stated then that I certainly very seriously objected to the provision of that section that—

All documents in excess of 25 copies of any one publication remaining in the folding room of the Senate or House at the expiration of two years, after being placed to the credit of a Senator or Representative or Delegate, shall be turned over to the superintendent of documents for distribution by him to public libraries or depositories or for sale, as in his judgment shall best subserve the public interest.

I think that is very unjust; but as we were acting upon the amendments of the committee I simply gave notice that at the proper time I should call attention to it, in order that we might go on with the committee amendments.

Mr. MANDERSON. I am very glad to have that course taken; but before passing from section 74 I desire to call the attention of the Senate, particularly the attention of the Senator from Missouri, to what will be the result if the section is adopted.

If 25 copies of any one document are allowed to remain indefinitely as to time to the quota of any member of Congress, then this section will only apply to such documents as are furnished in very large amounts. Multiplying 25, the number of copies proposed to be retained, by 90, the number of the Senate including the Vice-President and the Secretary of the Senate, and it makes 2,250 copies. Multiplying 25 by 360, the number of members of the House of Representatives under the last apportionment, and it will be 9,000 copies. There are very few documents that are published in excess of 11,250 for distribution by the two Houses of Congress.

Now, if the Senator will examine this report he will find, and I think the showing will surprise him, that by the statement of the superintendent of the House folding room, to be found on page 214 of the report, at the time of the last invoice, which was the 2d of December, 1889, and mark it, that was the beginning of a Congress when the long vacation had elapsed and the opportunity had been given to distribute documents, there was the large sum of 900,000 volumes, weighing in the neighborhood of 1,500 tons, as Mr. Palmer states on page 219, under the control of the superintendent of the House folding room. The fact appears, and it is notorious, that in both Houses of Congress there is an enormous accumulation of documents until they become stale and worthless, because members of Congress do not see fit to exercise their privilege of distribution.

This proposition is simply that in excess of 25 to each member of either House, if he sees fit to permit documents to accumulate beyond that amount in the folding room, they shall be turned over to the superintendent of documents for distribution to the libraries, etc., of the country. It seems to me this provision will commend itself to the Senator from Missouri as he shall further consider it.

Mr. COCKRELL. I am not disposed to punish Senators who attend to the distribution of their documents and desire to retain certain documents for the purpose of keeping sets to be furnished to new libraries and institutions of learning as they are established, and they are being established very rapidly in the Western States. I have been able, by keeping some of mine over, to supply a number of libraries that are very important now, which have sprung into existence since the commencement of the publication of that series of documents. I do not think that the faithful Senator should be punished because some Senators will not distribute their documents.

I understand that in the other House they have a large number of documents which have accumulated, as shown on the pages to which the Senator referred. There is no trouble about that. We can arrange about a member distributing at the close of his term, and they generally do there distribute at the close of their terms, as Mr. Palmer indicates. However, we can bring this matter up when we get through with the amendments of the committee.

Mr. MANDERSON. All right.

Mr. COCKRELL. There should certainly not be a punishment inflicted upon Senators who reserve their documents and distribute them to libraries and new institutions, simply because some Senators do not distribute their documents. As a distinguished Senator once said, in a very playful way, he did not have much trouble with his documents; his constituents who could read them did not call upon him for them, and those who were his friends could not read, and therefore he had no trouble about them. [Laughter.]

Section 76 was read, as follows:

SEC. 76. Any Senator, Representative, or Delegate having public documents to his credit at the expiration of his term of office shall take the same within nine months after his term has expired, and if he shall not do so within such period he shall forfeit them to his successor in office. §731

Mr. COCKRELL. I thought that was the law now, Mr. President.

Mr. MANDERSON. No.

Mr. COCKRELL. I thought we had a rule that Senators were allowed until the beginning of the next session after the expiration of their term. §1720

Mr. MANDERSON. That is only as to the right to frank documents. I do not think it reaches to the extent that if a Senator or a Member does not take his public documents, he shall forfeit them to his successor in office, but simply that he has a right to frank documents for nine months after his term expires.

The first clause of section 77 was read, as follows:

SEC. 77. Extra copies of documents and reports shall be printed promptly when the same shall be ready for publication, and shall be bound in paper or cloth, as directed by the Joint Committee on Printing, and shall be of the number following in addition to the usual number. §702

Mr. MANDERSON. Mr. President, before passing to the consideration of this section, the purport or extent of which is to fix the number for distribution by Congress and by the Departments under the order of Congress, I wish to say that in almost every instance as to the general and current publications that come be-

riodically, the effort of the committee has been to ascertain whether the number now published or which has been published under concurrent resolution has been greater than was needed. If Senators will turn to the concurrent resolution of Congress under which the committee acted, they will find that the main feature of that resolution was that there should be an effort to economize the public printing.

Now, as we run along through this bill by sections it will be found by reference to the sectional annotations in the report that we have materially reduced many of these publications. It may be that we have gone further than Senators think we should have gone with reference to this matter, but we have made a thorough investigation. Take, for instance, the very first item in this section, that of the Agricultural Report. The number of that report usually printed under concurrent resolution of Congress of late years has been 400,000 volumes. Our investigation showed the fact that within a very short period of time after this work issued from the press, while the cost is from 40 to 50 cents per volume, it could be bought by the hundred and thousand copies at from 5 to 10 cents a volume. It seemed to us that that fact showed that that particular publication was published in excess of the demand.

Mr. COKE. Will the Senator allow me a moment?

Mr. MANDERSON. Certainly.

Mr. COKE. The reason for the fact that he states I imagine is that a large number of those reports are issued to gentlemen residing in cities who have no use for them at all. They certainly are not disposed of in that way by Representatives and Senators who represent agricultural districts and agricultural people.

Mr. MANDERSON. I think not.

Mr. COKE. So far as that particular reduction is concerned, whenever it is in order I shall propose an amendment to restore it at least to the original number.

It will be observed that there has been an addition of twelve new Senators to this body. That reduces the proportion of reports issued to each Senator. Now, when you make an additional reduction of one-fourth of the entire number, you bring it down to a very small dividend for each one of the Senators, and the same way with the Representatives, I imagine.

The Agricultural Report is the most attractive, the most instructive, and the most popular report issued from any of the Departments of this Government. The farming people of the United States especially desire those reports. There is a great demand for them. None of us ever are able to supply the demand with the number of copies that we get now. To reduce it below its present number is, in my judgment, false economy. The people ought to have these reports, and they would buy them if they knew where they could get them.

The farmers constitute nearly one-half of the voting population of this country, and this report is the only one that is issued for their benefit. The number should not be reduced, but, on the contrary, in my judgment 500,000 copies should be printed.

I will propose an amendment to this clause of the section whenever the committee's amendments are disposed of, and also to the next clause relative to the report of the Bureau of Animal Industry. There were 50,000 copies of those printed heretofore. They have been reduced down to 40,000. I shall ask that the original number of that report be also restored.

Mr. MANDERSON. I should be very glad to have the Senator take the sense of the Senate upon those propositions after the committee amendments shall be disposed of.

The Chief Clerk continued the reading, and read the second clause of section 77, as follows:

Of the Agricultural Report, 300,000 copies, of which 50,000 shall be for the

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Senate, 225,000 for the House, and 25,000 for distribution by the Agricultural Department.

Mr. BUTLER. May I inquire for information of the Senator from Nebraska, because I really am not informed about it, are these documents distributed equally among Senators?

Mr. MANDERSON. Certainly they are.

Mr. BUTLER. Each Senator gets as many as any other Senator?

Mr. MANDERSON. As many as any other Senator.

Mr. BUTLER. Without any regard to the geographical area, the population, or the character of the constituency that he represents?

Mr. MANDERSON. Yes, that has been the practice, and yet I see, as undoubtedly the Senator has seen, that frequently that works somewhat unfairly. For instance, I realize that a member representing an agricultural constituency would have great demand for the agricultural report, take that as one instance, and that those who live in cities and represent a municipal constituency would have little or no need for that report; but the difficulty is to make any different division of documents except that which now obtains. We have sought to do so in certain instances, and when we come to that section of this bill which has reference to the distribution of eulogies upon deceased members of Congress, there is a new method of distribution proposed.

This bill, I might say, encourages by its terms a system of exchange of documents among members. That has obtained in practice in both Houses of Congress, and I think it frequently occurs that a member from a city will exchange his agricultural reports with some member from an agricultural district, receiving in lieu thereof the work on commerce and navigation or something else that is desirable to his constituents. This bill encourages that idea.

Mr. BUTLER. I was going to inquire of the Senator whether the committee had had the matter under consideration as to a change in the form of the distribution of these documents?

Mr. MANDERSON. We did have it under consideration, but when we attempted to reach legislation which would accomplish the purpose that the Senator has in view, we found it almost impossible to reach any other method of distribution.

Mr. BUTLER. I did not know how practicable it was, and yet it occurred to me, while this debate was going on and in view of what has fallen from the Senator from Texas [Mr. COKE], that possibly some system might be adopted which would obviate some of the difficulties to which he called attention.

Mr. MANDERSON. I think we reach the result by the inauguration of this distribution bureau, as it may be termed, which is under the control of Congress, and that as a part of the duties of the superintendent of documents he can make this exchange. That is very easily accomplished. It is a matter of detail, the work of the superintendent of documents. I have no question but that as the result of the establishment of that bureau, taking it out of the Interior Department and placing it here, there will come, as the favorite method of exchange, that it shall be done through this superintendent.

Mr. BUTLER. Of course there are a great many of the States where there is small territory with very many large towns and cities, where the Agricultural Reports, as the Senator from Texas has said, would be of no earthly value. There are very many other States with large agricultural communities, as is the case in my own State, where there would be great demand for them, and they would be very valuable. We should get a larger number of them. Hence it was that I made the inqury that I made, in the hope that it might result in something of that kind. I do not know exactly how it can be accomplished.

Mr. PADDOCK. I have just come into the Chamber, and I should like to inquire of my colleague if the proposition to reduce the number of Agricultural Reports has been voted upon?

Mr. MANDERSON. It has not been. The bill is subject to amendment.

The reading of section 77 was resumed with the clause beginning in line 11, as follows:

Of the report of the Bureau of Animal Industry, 40,000 copies, of which 10,000 shall be for the Senate, 20,000 for the House, and 10,000 for distribution by the Agricultural Department.

Mr. COCKRELL. I should like to ask the Senator in charge of the bill if any attention has been paid, in fixing these numbers for each respective document, to the number of members of the Senate and the persons who receive them in the Senate and in the House of Representatives, so that there will be no surplus. I should like to know how many persons receive documents in the Senate. Each Senator, there being 88 Senators, now receive them. Who else is entitled to each one of the documents issued?

Mr. MANDERSON. The Vice-President of the United States and the Secretary of the Senate.

Mr. COCKRELL. That makes 90 persons. Who is entitled to them in the House of Representatives?

Mr. MANDERSON. Each member of the House and the Clerk of the House, and my impression is the Doorkeeper of the House also, but of that I am not absolutely certain.

Mr. COCKRELL. It seems to me that if a close calculation were made, all this overflow or surplus of 25 or 50 or 75 documents of this one and that one and the other kind could be avoided, and there would be no trouble; but if it has heretofore existed, it must have been because we did not print such a number as would enable the whole amount to be consumed by those entitled to them in an equal distribution. You print 300 copies of one document and there are 90 persons in the Senate entitled to receive copies. That is 270 copies, allowing 3 to each, and there are 30 copies over, which are stored away in the document room here. We order another print of 400 copies, we have 90 persons enti-

tled to them, and we give each 4 copies. There are 360 copies, and there are 40 copies in excess. It seems to me that all that wastage can be avoided by fixing an exact number, so that there will be only 1 or 2 extra copies, if necessary; and I should like to know whether in the amount fixed here that kind of distribution has been kept in view?

Mr. MANDERSON. That consideration has received very great care at the hands of the committee. In the exploration that has been made I think I can safely say that there is no proposition which can be suggested as we proceed through this bill that has not challenged the attention either of a member of the committee or some witness before the committee; and this particular matter received consideration.

Mr. COCKRELL. Then, will the Senator explain this provision:

Of the Astronomical and Meteorological Observations of the Naval Observatory, 1,300 copies: 300 for the Senate, 700 for the House.

Three hundred for the Senate. Three times 9 are 27. That leaves 30 surplus there. Then of the very next report mentioned 200 copies are to be printed for the Senate. Twice 90 is 180. There is a surplus of 20 there. It seems to me there is a pretty large surplus in every one of these documents, as far as I have taken the time to divide them.

Mr. MANDERSON. If the Senator will rest his soul in patience I will try to explain what the action of the committee was. It was not considered desirable to multiply the number to be printed for the Senate by 90, and in every instance publish that number. We make an even distribution among Senators, because we were told by the superintendents of the folding rooms that it frequently happened that owing to defective printing, defective binding where the different signatures were gathered in that hurry which characterizes this sort of work, sometimes to cover deficiencies where the folding room had perhaps made a miscount, it was well to have some surplus numbers; that frequently a Senator found himself stripped of all documents of a certain character, and that after a year or two had elapsed he wanted an additional copy for some constituent to fill a set. This supernumerary or extra number that is left as a remainder after the division of a round number among the members of Congress has been used for that purpose.

The great demand upon Congress has been, and it has been evidenced by repeated petitions from the librarians of the country, that libraries which are not now designated depositories should receive the best or the cream of Government publications. The best are those that are printed in excess of the usual number, in extra numbers for distribution by Congress. So the committee concluded that it would leave this round number. That in some instances will leave a surplus of 30, sometimes of 40, more or less. The committee concluded that it would leave this round number as it has been heretofore, and leave 25 copies of this remainder in the folding room of each House to supply any excess of the character that I have mentioned, where a Senator or Member had exhausted his supply and desired another number out of the general quota. We provided that all of the remainder in excess of 25 to each House should be turned over to the superintendent of documents. That provision will be found at the foot of page 29:

Where, in the division among Senators, Representatives, and Delegates of extra copies of documents printed for the use of Congress, there shall be a remainder beyond the number of 25 to each House of Congress the surplus beyond 25 shall be turned over by the superintendents of the folding rooms to the superintendent of documents for distribution and sale by him under the provisions of this law.

Then it goes on to provide by the amendment that of the surplus numbers from the accumulation in the Departments and in Congress turned over to him the distribution shall be as follows:

First, to public and school libraries for the purpose of completing broken sets; second, to public and school libraries that have not been supplied with any portion of such sets; third, to other parties, which persons and libraries shall be named to him by Senators, Representatives, and Delegates in Congress; and in this distribution the superintendent of documents shall see that as far as possible an equal allowance is made to each member of Congress.

So there is in the hands of the superintendent, of this remainder

over, a fund or accumulation from which he can supply the school and public libraries that are not designated depositories. I think it will be ascertained that that is a far better method than to multiply by the number in each House, 90 in the Senate and 362 perhaps, as it will be in the House of Representatives at the next Congress, and make that the exact and unvarying number.

Mr. COCKRELL. What will be the number in the present House?

Mr. MANDERSON. The number in the other House under the new apportionment will be 360. I think perhaps 362 will be the number in the next Congress.

Mr. COCKRELL. That depends upon what other officers besides members get the documents.

Mr. MANDERSON. I have said that my impression is that in the other House the Clerk of the House and the Doorkeeper of the House are also entitled to documents, but as to that I am not very positive.

The VICE-PRESIDENT. The reading of the bill will be continued.

The Chief Clerk read the next paragraph of section 77, as follows:

Of the Astronomical and Meteorological Observations of the Naval Observatory, 1,800 copies: 300 for the Senate, 700 for the House, and 800 for distribution by the Navy Department.

Mr. MANDERSON. On page 33, section 77, line 22, I move to strike out the words "Astronomical and Meteorological;" so as to read:

Of the Observations of the Naval Observatory, 1,800 copies.

The amendment was agreed to.

Mr. MANDERSON. In line 25 of the same paragraph, I move to strike out the words "Navy Department" and to insert the words "Naval Observatory;" so as to read:

Eight hundred for distribution by the Naval Observatory.

The amendment was agreed to.

Mr. MANDERSON. I move to add at the end of the paragraph:

And of the Astronomical Appendices to the above Observations, 1,200 separate copies, and of the Meteorological and Magnetic Observations, 1,000 separate copies, for distribution by the Naval Observatory.

The amendment was agreed to.

Mr. MANDERSON. These amendments are made to the section by reason of a communication received from the Superintendent of the Naval Observatory. This reaches a very much better condition, I think, than the section as reported by the committee. I ask that the letters be printed in the RECORD, as showing the abundant reason for this change.

The VICE-PRESIDENT. The letters will be printed in the RECORD if there be no objection. The Chair hears none.

The letters are as follows:

UNITED STATES NAVAL OBSERVATORY,
Washington, December 5, 1890.

SIR: I have the honor to submit to your attention the inclosed draft of a proposed concurrent resolution whose substance I would respectfully recommend be embodied in legislation, for the following reasons:

The printing of the complete annual volumes of observations for the years 1886, 1887, and 1888, which will contain the appendices referred to in the proposed resolution, was authorized by a concurrent resolution of the Senate of the second session of the Fiftieth Congress, which resolution passed the House of Representatives January 8, 1889. It would seem fitting that the separate copies of the appendices to the same volumes should be printed under the same auspices.

The distribution by the Naval Observatory of the 800 copies of the complete annual volume of observations is mostly confined to public and college libraries and to exchanges with other observatories and scientific institutions, while the separate copies of the appendices (which contain the condensed results of observations and investigations, and which are issued a considerable time in advance of their complete volumes) are distributed mostly to individuals—astronomers, mathematicians, and physicists—to whom it is of importance that they receive these published results as promptly as possible.

With the rapid progress of astronomy and its allied branches of science, the number of able workers in these fields increases in a corresponding degree, and the exchange list of those who receive these appendices from the Observatory has grown so rapidly in the last few years that the number of the copies needed makes too great a demand upon the printing fund of the Navy Department, which has heretofore borne the expense, and the progress of the printing has been much delayed in consequence. The passage of the inclosed resolution will allow this important work to proceed without interruption as the material is made ready for the printer.

The estimated approximate cost of the 1,200 copies of the appendices to these three annual volumes (as nearly as it can be estimated from the volumes already published) will be about $4,000.

I trust that this matter may receive your early and favorable consideration.

I am, very respectfully, your obedient servant,

F. V. MCNAIR,
Captain U. S. Navy, Superintendent Naval Observatory.

The CHAIRMAN *of the Senate Committee on Printing and Binding.*

NAVY DEPARTMENT,
Bureau of Equipment, December 5, 1890.

Approved and forwarded.

GEO. DEWEY, *Chief of Bureau.*

UNITED STATES NAVAL OBSERVATORY,
Washington, January 20, 1892.

SIR: Referring to my letter of November 18, 1891, inclosing a draft of a proposed resolution for printing the observations of the Naval Observatory for the years 1889–'92, with separate copies of the Astronomical Appendices and of the Meteorological and Magnetic Observations for the use of the Observatory, which was forwarded to you by the Navy Department too late, I understand, to be incorporated in the bill (S. 1549 or H. R. 3813) recently reported to each House of Congress, and noting the fact that this bill is now intended to provide for the permanent publications of the current annual volumes of the observations of this Observatory, I take the liberty of addressing you directly (as the bill is already under consideration in the House of Representatives) and to suggest that the following amendments to the bill will make

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it conform to the substance of the proposed resolution in my former letter, and would respectfully request that the present bill be amended accordingly:

Page 33, section 77, line 21, erase out "Astronomical and Meteorological."

Page 33, section 77, line 25, for "Navy Department" read "Naval Observatory."

Page 33, section 77, at end of line 25, add, "and of the Astronomical Appendices to the above observations 1,200 separate copies, and of the Meteorological and Magnetic Observations 1,000 separate copies, for distribution by the Naval Obervatory."

In explanation of the last amendment my reasons for requesting the printing of 1,200 separate copies of the Astronomical Appendices have been briefly summarized in my letter of a year ago (1894, December 5), which was embodied in your report on a resolution to print these same appendices for previous years, and of which I have the honor to inclose a printed copy. I may add that it is a measure of economy to print these separate copies of the appendices to the larger and more expensive volumes, since the smaller and cheaper appendices contain results of the Observatory work more interesting to the general public and satisfy a large personal exchange list of astronomers, mathematicians, and physicists, who would otherwise need to be supplied with the large volumes in order to receive the information which they ought to expect. As to the Meteorological and Magnetic Observations, these are also supplied to a list of meteorological and magnetic observatories and observers, most of whom do not receive the whole volume of observations, but who should be entitled to it if these particular observations were not extracted and printed for exchange with them alone.

The printing of these separate copies out of the printing fund of the Navy Department is problematical, and I would most earnestly urge that relief be granted the Observatory in this matter by having them printed regularly by Congress.

Very respectfully,

F. V. McNAIR,
Captain, U. S. Navy, Superintendent.

Hon. CHARLES F. MANDERSON,
Chairman Committee on Printing, United States Senate.

The Chief Clerk read the next paragraph of section 77, as follows:

Of the report of the Superintendent of the Coast and Geodetic Survey, 2,500 copies: 200 copies for the Senate, 600 copies for the House, and 2,000 copies for distribution by the Superintendent of the Coast and Geodetic Survey.

Mr. MANDERSON. After the word "survey," in line 27 of section 77, I move to insert:

One thousand five hundred copies of Part 1, 200 copies for the Senate, 600 copies for the House, and 700 copies for distribution by the Superintendent of the Coast and Geodetic Survey, and—

And after the word "copies," in line 27, I move to insert "of Part 2;" so as to make the paragraph read:

Of the report of the Superintendent of the Coast and Geodetic Survey, 1,500 copies of Part 1, 200 copies for the Senate, 600 copies for the House, and 700 copies for distribution by the Superintendent of the Coast and Geodetic Survey; and 2,500 copies of Part 2, 200 copies for the Senate, 600 copies for the House, and 2,000 copies for distribution by the Superintendent of the Coast and Geodetic Survey.

The amendment was agreed to.

Mr. MANDERSON. I present a letter which I have received from Prof. Mendenhall, the Superintendent of the Coast and Geodetic Survey, giving the reasons for this change. The committee adopt his view upon the matter, and believe that this is a great economy and a better distribution, and will reach the purposes desired. I ask that the letter be printed in the RECORD in connection with the amendment just made.

The VICE-PRESIDENT. The letter will be printed in the RECORD if there be no objection. The Chair hears none.

The letter is as follows:

UNITED STATES COAST AND GEODETIC SURVEY,
Washington, D. C., January 10, 1895.

DEAR GEN. MANDERSON: In response to your request, I send herewith memoranda of changes which are very desirable in the provisions of your bill regulating the public printing and distribution of public documents, as far as it relates to the Coast and Geodetic Survey.

In explanation of the first, I will say that it embodies a change I have been contemplating for some time under existing regulations, and is directly in the line of a more economical and sensible distribution pointed out by your bill. Our report has long been printed in one large quarto volume, so large and heavy that we are obliged to divide it to send it through the mails to foreign correspondents and exchanges. The first half of it relates chiefly to formal office reports, financial statements, statistics of work, including progress sketches which, although important to Congress and the Departments, and necessary for our own administration, has little, if any, interest to the general public and to professional men to whom our operations are of the greatest interest and value.

My proposition is to print in two parts, and provide a limited distribution of the first, as indicated in the proposed substitute. The 700 allotted to us will enable us to supply the principal libraries and such of our foreign exchanges as would value this part. The second part should be printed in octavo instead of quarto, would be a much more manageable volume, and would contain all of the important results of our work, with discussions, methods, etc. This would be the part which the engineers and surveyors would desire and be satisfied with. The cost by the proposed substitute would be, I think, nearly 20 per cent less than by the plan proposed in the bill, while the result would be vastly more satisfactory.

The change proposed in section 69, line 2, is simply explanatory of the word "cost," and in accord with the present practice. The addition to line 4 is to provide for a very important and necessary distribution of charts to the principal libraries and institutions of learning in this country, where they are valued very highly, and from which we get, in many ways, returns of greater value than the material thus expended, and to foreign governments and cartographic bureaus and institutions whose charts, maps, etc., we receive in exchange, and which are of great value to us. This is in accord with long existing practice, and authorized by law as long ago as '44. (Act of June 3.) In the act of 1878 this act is referred to, and it is stated that the distribution is to be "in accordance with the act of June 3, 1844."

I trust that the changes suggested may be incorporated in the bill, and I will be pleased to answer any further inquiries relating to them which you may desire to make.

I am, yours, faithfully,

T. C. MENDENHALL,
Superintendent.

Gen. CHARLES F. MANDERSON,
United States Senate, Washington, D. C.

The Chief Clerk read to line 49 of section 77.

Mr. PLATT. I should like to inquire why so large a proportion of the reports of the Bureau of Ethnology is given that Bureau for distribution, when, as a general thing, other bureaus do not have the same proportionate number of books given to them. I know we have passed the clause, but I was busy at the time. I meant then to make the inquiry, or call the attention of the chairman to the particular paragraph.

Mr. MANDERSON. Is it at the foot of page 33, line 34?

Mr. PLATT. Yes: "1,000 for the Senate, 2,000 for the House, and 5,000 for distribution by the Bureau of Ethnology."

Now, go over a little further, on page 40, to the distribution of the report of the Smithsonian Institution. The character of the books does not differ so very much, but on line 199, page 40, of the report of the Smithsonian Institution, 10,000 copies are to be printed, "1,000 for the Senate, 2,000 for the House, 5,000 for distribution by the Smithsonian Institution, and 2,000 for distribution by the National Museum." But in a good many other cases the proportion is different. Take the report of the Commissioner of Fish and Fisheries, "8,000 copies: 2,000 for the Senate, 4,000 for the House, and 2,000 for distribution by the Fish Commission." The proportion is entirely different in the different cases.

I would not speak about it if it were not for one thing, and that is, that every little while, and very soon after I get my quota of the report of the Ethnological Bureau, I begin to receive letters from all over the State indicating that, if people will apply to me, I can furnish them. They have evidently written to the Bureau of Ethnology and have received word from there that if they will write to their Member or Senator they can be supplied, but that the report can not be furnished by the Bureau.

Mr. MANDERSON. Of course I know nothing of the correspondence suggested by the Senator from Connecticut. The committee having this bill in charge for preparation found this to be the existing condition, that this large number of certain documents had been held from time almost immemorial by the bureaus themselves for distribution. I understand that the reason for it is largely this: Take the report of the Commissioner of Education. The Ethnological report, I believe, comes under the Smithsonian Institution rather than the Geological Survey, but it is under the direction of Maj. Powell, who is at the head of the Geological Survey. Take the report of the Smithsonian Institution itself. The matter that goes to make up these reports is contributed by scientists all over this country and perhaps all over the world; and that has been one reason probably why this large number has always been given to these bureaus by Congress. The committee want to make no startling change in that regard. It presumed that Congress in this respect had acted with that wisdom which usually characterizes the action of Congress, and especially of the Senate, as suggested by my colleague [Mr. HAWLEY], and did not want to strain the existing condition.

We have cut down the number of this report to be distributed by Congress, but we have not cut down the number to be distributed by the Bureau of Ethnology, presuming that they had some intelligent method of distribution by which from their quota they were keeping up in consecutive number full sets of these publications. If reference will be made to the testimony of Maj. Powell, the chief of the Geological Survey——

Mr. ALLISON. On what page?

Mr. MANDERSON. His statement is on page 220. In that statement will be found his account as to the method of distribution, which he seemed to think was a very admirable one, and I have no doubt but that it is. We did not feel like disturbing the action of Congress or the course which had been pursued by the different bureaus.

Mr. PLATT. I presume I am treading upon pretty dangerous ground, but I should like to inquire whether the Civil Service Commission have said anything about having a very excellent method of distribution for 20,000 copies of their report, of which the Senate gets only 1,000 copies and the House 2,000.

Mr. MANDERSON. Yes, I think that will be found to be done for this reason. The Civil Service Commission has received

by concurrent resolution of Congress this very large proportion of its report for several years past. I think perhaps it would be ascertained that of each annual report it has had about this number; and the reason the Commission has always urged upon Congress is that this was the best method by which it could instruct those who were seeking examination by that Commission. In the small pamphlet or report that is issued by the Commission there are the necessary forms and instructions for those who desire to be examined; and the Commission represents that it is cheaper, when application is made to it, to send this report, which contains the forms and instructions, than to send out a separate publication devoted to that particular purpose. I do not think that any more copies of the report are needed by Congress than it has received. But the Civil Service Commission has frequently urged that instead of 20,000 copies, there should be a substantial increase of that amount printed for distribution by it.

Mr. PLATT. I do not wish to be understood as complaining from a personal standpoint in this matter. I should be extremely obliged to this committee if they had taken away practically the entire distribution from Senators and Members of Congress. I do not believe that any Senator or any Member of Congress can make a very intelligent distribution of these documents without spending more time than he can afford to devote to that portion of his duties.

Mr. ALLISON. I should be glad to have the Senator in charge of the bill state what portion of Maj. Powell's testimony relates to a reduction in the number of copies to be printed of the report of the Ethnological Bureau.

Mr. MANDERSON. The Senator misunderstood me if he supposed that I said he would find in the testimony any suggestion as to a reduction in number.

Mr. ALLISON. I find that there is a reduction in the number.

Mr. MANDERSON. There is, and that was considered desirable by the committee in the interest of a proper economy, the committee believing that too many of these publications had heretofore been made.

Mr. ALLISON. My own experience and observation respecting the report of the Bureau of Ethnology is that I not only exhaust my own quota from year to year, but I am obliged frequently to make requests of Maj. Powell. I find in his testimony that he regards these reports as very valuable.

Mr. MANDERSON. Oh, yes.

Mr. PLATT. Very much sought for.

Mr. ALLISON. On page 233 he states in answer to an inquiry by the chairman that—

> The report of the Geological Survey and of the Bureau of Ethnology become with the lapse of time more and more valuable, so that institutions wanting the back numbers can not get them. * * * My second ethnological annual is selling for £5 in London to-day.

So that seems to be a very valuable report, and I should be glad to know why it is that such a large reduction is made to members of Congress from 7,500 to 2,000 copies practically? I do not oppose the reduction proposed by the committee, but it seems to me that these are very valuable reports, according to the statement of the chief of the Bureau.

Mr. MANDERSON. I imagine that to many individuals the report of the Bureau of Ethnology is a very valuable publication. It would be so to anyone with a scientific turn of mind. But I also realize, as I think the Senator will realize, that the reports of the Bureau of Ethnology, largely technical in their character, are to the great mass of people simply an attractive picture book.

Mr. ALLISON. The request for these annuals which I receive comes chiefly from the libraries of my State, and I receive a great number of them. It seems to me that 1,000 copies would hardly supply the libraries of the country.

Mr. MANDERSON. No, it would not.

Mr. ALLISON. Nor 2,000 copies.

Mr. MANDERSON. It would not; but the Senator must remember that it is not proposed to issue of the report of the Bureau of Ethnology 1,000 or 2,000 copies. It is proposed to issue——

Mr. ALLISON. It is proposed to give the chief of the Bureau 5,000 copies and Senators 1,000.

Mr. MANDERSON. More than that. Now, let us see what will be the operation of the bill as to the report of this particular Bureau. In the first place, it comes to Congress as one of the documents accompanying the message of the President of the United States, and as such the usual number, 1,862, as I recall it, is published. In addition to that, as a part of the full messages and documents, 1,000 copies are printed for the Senate and 2,000 for the House of Representatives. In addition to that, as a separate report of the Bureau of Ethnology, when it is ordered printed under the provision at the foot of page 33, the usual number is printed as a separate publication. So all the designated depositories of the United States and the State and Territorial libraries, numbering 496, are supplied out of the usual number. Then, in addition to that, there comes for distribution the 8,000 copies provided for in this section. It seemed to the committee that when these designated depositories and the State and Territorial libraries were supplied out of the usual number by two

methods, first, as a part of the documents accompanying the message of the President and the reports of heads of Departments, and, next, as a separate publication, that with this additional number there would be enough.

Mr. ALLISON. I was not aware that there was any additional number to be printed except as stated here. My understanding of the reports of the Bureau of Ethnology is that they are not printed usually with the other public documents. They are generally a year or two behind. I should be glad to know of the Senator is he is certain——

Mr. COCKRELL. It is included, you mean, in the executive documents, unabridged?

Mr. ALLISON. No. I mean the full set of the documents.

Mr. COCKRELL. I do not think they go into the sets now.

Mr. MANDERSON. I think perhaps it is the fact that the report of the Bureau of Ethnology comes in as a Smithsonian Institution document.

Mr. ALLISON. I think it does, and in a separate form.

Mr. MANDERSON. That I referred to as being part of the messages and documents would be the report of the Superintendent of the Geological Survey, which is a report quite similar in its general characteristics.

Mr. COCKRELL. We used to get the messages and documents unabridged, and as I understood, that included all the Department reports of every kind. Now, since 1880, it is my recollection that we do not get any more messages and documents unabridged.

Mr. MANDERSON. No, you get the Abridgment of Messages and Documents.

Mr. COCKRELL. We have always gotten that. That is one volume. In 1874 and 1875 the messages and documents unabridged amounted to some eight or ten volumes, and for a number of years thereafter, but that has been discontinued. Now we get the messages and documents abridged. We get the report of the Secretary of War in so many volumes, the report of the Secretary of the Navy in so many volumes, the report of the Postmaster-General in so many volumes, and the reports of the different Departments, all in separate volumes, and we get them at different times and sometimes in different numbers.

Mr. MANDERSON. Let me interrupt the Senator to say that I think he will find that of the reserve number, which has been distributed in the manner with which we are all familiar, the messages and documents constitute a part.

Mr. COCKRELL. I am not sure whether those that go to a Senator are marked or not. I have been trying for years to get something marked on the back of these volumes to indicate what was inside of them, but I have not been able to get it done.

Mr. MANDERSON. That is provided for in this bill.

Mr. COCKRELL. If they were marked as a report of the Secretary of War or of the head of any Department it would be a great deal better. I do not remember noticing about that; but I know we do not get them in distribution any longer as unabridged documents. They come in now as separate, independent reports.

Mr. TELLER. I wish to suggest to the Senator who has the bill in charge—I do not know whether it has been done or not—that the most important thing in connection with these publications is an editor who will edit them properly. For instance, the report of the Director of the Geological Survey is frequently bound up with the reports, I will say, of the Committee on Claims, or some other absolutely inconsequential thing, which nobody wants except the members of the committee. The volume is never marked on the back so that anybody can tell what it contains unless it may be somebody who can do it from memory, perhaps a librarian.

Mr. COCKRELL. You can not tell from memory, for the arrangement is different every year.

Mr. TELLER. That is the fact, I presume. You can not remember what is contained in the volumes, and therefore that part of the report is worthless for all practical purposes. The only value that the geological report has to anybody is that portion of it which is published as a separate document, which is a limited number. If they could have eliminated from them the mass of stuff and rubbish that comes in with them they might be

of some value. The Senator is right about the ethnological report. The ethnological report is a Smithsonian report, and not a geological report. Each Senator will get 11 copies of that report under this bill.

Mr. MANDERSON. May I interrupt the Senator for a moment to call attention to what he has just suggested?

Mr. TELLER. Certainly.

Mr. MANDERSON. My colleague on the committee, the Senator from Connecticut [Mr. HAWLEY], congratulated the committee the other day that this bill was receiving so much of commendation in advance of reaching of its provisions. Here is another instance of the same fact. I recognize the difficulty as to the labeling on the backs of the books referred to by the Senator. If he will turn to section 86 he will find the very remedy for the difficulty he has complained of. That section reads:

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SEC. 86. Every public document of sufficient size on any one subject shall be bound separately, and receive the title suggested by the subject of the volume, which shall be the chief title, and the classification of the volume shall be placed on the back at the bottom, as simply indicating its classification and not as a part of the title.

The executive and miscellaneous documents and the reports of each House of Congress shall be designated as "House documents," "Senate documents," "House reports," "Senate reports," thus making two classes for each House.

Obviating the unpleasant difficulty which the Senator has so properly referred to.

Mr. TELLER. That is a very good amendment in the present condition of things; but I wish to call the Senator's attention to the report of the Bureau of Ethnology, of which 8,000 copies are to be printed, 1,000 for the Senate, 2,000 for the House, and 5,000 for the Bureau of Ethnology.

The printing and binding of five or ten thousand more would be a very small sum compared with what it costs to get the report put in book form. The great expense of that Bureau is not the printing, but it is the work that precedes the printing, and it is a pretty large expense. The same may be said of the Geological Survey also. It seems to me when we have gone to such great expense—and this work is more called for than almost anything else that is published by the Government—it should be printed in numbers to meet at least the reasonable demand of libraries, the scientific people in the country, and that class of persons who have a right to expect, when the Government has expended a large sum of money in the publication of a document of this kind, that sufficient copies will be published, so that more than merely the favored few may have an opportunity to see it.

As the Senator from Iowa [Mr. ALLISON] said, this is a document that we could distribute profitably in very great numbers. If they are worth publishing at all, they are worth publishing in sufficient quantities to reasonably meet the demand. I do not mean to say you can give to everybody a copy of these reports, but you can give to every public library, to every man who spends his money to create a library in the community in which he lives, as a great many do, and to private libraries an opportunity to get them. I do not know the fact, but I suppose a large number are sent abroad. It seems to me that the number could be increased very materially without any burden upon the Treasury.

Mr. WHITE. I should like to ask the Senator what is the relative cost of printing another copy—taking the cost of the volume as originally printed, what is the percentage of the increased cost of printing an additional copy after the forms are made up and the type set? I suppose it is the mere cost of the paper and the presswork. What proportion does that cost bear to the original cost of the book?

Mr. COCKRELL. What would be the difference, for instance, between 10,000 and 15,000 copies of the same book?

Mr. MANDERSON. That is a question which can not be answered with accuracy as to the percentage. It would depend upon the particular volume. Take a report, we will say, like that of the Commissioner of Education. After you have printed 10,000 copies of that report the cost of printing 5,000 more would simply be the cost of the paper, the cost of the presswork, and the cost of the binding—quite immaterial as compared with the cost of the original 5,000. But when you come to reports that are profusely illustrated, take, for instance, the report of the Bureau of Ethnology, which frequently has within it colored plates, then the cost is increased by the cost of those plates, always expensive, and dependent upon the number of colors introduced. No lithographic work of that kind, whether it is in white and black or in colors, is ever done at the Government Printing Office. There is no plant of that kind there. Under the operation of the statute such work is contracted for with lithographers, the lowest bidder who has reputation for good work getting the contract. He owns the stones. He does not make a plate or stone and turn that over to the Government, but he holds the stones and owns them, because after they have performed this use they can be used for another purpose, and his contract price depends upon the number of plates that he is to furnish to the Government.

Mr. WHITE. That does not meet my difficulty. Suppose you contract with a lithographer for 5,000 lithographs, now the question is, what is the increased cost of contracting for 10,000?

Mr. MANDERSON. The percentage I can not give, but, of course, it is trifling as compared with the original cost, no doubt.

Mr. WHITE. That is what I think.

Mr. MANDERSON. There is no doubt about that.

Mr. WHITE. Then the economy effected by the diminution of the number of copies is insignificant?

Mr. MANDERSON. Insignificant in itself, but yet when you aggregate it as to all these publications, it amounts to a great

deal. The saving in matter of crude material, the matter of paper, the material for the binding, the mechanical work by the printers, the pressmen, and the bookbinders as to a particular volume may be comparatively insignificant, but when you aggregate it in all these publications it runs into an enormous amount of money.

I want it to be understood that the committee have not aimed to be parsimonious or mean about this supply, but we were charged with the duty of making an inquiry and of cutting this supply down to the lowest possible number that would meet the demand. We may have erred in that, but it is very easy for members of the Senate, looking at this report and seeing in the annotations to this section what was the former number, to restore that number if they think it well. We are not tenacious for this number or tenacious for anything in this bill. We have simply, under orders of the Senate, attempted to perform what has been an unpleasant duty, because it has been one that has required an enormous amount of labor and of investigation, made, too, under very adverse circumstances. I simply desire when we come to the consideration of amendments other than those of the committee that Senators shall take the sense of the Senate upon any of these numbers.

I have an amendment, to come in on lines 42 and 45, which I should like to have now considered.

The PRESIDING OFFICER (Mr. FAULKNER in the chair). The amendment will be stated.

The CHIEF CLERK. In section 77, line 42, it is proposed to strike out the word "four," before "thousand," and insert "five:" and in line 44, before the word "thousand," to strike out "one" and insert "two;" so as to read:

Of the bulletins of the Fish Commission, 5,000 copies: 1,000 for the Senate, 2,000 for the House, and 2,000 for distribution by the Commission.

Mr. MANDERSON. I make this proposed amendment based upon a letter from the Commissioner of Fish and Fisheries, which seems to give abundant reasons for it. I ask that it may be printed in the RECORD as part of my remarks.

The PRESIDING OFFICER. The letter referred to will be printed in the RECORD in the absence of objection.

The letter is as follows:

UNITED STATES COMMISSION OF FISH AND FISHERIES.
Washington, D. C., January 21, 1895.

SIR: I have the honor to request that a modification be made of Senate bill 1349 as far as it relates to the allotment to the United States Fish Commissioner of copies of its reports and bulletins, and especially the latter. In my response to the questions propounded by your honorable committee, I stated that the Commission needs at least 2,500 copies each of the report and bulletin to supply the demands upon it. With our present quota of the bulletin it is possible to fill only the requirements of our regular distribution list, and none are available for the numerous applicants who address the Commission. The demand for the publications is steady and constantly increasing, and it comes from persons whose requests ought to be granted.

I am very much surprised to find that upward of 200 copies of section 1, Fishery Industries, were in the Senate document room still unassigned at the beginning of the Fifty-first Congress.

Our invariable reply to applicants for this work for the past four years has been that it is out of print, the suggestion being made to them that they might be able to procure copies from second-hand booksellers. The bulk of the applications made to the Commission for its publications come from fish and game protective associations, fish-culturists, State fish commissions, and others interested in fish and fisheries.

If the percentage of distribution by one or both Houses of Congress appears to be low, as shown in the report of your committee, page 464, the Commission could dispose of the surplus to very great advantage.

Hoping that my request will have your favorable consideration, and that you will assist in securing a proper recognition of our needs, I am,

Very respectfully,

M. McDONALD, *Commissioner.*

Hon. C. F. MANDERSON,
Chairman Special Joint Committee on Printing,
United States Senate.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Nebraska.

The amendment was agreed to.

The Chief Clerk resumed the reading of section 77 and read from line 46 to the end of line 74.

The clause from line 75 to line 83 of section 77 was read, as follows:

The Secretary of State shall cause to be printed and bound at the Government Printing Office as many volumes of the Revised Statues of the United States, the Supplement to the Revised Statues published under the act of June 7, 1880, and the second Supplement to the Revised Statutes authorized under the act of April 9, 1890, as he may deem needful for public distribution and for sale by his office at the cost thereof.

Mr. COCKRELL. That clause reads:

The Supplement to the Revised Statutes published under the act of June 7, 1880, and the second Supplement to the Revised Statutes authorized under the act of April 9, 1890

Why do we authorize both of them?

Mr. MANDERSON. In this section we simply follow the existing law in that regard, adding to it the law passed last winter. I think the probabilities are that as the second edition of the supplement is complete in itself and contains all of the laws since the revision of 1878, perhaps that ought not to have been in, but the Senator will notice that it fixes no number for distribution. It simply authorizes the Secretary of State to publish such numbers as he may deem needful for public distribution and for sale.

Mr. COCKRELL. If we are going to act upon the principle of economy by restriction, I move to strike out the words "the Supplement to the Revised Statutes published under the act of June 7, 1880."

Mr. MANDERSON. I do not object to that.

Mr. COCKRELL. There is no occasion for publishing that, simply because "the second Supplement to the Revised Statutes authorized under the act of April 9, 1890," contains all that the first one does.

Mr. MANDERSON. I have no objection to that amendment.

Mr. ALLISON. I do not understand the amendment.

Mr. MANDERSON. The Senator from Missouri moves to strike out any authorization to the Secretary of State to print the first Supplement to the Revised Statutes.

Mr. COCKRELL. As I understand, the last Supplement, the second edition, as it is called, goes back to the Revised Statutes, and contains all since then up to the 3d of March, 1891.

Mr. MANDERSON. Commencing when?

Mr. COCKRELL. Commencing December, 1873. That is really the time the revision of the statutes commenced.

Mr. MANDERSON. I think the Senator is mistaken as to that. I think it goes back to 1878.

Mr. ALLISON. The new edition of the Revised Statutes was printed in 1878.

Mr. COCKRELL. The new edition of the Revised Statutes was printed in 1878. That goes back to the second edition or revision of the statutes in 1878, to the date that that brings them.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. In section 77, line 77, after the words "United States," it is proposed to strike out all down to and including the word "eighty," in line 79, as follows:

The Supplement to the Revised Statutes published under the act of June 7, 1880.

So as to read:

The Secretary of State shall cause to be printed and bound at the Government Printing Office as many volumes of the Revised Statutes of the United States, and the second Supplement to the Revised Statutes authorized under the act of April 9, 1890, as he may deem needful for public distribution and for sale by his office at the cost thereof.

Mr. ALLISON. Before that is agreed to, I call the attention of the Senator from Missouri to the fact that this phraseology may be necessary in order to print the volume containing both of the Supplements. Under an act passed, I think, in 1890 the second Supplement was authorized, which was to bring the statutes down from the time of the first Supplement to that period. Therefore, there ought to be phraseology here which will cover both supplements. The Supplement authorized in 1890 only brings the statutes down from the time of the printing of the prior statutes.

Mr. COCKRELL. The best way will be to say "the Supplement to the Revised Statutes of the United States, volume 1, second edition, from 1874 to 1891." That ought to embrace it.

Mr. ALLISON. That will cover it. That is the volume the Senator has in his hand.

Mr. COCKRELL. Yes, sir.

Mr. ALLISON. I suggest that phraseology.

Mr. MANDERSON. While we are on this subject I wish to call the attention of the Senate—and I regret that the Senator's colleague [Mr. WILSON], who is the efficient chairman of the Committee on the Revision of the Laws, is not present——

Mr. ALLISON. He was here a moment ago.

Mr. MANDERSON. This seems to be the condition as to this revision of the statutes. There was a revision of the statutes authorized in 1874, or rather there came as the result of legislation prior to that time, the revision that we know as the revision of 1874, and then afterwards, in 1877, there was an authorization by Congress for another revision of the statutes. Under the construction placed upon that law by the State Department, those who revised the law and issued the Revised Statutes of 1878 took no notice of any new legislation between 1874 and 1878. They construed their duty to be to simply note in the revision of 1878 any changes that had been made in the statutes of a general character passed before 1874: so that there were no new laws to be found in the revision of 1878 which had passed between 1874 and 1878, and I think there is no lawyer who has had occasion to consult the Revised Statutes but has frequently been surprised that he has not been able to find in the revision of 1878 that which he knew was the law. The only recourse for him was to go to the Statutes at Large to find the new legislation between those years. $728

In 1880 there was a supplement to the Revised Statutes authorized to be published. That Supplement, as I understand it, took in for the first time all legislation anterior to the revision of 1874, and in that Supplement was found——

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Mr. COCKRELL. Not anterior to the revision of 1874, but the revision of 1878.

Mr. MANDERSON. The revision of 1878, I should have said. As I understand it, this second supplement, or the second edition of the Supplement, to name it as it is, takes in all of the statute laws of general character after the revision of 1874. So it is complete in itself. Where one now has the Revised Statutes of 1874, and the second edition of the Supplement, he ought certainly to find, if the work has been well done—and I presume it has been, for Justice Richardson is a most careful compiler of statutes, and has done excellent work—he ought to find in those two volumes what the general law is upon any subject.

I make this general explanation because, having had a conversation with the Senator from Iowa upon that subject, he said he believed it was desirable to call the attention of the Senate to that fact, and he agrees with me that it will be a very excellent work for some committee of Congress or some commission to undertake to revise the statutes of the United States up to date and have annotated statutes which shall contain references, not only to the changes in the law, but to a greater degree than has heretofore been done, call attention to all the constructions placed on the statutes by the Supreme Court of the United States and perhaps the United States circuit court.

Mr. COCKRELL. There is no question but what one supplement is all that is necessary, and that is the last one.

Mr. MANDERSON. Yes.

Mr. COCKRELL. If the Senator from Iowa does not think the language there is sufficient, I suggest to him to say:

And the Supplement to the Revised Statutes of the United States, volume 1, second edition, 1874 to 1891, authorized under the act of April 9, 1890.

That will make it specific enough.

The PRESIDING OFFICER. Will the Senator be good enough to indicate the part in the clause which he desires to have stricken out?

Mr. COCKRELL. Strike out, beginning in line 77, the words:

The Supplement to the Revised Statutes, published under the act of June 7, 1880.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. In section 77, on page 35, line 77, after the words "United States," it is proposed to strike out—

The Supplement to the Revised Statutes, published under the act of June 7, 1880.

And insert:

And the Supplement to the Revised Statutes of the United States, volume 1, second edition, 1874 to 1891, authorized under the act of April 9, 1890.

Mr. COCKRELL. That is right.

The PRESIDING OFFICER. The question is on the amendment.

The amendment was agreed to.

Mr. ALLISON. I do not wish to make any criticism on the phraseology of this paragraph, but I do not quite comprehend what is meant in lines 81, 82, and 83. The Secretary of State is to cause to be printed the Revised Statutes first, and then the Supplement, and as many volumes "as he may deem 'needful' for public distribution and for sale at his office at the cost thereof."

I see further on that where the same phraseology is used there

is a limitation of the number of copies. A new edition of the Revised Statutes and of this Supplement will be very large if the Secretary of State is authorized to publish all that may be needful for public distribution. It seems to me that there is an implication in that language that there is to be a free distribution of whatever the Secretary of State may think is necessary to be distributed free. I am sure that there will be a great many of these needed in my State, if they can be procured without cost to the attorneys.

Mr. COCKRELL. And there will be some few applications from Missouri if that is permitted.

Mr. MANDERSON. The startling proposition is true, that that is the present law, and that the Secretary of State has the right as to the Revised Statutes, within his discretion, as I recall it, to distribute and to sell the statutes. I suppose that Congress granting him this power has presumed that it would not be abused by him.

Mr. COCKRELL. He sells them now and makes an annual report about it, so far as that is concerned.

Mr. TELLER. They are sold for $2.90 a volume.

Mr. MANDERSON. This refers to the Revised Statutes, not the Statutes at Large.

Mr. TELLER. I am speaking of that.

Mr. COCKRELL. You can get all the bound volumes of the Statutes at Large and also the Supplement by paying for them at
§728 the Department. As I understand, this distribution by the Secretary of State is only a distribution to the depositories and places authorized by law to receive public documents.

Mr. TELLER. I think that is correct.

Mr. COCKRELL. I do not understand that the Secretary of State can, under existing law, publish just as many copies of the Revised Statutes as he chooses and distribute them to Tom, Dick, and Harry.

Mr. MANDERSON. I do not think it is so construed at all.

Mr. COCKRELL. I do not think he can. I think the distribution referred to there is a distribution to the designated depositories and institutions to which the Revised Statutes go.

Mr. CULLOM. That ought to be made plain, if it is not so.

Mr. ALLISON. In a subsequent provision for the distribution of copies of the session laws there is a very clear statement made as to the number, and then there is also a statement that—

§709 The Secretary of State is authorized to have printed as many additional copies of the pamphlet laws as he may deem needful for distribution and sale by him, at cost price, not exceeding 1,000 copies of the laws of any one session in any one year.

So that there seems to be a limit there. I call attention to this so that there may be no mistake in the phraseology, because I think it would be unwise to furnish the Revised Statutes and the Supplement for general and universal distribution.

Mr. CULLOM. Or for sale.

Mr. ALLISON. I think it is well enough to print them for sale. I do not think there is any objection to that. The Supplements and the Revised Statutes are sent free to people who pay for them as a public document, being printed under the authority of the United States. I do not know precisely what phraseology would make that certain, but I think if it could be made more definite it would be wise to do it.

Mr. GALLINGER. I suggest that the words "public distribution," in line 82, be stricken out and that the words "designated depositories" be inserted. That, I think, would cover the point.

Mr. MANDERSON. That is good, perhaps, as far as it goes, but I do not think the Statutes at Large, especially the very excellent second edition of the Supplement, should be confined to designated depositories. It certainly should go to all courts of the United States.

Mr. ALLISON. It should, and I think there is a provision that carries these statutes into all the courts.

Mr. MANDERSON. There is as to the Statutes at Large and the pamphlet laws. If this particular section may be passed for the present, I will attempt to prepare an amendment to it before we leave the bill which will reach the purpose. It is evidently the desire of the Senate to limit the power of distribution and not leave it subject to requisition in any number that the Secretary of State may see fit.

Mr. ALLISON. That was my idea.

Mr. MANDERSON. I will aim to make an amendment that shall reach that end.

Mr. HARRIS. I desire to ask the Senator from Nebraska whether it is his purpose to complete the consideration of this bill to-night?

Mr. MANDERSON. I shall be very glad to do so if it is within the bounds of reasonable probability.

Mr. HARRIS. Will the Senator cast his eye upon the clock and inform me whether he thinks it is within the bounds of probability?

Mr. MANDERSON. That depends upon how many suggestions I get from my brethren of the body. I am ready to submit to the pleasure of the Senate in reference to an adjournment, although I am exceedingly anxious to get through with this bill.

Mr. PADDOCK. I hope the Senate will continue in session until 5 o'clock.

Mr. HARRIS. I move that the Senate do now adjourn.

The motion was agreed to; and (at 4 o'clock and 45 minutes p. m.) the Senate adjourned until to-morrow, Tuesday, February 9, 1892, at 12 o'clock meridian.

[1005]

PRINTING AND DISTRIBUTION OF DOCUMENTS.

The Senate, as in Committee of the Whole, resumed the consideration of the bill (S. 1549) providing for the public printing and binding, and the distribution of public documents.

Mr. MANDERSON. I ask that lines 75 to 83 of section 77 may be read. I think there should be a correction there, as it has been amended.

The Secretary read, beginning in line 75 of section 77, on page 35, as follows:

The Secretary of State shall cause to be printed and bound at the Government Printing Office as many volumes of the Revised Statutes of the United States and the supplement to the Revised Statutes of the United States, volume 1, second edition, 1874 to 1891, authorized under the act of April 9, 1890, and the second Supplement to the Revised Statutes authorized under the act of April 9, 1890, as he may deem needful for public distribution and for sale by his office at the cost thereof.

Mr. MANDERSON. I move to strike out the words "and the second Supplement to the Revised Statutes authorized under the act of April 9, 1890," as those words are repeated.

The amendment was agreed to.

Mr. MANDERSON. Now, I move, in lines 81 and 82 of the same section, to strike out the words "he may deem needful for public distribution," and insert in lieu thereof what I send to the desk.

This amendment will reach the suggestion of the Senator from Missouri [Mr. COCKRELL], made when the bill was last under consideration, and also by the Senator from Iowa [Mr. ALLISON].

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. In line 81, section 77, on page 35, it is proposed to strike out "he may deem needful for public distribution" and insert "may be needed for distribution to designated depositories, State and Territorial libraries, and the United States courts not already supplied."

Mr. MANDERSON. That then makes as to State, Territorial, and public libraries, to the designated depositories, and to the courts, a distribution of the second Supplement where they have not already been supplied.

The VICE-PRESIDENT. The question is on the amendment of the Senator from Nebraska.

The amendment was agreed to.

The Secretary resumed the reading of the bill at line 84 of section 77, and read to line 122.

Mr. MANDERSON. On behalf of the committee I offer an amendment to come in at the end of line 122. I move to insert at the end of that line—

and the superintendent of documents 500 copies, for distribution to State and Territorial libraries and to designated depositories.

Mr. COCKRELL. What is the effect of that amendment? This is an economical bill, as I understand it, and here is proposed an increase of 500 copies of one of the most costly publications. What is the necessity for it?

Mr. MANDERSON. It is a very large decrease of the gross amount, and it is a better distribution. This amendment is moved by the committee because of the demand from nearly every librarian in the United States that the session laws and the Statutes at Large should be distributed to public libraries and to State and Territorial libraries. Hitherto none of the laws, whether they were the pamphlet laws published at the end of a session or the Statutes at Large, have been received by these libraries. It is thought well to supply them with these publications, as they are also to be supplied under the terms of the bill with the CONGRESSIONAL RECORD, which they have never heretofore received.

Mr. TELLER. With the bound CONGRESSIONAL RECORD?

Mr. MANDERSON. With the bound CONGRESSIONAL RECORD.

The VICE-PRESIDENT. The question is on agreeing to the amendment submitted by the Senator from Nebraska.

The amendment was agreed to.

The Secretary read to line 157 of section 47.

Mr. MANDERSON. I offer an amendment to come in after the word "copy," in line 153.

The VICE-PRESIDENT. The amendment moved by the Senator from Nebraska will be stated.

The SECRETARY. In line 153 of section 77, after the word "copy," insert:

And the Public Printer shall deliver 500 copies of the Statutes at Large to the superintendent of documents for distribution to State and Territorial libraries and to designated depositories.

The amendment was agreed to.

The Secretary read to line 169 of section 77, the last paragraph read being as follows:

The message of the President, without the accompanying documents and reports, shall be printed, immediately upon its receipt by Congress, in pamphlet form. Fifteen thousand shall be printed, of which 5,000 shall be for the Senate and 10,000 for the House.

Mr. COCKRELL. That is, to print the message of the President, with the accompanying documents and reports? They are to be printed immediately upon their receipt by Congress, in pamphlet form?

Mr. MANDERSON. Without the accompanying documents, not with them.

Mr. COCKRELL. Without the accompanying documents?

Mr. MANDERSON. That is, the bare message of the President. This is new legislation, and it is inserted simply because of the fact that it is the custom of each House of Congress to order a varying number, from 10,000 to 25,000 copies, of the message of the President of the United States by either simple or concurrent resolution. It is thought well, as that has been done at nearly every session of Congress, that it should be made a part of the general law.

The Secretary read from line 170 to line 178 of section 77, as follows:

Of the President's message and accompanying documents and of the annual reports of the Departments to Congress there shall be printed 1,000 copies for the Senate and 2,000 for the House: *Provided*, That of the reports of the Chief of Engineers of the Army, the Commissioner of Patents, the Comptroller of the Currency, the Commissioner of Internal Revenue, the report of the Chief Signal Officer of the War Department, and of the Chief of Ordnance the usual number only shall be printed.

Mr. COCKRELL. "The President's message and accompanying documents." Does that contain all the reports of the heads of Departments?

Mr. MANDERSON. It contains the reports of all the heads of Departments, with the exception, I think, of the report of the Secretary of the Treasury, and perhaps of the Secretary of State. At any rate, I think two of the Departments make report directly to Congress. The language of the paragraph is that "of the President's message and accompanying documents and of the

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annual reports of the Departments to Congress," following the language of the existing law.

Mr. ALLISON. The Secretary of the Treasury reports directly to Congress.

Mr. MANDERSON. Yes, the Secretary of the Treasury reports directly to Congress, and I think one other Department chief.

Mr. COCKRELL. Has the Senator a copy of the message and accompanying documents last issued?

Mr. MANDERSON. I have not at my desk. It is rather a voluminous document to bring into the Senate.

Mr. COCKRELL. I have sent for a copy. It is remarkably strange to me, if I am not mistaken in my supposition, that the report of the Attorney-General is not included in the message and accompanying documents. You will find the report of the Secretary of the Treasury, the Comptroller of the Currency, the Director of the Mint, the heads of the bureaus, and all that, but we have no report from the State Department. The report of the Secretary of State is printed in a separate volume, "Diplomatic Correspondence." I wanted to inquire why it is, if I am correct, that the report of the Attorney-General, the head of one of the oldest Departments, is left out of the President's message and accompanying documents.

Mr. MANDERSON. That is because of some legislation not found in any printing act, and it is not found in this bill. We have not attempted in this bill to provide as to the character of reports or how they should be made. That the committee did not consider within the purview of their duty. But as to such reports as are made by the Departments, whether they go to the President and are by him transmitted with his message, or whether they come directly to Congress, as is the case with the report of the Secretary of the Treasury, we provide that there shall be printed (besides the usual number printed in the same quantity that they have heretofore been printed) 1,000 for the Senate and 2,000 for the House. We except, however, from this additional number to be printed certain reports very voluminous in their character and very expensive to print, and we think that as to those the usual number will probably be sufficient. Congress could, of course, at any time order an additional number printed.

Mr. COCKRELL. I shall move to strike out from the proviso the words "the Comptroller of the Currency." There is a good reason why extra copies of the report of the Chief of Engineers of the Army should not be printed, because that is a very voluminous report and does not contain information that is of general value and that is appreciated, but the first volume of the report of the Comptroller of the Currency and the report of the Commissioner of Internal Revenue are important documents. I have a great many calls particularly for the reports of the Comptroller of the Currency. A great many people apply for them. I have never been able to supply the demand, but have generally exhausted the supply of the document room in unbound form of the report of the Comptroller of the Currency. In that report is discussed the question of circulation per capita, the amount of money in the Treasury, and how the business of the country is transacted, whether by actual money handled, or by receipts, drafts, checks, confidence money, and so on. I hardly think it would be wise policy to restrict the publication of the report of the Comptroller of the Currency. As to the reports of the Chief of Engineers, the Commissioner of Patents, the Chief Signal Officer of the War Department, and the Chief of Ordnance, I do not know that there is any necessity for extra copies of them, but I think we had better not include in the proviso the report of the Comptroller of the Currency and the Commissioner of Internal Revenue.

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Mr. MANDERSON. Let me call the attention of the Senator to the fact that both the reports to which he refers contain a very large amount of matter in the form of appendices that I do not think are important.

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Mr. COCKRELL. The appendixes are never printed.

Mr. MANDERSON. They are printed as part of the reports.

Mr. COCKRELL. No, I beg pardon, not in the one volume, and never have been.

Mr. MANDERSON. I do not care whether there is one volume or two or three, they constitute in general terms the report of the Comptroller of the Currency. In other words, his report is not only the report proper, but it is the report with the appendixes, and it is in that form that it comes to Congress.

There is a provision here which permits the Department head to order as many of these reports as he may desire within reasonable limits. Perhaps that might reach the end the Senator has in view. The object of the committee in having only the usual number of these particular reports printed was to save what seemed to be an unnecessary expense in printing. For instance, the list of banks, with the officers of banks and their capitalization, forms part of the report of the Comptroller, and the report of the Commissioner of Internal Revenue contains that detailed accounting which he has with the different collectors of internal revenue. If the Senator thinks that it is important to print 3,000 copies in addition to the usual number of these reports, I of course have no objection, but it seemed to the committee that it was not advisable.

Mr. COCKRELL. Let me ascertain the fact now. Is the number that is to be printed simply for the use of the Senate and House? We do not get any bound copies of the reports of the Comptroller of the Currency. We do not get bound copies of any of the reports here mentioned except the one volume containing the message, and that is one bound volume called the Abridgment. In the abridgment there is no part of the appendixes ever printed. If these are the unbound documents for the document rooms, I admit very frankly that there is very little necessity for publishing the whole number of the second volume of the report of the Comptroller of the Currency, which only gives a list of all the national banks in the United States, their location, the amount of their capital, their liabilities, etc., and there they come in one after the other, all through. It is a large volume, and there is very little call for it; but the report of the Comptroller of the Currency discussing the question belonging to his Bureau is an important document. I have very frequent calls for it, and for some years it has always been printed, as I say, in a separate form.

If the proviso refers simply to those that are going to the document room, I would only want volume 1 of the report of the Comptroller of the Currency excepted, because it comes to us now all the time in two volumes. One volume is the report proper, and that is the one which is called for. That gives the amount of business transacted in the country, the kind of money with which it is transacted, and the increase or decrease of the bank circulation, etc.

Mr. MANDERSON. This provision of the bill is in no respect different from the existing law as passed in the year 1864, except

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that we exclude certain documents from the printing of extra numbers. This language is based on section 3708 of the Revised Statutes:

Of the documents named in this section there shall be printed and bound, in addition to the usual number for Congress, the following numbers of copies, namely:

First. Of the documents accompanying the annual reports of the Executive Departments—

That unquestionably means the reports that come direct to Congress from the Executive Departments—

1,000 copies for the use of the members of the Senate and 2,000 copies for the use of the members of the House of Representatives.

Second. Of the President's message, the annual reports of the Executive Departments, and the abridgment of accompanying documents, unless otherwise ordered by either House, 10,000 copies for the use of the members of the Senate and 25,000 copies for the use of the members of the House of Representatives.

That refers to the abridgment, which is disposed of in another section of the bill.

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Third. Of papers relating to foreign affairs, accompanying the annual message of the President, 2,000 copies for the use of the members of the Senate and 4,000 copies for the use of the members of the House of Representatives.

Fourth. Of the Commercial Relations, annually prepared under the directions of the State Department, 2,000 copies for the use of the members of the Senate and 3,000 copies for the use of the members of the House of Representatives.

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Fifth. Of the annual report on the statistics of commerce and navigation, exports and imports, merchandise in transit, manufactures, and registered and enrolled vessels, prepared by the Chief of the Bureau of Statistics, 2,000 copies for the use of the members of the Senate and 6,150 copies for the use of the members of the House of Representatives.

Sixth. Of the public Journals of the Senate and of the House of Representatives, 1,550 copies.

What we have aimed to do is to base this proposed legislation upon that old statute, having it in no wise different except in the respect I have mentioned.

Mr. COCKRELL. Will the Senator tell me where is the section that provides for the publication of the abridgment of the President's message and accompanying documents?

Mr. MANDERSON. It is at the foot of page 42, commencing at line 251:

The Joint Committee on Printing shall appoint, etc.

Mr. COCKRELL. If I understand the way it is done now, a certain number of the reports of the different Departments are printed in unbound form.

Mr. MANDERSON. That is a part of the usual number.

Mr. COCKRELL. Yes, the usual number. Then we have printed "Foreign Relations." That is from the State Department. Then we have a report from the Secretary of State. We then have the War Department report. Then we have the Navy Department report. They all come in separately. In 1880-'81 we commenced printing these Department reports separately. In 1881-'82 the report of the Navy Department was in one volume, in 1882-'83 three volumes, in 1883-'84 two volumes, and so on, and in 1886-'87 it was in only one volume. Of the reports of the Interior Department we commenced separate volumes in 1889-'81,

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at the same time, and they form three volumes, four volumes, five volumes, etc. The Post-Office Department report never has been in more than one volume. The State Department report, which now comes under the designation of "Foreign Relations," never made more than one volume, except in 1888-'89, when it made two volumes. The War Department commenced in 1880-'81 with six volumes, and in 1889-'90 run up to eight volumes. Prior to that time we got them in the form of the message of the President and accompanying documents unabridged. That included the whole of them.

I do not think that the Treasury Department report contains these appendices. I do not see it put down here in this list of documents that I have, which purports to be a list of all documents that are furnished to the document room. I have never found that the Finance Report, as it is put down here, ever had more than one volume, except in certain years. The Finance Report of the Treasury Department contains the report of the Secretary of the Treasury and the reports proper of the heads of Treasury bureaus, but it does not contain an appendix. The report of the Comptroller of the Currency has never contained more than one volume, while the War Department reports contain all the appendices and everything of the kind.

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I have here the abridgment of the message and accompanying documents. I can not find in that any report at all from the Attorney-General. Now, we ought to have some uniformity in this matter. If the reports of the other Departments are printed I do not see why the Attorney-General's report should not be printed. It is never a very large report; it is generally a small report. In the message and documents which I have here, the abridgment of 1890-'91, we have the message of the President, the report of the Secretary of the Treasury, without any of the accompanying documents; then comes the report of the Secretary of War, the report of the Secretary of the Navy, the report of the Secretary of the Interior, and that contains the pension report, the Land Office report, the report on railroads, education, etc. It is very voluminous compared with the others; it embraces over half the book. Then comes the report of the Postmaster-General and of the Secretary of Agriculture, but there is nothing from the Attorney-General.

I wished to call attention to this because we ought to understand that if this is an abridgment of the message and documents it ought to contain the reports of the heads of all the Departments at least, whether it has the bureau reports in it or not. A gentleman picking up this volume would expect to find in it the report of the Attorney-General, which is never a long one, and yet it is not here, although the Department of Justice is one of the oldest Departments; it began with the organization of the Government. I understand that the report of the Attorney-General does not form any part of this abridgment.

Mr. MANDERSON. The Attorney-General makes a report annually.

Mr. COCKRELL. Of course he makes a report.

Mr. MANDERSON. To whom does he make the report?

Mr. COCKRELL. He makes the report to the President.

Mr. MANDERSON. And does not the President transmit that report to Congress?

Mr. COCKRELL. Certainly.

Mr. MANDERSON. Then why is it not included?

Mr. COCKRELL. The Lord only knows, unless it is the Printing Committee, who ought to know about it. I can not divine the reason why it is not here.

Mr. MANDERSON. Perhaps the Committee on Printing ought to have all wisdom; and if they were required to know all the gentleman does not seem to know about printing they would have a vast deal of information.

Mr. COCKRELL. I am just calling attention to the fact, and I can not account for the report of the Attorney-General being left out.

Mr. MANDERSON. Does not this language include it: "The President's message and accompanying documents?"

Mr. COCKRELL. Unless it is changed from the existing language used so as to make it specific it will not do it, because they will go on in the same way. I am trying to assist the Senator in getting it so that we shall know what is in these documents and not leave it to Tom, Dick, and Harry down at the Printing Office or somewhere else to say whether this report or that report shall go in the volume.

I hold in my hand this document, as I stated. It is remarkable. Take another one of these volumes. In all probability you will find not only the report of the Secretary of the Treasury, but the report proper of the Comptroller of the Currency, and so on. But in this abridgment, "Message and Documents," we have, first, the message of the President of the United States; then comes the report of the Secretary of the Treasury proper, just that part which is sent to us in a little bit of a pamphlet at the beginning of a session, without anything else added to it, and which, as compared with the other, is a very small report. It contains, however, matter from the Treasurer, and so on. Then we come to the Interior Department, and it contains a large number of the bureau reports. All I want is to have some uniformity; and if we have an abridgment of the message and documents let it contain the President's message and the report proper of each head of a Department, and then of as many bureaus condensed as can be put in. I do not know whether this section will reach that.

The VICE-PRESIDENT. The amendment proposed by the Senator from Missouri will be stated.

Mr. MANDERSON. Before departing from this subject, if the Senator is really desirous of information, I think he will find it, with reference to the report of the Attorney-General, by referring to the Attorney-General's letter on page 353 of the committee's report, in which he gives the number of his reports that have been printed on the requisitions of his Department. If the Senator will turn to page 270 of the report of the committee he will find, as to the report of the Comptroller of the Currency, that of his annual report to Congress there are two editions:

The first is a small volume, limited to the report proper.

Not the first volume, but the first edition.

The second or large volume exhibits the condition of the national banks.

Mr. COCKRELL. It is in two volumes always.

Mr. MANDERSON—

The number of volumes of the latter printed each year will average about 70 per cent of the whole.

Then he gives in other terms the number distributed and how distributed, and the cost. All this has been printed under requisitions from the Treasury Department.

Mr. COCKRELL. We all know that these reports are printed by the Departments; but this provision is not for the regulation of the printing of the Departments, is it?

Mr. MANDERSON. I was trying to give the Senator information as to what is contained in the two volumes to which he has referred. If he will turn to this page of the report he will discover it.

Mr. COCKRELL. I am trying to get the Senator to understand that the report of the Attorney-General is not printed in the abridgment, the "Message and Documents," and that is what is referred to here, I understand, by "the President's message and accompanying documents." I know it is printed separately, but I am trying in this connection to get at what ought to be printed with the President's message in what is known as the abridgment.

Mr. MANDERSON. As to the abridgment, we shall reach that later. That provision is on page 42.

Mr. COCKRELL. I move to strike out the words "the Comptroller of the Currency," in line 175, because I think there ought to be no restriction on that report.

The VICE-PRESIDENT. The amendment will be stated.

The SECRETARY. In line 175 strike out the words "the Comptroller of the Currency."

Mr. MANDERSON. While perhaps that amendment is not strictly in order at this time, I have no objection to its being moved and voted on. Let us perfect the section as we go along if we can.

The VICE-PRESIDENT. The question is on agreeing to the amendment.

The amendment was agreed to.

The Secretary read the next paragraph of section 77, as follows:

The following reports required by law to be made to Congress shall not be printed unless the printing be recommended by the head of the Department making the same, and ordered by concurrent resolution of Congress, namely: Report of contracts for conveying the mails, report of fines and deductions in the Post-Office Department, and accounts of the First Comptroller of the Treasury, and the report of the proceedings of the annual meetings of the Board of Supervising Inspectors of Steam Vessels.

Mr. MANDERSON. I call attention to this provision. These documents we provide shall not be printed unless recommended by the head of a Department and ordered by concurrent resolution of Congress. If Senators will examine they will find that it is utterly useless to go to the expense of publishing these volumes. Take the report, for instance, of contracts for conveying the mails. That is an enormous quarto volume.

Mr. COCKRELL. It is about as large as these two volumes together (indicating "Message and Documents, Abridgment").

Mr. MANDERSON. It is about that size. We have been printing them for years, and I doubt if any Senator has been called on for a single copy.

Mr. COCKRELL. I think I have sent away three or four of them.

Mr. MANDERSON. We certainly ought to discontinue the publication. Take the report of the fines and deductions in the Post-Office Department. The volume is one even larger than we have described. When a post-office clerk is fined fifteen or twenty

cents his name and the amount of the fine inflicted will be found in this publication. I can not imagine that it is of interest to anybody. The same criticism might be made upon the other documents mentioned here that have been printed in the usual number. I think a very important change in this bill is the economy in that direction.

The Secretary resumed the reading of the section, and read to line 198, the last paragraph read being as follows:

Of the Registers of the Army and Navy, 1,500 copies of each, 500 for the Senate and 1,000 for the House.

Mr. MANDERSON. This is a new provision of law. The Registers of the Army and Navy have always been printed under the requisition of those Departments, and the only way that members of Congress obtained them was by making calls upon the Departments. It seemed to the committee that it was desirable that we should have at least a few copies for distribution by members of Congress.

Mr. COCKRELL. I must confess that I am a little astounded at the statement that the Army and Navy Registers have not been printed for distribution by Congress.

Mr. MANDERSON. They have not, except the usual number.

Mr. COCKRELL. What is meant by "the usual number"—for the document room?

Mr. MANDERSON. Yes.

Mr. COCKRELL. I think if the Senator will look in his "list of documents" he will find in the folding room to his credit the Army Register and Navy Register for every solitary year, with one or two exceptions. It has been printed in limited numbers. I think for awhile we got either 10 or 11 copies, and I think the last distribution was about 9. I can recall only one year when we did not get the Army Register placed to our credit in the folding room of the Senate, and not among the unbound documents in the document room.

Mr. MANDERSON. I do not know a better authority upon the proposition in dispute between the Senator and myself than the superintendent of the document room. These books have been printed in the usual number, and extra numbers for distribution by Congress have rarely been printed. I thought they had not been printed at all, but I am informed by the superintendent of the document room that at rare intervals extra copies have been printed by concurrent resolution of Congress.

The VICE-PRESIDENT. The reading of the bill will be proceeded with.

The Secretary read to line 219 of section 77.

Mr. COCKRELL. The last clause read is as follows:

Of the Finance Report of the Secretary of the Treasury, the Report on Commerce and Navigation, on Internal Commerce, of the Director of the Mint on the Production of Precious Metals, and of Mineral Resources of the United States. § 1344

Is "Mineral Resources of the United States" a part of the description of the Report of the Director of the Mint on the Production of Precious Metals, or is it the volume published by the Geological Survey and called Mineral Resources of the United States?

Mr. MANDERSON. My impression is that it is the latter, but I am not positive about it. My impression is that this is a report from the Geological Survey and that the other is the report of the Director of the Mint. Yes, the Senator is correct in his statement: it is the report of the Geological Survey, the "Mineral Resources of the United States." The Report of the Director of the Mint on the Production of Precious Metals, as the term signifies, comes from the Director.

Mr. COCKRELL. That is one book that is referred to, and the Mineral Resources of the United States is a separate one?

Mr. MANDERSON. That is a separate one.

Mr. COCKRELL. That is what I wanted to get at.

The Chief Clerk continued the reading of the bill and read to line 234 of section 77, the last paragraph read being as follows:

There shall be printed of eulogies of deceased Senators, Representatives, and Delegates 5,000 copies, of which number one-half shall be delivered to the Senators, Representatives, or Delegates of the State or Territory represented by the deceased. The remaining number shall be distributed equally among the Senators, Representatives, and Delegates of other States and Territories. The engraving for such eulogies shall be done at the Bureau of Engraving and Printing and paid for out of the appropriation for that Bureau. Of the "usual number" the bound volume shall contain in one volume for each House all eulogies during the session of Congress upon Senators and Representatives, respectively. § 723

Mr. MANDERSON. This is a material departure from the existing condition. If Senators interested in this subject will turn to page 456 of the committee's report and read No. 29 they will find that heretofore there have been printed varying numbers of copies, reaching from 4,500 in 1876 to 25,000 copies in 1891. For a long time the number of copies printed was 12,500. It seemed to the committee that if there was a new method of distribution a smaller number of copies could be profitably printed. So, instead of there being an even division of eulogies among all Senators from the Senate quota and among all Representatives and Delegates from the House quota, the proposition is that 2,500 copies of the 5,000 shall be delivered to the Senators, Representatives, or Delegates of the State or Territory represented by the deceased member.

Of course the demand would naturally be greater from the State represented by the deceased. The remainder is to be distributed equally among Senators, Representatives, and Delegates. I certainly think this is a very wise provision and one that will commend itself to Senators upon thought. § 1304

Then we provide, in the direction of saving expense, that instead of printing in the usual number a small volume for each of the eulogies they shall be collected in each session of Congress and bound in one volume of what used to be called the reserve documents. That is also an important change.

Mr. COCKRELL. The Senator will observe that there is no distribution made between the Senate and House of these 5,000 copies. I think we ought to have a distribution there. Who is to determine how this distribution shall be made?

Mr. MANDERSON. There is a distribution provided by the bill.

Mr. COCKRELL—

The remaining number shall be distributed equally among the Senators, Representatives, and Delegates of other States and Territories.

Mr. MANDERSON. That is, 2,500 copies go to the Senators and Representatives from the State represented by the deceased in Congress; and the other 2,500 shall be equally distributed among all Senators, Representatives, and Delegates.

Mr. COCKRELL. That is not the distribution we have been having?

Mr. MANDERSON. No; it is not the distribution we have been having.

Mr. COCKRELL. The ratio of distribution is not just. A Senator, for distribution in the whole State, gets just as many copies as a member of Congress for a district. I ask the Senator if he thinks that is just?

Mr. MANDERSON. I do. I think that is very fair and a better distribution than the present method.

Mr. COCKRELL. I do not think so.

Mr. MANDERSON. I know it is a new departure. I know Senators representing entire States——

Mr. COCKRELL. I am opposed to this departure, and I shall certainly move to amend this proportion, and make it entirely different from what it is now. I want so many distributed to the Senate and so many distributed to the House. Let the proportion that goes to the House be divided one-half among the members in the House from that State, and let one-half that come to the Senate go to the Senators from that State, the balance to be divided equally.

§1339

Mr. MANDERSON. It is the Senator's privilege to move to amend the bill at the proper time.

Mr. COCKRELL. Such a provision I think would be just. I think there is some propriety in the general idea of giving the Senators and Representatives from the State of the deceased a larger number than the others, although I have always found by application to Senators that they very cheerfully and cordially extended the courtesy of delivering a part of their quota to the Senator from the State of the deceased. I do not know whether it is better to leave that as it is or not, but if we are going to change the distribution I want to make it that way, and I give notice that I shall move that amendment when the committee amendments have been acted upon.

The Chief Clerk read to line 255 of section 77, the last clause read being as follows:

The Joint Committee on Printing shall appoint a competent person, who shall edit such portion of the reports and documents accompanying the annual message of the President as they may deem suitable for popular distribution, and prepare an alphabetical index thereto.

Mr. MANDERSON. I think here very properly may come in the suggestion made by the Senator from Missouri, with which I am in full accord.

The report of the Attorney-General comes, I have ascertained, directly to Congress, and does not go to the President, just as the report of the Secretary of the Treasury comes directly to Congress, and does not go to the President. I think it might be well, perhaps, after the word "President," in line 254, to insert "and executive reports made directly to Congress." That probably would reach the idea. I quite agree with the Senator from Missouri that, in this abridgment, there should be not only an abridgment of the reports made through the President to Congress, but also those made directly to Congress. I think, perhaps, the change I suggest will meet the Senator's view.

§906

Mr. COCKRELL. Yes; right after the word "President," insert "or made directly to Congress;" so as to read:

Who shall edit such portion of the reports and documents accompanying the annual message of the President or made directly to Congress.

Mr. MANDERSON. That is it.

Mr. COCKRELL. I thought it was a very great anomaly that

in the abridgment of the message and documents there was no part of the report of the Attorney-General when it was as small a report as that of any other head of a Department.

Mr. MANDERSON. It was simply because of the language of the law, which is as it has been read here. I think the change is desirable.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. On page 42, line 254, after the word "President," it is proposed to insert the words "or made directly to Congress."

Mr. COCKRELL. Would it not be better to say "or made directly to Congress by the heads of Departments?" That would make it more specific.

Mr. MANDERSON. I do not think that would be an improvement, for my impression is that there are some executive officers who are not of the Departments who make such reports.

Mr. COCKRELL. Yes, there are.

Mr. MANDERSON. For instance, the Commissioner of Fish and Fisheries is not of any Department. I think this language will cover it.

Mr. COCKRELL. That is right.

The VICE-PRESIDENT. The question is on agreeing to the amendment proposed by the Senator from Missouri.

The amendment was agreed to.

Mr. GALLINGER. I dislike to delay the consideration of this bill, but if the chairman of the committee will give me his attention for a moment I should like to ask him, inasmuch as this bill is designed to economize the expenditures of the Government, if this abridgment could not be entirely dispensed with. I would suggest that if it should be stricken out (and I should like the chairman of the committee to consider the matter carefully before the bill comes up for final consideration), commencing at line 165, we might amend that part of the section so as to read:

The message of the President with the reports proper of the heads of the several Departments, without the accompanying documents and reports, together with the report of the Director of the Mint, the report of the Attorney-General, the report of the Treasurer of the United States, and the report of the Commissioner of the General Land Office, shall be printed, etc.

My purpose in this would be that inasmuch as all this matter included in the amendment that I have read is fresh matter and could be printed in conjunction with the message of the President of the United States and get to members of Congress almost immediately upon the opening of the session of Congress, it would be much better than to have it in the form of an abridgment which comes to us perhaps a year after date and is really of very little account.

I do not wish to discuss it further, but I should like the chairman of the committee to take it into consideration; and of course I shall yield to his judgment when the matter comes up for final action.

Mr. MANDERSON. I am very glad of the suggestion; and I confess at first blush I am very favorably disposed towards it. The committee did not feel like making any very radical change. This abridgment of the message and documents has been printed for a great many years, and the only change we made concerning it was that we required absolutely that it should be printed by the 1st day of January in each year so that it would be a fresh publication, and not come to us, as it has in the past sometimes, months after Congress had adjourned.

The Chief Clerk read from line 255 to line 265 of section 77.

Mr. COCKRELL. What is the change made by the bill in furnishing copies of the RECORD?

Mr. MANDERSON. If the Senator will turn to note 33 on page 457 of the report of the committee he will get it in detail.

The CONGRESSIONAL RECORD. The present law authorizing the printing and distribution of the CONGRESSIONAL RECORD is contained in section 78 of the Revised Statutes of 1878, and in the Supplement to the Revised Statutes, volume 1, second edition, pages 328, 397, 422, 423, 424, and 516. These statutes provide for the printing of the RECORD, its distribution to States and Territories, to legations abroad, to the justices of the Supreme Court, the clerk, and marshal, the preparation of the semimonthly index, and the distribution and sale of the RECORD by the Public Printer. This section follows, in the main, the present law. It increases the number of copies to meet the requirements of increased representation in the Senate and House of Representatives and the increase of State libraries, the total increase being about 800 copies. The bill makes a new provision, to the effect that the RECORD shall be furnished only to foreign legations in Washington whose governments extend a like courtesy to our legations abroad, and provides for the distribution of RECORDS to depositories in the States by the superintendent of documents.

So the only increase is that increase which comes by reason of the increase of the two Houses under the apportionment on the census of 1890 and by providing that all of the designated depositories and State and Territorial libraries, amounting to a total of 496, shall be furnished with the bound CONGRESSIONAL RECORD.

Mr. COCKRELL. Does not the bill directly cut off 5 copies of the CONGRESSIONAL RECORD to each Senator as now furnished?

Mr. MANDERSON. My impression is that it does not.

Mr. COCKRELL. I think that it does.

Mr. MANDERSON. Perhaps the Senator is correct, but that certainly was not my impression. I thought we should get the same number. We get the 37 copies that are furnished either daily or in revised and permanent form. Then we get 2 copies of the daily RECORD, one sent to the residence and one placed upon the desk of each Senator and Representative. My impression is that that is an increase over the present number.

Mr. GALLINGER. I think, if the chairman will permit me, that prior to the admission of the new States a Senator had 42

copies, and now 37 is the number furnished. I think that is correct.

Mr. COCKRELL. I have not been able to supply half the demands I have with the 42 copies I get. What did a member of the other House receive at that time?

Mr. GALLINGER. Twenty-two, if I am correct.

Mr. COCKRELL. I hope that the number will be changed back to 42.

Mr. MANDERSON. I shall not object to that, when the proper time comes to make the amendment.

Mr. COCKRELL. I suggest that change.

Mr. MANDERSON. I think it well myself that we should have more copies.

The Chief Clerk read from line 266 to line 286 of section 77.

Mr. MANDERSON. I offer an amendment to come in after the word "House" in line 285. I move to insert—

And to the superintendent of the Senate and House document rooms—

So as to read—

To the elective officers of the Senate and House, and to the superintendent of the Senate and House document rooms, each 1 copy of the daily and 1 bound copy.

The amendment was agreed to.

The Chief Clerk read from line 287 to line 293, as follows:

To the Library of Congress, 45 bound copies.
To the Senate and House libraries, 10 bound copies to each.
To each standing committee of the Senate and House, 1 bound copy, where the chairman makes requisition therefor, to be filed with the Public Printer during the first sixty days of the session.

Mr. MANDERSON. I think it is perhaps due the Senate that I should call attention to a very great reduction in the number of bound copies of the RECORD supplied to the Senate and House libraries. The committee were very greatly surprised to find that, apparently without any special authorization of law or resolution of Congress, there were supplied to the House library 100 copies and to the Senate library 30 copies of the bound RECORD. That seemed to all of us to be an unnecessary number. We all realize what 30 or 100 copies of the RECORD would mean at the end of a long session of Congress. I do not wonder that these gentlemen complain that they have not room enough for the books in the libraries. If they are to take them at this wholesale rate they would require the whole Capitol in a few years to dispose of their surplus. So we have changed that and propose to require by law (doing away by the law, of course, with this custom which did not seem to have the warrant of law or rule or order) that the number shall be 10 bound copies to each library.

Mr. COCKRELL. Besides, that leaves the Congressional Library with 45 bound copies?

Mr. MANDERSON. Yes.

The Chief Clerk read the next paragraph, as follows:

To the library of each of the eight Executive Departments, 1 bound copy.

Mr. MANDERSON. After the word "Departments," in line 295, I move to insert "and to the Naval Observatory;" so as to read:

And to the Naval Observatory, 1 bound copy.

Mr. COCKRELL. That is to come in after the words "Executive Departments?"

Mr. MANDERSON. Yes, so as to read: "To the library of each of the eight Executive Departments, and to the Naval Observatory," which has a library distinct from the Executive Departments. A communication from the head of the Observatory urged this very strongly, and it was thought desirable to keep up the RECORD in the Naval Observatory.

The VICE-PRESIDENT. The question is on agreeing to the amendment proposed by the Senator from Nebraska.

The amendment was agreed to.

Mr. COCKRELL. I give notice now, unless the Senator will accept an amendment and move it, that I shall move to strike out:

To each standing committee of the Senate and House, 1 bound copy, where the chairman makes requisition therefor, to be filed with the Public Printer during the first sixty days of the session.

We have struck out a similar clause in the bill heretofore, and I think that clause ought to be stricken out now.

Mr. MANDERSON. I do not object to it.

Mr. COCKRELL. Let it go out, then. It is a nuisance to have a bound copy furnished to the committees.

[1010]

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. On page 44, strike out from line 290 to line 293, inclusive, in the following words:

To each standing committee of the Senate and House, one bound copy, where the chairman makes requisition therefor, to be filed with the Public Printer during the first sixty days of the session.

The amendment was agreed to.

The Chief Clerk read from line 296 to line 310 of section 77.

Mr. COCKRELL. What is the meaning of the last clause read? It says, "The 'usual number' of the CONGRESSIONAL RECORD shall not be printed."

Mr. MANDERSON. Does the Senator ask what is the use of it?

Mr. COCKRELL. Yes; why shall we insert a provision that "The 'usual number' of the CONGRESSIONAL RECORD shall not be printed?"

Mr. MANDERSON. Because of the fact that in another part of the bill we require that wherever a document is ordered printed in extra numbers by Congress the usual number shall also be printed. The idea is to make this an exception to that rule. As we provide for all we need and make the distribution in the bill of the CONGRESSIONAL RECORD, even to the extent of supplying libraries with it, it was considered well to make this exception: otherwise the usual number of the CONGRESSIONAL RECORD would be printed in addition to the extra number.

Mr. COCKRELL. How much would that be, 1,200 or 1,500?

Mr. MANDERSON. One thousand six hundred and eighty-two.

Mr. COCKRELL. The same as other documents?

Mr. MANDERSON. Yes.

Mr. COCKRELL. It never has been printed that way, has it?

Mr. MANDERSON. No, it never has been, but we insert in this bill a new provision that where documents are printed by Congress in extra numbers, the usual number shall also be printed.

Mr. COCKRELL. And you think that clause would require the usual number of the RECORD to be printed?

Mr. MANDERSON. Yes.

Mr. COCKRELL. If it does, then the provision is right as a matter of course.

Mr. MANDERSON. Certainly it is right.

The Chief Clerk read the next paragraph of section 77, as follows:

The Secretary of War is hereby directed to ascertain what number of copies of the first five volumes of the Rebellion Record is required to complete sets of this series in the possession of libraries or other parties supplied with subsequent volumes under existing provision of law, whether such distribution has been through the War Department or otherwise; and the Public Printer is authorized and directed to furnish, upon the requisition of the Secretary of War, the number of copies of each volume required for this purpose, which shall be used exclusively by the Secretary of War for completing such sets.

Mr. GALLINGER. I should like to inquire of the chairman of the committee if he thinks it is desirable to have a provision of that kind in a permanent law, providing for an emergency which it seems to me ought to be provided for by a separate bill. There will remain in this law for all time, until the law is changed, a provision simply that we shall print a certain number of copies of one document. My opinion would be that it ought to come out of this bill, and that if enacted into a law it should form a separate bill.

Mr. MANDERSON. I should prefer to have it remain here, because this case, as we all know, is so very exceptional. The effort has been for a long while to have the first five volumes of the Rebellion Record, which were distributed, as we all understand, by Congress and not through the War Department, reprinted, so that the sets which have been issued by the War Department might be made complete. If the Senator will turn to the testimony of Maj. Davis, the very efficient Army officer who has this matter in charge, he will see the reason for this action. It will be found on page 208 of the report.

Mr. GALLINGER. I do not question the desirability of the legislation, but it occurs to me that the purpose which is aimed at may be defeated. This bill may not be enacted into law any more than a separate measure for this purpose would be, and it strikes me very forcibly that a provision of this kind in a permanent law is a misfit, and that it ought not to be in the bill.

Mr. MANDERSON. The committee are of the impression that it should be retained.

Mr. GALLINGER. I shall not, of course, move to strike it out at present, and I may not do so at all, but I suggest to the chairman the propriety of changing the words "other parties" in line 314 to "persons."

Mr. MANDERSON. I have no objection to that.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. On page 45, line 314, strike out the words "other parties" and insert the word "persons;" so as to read:

In the possession of libraries or persons supplied with subsequent volumes, etc.

The amendment was agreed to.

The Chief Clerk read to line 374 of section 77.

§ 9069

Mr. COCKRELL. Let us amend that paragraph as we go along.

Mr. MANDERSON. I do not object.

Mr. COCKRELL. I move to strike out the entire clause which provides for the distribution of the Official Register to committees of the Senate.

Mr. MANDERSON. Then would the Senator propose to leave the 50 copies in the library of the Senate?

Mr. COCKRELL. No, sir; I would cut that down to 30 copies. What is the use of 50 copies in the Senate library?

Mr. MANDERSON. There is no use for that number if you are not going to supply it to committees.

Mr. COCKRELL. Why is there any use for even 30 copies.

Mr. MANDERSON. I think myself 10 copies would be sufficient if you are not going to supply it to committees.

Mr. COCKRELL. As a matter of course, the committees can not take care of these volumes, because we can not provide a separate building and have a library for every committee of the Senate.

§ 1307

Mr. MANDERSON. It needs no argument. Nobody is objecting to the change.

Mr. COCKRELL. Then cut that number down.

Mr. MANDERSON. It ought to be 10 copies, I think. I move to strike out "50" and insert "10," after the words "to the library of the Senate."

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. In line 372 strike out "50" and insert "10" before "copies," and after "copies" strike out "of which 1 copy shall be supplied to each standing committee of the Senate as shall make requisition therefor."

The amendment was agreed to.

The Chief Clerk read lines 375 to 378, inclusive, as follows:

To the library of the House of Representatives, 75 copies, of which 1 copy shall be supplied to such standing committee of the House as shall make requisition therefor.

Mr. MANDERSON. I move, in line 375, to strike out "75" and insert "10" before "copies," and after "copies" to strike out the words "of which one copy shall be supplied to such standing committee of the House as shall make requisition therefor."

The amendment was agreed to.

The Chief Clerk read from line 378 to line 401 of section 77.

Mr. GALLINGER. An amendment in line 400 I think the chairman of the committee will gladly accept:

The Commissioner of Patents is authorized to continue the printing of the following:

I would suggest, after the word "Patents," the addition of the words "upon the requisition of the Secretary of the Interior." Otherwise they will be charged to Congress.

Mr. MANDERSON. I think that amendment will be right. I would say that the provisions on pages 48, 49, 50, and 51, which have reference to the printing of the Patent Office, were prepared by the Commissioner of Patents and submitted by him to the joint committee, and were substantially adopted as they were prepared by him. Let the amendment proposed by the Senator from New Hampshire be stated.

§ 1337

The CHIEF CLERK. On page 48, line 400, after the word "Patents," insert "upon the requisition of the Secretary of the Interior;" so as to read:

The Commissioner of Patents, upon the requisition of the Secretary of the Interior, is authorized to continue the printing of the following.

The amendment was agreed to.

The Chief Clerk read from line 402 to line 424, inclusive.

Mr. MANDERSON. In lines 420 and 421 I move to strike out the words "not already named as a designated depository." Otherwise the designated depositories would not get the Official Gazette of the Patent Office. The words should not be in there.

The VICE-PRESIDENT. The question is on agreeing to the amendment proposed by the Senator from Nebraska.

The amendment was agreed to.

§ 506, § 507

The Chief Clerk read from line 425 to line 431, as follows:

Fourth. The Commissioner of Patents report for the fiscal year, not exceeding 500 in number, for distribution by him: the Commissioner of Patents' annual report to Congress, without the list of patents, not exceeding 1,500 in number; and of the Commissioner of Patents' annual report to Congress, with the list of patents, the usual number only shall be printed.

Mr. GALLINGER. A change in the phraseology of that paragraph is undoubtedly desirable. In place of "Commissioner of Patents' annual report," which sometimes seems to be in the possessive case and sometimes not, I suggest that it be changed to "the report of the Commissioner of Patents for the fiscal year."

Mr. MANDERSON. In what line?

Mr. GALLINGER. In line 425 and line 427 it should read: "The annual report of the Commissioner of Patents," striking out the word "annual," after the word "Patents," and in line

429 it should read: "and of the annual report of the Commissioner of Patents to Congress," striking out the words "annual report" in line 430. That makes it conform with similar paragraphs in the bill and is better phraseology.

Mr. MANDERSON. I think that amendment is right.

The VICE-PRESIDENT. The amendment proposed by the Senator from New Hampshire will be stated.

The CHIEF CLERK. It is proposed to amend the paragraph so as to read:

The report of the Commissioner of Patents for the fiscal year, not exceeding 500 copies in number, for distribution by him: the annual report of the Commissioner of Patents to Congress without the list of patents, not exceeding 1,500 in number, and of the annual report of the Commissioner of Patents to Congress with the list of patents, the usual number only shall be printed.

The amendment was agreed to.

The Chief Clerk read the remainder of section 77 and sections 78, 79, and 80, the last section being as follows:

SEC. 80. The charts published by the Coast and Geodetic Survey shall be sold at cost; and there shall be no free distribution of such charts except to the Departments and officers of the United States requiring them for public use; but on the order of Senators, Representatives, and Delegates not to exceed 10 copies to each may be distributed through the Superintendent of the Coast and Geodetic Survey.

Mr. MANDERSON. In line 2 of section 80, after the word "cost" I move to insert "of paper and printing as nearly as practicable."

The amendment was agreed to.

Mr. MANDERSON. In line 4 of section 80, after the word "use" I move to insert:

And the number of copies of each sheet, not to exceed 300, to be presented to such foreign governments, libraries, and scientific associations, and institutions of learning as the Secretary of the Treasury may direct.

The reason for this change may be found in a letter from Superintendent Mendenhall of the Coast and Geodetic Survey. I ask that the Chief Clerk read part of the letter, commencing with the words "the change," as showing the necessity for the amendment.

The VICE-PRESIDENT. The part of the letter indicated will be read.

The Chief Clerk read as follows:

The change proposed in section 80, line 2, is simply explanatory of the word "cost," and in accord with the present practice. The addition to line 4 is to provide for a very important and necessary distribution of charts to the principal libraries and institutions of learning in this country, where they are valued very highly, and from which we get, in many ways, returns of greater value than the material thus expended, and to foreign governments and cartographic bureaus and institutions, whose charts, maps, etc., we receive in exchange and which are of great value to us. This is in accord with long-existing practice, and authorized by law as long ago as 1844. (Act of June 3.) In the act of 1878 this act is referred to, and it is stated that the distribution is to be "in accordance with the act of June 3, 1844."

I trust that the changes suggested may be incorporated in the bill, and I will be pleased to answer any further inquiries relating to them which you may desire to make.

I am, yours, faithfully,

T. C. MENDENHALL,
Superintendent.

The VICE-PRESIDENT. The question is on agreeing to the amendment proposed by the Senator from Nebraska.

The amendment was agreed to.

The Chief Clerk read sections 81, 82, 83, and 84.

Mr. GALLINGER. I suggest to the chairman of the committee that section 84 should be transposed and be made section 89. It comes in here between two sections that relate to the same subject, and is upon an entirely different subject. So it would be proper that it should be transposed and made section 89.

Mr. MANDERSON. I have no objection to that change.

Mr. COCKRELL. What is the proposed change? I did not catch it.

Mr. GALLINGER. I propose simply to transpose section 84 and make it section 89. It is a section that seems to be interjected between two other sections relating to the same subject, and is upon a different subject.

The VICE-PRESIDENT. The change in number proposed will be made.

The Chief Clerk read section 85, as follows:

SEC. 85. No document or report to be illustrated or accompanied by maps shall be printed by the Public Printer until the illustrations or maps designed therefor shall be ready for publication; and no order for public printing shall be acted upon by the Public Printer after the expiration of one year unless the entire copy and illustrations for the work shall have been furnished within that period.

Mr. MANDERSON. I move to insert at the end of section 85:

Provided, That this section shall not apply to orders heretofore made for the printing of a series of volumes on one subject.

Mr. COCKRELL. On what subject?

Mr. MANDERSON. "On one subject" It is simply a saving clause for fear that we might cut off some publications that have already been ordered and that are near being finished.

The amendment was agreed to.

The Chief Clerk read section 86 to line 6, as follows:

SEC. 86. Every public document of sufficient size on any one subject shall be bound separately, and receive the title suggested by the subject of the volume, which shall be the chief title, and the classification of the volume shall be placed on the back at the bottom, as simply indicating its classification and not as a part of the title.

Mr. COCKRELL. What is meant by the provision that "the classification of the volume shall be placed on the back at the bottom"? Is that simply to indicate the class and not as part of the title?

Mr. MANDERSON. Yes.

Mr. COCKRELL. Would that be simply volume 1, or volume 2?

Mr. MANDERSON. No, the classification of the volume: that is to say, whether it is a House Document or a Senate document, as I understand it. I do not know that I could make it plainer than the language imports. It seems to me that it is quite plain. The idea is that these public documents shall receive the title suggested by the subject of the volume.

Mr. COCKRELL. That is right, but where there are annual reports ought they not to have the number of the volume and the year on them?

Mr. MANDERSON. Certainly; they would have.

Mr. GALLINGER. I suggest that on page 252 of the testimony there are illustrations given as to the way titles shall be printed on the back of documents.

Mr. MANDERSON. I will state that this language is the result of the deliberations of Mr. Smith of the document room, Capt. Brian of the Printing Office, and Dr. Ames, the present superintendent of documents. After a great deal of research upon this subject it seemed to them that this language would meet the purpose we all have, and that is, to make an indorsement upon the back of a book that will show what it is at a glance and change the present system. On pages 251 and 252 of the report the Senator will find some illustrations of this form.

Mr. COCKRELL. If the form that I find on page 252 is followed, we shall have, for example:

WAR.
Secretary
and
Bureau Officers.
1890.

INTERIOR.
Secretary
and
Land Office.
1890.

INTERIOR.
Indian Affairs.
1890.

But when it comes to documents that are published as volumes the number of the volume ought to be put down. Where it takes five, six, or eight volumes to constitute a set, the number of the volume ought to be put on each one of them.

Mr. MANDERSON. I think so.

Mr. COCKRELL. I suppose it is understood here that the number of the volume would be put on as well as the year.

Mr. MANDERSON. I so understand it.

The Chief Clerk read the remainder of section 86.

Section 87 was read, as follows:

SEC. 87. The Public Printer shall bind four sets of Senate and House of Representatives bills, joint and concurrent resolutions of each Congress, two for the Senate and two for the House, to be furnished him from the files of the Senate and House document room, and the volumes when bound to be kept there for reference.

Mr. COCKRELL. Will two copies of that document be enough?

Mr. MANDERSON. I am so told by the superintendents of the document rooms. It seems that they ought to have a complete file there, if one is to be bound.

Mr. COCKRELL. Oh, yes; that ought to be there.

Mr. GALLINGER. I suggest, in line 5, the word "and" be taken out. It would be better English, no doubt.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. In line 5 it is proposed to strike out the second word "and," so as to read:

The volumes when bound to be kept there for reference.

The amendment was agreed to.

The Chief Clerk read section 88.

Mr. MANDERSON. I do not know whether this section has escaped the attention of the Senator from Missouri. He spoke of the binding of committee reports in the discussion a few days ago. Section 88, I think, meets his views fully in that regard, and provides for the binding of committee reports.

Mr. COCKRELL. That is a very important matter to certain committees.

SEC. 88. The Secretary of the Senate and Clerk of the House shall procure and file, for the use of their respective Houses, copies of all reports made by committees, and they are hereby directed at the close of each session of Con- §727

gress to cause such reports to be indexed and bound, one copy to be deposited in the library of each House and one copy in the room of the committee from which the reports emanate.

That would be just simply nothing.

Mr. MANDERSON. Perhaps not. If the Senator will make it something I shall be obliged to him.

Mr. COCKRELL. Each member of the committee ought to have a copy of the reports, and we have had that, I will say, ever since the Forty-fourth Congress, anyway.

Mr. MANDERSON. That is a different proposition. I am simply speaking now of the preservation of the reports of committees in the committee rooms. At a later stage of the bill will be found the necessary legislation to provide what the Senator now refers to.

Mr. COCKRELL. Very well: then this is right. It will put one copy of the reports of a committee in its own committee room, and that is enough.

The Chief Clerk read section 89, as follows:

SEC. 89. Senators, Representatives, and Delegates in Congress, the Secretary of the Senate, and Clerk of the House of Representatives may send and receive through the mail all public documents printed by order of Congress; and the name of each Senator, Representative, Delegate, Secretary of the Senate, and Clerk of the House shall be written thereon, with the proper designation of the office he holds; and the provisions of this section shall apply to each of the persons named therein until the 1st day of December following the expiration of their respective terms of office. §733

Members and members elect of Congress shall have the privilege of sending free through the mails and under their frank letters to any officer of the Government when addressed officially.

Mr. GALLINGER. I suggest the substitution of the word "the" for "each" in line 5, after the word "of."

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. On page 55, section 89, line 5, strike out the word "each" and insert "the;" so as to read:

The name of the Senator, etc.

Mr. MANDERSON. I have no objection to that amendment.

The amendment was agreed to.

Mr. COCKRELL. "And the name of each Senator, Representative, Delegate, Secretary of the Senate, and Clerk of the House shall be written thereon, with the proper designation of the office he holds." Does that change the existing law so as to require an actual manual writing by a Senator with his own hand of every frank he may put upon a public document?

Mr. MANDERSON. I think it is exactly the language of the present law, and that I understand has been construed to mean that there might be a stamp.

Mr. COCKRELL. The Senator will remember that we once had some discussion about that, and at one time the Post-Office Department undertook to require that a Senator should sign his own name to every publication sent out. Since then it has been changed, and we can have the name put on with a plate.

Mr. MANDERSON. I think I can settle the matter in a moment. This is the language of the appropriation act passed last year from the Senator's committee:

That from and after the passage of this act Senators, Representatives, and Delegates in Congress, the Secretary of the Senate, and Clerk of the House of Representatives may send and receive through the mail all public documents printed by order of Congress; and the name of each Senator, Representative, Delegate, Secretary of the Senate, and Clerk of the House shall be written thereon, with the proper designation of the office he holds. §708

So if it is bad language, it is not the bad language of the Committee on Printing but of the Committee on Appropriations: we follow the language used in the appropriation act.

Mr. COCKRELL. The distinguished Senator from Iowa [Mr. ALLISON] would never permit any imperfect language to come in from that committee, and I am assured that the practice under it has only demonstrated the wisdom of it, that we can go on and send documents off in that way.

Mr. ALLISON. I should like to ask the Senator in charge of the bill what he understands by the words "when addressed officially," which I believe is the exact phraseology of the statute which is alluded to by the Senator, wherein he compliments the phraseology of the Committee on Appropriations?

Mr. MANDERSON. It is always deserving of compliment.

Mr. ALLISON. I believe the language, "when addressed officially," is also found in the statute to which the Senator refers. It was the intent and purpose of the framers of that statute that when a public officer was addressed, the Postmaster-General or the Secretary of the Interior, as the case might be, that should

insure the sending of the letter. But I understand that very recently some law officer has examined this phraseology with care and has expressed an opinion that the letter must be upon public business.

Mr. PLATT. Exclusively?

Mr. ALLISON. Exclusively. For example, if I inclose to the Commissioner of Pensions a letter addressed to me by an applicant for a pension that relates to the private matter of the pension applicant and it is not public business. I think this language is as clear as any language can be; and now while we are putting it again into a statute I should like to have the construction of the committee that framed this phraseology as to what it means, whether it means that if a Senator shall address a letter upon any matter to the Secretary of the Interior, that letter, to be entitled to his frank, must be upon official business strictly, or whether if it is addressed to the Secretary of the Interior, designating the office, it complies with this provision of law?

Mr. PADDOCK. Do I understand the Senator to indicate that if in such a letter as that an observation as to the state of the weather should be inserted, it would be a violation of the law to send the letter under a frank?

Mr. ALLISON. I understand that some law officer has construed the law as I have stated.

Mr. MANDERSON. I have the matter here before me, and I think I can give it fully.

Mr. ALLISON. Very well.

Mr. MANDERSON. The language of the law as found in the appropriation act of last year, which restored in part the franking privilege, is practically repeated in this provision. I will read it again so that it may appear properly in the RECORD:

Provided, That from and after the passage of this act Senators, Representatives, and Delegates in Congress, the Secretary of the Senate, and Clerk of the House of Representatives may send and receive through the mail all public documents printed by order of Congress; and the name of each Senator, Representative, Delegate, Secretary of the Senate, and Clerk of the House shall be written thereon, with the proper designation of the office he holds; and the provisions of this section shall apply to each of the persons named therein until the first Monday of December following the expiration of their respective terms of office. And hereafter—

Then there is the other language that is quoted, that I find here—

members and members elect of Congress shall have the privilege of sending free through the mails, and under their frank, letters to any officer of the Government, when addressed officially.

It seems to me that there could be no question as to the meaning of that language, that whenever a member of Congress, actual or elect, addressed any officer of the United States by his official designation, no matter what may be the contents of that letter, it is the duty of the Post-Office Department to carry it free.

Mr. ALLISON. That was the intent.

Mr. MANDERSON. That seems to me to be the plain English meaning of the language.

Mr. COCKRELL. That is, when the member of Congress has franked it.

Mr. MANDERSON. When he has franked it; when he has said over his own signature that he sends that letter and has addressed it to an officer of the Government; he has then addressed officially an officer of the Government. The construction placed upon that language by the Post-Office Department is found in a late volume of their regulations. It is as follows:

In carrying out this enactment, which is now operative, the following rules must be observed:

1. The privilege conferred applies to members of both branches of Congress—Senators, Representatives, and Delegates—including not only those who have taken their seats as such, but those who have been elected, have received their certificate of election, and hold the *prima facie* right to seats. Senators and Representatives whose terms have expired are not entitled to the benefits of this act.

2. Letters to be entitled to free transmission under the act must in every case be addressed to a Government officer—not necessarily at Washington, but anywhere in the United States—whose office title must be given in the superscription of the latter, either with or without his name; for example, "Brig. Gen. Samuel B. Holabird, Quartermaster-General, U. S. A., Washington, D. C.;" "Postmaster, New York, N. Y.;" "Hon. David M. Key, U. S. District Judge, Chattanooga, Tenn." The term "Government officer" includes only officers of the United States.

3. The name of the franking Senator, Representative, or Delegate, written by himself, must appear on the envelope of the letter, in connection with the initial of his office, and preceded by the word "Free;" for example, "Free—John R. Smith, U. S. S.;" or "Free—Richard Roe, M. C."

4. The privilege given by the act applies only to letters on official business, each letter to a Government officer to be separately enveloped and separately franked.

5. The term "letters" as used in this law means communications wholly or partly in writing relating to official matters and sent under seal, such communications as are denominated in the laws mail matter of the first class.

6. Where some other person than a Senator, Representative, or Delegate is suspected of using a frank improperly, or where it is suspected that a frank is forged, the facts must be reported promptly to the chief post-office inspector. But franked letters must not be detained at mailing or delivery post-offices on the mere suspicion that the franks are not genuine.

That is a privilege which is accorded to us that is certainly of very great value.

7. These instructions must not be held to interfere with those relating to the franking of seeds and public documents comprehended in section 413 of the Postal Regulations, as amended, and which will be found in full in ruling 116.

So the statute seems by the construction of the Post-Office Department to have been much contracted over what certainly was the meaning of Congress when it passed the act. The committee did not feel that it was authorized to make any material change in the law, and yet I certainly have no objection to making its meaning so plain that the Post-Office Department can not err again as to the construction of the law.

Mr. COCKRELL. Does not that construction require that each communication to the officer shall be in a separate envelope?

Mr. MANDERSON. Yes.

Mr. COCKRELL. In other words, I sit down and write out

fifteen or twenty applications to the Pension Office for information about a pension claim, and I have to put each one in a separate envelope?

Mr. MANDERSON. It is a very strained construction of the law, undoubtedly.

Mr. ALLISON. I have called attention to this construction of the law for the reason that the plain and evident purpose and intent of the men who framed the law was that the Post-Office Department should only look at the envelope containing the designation and the frank of the Member of Congress or Senator who sent the communication. Under this ruling, if I shall send a communication which an officer in the post-office shall regard as a private and not a public communication, I am liable to all the penalties, whatever they may be, of violating this law. Now, we are reenacting the law and we are using the same phraseology; and if there are any words which any Senator can add that will more effectively indicate what we mean by the statute I hope that Senator will suggest them. As for myself, I do not know of any words which will more clearly state that the officer to be designated is the rule to be applied by the post-office and carriers, whoever they may be, transmitting these letters.

Mr. PLATT. We might use this language: "When addressed to such officer by his official title," or something of that sort. But it would make it no plainer than it is now.

Mr. COCKRELL. I think we could make it a little more specific by saying: "When addressed on an envelope directed to such officer officially."

Mr. DAWES. "When the address on the envelope is to such officer officially."

Mr. COCKRELL. Yes, that might do.

Mr. MANDERSON. What is the language proposed?

Mr. ALLISON. "When addressed on the envelope."

Mr. MANDERSON. You would not address it inside of the envelope. On the whole, I think it is absurd.

Mr. SAWYER. This matter has been brought to the attention of the Post-Office Committee, and certainly it was the intention of the committee to apply the language to any communication any member of Congress saw fit to send. It would not necessarily be on official business; if we had calculated to have had it apply to official business we would have said so. That is what we wanted to avoid, because there were so many different constructions put upon what was official correspondence. I showed that language to quite a number of Senators, to at least half a dozen, before I reported it.

Mr. PADDOCK. Lawyers?

Mr. SAWYER. Yes, lawyers. I asked them if there was any way by which we could improve the language, because ever since I have been upon the Committee on Post-Offices and Post-Roads the question of the franking privilege has come up. While the committee were willing that there should be a limited franking privilege they did not want to put it in a shape for future difference, where we would be likely to get into trouble. There are so many constructions and so many different opinions as to what would be considered official correspondence, as it was only a very small matter any way, it was the opinion of the committee that the question should be placed beyond doubt. We thought we should be likely to get into trouble if we used language by which there would be many constructions and many different opinions as to what would be official correspondence. I know it was the opinion of the committee, because we talked it over repeatedly, that a member of Congress should have the right to this franking privilege when his correspondence was addressed to a Government official in his official capacity, and that was put in merely so that it would be a guide to the postmaster when he looked at the envelope that he might know that such an officer was so addressed.

Mr. MANDERSON. Having found the author of this language, I think we can undoubtedly get a correct construction of it, but I wish to call his attention to the construction given to it

by the Post-Office Department. This is of value to him as chairman of the Committee on Post-Offices and Post-Roads. We are not only forbidden to address an officer of the Government officially on official business, but we are forbidden to send him any but a sealed envelope, and we are forbidden to put printed matter in a communication we thus send, for that is the regulation which has been prescribed.

Mr. SAWYER. I can not myself see how any such construction can be put upon the law. I did not trust myself altogether in this matter, but I showed the provision to quite a number of Senators before I reported it to ascertain what construction they would put upon it. I thought we would not make any mistake about it, but it appears that we have or that somebody else has.

Mr. COCKRELL. After the word "when," which follows the word "Government," in line 13 of section 89, I move to insert:

The envelope containing such letters is directed to such officer by his official title.

Mr. SAWYER. I was going to say, so far as that is concerned, that I have no pride about it, but I do not think we ought to change the language, because it is right now. We ought, however, to change the ruling; but still, if anybody thinks differently, I have not the least objection to a change being made.

Mr. COCKRELL. I do not want to be considered by the Post-Office Department as violating a law which we have enacted, but I say frankly that I think I have sent as many as fifty inquiries to the Pension Office about private pension claims in one envelope. I do not pretend to send them in any other way, and I intend to continue that until Congress says that the law does not give me that authority.

Mr. ALLISON. Partly printed and partly written?

Mr. COCKRELL. Yes; I get tablets from the Pension Office, part of which is in print, and I write in the balance, and I do the same thing with the Second Auditor. He furnishes a blank. I fill that in and I send it to him under my frank. So I do in regard to private matters pending in all the Departments, the Quartermaster-General's, the Commissary-General's, and as to the military record of a soldier from the Record and Pension Office, and all around. I do that, and I certainly have not violated the law. I now want it made so that the Post-Office Department will understand that we have that legal right and not have it left to courtesy.

Mr. SAWYER. I have no pride about it so that we do not put it into such form that it will be worse than it is now, because I think they will change their ruling.

Mr. PADDOCK. I think we had better let it alone.

Mr. SAWYER. If we go on just as we are doing, I have no doubt they will change the ruling.

Mr. MANDERSON. I desire to call attention to another change that certainly should be made in the pending section.

The VICE-PRESIDENT. There is an amendment pending.

Mr. MANDERSON. I offer this by way of suggestion, and I think the Senator will adopt it. In the first place, we ought to extend this privilege not only to Members and Members elect to Congress, but to Delegates and Delegates elect. We all understand the distinction there is between a Member of Congress and a Delegate to Congress. I think certainly this franking privilege should be extended to the Vice-President, who is the President of the Senate, and thereby a member of the body. I propose to amend the section so as to read as follows:

The Vice-President, Members and Members elect of and Delegates and Delegates elect to Congress shall have the privilege of sending free through the mails and under their frank, letters and communications to any officer of the Government when the envelopes containing such mail matter are addressed officially.

It seems to me that that will cover it.

Mr. COCKRELL. To make it more specific, would it not do instead of saying "letters and communications," to say "any mail matter?"

Mr. MANDERSON. That will do. "any mail matter."

Mr. COCKRELL. That covers all the classes, so that the Department can not take any exception to it.

Mr. MANDERSON. Say "any mail matter."

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. It is proposed to amend the paragraph so that it shall read:

The Vice-President, Members and Members elect of and Delegates and Delegates elect to Congress shall have the privilege of sending free through the mails and under their frank, any mail matter to any officer of the Government, when the envelopes containing such mail matter are addressed officially.

Mr. COCKRELL. I think, instead of putting in the words "addressed officially," we had better say "addressed to such officer by his title."

Mr. DAWES. Mr. President, I think any officer of the Government who would construe the existing provisions of law as this provision has been construed will construe this precisely the same way, that the communication must be upon official business and the communication must be to him as an officer of the Government.

Now, if you put it that we may have the privilege of sending to an officer of the Government any communication which is mail matter, then I do not see how any misconstruction could be put upon it; but any officer of the Government who would construe the first phraseology, that the communication must be in his official capacity and official matter, will construe this the same way; but if you send to an officer of the Government "any mail matter," I think it would trouble him to misconstrue it.

Mr. COCKRELL. I think the suggestion of the Senator from Massachusetts is an eminently wise one, and in pursuance of it I will move to strike out all after the word "Government." I think that will fix it.

Mr. SAWYER. Let us hear that amendment read.

Mr. ALLISON. Let us hear the clause read as it will be when amended.

[1014]

The CHIEF CLERK. It is proposed to amend the paragraph so as to read:

The Vice-President, Members and Members elect of and Delegates and Delegates elect to Congress shall have the privilege of sending free through the mails and under their frank any mail matter to any officer of the Government.

Mr. DAWES. "Any mail matter." Stop before "officer of the Government" and let it end with "any mail matter."

Mr. SAWYER. Would there not be a question there about franking to one another? They have ruled upon the other language, "any Government official," that we could frank from one Senator to another, being Government officials, but we are not Government officers. I think we had better leave that word in.

Mr. COCKRELL. What word in?

Mr. MANDERSON. "Official" instead of "officer." The distinction made by the Senator from Wisconsin, as I understand, is that we are not officers of the Government, those of us who are of the Congress of the United States. We are Government officials, but not Government officers.

Mr. COCKRELL. Make it read "to any Government official."

Mr. DAWES. Why not authorize us to send free any mail matter? If you send to a Government official any matter that you want to send through the mail that shall go free without saying "any communication to an officer," they are then invited to the construction heretofore adopted.

Mr. COCKRELL. I suggest that we make it read "any mail matter to any Government official."

Mr. DAWES. "Sent to any Government official free of postage any mail matter." Stop there, and then no one can say that that "mail matter" means matter on official business.

The VICE-PRESIDENT. The clause will be read as proposed to be amended.

The CHIEF CLERK. It is proposed to amend the clause so as to read:

The Vice-President, Members and Members elect of and Delegates and Delegates elect to Congress shall have the privilege of sending free through the mails and under their frank, any mail matter to any Government official.

Mr. DAWES. I move to strike out "to any Government officer."

Mr. HAWLEY. It is not "officer;" it is "official."

Mr. COCKRELL. I hope Senators will not raise the whole question of promiscuous, indiscriminate franking all over the country.

Mr. DAWES. I think it is more open to the construction if you leave it there than it was in the original law. I do not care about it, but when you make the communication to an officer, you certainly invite the construction that the matter must be an official communication to him on official business, as it seems to me.

The VICE-PRESIDENT. The question is on the amendment to the amendment.

Mr. TELLER. Let it be read again.

The VICE-PRESIDENT. It will be again read.

The CHIEF CLERK. It is proposed to amend the clause so as to read:

The Vice-President, Members, and Members elect of, and Delegates and Delegates elect to Congress shall have the privilege of sending free through the mails and under their frank, any mail matter to any Government official.

The VICE-PRESIDENT. The amendment to the amendment will be stated.

The CHIEF CLERK. It is proposed to strike out the words "to any Government official."

Mr. MANDERSON. I hope that will not be done.

§1102

The VICE-PRESIDENT. The question is on the amendment to the amendment.

The amendment to the amendment was rejected.

The VICE-PRESIDENT. The question is on the paragraph as amended.

The paragraph as amended was agreed to.

Mr. GALLINGER. I suggest an amendment to section 90, concerning which there will be no controversy. I move to strike out the word "except" in line 2, and substitute the word "unless."

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. In section 90, line 2, before the word "authorized" it is proposed to strike out "except" and insert "unless," so as to make the section read:

§501

SEC. 90. No printing or binding shall be done at the Government Printing Office unless authorized by law.

The amendment was agreed to.

Mr. MANDERSON. I offer an amendment to come in at the end of section 90, which I send to the desk.

The CHIEF CLERK. At the end of section 90 it is proposed to add:

§1123

Binding for the Departments of the Government shall be done in plain sheep or cloth, except that record and account books may be bound in Russia leather, sheep linen and skivers, when authorized by the head of a Department: *Provided*, That the libraries of the several Departments, the Library of Congress, and the Naval Observatory may have books for the exclusive use of said libraries bound in half Turkey.

Mr. MANDERSON. That is the same as the present law. It is simply to make this bill conform to that.

The amendment was agreed to.

Mr. GALLINGER. I have examined this bill very carefully and find no provision requiring all the printing and binding to be done at the Government Printing Office, as is provided in section 3786 of the Revised Statutes. I wish to offer that as a separate section, and I am sure the committee will accept it. I move to insert:

§501

All printing, binding, and blank books for the Senate or House of Representatives, and the executive and judicial departments, shall be done at the Government Printing Office, except in cases otherwise provided by law.

I do not find that in the bill.

Mr. MANDERSON. I hope the Senator will withhold that until the committee amendments are concluded. My impression is that the provision which the Senator read is in the bill. Certainly that is covered by the bill.

§1301

Mr. GALLINGER. Certainly the amendment will be withheld if the Senator so desires; but, though I have searched diligently for it, I have not been able to find it in the bill.

Mr. MANDERSON. That may be so.

Section 91 was read, as follows:

§1101

SEC. 91. The Public Printer shall execute such printing and binding for the President as he shall order and make requisitions for, and deliver to the Executive Mansion 2 copies each of all documents, bills, and resolutions as soon as printed and ready for distribution.

Mr. ALLISON. I desire to inquire of the Senator in charge of the bill if that is a new provision or is it the existing law?

Mr. MANDERSON. It is a new section, according to my recollection.

Mr. ALLISON. I have no recollection of any appropriation having been made for this purpose.

§1102

Mr. MANDERSON. We found this to be the fact: That in the Printing Office, on the requisition of the President of the United States, printing had been done. There did not seem to be any warrant in the law for it. It was like many of the other customs which have grown up in connection with the Printing Office. There seemed to be no limit to the power of the President of the United States to order printing for his official or personal use. It seemed to the committee that there ought not to be any restriction upon him, that he ought to be permitted to have printed at the Government Printing Office anything that he might desire in connection with his office: but he ought to have some warrant in law for it, and therefore it was that the committee concluded to introduce this section, so as to provide that the Public Printer should execute such printing and binding for the President as he should order and make requisition for, simply reporting the fact to Congress.

§1340

The idea of this bill was to do away with all the abuses which had grown from habit and custom and find within the statute the warrant for everything that is done.

Mr. ALLISON. I agree to the provision. The only reason I made the suggestion was that I knew of no appropriation ever having been made for this class of printing, and I suppose hitherto the printing ordered by the President must have been charged to some one or other of the Departments. I think the section is a wise one.

Mr. MANDERSON. I do not know positively, but I presume it would be paid for out of the appropriation for the printing of Congress.

Mr. ALLISON. It must be paid for out of some fund.

The VICE-PRESIDENT. The reading will proceed.

The Chief Clerk read from line 1 to line 14 of section 92, as follows:

SEC. 92. No printing shall be done for the Executive Departments in any fiscal year in excess of the amount of the appropriation, and none shall be done without a special requisition, signed by the chief of the Department and filed with the Public Printer.

No report, publication, or document shall be printed in excess of the number of 1,000 of each in any one fiscal year without authorization therefor by Congress, except that of the annual report of the head of the Department without appendices there may be printed in any one fiscal year not to exceed 5,000 copies, bound in pamphlet form, and of the reports of chiefs of bureaus without appendices there may be printed in any one fiscal year not to exceed 2,500 copies, bound in pamphlet form.

Mr. COCKRELL. How does this number compare with the number that has heretofore been printed of these documents?

Mr. MANDERSON. In some of the documents it is a greater number, and in other instances it is a very much less number. That question would take a very long time to answer, because it is such a question of detail, but the Senator will find full information upon it in the report furnished from the Printing Office, showing the number of all documents printed upon requisition. It commences on page 355, and shows the list of documents printed during the Forty-eighth, Forty-ninth, Fiftieth, and Fifty-first Congresses. In it will be found every document printed, whether it is by order of Congress, and, if so, reciting the reso-

lution under which it was printed, or whether it was by requisition of the Department. The list covers many pages of this report.

It seemed to the committee that where it was proposed to print on requisition for a Department more than 1,000 copies, it would be well for the Department to come to Congress for its authorization.

I have in my hand an amendment to the section that reaches the matter of the printing of the Agricultural Department, which prints a large number of monthly crop reports and bulletins, and also reports of the Weather Bureau. As to those, the committee proposes to leave the number unlimited, or rather leave it in the discretion of the Secretary of Agriculture. I offer the amendment which I send to the desk to come in at the end of that section.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. On page 56, section 92, at the end of line 14, it is proposed to add:

Provided, That the Secretary of Agriculture may furnish such number of copies of the monthly crop reports and of other reports and bulletins, containing not to exceed 100 octavo pages, as he shall deem requisite; and this provision shall apply to the maps, charts, bulletins, and minor reports of the Weather Bureau, which shall be printed in such numbers as the Secretary of Agriculture may deem for the best interests of the Government.

Mr. MANDERSON. I move the adoption of the amendment.

The amendment was agreed to.

The Chief Clerk read the following clause of section 92, beginning at line 15:

Heads of Executive Departments shall provide by order and direct whether reports made to them by bureau chiefs and chiefs of divisions shall be printed, typewritten, or written.

Mr. GALLINGER. I move to amend, in line 15, by striking out the words "provide by order and," and in line 17, by striking out the words "typewritten, or written," and insert the words "or not;" so as to make the clause read:

Heads of Executive Departments shall direct whether reports made to them by bureau chiefs and chiefs of divisions shall be printed or not.

Mr. MANDERSON. I have no objection to that.

The VICE-PRESIDENT. The question is on the amendment.

The amendment was agreed to.

The following clause of section 92, beginning with line 18, was read:

The Public Printer shall include in his annual report a full statement of the number of each and every publication or document printed upon requisition of the Executive Departments, and the cost thereof, and in the annual reports of every head of the Executive Departments there shall appear a statement of all publications printed upon requisition of the Department, and the number in each instance.

Mr. GALLINGER. I suggest to the Senator having the bill in charge that the provisions of that clause are fully covered by section 20. If he will refer to it he will find it is a duplication of the language there in almost the exact words.

Mr. MANDERSON. I intended to offer such an amendment.

Mr. GALLINGER. The clause just read should be stricken out.

The VICE-PRESIDENT. Does the Senator move to strike it out?

Mr. GALLINGER. Does the Senator from Nebraska agree to it?

Mr. MANDERSON. I do. I had a memorandum to that effect.

The VICE-PRESIDENT. The question is on the amendment to strike out the clause from line 18 to line 24 of section 92, which has been read.

The amendment was agreed to.

Section 93 was read, as follows:

SEC. 93. The heads of Executive Departments, and such executive officers as are not connected with the Departments, respectively, shall cause daily examination of the CONGRESSIONAL RECORD for the purpose of noting documents, reports, and other publications of interest to their Departments and shall cause an immediate order to be sent to the Public Printer for the number of copies of such publications required for official use, not to exceed, however, the number of bureaus in the Department and divisions in the office of the head thereof. The Public Printer shall send to each Executive Department and to each executive office not connected with the Departments, as soon as printed, five copies of all bills and resolutions. Where the head of a Department desires a greater number of any class of bills or resolutions for official use, they shall be furnished by the Public Printer on requisition promptly made.

Mr. GALLINGER. In line 13 of that section, I suggest that the word "when" should be substituted for the word "where."

I will take the liberty to suggest that it impresses me that it will require a good many clerks to do this work of examining the CONGRESSIONAL RECORD, and I can not see myself what practical good is to come from it. Still, if the committee think it ought to be in the law, I will not object to it or move any amendment.

The VICE-PRESIDENT. The amendment proposed by the Senator from New Hampshire will be stated.

The CHIEF CLERK. In section 93, line 13, before the words "the head," it is proposed to strike out "where" and insert "when;" so as to read:

When the head of a Department desires a greater number of any class of bills or resolutions for official use, they shall be furnished by the Public Printer on requisition promptly made.

The amendment was agreed to.

Mr. MANDERSON. I think the Senator from New Hampshire will not make the criticism which he has just made when he fully understands the reasons for this provision. Of course the CONGRESSIONAL RECORD has its daily examination in the Departments. The custom heretofore has been to send every document, every report, and every bill, whether private or public, in very large numbers to the Departments, where they have accumulated to their inconvenience and disturbance. The idea of the committee simply was that there should be furnished to them only such documents, reports, and other publications as they required for the performance of their official duties, and a suggestion of this character comes from many of the Departments, where they say that they do not desire that they shall be furnished with this entire matter which is published, but only such as pertains to them. We leave them to select that which they want, and that only is furnished to them.

Section 94 was read, as follows:

SEC. 94. The annual reports of executive officers shall be printed in the same type and form as the report of the head of the Department which it accompanies, unless otherwise ordered by the Joint Committee on Printing.

Mr. GALLINGER. I had a record, which I have lost for the moment, in relation to a preceding section of this bill, giving to the Public Printer authority to determine what size of type shall be used, which is manifestly right. It seems to me that Congress does not want to legislate as to what kind of type shall be used in the Government Printing Office, when we have a Public Printer who, presumably, knows more about it than Congress. I make the criticism for that purpose and for another purpose, that a previous section gives the Public Printer that power, which ought to be lodged in his hands and not in the hands of Congress, and I will move an amendment at the proper time, unless the committee agrees to strike out the section.

Mr. MANDERSON. The reason of section 94 is simply this: The attention of the committee was called by the officers of the Printing Office to the fact that on the requisition or order of heads of Departments the same matter was frequently put in two different forms. Take, for instance, the report of the Superintendent of the Geological Survey. So far as the letterpress is concerned there is no reason in the world why it should be in quarto form. It should be in octavo form, and should conform to the printed report of the Secretary of the Interior, of which Department the Geological Survey is a part, and this section 94, I think the Senator will find, is valuable for that purpose, and that it shall only be in quarto form when there are particular reasons for it, because, perhaps, of some particular plates requiring a larger form, that there should be a departure from the octavo form of binding.

The Chief Clerk read section 95.

Section 96 was read, as follows:

SEC. 96. When any Department, the Supreme Court, the Court of Claims, or the Library of Congress shall require printing or binding to be done, it shall be on certificate that such work be necessary for the public service; whereupon the Public Printer shall furnish an estimate of the cost by the principal items for such printing or binding so called for, after which requisitions shall be made upon him therefor by the head of such Department, the Chief Justice of the Supreme Court, chief justice of the Court of Claims, or the Librarian of Congress; and the Public Printer shall place the cost thereof to the debit of such Department in its annual appropriation for printing and binding.

§ 1103

Mr. GALLINGER. Out of order I will call the attention of the chairman of the committee to section 52, which provides that:

§ 1110

The forms and style in which the printing or binding ordered by any of the Departments shall be executed, and the material and the size of type to be used, shall be determined by the Public Printer.

If the section just read is retained in the bill, section 52 ought to go out. One or the other ought to go out. I call the attention of the committee to it.

Mr. MANDERSON. Yes: section 52.

The VICE-PRESIDENT. The section will be stricken out in the absence of objection.

The Chief Clerk read sections 97 and 98.

Section 99 was read, as follows:

§ 1120

SEC. 99. All blanks and letter heads for use by the judges and other officials of the United States courts other than such as are required to be paid for by any of these officers out of the emoluments of their offices shall be printed at the Government Printing Office upon forms prescribed by the Department of Justice, and shall be distributed by it upon requisition.

Mr. COCKRELL. Have not these blanks been furnished heretofore?

Mr. MANDERSON. You mean as required by section 99?

Mr. COCKRELL. Yes, sir.

Mr. MANDERSON. But very few of them. This section is inserted on the recommendation of the Attorney-General, who

says that these blanks, letter heads, etc., have usually been purchased by the officers of the courts and the account rendered for them and paid for out of the appropriations. He says that a very great saving can be had by having them furnished from the Government Office here. If the Senator will turn to footnote 99, he will find that the Attorney-General says:

It would be in the line of economy and in the interest of the public service to have all blanks, letter heads, and envelopes for the use of the judges and other officials of the United States courts throughout the country, other than such as are by law required to be paid for by any of these officers out of the emoluments of their offices, printed under the direction of the Department of Justice and distributed by it, for the reason that uniformity would be secured in the size, style, and expense of returns and reports; and no excuse would exist for failure on the part of any officer to render his reports and returns promptly. The handling and consideration of accounts and returns by the officials of the Treasury Department would be greatly facilitated, and there would probably be a saving of 25 to 30 per cent to the Government.

It was for that reason that this section was inserted.

Section 100 was read, as follows:

§ 1907

SEC. 100. The libraries of the United States Military Academy and United States Naval Academy are hereby constituted designated depositories of Government publications, and the superintendent of documents shall supply one copy of said publications, in the same form as supplied to other depositories, to each of said libraries.

§ 1112

Mr. COCKRELL. I understand that section 100 is an addition to the list of depositories now authorized by law; that is, adding the United States Military Academy and the Naval Academy.

Mr. MANDERSON. Yes.

Mr. COCKRELL. They have libraries there, have they?

Mr. MANDERSON. They have libraries, and the 500 documents furnished to the superintendent of documents will be sufficient to supply them, because the designated depositories under the new apportionment and the State and Territorial libraries number 496, and these two libraries will make 498, and the number we turn over to the superintendent of documents is 500.

Section 101 was read, as follows:

SEC. 101. All future orders or requisitions for printing shall be governed by the provisions of this act; and hereafter all orders for printing by any of the committees of the Senate or House of Representatives, or any of the officers thereof, shall receive the approval of the Committee on Printing of each House, respectively. No Government publications shall be delivered to officers and employés of Congress unless authorized by this act or upon requisition approved by the Joint Committee on Printing.

Mr. MANDERSON. I move to strike out all after the word "and," in the second line, commencing with the word "hereafter" and down to the period after the word "respectively," in line 6, and insert in lieu thereof what I send to the desk.

The CHIEF CLERK. In section 101, line 2, after the word "and," it is proposed to strike out all down to and including the word "respectively," in line 6, as follows:

§735

Hereafter all orders for printing by any of the committees of the Senate or House of Representatives, or any of the officers thereof, shall receive the approval of the Committee on Printing of each House, respectively.

And to insert in lieu thereof:

All printing, binding, and other work required for the Senate and House of Representatives or the committees and officers thereof, together with the material necessary for such work, shall be furnished by the Public Printer on requisition of the Secretary of the Senate and Clerk of the House of Representatives: *Provided*, That each Senator and Representative shall be entitled to binding in half Morocco, or material no more expensive, of but one copy of each public document to which he may be entitled, an account of which with each Senator and Representative shall be kept by the Secretary and Clerk, respectively: *And provided further*, That in printing preliminary reports and other papers for the use of committees, no more than 50 copies shall be ordered, unless expressly authorized by the Committee on Printing of each House, respectively.

Mr. COCKRELL. That is substantially the same as the present law, is it not?

Mr. MANDERSON. Yes, and it permits the binding for members of committees, as suggested by the Senator from Missouri.

Mr. COCKRELL. That is what I thought.

The amendment was agreed to.

Mr. MANDERSON. I move to insert after the word "printing," at the end of line 1 of section 101, the words "or binding."

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. It is proposed to amend line 1, of section 101, so as to read:

All future orders or requisitions for printing or binding shall be governed by the provisions of this act.

The amendment was agreed to.

The Chief Clerk resumed and concluded the reading of the bill.

Mr. MANDERSON. I have one or two other amendments to propose in behalf of the committee. On page 54, section 89, I move to insert the words "the Vice-President" before the word "Senators."

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. In section 89, line 1, before the word "Senators," it is proposed to insert "the Vice-President;" so as to read:

The Vice-President, Senators, Representatives, and Delegates in Congress, etc.

The amendment was agreed to.

Mr. MANDERSON. After the word "the," in line 5 of the same section, I move to insert "Vice-President," the purpose being to retain the franking privilege in the Vice-President that he now has, I believe, under the law.

The CHIEF CLERK. In section 89, line 5, after the word "the," it is proposed to insert the words "Vice-President;" so as to read:

The name of the Vice-President, Senator, Representative, etc.

Mr. MANDERSON. The word "each," in line 5, before "Senator," was stricken out and the word "the" inserted by a former amendment.

The amendment was agreed to.

Mr. MANDERSON. I move an amendment to section 77, line 150, after the word "courts," which I send to the desk.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. In section 77, line 150, after the word "courts," it is proposed to insert "and to State supreme court libraries;" so as to read:

To the Department of Justice, including those for the use of the Chief Justice and associate justices of the Supreme Court, and the judges and the officers of the United States and Territorial courts, and to State supreme court libraries, 500 copies.

§906

Mr. MANDERSON. I wish to say that I offer this amendment at the request of the Senator from Arkansas [Mr. JONES], who was called from the Chamber. I do not present it as having had the action of the committee, but at his request. He called my attention to the fact that some of the State supreme courts have a supreme court library, distinct from the State library, and he suggests, and I think very properly, that the Statutes at Large should be sent to such supreme courts as maintain libraries. I think it is right that it should be so.

Mr. HAWLEY. Are the State libraries provided for?

Mr. MANDERSON. Yes; this provides, where a State supreme court is maintaining a library separate from the State library, that it shall also have a volume of the Statutes at Large.

§501

The VICE-PRESIDENT. The question is on the amendment.

The amendment was agreed to.

Mr. MANDERSON. In the same section, in line 266, I offer the amendment which I send to the desk.

The CHIEF CLERK. On page 43, section 77, line 266, after the word "copies," it is proposed to insert "and to the Secretary and Sergeant-at-Arms of the Senate each 25 copies;" so as to read:

To each Senator 37 copies; and to the Secretary and Sergeant-at-Arms of the Senate each 25 copies.

Mr. MANDERSON. The Secretary and the Sergeant-at-Arms of the Senate, I understand, have heretofore received the same number of copies of the RECORD as have been given to members of the body for distribution, and it seems to be desirable that these gentlemen should have for distribution the number which I have named.

Mr. HAWLEY. If the Senator will permit me, returning to the section previously considered, I do not see any mention of State libraries.

Mr. MANDERSON. That was an amendment adopted to the bill.

The VICE-PRESIDENT. The question is on the amendment of the Senator from Nebraska.

Mr. TELLER. I should like to inquire of the Senator in charge of the bill what is the purpose of giving to the Secretary and the Sergeant-at-Arms 25 copies each, I suppose it means?

Mr. MANDERSON. Twenty-five copies each they have had heretofore under some custom. The difficulty is that there has been no law for the distribution of the RECORD. It has been published in enormous numbers and without any fixed method of distribution.

Mr. TELLER. Is this the CONGRESSIONAL RECORD?

Mr. MANDERSON. The CONGRESSIONAL RECORD.

Mr. TELLER. I misunderstood; I thought it was the statutes.

Mr. MANDERSON. Oh, no; it is the CONGRESSIONAL RECORD.

Mr. TELLER. I do not care how many they have of that.

The amendment was agreed to.

Mr. MANDERSON. I offer another amendment, which I send to the desk.

The CHIEF CLERK. In line 267 of section 77, after the word "copies," it is proposed to insert:

And to the Clerk and Sergeant-at-Arms of the House each 25 copies.

The amendment was agreed to.

Mr. PASCO. I should like to ask the Senator from Nebraska if there is any objection to inserting, with reference to the distribution of the RECORD, an arrangement by which one copy can go to the executive chamber in each State? It is a very desirable thing that that should be done in my opinion. I have sent one to the executive of my State every day from my own number. It seems to me that the governor of each State should be allowed to receive a copy regularly from the Public Printer as a matter of course.

Mr. MANDERSON. Under the law, if this bill shall become a law, a copy of the RECORD will go daily to each State library.

It has never gone there heretofore. We have increased the number of the RECORD as to the distribution apparently about 800 copies. We send 500 copies under this bill to the superintendent of documents, one for each designated depository in each State and one to the State library.

Mr. PASCO. Still, if one goes regularly to the executive chamber it gives the governor an opportunity every day to see the proceedings of Congress.

Mr. COCKRELL (to Mr. PASCO). Offer that amendment.

Mr. PASCO (to Mr. MANDERSON). Will the Senator offer the amendment?

Mr. MANDERSON. We have made so much of an increase that I would prefer the Senator should offer it as a separate amendment.

Mr. PASCO. It would only make about 50 copies including the States and Territories. I will offer an amendment to insert "governors of States and Territories," if the Secretary will put it in the proper place.

Mr. MANDERSON. If the Senator will delay for a moment until we get through with the committee amendments, there was one that was suggested by the Senator from New Hampshire [Mr. GALLINGER] which I desire to offer on behalf of the committee, for I was under the impression that it was in the bill.

Mr. GALLINGER. It is the same amendment I offered some minutes ago, which is contained in section 3786 of the Revised Statutes:

All printing, binding, and blank books for the Senate or House of Representatives, and the Executive and Judicial Departments, shall be done at the Government Printing Office, except in cases otherwise provided by law.

That will be a new section and come in after section 90.

Mr. COCKRELL. That will be section 91 if you make it a new section.

Mr. GALLINGER. The numbers will have to be changed throughout the bill when it is reprinted, as we have incorporated several new sections.

Mr. COCKRELL. Let the amendment be reported in full.

The CHIEF CLERK. It is proposed to insert the following as a new section:

All printing, binding, and blank books for the Senate or House of Representatives and the Executive and Judicial Departments, shall be done at the

Government Printing Office, except in cases otherwise provided by law.

Mr. GALLINGER. It is simply to prevent jobbing out the work. It is the present statute.

The amendment was agreed to.

Mr. MANDERSON. Now, I offer an amendment to come in on page 43, section 77, line 266, after the first word "to," which refers to the CONGRESSIONAL RECORD, by inserting the words "the Vice-President and." The Vice-President has always been furnished with the same number of copies of the RECORD as has been furnished to a Senator.

The CHIEF CLERK. In section 77, line 266, after the first word "To," it is proposed to insert "the Vice-President and;" so as to read:

To the Vice-President and each Senator, 37 copies.

The amendment was agreed to.

Mr. MANDERSON. I have no more amendments to offer on the part of the committee, Mr. President.

The VICE-PRESIDENT. It is suggested that the same amendment should be made in line 271.

Mr. MANDERSON. That is correct. I move a similar amendment at that point.

The CHIEF CLERK. In line 271, of section 77, after the first word "To," it is proposed to insert "the Vice-President and;" so as to read:

To the Vice-President and each Senator, Representative, and Delegate there shall be furnished 2 copies of the daily RECORD.

The amendment was agreed to.

Mr. PASCO. I now offer the amendment I suggested on page 43, section 77, line 280, to insert as a separate paragraph:

To the governor of each State and Territory 1 copy of the daily and 1 bound copy of the RECORD.

The amendment was agreed to.

Mr. PADDOCK. Are the committee amendments now completed?

Mr. MANDERSON. They are.

The VICE-PRESIDENT. The bill is before the Senate as in Committee of the Whole, and open to amendment.

Mr. PADDOCK. The Senator from Texas [Mr. COKE] has an amendment.

Mr. COKE. I move, in line 6, of section 77, on page 32, before the word "thousand," to strike out "three hundred" and insert "four hundred and fifty," so as to provide for the printing of 450,000 copies of the Agricultural Report.

Mr. PADDOCK. I suggest to the Senator that he make his amendment 500,000.

Mr. COKE. I accept the suggestion of the Senator from Nebraska, and move the insertion of "500,000" instead of "300,000" in line 6.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. In section 77, page 32, line 6, after the word "Report," it is proposed to strike out "3" and insert "5;" so as to read:

Of the Agricultural Report, 500,000 copies.

Mr. MANDERSON. I move to amend the amendment by striking out "5" and inserting "4."

Mr. COKE. Mr. President, I hope that amendment to my amendment will not prevail. We had, before the incoming of twelve new Senators here, 400,000 copies of the Agricultural Report, and of course the quota of each Senator has been reduced by this longer division. This bill reduces the number to 300,000 in addition to that.

There is no report published by this Government which is so much in demand as the Agricultural Report. It is the only report which is published for the use and benefit of the farmers of this country, who constitute nearly one-half of the voting population. It is the only report of this Government that they get. I do think that we ought not to economize so far as they are concerned.

There are numbers of Senators and Representatives from the Agricultural States in the two Houses who every year spend from two hundred to five hundred dollars in purchasing Agricultural Reports for their constituents. The Government is better able to afford this than we are.

It is true, as has been heretofore stated by the Senator from Nebraska [Mr. MANDERSON], that these reports sell here sometimes for as low as 10 cents a copy. They are not sold by Representatives or Senators from agricultural States. I do not know where they come from, but they are on sale here, and I imagine they must be sold by Representatives from city districts, who have no use for them. The Senators and Representatives who represent agricultural States have use for all they can get, and I do think that 500,000 is as small a number as ought to be provided for here.

The VICE-PRESIDENT. The question is on the amendment of the Senator from Nebraska [Mr. MANDERSON] to the amendment of the Senator from Texas [Mr. COKE].

Mr. MANDERSON. Mr. President, I simply desire to call attention to the number of Agricultural Reports which have been heretofore printed. In 1883 there were printed 300,000 copies for distribution by Congress; in 1884, 400,000; in 1885, 310,000; in 1886, 400,000; in 1887, 1888, 1889, and 1891, 400,000 copies. They never have exceeded 400,000 copies, and it seems to me the best and most convincing proof of the fact that they are printed in sufficient numbers to supply the demand is the very fact suggested by the Senator from Texas that they are to be purchased at 5 and 10 cents a copy when they are fresh from the press, costing the Government 40 to 50 cents a volume to print them.

Now, certainly, if they were not a drug in the market they would not be thus disposed of. What the price may be that is obtained by those who dispose of them I do not know, but the dealers sell them at 5 and 10 cents a copy, and they are bought in large numbers by parties interested in their distribution; frequently, I presumes by members of Congress.

The sale of public documents has been a very difficult thing to inquire into. I do not think that many members of Congress have made that sort of disposition of their books.

Mr. FRYE. Does the Senator think that any have?

Mr. MANDERSON. I am afraid that there have been instances of that kind—rare instances.

Mr. FRYE. That is a most amusing thing.

Mr. MANDERSON. In this exploration the only case we were able to discover was the case of an ex-member of Congress, and those who feel any interest in the character of his sale and the distribution will find the testimony of the gentleman who disposed of the books for him on page 255 of the report. It appears that this ex-member of Congress, to whose credit they had been placed before his term expired, sold them immediately after his going out of Congress.

He said that he had for sale 800 copies of the Agricultural Report of 1881, and 216 copies of the work known as "Diseases of the Horse." The "Diseases of the Horse" sold, the witness said, for 40 or 50 cents; I do not remember for certain. The Agricultural Reports, freshly printed, sold, he says, at a value of about 5 cents a book.

If there is to be that sort of distribution of public documents, costing ten times that amount, within a very few weeks after their issue, it seems to me we do not need to increase their number. I much prefer to allow the number to remain at the amount fixed in the bill, 300,000, and I think with the system of exchange we have attempted to inaugurate by the provisions of the bill, that those who represent agricultural States can make an exchange

§ 1301

[1018]

and get more of the documents that are desired by their own constituents.

Now, as will be found upon reference to the testimony, on page 255, this sale of these books was not by an ex-member of Congress who represented a municipal constituency, but his was a rural district, and I can imagine the very great disgust there must have been on the part of his constituents when they found that this valuable book, the "Diseases of the Horse," which they are calling for in such great numbers, had been thus disposed of by their Representative.

Mr. PADDOCK. I should like to inquire of my colleague if he knows at what season of the year the sales were made? Were they not made during the recess of Congress, when Senators and Representatives were not here and could not reach the market to make purchases?

I do not know what the experience of my colleague has been, but I know that no year has passed that I have not been required to buy the Agricultural Report in considerable numbers, some years largely, and I have been in the habit of exchanging other valuable documents for the Agricultural Reports, because our supply has been wholly inadequate to meet the demand. I venture the assertion here now that if we should authorize the publication of a million copies and should get our due proportion thereof, we would not have enough, nor half enough, to meet the demand of the agriculturists of our States who desire this most valuable book. It is infinitely a more valuable book now than it ever has been. It has increased in its value enormously during the past five or six years, as will be seen by an examination of the yearly reports.

I do not think that it is necessary to say anything, to induce Senators to vote for this amendment, beyond what has been said by my distinguished friend from Texas [Mr. COKE], who repre-

sents a large agricultural State, as I do. I know beyond any question whatever that if every copy of the Agricultural Report published every year should be distributed in six Western States of the Union, there would be an inadequate supply.

The case to which my colleague refers is certainly a sporadic one. It is exceptional. There may have been a sale sometimes by somebody who has been in a hurry to get away from here, and at a time when Congressmen were not here to make purchases. I should be glad to buy a thousand copies at 10 cents each myself.

Mr. PEFFER. I wish to emphasize the remarks which have been made by the Senators from Texas and Nebraska. Their experience has been mine, brief as mine has been. The Department of Agriculture has grown so much within the last few years and its publications have become so important to the people that the demand for them is growing wonderfully. The territory west of the Mississippi has been largely extended so far as the agricultural population is concerned, and the demand for this class of publications is growing not only yearly but I may say monthly.

The people are seriously in earnest about this matter, the farmers more particularly. They are anxious to have more of these publications; and, speaking for a large number of them, I do hope that the amendment of the Senator from Texas will pass.

Mr. MANDERSON. I want to call attention to figures, which I think are a little instructive. By referring to the testimony of the superintendent of the folding room of the House of Representatives it will be found that at the commencement of the Congress, I think at the Fiftieth Congress, there were 900,000 undistributed books to the quota of members of Congress in the folding room of the House of Representatives.

Now, if Senators will turn to page 464 of this report they will find the number of documents on hand at the beginning of the Fiftieth Congress in the folding room of the Senate. There were on hand and received during the Fiftieth Congress 592,999 volumes, the quotas of Senators. By turning to the table found on page 464 we find of the report of the Department of Agriculture for the years 1886, 1887, and 1888, at the beginning of the Fiftieth Congress, there were 212,439 copies in the folding room of the Senate.

One would suppose, if there was this enormous demand for this particular publication—and I recognize its value and I recognize that it is very difficult for those of us who distribute books with some order or system to meet the demand for it—that of the Agricultural Reports of 1886, 1887, and 1888, of 212,439, there would be an enormous distribution during that Fiftieth Congress when Senators were here to attend to their duties of every grade and degree, even to that of distributing seeds and public documents.

Mr. PADDOCK. Will my colleague allow me to make a suggestion?

Mr. MANDERSON. Yes.

Mr. PADDOCK. At the commencement of a Congress, after Senators and members have been away for a long time and have not been here to make their distribution of documents, the accumulation is large.

Mr. MANDERSON. Certainly.

Mr. PADDOCK. The Agricultural Report made during the preceding session of Congress has only been published a short time before the convening of the next session. I distributed none during the summer, but I know since I came back here I have distributed 200 or 300 copies of the Agricultural Report, and I suppose that is the experience of all Senators.

Mr. MANDERSON. I quite agree with my colleague that the time of activity in labor of all sorts is during a session of Congress, and when we are here, urged by letters we receive and urged to that renewed activity which sometimes comes immediately before a session of the Legislature that is to elect a successor, that one becomes exceedingly active, especially in the way of distributing public documents. With this incentive, one would suppose that a large percentage of these 212,439 copies of Agricultural Reports would have been distributed during the Fiftieth Congress; and yet during all that Congress, running for two years, with that long session, which lasted, as I recall it now, to the 20th of October, but 38.66 per cent of those Agricultural Reports were distributed. In other words, the exact number was 82,137 copies only.

Mr. TELLER. Where do you find that?

Mr. MANDERSON. I find it on page 464, Table No. 9, being "statement of the superintendent of Senate folding room," showing that of over 200,000 of these Agricultural Reports less than 40 per cent were distributed during those seasons of activity referred to by my colleague.

Mr. TELLER. I wish to ask the Senator if he means to state that they are not distributed at all, or that there is a tardy distribution? It is easy to find whether they are distributed at all or not.

Mr. MANDERSON. The figures speak for themselves. They are distributed to the extent of 38.66 per cent.

Mr. TELLER. Are they still here?

Mr. MANDERSON. They are still here to the quota of Senators unless they have been distributed since the end of the Fiftieth Congress.

Mr. HAWLEY. Does my colleague on the committee make allowance for the annual supply that came in, those that came in during that time?

Mr. PADDOCK. And does my colleague make allowance for the reserve that each Senator and Member keeps to respond to calls that may come to him for back numbers?

Mr. MANDERSON. Yes, I think I make the proper allowance. I think this enormous difference of percentage between 38.66 per cent and 100 per cent would be ample for that purpose.

Mr. PADDOCK. That is a pretty large percentage.

Mr. MANDERSON. I do not desire to be considered as wanting to save too much of the public funds. I do not think I have had that reputation. I think my reputation has rather been in the other direction. I am usually for the largest possible appropriation and the largest amount; but it seems to me that, with the facts developed by this report staring us in the face, we certainly do not need an increase in the number of the Agricultural Reports. If we go to the number that has been printed by concurrent resolution of Congress for the last five or six years, it seems to me that 400,000 copies would be ample.

Mr. TELLER. I should like to suggest to the Senator who has the bill in charge that if he goes to 425,000 it would give to each Senator and each Member and Delegate a thousand copies of the report. It seems to me that is a better number than to take 400,000.

Mr. BATE. I move that the Senate adjourn. It is after 5 o'clock.

Mr. FRYE. I hope the Senator will withdraw that motion. It is important that there shall be a brief executive session to-day.

Mr. BATE. Certainly; I withdraw my motion for that purpose.

Mr. PADDOCK. We can easily get through with this bill to-night.

Mr. COCKRELL. We can not finish this bill to-night. I hope the bill as now amended will be printed, so that we can have it in the morning and dispose of it to-morrow. It will facilitate the final disposition of the bill very materially by having it printed. It can be sent down to the Printing Office and be on our desks early in the morning.

Mr. MANDERSON. I hope that that order will be made. I should like myself to see the bill printed in its amended form. I earnestly hope that we may be able to finish this bill to-morrow, and it may take whatever fate is to come to it.

Mr. GALLINGER. If any order to print is to be made, I should like to make a suggestion to the Senator in charge of the bill. The suggestion I wish to make is that in sections 3, 7, 8, 9, 10, 11, 12, 14, 15, and 16 there are certain duties defined as belonging to the Public Printer, while section 18 provides for the appointment of that official. He is appointed after the duties

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are defined that he shall perform. I will suggest in reprinting the bill that those sections be transposed so as to make section 18 section 1, section 7 section 2, section 8 section 3, section 9 section 4, section 10 section 5, and then section 1 section 6, etc.

Mr. MANDERSON. I think the Senator is mistaken with regard to that matter. I know that some of the sections to which he refers describe the duties of the Joint Committee on Printing rather than of the Public Printer. I would sooner not make the transposition until we see the reprint of the bill.

Mr. GALLINGER. Very well; I have no objection to that. I will move an amendment in that form when the bill comes back.

The VICE-PRESIDENT. The order to print the bill as amended will be made in the absence of objection.

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The PRESIDING OFFICER. Are there further amendments to the bill as in Committee of the Whole?

Mr. GALLINGER. At the end of line 7, section 45, I move to add:

And such superintendents and assistant superintendents as the public good may require, at such compensation as the Public Printer may determine.

Mr. MANDERSON. What is the purpose of the amendment, I beg to ask the Senator?

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Mr. GALLINGER. Simply this, that without the form of law the Public Printer appoints these officials. There are a large number of them in the Printing Office. It occurs to me that it would be well to give him authority of law to do what he is now doing without authority.

Mr. MANDERSON. I do not know of any officials of that character in the Printing Office. There are the different foremen and those who have in charge certain branches of the work of the Public Printing Office. I am a little afraid that this provision would give a latitude to the Public Printer beyond what we might desire. Of course I realize that the Senator from New Hampshire, from his experience in the other House and from his intimate knowledge of the business of printing, has a degree of information upon these subjects that I myself am not possessed of, but I am a little afraid of the amendment.

Mr. GALLINGER. I will say that I am not strenuous about the matter; but the fact is that the Public Printing Office, which originally had two superintendents, has grown to be, I think, the largest printing establishment in the world, employing some 3,000 people. There are superintendents of press room, the stereotype foundry, the job room, the folding room, and also superintendents of the different branch offices. As I before remarked, the Public Printer is appointing these officials and they bear the title of superintendents and assistant superintendents, and he is doing it without authority of law. It occurs to me that it would be well to incorporate the provision in this section. Still, if the Senator having charge of the bill objects to it, I shall withdraw the amendment.

Mr. MANDERSON. The only question in my mind is whether he would not have the power to employ these persons, giving them whatever title he might see fit, under the warrant of the general bill. I ask that the amendment be again read in connection with the entire section.

The PRESIDING OFFICER. The Chief Clerk will report the amendment.

The CHIEF CLERK. It is proposed to add to section 45 the following:

And such superintendents and assistant superintendents as the public good may require, at such compensation as the Public Printer may determine.

Mr. HARRIS. That amendment, if agreed to, it seems to me would leave to the discretion of the Public Printer the number of and the salaries allowed to all such employés.

Mr. GALLINGER. I suggest to the Senator from Tennessee that that is precisely what the Public Printer is now doing. He is employing these men, some of them at $6 a day, some of them at less, and I think a few of them at a larger per diem. He is doing it, however, without the authority of law, in the proper discharge of the duties of his office. They are required, and he appoints them.

Mr. HARRIS. It occurs to me that this is a much larger discretion than ought to be lodged in the Public Printer.

Mr. COCKRELL. I ask that the amendment be again read, please.

The Chief Clerk again read Mr. GALLINGER'S amendment.

Mr. COCKRELL. What is the intention? Are there not other officers than those named already there necessarily? I should like to have some explanation of the amendment. I did not hear the Senator's explanation.

Mr. GALLINGER. I shall have to repeat myself, which I am glad to do for the benefit of the Senator from Missouri, and say that in the Government Printing Office superintendents are now appointed by the Public Printer of the press room, the stereotype foundry, the job room, the folding room, and likewise the heads of the printing offices in the different bureaus of the Government. They bear the title of superintendents and assistant superintendents, and get a salary perhaps not exceeding $6 a day, but as high as $6 a day. There is no authority of law for their appointment. The Public Printer finds it necessary to have those officials, and he appoints them and fixes their compensation. My amendment simply gives him the authority to do by law what he is now doing without law.

The PRESIDING OFFICER. The question is on agreeing to the amendment proposed by the Senator from New Hampshire.

The amendment was rejected.

The PRESIDING OFFICER. The Senator from Texas [Mr. COKE] having returned to the Chamber, the Chair will call his attention to the fact that the amendment proposed by him on page 23 was passed over temporarily.

Mr. COCKRELL. I suggest, before we take that up, in line 4, page 10, if the Senator from Nebraska has not already had the amendment made, to insert the word "to" before "each Member or Delegate," so as to read, "to be delivered to each Member or Delegate."

Mr. MANDERSON. That is a misprint. The word "to" was inserted.

The PRESIDING OFFICER. The Chair is informed that the word "to" appears in the desk copy.

Mr. MANDERSON. It was evidently a mistake in the print, and it has been corrected.

The PRESIDING OFFICER. The Senator from Texas [Mr. COKE] moved to amend section 77, line 6, by striking out "3" and inserting "5" before the words "hundred thousand." The Senator from Nebraska [Mr. MANDERSON] moved to amend the amendment by inserting "4." It relates to the number of copies of the Agricultural Report to be printed. The question is on agreeing to the amendment of the Senator from Nebraska to the amendment of the Senator from Texas.

Mr. COKE. Mr. President, I hope the amendment of the Senator from Nebraska to the amendment proposed by myself will be voted down. I offered an amendment striking out "300,000" and inserting in lieu of it "500,000" as the number of copies of the Agricultural Report to be printed. The Senator from Nebraska proposes to cut down my amendment to 400,000.

Mr. MANDERSON. I wish to say simply that if the amendment to the amendment prevails it will be an increase of 100,000 in the number of these reports beyond the amount reported by the committee, and will print the exact number of this report heretofore printed. I asked the superintendent of the House folding room to give me the number of Agricultural Reports on hand in the folding room belonging to the quota of members of the House of Representatives. I have from him a report, that of the Agricultural Reports up to the year 1890 heretofore published, that being the last one issued, there are to-day in the House folding room undistributed 270,352 copies.

Mr. COCKRELL. What page is that on?

Mr. MANDERSON. I say I have that in a communication just received from the superintendent of the House folding room. It, of course, is not in the report of the committee, because the information has just come to me, and is up to date, February 11.

Mr. HARRIS. May I inquire of the Senator if the statement he has from the superintendent shows whether the reports remaining in the folding room are not the copies to which Representatives from city districts are entitled?

Mr. MANDERSON. That is not shown by this report. I apprehend that some of those who are from city districts have Agricultural Reports to their credit and that many who are from country districts have Agricultural Reports to their credit.

Mr. HARRIS. The latter statement, unless it was established, I should doubt very seriously.

Mr. MANDERSON. I think it will be found on exploration that those who represent city districts make some distribution of the Agricultural Reports, and that they exchange them pretty liberally with members of Congress who are from rural districts. I give these figures simply that we may realize the existing condition. The report, to which I referred yesterday, shows that during the Fiftieth Congress, a period of two years, but 38 per cent of these reports were distributed by members of the Senate, and now we have a showing that there are nearly 300,000 copies of these reports to-day in the folding room of the House of Representatives. It seems to me that this fact, taken in connection with the others which have been heretofore stated, shows pretty conclusively that the number heretofore printed is sufficient for all purposes.

I realize the value of this report: I realize the great demand there is for it; but it seems to me we are meeting any reasonable demand for it, good as it is, by the number heretofore printed. Realizing the facts I have given, that here this immense number of this precious document remains undistributed, and that in addition to that they can be bought, and that this Agricultural Report for 1890 was purchased in June last (having been issued from the press in May) at from 5 to 10 cents a copy, it costing the Government from 40 to 50 cents, I hope the Senator from Texas will accept the proposed amendment. I am willing to compromise on that, which has been the usual number printed.

Mr. COKE. The statement made by the Senator from Nebraska as to the number of copies of this report lying in the folding room, it seems to me should cut no figure. The fact that there are Senators and Representatives who neglect the interests of their constituents and allow their books to lie in the folding room should not prejudice other Senators, who frequently have to buy these reports in order to fill the demand of their constituents for them. Nearly one-half of the voting people of

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this country are farmers; and it is proposed by this bill that 300,000 copies of the Agricultural Report, the only book issued

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for their benefit, and confessedly the most valuable report issued by the Government, shall be all that shall be distributed to them. I have asked by my amendment that the number be increased to 500,000 copies.

I venture the assertion that there is no Senator or Representative from an agricultural constituency who does not distribute these books. I know my experience is that I never have enough of them. I know the experience of other gentlemen to be that they have to buy copies in order to comply with the requests of their constituents. When we do this, should we be prejudiced by the neglect of duty by other gentlemen?

I submit, Mr. President, that while we should economize, we should not commence with the agricultural class, who derive less benefit from the operations of this Government than any other class of people in this country. If there is any class of people in this country who are entitled to some little favor now, it is the agricultural people.

I hope the amendment of the Senator from Nebraska to my amendment will be voted down, and that we may be permitted to have 500,000 copies printed. For instance, I would receive, if my amendment should pass, some 1,200 volumes. I would have to distribute that number of volumes in a population of 2,500,000 people, agricultural people almost exclusively. It is the same way with other Senators. I hope the Senate will vote down the amendment of the Senator from Nebraska to my amendment in order that the amendment I have proposed may be adopted.

Mr. PADDOCK. Supplemental to the statement of my colleague [Mr. MANDERSON] as to this enormous surplus, I desire to say that I also have received a statement to-day from the superintendents of the folding rooms of both Houses, and from the House statement I discover that the accumulation there which the Senator gives is the result of nearly thirty years' distribution. It commences with 1864; and it is not at all astonishing that during all that great period of time there should be an accumulation of 200,000 copies. It is fair to state, taking the statement in my hands as to the present accumulation of the report of 1890, that in the other House it does not greatly exceed 70,000 copies of that document on hand at the present time.

Mr. MANDERSON. Do any statements show that, or is it only a guess?

Mr. PADDOCK. I have only the statement to which I refer to fortify my estimate. I judge of the condition of the House surplus by the number now left of the Senate's proportion. From this statement I think it would be safe to say there can not be very many more than 75,000 copies of the report of 1890 on hand in the other House. There may be some more; there may be 100,000 copies, but if there are 100,000 it is not a very large number to have on hand for members of the House of Representatives, who are called upon for copies by their constituents every day. My colleague knows how it is himself. I do not believe he gets a mail any day in which he does not receive one or more letters asking for the Agricultural Report. As I have before stated, when I came here at the commencement of the present session I began to distribute the Agricultural Report. I have already distributed between 500 and 600 copies. I have not to-day the number of copies of the report that I ought to have on hand to meet the individual applications that come to me for it from day to day, let alone the thousands of farmers in our State who, if I had it, I should be glad to distribute it to, and who would be most delighted to receive it, because they have very little other literature on the distant frontier in the newer States of that Western country and they place great store upon this publication.

In the Senate folding room there are 45,000 copies only of the publication of 1890, and the accumulation in the Senate, which is only 96,000 copies, commences with 1875. I venture to say that in the case of no publication anywhere by authority of Congress of any kind or nature, considering the number that are published, is there so slight an accumulation for that period of time. Thirty years is a good while, and I do not think it is quite fair to parade this enormous surplus of documents as being a surplus which has been brought about within two or three years from the printing of an excess of the Agricultural Report.

For myself I think it would be an injustice to the agricultural people of this country, who have so little valuable reading matter and who are so anxious to get information on agricultural subjects, to reduce the number as proposed. It would be an injustice in the Western States particularly to limit the number below 500,000. I believe the adoption of the amendment of the Senator from Texas would be a matter of only common justice to the farmers of the West, who could consume the entire 500,000 copies themselves if they were obtainable, and then cry for more.

I do not agree with my colleague, who is generous always and who himself has purchased I have no doubt from time to time many copies of the Agricultural Report and exchanged other documents for them and got them as best he could to meet demands made upon him from day to day and month to month. That is the experience of every one of us from the agricultural States. I know, of course, the great desire of my colleague to reduce the cost to the Government of the public printing, but I ask him to look more strongly in some other directions than he may possibly have done, although I have no doubt he has done the best he could, as he always does—but at all events I want him to try to keep a sort of blind eye towards these Agricultural Reports which our people in Nebraska, and the West generally, want by hundreds and thousands more than they can get under the most liberal rule of distribution possible to secure.

The PRESIDING OFFICER. Is the Senate ready for the question on agreeing to the amendment to the amendment?

Mr. MANDERSON. One moment, Mr. President. If guessing is to be in order, I guess my guess will be as good as my colleague's. He guesses that of the 270,000 copies of the Agricultural Report heretofore printed——

Mr. PADDOCK. Of 1890.

Mr. MANDERSON. Of the number remaining in the folding room of the House he guesses that 75,000 are copies of the Agricultural Report of 1890. As it is a matter of guesswork I would guess that it is nearer 150,000 than 75,000. He has information that to-day there are 45,000 copies of the Agricultural Report for the year 1890 in the folding room of the Senate.

Mr. PADDOCK. That is true.

Mr. MANDERSON. Yes, that is true. It is also true that this report came to the Senate folding room in May of last year, and that it was then subject to distribution. It is also true that the whole amount of the Senate's quota was 75,000, so that of the 75,000 delivered to the Senate folding room in the spring of last year, notwithstanding the enormous demand that my colleague speaks of, there are still 45,000 left, and but 30,000 copies have been distributed.

I know it is a fashionable thing, and it is perhaps a very captivating thing, to talk about the necessities of the farmer and his crying demand for literature. There has been no petition that I have known presented to either House of Congress for an increased publication of this book. Petitions have come galore asking for greater economy in the public service. It seems to me that the interest of the agriculturist is better guarded when we prevent waste than when we go into extravagance. I think the printing of 500,000 copies annually of this publication, valuable as it is, is in the nature of great waste, in the presence of these figures.

Mr. PADDOCK. Mr. President, I only desire to say a single word in reference to the distribution of these documents to which my colleague refers. The Agricultural Report for 1890, it is true, was delivered in May to the folding room here, but every Senator and every Member of the House of Representatives was absent from the Capitol. The farmers do not read Agricultural Reports in the summer. They are at work trying to make their crops. The Senators and Members are not here to distribute them in the summer; but when they do come in December they begin to distribute them, and then the farmers begin to call for the book. It is in the winter that they desire these reports, when they have plenty of time to read them. To illustrate it by my own case, I did not distribute any copies during the summer, except a very small number, but since the session commenced I have distributed between 500 and 600 copies, and that, I have no doubt, is the experience relatively of all Senators and of my colleague himself, with all others from agricultural States. So I do not think there is great force in the fact that there happens to be at this time 45,000 copies on hand under the allotments to Senators.

Mr. MANDERSON. You have had nearly three months of the session in which to distribute it.

Mr. PADDOCK. Certainly, and I have made good use of the time myself.

The PRESIDING OFFICER. The question is on agreeing to the amendment to the amendment. If the amendment to the amendment prevails it will fix the number at 400,000 copies.

Mr. COCKRELL. Mr. President, I wish to say just one word in regard to the accumulation of documents in the folding rooms of the Senate and House. I realize that these reports of the officers show quite a large number of documents still on hand. A considerable number of those documents are not in large quantity, and some of them are of a class where a Senator ought to keep some of the copies in order to make sets and give them out in complete sets. I think it would be a very unwise and improper distribution that every Senator should be compelled, as soon as he receives a document, to send it off, regardless of the documents of the same kind before received or that will be thereafter received.

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We have a beautiful illustration of that in the first five vol-

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umes of the Records of the War of the Rebellion. They were issued and given to Senators and Members of the House and they were distributed promiscuously all over the country when received, as there was a considerable demand for them. What has been the result? The volumes subsequent to the fifth volume have been distributed through the War Department so that they will go in unbroken sets, and now we have to print the first five volumes in order to complete those sets. Knowing as I did when those volumes came out that they were only a part of from ninety to one hundred and twenty volumes, I refused to distribute any of mine and kept them in the document room. They have been a source of very great annoyance to me. People knowing that they were there have been constantly coming to me to get them. I have kept them, and I have, therefore, been able to complete the sets of as many as the number of copies I received of the first five volumes. Probably that will be more than will be completed by those of all the members of the House. I think it was only proper and just that we should do it.

We have another example in the Medical and Surgical History of the War of the Rebellion. There were six separate books issued there. They were in process of publication for about fifteen years, and now it is almost impossible to find a complete set of them anywhere. They have been distributed first to one and then to another. They ought to have been kept and distributed together.

It is the same way with the Agricultural Reports. While there is a great deal in the annual Agricultural Report that is of very great value for the time being, there are also in these reports articles and subjects, matter of permament and lasting value, which will be just as valuable twenty years hence as to-day.

I think it would be a matter of only justice and right that Senators should retain a number of these copies in order that as libraries develop in the agricultural sections of the country and institutions are built up, the proper officers can furnish a large number of these volumes in successive order to libraries and to individuals. If they are all distributed that ends them.

A compulsory distribution of all of them would be a great thing for the second-hand bookstores, and make them exceedingly profitable if they were all given out at once, because the surplus would be immediately absorbed into the stores and the prices on them raised, and Senators and others who are buying them occasionally would not be able to get them at 5 or 10 cents a copy.

I know it is a great abuse that these documents should be found upon sale at such a low price in the bookstores; but because some Senators and Members of the other House give to their clerks or to their friends a few copies of this book and that book, and those friends, instead of appropriating them to their own use, go off and either sell them or swap them for some other book they want, or because perchance some member, as in the case of the member referred to in the report, should sell his copies, are all the rest to be punished? I think not, Mr. President.

I am not certain as to the exact number of these reports that ought to be published, but I certainly think that a much greater number should be published than is provided in the bill—300,000. I think that is too great a reduction, and therefore I shall sustain the amendment of the Senator from Texas.

The PRESIDING OFFICER. The question is on agreeing to the amendment to the amendment.

The amendment to the amendment was rejected.

The PRESIDING OFFICER. The question recurs on agreeing to the amendment of the Senator from Texas [Mr. COKE].

Mr. MANDERSON. I move to amend the amendment by inserting "425,000" instead of "500,000." That will leave 400,000 for the members of the two Houses and 25,000 for the Agricultural Department. It seems to me in all conscience that is enough.

Mr. COKE. I hope this amendment to my amendment will not prevail, and that my amendment fixing the number at 500,000 copies will be agreed to.

Mr. TELLER. Mr. President, if 500,000 copies of the Agricultural Report is an extravagance, it is simply because of the inability or the lack of interest on the part of Senators and Members to distribute the document. There can be no question that 500,000 copies of the Agricultural Report can be profitably distributed among the people and there will still be a great demand for it among the class who are especially interested in the subject of which it treats. With the vast population of farmers who are entitled at least to some consideration, as we all agree, although they do not get a great deal nowadays, at least when the Government has expended a large amount of money in publishing 250,000, 300,000, or 400,000 copies, it is not much additional expense to add another 100,000; and then there will be a great number of agriculturists in the country who will be unable to secure that which they desire.

I do not know myself but that there is a lack of attention to this subject and a failure to distribute this report. I do not represent a State that is specially noted for its agriculture. We have a large population engaged in other branches of industry besides agriculture. Perhaps the State has been somewhat more noted for its mineral productions than for its agriculture, although the agricultural productions have very rapidly increased but I do know that since I have been in public life I have never been able to meet the demand for the Agricultural Report, and I have as have my colleagues from time to time who have served with me, been in the habit of purchasing, when we could, Agricultural Reports for distribution. My colleague a few days since purchased a couple of thousand copies, which he has distributed in the State. I shall probably purchase some; and then the agriculturists of the State whom we have upon our lists will not be supplied. I should myself like to see every agriculturist in the country (I do not mean every man who labors on a farm, but I mean every man who carries on a farm) supplied with a copy of the Agricultural Report.

I know that in some sections there is a feeling that it is a worthless publication. Mr. President, that is not true. The Agricultural Report is a valuable production. There is not any man in public life who can not derive some benefit from an examination of it. There is not a farmer or a farm laborer in the country who would not be benefited by reading it.

The Senator who has charge of this bill seems to think that in the interest of economy we must cut down the provision to the very lowest possible amount. If he should agree to make the number 450,000 copies that would leave 25,000 for the Agricultural Department, 1,000 copies for each member of this body, and 1,000 copies for each member of the other House.

Mr. PADDOCK. That would not quite do it.

Mr. TELLER. I understood that that would do it. It would be in that neighborhood, at all events. I have no doubt that if 500,000 copies are published they will be distributed so far as the agricultural districts are concerned. Of course the men representing the great cities have no interest in distributing the Agricultural Reports. If there could be any method by which only the members representing the agricultural districts could be supplied, it would be, perhaps, a good thing. I do not know whether that could be done or not.

Mr. MANDERSON. If the Senator will permit an interruption——

Mr. TELLER. Certainly.

Mr. MANDERSON. I want to call his attention to the fact that a concurrent resolution has come to Congress year after year providing for the printing of 400,000 copies of this publication. It has been introduced at the request of the Secretary of Agriculture, and I have never had personally, and I do not think that the Senate or either House of Congress has ever had, an intimation from him that a greater number was required.

Mr. TELLER. I do not know that I have ever had any such intimation from the Secretary of Agriculture. I presume he is moved by the same spirit that moves the Senator from Nebraska, who has charge of the bill. He desires, in the interest of economy, I suppose, to keep the appropriations for his Department as low as possible. It is not at all improbable that he is moved to make the number 400,000 because he thinks that it is difficult to get more than 400,000 copies. I will venture to say that if this question were submitted to the Secretary of Agriculture he would admit that there is a demand for more than 400,000 copies of the Agricultural Report in this country. I think myself there is a fair demand for more than twice that amount.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Nebraska to the amendment of the Senator from Texas. The amendment to the amendment proposes to print 425,000 copies of the Agricultural Report.

The amendment to the amendment was rejected.

The PRESIDING OFFICER. The question recurs on the amendment of the Senator from Texas fixing the number at 500,000.

The amendment was agreed to.

Mr. COKE. The section must now be further amended. The remainder of the section goes on, as it now stands, to divide the copies that are to be printed, and gives 50,000 to the Senate, 225,000 to the House, and 25,000 for distribution to the Agricultural Department, on the basis of 300,000. I move, in line 7, to strike out "fifty" and insert "one hundred and twenty;" in line 8 to strike out "two hundred and twenty-five" and insert "three

hundred and fifty;" and in line 9 to strike out "twenty-five" and insert "thirty."

The PRESIDING OFFICER. The amendment will be stated by the Secretary.

The SECRETARY. In line 7 strike out "50" and insert "120," in line 8 strike out "225" and insert "350," and in line 9 strike out "25" and insert "30:" so as to read:

Of the Agricultural Report 500,000 copies, of which 120,000 shall be for the use of the Senate, 350,000 for the use of the House, and 30,000 for distribution by the Agricultural Department.

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Mr. MANDERSON. I desire to call the attention of the Senator from Texas to the fact that if he gives 350,000 to the House of Representatives it will not be 1,000 to each member of the House. I suggest whether a better division would not be to make it 360,000 to the House, 110,000 to the Senate, and 30,000 to the Department of Agriculture. By that means we give nearer 1,000 to each member of Congress.

The PRESIDING OFFICER. Will the Senator from Texas accept that modification of his amendment?

Mr. COKE. I accept the modification of the amendment. I want to make the division as nearly equal as possible.

§730

Mr. PALMER. I should like to ask for information whether as a matter of fact the copies that have been printed of this report by the Agricultural Department are really distributed to the country. Of course, representing largely an agricultural constituency, I realize the importance of having many copies printed of the reports of the Agricultural Department, but I have heard it intimated that as a matter of fact they reach the bookstores and jobbers and do not reach the people for whom they are intended. If that is true, it would seem to me entirely useless and needless to incur the expense of printing a very large number. I hope the Senator from Nebraska will be able to give us some information on that point, so that we need not be put to the useless expense of providing for people who will never get the benefit of what the Government expends.

Mr. COKE. I will answer the Senator from Illinois by saying that whether the people get these books or not depends upon the personal integrity and the energy of their representatives here; and I do not think I could give a vote or perform an action in the Senate based on the supposition that there is an absence of these qualities in their representatives.

§305

Mr. PALMER. It affords me pleasure to say to the Senator from Texas that my constituents are absolutely safe if that is the test.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Texas as modified. It will be read by the Secretary as modified.

The SECRETARY. In line 7, section 77, strike out "fifty" and insert "one hundred and ten;" in line 8 strike out "two hundred and twenty-five" and insert "three hundred and sixty," and in line 9 strike out "twenty-five" and insert "thirty."

The amendment was agreed to.

Mr. COKE. I also gave notice of an amendment that I should propose to the next clause of this section. I move to strike out in line 11 the word "forty" and insert "fifty," putting the number back to where it stands under the present law.

The PRESIDING OFFICER. The amendment of the Senator from Texas will be reported.

The SECRETARY. At the end of line 11 strike out "forty" and insert "fifty;" so as to read:

Of the report of the Bureau of Animal Industry, 50,000 copies.

The amendment was agreed to.

Mr. COKE. I move to strike out in line 12 the words "ten thousand"——

Mr. MANDERSON. I will give the Senator the distribution of this same number under a former concurrent resolution.

Mr. COKE. Very well.

Mr. MANDERSON. It is 13,000 to the Senate, 27,000 to the House, and 10,000 to the Agricultural Department.

Mr. COKE. That is right.

Mr. MANDERSON. That is in accordance with the usual precedent.

Mr. COKE. I ask that that amendment be made.

The PRESIDING OFFICER. The proposed amendment will be stated.

The SECRETARY. In line 12, section 77, strike out "10" and insert "13:" and in line 13, after the word "twenty," insert "seven;" so as to read:

Of the report of the Bureau of Animal Industry, 50,000 copies, of which 13,000 shall be for the Senate, 27,000 for the House, and 10,000 for distribution, etc.

The amendment was agreed to.

Mr. COCKRELL. I move to amend section 32. I do not think the amendment made there covers the point I desire to cover. I move to add at the end of the section:

Provided, That the terms of this act shall not apply to so much of the printing as is necessary to expedite the work of the record and pension division of the War Department.

Mr. MANDERSON. I have no objection to that amendment. I think it ought to be made.

Mr. COCKRELL. I am afraid the language there does not cover it.

Mr. MANDERSON. Perhaps it does not, and this certainly makes it.

Mr. COCKRELL. It makes it sure.

The PRESIDING OFFICER. The question is on agreeing to the amendment proposed by the Senator from Missouri.

The amendment was agreed to.

Mr. COCKRELL. I move to strike out all of section 74, and ask that it may be read.

The PRESIDING OFFICER. The proposed amendment will be read.

Mr. COCKRELL. It does not interfere with the rest of the bill at all.

The SECRETARY. It is proposed to strike out section 74, in the following words:

SEC. 74. All documents in excess of 25 copies of any one publication remaining in the folding room of the Senate or House at the expiration of two years, after being placed to the credit of a Senator or Representative or Delegate, shall be turned over to the superintendent of documents for distribution by him to public libraries or depositories or for sale, as in his judgment shall best subserve the public interest.

The PRESIDING OFFICER. The question is on agreeing to the amendment proposed by the Senator from Missouri.

The amendment was agreed to.

Mr. GALLINGER. I wish to make an inquiry of the Senator having charge of the bill as to the exact meaning of section 49. It provides for the employment of five clerks at a stipulated salary, the fact being, as Senators will find if they refer to the investigation of the Government Printing Office on page 83, that there are twenty other clerks employed by the Public Printer. My purpose in making the inquiry is because this section is somewhat misleading. I think it would give people to understand that the Public Printer has only five clerks, when in fact he has twenty-five. Although a similar amendment was voted down a few moments ago, I offer an amendment to come in at the end of section 49.

The PRESIDING OFFICER. The amendment will be stated.

The SECRETARY. At the end of section 49 insert:

And such other clerks at a reasonable per diem compensation as the interests of the public service may from time to time require.

Mr. MANDERSON. I simply desire to say that section 49 is almost an exact reprint of the law as it now stands, found in the appropriation acts. I think this section is taken bodily from the last appropriation act. Undoubtedly the additional clerks who are referred to have been employed, as the superintendents who were referred to as having been employed, under the general power granted to the Public Printer. I realize the fact that there are clerks at lower salaries than these; what they are termed I do not know. If there is any question that they would be legislated out by reason of this section, there certainly is no objection to this amendment.

Mr. GALLINGER. There is one clerk at as high a salary as the office of the chief clerk, $7,06, another at $6.40, and so on down to $2.40.

Mr. MANDERSON. They are per diem employés?

Mr. GALLINGER. Certainly. My point is that the legislation which is incorporated in this bill was well enough when the Government Printing Office required only four clerks. They require twenty-four now, and yet the Public Printer is employing them as clerks and fixing their compensation without any authority or law. The law gives him power to employ five clerks, and he employs twenty-five.

Mr. COCKRELL. Let the amendment be read again.

The SECRETARY. It is proposed to add at the end of section 49:

And such other clerks at a reasonable per diem compensation as the interests of the public service may from time to time require.

Mr. GALLINGER. It is just what the Public Printer is doing now without authority of law.

Mr. GORMAN. I do not know that there is any very serious objection to the amendment offered by the Senator from New Hampshire other than this: Heretofore we have provided for the chief clerk and various other clerks, as contained in the bill before the Senate, fixing their compensation, leaving it to the Public Printer in his discretion to employ such other clerks and

persons as are necessary to conduct the public business. Quite a number of them are employed by the day or week or month temporarily, just as the business of the office may require. He has that authority now. It seems to me that if this provision is put in, the result will be that the Public Printer will, under this general authority to designate as many as he sees proper and to fix their compensation, feel warranted in bringing up the salaries to those fixed by law for the permanent officers in the same office. I doubt the propriety of the amendment.

Mr. MANDERSON. If my colleague on the committee will permit me to refer him to section 50, I think in it is found a full authorization to employ these per diem clerks and superintendents.

Mr. GORMAN. Unquestionably.

Mr. MANDERSON. Section 50 provides that—

The Public Printer may employ, at such rates of wages as he may deem for the interest of the Government and just to the persons employed, such proof-

readers, compositors, pressmen, binders, laborers, and other hands as may be necessary for the execution of the orders for public printing and binding authorized by law.

Mr. GORMAN. That is the present law.

Mr. MANDERSON. It seems to me that gives ample authority for the appointment of these persons.

Mr. GORMAN. That is the present law. I think probably the Public Printer would construe this amendment, if it becomes a part of the law, as authority to make them permanent places.

Mr. GALLINGER. I will withdraw the amendment.

The PRESIDING OFFICER. The amendment is withdrawn.

Mr. GALLINGER. I propose an amendment to section 50. I move to strike out in lines 3 and 4 of the section the words "compositors, pressmen, binders," a different compensation having been fixed by section 40 for that class of employés.

Mr. MANDERSON. I think that amendment is right for the reason that in section 40 it will be found that the per hour compensation to printers and bookbinders and the compensation of compositors is definitely fixed, and has been by the law for a long time. Undoubtedly pressmen come under the general head of printers.

Mr. GORMAN. But not proof-readers, I suggest to the chairman.

Mr. MANDERSON. It is not proposed to strike out "proof-readers."

Mr. GORMAN. I understand that the amendment does strike out "proof-readers."

Mr. MANDERSON. No, simply "compositors," "pressmen," and "binders," and they are all mentioned in section 40.

The PRESIDING OFFICER. The question is on agreeing to the amendment proposed by the Senator from New Hampshire.

The amendment was agreed to.

Mr. VEST. I move to strike out all that portion of section 102 after the word "respectively" in line 21, on the last page of the bill. The language I propose to strike out reads as follows:

No Government publications shall be delivered to officers and employés of Congress unless authorized by this act or upon requisition approved by the Joint Committee on Printing.

The PRESIDING OFFICER. The question is on agreeing to the amendment proposed by the Senator from Missouri [Mr. VEST].

Mr. MANDERSON. I desire simply to state to the Senator from Missouri the reason for this clause of the bill. It will be found by an examination of the bill that the officers of both Houses who seem to be fairly entitled to public documents, either for their own use or for distribution, are amply provided for.

We found that there was in this respect what seemed to us a considerable abuse with reference to public documents. For instance, there had been delivered, as I suggested yesterday, to one of the libraries of Congress 100 bound copies of the CONGRESSIONAL RECORD and to the other 30 bound copies of the CONGRESSIONAL RECORD. We found that this was done simply upon requisition made by the two librarians, such requisitions probably being approved by the Clerk of the House and the Secretary of the Senate, although as to that I am not positive. It seemed well to the committee that there should be some brake put upon the power of officers and employés of Congress to make requisition for books or to obtain books. Of course there is no disposition to deprive them of those that they should have, and therefore we insert this provision that Government publications shall be delivered to officers and employés of Congress when authorized by this act or upon requisition made subject to the approval of the joint committee.

Mr. COCKRELL. Does this provision apply only to the Public Printing Office?

Mr. VEST. It applies to any publications by the Government.

Mr. MANDERSON. It applies to all Government publications. They are all published at the Public Printing Office. It applies to officers and employés of Congress.

Mr. COCKRELL. Suppose I should send my clerk to the Secretary of the Interior, or to some of the other Departments, for a public document that they had published, probably, before we had it.

Mr. MANDERSON. That would be delivered to the Senator through his agent. That is not the purpose of this section. We do not propose to interfere with his demand for a book anywhere. This is a delivery to officers and employés of Congress for their use or for their distribution, and we say there should be some limit upon the power of requisition by the officers of Congress upon the Public Printer. It certainly was an abuse that 100 bound copies of the RECORD should be delivered to one of these libraries. They have never been retained there; it is impossible that they should have been, because had they been retained for the last ten years there would have been no room for any other publications. This provision is simply for the purpose of checking that abuse. § 305

Mr. VEST. Then it is very unfortunate language.

Mr. MANDERSON. If so, let us amend it.

Mr. VEST. It says: § 730

No Government publications shall be delivered to officers and employés of Congress unless authorized by this act or upon requisition approved by the Joint Committee on Printing.

As a matter of course, it does not require any argument to show, as my colleague has suggested, that if my secretary applies to the superintendent of documents or to any of the Departments for a copy of any publication to be delivered to him, although I might be the principal, it would be a delivery to an officer of Congress, because I am not known in the transaction. I send him for this book, and under this section it would require a requisition approved by the Joint Committee on Printing.

Mr. MANDERSON. To deliver a book to a member of Congress?

Mr. VEST. It is not a delivery to a member of Congress; it is a delivery to his secretary. Here is the way it would operate. The House of Representatives has an officer, one of the most valuable officers they have, whose business it is to go to the Departments and get documents for any member of the House. He receives a regular salary; and I am told by members of the House that it is the greatest convenience possible to them. He goes to the different Departments here. When a constituent writes to one of the three hundred and odd members of the House of Representatives for a document, all that it is necessary for him to do is to send for this clerk, tell him what he wants, and he goes down and hunts it up. He is a specialist, an expert in the matter, and knows exactly where to go in order to find any public document. Now, under this provision it can not be delivered to him. The chairman of the committee says it is delivered to a Senator or to a Member. Then, in every instance he would have to show his authority, a written order from the Senator or Member, to obtain the book. § 730

Mr. MANDERSON. Why should he not?

Mr. VEST. Because it is not necessary. There is no abuse of this sort. The case the Senator refers to, of 100 copies, is an extraordinary proceeding, and probably would not happen again in the next twenty years of the Government. But here is an ordinary proceeding which takes place every day. I do not go to the Departments to get my documents.

Mr. MANDERSON. No, and probably the Senator does not always go to the financial clerk for his pay; he probably sends a page, and when he does that he has to give a written order.

Mr. VEST. No; I am not a millionaire Senator and I draw my own money and handle it myself. I do not do that by proxy. That is too important a matter to be deputized.

But take the ordinary routine business of the Senate. I send my secretary to get a document. Under the harsh and Procrustean rule laid down in this provision he must show his authority for it. He is an officer of the Senate and comes within the language of this provision. That is what I object to. Now, what harm can be done by striking that out? If we want this bill to become a law and pass the House of Representatives, after once being rejected there, this provision must be taken out.

Mr. MANDERSON. I ask the Senator whether he would like the present condition to continue, by which, for instance, the Senate librarian could, on the approval of the Secretary of the Senate, continue to draw 30 bound copies of the CONGRESSIONAL RECORD?

Mr. VEST. If there is any such abuse as that let us remedy it, and let us prevent the hardship that would be created by this act by saying "except for the use of Senators and Members of the House."

Mr. MANDERSON. I have no objection to that. I think that is what it means.

Mr. VEST. Then let it say so. It does not mean that the way it reads.

Mr. MANDERSON. I think the Senator can hardly be in earnest in his criticism of the language.

Mr. VEST. I am.

Mr. MANDERSON. Because, if so, there could not be any such legal position as that of principal and agent. I am sure there are a great many things he does through the employés of the Senate where he does not give a written order.

Mr. VEST. The relation of principal and agent is one thing, and the proof of it is another. That is just the trouble between the Senator and myself. My secretary is my agent, and when the agency is established I am responsible within the line of his agency for what he does, but how is an officer of the Government who has control of these documents to know that that relation exists? There is proof to be made in every case demanded. There may be hard cases, there may be abuses under the present practice, but we know very well that under the reading of this provision as it stands neither my secretary nor the secretary of any Senator could go there and get a document unless he shows the fact that

he comes from him or from me. That is my objection to the provision.

The PRESIDING OFFICER. Does the Chair understand that the Senator from Missouri modifies his proposed amendment or insists upon it as originally offered?

Mr. MANDERSON. I move to amend by inserting, after the word "Congress," the words "except for the use of members thereof." That will meet the views of the Senator.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. On page 59 of the original bill, section 101, line 7, after the word "Congress" it is proposed to insert "except for the use of members thereof:" so as to read:

§ 730

No Government publications shall be delivered to officers and employés of Congress, except for the use of members thereof, unless authorized by this act or upon requisition approved by the Joint Committee on Printing.

The amendment was agreed to.

The PRESIDING OFFICER. Does the Senator from Missouri now insist upon his amendment to strike out?

Mr. VEST. No, sir.

The PRESIDING OFFICER. The amendment is withdrawn.

Mr. GALLINGER. I rise to move an amendment, striking out, on page 20, section 55, lines 39 to 49, inclusive, which will dispose of the reserve if the amendment should be adopted. After it shall have been stated I wish to be heard for a moment on the amendment.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. On page 20 of the reprinted bill, section 55, it is proposed to strike out from line 39 to line 49, inclusive, as follows:

§ 701

The remainder of said documents and reports shall be reserved by the Public Printer in unstitched form, and shall be held subject to be bound in the number provided by law, upon orders from the Vice-President, Senators, Representatives, Delegates, Secretary of the Senate, and Clerk of the House, in such binding as they shall select, except full morocco or calf. All of the "usual number" shall be printed at one time.

Mr. GALLINGER. The amendment I have just offered is in the line of economy to a much greater extent than anything else that has been suggested on the floor of the Senate in connection with this bill.

In the Fifty-first Congress there were two hundred and four volumes printed of five hundred sets each, known as the reserve. It cost to bind those volumes in sheep 75 cents apiece, which was $76,500, and it is certainly a low estimate to say that the paper and the printing and other work connected with the making of a book must have cost 25 cents per volume more, which would have made an aggregate expenditure of $102,000 for the reserve.

Mr. President, I have no use for those books. I never opened one of them in my life. They are furnished the Senators and Members of the House in other forms.

I want to make this suggestion just here, that, in my opinion, the change that the committee has made, which undoubtedly is well intended, makes no saving whatever in the matter of this reserve. They propose, instead of having these books printed and bound up at once and sent to members at their earliest convenience, to have the printing all done and then to have those sheets done up in bundles and stored away in storehouses to be called for by a Senator or Member if he wants a copy of a book, and those sheets will then be taken out and bound up into a book.

To show how almost impossible it will be to carry out the purposes of this bill I hold in my hand a book that has in it seventy-six signatures, that is to say, each sixteen pages form a signature. For this book to be printed, as this bill provides it shall be, the Public Printer shall make seventy-six bindings and they shall be sent to a storehouse. Now there are two hundred and four of these books, large and small, making propably five thousand bundles, and they are stored away. I do not know where he is going to put them, because we have not any storeroom around the Public Printing Office at the present time. A Senator writes to the Public Printer that he desires a copy of this book. The Public Printer sends a man to the storeroom, who looks all over the seventy-six bundles, unties them, and takes out a signature from each bundle, does up the seventy-six bundles, and puts them back again.

There is no economy in it, but it will cost the Government more to do that than it will to print those books and bind them up and send them to our homes as they are being sent; but if this reserve is dispensed with entirely, as it can be without doing anybody any harm, it will save all this trouble and save $102,000, and perhaps $125,000, to the Government, and we shall be doing something in the line of economy, and something that I think ought to be voted for by every member of this body.

I offer the amendment in good faith, believing that it ought to be adopted, and believing that, if adopted, it will be perhaps the only large economy that there is in this bill, because I believe that under the bill as it stands to-day the saving to the Government will not be very large.

Mr. COCKRELL. I should like to ask the Senator if that would prevent Senators from having any of these documents? The clause reads:

The remainder of said documents and reports.

What does that refer to? Does it not refer to all the executive documents and the reports?

Mr. GALLINGER. Everything in the shape of the reserve.

Mr. COCKRELL. You propose to strike that out?

Mr. GALLINGER. Absolutely.

Mr. COCKRELL. Would not that prevent a Senator from having those bound documents?

Mr. GALLINGER. Bound up in sheep, one volume of each kind, simply that.

Mr. COCKRELL. I do not think so. If I understand the chairman who reported this bill, that part had been wiped out of it. I should like to know whether I understood the Senator from Nebraska or not. Do I understand that we have dispensed with the sheep-bound sets to Senators and that this is the exact clause of the bill which did dispense with them and left the documents there in the Public Printing Office to be bound in library style, for example for a Senator provided he ordered them. Does the Senator want to strike that out?

Mr. GALLINGER. Absolutely.

Mr. COCKRELL. I do not think that ought to be stricken out by any means. I do not know how it is with other Senators, but I know I have a complete set of the Finance Reports of the Government from its foundation, and I should take it as a great misfortune if I could not keep that set complete. So I have the reports of the Commissioner of Indian Affairs, of the Commissioner of the General Land Office, of the Commissioner of Pensions from 1837 up, all the reports of the Comptroller of the Currency, all the reports of the Commissioner of Internal Revenue, and others. I keep them up and I want to keep them up. They are valuable to me. I can go back and trace the legislation in regard to any one of these Departments readily and quickly without having to send off to some library to get it, and I should think it a misfortune if Senators were prohibited from having the use of these reports. That is what they are printed for. They are printed for our information as well as for the information of the people.

Mr. GALLINGER. Yes, Mr. President, and the type is all set for the purpose of printing these reserve books and they are printed in other forms. The Senator will have the same material in some other form.

Mr. COCKRELL. Yes, but in what other form I do not understand.

Mr. GALLINGER. Beyond question it must be so.

Mr. MANDERSON. There was no subject-matter that bothered the committee more than this question of the usual number. I think the Senator from New Hampshire [Mr. GALLINGER] is mistaken in his idea that we have not dispensed with the reserve. This is what is known as the reserve. The usual number of documents printed when there is a printed order at the desk of either

House has been 1734. This number, 1734, has been divided into two parts, one called the "up number," because it came up from the Public Printing Office at once as soon as printed. This "up number" was left unbound, because it was considered well not to take the time necessary to bind it, and because frequently it is necessary to consolidate several different prints or reports to make one fair-sized volume.

This "up number" of unbound publications had a distribution under the order of the Joint Committee on Printing, which seemed to be that which was needed for all purposes. About one thousand of the 1,734 copies were what we called "the reserve," and these were reserved in signatures, sometimes not even printed or issued perhaps for a year after they were printed. They were reserved to be bound when the whole set was complete, and this reserve number was sent to every member of Congress.

Mr. COCKRELL. Bound in sheep.

Mr. MANDERSON. I do not agree with the Senator from New Hampshire, and I do agree with the Senator from Missouri, that this reserved number of public documents did have value and has value to-day. At my own home I have every reserve number, and I am glad to have them sent to me by the superintendent of the document room. I have them in their shelves and in proper place, and there I can readily find any document or any report that I want which was made in either House of Congress, or any publication known as an executive or miscellaneous document that has been issued by Congress. It is of value to me, and as far as I am concerned, while I shall remain in Congress, I desire to keep up that publication. I know of no other method by which I can get in proper order and in proper arrangement the publications of Congress and the publications of the Executive Departments.

Now, we do propose to abolish the reserve, that is to say, we mean that nothing shall be reserved for future print, but that

[1058]

the whole number of 1,682 copies, which is the reduced number in this bill, shall be at once printed. What is the disposition made of that print? The disposition of that print is this: Of the 1,682 in unbound form, there shall be at once distributed 600 copies. That is the footing of the two sections at page 19, that is "of the House documents and reports unbound" there go 150 copies to the Senate document room. That is of every publication by Congress. That is for the use of the Senate, to be brought here to our desks for speedy reference. To the office of the Secretary of the Senate, 10 copies for the use of his officers; to the House document room, 420 copies for the use of members of Congress at their desks, and to the Clerk's office of the House, 20 copies. Substantially the same disposition is made of the up number, as we may call it, because it is unbound, of Senate documents and reports. Then, taking out 600 of each, there remain 1,082 copies. Then we say that there shall be bound—the number, I think, is nearly 500, that will be found in the two sections on page 20:

OF THE HOUSE DOCUMENTS AND REPORTS, BOUND.—To the Senate library, 15 copies; to the Library of Congress 2 copies, and 50 additional copies for foreign exchanges; to the House library, 15 copies; to the superintendent of documents, 500 copies, for distribution to the State and Territorial libraries and designated depositories.

That disposes of 582 copies, so that 500 copies are left. Now, it is not proposed that these 500 copies shall be forced upon members of Congress as the old reserves were forced, but, being prepared at once, they are ready for the order of any member of Congress who may desire them. That is what is to be done with the 500 copies.

The remainder of said documents and reports—

Thus printed at once, and not with the delay of a year—

shall be reserved by the Public Printer in unstitched form, and shall be held subject to be bound in the number provided by law—

That is, one to each Senator and Member—

upon orders from the Vice-President, Senators, Representatives, Delegates, Secretary of the Senate, and Clerk of the House, in such binding as they shall select, except full morocco or calf.

The provision of the bill with reference to a certain number going to committees was stricken out.

Now these 500 copies are enough to supply each member of Congress if he desires them, but if he does not desire them and does not make his requisition, then they can be bound and go into the hands of the superintendent of documents for distribution to libraries other than designated depositories, which have not received them.

It seems to me the objectionable features of the reserve of the usual number have been done away with by this bill. In other words, there is no delay in the printing; they are speedily printed and they are bound as soon as a member of Congress may see fit to order them bound, and where he does not want them they go into the common fund to be distributed to libraries. I think in this bill we have disposed of the objectionable features of the old system and adopted a plan which is infinitely better.

Mr. DAWES. I understand from the Senator that any member of Congress who desires it can, as heretofore, have the complete sets bound in any shape except full morocco or calf.

Mr. MANDERSON. Yes. We thought it well not to disturb that. I certainly, for one, do not want it disturbed. I have the full reserve documents bound in the usual form as they come to us, for the Forty-seventh, Forty-eighth, and part of the Forty-ninth Congresses, and I certainly want them for the rest of my term.

Mr. DAWES. I agree with the Senator.

Mr. MANDERSON. Now, let me say further that this provision has been arrived at after very careful investigation and after getting the benefit for the committee of the suggestions of the experts of the Public Printing Office, and particularly the very valuable suggestions made by Mr. Amzi Smith, the superintendent of the Senate document room. He says to us that there are a great many members of the Senate who say to him, "we do not want this reserve," and yet it is theirs, and under the existing law it must be retained for them somewhere. This does away with that difficulty, and I certainly, for one, would be disinclined to see this provision of the law dispensed with.

Mr. GALLINGER. Mr. President, I have no desire to prolong the discussion of this question, but my mind has not been changed by anything that has been said by the Senator having charge of the bill.

I wish to call his attention to this fact, that in the provision of the bill as it stands to-day, there is no limit of time provided during which the reserve shall be held in the storerooms of the Government. As I said a moment ago, there were in the last Congress two hundred and four volumes of five hundred sets each printed, and, presumably, there will be as many in the Fifty-second Congress. They will be stored away in bundles, aggregating thousands upon thousands, and under the provisions of this bill they will have to be held there until the next supply comes in for the Fifty-third Congress and the Fifty-fourth Congress, and there will be no end to it.

I suggest again that the storage room in the Government Printing Office is not sufficient to-day for that sort of thing, and in two years from now they will require a new building for that purpose.

It is a matter of great economy to get rid of this reserve. I do not believe that any Senator would be deprived of any documents printed by the Government. He can get them in the up-number. There are other ways in which he can get every document printed by the Government; because not a single line of type is set for printing. It is reserved. The same plates are used that are used for printing the documents in other forms. If the Senate chooses to retain it I have no objection, but I do feel that it is the greatest economy that will be exercised in reference to this bill, and I sincerely hope it may be stricken out. §701

Mr. DAWES. I should like to inquire of the Senator by what process any member of Congress who desires to complete his set will obtain them if his amendment prevails?

Mr. GALLINGER. He can not obtain them in the form in which they have been heretofore supplied.

Mr. DAWES. We should have no uniformity of print, or binding, or indexing, or anything of that kind?

Mr. GALLINGER. That does not at all follow.

Mr. DAWES. I do not quite understand the Senator from New Hampshire when he says that the reserve sets are of no value, and that he never looked at them. To my mind they are of great value. So far as I am personally concerned, since I have been in Congress I have endeavored to keep them complete. I tried to keep them in my own library, and kept them as long as I had room for them; but after they became so many in quantity I placed them in the library in my own town, which is open to the public. I know the public consider that library of immense value, and they would feel as if it were a great loss if they were unable to keep it in the form in which it has been kept for a great many years. §735

I should feel as if whatever interest I had in this bill was very much impaired if I were not able to get those documents as I have heretofore. If there is no other obstacle in the way required by this bill except to give an order, while, of course, I think there may be some propriety in that, those Senators and Representatives who feel like the Senator from New Hampshire does about the value of them may be relieved of their claim to them. I do hope the motion of the Senator will not prevail.

The PRESIDING OFFICER (Mr. FRYE in the chair). The

question is on the amendment.

The amendment was rejected.

Mr. MANDERSON. In order to meet the objection, and I think the main objection, made by the Senator from New Hampshire [Mr. GALLINGER] upon this subject, I offer an amendment, to insert, after the words "morocco or calf," in line 45 of section 55, on page 20 of the reprinted bill, the words:

§ 701

And when not called for and delivered within two years after printing shall be delivered to the superintendent of documents for distribution.

Mr. COCKRELL. How is that, and where does it come in?

Mr. MANDERSON. It comes in after the words "morocco or calf," in line 45, on page 20.

That is in order, if any Senator or Member does not want these reserved documents, that they need not remain forever to his credit, for at the end of two years they can be turned over to the superintendent of documents.

Mr. COCKRELL. That is, after the annual publication.

Mr. MANDERSON. That is, after their printing two years.

Mr. COCKRELL. After they are printed, because sometimes they send down there and get a thing started and keep it back for three or four or five years.

Mr. MANDERSON. That can not be done under this bill.

Mr. COCKRELL. I hope not.

The PRESIDING OFFICER. The question is on the amendment of the Senator from Nebraska.

The amendment was agreed to.

Mr. CALL. I propose, on page 33, after line 14, the amendment which I send to the desk.

The PRESIDING OFFICER. The amendment of the Senator from Florida will be stated.

The CHIEF CLERK. On page 33 of the reprinted bill, in section 77, after line 13, it is proposed to insert the following proviso:

§ 701

Provided, That if, after one year, there shall remain undistributed any number of the Agricultural Report or of the Bureau of Animal Industry, except such as shall have been reserved on the order of a member of Congress to whom they were allotted, they shall be distributed in single copies by the superintendent to citizens of the State or district of the Senator or Member of Congress to whom they were first allotted.

Mr. COCKRELL. What is the object of that?

Mr. CALL. It appears from the evidence on all sides that for some reason a very large proportion of these reports, which are

[1059]

generally desired by the people of the country, are not distributed and do not reach them. If this provision be adopted they will certainly, in some brief period of time, reach the people for whom they are intended.

Mr. MANDERSON. I do not think that amendment reaches the purpose the Senator has in view. It simply applies to one year after the passage of this bill. Does not the Senator mean one year after the distribution?

Mr. CALL. It is intended to be one year after delivery.

Mr. MANDERSON. But it does not so read.

Mr. CALL. The words may be inserted "one year after their delivery."

Mr. BUTLER. I suggest to the chairman of the committee that there is another difficulty, which seems to me to be more potent than the one he suggests, and that is, how the superintendent is to know to whom to send these documents. He is not familiar, I take it, with the constituency of the Member or Senator, and he would have great difficulty in arriving at the proper persons to whom to send them.

Mr. MANDERSON. I think we can safely leave it to the present system, and if at any time it should be considered desirable to make such an order as this, it perhaps can be done by concurrent resolution of the two Houses.

Mr. CALL. If there could be anything more urgent it is in the fact which has been urged by the chairman of the committee that a very large proportion of these documents is not distributed by members of Congress and is now remaining in public depositories. They are needed and they are very much in demand by the people.

If the Senator from South Carolina thinks there is any difficulty in the superintendent distributing these documents—which I do not, because the newspapers will contain this information and the applications will be made to the superintendent—let him move that it shall be done on the application of citizens from these districts. I receive hundreds and thousands of applications for these Agricultural Reports and the reports of the Bureau of Animal Industry more than the share that I have the honor to receive.

§ 706

The PRESIDING OFFICER (Mr. PLATT in the chair). The proposed amendment will be reported as modified.

The CHIEF CLERK. On page 33 of the reprinted bill, in section 77, after line 14, it is proposed to insert—

Provided, That if, after one year after delivery by the Public Printer, there shall remain undistributed any number of the Agricultural Reports or of the Bureau of Animal Industry, except such as shall have been reserved on the order of the member of Congress to whom they were allotted, they shall be distributed in single copies by the superintendent to citizens of the State or district of the Senator or Member of Congress to whom they were first allotted.

Mr. COCKRELL. It does seem to me that that is entirely impracticable and not a just provision. I think the Senators and Representatives are responsible to their respective constituencies, and if they do not attend to the interests of their constituents they will be very apt to be changed. They can be trusted to deal with their own constituencies, and can probably do it more equitably and justly than we can by general legislation fixing the degree of responsibility, etc., which shall exist between the constituency and the Representative.

Mr. President, the plan of distribution under this would be wholly impracticable. The superintendent of the folding room could have no knowledge of the people of the various States and could not distribute these books in that way. We have the control of it at all times, and it looks to me, if we were to carry it into legislation, as though it would be a direct reflection upon both Senators and Members of the House.

Mr. CALL. Mr. President, the proposition of the Senator from Missouri answers itself. The Senators and Members of Congress, according to the report which has been made here by the chairman of the committee, do not distribute any very large proportion of these reports; they are now remaining here; and whether it be a reflection or not upon the members of Congress, whether the theory be a correct one that they are responsible to their people or not, the fact remains that we are printing at a great expense a vast number of documents, Agricultural Reports and reports of the Bureau of Animal Industry which the people desire, that remain here, and the superintendent of public documents, who is the depositary and in charge of these books, will be applied to as soon as the fact is known, from all parts of the country for these reports. That is the reasonable probability, and if the Senator from Missouri thinks otherwise he might insert an amendment to this provision that the superintendent shall advertise, not in a paid advertisement, but communicate the fact to the press throughout the different districts and States of the country.

The PRESIDING OFFICER. The question is on the amendment of the Senator of Florida.

The amendment was rejected.

Mr. KYLE. Mr. President, I wish, on page 31, section 73, to propose an amendment in line 4, after the word "library," to insert the words "other than college libraries;" and in line 6, to restore the word "public" before the word "library," which was stricken out one day last week.

The PRESIDING OFFICER. The two amendments will be treated as one amendment if there be no objection.

Mr. MANDERSON. I ask that the amendment may be stated from the desk.

The CHIEF CLERK. In section 73, line 4, after the word "library," it is proposed to insert "other than college libraries;" and in line 6, before the word "library," to restore the word "public."

Mr. KYLE. Mr. President, I have made further investigation since last week in regard to this provision, and I find that a large number of libraries charge an admission fee of perhaps 25 cents per term to defray incidental expenses, and, therefore, the word "free" would exclude college libraries from this list. That is not the intention, as I understand, of the Senator from Nebraska in regard to this bill. Restoring the word "public" after the word "free" and before the word "library," in line 6, would therefore make it apply to all public libraries as we find them in our cities.

The amendment was agreed to.

Mr. GALLINGER. In line 16 of section 56, on page 21, I would suggest that the word "their," be substituted for the word "its." I think there will be no objection to that.

The CHIEF CLERK. In section 56, line 16, before the word "passage," it is proposed to strike out "its" and insert "their;" so as to read:

All bills and resolutions shall be printed in bill form, and unless specially ordered by either House shall only be printed when referred to a committee, when reported back, and after their passage by either House.

The amendment was agreed to.

Mr. GALLINGER. In section 59, line 6, I move to substitute the words "Joint Committee on Printing" for the word "committee." I suppose that is what is undoubtedly intended.

Mr. MANDERSON. Oh, no. That is to reach committee

work. For instance, the Committee on Foreign Relations might desire some matter published that would require to be confidential under the order of the committee: not the usual printing.

Mr. GALLINGER. That settles it. I withdraw the amendment.

The PRESIDING OFFICER. The amendment is withdrawn.

Mr. GALLINGER. In section 60, lines 1 and 2, I suggest that the words "of Government publications" should come out. They appear in no other section of the bill, and we are dealing simply with Government publications.

Mr. MANDERSON. I have no objection to that.

The CHIEF CLERK. In section 60, line 1, after the word "copies," it is proposed to strike out the words "of Government publications;" so as to read:

Orders for printing extra copies shall be by simple, concurrent, or joint resolution.

The amendment was agreed to.

Mr. GALLINGER. In line 6 of the same section, I suggest to insert the words "carries an appropriation," instead of "self-appropriating." I think that would be better.

Mr. MANDERSON. It is a choice of English words, both of which are proper. I have no objection to the proposed amendment.

Mr. GALLINGER. I will move the amendment.

Mr. MANDERSON. Perhaps the word suggested by the Senator is a "more tenderer word," as Weller said.

Mr. ALLISON. If I may make a criticism upon that particular sentence, I do not see very well how you can get money out of the Treasury without a joint resolution. If you have an appropriating clause in any resolution it must be a joint resolution; otherwise the money will not be appropriated under the Constitution.

Mr. HAWLEY. That phrase applies only to joint resolutions.

Mr. MANDERSON. I do not think the language is ambiguous. It is very plain. It provides that orders for printing extra copies of the Government publications shall be by simple concurrent or joint resolution:

Either House may print extra copies to the amount of $500 by simple resolution; if the cost exceeds that sum, the printing shall be ordered by concurrent resolution, except when the resolution is self-appropriating, when it shall be by joint resolution.

It certainly shows what we desire. At any rate, it is the language of the existing law.

Mr. ALLISON. That is what must be done. It must be done by a joint resolution if money is appropriated.

Mr. MANDERSON. It must be, of course. However, as the language is not mine, but that of the law, which has existed for a great length of time, I am not tenacious about it.

Mr. ALLISON. I was not criticising my honorable friend from

[1060]

Nebraska. I was only stating what I knew to be a fact, that if a resolution contained an appropriation it must be a joint resolution and receive the approval of the President.

Mr. GALLINGER. In section 64, line 6, after the word "cost," I move to insert the words "with 10 per cent added."

The VICE-PRESIDENT. There is a pending amendment. What action is to be taken on the amendment previously submitted by the Senator from New Hampshire?

Mr. GALLINGER. I will withdraw it.

The VICE-PRESIDENT. The amendment is withdrawn.

Mr. GALLINGER. I move the amendment which I just suggested to make it uniform with section 43 of the old bill, which has precisely that provision concerning certain other printing.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. On page 26, section 64, line 6, after the word "cost," it is proposed to insert "with 10 per cent added;" so as to read:

He is hereby authorized to sell any publication of the Government at cost, with 10 per cent added.

The amendment was agreed to.

Mr. GALLINGER. In the same section, in lines 12 and 13, unless it can be explained some way differently than it strikes me, I will move to strike out the words "or other party." It reads:

But only 1 copy of any document shall be sold to the same individual or other party.

Mr. MANDERSON. That should be stricken out.

The amendment was agreed to.

Mr. GALLINGER. It strikes me that in section 97—I should like to have the attention of the Senator having charge of the bill—on page 61, where it is provided that the Chief Justice of the Supreme Court and the chief justice of the Court of Claims shall make requisition for printing, it ought to be "clerk;" and I will move to substitute the word "clerk" for "Chief Justice." The Chief Justice is not always here and the clerk usually is.

Mr. MANDERSON. It seems to me we ought to treat the Supreme Court and the Court of Claims about as we do all the Departments. We require requisitions to be from the heads of Departments, and the Chief Justice of the Supreme Court and the chief justice of the Court of Claims are supposed to be as much in Washington as the heads of Departments. These courts are held here. I do not like the idea of permitting the clerk of a Department or even the clerk of a court to make these requisitions.

Mr. GALLINGER. I withdraw the amendment.

The VICE-PRESIDENT. The amendment is withdrawn.

Mr. MANDERSON. The Senator from Iowa [Mr. WILSON] calls attention to the amendment proposed by the Senator from South Dakota [Mr. KYLE]. I ask the Secretary to read section 73 as it was amended.

The Chief Clerk read os follows:

SEC. 73. The superintendent of documents shall thoroughly investigate the condition of all libraries that are now designated depositories, and whenever he shall ascertain that the number of books in any such library, other than college libraries, is below one thousand, other than Government publications, or it has ceased to be maintained as a free public library, he shall strike the same from the list, and the Senator, Representative, or Delegate shall designate another depository that shall meet the conditions herein required. $1909

Mr. WILSON. I suggest that the section be amended by striking out the word "free," in line 6, preceding the words "public library." I make that motion for the reason that there are a number of designated depositories in the Western section of the country which would be stricken from the list because, in order to keep up their current expenses, there is a small fee, say of 25 cents a quarter, charged to those who withdraw books from the library and take them home for reading or study. In order to save institutions of that kind, I move to strike out the word "free."

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. In section 73, line 6, it is proposed to strike out the word "free;" so as to read:

Or it has ceased to be maintained as a public library. $703

The amendment was agreed to.

Mr. MANDERSON. I should like to ask the Senator from South Dakota whether his purpose was, in amending section 73, to allow college libraries that fall below 1,000 volumes to continue as designated depositories? That is the effect of the amendment.

Mr. KYLE. I had not thought of that, but upon reflection I find that there are scarcely any college libraries so designated in the United States that are below 1,000 volumes. I presume there are none. So it will not materially affect the section at all.

Mr. COCKRELL. I do not like the provision of section 77, on page 42, and I want to call the attention of the Senator reporting the bill to it.

There shall be printed of eulogies of deceased Senators, Representatives, and Delegates 5,000 copies, of which number one-half shall be delivered to the Senators, Representatives, or Delegates of the State or Territory represented by the deceased. The remaining number shall be distributed equally among the Senators, Representatives, and Delegates of other States and Territories. $723

That gives the Senate and House an equal number and reduces the number heretofore published, ranging anywhere from 12,000 to 35,000, I believe.

Mr. MANDERSON. From 12,500 up to 25,000, starting, however, with the publication of about 5,000, or, I think, to be accurate, 4,500, when these eulogies were first printed.

Mr. COCKRELL. Yes; a great many of these eulogies are called for, and I think we ought to increase the number somewhat. I think that is too big a jump from the old number, and that the distribution ought to be somewhat on the plan that we have heretofore adopted. In other words, I think the Senate ought to have 2,000 copies and the House ought to have 4,000 copies, and of the 2,000 copies allotted to the Senate the Senators from the State of the deceased should receive one-fourth. I do not think they ought to have half of them; I think that too large an allowance to them. $1708

I think they should receive about one-fourth of them; and in the case of a member of the House, the House members from the State of the deceased should receive one-eighth of them. That would be about the same number for the State as the Senators would get among them, and then in the case of a Delegate, there being only one from a Territory, he ought not to receive half of them. He will be the successor of the deceased Delegate, and certainly he ought not to have over one-fifteenth of 4,000. That would give him over 250. It would give each of the Senators from the State 250, and the members of the House from the State of the deceased probably ought, as a rule, to have more than an eighth, because take a large State, and one-eighth part would not

be any very large number to distribute among them. In a small State the proportion would be larger, but the other members would get them, and I think that is about as good as we can get it probably. Therefore, I move to amend, after the words "of which number," at the beginning of line 245——

§723

Mr. MANDERSON. If I may interrupt the Senator, has he his amendment prepared?

Mr. COCKRELL. I have got nearly all of it. If the Senate will wait upon me a moment I will offer it.

Mr. MANDERSON. Let me suggest a proposed amendment. The Senator recognizes this better method of distribution by which a good, fair proportion will go to the colleagues of a deceased member for distribution in the community in which he lived. How would this meet the Senator's view, to increase the number from five to eight thousand copies, and of this number "one-fourth to be delivered to the Senators, Representatives, and Delegates from the State or Territory represented by the deceased." That would give them 2,000 copies and the remaining number shall be distributed in the proportion of two-thirds to the Senate and one-third to the House of Representatives.

Mr. COCKRELL. I think that is giving them too many, because there are libraries and persons in different parts of the country who are anxious to get these eulogies. I get more applications for these memorials than for almost anything else.

Mr. MANDERSON. That is to say, the Senator thinks that this is too great a proportion for the House of Representatives.

Mr. COCKRELL. Too great a proportion to the Representatives from the State. I am getting a large number of applications for the memorials of Randall, Cox, Beck, Garfield, and others of that kind, although I am from a different State. If we would put it at 9,000 or 7,500, and give the Senate 2,500 and the House 5,000, and then distribute them, that would be the proportion we have been giving heretofore.

Mr. MANDERSON. This would be the proportion by the amendment I have proposed. Of the whole number, 8,000, 2,000 to the colleagues of a deceased member, leaving the remainder of 6,000, one-third to the Senate, which would be 2,000, and two-thirds to the House, which would be 4,000. That is about in the usual proportion that we distribute documents other than the Agricultural Report. It seems to me a fair distribution. That gives 2,000 copies to the Senate and 4,000 to the House out of the 8,000. Of course these 2,000 copies to the colleagues of the deceased member go sometimes to a great many or to a few at the other end of the Capitol, depending upon the number of Representatives from the State.

Mr. COCKRELL. But the Senator means to distribute 2,000 of that number between the Senators and Representatives?

Mr. MANDERSON. Yes; of the State from which the deceased was a member.

Mr. COCKRELL. In what proportion would the Senator distribute to Senators and Representatives?

Mr. MANDERSON. They have the 2,000 copies allotted to the Senate, which would be equally distributed among the ninety of those who are entitled to receive public documents.

Mr. COCKRELL. I mean the distribution of the 2,000. That number would go to the Senators and Representatives, but how many would you give to the Senate and how many to the House of Representatives?

[1061]

Mr. MANDERSON. Of the colleagues of the deceased member?

Mr. COCKRELL. Yes.

Mr. MANDERSON. My proposition is to distribute them in equal numbers among them, and they can make any exchange they please. That is a thing that rights itself, I think. Take, for instance, the death of a member of Congress from the First district of New York. It is not likely that his colleagues from the other Congressional districts would desire their full quota, and undoubtedly there would be that courteous exchange of documents that is common every day. Only this very day there passed through the Senate a request to the superintendent of the folding room, signed, I think, perhaps, by the majority of the Senate, that part of their quota of the eulogies on Judge Houk should be delivered to his successor in the House of Representatives, who is also his son, and that thing, I think, can be left to right itself under that sense of justice that every man feels as to his colleagues.

§906

Mr. COCKRELL. That will make it better than it was before.

Mr. MANDERSON. I move this amendment, if it meets the approval of the Senator: in line 224 to strike out "five" and insert "eight," and in line 225 to strike out "one-half" and insert "one-fourth."

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. On page 41 of the original bill, in section 77, line 224, before the word "thousand," it is proposed to strike out "five" and insert "eight;" and in line 225 to strike out "one-half" and insert "one-fourth;" so as to read:

There shall be printed of eulogies of deceased Senators, Representatives, and Delegates 8,000 copies, of which number one-fourth shall be delivered to the Senators, Representatives, or Delegates of the State or Territory represented by the deceased.

Mr. COCKRELL. I suggest to the Senator that instead of saying "one-fourth" he say "2,000 copies."

Mr. MANDERSON. Very well. Say, "of which number 2,000 copies shall be delivered."

Mr. COCKRELL. Yes.

The CHIEF CLERK. It is proposed to amend so as to read:

Of which number 2,000 copies shall be delivered to the Senators, Representatives, and Delegates, etc.

The amendment was agreed to.

Mr. MANDERSON. I offer an amendment, striking out from line 248, in section 77, down to the period, and inserting what I send to the desk.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. In section 77, beginning in line 248 of the original print, it is proposed to strike out:

Equally among the Senators, Representatives, and Delegates of other States and Territories.

And insert in lieu thereof:

In the proportion of one-third to the Senate and two-thirds to the House.

Mr. COCKRELL. Why not say "in the proportion of 2,000 to the Senate and 4,000 to the House?" That makes it specific and makes it correspond with what was put in before.

Mr. MANDERSON. My friend is so delightfully captious in matters of this kind that I can not resist his appeal.

The VICE-PRESIDENT. The proposed modification will be stated.

The CHIEF CLERK. It is proposed to amend so as to read:

The remaining number shall be distributed in the proportion of 2,000 to the Senate and 4,000 to the House.

The amendment was agreed to.

Mr. COCKRELL. Mr. President, I wish to ask how are the State libraries now supplied with public documents?

Mr. MANDERSON. They are supplied by the superintendent of documents, who is an officer in the Interior Department under the present law.

Mr. COCKRELL. Are all State libraries furnished with a set of documents regardless of the number of books in the library?

Mr. MANDERSON. Undoubtedly.

Mr. COCKRELL. One of my colleagues on this side of the Chamber spoke to me a few minutes ago about it. He said that he had a letter from his State librarian, but I do not see him in his seat now——

Mr. MANDERSON. I think probably the statement was just the same statement which has been made by many designated depositories, State and Territorial libraries, that they have not received certain public documents, for instance, they have not received either the pamphlet laws or the Statutes at Large, and they have not received the CONGRESSIONAL RECORD. This bill proposes that they shall receive those documents along with the others that they have heretofore received. The State and Territorial libraries are exactly on the same basis that designated depositories are under existing law.

Mr. COCKRELL. They do not have to be designated?

Mr. MANDERSON. Oh, no.

Mr. COCKRELL. That was my understanding; but still I wanted the language made plain.

Mr. MANDERSON. They are specially mentioned in the existing law and are in this bill.

Mr. COCKRELL. Referring to page 44, I do not think we ought to reduce the number of copies of the CONGRESSIONAL RECORD furnished to Senators and Representatives. My recollection is that we have been receiving 42 copies, and I have twice that number of applications for the unbound and then twice that number for the bound copies. There are a great many places where there are reading rooms and town libraries, and other places are coming up that will be entitled to participate in the general distribution. I think we ought to put the number back at what it was before.

Mr. MANDERSON. The Senator at one time received 42 copies of the RECORD, but my impression now is that he is receiving 37.

Mr. COCKRELL. That may be.

Mr. MANDERSON. However, I do not object to his proposition.

Mr. COCKRELL. That is only because of the increase in the number of Senators. I move, then, instead of "37" to insert "44," and give to the Representatives "22" instead of "20." I think that is about the number they have been receiving heretofore.

Mr. MANDERSON. That is right.

Mr. COCKRELL. I move to strike out "37," in line 287, and insert "44;" and, in line 290, to strike out "20" and insert "22;" so as to provide 22 copies for each Representative.

Mr. MANDERSON. I have no objection to that increase.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. It is proposed to amend the paragraph, beginning in line 287 of section 77, so as to read:

To the Vice-President and each Senator 44 copies, and to the Secretary and Sergeant-at-Arms of the Senate, each, 25 copies; and to each Representative and Delegate 22 copies, etc.

The amendment was agreed to.

Mr. MANDERSON. I hope the bill may now be reported to the Senate.

Mr. CALL. I offer an amendment. I propose, on page 42, to strike out from line 243 to line 254, inclusive, which is the clause requiring the printing of 5,000 copies of the eulogies of deceased Senators and Representatives.

I am informed that an expense of $700,000 or $800,000 has been incurred within the last six or seven years for this publication. It seems to me, Mr. President, that the publication in the RECORD of these eulogies is amply sufficient for all purposes of decorum and respect to the memory of deceased Senators and Representatives.

Those who desire can order extra copies for distribution; and this great expense, if it is to be incurred, had much better be given to the families of the deceased members than to be expended upon single bound copies or upon separately bound copies for distribution to the country.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. On page 42 it is proposed to strike out the paragraph from line 243 to line 254, inclusive, in the following words:

There shall be printed of eulogies of deceased Senators, Representatives, and Delegates 8,000 copies, of which number 2,000 copies shall be delivered to the Senators, Representatives, or Delegates of the State or Territory represented by the deceased. The remaining number shall be distributed in the proportion of 2,000 to the Senate and 4,000 to the House. The engraving for such eulogies shall be done at the Bureau of Engraving and Printing and paid for out of the appropriation for that Bureau. Of the "usual number" the bound volume shall contain in one volume for each House all eulogies during the session of Congress upon Senators and Representatives, respectively.

Mr. MANDERSON. I hope this amendment will not prevail. It seems to me there is no public literature which is of more importance and that is better than the eulogies which are delivered after members of this or the other House of Congress have died. It is true that we have gone into an excess of publication, but this reduces the number of copies to be printed down within reason, and I hope this amendment will not prevail.

The VICE-PRESIDENT. The question is on agreeing to the amendment of the Senator from Florida.

The amendment was rejected.

Mr. GORMAN. Section 62 of the bill, which I know has been discussed somewhat in the Senate, provides for the appointment of a superintendent of public documents. I do not at this time intend to go over what has been said about this matter, but I should like very much myself to have had an entirely different arrangement for the distribution of the public documents. I am opposed to the creation of another department, which this bill does create. It will grow and become, in my judgment, very ex-

[1062]

pensive. I understand it perfectly. It is the result of an effort of the gentleman who is in charge of the distribution of documents in the Interior Department. He has done very good work.

Mr. MANDERSON. I did not hear the suggestion of the Senator.

Mr. GORMAN. I say the idea has been presented by the gentleman who has charge of the distribution of documents in the Interior Department. It is perfectly natural for him to desire to enlarge the scope of his work and to create a great department, with its corps of clerks. I should much have preferred if this duty could have been confided to the Public Printer, permitting him to employ some proper person to have charge of the documents, who would look to the folding, the distribution, and what not. In the construction of the new building for the Printing Office we could make provision for storerooms, so as to save the expense of hauling the documents to the Capitol or any of the Departments. That is the place where this office ought to be located, and under the direction of the Public Printer. He has an immense number of people employed by the day and the hour, and on piecework, who could be utilized in the folding and distribution of these various documents without largely adding to the expense.

I know that the chairman of the Committee on Public Printing has labored hard and for years to get this bill before Congress. I think it is a great improvement on the existing law; I have no doubt it has introduced economies that are absolutely necessary; but I do believe that in the present condition of affairs he may put this bill in jeopardy by attempting to do too much.

I suggest to the chairman whether he would not agree to an amendment striking out the provision in section 62 providing that the President shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent, and provide that the Public Printer, in addition to his other duties, shall act as a superintendent of distribution under this proposed law, leaving all the powers as provided for in the bill.

Mr. MANDERSON. Mr. President, I can not agree to that suggestion. It is a matter of very sincere regret to me that I had not had the benefit of the suggestion of my colleague upon the committee in this regard earlier in the construction of the bill. With all deference to him, I want to say that I think he belittles the work of his colleagues on the committee when he says that this is the scheme proposed or the result desired by the present superintendent of documents. That is not the fact. This scheme is the scheme of the majority of the Committee on Printing. It is the scheme of the majority of this joint committee. We invited this gentleman before us to give certain information. He gave it. We took his views upon this proposition. But he is not desirous for this change, and the Senator does him injustice when he so states.

Mr. GORMAN. I know the Senator does not want to misunderstand me. I may have been unfortunate in the exact language I used. I understand perfectly that this provision was agreed to by a majority of the committee after very great deliberation.

Mr. MANDERSON. I do not want it understood that this provision is the suggestion of this superintendent of documents.

Mr. GORMAN. I do not want to say so, but I think it is true that the gentleman who has charge of this branch in the Interior Department, and has had for years (I have read his documents; he has sent them here), has urged this very idea of a great department for the distribution of documents put under the control of one man. It is natural for him to want to create a great department. On the other side I suggested, and for a time I know quite a number of us thought, that the matter ought to be in the charge of one head and located in the Printing Office, separate from any Department or from the two Houses of Congress. It was only in view of the criticism that has been made upon this bill and the improbability of passing it through in the shape in which it is that I made the suggestion to the chairman of the committee, not to criticise him by any means.

Mr. MANDERSON. I do not think that that difficulty will be had elsewhere when this matter is properly understood. In the first place, this is not the creation of a Department, it is not the creation of an additional bureau. There is to-day an official known as the superintendent of documents, charged with certain powers and duties by act of Congress. He exists in the Interior Department. It is true that he naturally desires to enlarge his powers and duties, but he does not desire to do it as a creation by Congress. He does not desire to be under the general direction of Congress as he is placed by this bill. His wish undoubtedly has been to enlarge this department within the Interior Department. In that we have not agreed with him. We have said that this superintendence of documents ordered printed by Congress and printed for distribution by the Departments should be under the general direction of an official who should be created as the Public Printer is created. This language is exactly the language of the law that creates the office of the Public Printer.

I do not see that the change suggested by the Senator from Maryland is one that proposes to affect the powers or the duties of this official in the least degree. We throw upon him thus transferred, not created, very great additional duties. We give to him more of duty than we extend to him additional power. He is entirely within our own control.

The criticism has been made elsewhere as well as by the Senator from Maryland, that this is the creation of a new office. It is not that. It is simply the transfer of this official from the Interior Department to Congress. We provide in this bill that the

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Public Printer and the Sergeant-at-Arms of the Senate and the Doorkeeper of the House shall provide for him the necessary office, the necessary storage room, the necessary place for the proper distribution of the public documents.

I think it is the most valuable feature of this bill, and I do not see how we can hide ourselves behind that which is not required by the bill by calling him by some other name and saying that he shall be appointed by the Public Printer. I think it is an office of such importance that he should be appointed as the Public Printer himself is appointed. I would not make him the creature of the Printing Office, to be under the direction of the Public Printer, but I would bring him here, where he may be directed and superintended by Congress itself.

I hope the Senator will not press the amendment, but that the bill may be allowed to pass in the form in which it stands.

Mr. HAWLEY. Mr. President, the Public Printer has now more to do than any one man ought to have imposed upon him. It is an office that regularly grinds out men. He ought to have this business taken out of his hands, or so much of it as is there now. The whole of it is more than sufficient for one man with a good deal of ability and a great deal of industry. We are practically taking away a great document work from the Interior Department, and from the House and the Senate, and putting it together under one man, who ought to be nominated by the President. His office is of sufficient importance. We have given the Public Printer men enough of his own appointment, and they are the men who are concerned in the immediate daily work of the Printing Office proper. This work is divided by a broad and clearly visible line from the natural work of the Printing Office itself.

I can speak freely about this committee, because circumstances prevented my doing as much work upon it in vacation as I intended. All the statutes bearing upon this question have been carefully hunted out and dug out and picked out, brought together, revised, and consolidated. The Government business of printing and binding had grown into enormous dimensions. It had spread itself into little Government printing offices in the different Departments. It had become clearly liable to very considerable abuses. We were conscious of an extravagance there upon which we could not precisely put our finger—not willful and criminal extravagance, but a waste due to a lack of thorough organization.

I think this bill is a monument of industry and a monument of economy. I think it would be a mere evasion, a mere ostrich hiding from the public, to give the appointment of this superintendent to the Government Printer. It ought not to be there. It is a position of too much importance. The Public Printer ought to be relieved from the responsibility of appointing him and wholly relieved from the business of storing and distributing public documents. The other part of the work is quite enough for him.

The very respectable gentleman in the Interior Department, spoken of by the Senator from Maryland, who has charge of documents there, cuts no figure in this affair. He is not here: there is nothing done for his personal benefit or at his request. We care nothing for him, except as we respect him as a good citizen who has done his duty where he is. We are organizing a great work of the Government, and we do not care one farthing who is put in charge of that work if he be a capable man selected by the President.

Mr. GORMAN. I regret that the chairman of the Committee on Printing and my colleague on the committee seem to be laboring under the impression that I am criticising the committee in their work on this bill.

Mr. MANDERSON. Certainly not I.

Mr. HAWLEY. Oh no.

Mr. GORMAN. I can only say to my friend the Senator from Connecticut that I have a very high appreciation of the work that was accomplished by the chairman of the Committee on Printing and the rest of the members: and, like him, I can not claim any special credit for having participated in it: I was so situated that that was impossible. I do not criticise the action of the chairman or the majority of that committee. I am of opinion, as the Senator from Connecticut is, that the body of the bill is an admirable one. I think the chairman of the committee deserves the thanks of Congress that he is able to carry this measure through, changing the present conditions, introducing economy, making the subject more satisfactory in every respect: and I desire to see the bill become a law.

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But upon this one point of the distribution of the documents there is very wide room for difference of opinion. I suppose we all agreed until the last two months that the true way to distribute the documents and control them with a view to economy and efficiency was to have the whole thing centered at the Government Printing Office. I have labored and spoken for the improvement of that office and the enlargement of it, and its location near the railroad depot, with the view of having all of these documents when printed there bound and folded and distributed from that point, saving the hauling.

Mr. HAWLEY. We agree perfectly on that.

Mr. GORMAN. Very good. Now we come to a proposition to have appointed by the President of the United States and confirmed by this body a gentleman to take charge of it, and we provide that his location shall be in such place in the Capitol or otherwise as the officers of the two bodies may designate. When you have thus created that office and dignified it by the appointment of the President of the United States and confirmation by this body, I say history will repeat itself; it will become a great Department of the Government; and nothing will prevent it from being added to from year to year until that machine itself will become as great as the Printing Office. It will come in contact with every member of the House and every Senator, and as the lists of names of persons to whom the documents are to be sent are to be furnished there, it will come in the closest relation. It will have power enough and there will be interest enough to enlarge it in scope and build up chief clerks and superintendents and a numerous corps of people who will live and thrive upon it.

Now, sir, I believe that if it is kept simply as one branch of the Printing Office under a man to be appointed by the Public Printer no such growth will occur. Take as an illustration the great Department of Agriculture when it was a branch of the Patent Office and see how it has spread out. In that case it has properly spread out, and it is growing every day until we have ordered by this bill 500,000 copies of its report to be printed and made other provisions for the printing of any number of monthly statements and maps. So it is with every Department of the Government. Whenever you create it its growth is inevitable. The vast machinery that surrounds each one of these Departments will surround this.

As I said before, if its distribution is kept under the control of the Public Printer, with a competent man in charge of it, he has his 2,000 employés there, most of them poor people, employed by the week, or the day, or the hour, one-half of them employed only a part of the day, and they can be utilized to fold the documents and send them hence, and you will not have another great machine; you will simply add to the one that is now in existence.

The distinguished gentleman in the Interior Department, I have no doubt, has done good work. I mention him, I want to say to my friend from Connecticut, not with a view of criticising him. I think he has done well in his department, and he is ambitious, as all these gentlemen are who are at the head of divisions or departments, to enlarge its scope and increase its power. There has not been a session of Congress since I have been here and this gentleman has occupied the place, that we have not been importuned to give him a larger number of clerks and employés and enlarge his duties and his power. I do not know that he has asked for an increase of his own compensation, probably he has not. If he has it is only what is done by all of these gentlemen similarly situated. What I desire is to prevent an increase of departments at this time.

I believe that this provision will place the bill in jeopardy. I desire to save the important provisions that have been brought here together by the chairman of the Committee on Printing after the labor of a summer.

Mr. HAWLEY. Mr. President, as to placing the bill in jeopardy somewhere else, I concern myself very little. I propose to vote for a bill that makes a great economy, that consolidates, revises, and reduces. If there be any man elsewhere, at the other end of the Avenue or in another House, who is dissatisfied with this bill for reasons satisfactory to himself, let him oppose it in his proper place at the proper time. We are simply conducting ourselves with the common sense of able business men.

The Senator speaks of building up a great department. We are taking a great work that is done in twenty different places now. Perhaps if I should count them exactly, I might not make the twenty, but I think I should come very near to it. We are putting it all under one head and under one supervision and command, reducing the number of employés, and reducing the quantity of work to be done. It is all contained in this bill. What sort of a manufacturer would he be with two or three big shops and a dozen little shops scattered all about the town and details of his men working in different shops? That is not the way to do business.

The Senator says we are creating a department that will grow. No, sir, the department is here, if "department" is the proper

word. It is here now, only it is lying around loose in segregated particles, and each of those different, and, as Senators say, pretty apt to try and draw something to itself. It is less likely to be an unwholesome growth if we put the thing all together under one organization, in plain sight. Now, I am not concerned by another suggestion——

Mr. PALMER. Will the Senator allow me to ask him a question?

Mr. HAWLEY. With pleasure.

Mr. PALMER. I merely desire to ask whether the bill brings within its scope all that may be fairly called public printing?

Mr. HAWLEY. It is intended to do so. It is possible that we may bring it all into one building or group of buildings. We started with that theory, but it has been shown to us in some Department down there that it is real economy to let a few printers (by this bill), under command of the Public Printer, work down there in some little room, for example, where the work is to be done instantly, on an afternoon, etc.: but it consolidates the whole work under one command, with a few outlying rooms in different Departments. I say we are less likely to have corruption and an unwholesome growth if we organize this whole matter simply, plainly, and sensibly.

I am not troubled by the talk about creating a bureau. The Senator says it will grow. It will grow. The simple fact that the work is greater or more extended from year to year is nothing against it. The question is whether the work is valuable and has got to be done. The great fact in all of this, which demagogues forget in Congress sometimes, is that the world is growing anyhow, the whole of it, and especially that which is the United States. We are to have about 18,000,000 more people in 1900 than we had in 1890, and there has got to be nearly 30 per cent more work done of various kinds.

I expect it to grow, and I expect to trust the Executive to nominate a decent man for this superintendent. I expect the President and Congress to select a good Public Printer, and I expect that our successors in these halls will have as much common sense as we have, and will not give undue growth or extravagance to this concern after we shall have organized it and put it right in plain sight, and have provided for full and detailed reports here so that they may know what is being done.

Mr. MANDERSON. I simply want to make one suggestion and to call the attention of my colleague on the committee, the Senator from Maryland, to that which seems to have escaped his observation. I do not think that he will find anywhere in this bill warrant for the assertion that the superintendent of documents must establish an office in the Capitol and that this great department which he describes as coming in the immediate future must be here under this Dome. I have been in hearty accord with him, and we have acted together in the effort to build a new printing office with its necessary adjuncts of storage rooms and places for the distribution of public documents.

This bill is framed with that idea in view, that in the coming time, and I hope it may speedily come, when we shall have an office that is not a trap, when we shall have a printing office that is not a place of danger to every man, woman, and child employed in it, when we shall have a printing office that is built with regard to proper economy, with a railway running into it with the crude material and cars carrying out the finished product, and save the enormous expense of preliminary distribution. I say that when that time shall come this superintendent of documents will be there.

Mr. HAWLEY. With his rooms.

Mr. MANDERSON. With his rooms; and the bill contemplates that very thing.

The only reference to it is this—and the reason why the Sergeant-at-Arms of the Senate and the Doorkeeper of the House were connected with the Public Printer, is because there are no such places as that connected with the Public Printing Office—this is the provision found on page 29:

The Sergeant-at-Arms of the Senate, Doorkeeper of the House, and the Public Printer shall provide convenient office, storage, and distributing rooms for the use of the superintendent of documents.

If they can be had at the Printing Office, present or to come, that is the place for them. Here, in another provision of the bill, is a recognition of the very idea the Senator suggests, that the folding of the documents, the preparation of documents for the mail, or their distribution, should be in the Public Printing Office, for on page 32 he will find the following:

All reports or documents to be distributed for Senators, Representatives, and Delegates shall be folded and distributed from the folding rooms under the general direction of the superintendent of documents, and whenever in his opinion it is advisable to fold and distribute any documents from the

Government Printing Office or the storehouses connected therewith, he shall so order.

So we reach the very idea by this bill the Senator seems to desire. Whenever the interests of true economy shall prompt it, instead of these books being carted up here and folded and then taken to the depots for distribution through the country, and they shall be folded and distributed from the Printing Office, it will be under the direction of this superintendent.

Mr. COCKRELL. Mr. President, I desire the attention of the Senator from Illinois [Mr. PALMER], who asked the Senator from Connecticut [Mr. HAWLEY] a question in regard to the object of this bill as to consolidating and concentrating all the printing offices in one. If the Senator will turn to page 11 of the amended bill, section 32, he will find the following:

All printing offices in the Departments now in operation, or hereafter put in operation, by law, except those heretofore provided for by law for special purposes, shall be considered a part of the Government Printing Office, and shall be under the control of the Public Printer, who shall furnish all presses, types, imposing stones, and necessary machinery and material for said offices from the general supplies of the Government Printing Office: and all paper and material of every kind used in the said offices for departmental work, except letter and note paper and envelopes, shall be supplied by the Public Printer: and all persons employed in said printing offices and binderies shall be appointed by the Public Printer, and be carried on his pay roll the same as employés in the main office, and shall be responsible to him. § 501

So they are still to be there just as they are now, simply under his control; but the officers are to exist in the Departments just as they have been.

In regard to the economy of this matter, while there are many things that may be said in favor of this bureau of documents, there are some things, and very strong ones, which can be said against it. The Senator from Connecticut made the impression that we were bringing all these things together, that the documents were now distributed in different localities, and this was a great reform movement, bringing them all under one head and into one place, so that there would be economy and retrenchment and reform. Let us analyze that proposition just a moment. We will take the language of the bill:

SEC. 62. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent of documents, who shall receive a salary of $3,000 per annum. § 1702

There is a new office separate and distinct. The superintendent of documents, as I understand, in the Interior Department is not appointed by the President by and with the advice and consent of the Senate. That is my recollection.

Mr. MANDERSON. No; but it is an office existing.

Mr. COCKRELL. It is an existing office in the Interior Department.

Mr. MANDERSON. Required by law?

Mr. COCKRELL. Certainly; there is no doubt about that. There is a room there and certain documents are furnished to him and he distributes them.

Mr. HAWLEY. The Senator will allow me to suggest that he is to be dispensed with. He will be no longer needed.

Mr. COCKRELL. He is not to be dispensed with, is he?

Mr. MANDERSON. I beg the Senator's pardon, if he will look at the bill——

Mr. COCKRELL. Just wait a moment.

Mr. MANDERSON. On page 28 the Senator will find——

Mr. COCKRELL. I will read that in a minute. I have it all right here.

Mr. MANDERSON—

The office of the superintendent of documents in the Department of the Interior shall be abolished.

Mr. COCKRELL. I understand that perfectly well. I thought the Senator from Conecticut did not. I did not say the office was not to be abolished, but I thought the Senator from Connecticut said it was not to be abolished.

Mr. HAWLEY. No: he is to be dispensed with.

Mr. COCKRELL. Certainly; there is no doubt about that. But I was going to come to that point. Here is an officer created at the head of a bureau. He is independent of Congress, he is independent of the Senate, and he is independent of the House, just as much as the Bureau of Pensions or any other bureau of the Government. He is not under the control of the Senate or of the House, and yet he is to perform specific duties specially for Senators and Members.

Does this project consolidate the distribution of the documents? I think the Senator from Illinois must have misunderstood that. Let us analyze what change the bill makes in regard to the distribution of documents. Where are the documents now? They are in the Senate document room, called the folding room, and in the folding room of the other House. Are they to be taken out § 740

of there? Oh, not at all: they are to remain here. We are to have still a superintendent of documents in the document room and the folding room. We are to have the same officers here: the House is to have the same officers. There is to be no change in that respect.

Mr. MANDERSON. I beg the Senator's pardon: there is a document room in the House abolished by this bill.

Mr. COCKRELL. I know one of them is to be abolished, and it is very proper that it should be: but that does not abolish the House document room. It establishes one. They have had two there. That is all right so far as that part of it is concerned.

Now, let us analyze this system. Here is a superintendent of documents. He is the head of a bureau. In the testimony which the present superintendent of documents in the Interior Department gave, it is clearly shown that there will have to be a building erected for him. There is no room in the Public Printing Office; everybody knows that. There is no room here in the Senate wing or in the House wing, because one of the great complaints is that we have not enough room in the Capitol for the documents that are here in the Senate and House, and there is no room for them now. Then you will build a room for the new man to come in and take charge, and establish an office here, with his clerks.

Mr. MANDERSON. Let me suggest to the Senator that if we distribute through this gentleman the nearly 1,000,000, and I do not know but that there are over 1,000,000 volumes of books that are stored away in the rooms of the Capitol, he will clear out a place for himself, I should think, where he could do his work.

Mr. COCKRELL. Now, let us analyze that a little. What are these books that are stored away in the Capitol? I do not know that I can lay my hand upon the statement, but I think I can speak of it accurately. The distinguished Senator from Iowa [Mr. ALLISON] and myself made a little visit down through the basement and examined all these books, and there is not in this end of the Capitol one solitary book that is not under the direct control of the Senate, and that we can not dispose of just as we please without consulting the House or anybody else.

What are the documents which are piled up in this building? They belong to the Senators who compose this body to-day: they belong to the Secretary of the Senate who has charge of the Senate library, the library that we have to consult from day to day. They belong to the Sergeant-at-Arms, who has charge of the folding room. They are the documents that belong to the living Senators upon this floor to-day. Now, what is the balance?

Mr. MANDERSON. What else is there?

Mr. COCKRELL. The balance is the eighteen committees of the Senate which, by law, have been receiving certain documents until they have accumulated more than the rooms would hold. They have sent them down here in the basement, and there are probably about two hundred sacks in one room and of other sacks probably about half as many. That is all. They belong to the committees. The committees have sent them down there. We can dispose of them. We can distribute them just as we please. We can clean them out. We do not need any law of Congress to do it. It is every bit under our own control.

Are we going to take our Senate library and turn it over to this document room? Is that the proposition of this bill? Go down there and you will find that there are library books from our Senate library. They have been sent down there? Why? Because not often called for, and they have not got room for them. Are we going to turn over the whole Senate library?

Mr. MANDERSON. Let me interrupt the Senator to say that this accumulation of the Senate library is very largely composed not of books that are infrequently called for, but duplicate books that are not needed at all. For instance, why should the Senate library maintain 30 copies of the bound CONGRESSIONAL RECORD? They keep, after a year or two has elapsed, one or two sets in the Senate library and put the rest to molder away in some recess of the Capitol. That is the class of documents.

Mr. COCKRELL. There is no sense on earth in doing it.

Mr. MANDERSON. I wish simply to say to the Senator, in a great desire to save time and get this bill through, that the committee charged with this duty have attempted to perform it. They have attempted to reach a remedy for the evils that he depicts. The Senator has been a member of this body for a great many years, and yet not from him, even with his full knowledge of conditions, has there ever come anything in the way of order, resolution, bill, to remedy the evils of which he complains. Now we present a remedy here under the direction of the Senate. We are not tenacious of it. I have no pride in this bill, nor has my colleague who has spoken upon it. If it should be amended, suggest the amendment. But I do protest against this constant lashing and constant growling as a result that has been attempted to be at least honestly and decently performed under the direction of this body.

Mr. COCKRELL. Have we not a right to criticise the proceedings of a committee?

Mr. MANDERSON. Yes, you have a right to scold, if you wish, and I do not object to it, except that I want to scold back.

Mr. COCKRELL. I do not think the Senator has any right to take such a position as that. He brings a bill here, and it is the

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subject of full and fair and legitimate discussion. I am stating a fact. The Senator knows it, and I know it. Not a book here, not one accumulation of which he complains, is beyond our control. If you want to distribute them to libraries, we can do it to-morrow. I am not a member of the Committee on Printing, and I have never been. I have been trying to give the matter just as much attention as I could.

I am not going to criticise the Senator for permitting our Senate Library to receive 30, 40, or 50 copies of documents that are wholly unnecessary. We must get rid of them by establishing an independent bureau. Why have they been receiving these documents? I say there is no necessity for them on earth—not a particle. I join with the Senator; I say we ought to clean out this wing of the Senate. We ought to have an assortment of the books that belong to the library, and dispose of the surplus. We ought to take the books that belong to the committees and distribute them. But are we not capable of doing it? They belong to the Senate. We do not want any joint legislation about it. And the Senator gets mad because I criticise the fact that we are turning over our duties to another body and asking legislation in regard to it.

Mr. MANDERSON. Not at all.

Mr. COCKRELL. I am doing it in all kindness. I say that there are many good features about this bill, but that is not one of them—it does not relate to the publication of documents. Where the bill relates to the Printing Office and the publication of documents it is a good bill, and I have helped the Senator to make it as good as I could. I think between us and other Senators improvements have been made, suggestions which would not necessarily occur to the committee. But here is an independent proposition. It is the establishment of a bureau of documents. It does not affect the public printing. It affects only the distribution. It is proposed to place under this man the documents that belong to our Senate library.

Are we not able to control that without a bill to be passed by the Senate and House of Representatives and signed by the President? I think we are. Here are the documents. To-morrow we can pass a resolution directing that those documents shall be delivered to Senators to be distributed, or we can direct the Secretary of the Senate to distribute all except a certain number of copies to libraries, just as the bill designates. We do not need a bureau. We do not need another public building to cost $1,000,000 to do this work. We can do it. The House of Representatives can distribute the surplus documents they have. There is no trouble about it at all. It is the plainest proposition in the world. This bureau of documents is not needed for the distribution of anything that is in the Capitol to-day.

Mr. HAWLEY. May I ask a question?

Mr. COCKRELL. Certainly.

Mr. HAWLEY. The Senator says it is within the province of the Senate to take all the accumulation down in the basement of the Capitol and distribute it. I say to him that excepting surplus committee books there is not a volume down there that we can give away to anybody. My share of documents down there is vested in me by a law of Congress.

Mr. COCKRELL. Do you propose to take it away by this bill and give it to a superintendent of documents?

Mr. MANDERSON. We do not propose to do any such thing.

Mr. HAWLEY. I propose to keep control of the books allotted to me, but I do not care about their being stored to the extent of 1,000,000 volumes down there and the work of distributing for Congress done in three or four different places.

Mr. COCKRELL. Who on earth has ever intimated that? Have I intimated, directly or indirectly, that I wanted to take a document away from the Senator or that we could control those documents at all? I have stated what the accumulation is there, what books belong to Senators, to me and to other Senators. That is what we propose to deal with. This bill does not deal with that.

Mr. HAWLEY. The Senator said the Senate could take and distribute them.

Mr. COCKRELL. The Senate can distribute every surplus document here that does not belong to a Senator. As a matter of course that is what I referred to.

Mr. HAWLEY. He made the statement distinctly.

Mr. COCKRELL. I do not think the Senate can take the Senator's documents and distribute them. That is what I have been fighting against. This bill undertook to do it and we have stricken it out. The bill proposed after the lapse of two years to take every document away from us that we had not distributed except 25, and give them over to this man. We protested against it because we have the right to distribute them ourselves.

But here is the point I make: There is an accumulation of documents. This bill is a good bill, in the regulation of the Printing Office and of the public printing. That was within the jurisdiction and specific inquiry of the committee. It is not a good bill, in my judgment, when it goes beyond that and establishes a bureau of documents, which will necessitate the erection of a building to cost not less than $1,000,000. There is no economy in that. You must have the building. You must take the office out of the Interior Department. There will not be room enough for it to-morrow; there is not room enough to-day. This bill takes that division out of the Interior Department, and it takes the clerks out of there. You must find some place for them. You must find some place for this superintendent of documents.

That is not all. But how do you do it? You retain your Senate document room, you retain your House document room; you do not cut off any employés in the Senate, you do not cut off any in the other House. What do you do? Now, let us analyze the process of this establishment. What shall the superintendent of documents do?

He shall keep the document account of members of Congress and Departments, and on request of any Senator, Representative, or Delegate shall promptly furnish a statement of documents standing to his credit.

Mr. HAWLEY. That is the present usage?

Mr. COCKRELL. That is the present usage as to the documents for public distribution either by the Secretary of the Interior or by special order or law of Congress. That does not refer to any of our Senate documents or House documents.

Mr. MANDERSON. Will the Senator allow me to interupt him?

Mr. COCKRELL. Certainly.

Mr. MANDERSON. The superintendent of the Senate folding room keeps an account of the documents of Senators, and he furnishes to any member of this body a statement of the documents standing to his credit. That is done to-day.

Mr. COCKRELL. I know that.

Mr. MANDERSON. While I am on my feet will the Senator allow me another interruption?

Mr. COCKRELL. Certainly.

Mr. MANDERSON. Perhaps I may misunderstand the Senator's language, but he says this bill proposes to take away from members of Congress the distribution; that it proposes to take away their documents, and that they are to be distributed by the superintendent of documents.

Mr. COCKRELL. I have not come to that point at all. I have not been arguing that.

Mr. MANDERSON. The Senator made that statement a few moments ago.

Mr. COCKRELL. Not at all.

Mr. MANDERSON. I then misunderstood him.

Mr. COCKRELL. I had not come to that. I was coming to the question as to how the documents are to be distributed.

Mr. MANDERSON I think the Senator has forgotten his language. That was the statement made by him a moment ago. Perhaps he is going to come to it again; but I wish he would point out in the bill any provision where the superintendent of documents has the right to distribute the quota of documents belonging to members of Congress.

Mr. COCKRELL. That is just what I am going to do.

Mr. MANDERSON. I hope the Senator will; I should like to see it.

Mr. COCKRELL. I was just coming to that point. I was just showing the machinery. We have the bureau of documents established. How are you going to distribute the documents? Section 63 provides that this head of the bureau—

shall keep the document account of members of Congress and Departments, and on request of any Senator, Representative, or Delegate shall promptly furnish a statement of documents standing to his credit.

Now what follows?

All orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments shall be sent to the superintendent of documents on franked or other labels or in lists, which shall be kept confidential, and which shall give the name and address of each and every party to whom documents are ordered sent; and it shall be—

What?—

the duty of the superintendent of documents to establish such a system of registration by card index, or otherwise, as will prevent duplication in the distribution of documents, and such a system of notification by mail as will most effectually secure the reception of documents by parties in whose behalf they are ordered.

What is that? A notification by mail. This superintendent of documents is to write a postal card or note to every solitary man, woman, and child to whom any public document in his charge is to be sent. That is a very small job! It will not require any clerks to do that!

Provided, That when the same document is ordered sent to the same party by two members of Congress or Departments the sender whose order is last received shall be notified of the fact that said order is a duplicate, and it shall not be executed, except upon further special order.

Exchanges of documents—

I am not talking about the exchange of documents.

As soon as practicable after receiving and recording orders for the distribution of documents—

What is that? "After receiving and recording orders for the

distribution of documents." He not only receives the list; he not only has to write a letter to everyone whose name is sent to him, but he must also receive and record the orders for the distribution of documents. The superintendent of documents has to keep books, he has to keep cards, he has to keep a record of every order that is sent to him for any book. What does he do further?

The superintendent of documents shall—

Do what? Send off the books? If he is the superintendent of documents we would suppose that he was going to send them off. But what is he going to do?

The superintendent of documents—

As provided on the top of page 26—

shall transmit said orders to the superintendents of the folding rooms of Congress as the orders may be given by members of the two Houses, respectively, by which officers the documents shall be folded and mailed.

He is a mere middleman, a mere go-between between Senators, Representatives and Delegates, and the Senate and House document rooms. Why is there any necessity for this? What is the necessity for this, I ask Senators on both sides of the Chamber? Why this go-between, who simply receives the orders and keeps the record of them and then transmits them to somebody else to do the work?

What is to be done? Think of it! Talk about economy! Here this superintendent of documents must have force enough to record the name of every man sent there by all the Congressmen and the heads of Departments for a document. He has to keep the name of every one of them. Then that has to be recorded. It must be kept in such tangible form that when I send an order there to send a document he must ascertain whether that document has ever been sent to anybody else by anyone else. Think of it! He has to keep such a record that he can tell whether a given document has ever been sent to any man, woman, or child in the United States. Is this to be an instantaneous work? How is it to be done? It takes time. It takes clerks. It takes records. There is not a particle of economy in this.

That is not all. He has not only to keep that record, but he has to notify all these parties how he sent the book to them. There is a letter, then, to be written to every solitary one. That will take some time. It may be a postal card: it may be a printed form, but it has to be addressed, it has to have a date to it, it has to have a description of the document which has been sent, the name of the person, and at whose request it was sent, and all that.

Then, what follows? When he has that done, then he sends it here to the Senate and the House where the documents are kept and our officers have to do the work.

Now, what is the process, Mr. President? Senators and Members make out their orders for documents, they deliver them to the superintendents of the folding rooms in the Senate and House and they are sent off. The superintendent of the folding room does not write any letter. He simply attaches the slip. He does not keep any record of the names. Nobody can take advantage of the names a man sends from the folding rooms; but under this system the name of every man, woman, and child in the whole United States to whom a document is sent, must be recorded. Why is that record kept? It is kept, too, by an appointee of the President of the United States, removable at the will, pleasure, and power of the President of the United States. I do not want to put that power in the hands of any President or of any party, Republican or Democratic. It is a dangerous power. It is a power that can be prostituted to unfriendly and unjustifiable ends. There is the danger in it.

Here is a record kept of every solitary name to whom anybody pretends to send a document. That record is there with the name of the party, the post-office address, and everything. It in-

cludes people in every locality in the whole United States. That would be worth millions of dollars in a hotly contested campaign. It would be worth thousands of dollars to advertising agencies and concerns of that kind. Are we to lay that temptation? I do not care who it is, it is liable to abuse.

Mr. ALLISON. The Senator from Missouri has given great attention to these details, I see. I should like to ask him if he understands, under the machinery of this bill, that when I desire to send a Congressional Directory, for example, to one of my constituents, I must send an order to this superintendent of documents and have him record it?

Mr. COCKRELL. Certainly.

Mr. ALLISON. Can I not send a page from my desk to the document room for a copy of the Congressional Directory and send it off to one of my constituents?

Mr. COCKRELL. Not at all. I call the attention of the Senator from Iowa to the language of this bill:

All orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments shall be sent to the superintendent of documents.

Mr. ALLISON. Very well. Then do I understand the Senator that if I want to send a Congressional Directory, a current Directory, just published, I must communicate with this superintendent of documents?

Mr. COCKRELL. I do not see why you would not have to do it, sir. I can not understand it in any other way.

Mr. ALLISON. I certainly do not want to do that.

Mr. COCKRELL. Let us see what the Public Printer is required to furnish the superintendent of documents. I read from section 63 of the bill:

To enable the superintendent of documents to assign their quotas to Senators, Representatives, and Delegates, the Public Printer shall inform him of the number of copies of each and every document delivered to the folding rooms of the Senate and House of Representatives.

That is on page 26 of the reprinted bill.

The Public Printer shall inform him—

That is, the superintendent of documents—

of the number of copies of each and every document delivered to the folding rooms of the Senate and House of Representatives. The superintendents of the folding rooms shall be under the general direction of the superintendent of documents as to the care and distribution of documents.

Mr. ALLISON. On page 25, if the Senator has the print, he will find:

All orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments shall be sent to the superintendent of documents on franked or other labels or in lists, which shall be kept confidential, and which shall give the name and address of each and every party to whom documents are ordered sent.

I desire to know whether this is to be construed as requiring Senators to communicate in every instance with the superintendent of documents as respects a report? Here is a man who wants a report on his private pension claim, and I wish to send it to him. Do I understand that I must communicate with this superintendent?

Mr. COCKRELL. I think not. I do not understand that the bill refers to the "usual number."

Mr. ALLISON. Very well.

Mr. COCKRELL. That number comes here to the superintendent of our documents; that is, to the superintendent of the folding room.

Mr. MANDERSON. Nor does this language, fairly and frankly interpreted, mean that a Senator can not send from his own house or his own committee room any number of documents of his quota that he pleases.

Mr. COCKRELL. How will he get them?

Mr. MANDERSON. He can order them sent to his room in any number that he pleases.

Mr. COCKRELL. Through the superintendent of documents.

Mr. MANDERSON. He can order as many as he pleases.

Mr. COCKRELL. Through the superintendent of documents.

Mr. MANDERSON. But here the superintendent of the folding room is the superintendent of documents.

Mr. COCKRELL. I beg pardon.

Mr. MANDERSON. If a Senator sees fit to make his orders through this method of distribution he can do so. It is no new thing. The quota of documents that comes to me is of the very smallest possible fraction that I send by way of directing the documents themselves. I send up printed slips containing the names.

Mr. COCKRELL. We all do that.

Mr. MANDERSON. Of course everybody does it. We all do exactly the thing the Senator is now condemning. I say there is nothing in this bill that is subject to the construction that a Senator can not from his desk or his committee room or his home or anywhere else frank any document he pleases that belongs to his quota.

Mr. COCKRELL. How will he get them from the control of the superintendent of documents?

Mr. MANDERSON. By ordering them. He can order them by sending his lists or labels or in bulk in any quantity he pleases.

Mr. COCKRELL. He can order from the superintendent of documents.

Mr. HAWLEY. He orders from the folding room now. What is the difference?

Mr. COCKRELL. I do not know whether there will be any difference or not, but there might be a great deal of difference.

Mr. MANDERSON. I do not think the Senator wants to be unfair.

Mr. COCKRELL. I am not unfair.

Mr. MANDERSON. I know he does not mean to be. I submit to him if there is anything ambiguous in this language that he understands one way and I another, we both desiring the same result, if it is not better to offer an amendment to make the language plain rather than condemn it?

Mr. COCKRELL. I propose to strike out all the provisions in regard to the superintendent of documents.

Mr. MANDERSON. But the objection that I make is that the Senator is making an unfair construction of the bill. He says the superintendent of documents is to control. That is his criticism——

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Mr. COCKRELL. My criticism is simply in reading what you have put in the bill.

Mr. MANDERSON. In giving it a wrongful construction.

Mr. COCKRELL. I do not think I have given it a wrongful construction. I do not think it can be interpreted in any other way.

Mr. MANDERSON. This system of bookkeeping is the only way by which documents can be distributed and a duplication prevented, and it is to-day in vogue in all the Departments. If the Senator will examine the report he will find that wherever the Department chiefs speak of the method of distribution they speak of this method, and it is the method which is in vogue to-day.

Mr. COCKRELL. Then there is no necessity for any change in the Departments.

Mr. MANDERSON. The Senator thinks it is a dreadful thing because of the labor and the trouble involved in keeping the record of documents, but it is done now as to all the documents distributed other than the quota of members of Congress.

Mr. COCKRELL. They are a small number.

Mr. MANDERSON. We talked the other day of this dreadful bugbear that some political enemy might get a document list. So far as I am concerned I am willing to publish mine to the world, and I will furnish it to the Senator if he thinks it will be of any advantage in the State of Nebraska in attempting to convert that State into a Democratic State and have it represented here upon this floor by a Democrat.

The experience of members, and it has been my experience, and I think it has been the Senator's, is that very frequently when we have been called upon to send a document we have received letters from parties to whom we have sent it that it had not been received. It is a fact notorious that public documents are held in such low esteem that they are most carelessly treated frequently by the officers of the Post-Office Department.

Mr. COCKRELL. Would this make the officers treat them any better?

Mr. MANDERSON. I think it would.

Mr. COCKRELL. I should like to know why.

Mr. MANDERSON. It would at least notify a person to whom a document had been sent in the usual method that such a document had been mailed to his address.

Mr. COCKRELL. That would be no protection.

Mr. MANDERSON. It costs no postage. That is provided for in the bill. It is simply this, that in my own case, as I have done frequently when I send valuable books, I send them quite often by registered letter.

Mr. COCKRELL. We all do that.

Mr. MANDERSON. Other documents of not so much value I send, and in a postal card or in a letter I notify the party that I have sent him such a document. A proper distribution of public documents requires this detail. If the Senator wants to go into greater details, let him propose to amend the bill. If its terms are ambiguous, correct them, and see that they are plain.

Mr. COCKRELL. I object to the whole scheme of a superintendent of documents.

Mr. MANDERSON. Then defeat the bill. That is your privilege.

Mr. COCKRELL. But that does not affect the public print-

ing and the number of documents to be printed. It only affects the method of distribution, and it does not destroy the whole bill to strike it out. In leaves the only parts of the bill that are worth anything in full force. It is an improvement upon the bill to strike this clause out.

The Senator says that in the Departments there is no duplication of documents. Then we have got the question of duplication narrowed down to a very small point, and the question is whether if the senior Senator from Iowa [Mr. ALLISON] finds that his colleague has sent some particular friend a document he is prohibited from sending the same thing to him.

Mr. MANDERSON. No, he is not. The Senator simply shall be notified that it has been sent, and he can then send as many as he pleases.

Mr. COCKRELL. I understand that, and I understand we have got all that paraphernalia to go through with. You can not send it unless you make a specific order for it.

Mr. MANDERSON. That is a mistake.

Mr. COCKRELL. It says the superintendent of documents—and I read the clause there—shall notify the last-named party.

Mr. MANDERSON. And it shall not be excluded except upon further special order.

Mr. COCKRELL. Exactly.

Mr. MANDERSON. So that the senior Senator from Iowa, when he finds the junior Senator has sent a document, is not prohibited from sending another, but he can order it.

Mr. COCKRELL. Certainly he can order it, but he has got to give another specific order that he must send it, notwithstanding it has been sent by the other Senator.

I say now this brings the whole question of documentary distribution down to whether Senators and Representatives will restrict themselves and not send, unless upon a specific order, two documents to the same person. Very frequently a Senator wants to send some person a half dozen documents, because it is in the interest of the just distribution of them to send them to one man to distribute in the neighborhood or county where he knows the persons who will appreciate them and to whom they will be valuable.

Mr. President, I say this whole scheme of a superintendent of documents has no connection in the world with that part of the bill which refers to the government of the Public Printing Office and the distribution of documents by the Senate and House. It is an unnecessary part of the bill, as I have shown. You see the machinery that you have to go through with. The Public Printer has to notify—I have just read the section and there is no misinterpretation of it—

To enable the superintendent of documents to assign their quotas to Senators.

You have got no quota until the superintendent has made his assignment; and you do not know how many documents you have got anywhere until the superintendent has made the assignment.

Mr. MANDERSON. You do not know until the superintendent of the folding room has made an assignment.

Mr. COCKRELL. It reads:

To enable the the superintendent of documents to assign their quotas to Senators, Representatives, and Delegates, the Public Printer shall inform him of the number of copies.

The superintendent of documents is to make an assignment, and to-day the superintendent of our document room under our own control makes it.

Mr. MANDERSON. What is the difference?

Mr. COCKRELL. There is a vast difference. It is useless machinery. There is a middleman, and the worst middleman I have ever seen attempted to be originated in Congress between the people and their agents and servants and representatives. It is worse than a commission merchant or anything of that kind.

Mr. HAWLEY. The superintendent of the folding room is an agent just as much as the superintendent of documents would be; and the Senator need not have an agent if he thinks he can do all the work himself.

Mr. COCKRELL. This system not only makes him a middleman, but it puts our superintendents of the folding rooms under his direction and takes them out from under our direction.

The superintendents of the folding rooms shall be under the general direction of the superintendent of documents as to the care and distribution of documents.

Now do you say that is a reflection on or a misconstruction of your language? There it is.

Mr. MANDERSON. I think the emphasis of the Senator makes the misconstruction.

Mr. COCKRELL. It does not sound so sweetly to the Senator when it is read in its true light. That is all. The bill says "the superintendent of documents is also charged with the sale of public documents." Then it says:

The superintendent of documents shall at the close of the regular session of Congress prepare and publish a comprehensive index—

There are some good things that the superintendent of documents shall do, but now you see right at once the whole scheme. Here is a superintendent of documents, a bureau officer, who is created—

There is no room for him in the Capitol; there is no room for him in the Public Printing Office, and the Sergeant-at-Arms of the Senate and the Doorkeeper of the House and the Public Printer must furnish him a room. You take your clerks out of the Interior Department and you put them into this room. They commence work. I prefer to distribute my documents through the ordinary channels, rather than have them sent to my house, as I would not have room enough to hold them there. I send a thousand names on slips down there and have every one of them recorded. They have to be sent to the Senate folding room. Now, I send them there and never have to inquire whether they will be sent out or not.

Under the proposed system I write to the party "I have sent an order for a document to be sent to you," and I get a letter stating that he has not received the document. I apply to the superintendent of documents and he says "I have not had clerks enough to record all the numerous calls that come in, and I can not attend to it unless Congress gives me more clerks," and the cry will be for more clerks from the beginning of the first Congress after that bureau is organized until Gabriel blows his trumpet. There will be no end to it. The work will accumulate as the people of the United States increase, and there will be from time to time an increase of documents.

It is no safety to the transportation of a document through the mails that the superintendent has sent a card. We know the Secretary of Agriculture sends out a card with every package

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of seed he sends out, and yet how often we get letters complaining that seeds have not been received. There is no more safety because the superintendent writes a letter than there is when I write a letter. I generally answer my correspondence asking for documents and tell them I have sent the documents, but that does not prevent the abstraction of those documents from the mails if they are desired.

Mr. President, in view of these facts I insist that there is no economy in the first place but it will result in extravagance. It will multiply the necessary and legitimate expenses, and it will duplicate the work. Now, the superintendent of our folding room, with a very small force, can take the slips we send there, paste them on documents, and put them in the mail and they go. How will it be when this bureau is established? Then you will have to send them to the superintendent and he must record them in books, and it will take a room larger than any in this Capitol in a short time, to hold the books upon which the names are recorded.

Mr. MANDERSON. Let me call the attention of the Senator to the facts developed in the testimony, that of a very valuable publication under the present system, 40 copies went to one individual from the House folding room.

Mr. COCKRELL. That may be under almost any system. A man may be mean enough to try to pursue that course by getting fictitious names of people, and we know there have been document fiends all over the country who write to every Senator to send them a particular document, and write to every member of the House to do the same, but we soon learn who they are and are not bothered with them.

Mr. KENNA. I do not want to interrupt the line of discussion of my friend from Missouri, but I should like to know from somebody, some reason, if there is any, why the Senate or the House, or the public men who compose these two bodies, should be involved in the distribution of documents and seeds and radishes and cabbages, and all that sort of stuff under any condition? Why not abolish the whole business?

Mr. COCKRELL. This bill does not do that.

Mr. KENNA. Then let them be distributed by some method outside of this.

Mr. COCKRELL. This bill does not do that, and does not aim to do it.

Mr. KENNA. But we can make it do it.

Mr. COCKRELL. This bill does not do it.

Mr. KENNA. I do not wish to interrupt my friend, the Senator from Missouri; but, in my own judgment, if he will pardon me for injecting it here, I do not see why on the face of the earth members of Congress of either House have to do or ought to have

to do with the distribution of Agricultural Reports and messages and documents and radishes and cabbages and lettuce and all sorts of stuff that goes out from here every recurring year.

Mr. COCKRELL. That proposition is not before the Senate. "Sufficient unto the day is the evil thereof."

Mr. KENNA. I shall take an opportunity to bring it before the Senate.

Mr. COCKRELL. This is an entirely different proposition. The question is here: these documents are to be continued: they are to be distributed by Senators and Members of the House of Representatives, and instead of distributing directly through our own superintendent of the folding room under our charge, we are to send them to a third man, a middle party, who is to transmit them and a record is to be kept. What good does that do? What is the necessity for that machinery? None on earth, not a particle.

There is no economy in it; there is no reform in it. It is the establishment of a bureau that merely in the end will cost a million of dollars for a public building, and you will have to increase the clerical force from year to year. You can not avoid it. You have not a public building to-day in which you can put them, not one, and I challenge Senators who made this report to show any public building in which this superintendent of documents, with his clerks transferred from the Interior Department, can go. You will have to rent a building. You have not got such a building now, and you will have to rent one. The Senator says that the document building ought to be near the Public Printing Office. So it ought to be. Then you have got to rent a building there for it. That is an inevitable necessity, and you may just as well count it in as one of the items of economy and retrenchment when you talk about it in this bill, because it must come.

Mr. MANDERSON. Does not the Senator think that a storage room and a distributing warehouse for the Public Printing Office is bound to come anyhow?

Mr. COCKRELL. That may be necessary for the public printing, but this will be independent of that.

Mr. MANDERSON. Oh, no. That is another mistake of the Senator. It will not be independent.

Mr. COCKRELL. So far as the distribution of documents is concerned, we can, on our own resolution, dispose of all the surplus and unnecessary documents that have accumulated in this end of the Capitol and we can send them out just as well as this man can. We can provide to whom the Secretary and Sergeant-at-Arms shall send them. There is no trouble about that. In a short time the Congressional Library will be built. We shall have that immense building and we shall have a large part of the Capitol here unoccupied, and we shall have a larger space for the Senate library, where documents can be gathered together. There will be plenty of room if this space is only utilized in the future.

My motion is to strike out from section 62 to the end of section 73, as section 74 has already been stricken out. This is the part of the bill that relates to the superintendent of documents. It has nothing to do with the Public Printing Office; it has nothing to do with the distribution of documents through the Senate and House folding rooms; but it simply takes this out and leaves these beneficent provisions contemplated in this bill for the guidance of the public printing and for the publication of the Government works, and leaves us to distribute them just as we have been doing.

It then leaves all these surplus documents of which we have heard so much here in the Senate in the control of the Senate, and the Senator from Nebraska can very quickly determine how many ought to be kept in the Senate library and introduce a resolution here, and we will all heartily support him in it, distributing the remainder through the librarian or the secretary who has charge of it. We can take the surplus documents that belong to the committees and distribute them in the same way, or, as I would suggest, we can take them and give them to the new States recently admitted into the Union, whose libraries have no complete sets of these books.

Mr. MANDERSON. The Senator from Nebraska simply desires to suggest to the Senator from Missouri that it is no more his duty to clean out these rooms than it is the duty of the Senator from Missouri.

Mr. COCKRELL. I think it is.

Mr. MANDERSON. I do not understand that that is any part of the duty of the Committee on Printing. I do not consider this legitimate, except as it was directed by the resolution in this particular instance. The Senator has stood this infliction as a member of important committees, the Committee on Appropriations, and I think he was at one time a member of the Committee on Public Buildings and Grounds.

Mr. COCKRELL. No; never.

Mr. MANDERSON. And the Committee on Rules.

Mr. COCKRELL. I was on the Committee on Public Lands, but not on the Committee on Public Buildings and Grounds.

Mr. MANDERSON. I think the Senator perhaps, with his great knowledge of this matter, would be the better subject for action.

Mr. COCKRELL. The Senator can not evade the responsibility. I admit my responsibility and my dereliction of duty, but the Senator knows perfectly well he is more responsible than I am.

Mr. MANDERSON. I do not admit any dereliction of duty.

Mr. COCKRELL. Because the Printing Committee has special jurisdiction of this matter, and they have furnished every one of these surplus documents to be given to the committees, and given to the Senate library, and they ought to stop it.

Mr. MANDERSON. We are stopping it.

Mr. COCKRELL. But you stopped it after the house had been full, and you see you have got to do something else to get rid of them. It is a mighty late hour in the day to come in and say you are for reform. Why did you not stop the accumulation?

Mr. MANDERSON. Why did you not do it?

Mr. COCKRELL. I say this was within the jurisdiction of your committee, and you approved every solitary printing bill that was passed or reported here and we amended it after you reported it.

Mr. MANDERSON. Bills for printing have nothing to do with the distribution.

Mr. COCKRELL. This fixes documents at the usual number, and the number has been under the Committee on Printing all the time. By regulation they could have stopped the accumulation of the eighteen sets going to committees. They could have stopped thirty, forty, or fifty sets going to the Senate library, for it has been all under their control; and while I admit my responsibility, I am not as great a sinner as the Senator from Nebraska.

Mr. HAWLEY. I should like to be heard for a few moments. Acknowledged evils have grown up having their root a few generations ago. They accumulated until we became tired of them, and on a motion offered by the Senator from Nebraska, the Joint Committee on Printing, Democrats and Republicans of the House and Senate, were instructed to work during the vacation looking over these laws and seeing if there could not be an improvement.

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Now the Senator not only holds us responsible for all the abuses there have been in the Government, but we shall be fortunate if we escape with our lives for having presented a reform bill.

Every Department of the Government, every officer who has had anything to do with the reception or distribution of public documents, has been consulted and put upon the witness stand in the committee room and examined. A selection has been made and a winnowing of the advice of every one of them, and there is scarcely one of them who did not come before us without making good points upon this subject. Everything that seemed to us worth taking was taken and put into the bill. Now, if the Senator finds minor defects—perhaps he is wise about their being too much particularity about the distribution of documents and perhaps we can waive some of those details—he can easily make a motion to remedy those defects.

But the Senator has dwelt here by the hour in his vigorous and incisive and combatative eloquence upon the enormity of this bill. This is the first measure of economical reform offered in this Congress, a measure of large economical reform, which has been already defeated by a Democratic House and bitterly fought here by leading Democratic Senators.

Mr. CALL. I suggest to the Senator from Nebraska that it is impossible to conclude this bill to-night, and it is evident from the temper of the Senate, on this side at least, that we shall have a yea-and-nay vote upon it, and I will therefore ask him to consent to a motion to adjourn.

Mr. PADDOCK. I ask the Senator to withhold that motion for a moment.

Mr. CALL. Very well.

Mr. PADDOCK. I desire to ask the indulgence of the Senate that Senate bill No. 1, to prevent the adulteration and misbranding of food and drugs, may be made the special order to follow this bill, and a continuing order thereafter until its consideration shall be determined after the morning hour.

Mr. BATE. I understand the Senator has that right now, has he not, as a matter of course?

Mr. PADDOCK. I say to the Senator that it has not been accorded formally. It is simply under a notice to that effect.

The VICE-PRESIDENT. Is there objection to the request of the Senator from Nebraska [Mr. PADDOCK]?

Mr. HARRIS. What is the request? The Senator wants to make a special order for when?

Mr. PADDOCK. To follow the bill which is now under consideration after the morning hour.

Mr. HARRIS. The Senator wants unanimous consent to do that?

Mr. PADDOCK. I do want unanimous consent.

Mr. HARRIS. Then he must have it made a special order for some hour and some day in order to make a special order at all, but the Senate may give unanimous consent to follow this bill.

Mr. PADDOCK. That is all I ask.

Mr. BATE. I say to the Senator that I do not know that there will be any opposition to his proposition when it comes up. I have conferred with some of the Senators who oppose the bill, and I think they will agree to the proposition when the consideration of the present bill is concluded.

The VICE-PRESIDENT. Is there objection to the request made by the Senator from Nebraska?

Mr. BATE. If I understand, it is not in proper shape to act upon it.

Mr. PADDOCK. Certainly it is.

The VICE-PRESIDENT. It can be done by unanimous consent.

Mr. BATE. Yes, that covers everything.

The VICE-PRESIDENT. Is there objection? The Chair hears none.

Mr. MANDERSON. I apprehend that it will be impossible to get the final vote upon the pending bill to-night, although I should like very much to dispose of it before we adjourn to-day. I had no idea that the bill would not be finished to-day, else I certainly would have opposed with a good deal more vigor the proposition to adjourn over until Monday.

The debate upon this bill has been long continued. The bill has taken far more of the time of the Senate perhaps than it should. I have attempted to push it with such force as I could, but there is no way of which I have knowledge of stopping the flow of eloquence that comes to us from some sources. When it gets under full headway it can not be stopped or dammed.

Mr. FRYE. Oh, yes, it can be damned. [Laughter.]

Mr. COCKRELL. But that would not have any effect.

Mr. MANDERSON. I should like, however, to have the consent of the Senate that the vote on this bill shall be taken at 4 o'clock on Monday, so that we can come to an end of it at some time within reason. I ask unanimous consent that debate shall terminate and that this bill shall be disposed of by commencing to vote without debate at 4 o'clock on Monday.

Mr. COCKRELL. I think that is unnecessary. I do not think there will be much more debate upon it.

Mr. HAWLEY. The Senator from Missouri has a number of amendments to offer, I understand.

Mr. CALL. I suggest that the Senator request unanimous consent that the final vote shall be taken on the bill before the adjournment on Monday.

Mr. COCKRELL. I want to say, if the Senator from Florida will yield to me, that this is an important bill, and I do not think there has been unnecessary discussion about it. I am very sorry that more Senators have not taken part in it. I think it is an exceedingly important bill, and I want to say to the Senator from Nebraska that I think he has done a great work in the provisions touching the Public Printing Office, the number of documents, and the manner, etc.

Permit me to say another thing. I doubt very seriously whether the committee under the resolution appointing them, had any authority to launch out into the establishment of an independent bureau of this Government. There is where I criticise it, and I think I have a right to do so. I think it ought to be discussed. It is not an unimportant matter. Everything is not reform that is called reform, and everything is not economy that is called economy. You may pass a bill to-day which will save for six months twenty or thirty thousand dollars and in eighteen months increase the expenditures $500,000 or a million dollars. There is no economy in that.

I am perfectly willing that we shall dispose of this bill just as soon as we can. I hope, since we have adjourned over until Monday, and the beautiful Sabbath intervenes, that the distinguished Senator from Nebraska will give my proposition to strike out these sections his prayerful consideration, and agree to it. Then we shall have a bill that can be passed into a law which will be a monument to his memory.

Mr. HAWLEY. I sincerely hope the Senator will offer some amendments.

The VICE-PRESIDENT. The Senator has already offered an amendment to strike out from section 62 to section 73, inclusive, which is the pending question. Does the Chair understand that he is correct in that?

Mr. COCKRELL. That is right.

The VICE-PRESIDENT. The question is: Is there objection to the request made by the senior Senator from Nebraska [Mr. MANDERSON]?

Mr. COCKRELL. I hope the Senator will not press it, because we shall dispose of the bill soon.

Mr. HAWLEY. I remind the Senator that he ought to offer amendments to perfect this bill.

Mr. COCKRELL. I want to say in answer to that that I do not think you can amend the scheme of the superintendent of documents. That is the trouble.

The VICE-PRESIDENT. The Chair will put the question again.

Mr. PALMER. I only want to occupy the attention of the Senate for the briefest moment.

The Senator from Connecticut [Mr. HAWLEY] has just made a remark that is worthy of attention. He tells us that this bill is in the interest of economy, and that Democrats are opposing it, as I understood him.

Mr. HAWLEY. If I may state it exactly, that it has been defeated in the Democratic House and was vigorously opposed by leading Democrats in the Senate.

Mr. PALMER. I concede that my friend from Missouri [Mr. COCKRELL] is a leading Democrat, but I merely want to say in all frankness and candor to the Senator from Connecticut that the mere assertion that this bill is promotive of economy, while it is entitled to great respect, is not equal to a tabulation, something that gives us figures.

I have the most profound respect for the Senator from Connecticut, but while I have heard the statement frequently made by the Senator from Nebraska, as well as the Senator from Connecticut, I have seen no data, no facts, that will justify me in believing, beyond the confidence I have in their statements, or that would be sufficient, under ordinary circumstances, to enable me to conclude that the passage of this bill would result in economy.

I confess that I am not familiar at all with this general subject. The gentlemen who have been members of the Senate for a long time and understand all the mysteries of this printing business and the distribution of documents, have an experience far beyond mine. Will not the Senator from Connecticut kindly, on Monday, when we shall meet for the final disposition of this bill, I hope, give figures, and will not the Senator from Nebraska, who asserts with so much confidence that this is in the interest of economy, show us new men, who are not presumed to be as familiar with this subject as they are, with the abuses of the old system, and the reform proposed by the new—will they not kindly tell us and indicate the points where the saving is to be had?

[1070]

Mr. President, many of us have come here as the representatives of a very earnest, painstaking economy, and argument predicated upon that view is a very potent force with us. But we have been so often deceived by mere representations of this sort, coming from the most eminent sources, that we are a little incredulous. We want to have the figures so that we can look at them and see them with our own eyes, and that we may furnish them to those who have intrusted us to represent them here.

I am through except to ask the Senator from Connecticut and the Senator from Nebraska to furnish us some substantial figures and tell us where the saving is, and how it will be accomplished; to take pity upon us, upon our want of experience in these things, and to remember that, while we are slightly incredulous, it involves no sort of reflection upon either of them.

That is all I wish to say, sir. I suppose this subject will be resumed on another occasion that will afford time for these gentlemen to furnish us some data to which we can refer.

Mr. MANDERSON. If I may interrupt the Senator for a moment——

Mr. PALMER. With great pleasure.

Mr. MANDERSON. In order that he may not remain over the Sabbath in this deplorable condition of lack of knowledge, I will say that I can give him very excellent Democratic authority for the assertion that the saving by this bill will be from three hundred to five hundred thousand dollars. That is the estimate of the estimable gentleman from the House of Representatives, who acted with us on the committee, and I have in my desk a letter from the Public Printer, in which his estimate of the saving of expenses in the mere matter of the printing of documents, in the change of the "usual number" and of excessive publications of Congress, will approximate above $200,000.

I have prepared at no time, nor have I the inclination to go

discussion of superintendent of documents

into a careful tabulation of this matter, but I say to the Senator in all frankness, that I think we shall not only get a better system of printing and a better system of distribution, but the saving will be somewhere between a quarter and a half million of money by the bill as presented.

Mr. PALMER. The answer given by the Senator from Nebraska justifies me in saying a few words.

I am not incredulous. I do not look to the particular party source from which these financial estimates are to be drawn. I am not opposing this bill. In the main the bill meets my approval. I have listened to the objections urged against it by the Senator from Missouri [Mr. COCKRELL], and my mind is yet inclined to favor the measure.

I never suspected until the Senator from Connecticut ventured the suggestion that it involved anything like being a party measure in any possible sense. I had supposed the Senator from Missouri, influenced by his own judgment and animated by his own motives, had spoken his own convictions.

Mr. COCKRELL. That is just exactly what I did.

Mr. PALMER. I recognize his influence in the Democratic party on this floor, but I never imagined that he was speaking for me. I had supposed that he was speaking for himself as a member of this body, and I take it upon myself to say that I have not yet given my proxy upon questions like this to any Senator. I believe if I were inclined to give my proxy at all I should select my friend from Connecticut [Mr. HAWLEY]. I think he is the most worthy of trust of any Senator who has spoken upon this subject.

The VICE-PRESIDENT. Is there objection to the request of the Senator from Nebraska [Mr. MANDERSON] that the vote shall be taken upon the pending measure at 4 o'clock on Monday?

Mr. CALL. I suggest to the Senator from Nebraska that it is impossible in the present condition of the Senate and it would be scarcely fair to ask for unanimous consent to take the final vote on Monday in the absence of so many Senators. I therefore move that the Senate adjourn.

The motion was agreed to; and (at 5 o'clock and 45 minutes p. m.) the Senate adjourned until Monday, February 15, 1892, at 12 o'clock m.

[1137]

PRINTING AND DISTRIBUTION OF DOCUMENTS.

The PRESIDING OFFICER. The Senate resumes the consideration of the unfinished business.

The Senate, as the Committee of the Whole, resumed the consideration of the bill (S. 1549) providing for the public printing and binding and the distribution of public documents; the pending question being on the amendment of Mr. COCKRELL to strike out from section 62 to section 73 of the bill, inclusive.

Mr. MANDERSON. Mr. President, the amendment proposed by the Senator from Missouri [Mr. COCKRELL] is one that is very sweeping in its character, and the result, if it should prevail, would be to practically destroy the bill. Of course, there would be left of it that which concerns the organization and the power of the Joint Committee on Printing, of the Public Printer, and that general legislation in the bill which refers to the number of documents that shall be printed constituting the usual number, and the extra number that may be ordered by concurrent resolution of the two Houses. But it strikes from the bill that which has seemed to me to be the most important feature in it, that which proposes to establish a decent, orderly, and systematic distribution of the public literature of the country.

No man has estimated, and I doubt if any man can estimate, the enormous expenditure that goes into the printing of these public documents, for, Mr. President, it not only involves the cost of the printing, but it involves that far greater amount which constitutes the preparation for the printing, the organization of the different Bureaus and Departments, the work that is performed by the efficient scientists who lend their hours and their labor to the preparation of material. If we are to expend this enormous amount of money in the preparation of the material, it will be wasted under existing conditions in this country unless it shall be printed; and I submit that, unless the matter printed be systematically distributed, unless business methods are brought to bear upon the distribution, it is as much wasted as though it was not printed at all.

Congress years ago recognized that there was an existing evil and in the year 1859, in the first instance, and by frequent amendments of the law, running down to the date of the revision of the statutes in 1878, it attempted to remedy the existing evils; it established a new official, charged with certain duties; it threw the burden by this act upon the Secretary of the Interior.

SEC. 497. The Secretary of the Interior is charged with receiving, arranging, and safe-keeping for distribution, and of distributing to the persons entitled by law to receive the same all printed journals of the two Houses of Congress, and all other books and documents of every nature whatever, already or hereafter directed by law to be printed or purchased for the use of the Government, except such as are directed to be printed or purchased for the particular use of Congress, or of either House thereof, or for the particular use of the Executive or of any of the Departments, and any person whose duty it shall be by law to deliver any of the same shall deliver them at the rooms assigned by the Secretary of the Interior therefor.

Reading further from this statute we find:

SEC. 499. A register of all publications received at the Department of the Interior for safe-keeping and distribution shall be kept, under the direction of the Secretary, showing the quantity and kind at any time received by him; and he shall cause to be entered in such register, at the proper time, the time when, the place where, and the person to whom any of such publications have been distributed or delivered.

Certainly this was a move in the right direction, a move in the direction of a business method for the distribution of these valua-

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ble publications, and it operated well. Under the direction of the Secretary of the Interior the superintendent of documents, an officer created by this law, proceeded to inaugurate a system that I think upon examination will challenge the approval and admiration of any man. Section 507 provided:

There shall be in the Department of the Interior a superintendent of public documents, who shall be appointed by the Secretary, and shall be entitled to receive a salary of $2,500 a year.

And this superintendent of public documents was charged by law—

subject to the general direction of the Secretary of the Interior, with the duty of collecting, arranging, preserving, packing, and distributing the publications received at the Department of the Interior for distribution.

And suitable rooms were required to be furnished to him for that purpose.

Mr. President, this office, being thus established and under this general direction of the law, went into operation, and there came at once a better condition. It is true it required some degree of expenditure. This office has grown not very largely, but it has grown until now, I understand, there are there seven or eight clerks and folders under the direction of the superintendent of documents. The method that has been pursued has been simply this, and it is the general method that has been attempted by this bill to apply to the distribution of all documents, from whatever source they may come. The books being delivered to the distributing source, they should be cared for; and that in every instance when they were sent out to any person there should be a notice by mail to him that such books had been sent, and a request to him that he might make the proper receipt therefor upon the blank furnished. Under this method few books have gone astray, and there has been a more orderly distribution of them. There has been a prevention of the duplication of books, an evil that was a great one, and to which I will refer in a few moments.

The purpose of this bill was, and the sections which it is proposed to strike out simply provide, that that officer now in the Interior Department shall be brought more immediately under the direction of Congress; that he shall occupy the same relation to the Congress of the United States that is occupied by the Public Printer; that he shall be appointed by the same method, that the President, by and with the advice and consent of the Senate, shall appoint a superintendent of documents, and that the distribution which has gone on heretofore in the Interior Department shall from this time hence proceed either in connection with the Capitol, or still better—and the bill suggests that plan—as an adjunct of the Public Printing Office.

Mr. President, these sections of the bill received very hearty condemnation at the hands of the Senator from Missouri on Thursday last. I do not think that the Senator from Missouri ever designs to be unfair; I do not think that is an element in his make-up; but sometimes, carried along upon that flood of eloquence which comes from him and warmed up by the debate I think he makes occasional faulty construction of language.

This bill, in its general aspects, has received very full consideration and criticism, favorable and adverse, from gentlemen who know their business pretty thoroughly. The librarians of the United States have an organization—I do not know its name exactly—but an organization established years ago for the purpose of bettering the public libraries of the country. They have met in convention and they have their regular officers. I have received and other members of this body have received letters from these gentlemen either in commendation or condemnation of this bill. I have before me a letter handed to me by the Senator from Massachusetts [Mr. DAWES] from Mr. C. B. Tillinghast, who is, I presume, the president of the free public library commission of the city of Boston.

Mr. DAWES. He is the State librarian.

Mr. MANDERSON. He is the State librarian. This is addressed to Mr. DAWES, dated February 6. He says:

I have just finished reading the bill relating to the publication and distribution of public documents now under discussion in the Senate, together with the full report of the hearings before the committee.

Though it does not go far enough, I think it will go a great ways toward the economic publication and systematic distribution.

That is the evil we are attempting to remedy. As has been frequently asserted, it is not the excessive publication of the Government literature that is objectionable so much as the wasteful and unsystematic distribution of it. This man says:

The economic publication and systematic distribution of the publications of the Government, and I hope that it will pass the Senate and become a law.

The president, I think, of this library association, or rather association of librarians, to which I have referred, is a Mr. Bowker, and I have received from him several communications. I have one here dated the 20th day of January. Now mark it. These gentlemen, from their experience, looking to the matter not of the distribution of documents in personal or political interests, but aiming to reach by the best methods the reading public, bring to the criticism of a bill like this, it seems to me, fairness, candor, and honesty. This gentleman says under date of January 20:

[Office of the Publishers' Weekly [R. R. Bowker], Franklin Square, 330 Pearl street.]

NEW YORK, *January 20, 1892.*

DEAR SIR: I have received a copy of the bill offered by your committee for the improvement of the public document system, and write to express hearty gratification that you have been able in a single bill to cover so much ground so well.

While it is not practicable at this time to get the members of the committee on public documents of the American Library Association together for consultation, I think I may say that the bill will meet not only their approval, but the approval of the library profession generally.

There are some points on which it would be desirable to do more, perhaps, than the bill contemplates, particularly in revising the list of public depositories, but it is my experience that it is better to attempt to pass a good bill without amendment than to possibly retard its passage by offering any amendments, however good. * * *

Very truly yours,

R. R. BOWKER.

Hon. CHARLES F. MANDERSON,
United States Senate, Washington, D. C.

From this same gentleman I received another letter, dated a few days afterwards, in which he says:

DEAR SIR: I regret that you have not received the copies of the two checklists of Government publications, of which I have ordered two more copies of each sent to you to-day. If you should require further copies for the use of the members of your committee in the Senate or House I should be glad to have copies sent you.

I also inclose the scheme of the American Library Association for public documents, which you will see corresponds point by point with your own. If this should be useful to you in putting through the present bill I will have as many copies printed off and sent you as you may wish.

I can not express too strongly my gratification, both personally and as a representative of the American Library Association, at the fact that your committee and our own have been working so closely on parallel lines, and I have to thank you also for the personal courtesy of your letter.

Very truly yours,

R. R. BOWKER.

Hon. CHARLES F. MANDERSON,
United States Senate, Washington, D. C.

Mr. President, this communication, which is inclosed, being the report of the special committee on Government publications to the American Library Association, was received by the committee after the preparation of this bill and after the report had been sent to the Printer or had, at least, been fully made up, and it has been a matter most interesting to me to see how the committee as the result of its explorations—and I take no credit to the committee or to any member of it, for we are beholden for whatever merit there is in this bill to the people we have called before us, the gentlemen connected with the document rooms of the two Houses, the folding rooms, the Printing Office, and other officials, who, by reason of their experience, have been able to give us most valuable information—it was a matter most interesting to me to see that this communication from these experts upon the distribution and the use of books had been so closely followed. I will not take up the time of the Senate to read these suggestions, but I will ask unanimous consent to incorporate them as part of my remarks, so that it may be seen what this American Library Association has desired with reference to public documents and how nearly we have come to the same conclusion without consultation with each other, and each acting independently of the other.

The paper referred to is as follows:

To the American Library Association in conference at San Francisco:

Your special committee on Government publications submit that a satisfactory system of Government issues should embrace the following conditions:

Public documents should be printed on durable paper, in permanent standard size, except where there is specific reason for variation, and in sufficient minimum number, under general provision of law, to supply the executive and Congressional libraries, each Senator and Representative, each issuing Department bureau or committee with the necessary copies for record and office use, each public depositary, and a moderate surplus for general use or public sale. Additional copies to be printed only from Department appropriations or by specific legislative provision. Public documents should not be understood to include office blanks, confidential instructions, or other routine papers not of public concern.

Each document, in addition to separate publication, should have its proper place in one series, and the binding up of one document in several shapes or series should as far as possible be avoided. Except where numerical or chronological arrangement is desirable, as is the case of bills and journals, the classification and binding should be such that the issues of the Department or bureau should be together, and cognate subjects should be bound in the same or adjacent volumes. Each volume in a series should have lettering showing its individual character. These conditions might best be met by substituting for the present Senate and House executive and miscellaneous series one comprehensive series, to be known as United States general or miscellaneous documents, to embrace Department reports and all other documents not properly belonging in the several series specifically connected with the two Houses of Congress or not special sets of publications.

Each volume or set should have at its end an index to that volume or set only; there should be a separate annual index to all Government publications of the year, whether by Government subscription to individual enterprises or by public provision; and there should be ultimately a systematic and comprehensive subject index to all governmental publications, but not until a plan has been matured after full consultation with the best bibliographical authorities inside and outside the Government service.

Every Government publication should be sent, as soon as issued or bound, to public depositaries of the first class, which should include every State library and the leading library for public use in the great centers of population. A select list, to embrace the statutes, President's message, census

volumes, copyright lists, and other issues of universal interest, and such other issues as may be of special interest, should be sent promptly to public depositories of the second class, which should include such other libraries as can make good use of such documents, such libraries to be registered on application of the librarian or proper officer, stating the locality and character of the library, its present or prospective shelf room, its facilities for reference use, the character and distribution of its readers, and the lines of documents serviceable to its constituency, such application to be indorsed by the proper Senator or Representative.

All documents deposited to be subject to transfer or recall, in case the library becomes dead or fails to provide adequate accommodation and facilities for their use.

The distribution should be through a central mailing office and bureau of distribution, except where, as in the case of serial issues, which should be sent in first mail, time can be saved by mailing direct from the office of publication, such bureau to be a division of the Government Printing Office, or Library of Congress, or Department of the Interior. This bureau should receive all orders from Congressmen, the Departments, etc., and should keep check-lists to prevent unintended duplication. This bureau should also be the general depository of all unissued documents.

Recognizing that such results must be accomplished step by step, your committee would confine present action to the following resolution:

"Whereas the present lack of system in the printing, binding, indexing, and distribution of Government publications results in great waste, probably exceeding $500,000 yearly, with a maximum of inconvenience to Congressmen as distributors, and a minimum of convenience to their constituents: in supplying to libraries publications which they do not and can not use, and denying those which would be especially useful to their local public; and in an entire confusion as to arrangement, indexing, and binding,

"*Resolved*, That the American Library Association, assembled in conference at San Francisco, learns with gratification of the special investigation into the printing and distribution of public documents, undertaken by the Joint Committee on Printing of the two Houses of Congress; and

"*Resolved*, That this association proffers to said joint committee, through its standing committee on public documents, its hearty cooperation in promoting better methods of issuing and distributing the many valuable issues included among Government publications.

"*Resolved*, That the A. L. A. hereby extends its hearty thanks to the honorable the Secretary of the Interior for the useful work accomplished in his Department in utilizing Government publications by the exchange of volumes to complete sets, and trusts that this work may be continued and extended.

"*Resolved*, That the A. L. A. appreciates heartily the enterprise shown by Mr. J. H. Hickcox in his valuable Monthly Catalogue of Government Publications, and commends the work to libraries for support which will insure its completion and continuation."

Mr. MANDERSON. Mr. President, I spoke a moment ago of the establishment in the Interior Department of the superintendent of documents. This matter has been frequently referred to. I do not know for how many years the present efficient superintendent of documents has filled that place.

Mr. TELLER. About eighteen years.

Mr. MANDERSON. Probably ever since the organization under this law; eighteen years I am told by the Senator from Colorado [Mr. TELLER]. Now, I think no man knows Dr. Ames who has not a very hearty admiration for the faithfulness and the intelligence with which he has performed the duties which have devolved upon him. I do not wonder that this gentleman felt a little restive under the criticisms that had been made, not upon him, for no gentleman has condemned him, but upon his methods somewhat, and I was not surprised to receive from him on Saturday last this letter. As it reaches some of the objections which have been made by the Senator from Missouri, I will ask the privilege of reading it. It is addressed to the chairman of the Committee on Printing of the Senate:

DEPARTMENT OF THE INTERIOR,
Washington, February 13, 1892.

DEAR SIR: In the discussion of certain provisions of the printing bill in the Senate on Thursday last reference was made to the superintendent of documents in the Department of the Interior as interested in and as having suggested these provisions—in fact that he was the author of this part of the bill. This you emphatically denied, as these provisions were already incorporated in your draft of the bill before you submitted it to the inspection of that officer. To be sure, it was not alleged that he was actuated by any evil purpose, but only by a natural desire and ambition to enlarge the scope of his office and to build up a large bureau or department, etc. It may not be

improper, therefore, for me, as at present the superintendent of documents, to say that while the bill presented by the Joint Committee on Printing does embody many of the recommendations and suggestions repeatedly made in my annual reports—

And I want right here to give this gentleman credit for having called the attention of Congress time and again to the evils that we propose to remedy, and his reports have been valuable contributions to the information upon the subject—

these are by no means exclusively my own. The same views have been expressed by many officers of the Government, and by many of the most prominent librarians of the country; while of the members of Congress who have from time to time examined the system under which documents are distributed by my office, not more than two have ever expressed anything less than a hearty approval of the same, as I believe nine-tenths of the members of the present Congress would if they would investigate the system, and if they desire this part of the public service conducted on business principles.

I beg leave to say that no personal ambition or desire has at any time led me to adopt methods of administration, or to make recommendations to Congress or to the Committee on Printing, which I did not believe to be for the good of the public service, for the greater convenience of members of Congress, officers of the Government and the public at large, and promotive of economy in the expenditures of the public money. And from a somewhat lengthy experience in dealing with this whole question of public documents, I am absolutely certain that if the bill under consideration is enacted into a law without material changes it will accomplish, in large measure, the three ends above specified.

I think, too, that as soon as members of Congress and others interested become accustomed to the new methods proposed, the great majority of them will regard with entire satisfaction the change from the inconvenient, extravagant, and generally vicious methods that have so long prevailed. From my point of view, it is simply a proposition to introduce business principles into the conduct of this branch of the public business; to deal with it, as far as possible, as any business man would were it his own private affair.

I find on examining the bill that it provides for the printing and distribution annually of more than 800,000 volumes of public documents, exclusive of those issued in pamphlet form, of those published for distribution to depositories of public documents, or for the personal use of members of Congress, of all publications of the Executive Departments for their own use, and of all documents issued upon special resolution or order of Congress. What the amount of all these will be it is difficult to determine. The reports of the Eleventh Census alone will probably not be less than 500,000 volumes. But of the sum total at least 800,000 bound volumes will, if the old system continues, be issued for distribution annually by three or four different agencies, each in ignorance of what the other is doing, viz, by the Senate, the House, the Department, and sometimes the bureau of the Department. Now, a very careful record in the case of the reports of the Tenth Census, which were all distributed by one office, shows that about 10 per cent of the orders received were duplicates; that is, had these reports been distributed in the usual way 50,000 out of 500,000 volumes would have been sent in duplicate or triplicate. Of a single list of thirty-five names of persons submitted to receive two volumes of that census, thirty-two were found to have been already supplied. This was an unusual case, but it illustrates the principle.

And this discovery was made simply because of the system proposed to be introduced by this bill applying to the distribution made by members of Congress the general principle that has permitted these abuses to be discovered.

The same thing is shown also by the fact that more than 600 volumes of Agricultural Reports have been returned to my office by a single library, in which they were duplicates, and that from another library were received more than 3,500 volumes. This duplication in the distribution of documents is very much increased by the fact that three and sometimes four editions of many documents are issued with as many different titles.

There is therefore no doubt, in my judgment, that of the 800,000 volumes to be annually distributed, not less than 50,000 will go in duplicate, if the old methods are continued. Whether to prevent this it is worth while to make any change, it is of course for Congress to determine. The saving that might be effected would, however, go far toward, if not much exceed, the entire cost of the office of superintendent of documents, as proposed in the bill.

There are, however, other provisions of the bill relating to this office of perhaps equal importance. One is that relating to the preparation of a comprehensive index of public documents. Nothing is more needed in connection with the publications of the Government by members of Congress, officers of the Government, public libraries, and all others who have occasion to consult them.

No one will deny the fact that it is the one need, and the Senator from Missouri has frequently expressed himself as desirous of an indexed catalogue of the character spoken of.

At present we have no such index, nor can any one tell exhaustively what has been issued, and often when one knows that a certain report or other paper has been printed he is unable to ascertain where it is to be found. All these difficulties can be readily remedied by the preparation and publication of a proper index. Partial indexes are prepared, indexes of certain series of documents, etc., all of which are paid for; but they are not what is desired, nor do they meet the requirements of the case. If the provisions of the bill in this particular become law, these partial indexes can be discontinued and all that expense saved, which will two or three times over pay the entire cost of preparing a thoroughly satisfactory index.

Another important provision is that relating to the sale of documents. The difficulty now is that few if any know what documents can be purchased, or from what office, or what is the price, though there are hundreds and thousands that would avail themselves of the opportunity to purchase if they had this information. The proposition, therefore, to centralize this business and to put it in the hands of an officer whose duty it would be to supply all documents available for sale, and to give full information on this whole subject, is a movement directly in the interest of the public at large and of saving to the Government.

Such an office as that proposed in the bill would subserve in many other ways the convenience of members of Congress and the public at large, as it would be the source from which full and accurate information could at any time be obtained in regard to this whole subject of public documents. The experience of many members of Congress will, I believe, confirm the strongest assertions that might be made regarding the convenience and value of such an office.

I observe that the question of the aggregate saving which will be accomplished by this bill is variously estimated. Of course it is impossible to make anything more than an approximate estimate until the experiment has been tried. That it will diminish the cost $500,000, figures, I believe, named by some persons, will not, I think, be the case. In my judgment it will not be more than $300,000, basing the estimate upon what has been hitherto done in the way of printing and what the bill itself proposes. Of course Congress can readily increase the amount of expenditure for printing almost indefinitely by continuing to pass special resolutions ordering the publication of documents either not named in the bill or in excess of the number specified.

In estimating the saving it must be borne in mind that many thousand dollars per annum are now expended in hauling documents from the Printing Office to the various Departments and offices and thence to the post-office which could in a large measure easily be prevented. Furthermore, the centralization of the distribution of documents in one building would relieve many of the Departments of the necessity of maintaining document rooms, so that this expense could be avoided and the rooms made available for other purposes. This is true also of the document rooms of the Senate and House. It is necessary to pay rent for extra buildings, either for the use of the House or Senate, or both, to accommodate their documents.

I read in the RECORD, in the report of the proceedings of last Thursday, the fact that the House of Representatives had taken action with reference to the re-renting of a building upon Pennsylvania avenue, for which we are paying, I believe, $125 or $150 per month, and the statement was made that in that place there are now 300,000 volumes of public documents and that they are coming in at the door at the rate of 3,000 a day. I do not think that statement needs any comment, supplemented with the statement that in this building there are probably 1,000,000 documents waiting distribution that are without any distributing power, unless it is taken by the action of this bill or by some action of the two bodies such as was described by the Senator from Mis-

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souri. It seems to me, upon these statements, the evil is of such magnitude that we ought to find a remedy for it.

Of course until the accumulations of undistributed documents here and there in the city have been disposed of folding rooms for the assortment and wrapping of these documents must be provided, but as soon as this is accomplished there ought not to be any necessity for the renting of extra rooms for storing documents, as, the surplus once cleared away, it is probable that the ordinary provisions for the storage of documents will be found adequate.

Taking all its provisions into consideration, it seems to me that the bill under consideration is one of the most thorough and carefully prepared measures ever proposed, and I sincerely hope that it may meet the approval of both Houses of Congress.

Very respectfully,

JOHN G. AMES,
Superintendent of Documents.

HON. CHARLES F. MANDERSON,
Chairman of Committee on Printing, United States Senate.

Mr. President, I do not think that any member of this body who knows this gentleman will be disposed to underrate the value of that testimony. He is the expert upon that question, and upon the matter of the publication and distribution of public documents there are not many who are experts. It is not an attractive subject; it has not been a pleasant or a comfortable thing to go through this great mass of legislation and attempt to give it form and shape; it has not been a pleasant or comfortable thing to take this great mass of testimony and to winnow and reduce it down to that which was legitimate and germane to the subject under consideration.

The motion of the Senator from Missouri is to strike out the sections from 62 to 73, inclusive. I say it is emasculating, it is destructive of that which I believe is the best feature of this bill; and I do not believe that the Senator from Missouri, when he gives the matter that full and careful consideration which he gives to all public questions, will feel it incumbent upon him to go to the extent at least of destruction.

Now, a word or two as to what these provisions are. Section 62 simply provides how this officer shall be appointed. We provide that he shall be appointed as the Public Printer is appointed, nominated by the President and confirmed by the Senate. The proposition was made to the committee that he should be elected by Congress. That was tried in the case of the Congressional Printer. For many years the Printer of Congress was elected by the two Houses, but it was found that the best result was not obtained, and it led to infinite trouble, and of such character that Congress at last was glad to pursue the other course, and have the Public Printer appointed by the President and confirmed by the Senate.

The proposition has been made that this officer should be appointed or selected by the Joint Committee on Printing. I do not think that there is any member of the joint committee, at least as it is now constituted, who wants any increase of patronage. I certainly do not, and I think I can speak for my colleague, the Senator from Connecticut [Mr. HAWLEY], that he wants no such power as this. It was because this seemed to be the constitutional method, the usual and the best method, that the provision was put in the bill.

It further provides that he shall have the general supervision of the distribution of documents, but the bill as amended provides that he shall not have the distribution of those printed for the official use of the Executive Departments and those printed for the use of the two Houses of Congress, which are to be distributed or delivered ready for distribution to Members and Delegates

upon their order. Can it be contended for a moment, with this provision in this section, that it is not within the power of any member of Congress to distribute his documents exactly as he distributes them to-day? It seems to me not, and I do not think that was so under the bill as it was originally written, certainly not as amended.

The next provision that is proposed to be stricken out is section 63. I do not think that that language is subject to the construction put upon it by the Senator from Missouri. As originally written it did say that:

All orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments shall be sent to the superintendent of documents.

Mr. COCKRELL. Read the first part of it.

Mr. MANDERSON. I will read it.

SEC. 63. He shall keep the document account of members of Congress and Departments, and on request of any Senator, Representative, or Delegate, shall promptly furnish a statement of documents standing to his credit.

Mr. COCKRELL. He must keep it.

Mr. MANDERSON. He must keep it. He keeps the document account. In other words, he must do exactly what the superintendents of the folding rooms of the Senate and of the House do to-day. The efficient superintendent of the Senate folding room, Mr. Hickcox, keeps books. He has the document account of every Senator. He furnishes periodically on the request of any Senator his document account, showing exactly the residue of any number of documents standing to his credit, and a reference to his book will show the original number that was issued and the number that has been distributed on his order, either by slips or labels or by distribution by the Senator himself.

All that is kept to-day, and that is no innovation; it is no change, except that, instead of the superintendent of the folding room keeping this account, it is kept by the superintendent of documents, whom it was supposed would keep the books for the entire matter of distribution.

But whatever may be the difference between the Senator and myself as to the construction of the language in section 63, he lost sight of the fact—and I do not wonder at it, for by some blunder the words were omitted in the reprint of the bill—that at the beginning of line 5——

Mr. COCKRELL. If the Senator will permit me, I did not lose sight of the fact, because the sight was not to be seen.

Mr. MANDERSON. Perhaps it was not within the scope of the Senator's observation, but I wonder, with the attention the Senator had given to this bill from its earliest stages, that his memory did not serve him to remember that, on the suggestion of his colleague [Mr. VEST], I introduced an amendment, which placed in the beginning of line 5 the words "when desired," so that it read:

When desired, all orders for the distribution of documents by Senators, Representatives, or Delegates, and Departments shall be sent to the superintendent of documents on franked or other labels, or in lists.

What is the present method of the distribution of documents by members of Congress? Some pursue one and some another, and some, I am sorry to say, never distribute at all, or do it to such a limited extent that you may say they do not do it at all; but by those who distribute the publications of the Government there are two methods. Either a member of Congress has the documents that are to be issued by him sent to his room and he or his clerk, with much labor, direct them, frank them, send them out, and keep a list of those to whom they are sent, or they send a list of names to the superintendent of the folding room, or else they take the small patch that we put upon a book and put the list upon it, each man's name being upon a separate paper, frank it, and send it to the folding room, upon the back of it mentioning the document that is to be forwarded. The latter is, I think, the more general and the favorite method; at least it has been my method. I have found it much more convenient to take this course than to have these books brought to my room, and with this infinite labor and trouble address them. So it is simply proposed to continue the present system. When desired, this system can obtain, and when it is not desired, the Senator can issue by the old and more laborious process. So it seems to me that that criticism or condemnation should not be made.

The next provision that was objected to was that here was a system of bookkeeping which would entail an enormous amount of labor and very great expense, a system of registration by card index or otherwise, leaving it to him to select that which will be best from the standpoint of convenience and economy, as well as prevent duplication, and such a system of notification by mail as will secure the reception of documents by the parties in whose behalf they are ordered. I do not know what may have been the experience of the Senator, but certainly it has been my own that there has been a very frequent miscarriage of valuable documents. They do not seem to receive that careful handling on the part of the officials of the Post-Office Department which is given to mail matter of a different character and that is presumably more valuable. It has been my frequent habit, as it is, I know the habit of many other members, when a document is sent to forward a notification of the fact by mail. In many instances I have sent documents so as to insure their distribution where they were of value and importance to the party by registered letter, so as to save as far as possible this loss of documents.

I do not think that this method will be one which will entail the amount of expense and labor depicted by the Senator. The documents issued annually, while great in number, do not entail any great amount of bookkeeping for the purpose of keeping the record of them, but, as I said when the Senator was condemning this section, I am not tenacious for that provision. I care nothing about it. It would be so easy to eliminate from this section that feature, if it is objectionable, and save this expense, which it seems to me would be trifling. If you desire to hang on to it, do so. It seems to me we should certainly cling close to the provision which provides that where a Senator does desire that his documents should receive an orderly and a business-like distribution, he can have it if he desires. I know it would be a saving of very great labor if you could throw upon this efficient officer that duty which is now performed either by members of Congress or by their clerks, that of keeping the record of the documents and sending out the notification and performing the manual labor of handling the documents themselves.

I need not comment upon the proposition, but it certainly is not desirable to strike out the provision that looks to the pre-

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vention of the duplication of public documents. I mentioned an instance of a valuable document in the folding room of the House of Representatives, where it was found that 40 copies had been sent to one individual upon the orders of members of Congress. Congressman Smith receives a request from some one in any part of the country—it may or may not be in his own State—and he is asked to send a certain document to the applicant. He does not hesitate to do it, and in this instance thirty-nine other members of the House of Representatives had received similar requests and furnished this speculator—for such he must have been—with this document.

Mr. President, I will not take the time, except in a very general way, to refer to the other sections which are proposed to be stricken out.

Section 64 reaches the very desirable result, as it seems to me, of making one—with the exception of certain documents that are excepted here, like the laws of the United States, which are sold by the Secretary of the Interior—making one place charged with the sale of public documents, so that any man may know to whom he can write for the purpose of ascertaining the cost of any publication and of procuring it if he wishes to purchase it.

The next section, 65, which it is proposed to strike out, is that which provides for the index of public documents. This duty we have thrown upon the superintendent of documents, and I submit that under this bill, by the imposition upon him of these additional duties, he certainly will earn the salary which it is proposed to pay him.

This index, I think, is a matter of such value that the Senator from Missouri would not desire to get rid of it. It is proposed that he shall issue monthly an index of Government publications during the month, and prepare and publish in one volume a consolidated index at the end of the year.

Section 66 provides simply for the matter of a report showing what has been the performance of his duty.

Section 67 is the section that abolishes the office of superintendent of documents in the Department of the Interior.

Section 68 simply provides that the official correspondence of the superintendent of documents shall be carried free in the mails, and that he shall be entitled to frank public documents, using for his mail purposes the usual penalty envelopes.

Section 69 is that the Public Printer shall furnish the superintendent the blanks necessary for his purposes and that the Sergeant-at-Arms of the Senate, the Doorkeeper of the House, and the Public Printer shall provide convenient office, storage, and distributing rooms for the purposes of this bill.

Section 70 is one which it seems to me is of very great value. We have declaimed at length and loudly about this great accumulation of material, and here is an intelligent method by which it can be disposed of and we can satisfactorily dispose of these perhaps millions of books rotting and molding in the vaults of the Capitol, and they can be taken out in the daylight and distributed all over the country where they will do some good. I submit, with the amendment which is found at the close of the section, that it makes a fair and consistent distribution by the

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superintendent of documents.

§ 1711 Section 71 provides for catalogues to be issued at the end of each month. I confounded a moment ago the index with the catalogue. The section provides that—

On the 1st day of July of each year he shall prepare and print in pamphlet form for distribution and sale 2,000 copies of a catalogue of Government publications issued during the year, giving the price of each and where purchasable.

Certainly a most valuable thing to have, one that we have all felt the need of, and I have no question but that this official, when fairly under way, subject to the direction of Congress, will be charged with the duty of taking up the work, where Maj. Poore left it, of preparing an index and catalogue of Government publications that will properly supplement the Descriptive Catalogue of Government Publications which was issued some years ago by Maj. Poore as the clerk of printing records. That can very easily be done at any time.

Section 72 is a provision that is designed to reach the libraries of the country other than designated depositories. The designated depositories are those that are mentioned to the superintendent of documents by members of Congress; that are named to him by each Member of the House and by each Senator in his own State, and, besides those, there go publications to the State and Territorial libraries. There has been an enormous request from all parts of the country that other libraries not designated depositories, of smaller pretensions, should receive Government publications, and the object of section 72 was that of this cream of the Government publications issued in extra numbers for distribution by Congress there should be a distribution through the superintendent of documents of at least a portion of them.

§ 1909 Section 73 provides for an investigation of the condition of the present designated depositories, so that those which have ceased to be public libraries or have such a limited number of books as not to be worthy of the name of libraries should be expunged from the list of designated depositories.

These, then, are the sections which it is proposed by the motion of the Senator from Missouri to strike out. I hope that instead of taking that course he will seek to remedy any evil which exists here—that he will seek to explain in the apt and choice English which characterizes everything that he says and writes—that he will seek to explain in that way and make clear and straight anything that is dull or crooked. I hope he will give us the benefit of that action.

I simply desire to give, as near as I have been able to gather it, what is declared by those who are expert to be the minimum saving of this bill, and this is based upon the changes made by the bill. For instance, the increase of 200,000 volumes, amounting, I think, in cost to about $80,000, of the Agricultural Reports, on the motion of the Senator from Texas [Mr. COKE]—counting that as an expenditure for 500,000 copies of the Agricultural Reports, I find that the provision of the bill makes this saving, as near as I can come to it. The saving on the present system of issuing envelopes and matters of that sort will be $13,863. That is reached by taking the estimates made by the different Departments obtained since Saturday last. The saving in printing is $175,000. The saving in handling the output of the office by this provision is estimated at $38,000, making a total minimum saving, which ranges from this to a much larger amount—it is very difficult even to approximate it—making a saving of at least $226,000 annually by this bill with the amendments.

I do not apprehend that this office—not created, but this office changed—carried from the Interior Department to the Public Printing Office or to this Capitol, will grow to the proportions or to the dimensions predicted by the Senator from Missouri. That is within our own control. The Committee on Appropriations have full power of that matter, and I really think that there will be no greater expense by this new method than by the existing method.

With these considerations, Mr. President, I appeal to the Sen- §1702 ator from Missouri not to attempt a destruction of that which is so important, but to help me, if he thinks it should be helped, to put it in a form that will be acceptable to the Congress of the United States.

Mr. COCKRELL. I made the motion to strike out all that part, but criticised in my remarks on Thursday last only certain provisions of it. I am very glad to see the Committee on Printing inserting section 71, which reads:

§ 1711 SEC. 71. A catalogue of Government publications shall be prepared by the superintendent of documents on the first day of each month, which shall be printed in the Official Gazette of the Patent Office, and during sessions of Congress also in the CONGRESSIONAL RECORD, and shall show the documents printed during the month, where obtainable, and the price thereof. On the first day of July of each year he shall prepare and print in pamphlet form for distribution and sale 2,000 copies of a catalogue of Government publications issued during the year, giving the price of each and where purchasable.

Mr. President, that is only following in the track of a bill under which a descriptive catalogue of Government publications was published some years ago, and I had a fight here to secure the passage of that bill for three different Congresses. I introduced a bill, and I had to press it before three Congresses before I could get it through. Finally it passed, and the large volume, known as the Descriptive Catalogue of Government Publications, was the result.

The defect in this provision is that it does not bring up that catalogue of Government publications from the date of that publication to the present time so as to complete it. That is my criticism of that section.

As to section 64, about the sale of public documents, that is all right. I have no objection to that. I have no objection to the comprehensive index of public documents, beginning with the Fifty-second Congress, except that I want it to go back a little further than that and to make it more complete. What I object to is a reflection upon the Senators and Members of the House that they do not know how to distribute their documents, and that we establish in this bureau of documents a record of the name of every person to whom any Senator or Member of the House of Representatives desires to send a document, while at the same time the documents are kept in the Senate and House document rooms. There is a duplication of unnecessary work.

As to the approval of this bill by the public libraries, as a matter of course they approve it. What have they to do with the distribution of documents to the interior of this great country, to the millions of people who are not living within the reach of the large cities where these libraries exist? They know nothing about the distribution to the masses of the people. The libraries are for the convenience of furnishing reading matter to the places where they are located, to the residents there within access of them, and they are in large cities.

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I favor that clause of the bill which provides for the distribution of documents to other than the designated depositories, because I am glad to know that libraries are being established in the smaller towns, in the smaller cities and villages, and they ought to be supplied. I am perfectly willing to agree to that. But, Mr. President, I seriously object to placing the documents of any Senator or Representative under the control of the superintendent of documents, and requiring the Senator or Representative to furnish a list of names and the post-office addresses of all persons to whom he desires documents sent, and that list to be kept as a permanent register. That is the point I object to. I know there are good features about this bill.

Mr. VEST. Mr. President——

The PRESIDING OFFICER. Does the Senator from Missouri yield to his colleague?

Mr. COCKRELL. Certainly.

Mr. VEST. I ask my colleague if section 62 does not do away with that objection? The amendment that was made to it was intended to do away with it.

Mr. COCKRELL. I do not think it does.

Mr. MANDERSON. I call the attention of the Senator from Missouri also to the fact that there was an omission of the amendment in the reprint of the bill in line 5, page 25, of the words "when desired."

Mr. VEST. They were left out.

Mr. COCKRELL. As it is, it does not do away with the objection.

Mr. VEST. I ask my colleague to point out why it does not, because I was under the impression, as it reads now amended, that it is entirely optional with the Senator or Representative whether these documents shall go to the superintendent of documents or not.

Mr. COCKRELL. Not at all.

Mr. VEST. Here is the language of it:

The President of the United States shall nominate, etc.

Here the committee prescribes the duties of the superintendent:

He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for the special official use of the Executive Departments and those printed for the use of the two Houses of Congress—

As I understand that, it takes the custody of those documents from the superintendent.

Mr. COCKRELL. Not at all. Read further.

Mr. VEST. Very well:

Which are to be distributed or delivered ready for distribution to Members and Delegates upon their order.

My understanding of that amendment is, that if my colleague wants the superintendent of documents to distribute, and furnishes him a list voluntarily, the superintendent shall do so. If I, on the other hand, do not choose that the superintendent shall have my list, I simply send to him an order to send me my documents, and he is compelled under this section to do it. It is subject to the order of Senators and Representatives. I state frankly that I never would vote for the bill, as I stated the other day, if the construction of my colleague upon that section were correct. The objection I made to the bill, and to remove which I offered that amendment, was that the superintendent of distribution, or whatever he may be termed, should not have the list of any Senator or Representative unless he chose.

Mr. COCKRELL. If that were the only section of the bill it might be interpreted as my colleague thinks, but section 63 says the superintendent of documents—

shall keep the document account of members of Congress and the Departments.

Mr. VEST. If my colleague will permit me, that seems to me not to militate at all against the amendment to which I have alluded. That is simply a list of documents to which I am entitled, that is all, and that is done now. I can inquire now as to what documents are coming to me under my quota.

Mr. COCKRELL. As a matter of course you are furnished with it. Then the next section which I criticise says:

All orders for the distribution of documents by Senators and Representatives or Delegates and Departments shall be sent to the superintendent of documents.

Mr. VEST. The words I referred to are left out.

Mr. MANDERSON. Yes, the words "when desired."

Mr. COCKRELL. They were not in the bill when I criticised it.

Mr. MANDERSON. The action of the Senate had put them in.

Mr. COCKRELL. They were not printed in the amendments.

Mr. MANDERSON. I admit that fact.

Mr. COCKRELL. And the Senator himself did not call attention to it.

Mr. MANDERSON. But why waste blows upon something that is not here to strike? Why not hit the existing, instead of simply the imaginary?

Mr. COCKRELL. Wait till we get a little further on. My colleague may be correct in his interpretation. If he desires to fill his house with public documents and retain them there until he wishes to distribute them he would have the right to do it, but I do not propose to have that the law if I can help it. I think the documents to which I am entitled should remain there until I can have time to distribute them, and then I can distribute them without furnishing a list of names. There is the difference. The Senator can send, under the law as it is now, and have all these documents shipped to his house the moment they come out. Then he or his clerk would have to direct each one specifically, whereas now we leave them in the Senate document room, and we send a list of franked slips there, and they are sent off. The only trouble we have is to frank the slips, put the names upon them, and then upon the back the address.

Mr. President, I know there are some good features about having these documents all under the charge of a superintendent of documents. I appreciate that fact. I am not disposed now to pick a quarrel with the Committee on Printing because they have allowed for years and years past eighteen standing committees of the Senate to receive a great mass of documents, which they put in sacks and send down to the basement of the building, nor am I disposed to criticise the Committee on Public Printing because they have permitted an enormous number of volumes of the CONGRESSIONAL RECORD and other documents to be printed for the Senate library which could not find space there, and put them into sacks and sent them down to fill the halls and walls of the basement. Not at all, Mr. President.

These are the only documents that are there. They ought to be taken out. Not only that, but we ought to go a little further. Go to many committee rooms of the Senate to-day and you will find in bookcases all around the walls hundreds of documents that are of no earthly use to the committee. They do not belong to the subject-matters that that committee considers; and they ought to be taken out and put with these documents.

But, Mr. President, you ought not to take from the basement of this building all the documents that have been stored there. We need to complete the sets in the Senate library and we need out of the number there to complete the sets in the Congressional Library before they are sent elsewhere. When that is done, the rest of them ought to go to the superintendent of documents, or the Senate ought to pass an order for their distribution. That is in the control of the Senate, however.

Now, Mr. President, I did not criticise Dr. Ames, the superintendent of documents in the Interior Department, but I stated what is a fact, that if the system of keeping a record of every name that is sent by every Senator and Representative to him is carried out the books will be multiplied, and a clerical force will be necessary, and the expenditure that will be made will overreach all we economize in this bill, and I say so again. There would be over 500,000 documents to be distributed, probably 1,000,000 or 3,000,000 perhaps in all, and if he has to keep a record of the names of all to whom documents are sent, and then has to write a letter to every one of them, and then to notify each Senator that he has attended to his request, it would be an enormous labor, and in the end the force would have to be largely increased.

But, Mr. President, I see that the Senator from Nebraska has so much set his heart upon having some of the provisions in regard to this document room retained in the bill that I am perfectly willing to let him have his way. He only aims at what I do, I think, and I know I aim to get the best possible printing bill. I am willing to propose an amendment striking out all the clauses that refer to placing the documents of Senators and Representatives under the control or the direction of this superintendent of documents unless they specially so request. If any Senators want to have their documents distributed through that room I am willing to let them have it done. I think each Senator is competent to attend to his own matters of that kind—more so than the whole Senate or the whole House. He can have his documents placed there and distributed under this bill, but do not let us require him to place them there by law. In pursuance of that suggestion I move, at the end of section 62, to add:

by the superintendents of the document rooms of the Senate and House.

The bill would then provide for the distribution of documents by this superintendent "excepting those printed for the special official use of the Executive Departments and those printed for the use of the two Houses of Congress which are to be distributed or delivered ready for distribution to Members and Delegates upon their order by the superintendents of the documents rooms of the Senate and House." That would make it perfectly plain,

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and there could be no question about it. They would be distributed then as they are now. Instead of sending your order and bringing all your documents from the superintendent of documents to your house, or being compelled to send him your list, you would distribute them just as you distribute them now.

Mr. CHANDLER. Let me ask the Senator whether the bill does not provide exactly that now?

Mr. COCKRELL. What is the Senator's question?

Mr. CHANDLER. Does not the bill provide that a Senator may have his documents to send now, just as it reads?

Mr. COCKRELL. Not at all.

Mr. CHANDLER. Without the Senator's amendment?

Mr. COCKRELL. No, sir; you have got to take them all to your house if you get them. That is the only way you can do it.

Mr. CHANDLER. I do not see that the language is as the Senator suggests. The bill does not say that you must take them to your house.

Mr. COCKRELL. That is the only way you can do it. You can not distribute them upon your order in any other way than to furnish a list or bring them to your house or your committee room.

Mr. CHANDLER. Where is that clause in the bill?

Mr. COCKRELL. It is in every line of it. The Senator certainly has not read it if he does not understand it that way. "He shall keep the document account of members of Congress." * * * "All orders for the distribution of documents by Senators," and so on. But let us make it perfectly plain. There is no trouble about that.

Mr. CHANDLER. The Senator does not want to needlessly amend the bill. As I understand the amendment on page 24 as proposed by the committee, it says that the documents shall be delivered at this room "ready for distribution to Members and Delegates upon their order." That does not say that they shall order them to be sent to their house. I ask the chairman of the committee whether there is any doubt about this provision as it stands.

Mr. MANDERSON. I have no doubt about it; but to make it still more binding, if the Senator will turn to line 5 of page 25 and insert the words "when desired," he will have the bill as it has thus far been enacted.

Mr. CHANDLER. What I hate is to put the Senator from Missouri to the trouble of amending the bill when it is perfectly plain now as it stands.

Mr. COCKRELL. The bill is not perfectly plain now, and the

Senator from Nebraska as much as admits that by proposing an amendment there. I propose to add another word or two to place it beyond all question.

Mr. MANDERSON. I hope the Senator will pardon me. My amendment was not an admission of anything of that kind. It was simply a sop to the whale and an effort to get rid of this technical objection.

Mr. CHANDLER. I do not think the Senator from Nebraska ought to use that language; but I understand that he does not admit that there is any defect in the proposed law as it now stands, and I do not see why the Senator from Missouri will not take the committee's bill instead of putting in an amendment when the language is perfectly plain as it now stands.

Mr. COCKRELL. I know it is not plain just as well as I know that I am standing on this floor. No Senator who will look at it coolly and dispassionately can say that it is plain. It reads "excepting those" documents "which are to be distributed or delivered ready for distribution to Members and Delegates upon their order."

Upon their order to whom? To the superintendent of documents. You can not get around it. Talk as you please, all the documents go to the superintendent of documents, and a Senator can only get them out upon his order. I say let them go to the superintendent of the Senate folding room and to the superintendent of the House folding room, and then if the Senator or the Member wants to place them under the superintendent of documents he can so direct. That is the difference. Is the Senator from Nebraska willing to make that change?

Mr. MANDERSON. The change suggested?

Mr. COCKRELL. That the bill shall be so amended that there shall be no controversy that the documents intended for Senators and Members of the House shall go to the Senate folding room and to the House folding room unless the Senator or Member of the House requests them to go to the superintendent of documents?

Mr. MANDERSON. I am perfectly willing to have that done in choice English.

Mr. COCKRELL. Then fix the language to correspond.

Mr. MANDERSON. I shall put in that amendment, for I do not think it changes the bill in the least. It simply makes its diction probably more elegant, and I am always desirous for such a result.

Mr. COCKRELL. Then I have no objection to certain other portions of the bill, if that amendment is made. To make that amendment I suggest that after the words "upon their order," line 14 of section 62, we add:

By the superintendents of the document rooms of the Senate and House.

Striking out the period and inserting a comma. There will be no question about it then.

Mr. MANDERSON. I do not object to that.

Mr. COCKRELL. I offer the amendment while my motion is pending, which I can do, and if it is agreed to, I shall then withdraw the motion.

The PRESIDING OFFICER. The clerks inform the Chair that there is no line 14 in section 62.

Mr. COCKRELL. The clerks have a print then that nobody else has. I have a print of the bill with the amendments.

Mr. MANDERSON. I will give the line to the clerks in a moment.

Mr. COCKRELL. It is on page 24, at the end of section 62, and the last line in section 62, according to this print, is line 14, which has in it only the words "upon their order."

The PRESIDING OFFICER. It is due the clerks to say that the original bill, which was at the Secretary's desk when the consideration of the bill commenced, is kept at the desk, and that is the bill the clerks use.

Mr. COCKRELL. As the clerks have a different bill we can not propose any amendmehts to the lines indicated in this print, but it is at the end of section 62.

Mr. MANDERSON. That will designate it.

Mr. COCKRELL. There is no trouble about finding the place where it comes in; at the end of section 62. I move to add:

By the superintendents of the folding rooms of the Senate and House of Representatives.

The PRESIDING OFFICER. Does the Senator from Missouri desire action upon the amendment now?

Mr. COCKRELL. I do.

The PRESIDING OFFICER. The clause will be read as proposed to be amended.

The Secretary read as follows:

Excepting those printed for the special official use of the Executive Departments and those printed for the use of the two Houses of Congress, which are to be distributed or delivered ready for distribution to Members and Delegates upon their order by the superintendents of the folding rooms of the Senate and House of Representatives.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Missouri.

The amendment was agreed to.

Mr. COCKRELL. I move to strike out lines 1, 2, 3, and 4 of section 63, in the following words:

He shall keep the document account of members of Congress and Departments, and on request of any Senator, Representative, or Delegate shall promptly furnish a statement of documents standing to his credit.

Mr. MANDERSON. I have no objection to that amendment.

The VICE-PRESIDENT. The question is on agreeing to the amendment proposed by the Senator from Missouri.

The amendment was agreed to.

Mr. COCKRELL. As to the rest of the section, I would move to strike out, in line 5, after the word "by," the words "Senators, Representatives, or Delegates and;" and then in line 18 to strike out "members of Congress or."

Mr. MANDERSON. Let that amendment be reported.

The VICE-PRESIDENT. The amendment will be stated.

The SECRETARY. On page 24, section 63, beginning in line 5, after the word "by," strike out the words "Senators, Representatives, or Delegates and;" so as to read:

When desired, all orders for the distribution of documents by Departments——

Mr. COCKRELL. I do not know about that particular amendment. I think we had better put in such an amendment there as will authorize a Senator, Representative, or Delegate. What is the amendment there in the first clause?

Mr. MANDERSON. This is the bill as it now reads:

When desired, all orders for the distribution of documents by Senators, Representatives, or Delegates, and from the Departments, shall be sent to the superintendent of documents on franked or other labels or in lists.

I submit to the Senator that, with the changes he has already made in the bill, this simply recognizes an existing practice. It does not require that any member of Congress shall do this, but it is a recognition of his right to do it, and I hope that he will not attempt to strike out the words "Senators, Representatives, or Delegates," because I think it is valuable to preserve those words. If he wants in the direction of economy to strike out of it the system of notification by mail to the parties, while I think that will prove to be advantageous, I care nothing particularly about it. That may go out, but I certainly think we ought to have the right, if we desire it, to distribute by this system.

Mr. COCKRELL. Certainly, and that is what I want to get.

[1144]

I do not want to compel members of Congress to go there. That is the only point.

Mr. MANDERSON. They can not be compelled with the present language.

Mr. COCKRELL. That language will really place the whole thing under his charge, but we can make an amendment to the clause. I want to get at the first clause, "when desired."

Mr. MANDERSON. "When desired" before "all"?

The VICE-PRESIDENT. The amendment will be stated.

Mr. MANDERSON. That has been already adopted.

Mr. COCKRELL. That is an amendment agreed to which I did not know had been made. That is the point.

Mr. MANDERSON. And at the end, the word "and" in line 6, the words "from the" have been inserted; so that it reads:

When desired all orders for the distribution of documents by Senators, Representatives, or Delegates, and from the Departments shall be sent, etc.

It should read "and orders from Departments," instead of "from the Departments."

Mr. COCKRELL. I would suggest this change there:

When desired all orders for the distribution of documents by Senators, Representatives, or Delegates who may so request, and from Departments.

Mr. MANDERSON. I have no objection to that.

The VICE-PRESIDENT. The amendment will be stated.

The SECRETARY. In section 63, line 6, after the word "Delegates," insert the words "who may so request;" so as to read:

When desired, all orders for the distribution of documents by Senators, Representatives, or Delegates, who may so request, and orders from Departments, shall be sent to the superintendent of documents, etc.

The amendment was agreed to.

Mr. COCKRELL. I withdraw the motion to strike out.

Mr. VEST. Without changing the substance, I do not like the construction of section 62 as amended by my colleague, and I would suggest an amendment leaving out the words at the end of the section proposed by my colleague. It seems to me, although, of course, we understand the meaning of it, that the distribution there might apply to the documents for the use of the Executive Departments. But my amendment can be read.

The VICE-PRESIDENT. The amendment will be stated.

The SECRETARY. In section 62, line 11, between the words

"Departments" and "and," insert "which shall be delivered to said departments;" and in line 12, between the words "which" and "are," insert "shall be delivered to the folding rooms of said Houses:" and strike out, in line 12, the words "are to be" and insert in lieu thereof "and;" so as to read:

Excepting those printed for the special official use of the Executive Departments, which shall be delivered to said departments, and those printed for the use of the two Houses of Congress, which shall be delivered to the folding rooms of said Houses and distributed or delivered ready for distribution to Senators, Members, and Delegates upon their order.

Mr. COCKRELL. That is all right.

Mr. MANDERSON. It is much better language.

Mr. COCKRELL. It makes it a little more explicit. Let the clause be so amended.

The amendment was agreed to.

Mr. COCKRELL. Now, the last clause of section 63, on page 25, reads:

Exchanges of documents among members of Congress shall, upon their request, be made by the superintendent of documents.

We had better say there, "or by the superintendents of the folding rooms of the respective Houses."

Mr. MANDERSON. All right.

The VICE-PRESIDENT. The amendment will be stated.

The SECRETARY. After the word "documents," in line 24 of section 63, insert:

or by the superintendents of the folding rooms of the respective Houses.

The amendment was agreed to.

Mr. COCKRELL. The latter part of the section, from line 26, beginning "As soon as practicable after receiving and recording orders for the distribution of documents," might be stricken out.

Mr. MANDERSON. I do not object.

Mr. COCKRELL. The whole paragraph might go out.

Mr. MANDERSON. I think so, from line 26 to line 39, inclusive. I do not object to striking it out.

Mr. COCKRELL. He will have to devise a system anyway.

Mr. MANDERSON. Certainly he will.

The VICE-PRESIDENT. The amendment will be stated.

The SECRETARY. Strike out the last paragraph of section 63, from line 26 to line 39, inclusive.

Mr. MANDERSON. I have no objection to that amendment.

The amendment was agreed to.

Mr. MANDERSON. Now, as we want our English entirely undefiled, I suggest that the word "him," at the end of page 25, should be changed to "them."

The VICE-PRESIDENT. The amendment will be stated.

The SECRETARY. In line 25 of section 63, strike out the word "him" and insert the word "them;" so as to read:

And accounts of such exchanges shall be kept by them.

Mr. COCKRELL. Oh, yes, I thought that clause was stricken out entirely.

The amendment was agreed to.

Mr. COCKRELL. The Senator may be able to fix it more rapidly than myself, but I want this index of public documents to begin back where the descriptive catalogue of the Government publications ended. It is not worth while to have a little interregnum in there. It is just as well to commence work there and be done with it. I think that would probably come under section 71.

Mr. MANDERSON. Does the Senator mean to have the superintendent of documents take up the work where Maj. Poore left it off?

Mr. COCKRELL. I think that is exactly what we want to have done. Why should we have an interregnum in there?

Mr. MANDERSON. The only objection I have to that is this: I see very grave faults in that system. It was a chronological and not an alphabetical arrangement of indexes.

Mr. COCKRELL. I know; that was the trouble with it.

Mr. MANDERSON. I think if the Senator will not hamper this bill with that provision, we, at a very early day, can form a concurrent resolution that will cover this point, and then we can do it intelligently. We have in this report several different plans of indexes proposed by different individuals——

Mr. COCKRELL. Yes, I have examined that.

Mr. MANDERSON. One by Dr. Ames, one by Mr. Lowdermilk, a very intelligent gentleman whom we all know, who is a dealer in second-hand books, and there are others suggested. I think a better plan would be to allow that matter to go, and not put it in this bill, but let it be for future action. I am quite in accord with the Senator that it is very valuable we should have a topical index of Government publications, but it should not be upon the plan of Maj. Poore's catalogue; it should be upon something entirely different. I wish the Senator would let that go for the present.

Mr. COCKRELL. That descriptive catalogue was not what was anticipated by the friends of the measure. While it is valuable in many respects, it is not arranged so that the information in it is accessible. I will leave the matter, then, at the suggestion of the Senator. I do not suppose that in section 66 the clause "the aggregate number of volumes orders for the distribution of which have been received from each House of Congress" makes any difference there. They will only receive them when requested. It may be that we had better strike out those lines.

Mr. MANDERSON. On what page?

Mr. COCKRELL. On page 27, section 66. It reads:

The superintendent of documents shall report annually to Congress the number of documents received by him from the Public Printer, and the disposition made of the same; the aggregate number of volumes orders for the distribution of which have been received from each House of Congress.

I do not suppose that will make any difference there.

Mr. MANDERSON. I hope that will not be stricken out. I think we ought to have that report.

Mr. COCKRELL. Now, when we come to section 70 it is provided that—

The Secretary and Sergeant-at-Arms of the Senate and the Clerk and Doorkeeper of the House shall cause an invoice to be made of all books stored in and about the Capitol other than those belonging to the quota of Members of Congress and Delegates.

I move to insert, after the word "Delegates," in line 12, "and to the Senate library." I would suggest to the Senator that we can coöperate with the librarian and the Secretary of the Senate; that there are a great many documents in the Senate library which ought to be taken out, and yet before they are taken out and distributed to the public our Congressional Library ought to have the pick of them to complete anything they have. How many documents are provided for the Senate library?—15, I believe.

Mr. MANDERSON. Out of the usual number does the Senator mean?

Mr. COCKRELL. I mean of bound volumes for the Senate library. I do not refer to the Senate document room; I mean the Senate library. I have noticed in many places here that the number is 15.

Mr. MANDERSON. It is 15 copies, bound.

Mr. COCKRELL. As a matter of course, you will find a great many more bound volumes of the CONGRESSIONAL RECORD there. I think our Congressional Library ought to have as complete a set of all the Government publications as possible. If we have more copies there than are necessary, let the Con-

gressional Library be supplied first, and then let the remainder of them go. Therefore I want the Senate library left out.

Mr. MANDERSON. I have no objection to that. I think the matter to which the Senator refers can very safely be left to the Congressional Librarian and the librarian of the Senate. Certainly it is not a matter with which the Committee on Printing has anything to do. We are not running the libraries.

Mr. COCKRELL. But we do not want the Senate library to be encumbered with a useless number of documents.

Mr. MANDERSON. I do not object to the amendment proposed, to except the Senate library.

Mr. COCKRELL. I move, after "Delegates," in line 12, to insert "and to the Senate library."

The VICE-PRESIDENT. The amendment will be stated.

The SECRETARY. In line 12 of section 70, after the word "Delegates," insert the words "and to the Senate library;" so as to read:

Shall cause an invoice to be made of all books stored in and about the Capitol, other than those belonging to the quota of Members of Congress and Delegates and to the Senate library; and all such documents, etc.

The amendment was agreed to:

Mr. COCKRELL. In section 75, line 8, I move to strike out all after the word "rooms." The sentence reads:

All reports or documents to be distributed for Senators, Representatives, and Delegates shall be folded and distributed from the folding rooms.

I move to strike out the rest of the sentence and insert "unless otherwise ordered," so as to show specifically that a Senator can give an order for them; that they shall go to this place unless otherwise ordered.

The VICE-PRESIDENT. The amendment will be stated.

The SECRETARY. After the word "rooms," in line 8, section 75, strike out the words—

under the general direction of the superintendent of documents, and whenever in his opinion it is advisable to fold and distribute any documents from the Government Printing Office, or the storehouses connected therewith, he shall so order—

and insert "unless otherwise ordered;" so as to read:

shall be folded and distributed to the folding rooms unless otherwise ordered.

The amendment was agreed to.

Mr. COCKRELL. I should like to ask the Senator from Nebraska if we did not make the amendment on page 43 in regard to the distribution of memorials. I was talking to the Senator about it, and I am not certain whether the formal amendment was made about the distribution of memorials.

Mr. MANDERSON. I think the amendment was made. The clerks can state.

Mr. COCKRELL. Have amendments been made there on page 43? I have it noted and I do not know whether I intended to put down "amended" or "amend." I think it was amended; that is my recollection. On page 43 of the bill it reads "there shall be printed of eulogies of deceased Members, Representatives, and Delegates."

Mr. MANDERSON. It is page 41 of the bill, commencing with with line 223.

The VICE-PRESIDENT. The paragraph will be read.

Mr. COCKRELL. That has been amended, I think.

The Chief Clerk read as follows:

§723

There shall be printed of eulogies of deceased Senators, Representatives, and Delegates, 8,000 copies.

Mr. COCKRELL. That is all right. Then about either page 42 or 43 the clause in reference to the distribution of the CONGRESSIONAL RECORD was amended, was it not?

Mr. MANDERSON. I think so.

The VICE-PRESIDENT. The paragraph referred to will be read.

The Chief Clerk read as follows:

§906

The Public Printer shall furnish the CONGRESSIONAL RECORD as follows: To the Vice-President and each Senator, 44 copies.

Mr. COCKRELL. That is right. Those amendments were made. What amendment has been made on page 63? I want to be sure about that. I refer to the last page of the bill, next to the last section.

No Government publications shall be delivered to officers and employés of Congress——

Mr. MANDERSON. "Except for the use of members thereof," is my impression of what was inserted.

Mr. COCKRELL. Let the Chief Clerk read the next to the last clause.

The VICE-PRESIDENT. The Chief Clerk will read as suggested.

The Chief Clerk read as follows:

No Government publications shall be delivered to officers and employés of Congress except for the use of members thereof unless authorized by this act.

Mr. COCKRELL. That is all right.

Mr. MANDERSON. In the last line of the bill I move to strike out the word "bill" and insert "act" in lieu thereof.

The VICE-PRESIDENT. The amendment will be stated.

The CHIEF CLERK. In line 2 of section 102, page 59, strike out the word "bill" and insert the word "act;" so as to read:

All laws in conflict with the provisions of this act are hereby repealed.

The amendment was agreed to.

Mr. MANDERSON. I have one more amendment that I desire to offer. I think it should come in as an independent section, and I will move to insert it after section 98 of the changed bill.

§101

Mr. COCKRELL. The sections will have to be renumbered, the Senator understands.

Mr. MANDERSON. Oh, yes.

The VICE-PRESIDENT. The amendment moved by the Senator from Nebraska will be stated.

The CHIEF CLERK. It is proposed to insert a new section as follows:

SEC. —. Heads of Departments are authorized to exchange surplus documents for such other documents and books as may be required by them, when the same can be done to the advantage of the public service.

Mr. MANDERSON. That is to enable heads of Departments who find they have an accumulation of duplicates in their libraries to exchange them for other works needed to complete sets. It is suggested by some of the Departments, and it seems to me that it is a desirable thing to be done.

The amendment was agreed to.

The bill was reported to the Senate as amended, and the amendments were concurred in.

The bill was ordered to be engrossed for a third reading, and was read the third time.

Mr. CALL. Mr. President, I do not propose to detain the Senate any length of time, but I desire to say that in my judgment there are objections to this bill which ought to prevent its passage in the form in which it now stands before the Senate.

The bill proposes by an act of Congress, to which the President's approval is required, that a Joint Committee on Printing shall be created, to consist of three members of the Senate and three members of the House of Representatives. The question arises how far it is competent for either House of Congress to divest itself of the power to control its own proceedings and its communication with the people. In my mind there is no doubt upon the subject. The Constitution requires that each House shall determine its own rules of proceeding. The language is:

Each House may determine the rules of its proceedings.

Is this a rule of proceeding? Is the printing or communication which either House of Congress may wish to have with the people a proceeding? Are the methods which it shall employ for the transaction of its business, the publication of its proceedings, of its bills, and its reports, proceedings, and are these methods to be determined by rules of proceeding or are they not?

It is clear, unquestionably, that it is a proceeding of each House; that the method by which it is to be done is a rule of proceeding, and that this is a perpetual power in each House of Congress which can not be divested by any action of anybody, either of the two organic bodies, with the assent of the President of the United States.

The proposed law appoints the committee. The proposed law is incumbent, if it be a law, upon this body to create a joint committee to prescribe the number of the committee; that they shall be three; and then it vests in this unauthorized body of a joint committee unknown to the Constitution and the laws certain powers. They are not an executive body; they are the creation of a law by which the two Houses of Congress and the President determine a rule of proceeding for each House, and takes away from them their power over their own rules of proceeding.

Mr. President, is it important that each House in our theory of government should have the control of its own proceedings and of its own rules of proceeding? Is that an object which should be carefully guarded and preserved? It may be at some time absolutely necessary that each House shall preserve its communication with the people for some important purpose; then this proposed law, if it be a law, will deprive either House of the power to do it.

Mr. MANDERSON. I should like to ask the Senator from Florida a question, with his permission.

Mr. CALL. Certainly.

Mr. MANDERSON. Is the Senator under the impression that this encroachment upon the privileges of either House by a general act is a matter that is new in this bill?

Mr. CALL. I suppose there are some instances to the contrary, but it is new in respect to the public printing of this body; that is, in the extent to which this bill carries it.

[1146]

Mr. MANDERSON. I beg the permission of the Senator to make a correction.

Mr. CALL. Certainly; I am glad to be corrected if I am wrong.

Mr. MANDERSON. Section 1 of the bill is identical in language with a section of the general statutes that has been the law for nearly forty years. I refer the Senator to page 741 of the revision of 1878, section 3756:

There shall be a Joint Committee on Public Printing, consisting of three members of the Senate, appointed by the President of the Senate, and three members of the House of Representatives, appointed by the Speaker of the House, who shall have the powers hereinafter stated.

So, for nearly forty years this gross violation of the privileges of the Houses of Congress has obtained.

Mr. CALL. I was aware of the statute; but that statute does not proceed so far in its minutiae, in its details in reference to all the proceedings of this body, as does the bill under consideration. But the fact that it was formerly done does not deprive the objection of any of its force and validity. In this bill it is extended to all the proceedings of this body. It even limits the number which may be printed of some of the documents and reports and bills which may be desired by this body. Therefore, while the principle was equally violated forty years ago, it was not violated in the essential respects and in the limitations which this bill provides; and that is the objection to it.

Mr. President, whenever and however it may have been that this body was divested of its right to publish whatever number of public documents it saw fit to do, it was wrong, it was essentially wrong, and it ought not to be further continued. I do not know of any more essential right, of any power more absolutely necessary to each house of Congress than the right to declare the number and the kind of communications which it may send forth to the people in vindication of its own proceedings. Yet the

whole theory of this bill is that the present Congress shall deny to a future Congress the right to do this without a two-thirds vote; that the majority of this body shall to-day declare to all future Congresses that they shall not exercise this right except upon the consent of two-thirds of their members without the approval of the President of the United States.

Mr. President, without continuing this debate, I wish to say that I regard this as a fatal objection to the bill, and it derives no justification from the fact that it may have been incautiously adopted years ago in reference to some part of the public printing.

There is no necessity for the legislation proposed. The reductions which have been made in the number of copies and in the amount of printing to be done by the Public Printer may be very important. I give the chairman of the committee, the Senator from Nebraska, credit not only for his careful examination of this subject but for his intelligent conduct of the discussion upon this subject; but it does not follow from any of his observations that this precedent ought to be followed now, that this bill should be passed and all its details applied to the proceedings of this body, and that future Houses of Congress shall be prohibited from the publication of documents which they consider important or necessary for the public and for maintaining their own relations with the people at large.

All the proper objects of this bill may be attained equally by a joint committee reporting to each House, and dependent on their sanction and approval. Why not? Why is not the joint committee of the future Houses of Congress equally competent, with the majority of the present Congress, to prescribe limitations to the public printing and to its cost? An intelligent joint committee examining this subject, responsible to the people and to their respective Houses, may, with far better judgment, prescribe a rule for each Congress in reference to the number of public documents than can this Congress without knowledge of the peculiar circumstances and conditions which may surround the future Congresses.

Mr. President, I do not believe that this bill will effect any very great change in the cost of public printing or diminish it, because it creates a great number of additional officials. To my mind that would not be a very serious objection, because the Department of Public Printing is one peculiarly essential to the conduct of public business and useful to the people of the country at large. While a great many documents are published that are unnecessary, there are others of great value, and I should not object to the employment of whatever number of persons, upon an economical scale, may be necessary for the proper conduct of the business, but that they should be placed beyond the control of each House of Congress, that the Senate and the Houses which may assemble in future shall have no right to say anything upon this subject except by the repeal of this law, with the consent of the President or by a two-thirds vote, is, in my judgment, a very serious public evil and equally violative of the theory of our Government constituting these two bodies, and of the Constitution of the United States.

Indeed, it may be said with truth that the preservation of the complete independence of the Senate and the House, and the absolute right of each to determine its rules of proceeding, is absolutely necessary to the continuance of our form of government. To subject their rules and their power to communicate with the people to the veto power of the President is a fatal mistake.

Mr. GALLINGER. Mr. President, while I do not agree with all the provisions of this bill, and if I had my way would make very radical changes in it in the line of greater simplicity and greater economy to the Government and to the people, yet I am impressed with the idea that as a whole it is good legislation and ought to be enacted into law. For one I am very glad of an opportunity to express my satisfaction with the very excellent work in the main that the committee have done and the painstaking care with which they have considered the various subjects connected with this proposed statute.

During the Fiftieth Congress it was my privilege, as a member of the other House, to be brought in contact with the Government Printing Office, and to learn something of the details of the work there carried on. One thing impressed me more than any other during the investigation of the office then had, and that was the necessity for a new printing house for the Government. I wish to devote a few minutes of time to calling the attention of the Senate to the urgent necessity that exists to-day, not only for legislation to codify the laws relating to printing, but more especially for legislation that will create a printing office that will be adequate to carry on economically and properly the work of the Government in this direction.

After leaving Congress I was exceeding gratified to learn from the public prints that an appropriation had been made for the purchase of a site with a view to constructing a printing house for the Government. But I learned with great regret upon returning to Washington that for some reason or other that appropriation was not available, and that the construction of a new building was apparently as remote as it had been three years before.

A week or ten days ago I passed through Printing House Square in New York City. I looked with admiration upon the magnificent structures that private enterprise and private money have built for the purpose of accommodating the great newspapers which we are in the habit of reading every morning. There was the superb building which the Tribune Association has constructed, the elegant structure which the World has reared, and the buildings for the other great newspapers in that city, all of which have been built by private enterprise and with private means. I recalled to mind the fact that in the city of Boston the Globe and the Herald have palaces for the purpose of carrying on the work of those newspapers, where the operatives have every possible convenience, where sanitary arrangements are carefully attended to, and where the comfort, happiness, and care of the people who work in those buildings are looked after in every detail, and I remembered that the other large cities of the country are equally well supplied with modern printing establishments. Then my mind wandered back to Washington, and I saw the rickety old building over there on H street, the largest printing house, I believe, in the world, where nearly 3,000 men and women are employed, and I could not but feel that in contrast with what private enterprise has done, the condition of the Government Printing Office is a disgrace to the Congress of the United States.

Mr. President, not only is the Government Printing Office an utterly inadequate building so far as its capacity and comfort are concerned, but if my observations have been correct, its sanitary condition is extremely bad. It could not well be worse in that respect, and there is also great danger, according to the opinions of those who ought to know the facts, that some great calamity may befall the 3,000 people who are employed within those walls. I do not wish to be an alarmist, but nevertheless will venture to say that that printing house is not safe and ought to be condemned. There is danger every day that it may fall to the ground with the weight which is imposed upon it. I have it from a trusted official of the Government Printing Office that he has risen from his bed at night and gone to that building for the purpose of examining it, fearing that it would be crushed by the weight that is necessarily placed upon its floors.

Mr. President, it is a crime for the Government of the United States (and no other word will properly characterize it) to put 3,000 men and women within the walls of a building whose sanitary condition is as bad as that, and which is as unsafe as that building is.

I simply wanted to emphasize that point in rising at this time, and to say to the Senate of the United States that whether this legislation, of which I approve, is passed or not, whether the laws relating to the Government printing are collated and put into

proper form or not, an imperative duty rests upon the Joint Committee on Printing, and an equal duty rests upon the Congress of the United States to see to it that an appropriation is forthcoming that will give to the Government a building adequate and proper in which to carry on the printing work of the country. I trust that a liberal appropriation for that purpose may be made at an early day and that the disgraceful condition of things that now exist may be wiped out.

Then, Mr. President, all the operations of the Government Printing Office can be carried on under one roof. The superintendent of documents, provided for in this bill, can have a local habitation in immediate proximity to the other departments of the office, and genuine economy will be practiced through the use of modern appliances, comfortable work rooms, and intelligent supervision. It will be my most earnest desire, during the time I shall be a member of this body, to see the consummation of this much-needed reform; and certainly no effort of mine will be withheld to aid in its accomplishment.

The VICE-PRESIDENT. The question is, Shall the bill pass?

Mr. COKE. On that I ask for the yeas and nays.

The yeas and nays were ordered, and the Secretary proceeded to call the roll.

Mr. FAULKNER (when his name was called). I am paired with the junior Senator from Pennsylvania [Mr. QUAY].

Mr. PALMER (when his name was called). I do not understand the exact significance of pairs upon this question. I am paired with the Senator from North Dakota [Mr. HANSBROUGH], and I shall not feel at liberty to vote, unless I knew that Senator would vote as I should.

Mr. CASEY. I can say that my colleague Mr. [HANSBROUGH] would vote "yea" on this question.

Mr. PALMER. If I were at liberty to vote I should vote "nay."

Mr. PUGH (when his name was called). I have a general pair with the Senator from Massachusetts [Mr. HOAR]. On this question I am satisfied he would vote "yea," and I vote "yea."

Mr. SHERMAN (when his name was called). I am paired with the Senator from Kentucky [Mr. CARLISLE]; but I understand there is no politics in this vote, and as I believe he would vote the same way that I do, I vote "yea."

The roll call was concluded.

Mr. FAULKNER. I desire to state that my colleague [Mr. KENNA] is paired with the junior Senator from Colorado [Mr. WOLCOTT]. My colleague is necessarily detained from the Senate.

Mr. CALL (after having voted in the negative). I wish to inquire if the Senator from Vermont [Mr. PROCTOR] has voted?

The VICE-PRESIDENT. He has not voted.

Mr. CALL. Then I withdraw my vote, as I am paired with him.

Mr. HISCOCK. I should like to inquire if a quorum has voted. I am paired with the Senator from Arkansas [Mr. JONES], with the right to vote to make a quorum.

The VICE-PRESIDENT. The Chair is informed that no quorum has yet voted.

Mr. HISCOCK. Then I vote "yea."

Mr. CASEY. I desire to state that my colleague [Mr. HANSBROUGH] is detained from the Chamber by sickness.

Mr. MANDERSON. I have voted notwithstanding my pair with the Senator from Kentucky [Mr. BLACKBURN], because I am satisfied that he would vote "yea" if he were here; and I also vote to make a quorum.

The result was announced—yeas 41, nays 6; as follows:

YEAS—41.

Allen,	Dolph,	Morgan,	Squire,
Allison,	Dubois,	Morrill,	Stewart,
Blodgett,	Frye,	Paddock,	Stockbridge,
Chilton,	Gallinger,	Pasco,	Teller,
Cockrell,	Gibson, Md.,	Peffer,	Vest,
Coke,	Harris,	Perkins,	Vilas,
Daniel,	Hawley,	Pettigrew,	Walthall,
Davis,	Hiscock,	Pugh,	Wilson.
Dixon,	Kyle,	Sanders,	
Faulkner,	McMillan,	Sawyer,	
	Manderson,	Sherman,	

NAYS—6.

Bate,	Call,	George,	Vance.
Berry,	Coke,		

NOT VOTING—41.

Aldrich,	Felton,	Jones, Ark.,	Shoup,
Blackburn,	Gibson, La.,	Jones, Nev.,	Stanford,
Brice,	Gordon,	Kenna,	Turpie,
Butler,	Gorman,	McPherson,	Voorhees,
Call,	Gray,	Mitchell,	Warren,
Cameron,	Hale,	Palmer,	Washburn,
Carlisle,	Hansbrough,	Platt,	White,
Chandler,	Higgins,	Power,	Wolcott.
Cullom,	Hill,	Proctor,	
Hansom,	Hoar,	Quay,	
Faulkner,	Irby,	Ransom,	

So the bill was passed.

f. HOUSE HEARING - No hearings available.

g. HOUSE REPORT - H.R. REP. NO. 1092, 52d Cong., 1st Sess. (1892) from the Committee on Printing.

Mr. RICHARDSON, from the Committee on Printing, submitted the following

REPORT:

[To accompany S. 1549.]

The Committee on Printing have considered Senate bill 1549, providing for the pubic printing and binding and the distribution of public documents, and report the same to the House with several amendments, with the recommendation that said bill with the amendments do pass.

This bill is the result of much labor, investigation, and thought on the part of the committee presenting it. The committee was raised by concurrent resolution of the two Houses of Congress, dated February 9, 1891, and which passed on the last day of the Fifty-first Congress. The joint committee thus created was composed of the Senate Committee on Printing, Senators Manderson, Hawley, and Gorman, with two members of the House of Representatives of the Fifty-first Congress, who were elected to the Fifty-second Congress, the gentleman from Connecticut, Mr. Russell, and the writer of this report.

The concurrent resolution creating the committee directed them to examine into the numbers printed of the various documents, reports, bills, and other papers published by order of Congress, or of either House thereof, and of the Congressional Record, and to report a bill to the present Congress, making such reductions in the numbers and cost of printing, and such changes and reduction in the distribution of said publications as they may deem expedient. The committee was also instructed to investigate the printing and binding for the Executive Departments executed at the Government Printing Office and at the branch printing offices and binderies in the various Departments, making such reductions in expenses and imposing such checks as they may deem expedient, and, further, to make any other investigations calculated, in their opinion, to reduce the cost of the public printing.

The committee were instructed to submit a report showing the result of their labors and investigations, as stated, to the present Congress. This committee assembled in the city of Washington on the 13th day of April last, and proceeded to make the investigations ordered by the concurrent resolution. It will be seen from an analysis of the instructions of the committee given in the resolution that it was intended by Congress that the investigation made should be far-reaching and should cover the entire field of public printing for the Government.

This, of course, means all the printing done at the Government Printing Office for the two Houses of Congress, and all the Executive Departments and bureaus of the Government. The testimony of nearly forty witnesses was taken by the committee, most of whom are connected officially with the public printing and binding, and distribution of public documents, and who were well qualified to give evidence upon the points involved in the investigation. [2]

The testimony of these witnesses will be found in the appendix to the report of the joint committee. The report submitted by the committee is full on all the questions involved. In addition to the testimony of the witnesses who were called before the committee, there is much evidence also submitted with the report, brought out in response to letters addressed to the various heads of the Departments, and questions propounded to them. The committee has given most careful attention to the testimony of all these witnesses and all the evidence which was

elicited. All the sections of the Revised Statutes and of the supplements thereto, and they are very numerous, which in any manner provide for and regulate public printing, have been carefully gone over by the committee and a revision made thereof. The committee entered upon its labors with one chief object, which was the reduction of the quantity of printing and the cutting down of the cost thereof to the Government. They were in full accord with the sentiments so often expressed by members of Congress and other intelligent persons that there was too much printing being done.

Their efforts and energies were all turned in the direction of economy in this branch of the public service. While they realized that there was just complaint at the large quantity of printing done, they further realized another complaint equally as serious and well founded, and that relates to the distribution of public documents. When it is remembered that documents printed for the Government are distributed from many different sources, it will readily occur to anyone that the distribution could justly be complained of. For instance, documents are distributed by Senators, by Representatives, by the Executive Departments for which they are printed, and by the superintendent of documents in the Interior Department, thus making four distinct sources from which the same document might be and often is sent to the same person. Under the present system of distribution it is not possible to prevent frequent duplication of documents; it is true that the same document may be lawfully sent from each of these four sources to the same person.

It was made to appear to the committee that in one instance the same document, a most valuable one, too, was sent by forty different persons to the one man. This was a gross abuse, and calls loudly for some provision to prevent its repetition. The committee, of course, do not claim for this measure that it is perfect. The difficulties which presented themselves and the obstacles they were called upon to surmount were too great to be overcome by one measure. They hope, however, that there will be found in the bill under consideration such reforms and the institution of such methods as will eventually bring about remedies for all the evils complained of.

The committee found the laws which govern the public printing and binding and the distribution of documents in a condition which can almost with propriety be called chaotic. They have endeavored to arrange all the laws on the subject in a methodical and orderly way. The first seventeen sections of the bill relate to the Joint Committee on Printing, their powers and duties. These sections embody substantially the provisions of existing law as found in the Revised Statutes and the supplements thereto.

[3]

From section 18 to 44, inclusive, will be found the duties of the Public Printer. These sections also are nearly all taken substantially from existing laws. When alterations are made therein they will be shown later in this report with the reasons therefor. The next ten sections up to and including section 54 relate to the employés of the office. These sections are substantially the law at present. The matter of printing for Congress is covered by the bill, beginning with section 55.

The question of printing for the Departments is treated of, beginning with section 77.

The bill as it passed the Senate provides for the appointment of a superintendent of documents by the President. Your committee are thoroughly convinced that there is a necessity for such an officer, but they recommend an amendment to the bill, providing that he shall be appointed by the Joint Committee on Printing, being of opinion that he should be brought immediately under and more in harmony with the two Houses of Congress. The bill abolishes the office of superintendent of documents in the Interior Department, and imposes the duties heretofore discharged by him upon the clerk of the Joint Committee on Printing. It is intended that all the surplus books and documents in the various Departments, as well as all those in the basement of the Capitol building not belonging to the quota of members of Congress, shall be distributed by this officer.

The books and documents of members will be distributed as heretofore, from the folding rooms of the Senate and House, except when Senators and Members themselves order otherwise. The committee are of the opinion that there is great room for improvement in the distribution of governmental publications. They think this bill provides

a remedy for the evil in this matter. The Senate bill provides that there shall be one document room in the Senate and one in the House. There are now two document rooms in the House. There can be no good reason why the House should maintain two document rooms. One document room in the House is under the Clerk, the other under the Doorkeeper.

Under the law at present one bound copy of every publication is required to be sent to each member. They are sent through the Clerk's document room. This is the heaviest labor imposed upon that room. The bill changes the law in this particular by providing that it shall be optional with a member to take or not to take these publications. It permits him to have one copy of every publication bound for his own use when he desires to do so, but it does not require him to receive them all. It is believed by intelligent witnesses who testified before the committee that not more than one-third of all these publications will be called for if the law is modified as proposed.

This large reduction being made, the necessity for the clerk's document room is removed or greatly lessened. Inasmuch, however, as the volumes ordered heretofore by Congress have not all been handled, but are being handled and disposed of now in that room and are to be sent out when ready for distribution through that medium, and in view of the fact that more or less of confusion will ensue by the discontinuance of that room and the force there employed by a change made during a session of Congress, the committee recommend an amendment to that section of the bill abolishing the clerk's document room by providing that the abolishment of the room shall take place with the closing of the Fifty-second Congress.

The entire matter of printing for the Executive Departments, which is vast and intricate in its detail, has been carefully gone over by the committee. Congress may enforce rigid care and economy in public printing, yet if Departments are allowed to print without limitations or restrictions, it is plain that existing evils will be only partially cured. The effort is made to place an effective check on the Departments and to largely reduce their printing. The appropriations for printing and binding made by Congress for the fiscal year ending June 30, 1891, amounted in the aggregate to $3,674,759.50. The amount included in this sum for printing and binding for Congress was $1,973,784.50, while that for the Executive Departments amounted to the sum of $1,346,000. The necessity for imposing restrictions on departmental printing is therefore quite apparent. [4]

The committee will now refer in detail to each section of the bill.

Section 1 is nearly identical with section No. 3756 of the Revised Statutes of 1878. The change is an unimportant one, leaving out that the Joint Committee on Printing shall be appointed by the President of the Senate and the Speaker of the House. The word "public" is omitted, making the committee a committee on printing instead of a committee on public printing. This change is made throughout the whole bill.

In section 2 the committee has expunged from section No. 3757 of the Revised Statutes of 1878 the words requiring that as to measures to remedy neglect or delay in the execution of the public printing the approval of one or the other House of Congress, or of both when the printing delayed relates to the business of both, shall be obtained. It seemed to the committee that this approval of their action in each instance by Congress would produce delay and defeat rather than advance efforts to prevent neglect or delay. The committee have added to this section the power in the Committee on Printing of either House to order 300 copies of a public bill to be printed when the supply shall have become exhausted. This is new legislation, recommended by the superintendents of the document rooms of both Houses.

Section 3 is substantially the present law, as found in sections Nos. 3767 and 3769 of the Revised Statutes of 1878. The committee have added the cities of St. Louis and Chicago as places for advertisement for the supply of paper.

Section 4 is identical with section No. 3768 of the Revised Statutes of 1878.

Section 5 is identical with section No. 3770 of the Revised Statutes of 1878.

Section 6 is identical with sections Nos. 3772 and 3771 of the Revised Statutes of 1878.

Section 7 is substantially the present law, as found in section No. 3773 of the Revised Statutes of 1878.

Section 8 is identical with section No. 3774 of the Revised Statutes of 1878, with the addition of "or by the Secretary of the Interior when Congress is not in session," to make it correspond with sections 9 and 11 of this bill and section No. 3775 of the Revised Statutes.

Section 9 is identical with section 3775 of the Revised Statutes of 1878, with this exception: The omission of the words "either as to time of delivery or as to quantity, quality, or weight of paper."

Section 10 is identical with sections 3776 and 3777 of the Revised Statutes of 1878, except the substitution of the word "sureties" for "securities."

Section 11 is identical with section 3778 of the Revised Statutes for 1878, except the substitution of the word "Public" for "Congressional." This change is made throughout the whole bill, as the words "Public Printer" is now his title instead of "Congressional Printer."

[5] Section 12 is identical with an act to further regulate the purchase of material for the public printing and binding, found in the Supplement to the Revised Statutes, chapter 10, page 305.

Section 13 is substantially the present law, as found in the Supplement to the Revised Statutes, page 617, or Statutes at Large, volume 21, page 516, joint resolution providing for printing and the distribution of the index to the Congressional Record semimonthly.

Section 14 is substantially the present law, as found in the Supplement to the Revised Statutes, page 617.

Section 15 is substantially the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 397.

Section 16 is substantially the same as the present law as found on page 233 of the Supplement to the Revised Statutes, or in volume 19, Statutes at Large, page 102.

Section 17 is new and is urged for the reason that the interests of the public service sometimes require the action of a committee when there is no joint committee in existence.

Section 18 is substantially the present law as found in sections 3758 and 3759 of the Revised Statutes of 1878 and on page 234 of the Supplement to the Revised Statutes. The changes made consist in providing that the President shall "nominate" instead of "appoint," to make the law conform to the language of the Constitution of the United States in such cases, and in substituting "Secretary of the Treasury" for "Secretary of the Interior" as the person to approve the bond.

Section 19 is identical with the present law as found in section 3760 of the Revised Statutes of 1878.

Section 20 is new and was considered necessary by the committee in order that Congress might know from the official report of the Public Printer, in detail, what printing is done upon the requisition for the Departments and what binding is done upon requisition of Senators, Representatives, Delegates, and other officers of the Government.

Section 21 is new and is intended to properly guard the sale of property in the Government Printing Office. It meets the approval of the Public Printer and is recommended by him.

Section 22 is new. Although it has been the practice of the Public Printer to condemn machinery and material and sell the same, there has been no law directing how such property should be condemned or sold. This section is intended to define the powers and duties of the Public Printer respecting condemned machinery and to enable him to dispose of it to the best advantage of the Government. Hence he is allowed to exchange old for new machinery and pay the difference in cash when it has been demonstrated that the machinery or material would be sacrificed if sold for cash.

Section 23 is substantially the present law as found in section 3821 of the Revised Statutes of 1878.

Section 24 is substantially the present law as found on pages 499 and 600 of volume 1, second edition of the Supplement to the Revised Statutes, and in 24 Statutes at Large, page 91, act of June 30, 1886, and 25 Statutes at Large, page 352, act of August 1, 1888. The only change in the language of the present law is the addition of the words "to the extent of not exceeding."

Section 25 is new. Its object is to enable the Public Printer to hold in unstitched form Records to be bound upon requisition of Senators, Representatives, and Delegates who may require them semimonthly,

and thus avoid the expense of tearing them to pieces after they had been stitched and pressing them before they can be bound as required. It also provides for supplying the Record in bound form only to those committees whose chairmen make requisition therefor. [6]

Section 26 is new, and gives the warrant of law to the practice in the Government Printing Office to stereotype all matter that would probably be used a second time, or that would make thirty pages.

Section 27 is identical with section 3766 of the Revised Statutes of 1878.

Section 28 is substantially the present law as found in section 3814 of the Revised Statutes of 1878.

Section 29 is the law contained in section 3816 of the Revised Statutes of 1878, with the change that instead of "two-thirds," the amount of money the Secretary of the Treasury may advance to the Public Printer is increased to "four-fifths" of the penalty of his bond, or $80,000. This change is found to be necessary in order to relieve the Public Printer from the embarrassment caused by the insufficiency of money advanced to him under the old law. The reason assigned by the Public Printer is that "there are times when the pay roll and the cost of material necessary to be purchased are larger than the amount to which the Public Printer is limited. The increase would serve to relieve the office, so that it would not be hampered in certain emergencies."

Section 30 is identical with section 3818 of the Revised Statutes of 1878, with the exception that "waste gold leaf" and "leather and book-cloth scraps" are added to "extra copies of documents," "paper shavings," and "imperfections." This was considered by the committee a proper addition, for the reason that this class of waste property belongs with that already provided for in the section referred to.

Section 31 is identical with section 3817 of the Revised Statutes of 1878.

Section 32 is new. At the present time there are five branch offices, namely, one in the Treasury Department, one in the Interior Department, one in the War Department, one in the Navy Department, and one in the State Department, under the control of the Public Printer. These are branch offices of the Government Printing Office. Besides these there are printing establishments in the Post-Office and Agricultural Departments, one in the Census Office, one in the Weather Bureau, and one in the Record and Pension Division of the War Department, which are not under the control of the Public Printer and have been in operation a considerable length of time, some of them without doubt in violation of the law, which reads, "That all printing and binding and blank books for the Senate and House of Representatives and Executive and Judicial Departments shall be done by the Government Printing Office, except in cases otherwise provided by law." It was deemed best by the committee, after a full investigation into the matter and visiting all of the Departments where printing was done, that it would be in the interest of the public service and on the line of economy to place all of these offices under the Public Printer, excepting those heretofore provided for by law for special purposes, and to denominate them "branch office of the Government Printing Office," and to provide that all offices hereafter established by law shall be placed under his direction and be under his control. This seems to meet with the approval of the heads of the Executive Departments and of the Public Printer. The heads of the Departments have stated in writing that printing offices in the Departments are necessary, and their existence is in the interest of the public service and on the line of economy.

Section 33 is identical with section 3783 of the Revised Statutes of 1878.

Section 34 is substantially the law as contained in section 3784 of the Revised Statutes of 1878. The committee changed the section so as to [7] fix the maximum term of imprisonment and expunged the minimum, and fixed the fine at "not exceeding."

Section 35 is substantially the same as the present law, with the addition of "chief clerk" and "nor any of their assistants" and fixing the fine at "not exceeding."

Section 36 is substantially the present law as found in the Statutes at Large, volume 22, page 637.

Section 37 is new, so far as its application to the chief clerk of the Government Printing Office is concerned. It is substantially the law respecting other Departments, as contained in sections 177, 178, and 179 of the Revised Statutes of 1878.

Section 38, so far as it relates to extracts from the Congressional Record, is the present law, as found in the Supplement, volume 1, second edition, page 71. The remainder of the section is substantially found in the Statutes at Large, volume 24, page 341, or the Supplement to the Revised Statutes, volume 1, second edition, page 515.

Section 39 is substantially the present law, approved December 21, 1882, to be found in the Statutes at Large, volume 22, page 397.

So much of section 40 as relates to pay of printers and book-binders is identical with the present law, act of February 16, 1877, to be found in the Statutes at Large, volume 19, page 231, and Supplement to the Revised Statutes, volume 1, second edition, page 129. That part relating to night work is identical with the present law as found in the act of March 3, 1891, Statutes at Large, volume 26, page 1084, and Supplement to the Revised Statutes, volume 1, second edition, page 934.

Section 41 is substantially the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 422.

Section 42 is the present law as found in section 3782 of the Revised Statutes of 1878.

Section 43 is substantially the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 311, except that it limits the amount to be printed for any one person and provides that work for private parties shall not interfere with the printing for the Government.

Section 44 is substantially the present law as found in section 198 of the Revised Statutes of 1878. The only change is in the date from the last day in September to the 1st day of July.

Section 45, so far as it relates to the foreman of printing and foreman of binding, is identical with the present law as found in section 376 of the Revised Statutes of 1878. That relating to the chief clerk is new, although there has been practically such a clerk in the Government Printing Office for many years at the salary stated in this section. It is deemed well to authorize such official, who becomes the acting Public Printer in certain emergencies.

Section 46 is substantially the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 114.

Section 47 is substantially the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 303. The only change made is the addition of the words "Memorial Day," to make it conform to the present law as found in the supplement as above, page 600. Inauguration Day is a holiday by virtue of act of June 18, 1888, Supplement Revised Statutes, volume 1, second edition, page 592.

Section 48 is identical with the present law as found in section 3764 of the Revised Statutes of 1878, with the addition of the following words: "but the provisions of the existing eight-hour law shall apply."

[8]

Section 49 is substantially the present law as found in section 3762 of the Revised Statutes of 1878. The only difference consists in reducing the aggregate amount paid for these clerks $400 by reclassification, complying with late appropriation bills.

Section 50 is identical with the present law as found in section 3763 of the Revised Statutes of 1878.

Section 51 is new. It was recommended by the Public Printer and was approved by the entire committee on the theory that it is good American doctrine to give the American boy a chance to learn a trade. It was the practice for years in the Government Printing Office to employ apprentices, but it was stopped by a former Public Printer on his construction of the law which required him to employ only skilled workmen and the further reason that he thought there was not sufficient room in the Government Printing Office to employ apprentices.

Section 52 is identical with the present law as found in section 3790 of the Revised Statutes of 1878.

Section 53 is new. It was formerly the practice to sell the stereotype plates as provided in this section. It is believed by the committee that this practice will aid in the circulation of knowledge without any detriment to the public service or cost to the Government.

Section 54 is new and is intended to emphasize the duty of the Public Printer in examining carefully orders for printing of the Senate and House, in order that he may be able to prevent duplication.

Section 55 treats of the "usual number;" section 3792 of the Revised

Statutes of 1873 says: "Fifteen hundred and fifty copies of any document ordered by Congress shall be printed, and that number shall be known as the usual number." That is to say, under the operation of that statute, when a document was ordered printed, 1,550 copies were printed, or when a special number was ordered printed the usual number, or 1,550 copies, were printed in addition thereto. That number was changed by section 3799 of the Revised Statutes, which provides that 50 additional copies be printed for the purpose of exchange in foreign countries, and 7 additional copies by the act of February 8, 1881, Statutes at Large, volume 21, page 322, for supplying soldiers' homes. This increased the usual number from 1,550 to 1,607. Upon the recommendation of the then Public Printer, Mr. Clapp, in 1874, the usual number was raised to 1,900. This was done to meet the demands of increased representation in the House and Senate. The usual number thus increased from 1,607 to 1,900 upon the recommendation of the Public Printer, by order of the Joint Committee on Printing, was subsequently recognized by Congress as the usual number. Joint resolution, February 14, 1881, page 617 of the Supplement to the Revised Statutes, instructed the Public Printer to print from time to time the usual number of 1,900 copies of any matter furnished him by the United States Commissioner of Fish and Fisheries, etc. Nineteen hundred copies of documents and reports was recognized as the usual number from the Forty-third to the Forty-ninth Congresses, inclusive. In the Fiftieth Congress the Public Printer ordered the number reduced to 1,734 copies of documents and reports, claiming that to be the number warranted by law.

The committee, after a careful investigation into the actual needs of Congress, fixed the number, as in this section, at 1,682 copies and revised the distribution. It is believed that this number will be quite sufficient for years to come and that the distribution meets every requirement of Congress.

The radical changes made by this section consist in doing away with the reserve number, requiring the Public Printer to print the [9] entire usual number at one time and to bind the 1,082 copies of that number as soon as practicable for distribution. Five hundred copies of the usual number are to be held by the Public Printer in unstitched form, subject to be bound upon the order of the Vice-President, Senators, Representatives, Delegates, Secretary of the Senate, and Clerk of the House in such binding as they may select, except full morocco or calf. This will enable those having a right under this section to order public documents bound to bind all or to select such documents as they may desire to be bound, and will do away with the present practice of binding one copy of all public documents in sheep at the end of each Congress and forcing them upon Senators, Representatives, Delegates, and others whether they desire them or not. While the operation of this section will relieve the Senators, Representatives, and Delegates from the deluge of full sheep-bound documents not wanted, it will also save several thousand dollars each Congress to the Government, by enabling the Public Printer to bind documents upon special orders of Senators, Representatives, and Delegates without having first to tear to pieces documents that have already been bound. It will also save to the Government a great many dollars by stopping the binding of thousands of documents in full sheep that are not wanted.

The committee recommend that the last two words in clause 6 of this section be striken out, namely, "half Russia," and that the words "full sheep" be inserted. This change will probably save 25 cents per volume on 100,000 volumes every year.

Section 56 authorizes the printing of concurrent and simple resolutions in the same number as bills and joint resolutions and that all shall be printed in bill form. The Revised Statutes of 1878, section 3791, directs that there shall be printed 750 copies of every bill or joint resolution. This number was increased upon the recommendation of the Public Printer by order of the Joint Committee on Printing to 925 copies. The law proposed in this section under consideration reduces the number of public bills to 625, making a reduction of 300. This number is based upon the actual and ascertained needs of the public service. The distribution was agreed upon only after a most careful inquiry into the actual number required. The reduction in the number of private bills is large and this change in the law will make a great saving in expense.

Section 57 provides for the printing of laws. It leaves the number of public laws in slip form the same as is now supplied, but reduces the number of private laws 1,350 copies. The distribution has been carefully investigated and is believed to be as it should be.

Section 58 reduces the number of copies of the Journals of the Senate 45 copies and the House Journals 64 copies below the late law of 1888, and changes somewhat the distribution. It cuts off nearly all the unbound Journals or signatures. There were 30 of the Senate and 50 of the House Journals in signature form supplied under the law of October 19, 1888. The committee, finding upon investigation that these were not needed, discontinued them, except a few for the use of the Secretary of the Senate and Clerk of the House. With these exceptions this section is substantially the same as the present law as found in the Supplement to the Revised Statutes of 1878, volume 1, second edition, page 634. This law, passed in October, 1888, made a very radical change in the existing law in the interest of economy. It cut off the printing of 1,550 copies of the bound Journals of the two Houses which had been printed for many years, owing to a mistake in
[10] the revision of the United States Statutes of 1878. It reduced, in addition to the 1,550 copies of the Senate Journals 66 copies, and of the House Journals 257 copies. By this section there is a further reduction made of 45 Senate Journals and 64 House Journals.

Section 59 is new. The purpose of it is to preserve for reference copies of reports and papers printed for the use of committees, which, being given no document number and for temporary use, soon become lost and inaccessible, although they may contain much valuable information that will be sought for both by legislators and the public. To preserve such reports and papers it was deemed advisable by the committee to make it the duty of the Public Printer to deliver such reports and papers as directed herein. It also provides for supplying publications of the Executive Departments to designate depositories.

Since the passage of the bill by the Senate your committee have received through the mails and from the hands of many members of the House earnest requests from a large number of libraries throughout the country for a modification of this section. The committee therefore recommend an amendment to the section by inserting after the words "Executive Department," in the last paragraph thereof, the words "not intended for their especial use but," etc.

Section 60, so far as it affects the printing of extra copies, simply gives expression to what is now the practice and presents in somewhat different form the law as now contained in sections 3793 and 3795 of the Revised Statutes of 1878.

Section 61 is new. It was found upon investigation by the committee that the existence of two document rooms in the House of Representatives led to confusion, and instead of facilitating, really retarded the distribution of documents. At the present time the Clerk's document room is receiving 25 public bills and 100 documents. It also receives the reserved documents of the "usual number." For these purposes a file room and document room are maintained at considerable extra expense and without any commensurate benefits. The Clerk of the House of the Fiftieth Congress decided that there was no law under which he might be expected to furnish to the Departments or the several branches of the Government bills when called for. The Clerk is charged under the statutes with the distribution of the bound copies of the usual number of documents to the members and to the Departments, while the unbound documents, bills, and resolutions are distributed by the Doorkeeper in the House document room, which results in more or less conflict between the Clerk and the Doorkeeper. The Clerk receives the orders for unbound documents and is compelled to send his orders to an officer under the Doorkeeper. It seems to be the opinion of those who have had large experience in handling documents for the House of Representatives that there is no justification for the existence of two document rooms in the House. It was therefore deemed wise and on the line of economy by the committee to dispense with one of said document rooms. The House document room as now constituted is under the control of the Doorkeeper of the House, as is also the folding room. The Clerk's document room is under the direction of the Clerk. The consolidation of the two document rooms in the House would place all the work under one head and to be done in one room. This would undoubtedly enable the work to be done more promptly and more economically. This is the arrangement in the Senate, and it works satis-

factorily in every particular.

For reasons set out elsewhere in this report the committee recommend an amendment to this section providing that the two document rooms in the House shall be maintained until the closing of the Fifty-second Congress. [11]

Sections 62, 63, 64, 65, 66, 67, 68, 69, and 70 are new. They provide for a clerk to the Joint Committee on Printing, define his powers and duties, and provide for a force sufficient to do the work under him. These sections do away with the superintendent of documents in the Interior Department and of the force there employed under him. The salary proposed for the new officer is $500 more per annum than that which is now paid the superintendent of documents in the Interior Department, and is believed to be fair compensation for the intelligent work required. It is estimated that the reduction in the force of the folding rooms of the Senate and House under this new arrangement will considerably more than offset this difference in salary. It is probable that the entire business of the new office could be transacted with the force now employed in the Interior Department under the superintendent of documents. It is assumed that the work of distributing the documents, being consolidated under this official, every Department would be in a large degree relieved of the care of documents, and hence those employés now engaged in this work in the Department would either be dropped from the roll or assigned to other duty. It is probably safe to estimate that a sufficient amount will be saved by these changes to more than cover the entire expense of this clerk's office, exclusive of the folding and mailing departments. This estimate is, of course, based upon the supposition that the document rooms kept up in the various Departments will be in a large measure done away with. In addition there will be the saving by the prevention of duplication, which will amount to several thousand dollars each year, and the receipts from documents sold will be largely increased under the proposed arrangement. About $3,500 were turned into the Treasury last year from the sales of documents by the superintendent of documents in the Interior Department. That officer concludes that in a very short time under this law the sales of public documents would reach $10,000 per annum, which in itself would go far toward paying the expenses of the office. The preparation of a consolidated index as proposed in the bill would result in a saving of at least $2,000 per annum, as the necessity of the preparation of any other index by the officers of the Senate or House will be obviated. On the whole it is reasonable to conclude that the new arrangement would be more economical than the present method, and at the same time would be vastly superior in every particular.

Your committee recommend an amendment to section 62, providing for the appointment of this officer by the Joint Committee on Printing instead of by the President, for the reasons heretofore stated in part, at least, in this report.

Section 65 provides for indexing documents. The indexing of Senate documents and reports of Senate committees under the present system is done by clerks in the office of the Secretary of the Senate. House documents and reports of House committees are indexed by clerks in the office of the Clerk of the House. The index prepared by these clerks is more of a catalogue of titles than an index, and is inserted in the front part of each volume of what is now known as the reserve number. It is not inserted in what is called the up-number for the reason that the clerks depend upon the first print or up-number for material out of which to make the index. This index, or catalogue of titles, more properly speaking, is made for each series of Senate Executive and miscellaneous documents, and Senate reports of committees, and House Executive and miscellaneous documents and House reports of committees, respectively, and indicates the volume in which any document may be found in the bound series of any particular Congress. [12]

The section under consideration proposes a general consolidated index of all publications by the Government, to be printed and bound in one volume annually. It also proposes a consolidated index of Executive and miscellaneous documents and reports of committees of both Houses of Congress to be bound in one volume and distributed with the bound sets.

The annual report and accompanying documents of heads of Departments contain, as a rule, a very satisfactory index. These individual indexes are printed with the reports as they appear in the up-number

and also in the bound sets. Under the proposed law the individual indexes will be continued the same as heretofore. These, in connection with the consolidated index to be prepared by the superintendent of documents, will furnish a key to all Government publications, and will, it is believed by the committee, meet the demands of those who know the value of a complete index.

Section 70 is new, and is intended to relieve the Departments, bureaus, and offices of the Government of those documents already accumulated, or that may accumulate, and to place them in the hands of the public by distribution or sale. In the Capitol are stored many thousand volumes that have been placed in charge of the officers of Congress by committees and members which should be thus disposed of. Where they now are they are occupying valuable room and are being destroyed.

Section 71 is new. There has been no catalogue since the completion of the Descriptive Catalogue of Government Publications in 1881. It is difficult to ascertain what public documents have been published since that date, and if it is ascertained that a certain document has been published it is very difficult to learn where it can be found among the mass of documents issued each year from the Government Printing Office. This section is intended to furnish this valuable information respecting all documents published in the future.

Section 72 is new, and its purpose is to supply libraries throughout the country, other than the designated depositories, with a proportion to the extent named of the most valuable of the publications of the Government.

Section 73 is new, and is believed important to prevent waste.

Section 74 relates to folding rooms of Senate and House. There is but one folding room of the Senate and one folding room of the House of Representatives at the present time. These folding rooms are in charge of superintendents, who receive all extra copies of documents printed by order of Congress from the Government Printing Office and fold them for distribution and send them wherever ordered by those having authority. The books when received are apportioned equally among those entitled to receive them, and each Senator, Representative, and Delegate is given credit for the number apportioned to him, and they are charged with the books as they are sent out upon their order. It is a debit and credit system, and consists simply in indicating the number of books received and the number of books sent out. It is proposed by this bill, in the sections pertaining to the new officer, to inaugurate such a system of bookkeeping in the folding rooms of the two Houses as will show the number of books received and distributed, the person ordering the distribution, and the persons to whom they are sent, and requires the keeping of books by such a method that will prevent duplication and require a report that will show in detail books received, how and to whom distributed, and will prevent duplication.

[13]

Section 75 is new. There is no law that authorizes the superintendents of the folding rooms or anyone else to dispose of public documents belonging to members except upon the order of Senators, Representatives, and Delegates. In consequence of this, large numbers of such documents have accumulated in the folding rooms of the two Houses and have remained there until they were rotten from dampness and age. In some instances Senators and Representatives have distributed but few books during their terms of office, and after the expiration of their terms of service have given orders for the distribution of their books, while others have left them without any instruction. Whether such documents are to be considered as the personal property of Senators, Representatives, and Delegates, or whether they are believed to be held in trust for their constituents, matters little so far as the evil is concerned that this section is intended to correct. There evidently should be some provision of law that will compel the distribution of publications that are printed at the public expense within a reasonable time after their publication.

Section 76 is new, although it in some respects embodies in statutory form present provisions of law.

Agricultural Report. This section authorizes the printing of 500,000, which is 100,000 more than has been printed for many years by joint resolution. The distribution of the 500,000 is proportionately the same as heretofore made.

Report of the Bureau of Animal Industry. This report for many

years has been printed by authority of joint resolution, and the number printed has usually been 50,000 copies. This section leaves the number at 50,000 and the distribution proportionately the same as heretofore.

The Ephemeris or Nautical Almanac, and papers supplementary thereto. These publications have been printed by authority of joint resolutions, and the number usually ordered and the distribution of the same have been about as stated in this section. The provision respecting the 500 printed for Congress is made upon the suggestion of Prof. Simon Newcomb, Superintendent of the Nautical Almanac.

Astronomical and Meteorological Observations. This section provides for the printing and distribution of the same number of copies as is authorized by concurrent resolution of January 8, 1889.

Report of the Superintendent of the Coast and Geodetic Survey. This section reduces the number of copies of the report 2,200 by taking that number from the number printed heretofore by concurrent resolution for use of the Senate and House, leaving the same number of copies, 2,000, for distribution by the Coast and Geodetic Survey. After inquiry by the committee concerning the demand by the public for this report the public came to the conclusion that the Senate and House received more than they had use for, and that it would not be prudent to cut down the number heretofore allowed the Survey.

Commercial Relations and Foreign Relations. Under section 3798 of the Revised Statutes, 1878, 5,000 copies of Commercial Relations and 6,000 copies of Foreign Relations have been printed. The change to a much less number is believed to be desirable.

Report of the Bureau of Ethnology. This section reduces the number of copies 7,500 from what has heretofore been published by authority of joint resolution, the reduction coming out of the number of copies for Congress, leaving the number of copies for the Bureau of Ethnology the same as heretofore, namely, 5,000 copies.

Report of the Commissioner of Fish and Fisheries. This section reduces the number of copies 3,000, leaving the same number of copies heretofore printed by authority of concurrent resolution for distribution by the Fish Commission. This report has been printed to the number of 11,000, besides the usual number by annual concurrent resolution. [14]

Bulletins of the Fish Commission. This section provides for the printing of 5,000 copies; 1,000 for the Senate, 2,000 for the House, and 2,000 for the Fish Commission.

Report of the health officer of the District of Columbia. This section provides for 1,000 less copies than printed heretofore by concurrent resolutions, the last resolution being March 25, 1890. A slight change is made in the distribution to accommodate the increased representation in the House, and about 1,000 less are given to the health officer for distribution.

Report of the Civil Service Commission. This section reduces the number from 31,000 to 23,000, making a reduction of 8,000 copies. Heretofore the report has been printed by concurrent resolution, the last one being September 25, 1890. After a careful investigation the committee were of the unanimous opinion that 20,000 copies would be sufficient to supply the legitimate needs of the Civil Service Commission, and that 3,000 would be sufficient for Congress.

Report of the Commissioner of Education. This section reduces the number of copies from 44,000 to 35,000. Forty-four thousand copies of the report of 1889 were printed by concurrent resolution of September 16, 1890. We take from the apportionment to the Senate and House, leaving the number of copies for distribution by the Commissioner of Education the same, 20,000 copies.

Report of the Geological Survey. This section reduces the number of copies from 18,500 to 12,000, a reduction of 6,500 copies. Heretofore the report has been printed by joint or concurrent resolution, the last being of July 28, 1888. The reduction was made by taking proportionately from the apportionment to the Senate, House, and Geological Survey.

Report of the Commissioner of Labor. This section reduces the number authorized to be printed by joint resolution of March 2, 1891, from 35,000 to 20,000 copies, leaving the number to be distributed by the Commissioner of Labor the same as heretofore. The committee recommend an amendment which will provide for the number of this report authorized by the resolution of March 2, 1891, to wit: Thirty-five thousand, of which eight thousand shall be for the Senate, sixteen thousand

for the House, and eleven thousand for distribution by the Commissioner of Labor.

Report of the Interstate Commerce Commission. This section reduces the number of copies printed for Congress and for the Department of the Interior from 6,000 up to 21,000 of each annual report down to 5,000 copies, which the committee deems a sufficient number to supply the public demand and serve the public interest.

The Revised Statutes. Supplement to the Revised Statutes, Statutes at Large, and Session Laws are to be prepared, printed, and sold substantially as under the present law respecting them as found in the Supplement to the Revised Statutes, volume 1, second edition, pages 20, 21, 22, 57, 63, 77, 133, 134, 153, 204, 205, 261, 311, 312, 411, 712, and 713. The section provides for the printing of all concurrent resolutions, conventions, treaties, proclamations, and agreements, which the committee, after mature deliberation, concluded should be printed with the laws. The committee reduce the number of Session Laws to be distributed by Congress from 13,000 to 7,000, believing this sufficient in view of the fact that the usual number is to be printed under this bill.

[15]

Message of the President without accompanying documents. This section is new and proposes to authorize by statute the printing of the President's message promptly in sufficient number to supply Congress and the public without waiting for the passage of a simple or concurrent resolution. The number printed for either House has varied from 15,000 to 25,000.

Of the President's Message and Accompanying Documents. Three thousand copies have heretofore been printed under authorization of section 3798 of the Revised Statutes of 1878, 1,000 of which were for the use of the Senate and 2,000 for the use of the House. The provision that the reports of the Chief of Engineers, the Commissioner of Patents, the Comptroller of the Currency, the Commissioner of Internal Revenue, the Chief Signal Officer of the War Department, and the Chief of Ordnance shall be printed only in the usual number was deemed wise because of the small demand by the public for these reports. It appeared upon investigation that these reports were called for infrequently, and that Senators and Representatives had failed to send them out, presumably because there was no demand for them. The usual number would be quite sufficient to meet the public demand.

This provision was suggested by the Secretary of the Treasury in a letter to the committee that certain documents might be typewritten and bound for reference without being printed. This leaves it with the Postmaster-General and the Secretary of the Treasury to determine whether these reports shall be printed or not. Their printing entails an enormous expense clearly unnecessary.

Report of the National Academy of Sciences. The last report was printed by concurrent resolution of January 5, 1891, which authorized 3,500 copies to be printed; 1,000 copies for the Senate, 2,000 for the House, and 500 copies for the Academy of Sciences. Prior to that time, for several years, 5,000 copies had been printed. This section reduces the number to 1,500, leaving the number of copies for the use of the Academy of Sciences the same, but reducing the apportionment for the Senate and House.

Memoirs of the National Academy of Sciences. The number of copies of this document of 1887 ordered printed by concurrent resolution of July 28, 1888, was 4,500 copies. The bill proposes a reduction of 2,000 copies, cutting down the number to be distributed by the Senate, House, and Academy proportionately.

Heretofore the Army and Navy Register has been printed on requisition by the War and Navy Departments, and paid for out of their printing fund. The bill proposes to print 500 of each for the Senate and 1,000 of each for the House for their use, so that Senators and Representatives may be able to supply demands upon them for these documents without depending upon the Departments.

Report of the Smithsonian Institution. This report has heretofore been printed by concurrent resolution, that of 1890 being authorized by concurrent resolution of March 3, 1891, which authorized the printing of 19,000 copies. The bill reduced this number to 10,000, taking most of the reduction out of the apportionment to the Senate and House. The committee is of the opinion that this number is amply sufficient.

Reports of consular officers. Heretofore reports of consular officers

have been printed upon requisition of the Department of State and paid for out of the printing fund of that Department. The bill proposes to print 500 for the use of the Senate and 1,000 copies for the use of the House, in order that Senators and Representatives may have these valuable documents without depending upon the Department of State for them. [16]

Statistical Abstract. Sixteen thousand copies of this report for 1889 were printed by concurrent resolution of September 16, 1890. The bill reduces the number of copies for the Senate and House and increases the number of copies for use of the Bureau of Statistics. The reduction made is 4,000 copies.

Tests of Iron and Steel. The bill authorizes the printing of the same number of this document as has been printed heretofore by requisition of the War Department, namely, 500 copies. Besides these the usual number will be printed, but no extra copies for distribution, as heretofore.

Finance Report of the Secretary of the Treasury, etc. The bill authorizes the printing of the same number of copies of the Finance Report of the Secretary and other valuable reports named as has been heretofore printed under authorization of section 3798 of the Revised Statutes, but reduces the number of the Report on Commerce and Navigation from 2,000 to 1,000 copies for the Senate and from 6,150 to 2,000 for the House, and makes the same reduction in the number of the Report on Internal Commerce. The Report of the Director of the Mint on the Production of Precious Metals, heretofore printed by concurrent resolution and under authority of section 3792, Revised Statutes of 1878, is reduced from 2,000 to 1,000 copies for the Senate and from 4,000 to 2,000 copies for the House. It is proposed to cut off the printing of 3,000 of the Report on Mineral Resources by the Geological Survey and distribute 3,000 through Congress.

Report of the Government Directors of the Union Pacific Railway. This report, when printed for use of the Senate and House, was by concurrent resolution of July 17, 1886, which authorized the printing of 1,000 copies for the Senate and 2,000 copies for the House. The bill proposes a reduction of 1,500, which it is deemed by the committee will be sufficient.

Eulogies on Deceased Members of Congress. Eulogies heretofore have been printed by joint resolution, the printing and binding to be paid for out of the general printing fund, but the frontispiece or engraving was provided for by special appropriation, $500. The number of copies heretofore printed has increased from 4,500 copies in 1876 to 25,000 copies. The number of copies printed for a considerable length of time was 12,500. After a full consideration of the subject, the committee arrived at the conclusion that 8,000 was amply sufficient if properly distributed; and this section attempts to make such distribution of the 8,000 copies as will serve as good if not a better purpose than a larger number improperly distributed. The Chief of the Bureau of Engraving and Printing, in a letter addressed to the committee, stated that it was unnecessary for Congress to make a specific appropriation for the engraving, for the reason that the work could be done and paid for out of the appropriation for the Bureau of Engraving and Printing. The practice has been to bind in the usual number or reserve documents eulogies of Senators and Representatives in single volumes. This section is intended to bind all of the eulogies of the Senate and House, respectively, in one volume, and thus save great expense.

Senate and House Manuals. This is new, and is intended to enable each House to print its own Manual in such editions as it may deem proper. [17]

Congressional Directory. This section embodies the present law as contained in section 3801 of the Revised Statutes of 1878, with additions. It provides that the first edition shall be ready for distribution to Senators, Representatives, and Delegates on the first day of the session, and the remainder of the edition within one week thereafter; and provides that the distribution shall be under the control of the Joint Committee on Printing. The section simply expresses what has been the practice in the preparation of the printing and the distribution of the Directory for some time past.

The Abridgment. This section is substantially the present law as

contained in section 75 of the Revised Statutes of 1878. The addition made to the present law in this section consists in the direction to the Public Printer to furnish copies of the reports to be abridged as soon as printed, and fixing a time when the copy of the Abridgment shall be delivered to the Public Printer, and making it peremptory on the Public Printer to print the Abridgment as soon as the copy is furnished him. The number of copies is also reduced by the bill from 35,000 to 12,000 copies. It was ascertained by the committee that while the Abridgment was of sufficient importance to be continued, the number of copies hitherto printed was too large, hence this reduction.

The Congressional Record. The present law authorizing the printing and distribution of the Congressional Record is contained in section 78 of the Revised Statutes of 1878, and in the Supplement to the Revised Statutes, volume 1, second edition, pages 328, 387, 422, 423, 424, and 516. These statutes provide for the printing of the Record, its distribution to States and Territories, to legations abroad, to the justices of the Supreme Court, the clerk, and marshal, the preparation of the semimonthly index, and the distribution and sale of the Record by the Public Printer. This section follows, in the main, the present law. It increases the number of copies to meet the requirements of increased representation in the Senate and House of Representatives and the increase of State libraries. The bill makes a new provision, to the effect that the Record shall be furnished only to foreign legations in Washington whose governments extend a like courtesy to our legations abroad, and provides for the distribution of Records to depositories in the States by the superintendent of documents.

This section is new. Its purpose is to complete the sets of Rebellion Records now being issued to those who failed to receive the first five volumes. Maj. Davis, in his testimony, says: "There is a great demand for the first five volumes of the Rebellion Records. In making our estimates for each year we have to look ahead and make the estimate sufficiently large to do the work, but we can not tell precisely what the size of the volume is going to be, and I think that we would be able each year, from the volumes not coming quite up to the standard, to print those five volumes during the next two years without increasing our appropriation at all if Congress would give us the authority to do it." (See Maj. Davis's evidence, page 204, Investigation of the Public Printing.)

This section embodies substantially sections 510, 511, and 3800 of the Revised Statutes of 1878, and acts of Congress to be found in the Supplement of the Revised Statutes, volume 1, second edition, pages 150, 298, 376, and 575. The changes made consist in charging the appointment clerk of the Interior Department with the duty of preparing, [18] editing, and indexing the Official Register, which work is now done by the superintendent of documents of that Department. This change is made for the reason that if this bill becomes a law the superintendent of documents in the Interior Department will be done away with, that officer and his force being transferred as provided for in this bill. The number of copies authorized to be printed by this section is 1,234 less than are now authorized to be printed by law. The distribution has been rearranged in such a manner as to place the Register in the hands of those needing it, and provision is made for the supply of libraries throughout the country for use of the public.

The provisions of the bill pertaining to the Patent Office are substantially those provided for by existing law. By reference to the communication from the Commissioner of Patents, printed with the testimony, it will be seen that there has been much question in that office whether the printing has been by virtue of law or because of custom. The object of the section is to legalize all proper printing for that Bureau and to furnish to Congress for distribution simply that that will probably be needed by the general public.

The committee recommend an amendment as follows:

"Of the Annual Report of the Comptroller of the Currency, ten thousand copies; one thousand for the Senate, two thousand for the House, and seven thousand for distribution by the Comptroller of the Currency."

And also amend by adding at close of section 76 the following words:

"No report, document, or publication of any kind, distributed by or from any Executive Department or bureau of the Government, shall contain any notice that same is sent with 'the compliments' of an officer of the Government."

The first part of section 77 is substantially the present law as contained in Supplement to Statutes at Large, volume 1, second edition, page 382. The addition is advisable.

Section 78 is new. It has been customary to send copies of all public documents to each of the foreign legations in Washington, about forty in number, each receiving every session from thirty to thirty-five volumes of public documents bound in full sheep. Upon investigation it was found that in most cases these were not wanted. The legations in keeping up with the current work of Congress have obtained public documents required for this purpose through the Department of State. Our legations abroad have to pay for such publications. If our Department of State gets a document in London it has to pay for it, and it would seem fair and just that foreign Governments should pay for our Government publications when they require them. This section is made upon the recommendation of the present Secretary of State, as also ex-Secretary of State Hon. Hamilton Fish, who wrote a strong letter upon the subject to Hon. H. B. Anthony in 1874, then chairman of the Committee on Printing.

Section 79 is substantially the present law as found in the Supplement to Revised Statutes, volume 1, second edition, pages 202 and 250.

Section 80 is identical with the present law as found in sections 432 and 433 of the Revised Statutes of 1878.

Section 81 is identical with the present law as found in section 3686 of the Revised Statutes of 1878.

Section 82 is identical with the present law as found in the Statutes at Large, volume 24, page 255.

Section 83 is new, and was made upon the recommendation of the Public Printer, and after full investigation by the committee. It has happened in the Government Printing Office that the printing of the text of books has been completed and the sheets stored away for months and years before the copy for the maps or illustrations was furnished. This has led in some instances to a great waste by the sheets being so damaged that they could not be used, and thus necessitating the reprinting of those damaged. It is believed that this section will remedy that evil. The section also will prevent the delay in furnishing copy to the Public Printer. Only recently the Superintendent of the Naval Observatory applied to the Public Printer to have printing done under an order passed in 1854, the copy for which had not been furnished during that long period. The Public Printer very properly refused to do the printing without a revival of the order by Congress, or that authority be given him to act upon the old order by the Joint Committee on Printing. This section will remedy that evil. [19]

Section 84 is new. The purpose of it is that the title on the back of public documents shall be made uniform and less confusing, and to simplify their titles that they may be more easy of identification.

Section 85 is identical with the present order of the Senate.

Section 86 is substantially a part of a joint resolution passed July 29, 1886, as found in Supplement to the Revised Statutes, volume 1, second edition, page 688, and is designed to give each committee the reports that emanate from it.

Section 87 is identical with the present law, act of July 20, 1868, Statutes at Large, volume 15, page 111.

The first part of section 88 is the present law as found in the Supplement to the Revised Statutes, volume 1, second edition, page 245. The last clause is the provision passed in an appropriation bill at the second session of the Fifty-first Congress.

The first portion of section 89 is the present law as found in section 3785, Revised Statutes of 1878.

The committee recommend an amendment in the proviso, after the words "departments," by adding the words "bureaus and offices."

Section 90 is new, but is a proper reform.

Section 91 is new, but is right and proper.

The first paragraph of section 92 is substantially the present law as found in sections 3786, 3789, and 3802 of the Revised Statutes of 1878. The remaining paragraphs are substantially new. The second paragraph fixes the maximum limit, based upon the number of copies heretofore printed upon requisition of the heads of Departments, and paid out of their printing fund. The third paragraph was made upon the suggestion of the head of a Department, and it seems to the committee that it comes very properly within the province of the Department

chief to determine whether a report of a subordinate to him shall be printed or not; hence it is left to the heads of Departments to determine this matter, having in view the public interest.

Section 93 is new. The present practice of supplying the Executive Departments with documents, bills, and resolutions from the document and folding rooms of the two Houses has proved very unsatisfactory. The Postmaster-General, in speaking on this subject, says: "It is now the practice * * * to send to the several bureaus of this Department one copy of every bill, resolution, and other document printed by order of the Senate. The intention in sending these documents, it is presumed, is mainly to give information to the Department of pending legislation or other business affecting its interest; but I am informed that there is and always has been so much delay in furnishing them that when received they are, in a majority of cases, of but little practical value. I think it would be better if they were distributed by the Public Printer at the same time that he makes his distribution for the two Houses of Congress. This would enable the several officers of this Department to make prompt examination of them, and formulate such recommendations of action concerning them as might be found appropriate." (See page 79 of Investigation of the Public Printing.) The Secretary of the Treasury, speaking on this subject, at page 22 of the Investigation of the Public Printing, says: "Copies of all reports, bills, etc., ordered printed, are sent to a number of the bureaus of this Department, while other bureaus are overlooked. Their reception by this Department serves no good purpose, as they are received as a rule long after the order was given to print, etc.

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This seems to be the opinion of heads of Departments respecting the distribution of documents, bills, and resolutions to the Departments, and acting upon these suggestions the committee formulated this section, which, it is believed, will fully regulate the matter and enable the Departments to get such documents, bills, and resolutions promptly as are needed in the transaction of Departmental business.

Section 94 is new. All annual reports, with the exception of the report of the Superintendent of the Geological Survey, are now printed uniform with the reports of heads of Departments. It is desirable for appearance as well as convenience that all reports should be thus printed.

Section 95 is new and aims at systematizing the distribution of documents in the Departments, and to place the public documents in the hands of those who are entitled to receive them and prevent duplication.

Section 96 combines in its provision substantially the present law as contained in sections 3789 and 3802 of the Revised Statutes of 1878, and act of June 20, 1878, contained in the supplement to the Revised Statutes, p. 381.

Section 98 is substantially the present law as contained in sections 3785 and 3789 of the Revised Statutes of 1878, Statutes at Large, volume 23, p. 226, and in the supplement to the Revised Statutes, pp. 98 and 381. These several sections have been thrown together in this one section for the purpose of compactness and convenience.

That part of section 99 which authorizes the Postmaster-General to contract for envelopes for other Departments than his own is new, and is made upon his suggestion, which is as follows: "Our contracts for official envelopes provide that the envelopes shall be supplied with such printing as the Department may prescribe, and the printing is done at the time the envelopes are manufactured, and forms one step in their manufacture. It therefore costs but a trifle. The official envelopes supplied to the other Executive Departments are bought in blank and are afterwards printed either at the main Government Printing Office or at one of the branch offices. This involves considerable expense for printing, a large portion of which could be saved if authority were given to each of the Departments to pursue a course with reference to its envelopes similar to that now followed by the Post-Office Department with regard to envelopes for the postal service. This arrangement would result, first, in a large saving by reason of the lower price obtained by the greater quantity supplied; second, the further saving already pointed out, of the cost of extra printing upon such envelopes as are not now printed at the time of manufacture; and third, a minimizing of the risk of counterfeiting the penalty clause, through confining the manufacture to one establishment and one oversight.

Section 100 is new and is formulated upon the suggestion of the Attorney-General in his answer to the circular letter found on page 96 of

the Investigation of the Public Printing. He says: "It would be in the line of economy and in the interest of the public service to have all blanks, letter heads, and envelopes for the use of the judges and other officials of the United States courts throughout the country, other than such as are by law required to be paid for by any of these officers out of the emoluments of their offices, printed under the direction of the Department of Justice and distributed by it, for the reason that uniformity would be secured in the size, style, and expense of returns and reports; and no excuse would exist for failure on the part of any officer to render his reports and returns promptly. The handling and consideration of accounts and returns by the officials of the Treasury Department would be greatly facilitated, and there would probably be a saving of 25 to 30 per cent to the Government.

Section 101 is substantially new. Section 1332 of the Revised Statutes of 1873 provides that the Secretary of the Senate shall supply the Military Academy with copies of all documents published by the Senate. The provisions of the present law are simply enlarged so as to embrace all public documents, and places the eight Executive Departments and the Naval Academy on an equal footing with the Military Academy respecting public documents.

h. HOUSE DEBATE - 24 CONG. REC. 34-43,53-66,70-72 (1892).

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PUBLIC PRINTING AND BINDING.

Mr. RICHARDSON. Mr. Speaker, I desire to call up for present consideration Senate bill 1549, "providing for the public printing and binding and the distribution of public documents." A copy of the bill is on the desk, and I ask to have the special order relating to it read, if necessary. I will state that by an order of the House this bill is given precedence for consideration except as against appropriation and revenue bills.

The SPEAKER. The Clerk will read the order to which the gentleman refers.

The Clerk read as follows:

PUBLIC PRINTING.

Mr. RICHARDSON. Mr. Speaker, I desire to present a report, not for immediate consideration, but in order that it may be printed and the bill reported by title and recommitted to the Committee on Printing. I ask, Mr. Speaker, that the committee have leave to report this bill for consideration at any time, not to interfere with appropriation or revenue bills. It is the bill to regulate printing for the Government.

The SPEAKER. The Clerk will report the title of the bill, after which the Chair will submit the request of the gentleman from Tennessee.

The Clerk read as follows:

"A bill (S. 1549) providing for the public printing and binding and distribution of public documents."

The SPEAKER. The gentleman from Tennessee submits this report and asks that the bill be printed and recommitted to the Committee on Printing, and that that committee have leave to report it at any time for consideration, not to interfere with revenue or appropriation bills. Is there objection?

Mr. MCCREARY. I desire to ask the gentleman from Tennessee if this is the bill which passed the Senate and which is, to a certain extent, like the House bill that was under consideration at the beginning of the session?

Mr. RICHARDSON. It is, but with certain amendments made by our committee to make it conform, I think, to the wishes of the House.

Mr. MCCREARY. But you desire no action now?

Mr. RICHARDSON. I do not.

Mr. DINGLEY. Is it the same bill which was before the House early in the session, with modifications?

Mr. RICHARDSON. Yes, with certain modifications.

The SPEAKER. Is there objection to the request of the gentleman from Tennessee?

There was no objection.

The SPEAKER. The Clerk will report the title of the bill.

The Clerk read as follows:

A bill (S. 1549) providing for the public printing and binding, and the distribution of public documents.

Mr. RICHARDSON. This bill, Mr. Speaker, has been read in full heretofore, and was discussed also for some time. I ask that it be now taken up by sections or items. It is quite a long bill and will take some time to dispose of it. The only practical way to consider it is to take it up section by section, and I ask consent that it be so read, with the understanding that each section, as read, shall be considered as adopted, unless some amendments are proposed. It covers many sections which are literally transcripts from the Revised Statutes, the object being to make the bill uniform and consistent with itself in all of its parts.

The SPEAKER. The gentleman from Tennessee [Mr. RICHARDSON] asks that in the consideration of the bill now before the House it be read by sections, and that as each section is read, if no amendment be offered thereto, it be considered as agreed to, and that the House proceed thus throughout the consideration of the bill. Is there objection to the request of the gentleman from Tennessee?

There was no objection.

The SPEAKER. The Clerk will read the bill by sections.

The Clerk proceeded to read the bill by sections. Having read as follows:

SEC. 13. The Joint Committee shall have control of the arrangement and style of the CONGRESSIONAL RECORD, and while providing that it shall be substantially a verbatim report of proceedings, shall take all needed action for the reduction of unnecessary bulk, and shall provide for the publication of an index of the CONGRESSIONAL RECORD semimonthly during the sessions of Congress and at the close thereof—

Mr. DINGLEY. Mr. Speaker, before passing this section I desire to ask of the gentleman from Tennessee [Mr. RICHARDSON], who is in charge of the bill, what is the meaning of the provision that the joint committee shall take all needed action for the reduction of unnecessary bulk of the CONGRESSIONAL RECORD. Having provided first that the RECORD shall be substantially a verbatim report of the proceedings, what is contemplated to be covered by that phrase to which I have referred? If the RECORD is to be substantially a verbatim report, how is the Joint Committee on Printing to reduce the bulk of it?

[35]

Mr. RICHARDSON. That could only be by preventing a duplication of publication. If a document is submitted in both Houses on the same day, the joint committee could make regulations by which that document would only appear in the proceedings of one House. I will state that this section is not a change in the law. It is a republication of the present law, as found in the Supplement to the Revised Statutes at page 617, or in the Statutes at Large, volume 21, page 516. It does not change existing law.

Mr. DINGLEY. And is not intended at all to give the joint committee power to change the verbatim report?

Mr. RICHARDSON. It is not intended to interfere with the debates at all.

Mr. DINGLEY. But simply refers to documents and things of that kind?

Mr. RICHARDSON. Certainly. It does not contemplate any abridgment of the debates or anything of that kind, but simply relates to matters like the one I have just cited as an illustration.

The Clerk proceeded with the reading of the bill by sections.

Having read as follows:

SEC. 17. At all times when there is no Committee on Printing of the House of Representatives the powers and duties under the law devolving upon the Joint Committee on Printing shall be exercised and performed by the Senate Committee on Printing.

Mr. RICHARDSON said: Mr. Speaker, the House committee recommends the adoption of an amendment to that section.

Mr. DINGLEY. Will the gentleman state what change that amendment makes?

Mr. RICHARDSON. The bill as it passed the Senate provided that the Senate committee, when there was no House committee, might exercise the duties of the joint committee. This amendment which the House committee proposes strikes out that provision and provides that when there be only one committee, whether of the Senate or of the House, that in either case the committee in existence may exercise the duties of the joint committee for the time being.

Mr. DINGLEY. But practically, must it not always be the Senate committee when that condition of things exist at all?

Mr. RICHARDSON. Well, it would almost always be the Senate committee, but still it gives us the same privilege, if we shall ever find them in that situation.

The SPEAKER. The question is upon the motion of the gentleman from Tennessee to strike out and insert. The Clerk will read what is proposed to be stricken out and what is proposed to be inserted.

The Clerk read as follows:

Strike out lines 1, 2, 3, 4, and 5 of section 17 and insert:

"At any time when there is no joint committee of the two Houses of Congress the powers and duties devolving upon the joint committee shall be exercised by the committee then in existence of either House."

Mr. RICHARDSON. I will state, Mr. Speaker, that this is agreed to by the Senate committee also. There is no controversy over it.

The amendment was agreed to.

The Clerk proceeded with the reading of the bill by sections. Having read as follows:

SEC. 40. The Public Printer shall pay no greater price for composition than 50 cents per thousand ems and 40 cents per hour for time work to printers and bookbinders: *Provided*, That the pay of all employes of the Government Printing Office engaged on night work (between the hours of 5 o'clock p. m. and 8 o'clock a. m.) shall be 20 per cent. in addition to the amount paid for day labor—

Mr. DINGLEY said: Mr. Speaker, I would like to ask the gentleman from Tennessee if the maximum price per thousand ems stated in this section is that which is now paid?

Mr. RICHARDSON. Yes, this is an exact copy of the law. It does not change it a particle.

Mr. DINGLEY. And that is the actual price which is being paid to-day?

Mr. RICHARDSON. Yes; there is no change. It is the present law.

The Clerk proceeded with the reading of the bill. Having read as follows:

Of the Senate documents and reports, bound: To the Senate Library, 15 copies; to the Library of Congress, 2 copies, and 50 copies additional for foreign exchanges; to House Library, 15 copies; to the superintendent of documents, 500 copies, for distribution to State and Territorial libraries and designated depositories. These documents shall be bound in half Russia—

Mr. RICHARDSON said: There is an amendment to that sec-

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§1702

tion which I will ask the Clerk to report.

The Clerk read as follows:

In line 33 of section 55, strike out the words "half Russia," and insert the words "full sheep."

Mr. RICHARDSON. That amendment is recommended by the committee in the interest of economy. It is cheaper to bind in full sheep than in half Russia. It is estimated that it will save 25 cents on each volume, on perhaps 100,000 volumes in a year. I move the adoption of the amendment.

The amendment was agreed to.

The Clerk read as follows:

§1715

SEC. 59. Whenever printing not bearing a Congressional number shall be done for any department or officer of the Government, except confidential matter, blank forms, and circular letters not of a public character, or shall be done for use of Congressional committees, not of a confidential character, two copies shall be sent, unless withheld by order of the committee, by the Public Printer to the Senate and House libraries, respectively, and one copy each to the document rooms of the Senate and House, for reference; and these copies shall not be removed; and of all publications of the Executive Departments made for distribution 500 copies shall be at once delivered to the superintendent of documents for distribution to designated depositories and State and Territorial libraries:

with an amendment as follows:

In line 10, after the words "Executive Departments," insert the words, "not intended for their special use, but."

Mr. RICHARDSON. That is a committee amendment.

The amendment was agreed to.

§739

The Clerk read as follows:

SEC. 61. There shall be one document room of the Senate and one of the House of Representatives, to be designated, respectively, the "Senate and House document room." Each shall be in charge of a superintendent, who shall be appointed by the Sergeant-at-Arms of the Senate and the Doorkeeper of the House, respectively, who shall appoint the necessary number of assistants:

with an amendment as follows:

Add to the end of the section the following words: "*Provided*, That this section shall not take effect until the closing of the Fifty-second Congress."

The SPEAKER *pro tempore* (Mr. TRACEY in the chair). The question is on the adoption of the amendment.

Mr. DINGLEY. Mr. Speaker, before that amendment is adopted I would like to make this suggestion to my friend from Tennessee. I notice that it is provided that this particular section shall not take effect until the 4th of March

The suggestion which I desire to make is whether it would not be advisable that this whole bill, introducing, as it does, an entirely new system, not only in the printing, but in the distribution of public documents, should not take effect until the 4th of March, 1893; and I would ask him whether it would not be better to strike out this provision, and insert one at the end of the bill, that this bill, if it shall pass, shall not take effect until after the 4th of March, 1893.

Mr. RICHARDSON. I hope that the gentleman will not insist on that motion at this time, but when we shall reach the end of the bill, if he desires to make such a motion, it could be entertained.

Mr. DINGLEY. I will not now insist, but if the bill were not designed to take effect until that time, then, of course, we ought to strike out this provision at this point. It seems to me that great confusion will be introduced in the printing and distribution of documents if this bill should take effect before the 4th day of March next.

Mr. RICHARDSON. I would like the gentleman to consider his own suggestion until we have concluded the consideration of the bill, and if he then so desires we can consider his suggestion, but it occurs to me that there will be no confusion in the printing and distribution of documents under this bill. This Congress is now providing for a year's printing, and we want it to apply to this year's printing, and for that reason I did not press the consideration of this bill late in the long session. I thought it would be time enough to take it up in this session, and pass it as early as possible, in order that it might apply to next year's printing.

Mr. DINGLEY. My friend will notice that the next section provides for a superintendent of documents. Now, if that officer is to be appointed immediately you would vacate the position now occupied by the gentleman in charge there and introduce another official right in the midst of a session of Congress, and in doing so it seems to me you will necessarily cause a great deal of confusion if any part of this bill goes into operation before the 4th day of next March.

Mr. RICHARDSON. The Joint Committee on Printing could regulate that without any difficulty. They have entire control of the matter; but I will consider the gentleman's suggestion.

Mr. DINGLEY. I simply suggest that the law would control the matter, and not the Committee on Printing.

The amendment was agreed to.

The Clerk read as follows:

SEC. 62. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent of documents, who shall receive a salary of $3,000 per annum. He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for the special official use of the Executive Departments, which shall be delivered to said Departments, and those printed for the use of the two Houses of Congress, which shall be delivered to the folding rooms of said Houses and distributed or delivered ready for distribution to Members and Delegates upon their order by the superintendents of the folding rooms of the Senate and House of Representatives—

with the following amendment:

Strike out the following from the beginning of the section: "The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent of documents, who shall receive a salary of $3,000 per annum," and insert the following in its place: "The Joint Committee on Printing is hereby authorized and directed to appoint a clerk to said joint committee, who shall be superintendent of documents and be entitled to receive a salary of $3,000 per annum."

Mr. JOSEPH D. TAYLOR. Mr. Speaker, I wish to inquire of the gentleman how this appointment will be made in case the committee is equally divided. I understand the joint committee to be composed of six persons, and this officer is to receive a salary of $3,000. Now, three of the six might be for one man and three for another.

Mr. RICHARDSON. You would get rid of that in the usual way of a deadlock. One would go to the other man, and that one would be elected.

Mr. JOSEPH D. TAYLOR. I do not think you ought to cast lots for a position where so much of the people's money is involved.

Mr. RICHARDSON. That would not be casting lots. It is thought best by the committee that this man should be made the distributing agent of these two bodies, and not make him the appointee of the President of the United States, and I will say that this amendment is agreed to by the committee of the Senate as well as by the committee of the House. They prefer it in this shape and form, and there is no difficulty or contention between the two Houses or the committees of the two Houses on that question.

And I submit further that the law now provides that the Joint Committee on Printing shall select the index clerk, and no such catastrophe as has been suggested by the gentleman from Ohio has ever occurred in regard to that officer; and that has been the law for twenty years. There has never been a deadlock in the committee in the selection of an index clerk, who gets more pay and who occupies a much more important office.

Mr. JOSEPH D. TAYLOR. I think you had better leave it to the President.

Mr. RICHARDSON. I think not. I think that the difficulty that arose when this bill was under discussion in the long session was mainly upon this section. The feeling in the House is that we want this officer to be appointed by the two Houses of Congress, that he may be made the Congressional agent to distribute these documents, and that he shall not be the appointee of the President of the United States. We want him brought under the control of Congress; and that is the reason why this change is made.

Mr. JOSEPH D. TAYLOR. Why do you not make the committee larger—say four members of the House and three of the Senate? This is a larger body than the Senate, and if you were to do that you never would have a tie vote.

Mr. RICHARDSON. This committee for years has consisted of three members of each body.

Mr. JOSEPH D. TAYLOR. You would then get down nearer to the people and solve this difficulty.

Mr. REED. You would solve the difficulty so far as the House is concerned.

Mr. RICHARDSON. The committee has been constituted as it is now for a great many years, and I believe no difficulty has ever arisen from the method of its composition. The committees of the Senate and of the House are usually about the same size.

Mr. STOCKDALE. In the sixty-second section, after the provisions for the appointment of a clerk, I see it is provided that he shall have general supervision of all public documents. What is the effect of that? Does it take away from members of Congress the right to control the distribution of their share of documents?

Mr. RICHARDSON. The next section of the bill answers the gentleman's question and prescribes how that matter is to be regulated.

Mr. STOCKDALE. What I desire to know is what this provision here means?

Mr. RICHARDSON. It means that where members desire, this officer may distribute their documents; but that otherwise it shall be done as provided in section 63.

Mr. STOCKDALE. Would it not be well to say that, then,

in this part of the bill?

Mr. RICHARDSON. You can not put a whole bill into one section.

Mr. STOCKDALE. But is it good legislation to make one section of your bill change the provisions of another section?

Mr. RICHARDSON. You can not put all of the provisions of a bill like this into one section. If the gentleman will wait until the next section is read I think he will find that this point is there met. The object is to bring this officer under the control of Congress, to make him a Congressional officer instead of a Presidential one. The provision is agreeable to the Senate committee, and there is no want of harmony between the two bodies on that point.

Mr. STOCKDALE. Mr. Speaker, I would like to suggest an amendment to this part of the bill. It occurs to me that the section now under consideration must be faulty if we are compelled to refer to another section of the bill in order to know what this one means or to alter its provisions. I suggest that after the word "distribution," in line 10, page 24, an amendment be inserted in the words following: "when the members so desire."

Mr. RICHARDSON. I do not object to that amendment if the gentleman will reduce it to writing, although it is in substance the provision that is contained in the next section of the bill.

Mr. STOCKDALE. I ask the clerk to insert in the bill after the word "distribution," line 10, page 24, the words "when the members so desire."

The SPEAKER *pro tempore* (Mr. TRACEY). The question is on the amendment recommended by the committee.

Mr. HOLMAN. Mr. Chairman, I see it is provided here that a clerk shall be appointed, who is to be superintendent of documents and his salary is to be $3.000 a year. Now, there is a similar officer already employed in the Interior Department, who is, I believe, a fourth-class clerk. Am I correct?

Mr. RICHARDSON. His salary is $2,500.

Mr. HOLMAN. I thought his salary was that of a fourth-class clerk.

Mr. RICHARDSON. No, he has a special salary of $2,500. This bill increases the salary $500, but it abolishes several clerks and makes the expenditure less in the aggregate.

Mr. HOLMAN. But there are four or five clerks now employed by him in the Interior Department.

Mr. RICHARDSON. That is true.

Mr. HOLMAN. Has the gentleman any idea as to how many clerks will be required to carry out the provisions of this law for the distribution of documents?

Mr. RICHARDSON. This will not make any increase in the Interior Department: but, on the contrary, in the opinion of the committee, there will be a diminution. The same amount of work will be done, and, being done more systematically, we think it will be done more cheaply, and that less "patronage" will be required here under this arrangement.

Mr. HOLMAN. These clerks are employed, and their principal duties are to distribute the census report and a few other publications. Now, will it not require quite a large additional clerical force beyond what is now employed in the Interior Department to carry out the provisions of this bill?

Mr. RICHARDSON. I think not. I think that the clerks who now do this work in the document rooms of the House and Senate respectively will be utilized for this purpose, and that probably no increase of force whatever will be needed.

Mr. HOLMAN. I apprehend that there will be a large increase; I am afraid so. However, my friend knows more about this matter than I do.

Mr. RICHARDSON. I do not think there will be any increase. The committee examined the subject very carefully and took a large amount of expert testimony upon that very point, as its record shows. I believe the passage of this bill will result in the reduction of the clerical force.

Mr. HOLMAN. One other suggestion. The office in the Interior Department whose duties correspond with the office now under consideration has always been filled by a very competent official, performing his duties very satisfactorily on a salary of $2,500 a year. Instead of indulging in the ordinary tendency to run up salaries, why not adopt as a standard this case to which I have referred and provide for the same amount of salary? I hope the gentleman from Tennessee will himself offer an amendment for this purpose.

Mr. RICHARDSON. Mr. Speaker, the committee were unanimous in the opinion that this officer ought to receive $3.000 a year. I do not think it is too much. If the gentleman desires to amend the bill by striking out $3.000 and inserting $2,500, he can make a motion to that effect. I do not think $3.000 is more than ought to be paid.

Mr. HOLMAN. I think my friend from Tennessee ought to make the motion himself. This officer will perform exactly the same duties (though on a little larger scale) as those performed in the Interior Department. We can not get any more efficient service than is now rendered in that Department. The salary of the officer there was fixed during the war period and by a Republican House and Senate. I hope this Democratic House will not go beyond the figure thus fixed. In view of the example which has been set us in that respect, I suggest that the amount in the bill be reduced to $2,500. I hope the gentleman from Tennessee will agree to that.

Mr. RICHARDSON. The committee having concurred in fixing the salary named in the bill, I do not feel that, as a member of the committee, I should be acting in good faith if I should now propose any change. We discussed the matter in committee: and $3.000 was regarded as a reasonable salary.

Mr. HOLMAN. With the permission of my friend from Tennessee I will offer the amendment I have indicated.

Mr. RICHARDSON. I do not object to the offering of the amendment.

Mr. HOLMAN. I think no objection can be raised to this amendment for the reason that, as I have stated, the officer in the Interior Department performing similar duties receives a salary of $2,500, which was fixed during the war period when prices were away up. I hope my friend will himself make the motion.

Mr. RICHARDSON. I do not object to the offering of the amendment.

Mr. JOSEPH D. TAYLOR. I wish to call the attention of the gentleman from Tennessee to a question involved in this section which seems to me of much higher import than the question of dollars and cents which my friend from Indiana [Mr. HOLMAN] has raised. I would like to know where in the Constitution of the United States authority is found for conferring upon members of Congress authority to make appointments to office. It is proposed here that members of the House shall have authority to appoint a salaried officer who is to receive $3,000 a year for his services. Now, is the legislative department of the Government going to undertake to rob the executive department of its just constitutional power with respect to official appointments? I think we ought to consider whether the provision now under consideration is constitutional. If the gentleman from Tennessee can refer me to some provision of the Constitution authorizing a measure of this kind, I shall be very glad to receive the information. I wish to know where in the Constitution of the United States the gentleman finds any power conferred upon the legislative branch of the Government to first create an office and then fill it. § 1702

Mr. RICHARDSON. Mr. Speaker, this officer is simply a clerk: and the committees of this House appoint their own clerks. Under authority of that kind this provision can be justified. As I mentioned a moment ago, there is an enactment to be found in the Revised Statutes authorizing this very joint committee to appoint an index clerk, who receives a larger salary than $3.000 a year. There is a precedent, if the gentleman wants one, under the Constitution. That provision has been in the law for a great many years, and we have been enacting under it without objection.

Mr. JOSEPH D. TAYLOR. What I wish to know is, where the gentleman finds any authority for this proceeding in the Constitution?

Mr. RICHARDSON. This section simply provides that the Joint Committee on Printing may select some competent person to do this clerical work; that is all. I think there is full authority for it.

Mr. HOLMAN. Mr. Speaker, I would not press the motion I have made to fix this salary at $2,500, but for the fact that in view of the suggestions already made, I believe my friend from Tennessee assents to the proposition. On this account I ask a vote on my motion.

The SPEAKER *pro tempore* (Mr. TRACEY). The question is on the motion of the gentleman from Indiana [Mr. HOLMAN] to strike out "$3.000" and insert "$2.500."

The amendment was agreed to, there being—ayes 32, noes 10.

The SPEAKER *pro tempore*. The question is now on the amendment submitted by the committee.

Mr. DINGLEY. Mr. Speaker, I was about to move an amendment providing that the authority to appoint this officer should operate on and after March 4, 1893; but I will not make that motion if the gentleman in charge of this bill thinks it probable that at the close of the bill a motion of that kind would be accepted by the committee with reference to the whole measure.

Mr. RICHARDSON. I will not object to such a motion at the close of the bill on any technical ground; and in the mean time I will confer with the gentleman on the subject.

Mr. DINGLEY. Then I do not make the motion now.

The SPEAKER *pro tempore*. The question is on the pending amendment of the committee.

The amendment was agreed to.

The SPEAKER *pro tempore*. The question is now on the amendment of the gentleman from Mississippi [Mr. STOCKDALE] to insert after the word "distribution," in line 10, the words "when a member so desires."

The amendment was agreed to.

Section 63 was read.

Section 64 was read, as follows:

§1702

SEC. 64. The superintendent of documents is also charged with the sale of public documents, except as herein otherwise provided; and all documents hitherto published for sale by other officers of the Government shall be turned over to him. He is hereby authorized to sell any publication of the Government at cost, with 10 per cent added, as estimated by the Public Printer, and based upon printing from stereotyped plates, excepting old and rare volumes, which shall be sold at an appraised value, to be determined by the superintendent of documents, the Public Printer, and the Librarian of Congress, acting as a commission for this purpose: but only one copy of any document shall be sold to the same individual, excepting in the case of libraries or schools, by which additional copies are desired for separate departments thereof. All moneys received from the sale of documents shall be covered into the Treasury monthly and placed to the credit of the general fund for public printing.

The committee recommend the adoption of the following amendments: Strike out in line 6, after the word "cost," the words "with 10 per cent added."

Mr. HOLMAN. I wish simply to inquire of the gentleman in charge of this bill, the object of that change. That has been the law, I think, for fifty years, this addition of 10 per cent; and is intended to meet incidental expenses in connection with such matters.

Mr. RICHARDSON. I think the gentleman is mistaken. I think it has not been the law when the superintendent of documents sells, but is the law when these sales are made through the Public Printer. When such documents are exchanged or sold by the superintendent of documents in the Interior Department this rate of 10 per cent is not included, but they are simply sold at cost. I will state to the gentleman that this does not change the law.

§1301

Mr. HOLMAN. But why should not the same principle apply in either case? When the Public Printer publishes a work for a person desiring its publication, you require that 10 per cent additional shall be paid to meet incidental expenses; and it has always been charged by the Public Printer under such cases. Why not apply the same principle here? Evidently the gentleman contemplated its application when this bill was drawn, because the amendment seeks to strike out words that were incorporated in the bill when originally drawn.

Mr. RICHARDSON. They were in the law as applicable to the Public Printer. But when we came to consider this matter as applicable to this officer at the Department, we did not consider it necessary to retain them; because, I will state to the gentleman, it is not intended that he shall sell documents as a business, but when he does sell them that he shall do so at cost.

Mr. HOLMAN. But the tendency of this legislation would be to increase the business.

Mr. RICHARDSON. The committee thought that if we got cost for these publications, and some citizen is willing to pay for what he regards as the value of a publication on that basis, that we ought to be satisfied and he ought to be permitted to have it.

Mr. HOLMAN. And the Government becomes a sort of general printing office.

Mr. PICKLER. Let me ask the gentleman from Tennessee whether the provisions in the third, fourth, and fifth lines of this section cover documents now in the basement of this Capitol?

Mr. RICHARDSON. No, sir; they are provided for further on in the bill.

I do not think, Mr. Speaker, that the change suggested by the gentleman from Indiana ought to be made, but that the amendment recommended by the committee should be adopted.

The SPEAKER *pro tempore* (Mr. TRACEY). The question is on agreeing to the amendment of the committee.

The amendment was adopted.

Sections 65, 66, 67 and 68 were read.

Section 69 was read, as follows:

§1703

SEC. 69. The Public Printer is hereby authorized and directed, upon the requisition of the superintendent of documents, to furnish such blanks and to do such printing and binding as required by his office, the cost of the same to be charged against the appropriation for printing and binding for Congress.

The Sergeant-at-Arms of the Senate, Doorkeeper of the House, and the Public Printer shall provide convenient office, storage, and distributing rooms for the use of the superintendent of documents.

Mr. MUTCHLER. Mr. Speaker, I wish to offer an amendment to this section.

The Clerk read as follows:

Insert after line 6, in section 69: "*Provided*, That whenever there shall be found in the current dictionaries various spellings of a word it shall be the duty of the Public Printer to use the simplest form."

Mr. MUTCHLER. I offer that because I think we ought to have uniformity of spelling in all public documents. It has been suggested by the philosophical societies of the United States and Great Britain——

Mr. DINGLEY. I suggest to my friend from Pennsylvania that instead of using the words "current dictionaries" he substitute the words "standard dictionaries."

Mr. MUTCHLER. I mean the standard dictionaries, the current standard works of the country, used as books of reference, and wherever there is a variance in the spelling of a word the amendment provides that the Public Printer shall use the simplest form.

Mr. DINGLEY. But the expression "current dictionaries" is rather equivocal. For instance, there are certain phonetic dictionaries, some of which have been published and some of which are in use. I suppose the idea of the gentleman is to accept the spelling of the standard dictionaries, such as is laid down by Webster or Worcester?

Mr. MUTCHLER. Yes, sir; or any other current dictionary.

Mr. DINGLEY. But does the word "current" exactly express what the gentleman means?

Mr. MUTCHLER. I think we should take the standard works on the subject; the later dictionaries.

Mr. DINGLEY. Then had not the gentleman better substitute the word "standard" for "current" in his amendment?

Mr. MUTCHLER. Very well; I have no objection to the modification.

Mr. RICHARDSON. It ought to be so amended if it is to prevail. I hope the amendment will be reported as it is proposed to be modified by the gentleman from Pennsylvania.

The Clerk read as follows:

Provided, That whenever there shall be found in the standard dictionaries various spellings of a word, it shall be the duty of the Public Printer to use the simplest form.

The amendment was adopted.

The Clerk proceeded with the reading of the bill. Having read as follows:

Of the report of the Bureau of Animal Industry, 50,000 copies, of which 13,000 shall be for the Senate, 27,000 for the House, and 10,000 for distribution by the Agricultural Department——

Mr. DINGLEY said: Will the gentleman state the number of documents that will be authorized under this bill? What will be the number regularly printed?

Mr. RICHARDSON. The number of the agricultural reports?

Mr. DINGLEY. I mean, for instance, the report of the Secretary of the Treasury. There is no special provision here. How many copies of that report would be printed under this bill?

Mr. RICHARDSON. There is so much noise that I can not hear the gentleman's question. Will the gentleman repeat his question?

Mr. DINGLEY. My inquiry is as to what the usual number of reports of bureaus and other departments of the Government would be under this bill?

Mr. RICHARDSON. Do you mean the technical "usual number?"

Mr. DINGLEY. Yes, the technical "usual number," in the case of documents that are not mentioned specifically here.

Mr. RICHARDSON. Ordinarily——

Mr. DINGLEY. Take the report of the Secretary of the Treasury, for example.

Mr. RICHARDSON. The expression "usual number," has a technical meaning which is, under the law, 1,734 copies.

Mr. DINGLEY. Is that all the number of copies of the report of the Secretary of the Treasury that would be printed under this bill?

Mr. RICHARDSON. No. Each one of the reports is taken up in detail, and the number specifically provided for under this bill.

Mr. DINGLEY. Is the report of the Secretary of the Treasury mentioned specifically in this bill?

Mr. RICHARDSON. Yes.

Mr. DINGLEY. And the report of the Comptroller of the Currency, for example?

Mr. RICHARDSON. Yes.

Mr. DINGLEY. I did not know that.

Mr. RICHARDSON. You will find that each report is mentioned. We heard the testimony of the Secretaries themselves, and of the chiefs of division, and after doing so we fixed the

number of each document, which seem to be the number absolutely necessary for distribution, intending to make the law permanent, so as to do away with the necessity of enacting a special law or concurrent resolution at each session of Congress.

Mr. DINGLEY. How many copies of such a document as the List of Vessels in the American Merchant Marine would be printed under this bill?

Mr. RICHARDSON. That, I have no doubt, would be part of the report of the Secretary of the Treasury.

Mr. DINGLEY. No, it is a separate document.

Mr. RICHARDSON. If it is a separate document, then that kind of a document might not be provided for in the bill, and would require a concurrent resolution. Otherwise, if it is a report presented regularly, the usual number would be printed, which is 1,734 copies, and the distribution of those copies is provided for in the rule. That has been the law for a great many years. Now, if you want extra or additional copies, over and above the usual number, it would require a concurrent resolution.

Mr. DINGLEY. Or else an amendment to this bill.

Mr. RICHARDSON. A concurrent resolution would be sufficient, as it is now.

Mr. DINGLEY. Take for instance the document I refer to, the Annual List of Vessels in the American Merchant Marine, copies of which are furnished to every collector in the United States. It requires about 5,000 copies, and I find no provision for such a document as that, for example, in the bill. I understand the gentleman to say that only 1,734 copies would be printed under this bill.

Mr. RICHARDSON. One thousand seven hundred and thirty-four copies would be printed, and that would apply to a great many documents; but that is the law now. The law is not changed as to the printing of these documents.

Mr. DINGLEY. An amendment that would provide for the number of such a document as that to be printed would be entirely consistent with the object of this bill?

Mr. RICHARDSON. Yes, it would be; but I suggest to the gentleman that to adopt a provision of that kind hurriedly here now would scarcely be proper, because the matter ought to be considered as we have considered each one of the items of this bill, after calling before us the chiefs of divisions and the heads of departments. At our hearings we had these gentlemen testify before us as to the number absolutely necessary to meet the public demand.

Mr. DINGLEY. But the committee have only examined as to what are technically known as reports of the several departments and bureaus.

Mr. RICHARDSON. Not altogether; they are mainly reports.

Mr. DINGLEY. That is all.

Mr. RICHARDSON. Now, Mr. Speaker, the next item is an amendment by the committee. I ask that it be voted upon when read.

Mr. JOSEPH D. TAYLOR. Mr. Speaker, I would like to make an inquiry of the gentleman from Tennessee.

The Clerk read as follows:

After line 14, on page 32, insert the following:
"Of the annual report of the Chief of the Weather Bureau, 5,500 copies; 1,000 copies for the Senate, 2,000 copies for the House, and 2,500 copies for the Bureau."

Mr. JOSEPH D. TAYLOR. Mr. Speaker, I would like to inquire of the gentleman why it is that 5,000 copies of the annual report of the Chief of the Weather Bureau are printed (which is usually printed a year or two after its time has expired) and only 1,500 copies of the Nautical Almanac? This House only receives 400 copies of the Nautical Almanac, a little over one copy apiece. I am called upon for copies by colleges. Astronomers want it, and men of learning want it; and I am always told that I can have a copy for myself, but if there is anybody in my district who wants it he must buy and pay for it. Now, I can not see why there should be such a large number printed of the report of the Chief of the Weather Bureau, which is of so small value, while there is such a small number printed of the Nautical Almanac, which is of so great value and which is needed by the colleges of the country. While there is such a demand for it, I have never been able to get but one copy except by paying for it.

Mr. O'NEILL of Pennsylvania. Mr. Speaker, just one word. The subject of printing being now before the House, the gentleman from Ohio [Mr. JOSEPH D. TAYLOR] having said that many persons want different documents and printing, I want to state to this House that I hold in my hand a copy of this morning's edition of the Public Ledger, of Philadelphia, published by Mr. George W. Childs, whose great printing house was almost consumed by fire last night, but the enterprise of that concern brings to my desk the Public Ledger to-day already. That is saying much for quick printing.

Mr. RICHARDSON. Mr. Speaker, in reply to the question propounded by my friend from Ohio [Mr. JOSEPH D. TAYLOR] as to why there are no more copies of the Nautical Almanac printed, I can only say that there does not seem to be any demand for more. The committee had before it Prof. Simon Newcomb, who compiles this almanac, and have provided for printing the number asked for by that department. I do not think there is much demand for the book. I know, speaking for myself, that I have but one constituent who has ever asked for a copy of the Nautical Almanac.

Mr. PICKLER. I would like to inquire of the gentleman from Tennessee how many copies were ordered to be printed of the Agricultural Report for 1891?

Mr. RICHARDSON. Four hundred thousand.

Mr. PICKLER. And this bill provides for 500,000?

Mr. RICHARDSON. It does.

I think, Mr. Speaker, there is no demand for a greater number of the Nautical Almanac than is provided for here. There seems to be a demand for the report of the Chief of the Weather Bureau. At any rate we had both of these chiefs before us—the Chief of the Weather Bureau and the Superintendent of the Nautical Almanac, and we provided for the number they asked.

Mr. JOHNSON of Indiana. If the gentleman will permit me. I have just come in and I understand he is now talking about the Nautical Almanac. I want to say that I have had frequent and repeated applications from educational institutions for that work.

Mr. RICHARDSON. We have not reached that clause yet.

Mr. JOHNSON of Indiana. As I was saying, I have had frequent applications from educational institutions for that work, and I have only been able to get one volume for myself.

Mr. RICHARDSON. They give you two copies.

Mr. JOHNSON of Indiana. No. I have never received but one, and I have always felt the need of a greater issue of that work, to the end that Congressmen might have them for distribution among those of their constituents who desire them.

Mr. RICHARDSON. We do not change the law in regard to this publication. It is the number that has previously been printed.

Mr. JOHNSON of Indiana. I know; and I am making the point that there are not sufficient printed. This is a very important book, and there is no book the demand for which in my district is greater than this among men of learning. Of course I do not know how it is elsewhere. I think, Mr. Speaker, if I may be permitted to say so, that if there is to be any increase of appropriation for the printing of any book, that the Nautical Almanac is a very proper work for which to make an increase. I have frequently made application for additional copies of that book and made it unsuccessfully. I always met with difficulties in obtaining additional copies, and have been told that each Congressman is allowed one, and that as I have got mine I should be satisfied.

Mr. PICKLER. What book does the gentleman refer to?

Mr. JOHNSON of Indiana. The Nautical Almanac.

Mr. PICKLER. Oh! I am for the book on Diseases of the Horse. [Laughter.]

Mr. JOHNSON of Indiana. I wish to say to the chairman of the committee having this bill in charge that in my correspondence now on file I have probably half a dozen requests for the Nautical Almanac.

Mr. JOSEPH D. TAYLOR. I ask the gentleman [Mr. RICHARDSON] to consent to make the number 3,000.

Mr. JOHNSON of Indiana. I certainly hope the gentleman will consent to an increase in the number.

Mr. RICHARDSON. Well, we have not reached that item yet. I think it better to first take a vote on the amendment providing for printing the report of the Chief of the Weather Bureau. I ask for a vote on that amendment.

The amendment was agreed to.

The Clerk read as follows:

$1310

Of the report of the Commissioner of Labor, 20,000 copies: 5,000 for the Senate, 10,000 for the House, and 5,000 for distribution by the Commissioner of Labor.

$1325

An amendment recommended by the committee was to strike out all after the word "labor" in the first line of the paragraph, down to and including the word "five," and to insert in lieu thereof the following:

Thirty-five thousand copies: 8,000 for the Senate, 16,000 for the House, and 11;

So as to make the provision read:

Of the report of the Commissioner of Labor, 35,000 copies: 8,000 for the Senate, 16,000 for the House, and 11,000 for distribution by the Commissioner of Labor.

The amendment was adopted.

The Clerk read as follows:

Of the Finance Report of the Secretary of the Treasury, the Report on Commerce and Navigation, on Internal Commerce, of the Director of the Mint on the Production of Precious Metals, and of Mineral Resources of the United States, there shall be printed 1,000 of each for the Senate and 2,000 for the House, in addition to those published as a part of the departmental reports.

An amendment recommended by the committee was to strike out after the word "House" the words "in addition to those published as a part of the departmental reports," and to insert as an additional paragraph the following:

Of the Annual Report of the Comptroller of the Currency, 10,000 copies: 1,000 for the Senate, 2,000 for the House, and 7,000 for distribution by the Comptroller of the Currency.

The amendment was adopted.

Mr. DINGLEY. Mr. Speaker, I find by consultation with the chairman of the committee having the bill in charge that by an oversight the report of the Bureau of Navigation has been omitted, and I move to amend by inserting in line 233, page 41, after the word "Treasury" the report of the Bureau of Navigation.

The amendment was adopted.

An amendment recommended by the committee inserting the word "copies" after the word "hundred" in line 230 of the bill, and also an amendment inserting the same word in line 226 after the word "thousand," were adopted.

The Clerk read as follows:

§723

There shall be printed of eulogies of deceased Senators, Representatives, and Delegates 8,000 copies, of which number 2,000 copies shall be delivered to the Senators, Representatives, or Delegates of the State or Territory represented by the deceased. The remaining number shall be distributed in the proportion of 2,000 to the Senate and 4,000 to the House. The engraving for such eulogies shall be done at the Bureau of Engraving and Printing, and paid for out of the appropriation for that Bureau. Of the "usual number" the bound volume shall contain in one volume for each House all eulogies during the session of Congress upon Senators and Representatives respectively.

Mr. PICKLER. Mr. Speaker, I would like to inquire of the gentleman in charge of this bill whether this provision is intended to make any alteration as to the number of copies of eulogies on deceased Senators and Representatives that are printed under the present law.

Mr. RICHARDSON. Yes, this makes a very material change in the present law, or rather in the custom that has obtained, because there is no permanent law providing for the printing of eulogies. The custom, however, has been to print 12,500 copies. In some instances that custom has been violated by printing 25,000 and in one instance by printing 31,000. This matter will now be provided for by law if this bill passes, and the law will be that hereafter there shall be printed only 8,000 copies of eulogies, a marked reduction, as the House will see. The bill also makes a material change in the distribution of those 8,000 copies. It provides that instead of dividing the whole number printed among Senators and Members generally, as has been the practice heretofore, there shall be first set apart 2,000 of the 8,000 copies printed, which shall be divided among the Senators and Representatives or Delegates of the State or Territory to which the subject of the eulogy belonged.

In this way it is provided that the Representatives of the particular State or Territory most directly interested shall receive a larger number of eulogies than they now receive, even though a smaller aggregate number be printed. And then it is provided that the 6,000 remaining shall be distributed in the proportion of 2,000 to the Senate and 4,000 to the House. It is thought that this will give a sufficient number to members from States outside of that from which the deceased member came. At the same time the number given to members of the State of which the deceased member was a Representative will be enlarged. It is believed that this arrangement will be much more satisfactory than the present.

The Clerk read as follows:

§906

To the Vice-President and each Senator, 44 copies; to the Secretary and Sergeant-at-Arms of the Senate, each 25 copies; to each Representative and Delegate, 22 copies; and to Clerk and Sergeant-at-Arms of the House, each 25 copies; to be supplied daily as originally published or in the revised and permanent form, bound only in half Russia, or part in each form, as each may elect.

Mr. STOCKDALE. I move to amend by striking out "twenty-two" in line 295 and inserting "forty-four," so as to give to each Representative and Delegate forty-four copies of the CONGRESSIONAL RECORD.

Mr. PICKLER and others. That is right.

§906

Mr. STOCKDALE. The effect of this amendment will be to give to each member of the House 44 copies of the CONGRESSIONAL RECORD, the same number allowed to each Senator. This publication, as every one knows, is being more and more sought after every day. More people are wanting it than ever before. No other document published by Congress gives as much information, as late information, or information so much desired by the people, as the CONGRESSIONAL RECORD. I presume there are members who have more applications for this publication than I have; and the applications to me from my district would consume 100 copies. I think that each Representative ought to have at least 44 copies; and I would be willing to increase the number but for the fact that 44 is the highest number of copies allowed to a member of the Senate.

Mr. RICHARDSON. Mr. Speaker, I very much hope this amendment will not prevail. It would be very well for the House to understand that the amendment means an increased expense of about $94,000 in each Congress.

Mr. REED. Ninety-four thousand dollars to distribute our speeches in the RECORD. That is a very small sum for the people to pay for such a blessing.

Mr. RICHARDSON. If all our speeches were as good as those of the gentleman from Maine the sum might not be extravagant.

Mr. REED. I admit there may be something in that suggestion.

Mr. RICHARDSON. I think we can get along with the number of RECORDS that we now receive. An increase of 22 for 360 Members and Delegates at $12 each per Congress will make an increase of nearly $95,000. I trust such an increase will not be voted.

Mr. STOCKDALE. Mr. Speaker, while $94,000 looks like a considerable sum when taken in bulk, I wish to say that there are numbers of documents provided for in this very same bill which I really think nobody wants or ever calls for.

Mr. RICHARDSON. The gentleman is mistaken in that. These documents are all wanted; that is what was sworn to before the committee.

Mr. STOCKDALE. Well, gentlemen swear, no doubt, to their own opinions. Here, for instance, is the report of the National Academy of Sciences; who ever wants that? And then here are the Memoirs of the National Academy of Sciences. It appears that both the report and the memoirs, repeating probably the same thing, are to be printed.

Mr. HOLMAN. And emanate from a private corporation!

Mr. STOCKDALE. Yes; printing for a private corporation. The statement which I now make, speaking from information which extends over the territory of more than one State, and which will be corroborated by the testimony of a large number of members, is that the CONGRESSIONAL RECORD is more sought after than any other document which the Government prints.

Mr. PICKLER. The newspapers want it more than any other document.

Mr. STOCKDALE. Yes; and the people want it. Why, sir, you will find this RECORD in the hands of men scattered all over your Congressional districts—not publishers of newspapers only, but private citizens, who wish to keep up with the proceedings of this House and the Senate. It is a document calculated to inform the people accurately of the proceedings of the National Legislature. It is not the rehash that they often get in the newspapers. It is an official publication showing what Congress is doing. In addition to the speeches which it circulates, it shows the people what we are doing and when we are not doing. It shows the condition of legislation. As the discussion upon any measure goes on the people read this document, which, in almost the remotest parts of the Union, they receive within two days after it is printed. Thus, while a bill is pending and before it comes to be voted upon, they are enabled to express their opinions upon it to members by telegram or letter. I do think that the $94,000 additional which the gentleman states it would cost to supply this additional number of copies is a very small sum when we take into view the demand there is all through the country for this document.

The question being taken on the amendment of Mr. STOCKDALE,

The SPEAKER *pro tempore* said: The noes seem to have it.

Mr. STOCKDALE. I call for a division.

Mr. REED. Oh, this is an outrage! This publication ought to be in every family! [Laughter.]

The question being taken, there were—ayes 21, noes 36.

So the amendment was rejected.

The Clerk read as follows:

The Public Printer is authorized to furnish to subscribers the daily RECORD at $8 for the long and $4 for the short session, or $1.50 per month, payable in advance. The "usual number" of the CONGRESSIONAL RECORD shall not be printed.

Mr. STOCKDALE. I move to amend by striking out "$8 for the long and $4 for the short session" and inserting "$5 for the long and $3 for the short session." I will ask the gentleman from Tennessee whether these documents can not be printed and furnished for this amount?

Mr. RICHARDSON. No, sir: it is not possible to do it. The committee is informed that this publication now costs very nearly the amount fixed in the bill—$8 for a long and $4 for a short session.

Mr. STOCKDALE. The chairman says about that sum. Unless the gentleman can assure us that the calculation has been accurately made, I can not think the cost can be so much. But if the Government can not afford to contribute $94,000 in order to supply each member with 44 copies of the RECORD for free circulation among the people, it occurs to me that we might properly make this reduction in the price charged for the publication, even if there should be a slight increase of expense to the Government. But if this document costs $8 for a long session and $4 for a short session, it would seem there must be something wrong in the office of the Public Printer. The prices at which we obtain books and periodicals from the publishers of the country show that this work ought to be furnished at a lower price.

I say that if the Public Printing Office is conducted on a scale as economical as it should be conducted, or as the offices of the large daily newspapers and periodicals of this country are conducted in New York and elsewhere, these RECORDS can be printed for $5 for the long session and $3 for the short session.

Mr. DINGLEY. But the gentleman must remember that by law we make the cost of composition 25 per cent more than is established as the rate in the commercial cities, and also that we give the employés thirty days leave of absence.

Mr. STOCKDALE. And there is just where we make an egregious mistake in making such a law. I do not mean with regard to the leaves of absence to the employés of the office. That may be all right, that they should have it. But the Public Printer should be allowed to pay the same price that other people pay, particularly when the day's work in the office is reduced to eight hours. But even if this should cost a little more and the Government should not come out exactly even on the transaction, let us at least try the experiment and let the people have the benefit of the additional expenditure. I do not know of any single expenditure in the way of publications by order of Congress that will be of more service to them. If we can not give this publication to the members of Congress in sufficient numbers, who would distribute them free over the whole country, do not let us insist that the Government shall receive the very last cent that it may cost, at an extravagant rate of printing, from those persons who want to purchase copies for themselves, but allow our own people, our own citizens, to purchase the information as to what Congress is doing every day at the lowest price possible. There are many people in the country who desire to keep an eye on the Congress. They are driven off from securing copies by the high prices charged and by the fact that members have not a sufficient number to distribute. I repeat, then, the people ought to have this privilege, if it does cost the Government some money.

Mr. RICHARDSON. If the gentleman from Mississippi will turn to the report of the committee he will find that considerable proof was taken by the joint committee as to the cost of the RECORD. On page 405 will appear statements showing the cost of the printing of the RECORD at each session of Congress, extending back to the Forty-seventh down to and inclusive of the Fifty-first. The proof shows that it costs about $12 a year per each copy of the CONGRESSIONAL RECORD that is printed—$8 for the long session and $4 for the short. But to reduce the amount as provided by the amendment of the gentleman from Mississippi would be to entail a heavy loss on the Government for the publication of that work. I hope therefore the amendment will not be adopted.

I would ask the gentleman from Mississippi if he has considered the fact that anybody who wants a copy of the RECORD can subscribe for it and get it in that way, and certainly he should not object to paying at least what it cost the Government to print it. My friend says he thinks the cost is too high. I wish to ask him if he knows how many copies of the RECORD are printed daily?

Mr. STOCKDALE. I do not understand the gentleman.

Mr. RICHARDSON. Will the gentleman state how many copies are printed daily of the RECORD?

Mr. STOCKDALE. I do not know exactly.

Mr. RICHARDSON. Then how does the gentleman know or undertake to state that the cost price fixed here is too high?

Mr. STOCKDALE. Why, the more copies you print the less ought to be the cost per copy.

Mr. RICHARDSON. Yes; but if the gentleman does not know the number of copies that are printed, how can he say that the price asked is excessive?

Mr. STOCKDALE. I reach that conclusion in this way: I take and read the RECORD and know how much is printed, and compare the work with the periodicals printed daily containing less or more printing; and on that basis of comparison I am compelled to come to the conclusion that the RECORD costs more than any other printing or production of this character that has to be set up daily from manuscript.

Mr. RICHARDSON. The testimony of the gentlemen in charge of the RECORD all goes to show that it costs about what the Government now gets for it, at the rate fixed. Indeed, it loses money on the publication; and to reduce the price as proposed by the amendment of the gentleman would entail very serious loss on the Government.

Mr. PICKLER. Does the gentleman from Tennessee desire to suppress the RECORD in the future?

Mr. RICHARDSON. No, sir: I have not made any such proposition. It is not contemplated at all.

Mr. STOCKDALE. How many copies are printed?

Mr. RICHARDSON. Between 12,000 and 13,000 copies.

Mr. STOCKDALE. Then the cost would not be very materially increased by adding to that number. The type has to be set up, the work electrotyped, and the only additional cost of a few extra copies would be the additional presswork and paper.

Mr. RICHARDSON. The gentleman did not propose "a little additional increase," but a very considerable one.

Mr. STOCKDALE. I apprehend that the additional cost would not be more than 10 cents a copy.

Mr. RICHARDSON. But the gentleman's proposition a few moments ago was to increase that number by some seven or eight thousand copies.

Mr. STOCKDALE. And I have not the slightest idea that it would cost anywhere near $90,000.

Mr. RICHARDSON. Yes, it would. The increase to the number you proposed in your former amendment would involve an expenditure of $96,000.

Mr. STOCKDALE. I think the chairman of the committee ought to state what the cost of printing the additional number would be.

Mr. RICHARDSON. I have made no estimate of the cost of the additional number, but I have made an estimate of what the whole cost would be.

Mr. PICKLER. How many copies are taken by subscription now?

Mr. RICHARDSON. The number varies. Some years it is greater than others. If the gentleman will turn to the pages that I have indicated, commencing at page 405 and running through eight or ten pages, he will see in detail the statement of the distribution of the RECORD and its cost, and how many copies are taken privately. The number varies, some years being greater than others.

Mr. PICKLER. I will ask the gentleman from Mississippi [Mr. STOCKDALE] the purport of his amendment?

Mr. STOCKDALE. It is to change the price of the RECORD from $8 to $5 for a long session, and from $4 to $3 for a short session.

Mr. RICHARDSON. Not very many copies of the RECORD are taken by private subscription.

Mr. PICKLER. How many were so taken last year? Let us see what the cost of the amendment of the gentleman from Mississippi [Mr. STOCKDALE] would be.

Mr. RICHARDSON. As I figure it, about 2,500 copies were taken by private subscription last year.

Mr. PICKLER. Then the cost of the amendment of the gentleman from Mississippi [Mr. STOCKDALE] would only be $10,000.

Mr. STOCKDALE. If the printing of the RECORD does cost $8 for a long session and $4 for a short session, the difference made by my amendment would only be $10,000.

Mr. RICHARDSON. I very much hope the amendment of the gentleman from Mississippi [Mr. STOCKDALE] will not be agreed to.

The SPEAKER *pro tempore* (Mr. TRACEY in the chair). The question is on the amendment of the gentleman from Mississippi [Mr. STOCKDALE], which the Clerk will read.

The Clerk read as follows:

On page 45, line 36, strike out the word "eight" and insert the word "five," and strike out the word "four" and insert the word "three."

The question being taken, the Speaker *pro tempore* announced that the ayes seemed to have it.

Mr. RICHARDSON. I ask for a division.

On a division there were—ayes 22, nays 32.

So the amendment was rejected.

The Clerk proceeded with the reading of the bill.

Having read as follows:

The Secretary of War is hereby directed to ascertain what number of copies of the first five volumes of the Rebellion Record is required to complete sets of this series in the possession of libraries or persons supplied with sub-

§ 906

sequent volumes under existing provision of law, whether such distribution has been through the War Department or otherwise; and the Public Printer is authorized and directed to furnish, upon the requisition of the Secretary of War, the number of copies of each volume required for this purpose, which shall be used exclusively by the Secretary of War for completing such sets—

Mr. RICHARDSON said: Mr. Speaker, I desire to say that this provision for publishing the first five volumes of the Rebellion Record was adopted at the long session of Congress as a part of the legislative, executive, and judicial appropriation bill, and therefore it is not necessary to readopt it here. I offered it as an amendment at that time, cutting it out of this bill. It became a law during the long session, and the Secretary of War is having the first five volumes published now. I therefore move to strike out that item from this bill.

The SPEAKER *pro tempore*. If there is no objection to the request, it will be complied with.

There was no objection.

The Clerk proceeded with the reading of the bill.

Having read as follows:

§1337

Fourth. The report of the Commissioner of Patents for the fiscal year, not exceeding 500 in number, for distribution by him: the annual report of the Commissioner of Patents to Congress, without the list of patents, not exceeding 1,500 in number, and of the annual report of the Commissioner of Patents to Congress, with the list of patents, the usual number only shall be printed—

The SPEAKER *pro tempore* said: The Clerk will report the amendment offered to this section by the committee.

The Clerk read as follows:

In line 454 of section 78, after the word "number," insert the words "for distribution by him;" and in line 456 of the same section, after the word "patent," insert the words "five hundred copies for sale by him, and in addition thereto."

Mr. RICHARDSON. These are committee amendments.

The amendments were agreed to.

The Clerk read as follows:

§1337

All printing for the Patent Office making use of lithography or photolithography, together with the plates for the same, shall be contracted for and performed under the direction of the Commissioner of Patents, under such limitations as the Joint Committee of Printing may from time to time prescribe, and all other printing for the Patent Office shall be done by the Public Printer under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe.

The SPEAKER *pro tempore*. The Clerk will report the committee amendment to this section.

The Clerk read as follows:

§1106

At the end of the section add the words: "No report, document, or publication of any kind distributed by or from an Executive Department or bureau of the Government shall contain any notice that same is sent with 'the compliments' of an officer of the Government."

The amendment was agreed to.

Mr. PICKLER. Mr. Speaker, I believe that finishes the reading of this section. I desire to offer an amendment.

The SPEAKER *pro tempore*. The gentleman from South Dakota [Mr. PICKLER] offers an amendment, which will be read by the Clerk.

The Clerk read as follows:

§1301

Add at the end of line 14, page 32, as follows:

"Of the report of the Agricultural Department known as Special Report on the Diseases of the Horse, 50,000 copies, of which 13,000 shall be for the Senate, 27,000 for the House, and 10,000 for distribution by the Agricultural Department."

Mr. PICKLER. Members will find by recurring to page 32 that the amendment I offer follows the provision providing for the publication of the report of the Bureau of Animal Industry, of which 50,000 copies are provided for. My amendment is to provide for the publication of 50,000 copies, the same number, of the report from the Agricultural Department known as the Special Report on the Diseases of the Horse. I provide for the same distribution of this book, known as the "horse book," as is provided for the distribution of the other reports.

I think that this amendment ought to be adopted. I believe it is the experience of every member of Congress who has been in this House since the publication of the report on the Diseases of the Horse, that he has had a great many more calls for that book than he has been able to furnish, and certainly there is no publication that comes as near being of general interest as does this publication on the diseases of the horse. Everybody is interested in one way or another in horses. The drayman, the plowman, the farmer, the man with fancy horses; in fact, who is not interested in the horse in some direction or other?

Now, further, this will be very little additional cost to the Government. We already have those plates on hand, and it is acknowledged and confessed by all, I think, who are posted in this line, that this is an extraordinarily fine work, well worthy of our distribution among the people, and certainly with this further number will not furnish even one-hundredth part of what would be demanded by our constituents. As we have the plates on hand the principal cost has already been incurred by the Government, and it seems to me it would be well to provide for this publication.

Mr. FUNSTON. The gentleman knows that there was an extra issue printed during the last session.

Mr. PICKLER. Yes; thirty or forty thousand copies were printed, and they have all been distributed by this time.

Mr. FUNSTON. They have not yet come from the folding room.

Mr. PICKLER. I have distributed a large portion of mine anyway, and have orders for a very great many on hand. This book is of greater value than any one report of the Bureau of Animal Industry, and I think this amendment ought to be adopted. I believe there is no expenditure of money that will give more satisfaction than it does.

Mr. RICHARDSON. Mr. Speaker, I hope very much that this amendment will not prevail. The publication or document which the gentleman's amendment covers is not of the kind of documents that are being controlled by this law. This bill is intended to provide for the regular annual publications of this Government. The report which he covers in his amendment is a special report, which will never be submitted again by any Department of the Government. It is not intended that this bill shall provide for the publication of special reports submitted by the heads of Departments and chiefs of bureaus; that is not the object of the bill. It is to specify the number and make provision for the permanent publication of the annual reports.

Now, the Special Report on Diseases of the Horse, as the gentleman sees, by its own title, is a "special report," made once, and never to be submitted again. At the last session Congress ordered printed nearly 50,000 copies. There have been printed heretofore at one time by order of Congress 100,000 copies of this report, and the Secretary of Agriculture has printed two editions, amounting to 45,000 copies. So that Congress has ordered, in one way or another, about 185,000 copies of this special report.

Mr. PICKLER. Have there not been three editions of this work published?

Mr. RICHARDSON. Now, Mr. Speaker, if it be desired to print any more copies of that special report, then there ought to be some resolution introduced ordering that additional printing. You ought not to put in this law, in other words, an amendment that provides for the publication of a temporary or special publication. It does not belong to this bill, and therefore to put this amendment in would disturb the harmony of the bill.

The gentleman can introduce a resolution, if he desires, and have it considered by the House after it shall have been considered by the proper committee and reported upon, and if the House wants more copies that resolution can be adopted; but it seems to me that to adopt this amendment would be out of place. If the gentleman means that every year there shall be printed that number of that report, why then it might be in order to have it made a part of this bill.

Mr. PICKLER. That is just what I mean.

Mr. RICHARDSON. But this bill only provides for the printing of the annual reports, and not of the special reports which are made from time to time. I hope very much that the House will not adopt the amendment.

Mr. PICKLER. I move to strike out the last word.

Mr. Speaker, that is my intention; until Congress shall otherwise order, that there shall be printed 50,000 copies of this publication year by year.

Now, the gentleman says—and there is always some other way not to do a thing—I might introduce a resolution. I did introduce a resolution in the last session of this Congress and the chairman of the Committee on Printing, for some reason or other, did not take kindly to the horse. It was with the utmost difficulty, after three or four months, that I succeeded in having the gentleman make any report on my resolution, and it only then came from the committee when it was understood the Committee on Agriculture were about to report the same resolution.

This is a valuable publication. The gentleman's own statement shows the necessity for this book. There have already been three editions of it published. He says that the term employed implies that it is a "special report." That term "special report" is simply the name of the book and nothing more. It is known by that name, and the report has proven to be so valuable, contains so much information, and is of so much general importance that there has been such a demand for it that there have already been three editions published.

Now, it should be printed yearly. It is of higher value than this report which precedes it—the report of the Bureau of Animal Industry. This book is more sought after than any other, and if the demand ceases and members have no further call for it, certainly then this or any other portion of the bill can be re-

pealed. Certainly the gentleman will not say that simply because we mention the number of these reports to be published that they are to stand for all time. Certainly succeeding Congresses will review and alter the number of these reports from time to time. Now, why should not this report on Diseases of the Horse be given to these people as well as the other reports? I desire it shall be permanent until there is less demand for it than at present.

As I said before, the gentleman does not combat my argument that this book can now be published cheaply because the Government has already been at the expense of preparing the plates, and now, when we have the plates and have incurred all the principal cost required for the production of this publication, I certainly think we ought to provide for the publication of a sufficient number—not really a sufficient number, but a goodly number—of this valuable work which the people of the country are demanding.

The gentleman says it ought not to go into this bill. Why not? This is the very place for it. The gentleman says that we can offer a separate resolution providing for the printing of an adequate number of copies of this book: but if such a resolution were offered we should probably never hear anything more of it, especially if it was referred to the committee of which the gentleman [Mr. RICHARDSON] is chairman. [Laughter]. I have had experience in getting a resolution out of that committee. On the ground of economy the gentleman said that it would cost too much to publish an edition of this book, but nevertheless a report was made and the edition was published. I believe that this amendment ought to be adopted.

Mr. RICHARDSON. Mr. Speaker, I have no desire to reply to the argument of the gentleman from South Dakota, but I do want to add to my former statement a point which I omitted, and that is as to the cost. The estimated cost of publishing this book is about 61 cents a copy, so that the passage of the gentleman's amendment providing for 50,000 copies would add something like $30,000 annually to the expense of the public printing. I wish the House to be in possession of that fact before voting on the amendment.

Mr. PICKLER. I would ask the gentleman whether the cost of printing other similar books and documents is not fully as great: and if so, what argument is there in his point? No book published by the Government that is anything like this book in size and elaborateness and value costs less than it costs.

Mr. RICHARDSON. It is not a question of the value of one publication compared with another. The point I make is that this is a bill to provide for the printing of the annual reports that have never been printed, and now the gentleman comes along with a proposition to print a special report, of which four editions have already been printed.

Mr. PICKLER. Does not the fact that four editions of this book have been printed show that there has been a popular demand for it, and that it has ceased to be "special"?

Mr. DOCKERY. No: that simply shows that four editions have been printed of a "special" report.

Mr. PICKLER. It should cease to be "special" after awhile.

Mr. STOCKDALE. Mr. Speaker, the gentleman from South Dakota [Mr. PICKLER] seems to have met with opposition to his amendment upon the ground that the report which he desires to have printed was a "special" report. Now, sir, I want to say in reference to that book that if it is a special report, it ought to be made a regular one. I do not think, Mr. Speaker, that it is necessary for a committee having a bill in charge to feel bound to stand up against every amendment which any gentleman may choose to offer merely to sustain their own judgment. I take it that the committee desire to have such a bill as the country wants, and it is no reflection upon either the wisdom or the research of the committee to propose an amendment to their bill.

The Agricultural Report itself is in fact special as much as the one under consideration. Certainly there are things repeated in the agricultural reports from year to year, and yet we constantly increase the number printed. New remedies are being discovered constantly calculated to make the industry of horse-raising more profitable. The report of the Bureau of Animal Industry, as I have said, is a regular report. Now, if it is necessary to make the report of the Bureau of Animal Industry a regular report, why is it not equally proper to make this one on the Diseases of the Horse a regular report? To be sure, the report of the Bureau of Animal Industry includes more animals than the horse, but this report which we are now considering is of special importance to the great agricultural interests of this country. All reports on agricultural production include the horse as well as other animals in estimating the values of agricultural products. Those reports are printed for the purpose of giving the people of this country information to enable them to increase the value of the products of their farms.

This report on the Diseases of the Horse is a book which has been prepared with great research and which has proved very acceptable and valuable to the people because it gives them valuable information as to how to preserve and how to increase the value of one of the most important industries to agriculture, and certainly the most valuable one covered by the Bureau of Animal Industry. Sir, I believe that the amendment of the gentleman from South Dakota ought to prevail, and also that this report on the horse should be made a regular report. It may be that the gentleman's amendment provides for printing too large a number: if so, let the number be reduced, but let that book be published as one of the regular reports relating to the agricultural interests of the country.

The question was taken on the amendment of Mr. PICKLER and it was rejected—ayes 34, noes 60.

Mr. PICKLER. I desire to offer the amendment which I send to the desk.

The Clerk read as follows:

At the end of line 14, page 32, add "which shall include the publication of the Agricultural Department known as the Special Report on Diseases of the Horse:" so as to read:

"Of the Report of the Bureau of Animal Industry, 50,000 copies, of which 13,000 shall be for the Senate, 27,000 for the House, and 10,000 for distribution by the Agricultural Department, which shall include the publication of the Agricultural Department known as the Special Report on Diseases of the Horse."

Mr. PICKLER. Mr. Speaker, the effect of this amendment is simply to provide that the report of the Bureau of Animal Industry of which this bill provides for 50,000 copies shall include this report on diseases of the horse. This can make only a very trifling increase in the cost of printing the report of that Bureau. The subject is one which legitimately belongs to the Bureau and may properly be included in its report. It seems to me there can be no objection to this proposition. By means of this amendment we shall obtain the report on the diseases of the horse at a very small expense. I hope the gentleman from Tennessee will not object to the proposition.

Mr. RICHARDSON. I do object to it. I think the House ought not to dictate to the head of the great Department of Agriculture what his report shall be.

Mr. PICKLER. That is what you are doing in this bill all the way through.

Mr. RICHARDSON. We do not undertake to say what shall be put in his report. If he sees fit to include this publication in his report he can do so: but we ought not to direct what he shall put in the report he may see fit to make to Congress.

Mr. PICKLER. Why not?

Mr. RICHARDSON. It seems to me it is interfering with his discretion. If he wishes to insert this matter he can do so. But the report which the gentleman has in view has already had widespread circulation through the country, nearly 200,000 copies having been printed.

Mr. PICKLER. Does the gentleman mean to say that the Secretary of Agriculture can include this document in his report without a law to authorize it?

Mr. RICHARDSON. I do. I undertake to say he can put in his annual report anything he thinks proper. That is what I mean to say. There is no limit to his discretion in this matter. We authorize this officer to make his report annually to Congress, and the gentleman from South Dakota [Mr. PICKLER] wants to direct him to insert as a part of his report a special report submitted two or three years ago. It seems to me such a proceeding on our part would be altogether unusual and out of place. If Congress wants additional copies of this publication we can have them printed and circulated by a special resolution. This bill does not contain in a single case any provision for the publication of a special report. It provides only for the publication of annual reports.

Mr. PICKLER. The amendment will make this an annual report.

Mr. RICHARDSON. It seems to me, Mr. Speaker, however desirable this publication may be, it would be altogether unusual and out of place to insert in the bill a provision for the publication of a special report. I hope the amendment will not prevail.

The question being taken on the amendment of Mr. PICKLER, there were—ayes 3, noes 70.

Mr. PICKLER. No quorum.

Tellers were ordered, and Mr. RICHARDSON and Mr. PICKLER were appointed.

Mr. PICKLER (before the count was concluded). Mr. Speaker, if there is no desire in this House to take care of the horse, I

withdraw the point of no quorum.

So the amendment of Mr. PICKLER was rejected.

Mr. JOSEPH D. TAYLOR. I offer the amendment which I send to the desk.

§1314

The Clerk read as follows:

On page 32 strike out, in line 20, "1,500" and insert "2,000;" in line 21 strike out "100" and insert "200;" and in the same line strike out "400" and insert "800;" so as to read:

"Of the Ephemeris and Nautical Almanac and of the papers supplementary thereto, 2,000 copies: 200 copies for the Senate, 800 for the House, and 1,000 for distribution by the Navy Department."

The SPEAKER. Without objection, these amendments will be considered as one proposition.

Mr. RICHARDSON. I have no objection to that.

Mr. JOSEPH D. TAYLOR. Mr. Speaker, this amendment simply proposes to increase by 500 the number of copies of the Nautical Almanac, giving of the additional number 100 to the Senate and 400 to the House, but making no other change in the distribution. This Nautical Almanac is a book the preparation of which is very expensive. In every Congressional district where there is a college this publication is desired. Every professor of mathematics or astronomy wants a copy; he uses it in his mathematical or astronomical classes. Gentlemen are aware how much this book is sought after in districts where there are colleges, and my district has a number of such institutions. The chairman of the committee [Mr. RICHARDSON] has, I understand, no objection to this amendment.

§1328

Mr. RICHARDSON. Mr. Speaker, I do not think it necessary to increase the number provided for in the bill. We had before the committee the officers of the Bureau, who testified that the number named in the bill will be sufficient. I do not think they can be mistaken about a matter of this sort. While the gentleman from Ohio [Mr. JOSEPH D. TAYLOR] may have some extraordinary demand in his district for this document, I am sure that such is not the case in many other districts. Gentlemen around me, many of whom have been in Congress for years, tell me they have never had a demand for this publication.

Mr. JOHNSON of Indiana. Now, if the gentleman from Tennessee will permit an interruption, I wish to say that if there has been no demand on the members from his part of the country for that work it is because the educational institutions in that region are not aware of its existence. As soon as there is any information that the book is accessible the demand will be more than five times what he could supply.

Mr. STOCKDALE. What is the book to which you are referring?

Mr. JOHNSON of Indiana. The Nautical Almanac.

Mr. McMILLIN. I believe the Government has gotten along very well up to this time, though.

Mr. JOHNSON of Indiana. Well, it is highly possible that it has got along. But it is altogether likely that the demand for this book will be greater than the supply. [Cries of "Vote!" "Vote!"]

The question being taken on the amendment of Mr. JOSEPH D. TAYLOR, it was rejected.

The Clerk proceeded to read section 77.

Mr. RICHARDSON. I move that the House do now adjourn.

The motion was agreed to; and accordingly (at 4 o'clock and 25 minutes p. m.) the House adjourned.

PRINTING BILL.

§903 §1314

Mr. RICHARDSON. Mr. Speaker, when the House adjourned yesterday the Clerk had begun to read section 77, but the committee desire to offer some amendments to section 76, and I now ask permission to offer the amendment which I send to the desk.

The amendment was read, as follows:

On page 45, after line 339, insert:

"The daily and the permanent RECORD shall bear the same date which shall be of the actual day's proceedings reported therein."

Mr. SAYERS. Mr. Speaker, I wish the gentleman from Tennessee would inform the House whether or not this bill, if it becomes a law, will reduce the expenditures in the printing office.

Mr. RICHARDSON. Mr. Speaker, I have no hesitation in answering the question of the gentleman from Texas, although it is out of order when the House is considering this amendment. I have undertaken, in a hurried way, to make a summary of the reduction that will be made in the cost of public printing if this bill becomes a law, and I intend to comment upon that subject at the conclusion of the reading of the bill. Without stopping to do so now, I undertake to say that in my judgment if this bill becomes law it will reduce the cost of the public printing by from $250,000 to $300,000 a year.

Mr SAYERS In other words, if this bill should become a law there will be a net reduction of expenditure in the printing office, as compared with the present annual expenditure, of at least $250,000?

Mr. RICHARDSON. I say so; and I will enlarge upon that subject at the conclusion of the reading of the bill, and show the reasons why I am of that opinion; but I will not detain the House now to do that.

I want to say in regard to the amendment I have just offered that it simply changes the date of the CONGRESSIONAL RECORD. At present the daily edition bears date of the day after the proceedings which are recorded; and that date is changed in the permanent RECORD so as to correspond with the actual date of the proceedings. This proposition provides simply that the date in the daily or current RECORD shall be uniform with that in the permanent RECORD: that the date in both cases shall be the actual date of the proceedings. I hope the amendment will be agreed to as it will prevent trouble and confusion.

The question being taken, the amendment was agreed to.

Mr. RICHARDSON. Mr. Speaker, there is one annual report for which the committee failed to insert a provision in its proper place. As it ought to be provided for, I send to the desk an amendment for that purpose.

The Clerk read as follows:

On page 41, after line 230, insert:

"Of the annual list of merchant vessels, for distribution by the Commissioner of Navigation, 3,000 copies."

The amendment was agreed to.

Mr. JOSEPH D. TAYLOR. Mr. Speaker, I desire to offer the amendment which I send to the Clerk's desk to be read.

The Clerk read as follows:

On page 32, at the end of line 25, insert the following:

"Additional copies of the Ephemeris and of the Nautical Almanac extracted therefrom may be ordered by the Secretary of the Navy for sale: *Provided*, That all moneys received from such sale shall be deposited in the Treasury to the credit of the appropriation for public printing."

This amendment is intended, Mr. Speaker, to make the bill now under consideration conform to existing law. These books are now printed under the authority of a joint resolution approved February 11, 1880, and this amendment contains the second section of that joint resolution which is for some unaccountable reason omitted in this bill.

Last evening when I offered an amendment in relation to this matter I had made no examination of the subject, but I was thoroughly satisfied that there must be some error on the part of the committee. When I appealed to the chairman of the committee he stated that this bill embraced the present law on the subject.

Mr. RICHARDSON rose.

Mr. JOSEPH D. TAYLOR. I can not yield. The gentleman seemed to regard the amendment to increase the number of the Ephemeris and Nautical Almanac from 1,500 to 2,000 which I offered last evening as absurd, and he insisted that this bill conformed to the present law, and he stated that Prof. Newcomb had assured the committee that 1,500 copies was a sufficient number.

Mr. RICHARDSON. I only desired to say that I am willing to accept the amendment if the gentleman will allow me to do so.

Mr. JOSEPH D. TAYLOR. The gentleman can do that after I make my explanation—not before. [Laughter.]

In view of the gentleman's statement that this bill conforms to the present law on this subject, I desire to have read the joint resolution which was approved February 11, 1880, which provides for printing the American Ephemeris and Nautical Almanac. I have marked the place in the statute.

The Clerk read as follows:

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be printed annually at the Government Printing Office 1,500 copies of the American Ephemeris and Nautical Almanac and of the papers supplementary thereto, of which 100 shall be for the use of the Senate, 400 for the House of Representatives, and 1,000 for the public service, to be distributed by the Navy Department.

SEC. 2. That additional copies of the Ephemeris of the Nautical Almanac extracted therefrom may be ordered by the Secretary of the Navy for sale: *Provided*, That all moneys received from such sale shall be deposited in the Treasury to the credit of the appropriation for public printing.

Mr. JOSEPH D. TAYLOR. Mr. Speaker, the present bill embraces the first section of this joint resolution, but it entirely omits the second section, which provides for the publication of an unlimited number of the Ephemeris and of the Nautical Almanac, to be ordered by the Secretary of the Navy and sold at the cost of publication. I hold in my hand the report of the bureau having charge of this matter, and I find that instead of 1,500 copies meeting the demand of the country, the bureau distributed last year, under existing law, 6,458 copies of the Ephemeris and the Almanac. By the way, the bill now before the House seems to treat the two publications as one. If the bill does not, the report of the committee does. This is a mistake. There is one publication, the one I now hold in my hand, the volume entitled The Ephemeris and Nautical Almanac, which is usually bound in cloth and sold at $1 a volume. The

American Ephemeris and Nautical Almanac is the publication embraced in the bill, 1,500 copies of which are to be printed by the Government. Then they publish another book entitled The American Nautical Almanac, a copy of which I now have in my hand. It is usually bound in paper and sold at retail or by the single book at 50 cents, or to the trade at 30 cents a copy. The larger and more expensive book is the one used in colleges and observatories, while the Nautical Almanac, proper, is the one used in navigation, for which there is a great demand. There is no provision in this bill for printing the latter.

The American Nautical Almanac is extracted from and is a part of the Ephemeris and Nautical Almanac, and can be printed from the same plates at a comparative small expense. This small book which relates exclusively to navigation is used by ships at sea, in our coastwise trade and on all vessels which ply between the different countries of the world. This is the book for which there is the greatest demand, and yet, under this bill not a single copy can be published. The other book is larger and more expensive, and while it contains the tables of the Nautical Almanac and a great deal more, and could be used by sailors for purposes of navigation, it is too large and too inconvenient, as well as too expensive; besides 1,500 copies would not supply the demand, and under this bill it will be impossible for the Secretary of the Navy to make a requisition for the publication of these almanacs as they may be required from time to time, as he has done heretofore. A few months ago he made a requisition for 600 copies because the supply had run out. Some gentlemen said yesterday that they had never heard of this book and that there was no demand for it in their districts. That proves nothing. The report of the bureau which I hold in my hand shows that last year 2,004 copies of The Ephemeris and Nautical Almanac were distributed. This shows that more than 1,500 were called for and disposed of last year. The public demand was 2,004 copies instead of 1,500.

The 2,004 copies which were distributed last year embraced the 1,000 which were authorized to be distributed by the Navy, as is proposed in this bill, and 1,004 which were printed by order of the Secretary of the Navy under the second section of the joint resolution, which can be done again in case my amendment prevails. The 2,004 copies of The Ephemeris and Nautical Almanac were disposed of as follows: 662 copies were sold, 710 were used by the Government, and 632 were distributed free. The Navy Department, by order of the Secretary, caused, under this second section, 2,338 copies of the Nautical Almanac—this smaller book, covered with a paper back—to be printed, using some of the plates of the larger volume, and none of these were given away, but 240 of them were used by the Government and 2,098 were sold. They caused to be printed from the same plates, under this second section of the joint resolution, which I incorporate into my amendment, 897 Atlantic Coast Almanacs and 1,219 Pacific Ocean Almanacs, part of which were sold and part of which were used by our own vessels.

The total sales amounted to $1,553.06, as you will see from this report.

They sold last year 4,002 copies of the Nautical Almanac and 662 copies of the Ephemeris and Nautical Almanac. The Government used 452 copies of the Nautical Almanac and 710 copies of the Ephemeris and Nautical Almanac. So that there were distributed of the Ephemeris and Nautical Almanacs in all 6,458 copies by this Bureau alone, notwithstanding the fact that some gentlemen asserted on the floor yesterday that they never had had a call for a copy for their districts. The $1,533.06 which was derived from these sales reimbursed the Government the cost of the printing and allowed the almanacs to be sold at a very low price. The British Government publishes 10,000 copies of these books, and distributes them every year, and I was astonished when I came to the clause of this bill which proposes to publish only 1,500 copies in this country.

I regarded it then as a mistake, and I so regard it now. I never lived on the seacoast, and never have served on a naval committee, but I am in favor of every sort of provision that is generous towards navigation and the carrying trade. I would provide the largest possible benefit to our mercnant marine. I should like to see our ships on every sea, sharing the $200,000,000 or $300,000,000 which is now going into the coffers of Great Britain every year from the carrying trade. I think it is a pickayunish and false economy to attempt to cut down this publication and prevent the Government from furnishing the sailors and the commanders of the vessels of our country with this important and necessary information. I know of no document which should be distributed free in preference to the Nautical Almanac.

Even now the demand for the Nautical Almanac is so great that it is published in the United States by various publishing houses. They take the Government tables and reprint them and undersell the Government.

By this amendment I am simply incorporating into the bill the present statute, which authorizes the Government through the Department to have printed the necessary additional copies to meet such demand as may arise, to be paid for at cost. It authorizes the Navy Department to print the additional copies of both of these works, and sell them at the cost price to cover the expenses of the Government, and thus enable educational institutions and navigators throughout the country to provide themselves with the books. It entails no expense upon the Government whatever and confers a benefit upon navigation, as well as upon the colleges and observatories throughout the country.

Now, Mr. Speaker, I have made my explanation, which I think justifies the amendment I proposed last night and the amendment I propose now, and I have no more interest in the action of the House in regard to it than other members, and I can not see why we should follow the committee, right or wrong, as seems too often to be the rule in this House.

Mr. RICHARDSON. Let us have a vote.

The question being taken on the amendment of Mr. JOSEPH D. TAYLOR, there were on a division—ayes 30, noes 32.

Mr. JOSEPH D. TAYLOR. No quorum.

The SPEAKER appointed Mr. JOSEPH D. TAYLOR and Mr. RICHARDSON as tellers.

The House again divided; and the tellers reported—ayes 25, noes 17.

Mr. JOSEPH D. TAYLOR. I withdraw the point of no quorum.

Mr. RICHARDSON. With the understanding that the amendment is modified, as I understand the gentleman to agree that it shall be modified, so as to provide that the money arising from these sales shall be deposited in the Treasury to the general fund and not to the credit of appropriations for the public printing, I would have no special objection to the amendment.

Mr. WILLIAMS of Illinois. But, Mr. Speaker, the vote has not yet been completed. Other gentlemen wanted to vote.

Mr. RICHARDSON. I have no objection to their voting; but we were undertaking to modify the amendment.

Mr. WILLIAMS of Illinois. But I do not think you have a right to compromise the matter in that way.

Mr. BLOUNT. I hope the vote will be taken over again, as there seems to be some misunderstanding.

The SPEAKER. If there be no objection, the vote will be again taken by tellers.

There was no objection.

The House having again divided, the tellers reported—ayes 30, noes 73.

Mr. JOSEPH D. TAYLOR. There is no quorum, Mr. Speaker.

Mr. RICHARDSON. I ask for the yeas and nays then, if we can not get a quorum.

The yeas and nays were ordered.

The question was taken; and there were—yeas 67, nays 123, not voting 139; as follows:

YEAS—67.

Andrew.	Davis.	Hopkins, Ill.	Randall.
Atkinson.	Dingley.	Hull.	Ray.
Baker.	Doan.	Jolley.	Reyburn.
Bergen.	Dolliver.	Lapham.	Scull.
Bingham.	Donovan.	Lind.	Sperry.
Brosius.	English.	Marner.	Stone, C. W.
Butler.	Flick.	Mallory.	Stone, Ky.
Cadmus.	Forney.	McKinney.	Storer.
Cheatham.	Funston.	O'Donnell.	Stout.
Clancy.	Geissenhainer.	O'Neill, Pa.	Taylor, Ill.
Cobb, Ala.	Gorman.	Pattison, Ohio	Taylor, Tenn.
Cockran.	Grout.	Pearson.	Taylor, E. B.
Coombs.	Halvorson.	Perkins.	Taylor, J. D.
Covert.	Hare.	Pickler.	Tracey.
Crosby.	Haynes, Ohio	Pierce.	Waugh.
Cummings.	Hitt.	Post.	Winn.
Curtis.	Hooker, N. Y.	Raines.	

NAYS—123.

Abbott.	Burrows.	Elliott.	Lawson, Va.
Allen.	Busey.	Epes.	Lawson, Ga.
Amerman.	Bynum.	Everett.	Layton.
Antony.	Capehart.	Fithian.	Lester, Ga.
Arnold.	Caruth.	Fyan.	Lester, Va.
Bailey.	Castle.	Gantz.	Little.
Bankhead.	Catchings.	Geary.	Livingston.
Barwig.	Causey.	Gillespie.	Long.
Beitzhoover.	Clover.	Grady.	Martin.
Bentley.	Cobb, Mo.	Greenleaf.	McAleer.
Blanchard.	Coburn.	Harries.	McClellan.
Bland.	Cooper.	Heard.	McKaig.
Blount.	Cowles.	Henderson, N. C.	McLaurin.
Bowman.	Cox, N. Y.	Holman.	McMillin.
Branch.	Cox, Tenn.	Hooker, Miss.	McRae.
Brawley.	Crawford.	Houk, Ohio	Meyer.
Breckinridge, Ark.	Culberson.	Jones.	Mitchell.
Bretz.	Daniel.	Kribbs.	Mutchler.
Brickner.	De Armond.	Kyle.	Newberry.
Brookshire.	Dixon.	Lagan.	Norton.
Brunner.	Dockery.	Lane.	Oates.
Bunn.	Edmunds.	Lanham.	O'Ferrall.

Ohlinger.	Richardson.	Stevens.	Watson.
O'Neil, Mass.	Rockwell.	Steward, Ill.	Weadock.
Outhwaite.	Sayers.	Stockdale.	Wheeler, Ala.
Page.	Scott.	Terry.	White.
Parrett.	Seerley.	Tillman.	Wike.
Patton.	Shively.	Tucker.	Wilson, Mo.
Payne.	Snodgrass.	Turner.	Wise.
Pendleton.	Snow.	Walker.	Wolverton.
Rayner.	Springer.	Warner.	

NOT VOTING—139.

Alderson.	Dalzell.	Johnson, Ohio	Robinson, Pa.
Alexander.	De Forest.	Joanstone, S. C.	Rusk.
Babbitt.	Dickerson.	Kem.	Russell.
Bacon.	Dungan.	Kendall.	Sanford.
Bartine.	Dunphy.	Ketcham.	Sheil.
Beeman.	Durborow.	Kilgore.	Shonk.
Belden.	Ellis.	Lewis.	Simpson.
Belknap.	Enloe.	Lockwood.	Sipe.
Boatner.	Enochs.	Lodge.	Smith.
Bouteile.	Fellows.	Loud.	Stahlnecker.
Bowers.	Fitch.	Lynch.	Stephenson.
Breckinridge, Ky.	Forman.	Mansur.	Stewart, Tex.
Brouerck.	Fowler.	McCreary.	Stone, W. A.
Brown, Ind.	Goodnight.	McGann.	Stump.
Brown, Md.	Griswold.	McKeighan.	Sweet.
Bryan.	Hall.	Meredith.	Tarsney.
Buchanan, N. J.	Hallowell.	Miller.	Taylor, V. A.
Buchanan, Va.	Hamilton.	Milliken.	Townsend.
Bullock.	Harmer.	Montgomery.	Turpin.
Bunting.	Harter.	Moore.	Van Horn.
Bushnell.	Hatch.	Morse.	Wadsworth.
Byrns.	Haugen.	Mutes.	Washington.
Cable.	Hayes, Iowa	O'Neill, Mo.	Wever.
Caldwell.	Hemphill.	Otis.	Wheeler, Mich.
Caminetti.	Henderson, Iowa	Owens.	Whiting.
Campbell.	Henderson, Ill.	Patterson, Tenn.	Willcox.
Cate.	Herbert.	Paynter.	Williams, Mass.
Chipman.	Hermann.	Peel.	Williams, N. C.
Clarke, Ala.	Hilborn.	Powers.	Williams, Ill.
Clark, Wyo.	Hoar.	Price.	Wilson, Ky.
Cogswell.	Hopkins, Pa.	Quackenbush.	Wilson, Wash.
Compton.	Houk, Tenn.	Reed.	Wilson, W. Va.
Coolidge.	Huff.	Reilly.	Wright.
Crain.	Johnson, Ind.	Rife.	Youmans.
Cutting.	Johnson, N. Dak.	Robertson, La.	

So the amendment was rejected.

The Clerk announced the following additional pairs:

Until further notice:

Mr. MOORE with Mr. HAUGEN.

For rest of this day:

Mr. BUSHNELL with Mr. LODGE.

Mr. FORMAN with Mr. SMITH.

Mr. ALDERSON with Mr. STEPHENSON.

For this vote:

Mr. CRAIN with Mr. HENDERSON of Iowa.

The result of the vote was then announced as above recorded.

The Clerk proceeded with the reading of the bill.

Section 89 was read, as follows:

§ 1102

SEC. 89. No printing or binding shall be done at the Government Printing Office unless authorized by law. Binding for the Departments of the Government shall be done in plain sheep or cloth, except that record and account books may be bound in Russia leather, sheep fleshers, and skivers, when authorized by the head of a Department: *Provided*, The libraries of the several Departments, the Library of Congress, and of the Naval Observatory may have books for the exclusive use of said libraries bound in half Turkey—

with an amendment as follows:

In line 8, after the word "Congress," strike out the words "and of the Naval Observatory" and insert the words "the libraries of the Surgeon-General's Office, the Patent Office, and the Naval Observatory."

Also in line 11, after the word "Turkey," insert the words "or material no more expensive."

The amendments were agreed to.

Section 101 was read, as follows:

§ 1907

SEC. 101. The libraries of the United States Military Academy and United States Naval Academy are hereby constituted designated depositories of Government publications, and the superintendent of documents shall supply one copy of said publications, in the same form as supplied to other depositories, to each of the libraries—

with an amendment as follows:

In line 1, after the word "libraries," insert the words "of the eight Executive Departments."

The amendment was agreed to.

The Clerk then completed the reading of the bill.

Mr. RICHARDSON, Mr. ANTONY, and Mr. PICKLER addressed the Chair.

The SPEAKER. The gentleman from Tennessee [Mr. RICHARDSON], in charge of the bill, is recognized.

Mr. RICHARDSON. I will yield to the gentleman from Texas [Mr. ANTONY] for a moment.

Mr. ANTONY. I wish to amend section 74, on page 31, by adding at the end of line 8 the following words:

By such Senators, Representatives, and Delegates.

Mr. RICHARDSON. That could only be done by unanimous consent. I do not object to recurring to it, because I think that is the sense of the proposition already.

The SPEAKER. The gentleman from Tennessee [Mr. RICHARDSON] yields to the gentleman from Texas [Mr. ANTONY].

Mr. ANTONY. I ask that this amendment be adopted, in order to make the provisions specific. As it now reads it does not state at the conclusion by whom these documents shall be "otherwise ordered" to be sent out from the folding room, and in my judgment it ought to be specific. This amendment makes it specific. The last clause reads:

All reports or documents to be distributed for Senators, Representatives, and Delegates shall be folded and distributed from the folding rooms unless otherwise ordered.

It does not specify by whom the order is to be made, and this amendment is to cure that defect.

The amendment was agreed to.

Mr. PICKLER. Mr. Speaker, I desire to ask the gentleman from Tennessee [Mr. RICHARDSON] one question. On page 61, in line 8, I find the words:

§ 740

§ 735

§ 906

That each Senator and Representative shall be entitled to the binding in half morocco, or material no more expensive, of but one copy of each public document to which he may be entitled.

I wish to know whether that will cut off the binding of the CONGRESSIONAL RECORD. We are now entitled, I believe, to have bound all copies of the CONGRESSIONAL RECORD that we do not distribute during the session.

Mr. RICHARDSON. This does not interfere with that right.

Mr. PICKLER. Is that provided for anywhere else?

Mr. RICHARDSON. Yes, it gives each member the same number which he has now, which he can have sent out separately as the daily RECORD is published, or he can have the RECORDS kept and bound at the close of the session. This does not interfere with that.

Mr. PICKLER. If the RECORD is a public document, this cuts it off, unless it is provided for somewhere else.

Mr. RICHARDSON. If the gentleman will turn to the provision about the CONGRESSIONAL RECORD he will find that each member still has the right to 22 copies, which he can send out in the current daily RECORD form, or he can have them bound at the close of the session. That provision is there.

Mr. STOCKDALE. Mr. Speaker——

The SPEAKER. Does the gentleman from Mississippi propose to offer an amendment?

Mr. STOCKDALE. I am satisfied that an amendment was voted down yesterday upon incorrect information——

The SPEAKER. The gentleman from Tennessee [Mr. RICHARDSON] has the floor.

Mr. STOCKDALE. I desire to ask unanimous consent to recur to a section. I am satisfied that an amendment was voted down yesterday upon incorrect information, and I know the committee do not want to do that if what I say is true. I wish to recur to the section on page 43, in reference to the additional number of CONGRESSIONAL RECORDS allowed to each Representative.

Mr. RICHARDSON. I do not understand what the gentleman desires.

Mr. STOCKDALE. I want to ask unanimous consent to recur to that section on page 43, in line 294, in reference to the number of RECORDS which shall be given to the members of the House.

The SPEAKER. Will the gentleman indicate the amendment which he wishes to offer?

Mr. RICHARDSON. Does the gentleman want to recur to that to debate it or to amend it? I do not know what the gentleman from Mississippi [Mr. STOCKDALE] desires.

Mr. STOCKDALE. I want to have the vote taken over on that amendment. I am satisfied that it was voted down as the result of incorrect information, and that the House was misinformed yesterday. I know that the committee do not wish to pass over an amendment under such circumstances.

Mr. RICHARDSON. So far as I am concerned, I do not see what the gentleman desires to do. If he will signify what he wishes——

Mr. STOCKDALE. I want to present the amendment that I presented yesterday.

Mr. RICHARDSON. Oh, I shall object to going back to offer an amendment increasing the number of RECORDS by twenty-two to each member. That will be an increase of nearly eight thousand RECORDS.

Mr. STOCKDALE. The gentleman discusses the point before hearing the reasons for asking unanimous consent. I will say that the vote yesterday was taken on incorrect information, as I believe and can show, and that that information was given to the chairman of the committee. If I do not show that, then I will not ask it.

Mr. RICHARDSON. If I understand the request of the gentleman, it is to increase by twenty-two the number of copies of

the RECORD assigned to each member.

Mr. STOCKDALE. That is it.

Mr. RICHARDSON. I stated yesterday that the annual cost of the RECORD was about $8 for the long session and $4 for the short session, or $12 for both sessions. To increase the number by twenty-two to each member would make the increase in copies nearly eight thousand; and if it costs nearly $8 for the long session and $4 for the short session, or $12 for the Congress, it would amount to nearly $96,000. But I can not consent to go back to consider different items in the bill.

Mr. STOCKDALE. In reply to that, I want to say that I am able to show, as I think, that the gentleman was incorrect in his statement by $60,000, and that it would not cost over $31,000. If the gentleman wants to insist in his opposition to an amendment voted down upon incorrect information by this House, I can not help it.

Mr. RICHARDSON. I can not consent to go back. We would never get through the bill.

Mr. BROSIUS. Mr. Speaker, I desire to ask the chairman of the Committee on Printing a question. I would like to direct his attention to page 56—the franking privilege. The language used in that clause is general—a general franking privilege on all matter, both public and private. I do not know whether it is the intention of the committee to make it apply to both public and private matter.

Mr. RICHARDSON. Will the gentleman state where it is?

Mr. BROSIUS. On page 56, commencing at line 11, relating to the franking privilege, it says:

> Shall have the privilege of sending free through the mails and under their frank, any mail matter to any Government official.

That language embraces private matter as well as official business. It is indifferent to me whether it is one or the other, but I would like to know what the intention of the committee was.

Mr. RICHARDSON. The intention of the committee was not to change the law, but to use the language which now appears in it under which we have the right to send an official communication on official business.

Mr. BROSIUS. It is easily to be seen by the language used that it embraces all matter, both public and private; and if it is intended to limit the privilege to official matter, would it not be well to insert the words: "on official business," or some other equivalent words? That can be done by unanimous consent.

Mr. RICHARDSON. I desire to say, Mr. Speaker, that the language employed here is copied from the present law as found in an appropriation bill at the second session of the Fifty-first Congress. That provision has been construed that the franking privilege could only be used on official business with officers of the Government.

Mr. BROSIUS. Does not my friend see that such a construction does violence to the language; and would it not be better to depart from the old law and make it clear that that is the intention? Can any man be justified under the language used granting this franking privilege to any public officer, for him to write to another to invite him to visit him at his home on any matter?

Mr. RICHARDSON. I have no objection to making it "on official business" if the gentleman thinks it is desirable.

Mr. BROSIUS. If the gentleman will do that by unanimous consent I think it will make it clearer, and will probably be better than to leave it as it is now—if he will insert after "mail matter to any Government official" the words "on official business."

Mr. RICHARDSON. I have no objection to that—to insert after "mail matter to any Government official" in line 14, "on matters of official business."

The SPEAKER. By unanimous consent this amendment can be made. Is there objection? [After a pause.] The Chair hears none.

Mr. O'NEILL of Pennsylvania. Mr. Speaker——

The SPEAKER. The gentleman from Tennessee has the floor.

Mr. BANKHEAD. Mr. Speaker, I want to ask the gentleman from Tennessee a question.

Mr. RICHARDSON. I yield to the gentleman from Alabama for a question.

Mr. BANKHEAD. I would like to have the gentleman from Tennessee explain to the House what is meant by the language in line 338, on page 45. The section reads:

> "The Public Printer is authorized to furnish to subscribers the daily RECORD at $8 for the long and $4 for the short session, or $1.50 per month payable in advance."

Then it says:

> The "usual number" of the CONGRESSIONAL RECORD shall not be printed.

Now what does that mean?

Mr. RICHARDSON. The term "usual number" is a technical term when you come to the printing of documents.

Mr. BANKHEAD. That is what I want to know.

Mr. RICHARDSON. Seventeen hundred and thirty of any document is called the "usual number." And when a document is simply ordered printed at the desk by the speaker, under the rules, the "usual number" is printed, which means 1,730 copies. If the gentleman will turn to the House rules, he will find that they provide how these 1,730 volumes or copies, so printed, shall be distributed. So many go to the document room of the House, so many go the document room of the Senate, so many to the folding room of the House, and so many to the folding room of the Senate, and so on as thus shown.

Mr. BANKHEAD. I understand that now. Now, suppose the subscribers to the RECORD exceed the "usual number?"

Mr. RICHARDSON. The "usual number" simply means 1,730 copies. It does not affect the matter of subscribers to the RECORD. It does not affect the 22 copies to each member of the House and of the number to Senators, but it provides this additional 1,730 copies of the RECORD, the technical "usual number," shall not be printed.

Mr. BANKHEAD. Then I understand this additional publication of 1,730 copies would be in excess of what is required in the distribution?

Mr. RICHARDSON. Yes; and it says that these shall not be printed of the RECORD. That does not destroy the "usual number" as to other publications. As to all other publications, unless it is otherwise provided in this bill, "the usual number" of copies will be printed.

Mr. BANKHEAD. I am entirely satisfied.

Mr. HOLMAN. Mr. Speaker, I rise to a parliamentary inquiry. I believe this bill is being considered in the House as in the Committee of the Whole?

The SPEAKER. The bill is in the House.

Mr. RICHARDSON. But there was no agreement that it should be considered as in Committee of the Whole.

The SPEAKER. Consent was given that the bill should be considered in the House, and that as each section was read, unless objection was made, it should be considered as agreed to.

Mr. HOLMAN. Inasmuch as this is a bill that ought to be considered in Committee of the Whole, my impression was that it was being considered in the House as in committee. I wish to inquire of the gentleman from Tennessee [Mr. RICHARDSON] whether he proposes now to close the debate?

Mr. RICHARDSON. I am perfectly willing to allow any reasonable time for debate. I have no wish to shut off debate at all if gentlemen wish to discuss the bill. I desire to submit some general remarks upon the bill. I did so a year ago, and I wish now simply to repeat some of the things that I then said and to add a little by way of explanation of the provisions of the bill as it stands before the House, modified by the amendments which have been adopted, most of which were reported by the Committee on Printing.

Mr. HOLMAN. I hope the gentleman will consent to a reasonable time for debate. He will probably occupy an hour himself.

Mr. RICHARDSON. Oh no; not over fifteen minutes.

Mr. HOLMAN. Why not allow an hour for debate?

Mr. RICHARDSON. I will agree not to call the previous question within that time if gentlemen desire to debate the bill.

The SPEAKER. The Chair understands, then, that the gentleman from Tennessee [Mr. RICHARDSON] is to occupy fifteen minutes and the gentleman from Indiana [Mr. HOLMAN]——

Mr. RICHARDSON. No, Mr. Speaker. I was not undertaking to make any specific agreement as to time. I said that I would agree not to call the previous question until gentlemen should have had an opportunity to discuss the bill. I will, however, agree to a particular time, if gentlemen desire.

Mr. HOLMAN. Say an hour.

Mr. RICHARDSON. Well, I will agree not to call the previous question within an hour.

Mr. O'NEILL of Pennsylvania. Mr. Speaker, I ask unanimous consent to have inserted an amendment which I will send to the desk, providing that all replies upon official business from the various Departments shall include penalty envelopes. From many of the Departments, when they reply to communications from members on official business, they inclose a penalty envelope addressed to the person who has written to the member. Now, if that practice were made general it would be a great convenience to members and would add but little expense.

Mr. RICHARDSON. I ask to have the amendment of the gentleman from Pennsylvania reported.

The amendment was read, as follows:

> Insert the following:
> "That replies to official communications from Government officials shall contain penalty envelopes."

§ 906

Mr. RICHARDSON. I see no objection to that.

Mr. HOLMAN. That is the law now.

Mr. O'NEILL of Pennsylvania. Oh, no. Some of the Departments send such envelopes with their replies, but I do not think the law requires them to do so.

Mr. RICHARDSON. Let that come in after line 14 on page 56. The amendment was adopted.

Mr. BANKHEAD. Mr. Speaker, I desire to ask the Chair whether there has been an agreement reached as to the time to be allowed for this discussion?

Mr. RICHARDSON. No agreement was made. I merely said that I would allow all the time that gentlemen might desire. I have no disposition to shut off debate.

Mr. BANKHEAD. I think the gentleman from Indiana [Mr. HOLMAN] intimated a desire that there should be an hour for debate.

Mr. HOLMAN. Yes; I suggested an hour.

The SPEAKER. The Chair will state that this bill is in the House, and any gentleman obtaining the floor in his own right will be entitled to an hour, and any gentleman having the floor may demand the previous question at any time, which, if ordered, will bring the House to a vote.

Mr. BANKHEAD. I understand that, but I thought there was an attempt to reach an agreement.

Mr. RICHARDSON. Mr. Speaker, after conferring with gentleman here, I think it best that I shall ask for the previous question after one hour's debate. I do not want to occupy over fifteen minutes at first, and I will agree not to call the previous question until after the expiration of one hour.

Mr. PICKLER. I object to an hour being fixed at this time as the limit of debate.

The SPEAKER. The gentleman from Tennessee [Mr. RICHARDSON] gives notice that he will call the previous question at the expiration of an hour. Unanimous consent is not required.

Mr. STOCKDALE. It seems to me that if the chairman of the committee is willing to let this debate run on a reasonable time other members should not seek to prevent it. I do not think any gentleman is going to abuse the patience of the House; and there is no reason why we should not go on with the discussion in the regular way.

Mr. RICHARDSON. I shall not undertake to limit debate. I shall occupy ten or fifteen minutes and will then yield to any other gentleman who may wish to discuss the measure. I have no disposition to cut off debate.

Mr. WOLVERTON. I desire to call attention to an incongruity in certain provisions of this bill. The eighteenth section makes provision for the appointment of a Public Printer, who, it is provided, "must be a practical printer." By the forty-fifth section the Public Printer is authorized to appoint a chief clerk at a salary of $2,400 a year; and in the thirty-seventh section it is provided—

§ 304 In case of the death, resignation, absence, or sickness of the Public Printer the chief clerk of the Government Printing Office shall perform the duties of the Public Printer until a successor is appointed, or such absence or sickness shall cease."

Now, it seems to me that this chief clerk should also be a "practical printer;" and I suggest that an amendment to that effect be inserted in the thirty-seventh section by unanimous consent. I suppose the omission has occurred by mistake. This chief clerk is understood to be the most important official, next to the Public Printer himself, in connection with the Public Printing Office.

Mr. RICHARDSON. The chief clerk, under this bill, will act only temporarily in the place of the Public Printer; and I do not think it necessary that we should impose in his case the same requirement as in the case of the Public Printer. I can not agree to go back for the amendment suggested.

Mr. WOLVERTON. It seems to me there ought to be no objection to this amendment, because, under the provision of section 37, the chief clerk will, at times, perform all the duties of the Public Printer.

Mr. RICHARDSON. He may act in that way for only a single day. During the absence of the Public Printer it is necessary to have some one to sign requisitions or other papers. To meet an emergency of that kind the provision has been inserted in the bill. This chief clerk is not to act permanently at all; for it is provided that whenever it be deemed necessary during the absence or disability of the Public Printer the President may designate an officer to take charge of the printing department.

§ 303 Mr. WOLVERTON. The gentleman says that this temporary duty may be for a single day; but, sir, it might be for nine months. I call the gentleman's attention to this provision of section 45:

There shall be appointed by the Public Printer a chief clerk, whose salary shall be $2,400 per annum.

I suggest that there be inserted after the words "chief clerk" the words "who shall be a practical printer."

Mr. RICHARDSON. I do not think that this chief clerk should necessarily be a practical printer. We had better leave that matter in the discretion of the Public Printer. I can not agree to go back to make the amendment suggested.

Mr. WOLVERTON. I shall oppose the bill unless that amendment be made. I do not believe in permitting a person who has possibly the qualification of a mere store clerk to perform the duties of the Public Printer, involving matters for which possibly only a practical printer may be competent.

Mr. RICHARDSON. Mr. Speaker, I wish to say a few words in explanation of this bill; but I do not care to do so unless I can have the attention of the House. There has been considerable opposition to the bill—opposition founded, in my judgment, upon a total misapprehension of the measure. This bill is the result of a great deal of investigation and labor on the part of the Joint Committee on Printing of the two Houses. They sat several weeks in the spring of 1891, and also in the month of November of that year, calling before them the heads of Departments, chiefs of bureaus, officers of the Printing Office, and other executive officers having charge of printing matters. In this way there was collected the mass of testimony embraced in the document before me, a document of nearly 500 pages. We have endeavored to make this bill contain what a law on the subject of the printing of this Government ought to contain. Our object primarily was to secure economy in the public printing. The complaint has gone forth that we are printing too much; and there has been another complaint equally formidable and well founded, that the distribution of what we print is faulty.

These complaints are just, and our object has been to reduce the volume of the printing and to secure if possible a better method of distribution of the matter printed. I think we have succeeded. We have in this bill endeavored to collate in proper shape all the laws with reference to the subject of printing. In doing so we had to extract provisions from the Revised Statutes, from appropriation bills, and from other laws which have been passed by Congress during the last thirty or forty years. We have endeavored to make the bill harmonious in all its parts. Many years ago the Public Printer was called the Congressional Printer. We have provided that this officer shall be called by his proper designation, the Public Printer; and we have sought to define clearly his duties. In the preparation of the bill we have in many instances adopted the language of the Revised Statutes without any change whatever. Possibly three-fourths of the different sections of the bill make no change of existing law. We have to a large extent simply collated existing provisions and embodied them in this bill in order that there might be a uniform and perfect printing law as nearly as we could make it.

If a member of the House was to undertake now to find out the different laws on printing he would have to go through possibly a dozen different volumes to do so, extending back, as I have said, some twenty, thirty, or fifty years. We have endeavored in this bill to make this a code or a system by which any gentleman can see at once what the law is and ascertain what it authorizes or prohibits.

Now, I have been asked to state what we do in the way of economizing in the formation of this measure. I do not think that that is the prime object of the bill; yet there are large economies provided for, or reductions in the cost of the public printing. This applies not alone to Congress, but to the various Departments of the Government; and I want to say this for the information of the House, that last year there was expended for public printing in round numbers the sum of $3,600,000.

Of this vast sum not exceeding $225,000 was expended upon concurrent resolutions passed by Congress during its session. So that when the complaint comes, as complaints have come, to the Committee on Printing, that we are printing too much, I want to state that if the Committee on Printing had failed to report a solitary resolution to print anything during that Congress there would have been expended $3,400,000 in printing. You may economize here if you choose; you may cut down the amounts ordered to be printed by Congress; but unless you strike at the great bulk of the printing, unless you limit the Departments in their power to order printing, you will not and can not economize. You may reduce the number printed by order of Congress, or abolish the printing here altogether, and you will only cut out of the total bulk the sum of $225,000 of the $3,600,000 annually expended for printing.

The committee have endeavored to economize all along the line. We have endeavored to cut down the number of documents authorized to be printed in the Departments, not ruthlessly or recklessly, but we called the heads of the Departments

§735

§741

reduction of printing of executive departments

before us, have taken their sworn testimony, have considered that testimony, in which they fix the smallest number of documents that they can get along with in each case, and we acted accordingly. We have endeavored to have them agree to get along on the smallest possible number.

I will not undertake to say, Mr. Speaker, what the total amount of saving in the public printing will be if this measure becomes a law. My friend from Texas asked this morning, during the debate on a paragraph of the bill, how much in round numbers it would reduce the cost of the public printing. I ventured to answer that under the bill it would possibly amount to a reduction of from two hundred and fifty to three hundred thousand dollars. And I mean that. That is to say, there is a reduction of actual expenditures to that extent. But, sir, it goes beyond that. We start out with a reduction like that; but if this bill passes and goes upon the statute books as the law of the land it will eventually result in a very much larger annual reduction. It will methodize the printing; it will systemize it. It will prevent the duplication of documents in many instances, and will in every possible way guard the public against unnecessary expenditures in that line.

I may cite some of these reductions as I go along. Some of them are as follows, and I cite a few simply to indicate the line on which the committee proceeded. Take the report of our Commercial Relations, the number of volumes has been reduced from 5,000 to 3,000 annually. Of the volumes of Foreign Relations the reduction is from 6,000 to 3,000. The reduction in the Report on Ethnology—the annual report—is 7,500 volumes. That is a valuable publication. It costs probably from $2 to $3 a volume to print it, and therefore there is a reduction of some $15,000 in that item alone. Of the report on Fish and Fisheries we make a reduction of 3,000 volumes. The report of the Civil Service Commission we reduce from 31,000 to 23,000. The report of the Commissioner of Education from 44,000 to 35,000. The report of the Geological Survey from 18,500 to 12,000.

The Interstate Commerce Report, which has heretofore averaged from 6,000 to 21,000 in different years, is fixed annually at 15,000 copies. The report of the Academy of Sciences is reduced from 5,000 to 1,500 copies. The memoirs of the Academy of Sciences shows a reduction of 2,000 copies. In the Smithsonian Report there is a reduction of from 19,000 to 10,000 copies. In the Statistical Abstract a reduction of 4,000 copies. Of the report of the commissioners or directors of the Pacific railways we have reduced the number to 1,500 copies. The abridgment is reduced from 35,000 to 12,000. The Senate and House Journals are also largely reduced, but the exact number I have not now before me.

These, Mr. Speaker, are some of the annual publications or reports in which these reductions have been made. The committee puts a limit on the heads of Departments as to the number of annual reports printed, and provides expressly what number they shall print.

Now, Mr. Speaker, there is another matter to which I wish to call attention. If gentlemen want to go on in the way we have been going on, why they will vote against this bill; but if they want these reforms instituted, they will vote for the bill.

Now, I want to call your attention to one reform that we institute in this bill, in the distribution of what is called "the reserve." The Clerk of the House, from the document room of the House, distributes to members, and has been distributing to them for years, the reserve, as it is called; that is to say, one copy, bound in full sheep, of every publication made by this Government, whether the member wants it or not. These documents are sent out months and months after the session terminates, and the member has to take them and store them away whether he wishes them or not. This bill provides that that reserve shall be held in an unbound condition by the Public Printer, to the number of 500 copies, and that they may be bound and sent to members, if members desire them.

The sworn testimony of the foreman of printing is before us here, and the estimate which he makes is that not one-third of this "reserve" would be called for by members if it was left optional with them to take the books or not. Now that alone will make a saving to the Government, if only one-third of this reserve is called for by members, of $86,000 in a Congress. Yet every Representative and every Senator will get every document he wishes. This $86,000 has been expended by every Congress for the last ten or fifteen years. Why and for what cause? I can not answer. The books are not wanted, but the law is imperative. The Public Printer must bind them in the best style and the most costly binding. He must cart them up here to the Capitol and turn them over to the Clerk of the House and the Secretary of the Senate, and those officers must send them out to Senators and Members.

Now, I know gentlemen who have taken the trouble to look at these books when sent to them will agree with me that three-fourths of them are not needed or wanted in any gentleman's library. If you vote down this bill, this $86,000 for every Congress will be put upon the country as an expense, as has been done for years past. This bill provides that every man shall get what he wants. It does not cut him off; but he must say that he wants the book, and he can get it in that way. There is in this simple item the immense saving of $86,000 in each Congress. Vote down this bill and you continue this waste of $86,000.

Another provision in the bill changes the mode of binding, which applies possibly to 100,000 volumes, and the difference will be 25 cents per volume, or $25,000 per year, the mere difference of the cost of binding which this bill provides.

Mr. PICKLER. What is that change?

Mr. RICHARDSON. Section 55 changes the binding of such publications from half Russia to full sheep. Pass this bill and you save that $25,000 each year.

Now, I have already spoken, Mr. Speaker, of the better distribution of documents. I wish to call attention to another matter. For ten or twenty years, or longer, there have been accumulating in the various Departments of this Government and in the basement of the Capitol here, untold tons of printed matter, some of the volumes being very expensive. I can not undertake to tell the House and the country how many copies there are, but the proof before the committee led us to believe that if you would take the extra or surplus volumes in the various Departments, which are not needed, and which they want to turn over to the members of Congress to be distributed among their constituents, and take the number in the basement of the Capitol, that do not belong to members' quotas now—for I am not speaking of books that have ever been apportioned to members, but of books that have not been apportioned, and that are in the basement of the Capitol and in these various Departments—over 700,000 or more copies of books can be turned over to the members of Congress for distribution from this source.

There are in the basement here probably half a million or more copies. One gentleman, a dealer in such books, in this city, came before the committee and testified that some of these books are worth $25 a volume, and that he could sell them for that. I put you in possession of a fact when I tell you that these books are to-day rotting and molding. They ought to be sent out to the people of the country. If you go down in the basement you will find what I tell you is true, that these books are rotting on our hands. If you wish them to remain there and so rot and mold, vote against this bill.

Mr. COWLES. Why have not these books been apportioned?

Mr. RICHARDSON. They do not belong to any member's quota and never did. You distribute all the books you get, but you do not get these, and they have just been accumulating there from time to time.

Mr. COWLES. Is it not also because a number of members, representing city constituents, do not need these books and do not send for them?

Mr. RICHARDSON. No: I am not speaking of books that have ever been put to the credit of any member.

Mr. COWLES. These are remnants?

Mr. RICHARDSON. Remnants; books from the Departments and from the committee rooms of the two Houses of Congress that have been sent here for storage, that have never been assigned to any member.

Mr. BANKHEAD. I would like to ask the gentleman from Tennessee [Mr. RICHARDSON] if these books that he alludes to in the basement of the Capitol could not be apportioned to members and distributed under the present organization of the House, without reference to this new bureau?

Mr. RICHARDSON. Well, Mr. Speaker, it has not been done. This committee have simply devised a means to try to get rid of them. If you ask me whether it could be done in some other way, I say yes, it could be done, but it never has been done, and we have simply tried to get at them in the best way we could devise.

Mr. BANKHEAD. Have we ever had before a bureau of this character?

Mr. RICHARDSON. Why, certainly. We have now a bureau in the Interior Department called the Bureau of Documents. That bureau is abolished by this bill.

Mr. BANKHEAD. I understand that.

Mr. RICHARDSON. It goes out of existence, and we simply propose to make an officer of this House and of the Senate take charge of these books and distribute them among members of Congress. That is what this bill does.

Mr. BANKHEAD. Then you admit that it could be done

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under the present organization?

Mr. RICHARDSON. I say it can not be done unless you make provision to have it done.

Mr. BANKHEAD. If they were apportioned to the members?

Mr. RICHARDSON. By authorizing it under the law. That is what I am trying to get at.

Mr. BANKHEAD. Do you not think you had better do it in this bill?

Mr. RICHARDSON. The committee did not think so. The committee thought this the better way to do it.

Mr. BANKHEAD. I hope the House will think that the better plan.

Mr. RICHARDSON. That may be the better plan: but the committee did the best they could with all the lights before them. I am not wedded to any plan: but there is no law under which we or anyone has undertaken to do that: and the committee thought this the best way to get these books out.

Mr. OATES. Will the gentleman from Tennessee allow me to ask him a question?

Mr. RICHARDSON. Yes, sir.

Mr. OATES. Is not the effect of the bill in reference to the documents simply this: To allow the folding room to remain in the Senate and the House as now, except that the distributor of the documents practically takes the place of the one who now performs that function, to a limited extent, in the Interior Department, except that the distributor has enlarged powers to look up documents that are not cared for by members and care for them properly and distribute them?

Mr. RICHARDSON. That is it in substance. Now, Mr. Speaker, I propose to address myself to the consideration of this provision of the bill, if I can have the attention of members.

Mr. COWLES. Does this abolish our own document room?

Mr. RICHARDSON. No. I will come to the question asked by the gentleman from North Carolina.

There is an objection, as I stated, to this bill. That objection—and I ask the attention of members to it—one of the main objections to this bill comes from second-hand book-dealers in the city of Washington. They have in their employ employés of this House, who whisper in the ears of members that this bill is going to injure the patronage of this House and its members.

I tell you I know what I say when I state that the second-hand book-dealers are afraid that this bill will break up or materially injure their business in the city of Washington. I speak what I know when I say it. There are men in this city who make a living off Government books sold at little junk stores in this city, and how they get them no man knows. This committee undertook to find that out. We were able to trace but one member of either House who had sold his books. We showed that he did sell them and got the money for them after he went out of Congress. But in some way these book-dealers sometimes get these books before the members of Congress get them.

Mr. O'NEILL of Pennsylvania. Mr. Speaker, I would like to ask the gentleman from Tennessee if it ever suggested itself to him or his committee that members of Congress sometimes trade books or documents for other documents?

Mr. RICHARDSON. Oh, they do.

Mr. O'NEILL of Pennsylvania. And for that reason they go to these persons whom he calls second-hand book-dealers. I have at times found it extremely convenient in the years that I have been here to be able to go to some second-hand book-dealer and give some of my documents and get important documents that he might have and which he has received by trading with other members for those they did not want.

Mr. RICHARDSON. I have no doubt there are frequently such cases of honest exchange. This bill provides for the exchange of these documents through this officer: and it seems to me that that would be much better.

Mr. O'NEILL of Pennsylvania. We exchange documents for those which our constituents want, and which they have written for; and I think it would be much better if members of Congress were to send books and documents only to those constituents who write for documents and not make a list of so many constituents to whom they send documents, some of which they never read.

Mr. RICHARDSON. Now, Mr. Speaker, on the duties of this officer I want to comment but a moment. Some gentlemen have said to me that they understood that the right of members in sending out their documents were being interfered with. That objection was urged last spring when this bill was up, and a great many members stated that they voted against it because they understood that it did interfere with the right of a member to send out his own books. Now, I want to read that section, and if any gentleman has an idea in his mind that his right to control his books is interfered with, I want him to rise after this section is read.

The section read as follows——

Mr. BROSIUS. What section?

Mr. RICHARDSON. Section 62, page 24. After providing for this officer it says:

He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for special use of the Executive Departments.

That is the first exception. Documents printed for the Secretary of State or for the Secretary of Agriculture or for other Secretaries would not pass into his hands.

The next exception is:

Those printed for the use of the two Houses of Congress, which shall be delivered to the folding rooms of said Houses and distributed or delivered ready for distribution to Members and Delegates upon their own order by the superintendents of the folding rooms of the Senate and of the House.

Now, is that going to interfere with any gentleman's control of his documents? Do not vote against this bill, gentlemen, upon the idea that it takes from you the right to control your documents. It does nothing of the kind. It does provide for a clerk to the Joint Committee on Printing who shall distribute the tons of public documents now accumulated in the basement of this Capitol and also those that may be sent from the Departments as not being required there. And it provides that he shall distribute them upon lists furnished by the members of Congress themselves and to the persons they designate. It does not take away any rights from members, nor does it interfere with their rights.

My friend from Indiana (Mr. HOLMAN) thinks that the bill creates a new bureau. It abolishes the existing bureau in the Interior Department: it does away with one bureau of this Government and it simply provides that our documents shall be distributed by an agent of our own, the clerk of one of our committees. The Congress will have absolute control of that committee and of that clerk in the discharge of their duties. We need not give this official more assistants than he absolutely needs. We abolish the bureau in the Interior Department, as I have already said, and permit this officer to employ such clerks as he may actually require for the discharge of the duties of his office. That is all.

Now, Mr. Speaker, let me say in conclusion that this bill is called for by all the librarians in the United States, and they are the most intelligent set of men as to the question of the distribution of Government literature. They have studied it more than any other class of people in the country. They believe that this bill provides a medium through which the Government publications will reach all the people of this country. The Committee on Printing were desirous of finding a medium through which the largest possible number of the people could be reached, and they believe that end can be attained through the provisions of this bill. I do not care to discuss the bill further. I am perfectly content to take a vote now, or I am ready to answer any questions which any gentleman may desire to ask.

Mr. COWLES. One argument against the bill that I have heard among members is that the Senate is to have the sole appointment of these proposed officials.

Mr. RICHARDSON. This clerk is to be appointed by the Joint Committee on Printing, which consists of three members of the Senate and three members of the House. In the Senate two of the members of the committee are Republicans and one is a Democrat: of the House committee two members are Democrats and one a Republican: so that politically the committee would be a tie, as was suggested yesterday.

Mr. JOSEPH D. TAYLOR. Has the gentleman's committee taken into consideration the question of the propriety of abolishing the free distribution of public documents altogether beyond what may be necessary to supply the needs of Congress and of public libraries: sending out lists to the different post-offices letting the people know what documents are published by the Government and selling them at some reduced rate, but entirely abolishing their free distribution?

Mr. RICHARDSON. Yes; the committee considered that question a good deal, and they came to the conclusion that Congress was not quite ready to do away with the free distribution of public documents.

Mr. BOUTELLE. Perhaps the next Congress will get up to that standard. [Laughter.]

Mr. KRIBBS. Between the expiration of this Congress and the convening of the next there will be no House printing committee. Now, will the Senate committee have control of these matters during that time?

Mr. RICHARDSON. They would have control when there was no House committee.

Mr. HOLMAN. Mr. Speaker, my friend from Tennessee [Mr. RICHARDSON] has presented the case for this bill very well, and,

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considering the magnitude of the bill and the multitude of subjects involved, he has presented it with great clearness. There is but one feature of the bill that I am not satisfied with, and that is the one which provides for this new bureau, this superintendent of public documents. That creates a new office. That this bill should receive the approval of those in charge of public libraries is not at all remarkable, for I called my friend's attention to an extraordinary power that is conferred upon this superintendent in that connection. It is found on page 29 of the bill. It provides that—

All documents delivered to the superintendent of documents from accumulations thereof in the Executive Departments—

And those accumulations are very large, as has been stated by the gentleman from Tennessee—

or received from officers of the two Houses—

That embraces the great mass of documents to which my friend from Tennessee has referred, many of which are very valuable publications—

shall be distributed by him first to public and school libraries, etc.

This is not under any supervision whatever, not even under the supervision of the Joint Committee on Printing. Now, we have not imposed, and we do not even by this bill impose, any severe restraints upon the Departments in respect to their publications. They publish documents, sometimes, with a view to delivery many years ahead. At every session of Congress almost every general appropriation bill contains provisions authorizing publications by some of the Departments, and even where we provide that a given number of copies shall be for the use of Senators and Representatives we always place a large number at the disposal of the head of the Department.

Take for instance the Commissioner of Agriculture who, I believe, has control of one-third of all the agricultural reports which are printed. The distribution of this vast accumulation of documents, many of which, especially those published by the Treasury Department and Interior Department, are of special value, is placed under the control of this superintendent of documents. How is he to distribute them? I ask the House to observe the extraordinary powers conferred upon him. It is provided that these accumulations of documents—

Shall be distributed by him, first, to public and school libraries for the purpose of completing broken sets.

That is a very good provision.

Second, to public and school libraries that have not been supplied with any portion of such sets.

Now, there is a very great power of discrimination conferred upon this officer. There is no restriction or limitation as to the distribution to these public and school libraries; yet we all know that even with this vast body of documents, numbering 750,000 to 1,000,000, there will not be enough to supply all persons who may want them.

And, third, to other parties, which persons and libraries shall be named to him by Senators, Representatives, and Delegates in Congress; and in this distribution the superintendent of documents shall see that as far as possible an equal allowance is made to each member of Congress.

Mr. RICHARDSON. Of what documents is the gentleman now speaking?

Mr. HOLMAN. The classes of documents referred to in the the provision on page 28—all documents at present in charge of the several Executive Departments and not required for official use; and also all documents stored in and about the Capitol other than those belonging to the quota of members of Congress and Delegates and to the Senate library. These various documents are to be delivered, under this bill, to this superintendent of documents for distribution and sale.

Mr. RICHARDSON. I call the gentleman's attention to the fact that the provision to which he refers relates simply to the surplus not distributed by the heads of Departments; for in section 95, page 39, it is provided that the "Government publications printed for or received by the Executive Department, whether for official use or for distribution, shall be distributed by a competent person detailed to such duty in each Department by the head thereof." In other words, such distribution is to be made in the same manner in which it has always been done. But when there is a surplus which the heads of Departments can not distribute, they are to be put into the hands of this officer that he may supply volumes for the completion of broken sets. That is all there is in the provision.

Mr. HOLMAN. I have said that so far as regards the completion of broken sets the bill is right enough; but my friend must bear in mind that this vast accumulation of which he speaks—and I think it must be conceded that it is greatly to our discredit that this accumulation should have been allowed—the distribution of this vast mass of books is controlled by the provision now under consideration; and to the extent that it authorizes this officer to discriminate among public and school libraries of the United States, I submit the provision goes a little farther than any power we have heretofore conferred.

The third mode provided for getting rid of these volumes—that is, by sending them out to persons or libraries designated by Senators, Members, and Delegates—is all right. But the discretion to which I have just referred—the power to discriminate among the various public libraries—should not be, I think, conferred upon this officer.

I now come to a more important consideration connected with this measure. My friend from Tennessee is under some misapprehension in regard to the officer who has been referred to in the Interior Department. That office has existed for many years. I can remember myself that over thirty years ago Mr. Dillon, who, I believe, was a fourth-class clerk—a very accomplished gentleman, who wrote a history of Indiana which has become the text-book in the schools of our section of the Union—was the librarian. As I understand—if I am not correct I hope some gentleman will correct me—the gentleman now at the head of the distributing force in the Interior Department is this librarian, who will continue in office, retaining the present salary of $2,500. But the clerks and employés under him are, by the provisions of this bill, placed under the control of the superintendent here provided for. The chief, however, of that little bureau in the Interior Department will remain.

Mr. RICHARDSON. Under this bill that bureau is abolished.

Mr. HOLMAN. No, sir.

Mr. RICHARDSON. The office of superintendent of documents in the Interior Department is abolished, and if the Department is still to have a librarian I do not know what use it will have for him. This bill does not provide for that.

Mr. HOLMAN. This bill does not abolish the office of librarian, but transfers the clerks and employés to the control of this new officer here in the Capitol. That is what the bill accomplishes.

Mr. RICHARDSON. I refer the gentleman to section 67.

Mr. HOLMAN. I have stated the matter correctly, have I not?

Mr. RICHARDSON. Substantially; but the gentleman calls the officer a librarian; we do not.

Mr. HOLMAN. You will find that this librarian has been there for years and will remain there—the librarian, as I understand, of the Interior Department. The distribution of these public documents, now under the control of the respective Departments, is by this bill placed under the charge of this new bureau.

Mr. RICHARDSON. Not at all. We do not interfere with the present distribution of documents by the Departments. We still allow the Departments to distribute their own documents.

Mr. HOLMAN. We shall still have these librarians in the several Departments, though their duties will be diminished.

Mr. RICHARDSON. Then you can reduce the salaries.

Mr. HOLMAN. That would be difficult.

Mr. RICHARDSON. You can do that in your appropriation bill.

Mr. HOLMAN. That is not my experience. Salaries go up by the same law that gravitation goes down. [Laughter.]

Mr. RICHARDSON. But, seriously, Mr. Speaker, I want to call the attention of my friend to the fact that this abolishes the office of superintendent of documents in the Interior Department. This officer will go if this bill becomes a law, and the office is abolished. If the Department needs a force to distribute the documents belonging to the special bureaus in the Department, they have the right to assign clerks to that duty just as any of the others have. But the superintendent of documents is abolished. The office no longer exists.

Mr. HOLMAN. To what page of the bill does the gentleman refer when he says that office is abolished?

Mr. RICHARDSON. To page 27 of the bill, section 67.

Mr. HOLMAN (reading).

SEC. 67. Upon the appointment of the superintendent of documents, the office of superintendent of documents in the Department of the Interior shall be abolished.

Yes, that is correct. But you do not abolish the librarian of the Department of the Interior.

Mr. RICHARDSON. No, nor any of the other Departments, if you call the clerk assigned to that duty a librarian.

Mr. HOLMAN. Well, that is the same office. I admit that if you get rid of this vast body of employés in the libraries of the Departments you accomplish very much.

Mr. RICHARDSON. If we abolish the office of superintendent of documents and leave the librarian, as you call him, you will then only have such an official as they now have in the State and other Departments. We do not undertake to discharge that

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office in all the Departments. But this office of superintendent of documents in the Department of the Interior is abolished. The distribution of documents in the Departments is under their own control, as the gentleman knows.

Mr. HOLMAN (reading from the bill):

The clerks and employés of said office shall be transferred to the office of the superintendent of documents herein established, and shall remain until their sucessors shall be appointed: *Provided*, That their salaries shall continue to be paid by the disbursing officer of the Department of the Interior from the appropriations already made, until other provision for said salaries shall be made. The superintendent of documents shall appoint all employés of his office authorized by Congress.

Now, here is a very important provision:

The superintendent of documents shall appoint all employés of his office authorized by Congress.

I do not know the number of employés in that little affair up there in the Interior Department, but I think that there are some five or six. I have been told—I did not get the information from the Department, however—that the distribution by the librarian or superintendent of documents of the Interior Department of the last census report, the Tenth Census, has cost us over $10,000. Here is a single publication, I admit a very large one, but the statement was made to me by a gentleman generally well informed on such subjects that the cost of that distribution had reached $10,000.

Now, I will agree at once that if there could be any possible assurance that this bureau would not have double or treble or quadruple the number of employés that they have now in the Interior Department in the next twenty years, I should be much inclined to waive the grave objections I have to this feature of the bill. But you will never get rid of that bureau, nor of the expenditures that are entailed upon us by it, by any such provision as this. §1702

Mr. BOUTELLE. But does not the gentleman from Indiana recognize the result of the recent elections as such an assurance? [Laughter.]

Mr. HOLMAN. Well, that is an assurance of course of economy, I agree, but it hardly ever reaches both Houses of Congress.

Mr. DINGLEY. But I thought you had the assurance. [Laughter.]

Mr. HOLMAN. Well, we are hoping so. We are indulging in the belief, and if grace should smile on us hereafter as heretofore that would be the result.

Mr. BOUTELLE. I was only expressing my surprise that the gentleman should manifest any doubt on that point.

Mr. HOLMAN. I did it subject to limitations, of course. [Laughter.]

Mr. Speaker, I feel that I should not occupy time that other gentlemen desire to occupy in the further discussion of this bill. I should have been glad to have time to analyze the measure in such manner as to show the extraordinary powers conferred by it all along the line. I do not complain of the matter of appointment, for I do not see any better. But the very first power conferred upon this official is in the following words: §1702

He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for the special official use of the Executive Departments.

Now, that exception means all the publications made by any of the Government Departments, for it is a fact that all of them publish them, as, for instance, the War Department publishes a very valuable work. There are also important works published in the Treasury Department and the State Department, especially the State Department.

Now, those works that they publish will still be distributed under that provision, just as they are now. Let me inquire of my friend from Tennessee [Mr. RICHARDSON] when it is, how long after the accumulation of books in an executive department, before the books are to be transferred to the superintendent provided for in this bill? What time must elapse? §1702, §1708

Mr. RICHARDSON. Just as soon as they are not needed by the head of a Department he transfers them. When he finds he does not need them, he gets rid of his surplus by turning it over to be distributed by members of Congress.

Mr. HOLMAN. It seems to me that there ought to be some thing more definite than that. In the case of a valuable book, for instance, there is a pride in keeping on hand such a book with a view to exchanges. Such books will be kept on hand there for years and years, and you will find in the State Department, and I know in the Treasury Department and in the War Department also, works that have been there for a great many years, used for exchanges from time to time with other nations, and occasionally copies given to some scientific gentleman who desires to obtain possession of them. I do not think any books will come from these Executive Departments.

Mr. RICHARDSON. The gentleman asked me a question. I was going to say in reply that at first the committee fixed a limitation of one year: but we concluded, upon the statement of some of the Secretaries, that they could not always decide in a year whether a certain document would be a surplus document or not, and they preferred to have it left in their discretion. They desire to get rid of them as soon as they can, and as soon as they become convinced that they are surplus they will transfer them and get them out of the way. The gentleman says no books will come. I can state to the gentleman, as a case in point, that recently 5,000 volumes were sent from the White House to the superintendent of documents to be distributed.

Mr. HOLMAN. I should not wonder at that at all.

Mr. RICHARDSON. From one place, from the President, 5,000 copies, that he considered surplus, were sent down.

Mr. HOLMAN. And there are many thousand copies of the last census still in the Interior Department, and such works as those the Department will not get rid of; but they are comparatively valueless. Who cares now to send out a report of the Tenth Census? Yet there is a large accumulation of them. I have been requested over and over again to furnish additional lists for the sending out of the Appendix, on account of the large number on hand, encumbering the rooms that ought to be appropriated for some other purpose.

The sixty-fourth section of the bill is an important one, perhaps most important in some respects. I beg leave to read it.

The superintendent of documents is also charged with the sale of public documents, except as herein otherwise provided.

Before I read further I wish to call the attention of my friend from Tennessee [Mr. RICHARDSON] to the fact that a very interesting report ought to have been made to the House, it seems to me, as to how these books in such vast numbers get into the hands of the old book-store establishments: for I have received—and I presume other gentlemen have also received during this vacation—three separate notifications by postal card, stating that the sender had in one case 800 volumes of the very valuable report that has been referred to so often in the House, especially by the gentleman from South Dakota [Mr. PICKLER], the report on the Diseases of the Horse. One establishment had 800 copies, and the other two mentioned other numbers that they had for sale. Now, I do not know that my friend [Mr. RICHARDSON] received any such notice as this.

Mr. RICHARDSON. I did receive such a notice, but it stated that the sender had 216 or 208 copies—the exact quota of a member—of the report on the Diseases of the Horse; and I desire to state that we summoned the very man who sent that postal card before the committee, and we have his testimony in this report, which the gentleman from Indiana [Mr. HOLMAN] can read if he wishes. He will find a statement showing exactly where they came from and all about it. We traced that down.

Mr. HOLMAN. That was only one instance. Section 64, to which I have referred, reads:

The superintendent of documents is also charged with the sale of public documents, except as herein otherwise provided—

I believe there is no provision in this bill for the sale of documents by the Public Printer—

and all documents hitherto published, for sale by other officers of the Government, shall be turned over to him.

That of course would embrace the Public Printer.

Now, he has charge of the whole of this vast accumulation of books, which are to be subject to sale. I do not see exactly how they are to be distributed. The distribution, in the first place, is to be to the libraries, then to the public schools, and then to be distributed under the direction of the members of the House and Senate. So that I do not understand exactly how they are to be distributed.

And all documents hitherto published, for sale by other officers of the Government shall be turned over to him. He is hereby authorized to sell any publication of the Government at cost.

Now, I must say again to my friend from Tennessee that that does not seem to be a matter that should be committed to this officer. The 10 per cent additional which has always been charged heretofore for publications, made by the Public Printer, was intended to meet incidental expenses that remotely enter into the actual cost.

Mr. RICHARDSON. Oh, no.

Mr. HOLMAN. Then what was it for?

Mr. RICHARDSON. For profit—10 per cent additional on cost.

Mr. HOLMAN. I do not think that the Government intended to make any speculation.

Mr. RICHARDSON. It says 10 per cent on cost.

Mr. HOLMAN. Here are the paper and the plates and the

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amount of work done and all that; but there are other incidental matters that you can not take into account, and that 10 per cent was simply intended to cover that; but in this bill you allow the sale at simply cost and nothing else.

Mr. RICHARDSON. Well, I submit, Mr. Speaker, if what the gentleman states is incidental to the cost, it is put on by this officer for incidentals—it is part of the cost.

Mr. HOLMAN. It may be so small incidentally that you can not account for it——

Mr. DINGLEY. That is "incidental protection."

Mr. HOLMAN. By way of preventing the Government from sustaining any loss in furnishing books to private persons—

He is hereby authorized to sell any publication of the Government at cost—

Is he required to give bond? I believe not—

as estimated by the Public Printer, and based upon printing from stereotype plates, excepting old and rare volumes, which shall be sold at an appraised value, to be determined by the superintendent of documents, the Public Printer, and the Librarian of Congress.

Now, here, as to one matter—

Excepting old and rare volumes.

Except as to that one matter, he has placed under his control, in connection with the Public Printer and the Librarian of Congress, vast powers, far beyond those conferred on that board—conferred upon a single man and only subject to the supervision of Congress.

Mr. PICKLER. To sell at private sale, or anywhere he likes.

Mr. COX of Tennessee. And not under bond?

Mr. HOLMAN. I do not say so. I simply made that suggestion.

Mr. RICHARDSON. He is not going into the sale of books. He is not a bookseller.

Mr. HOLMAN (reading):

But only one copy of any document shall be sold to the same individual, except in the case of libraries or schools—

Now, why sell to libraries or schools when this very bill provides for distribution to them?

by which additional copies are desired for separate departments thereof. All moneys received from the sale of documents shall be covered into the Treasury monthly and placed to the credit of the general fund for public printing.

I hope my friend from Tennessee will ask unanimous consent, at least, that that be stricken out.

Mr. RICHARDSON. I wished to do that yesterday, and you did not agree to it.

Mr. HOLMAN. You thought a discrimination should be made here, and now you perceive that this section does not place the publication for sale as it has been heretofore by the Public Printer. That was a misapprehension, because this language is so broad that it is quite obvious that this superintendent was to receive under his control the sale of all the works, no matter who has heretofore had the power of sale. Who has heretofore been selling these works?

Mr. RICHARDSON. No, it does not take away the power from the Public Printer.

Mr. HOLMAN. It permits this superintendent to sell them at cost.

Mr. RICHARDSON. It does not take the power away from the Public Printer.

Mr. HOLMAN. It says the "superintendent of documents is also charged with the sale of public documents, except as otherwise herein provided."

Mr. RICHARDSON. It does not take away from the Public Printer the right of sale.

Mr. HOLMAN. In this bill you say that the Public Printer shall sell.

Mr. RICHARDSON. Oh, yes; this provision simply allows the superintendent to sell a book which may be in his possession, and get the cost of it.

Mr. HOLMAN. Then the sixty-fifth section provides that this superintendent shall—

prepare and publish a comprehensive index of public documents beginning with the Fifty-second Congress upon such a plan as shall be approved by the Joint Committee on Printing.

Upon a plan. It is only the plan they have to approve. How many clerks are required there for the performance of that duty?

And the Public Printer shall, immediately upon its publication, deliver to him a copy of each and every document printed by the Government Printing Office, and the head of each of the Executive Departments, bureaus, and offices of the Government shall deliver to him a copy of each and every document issued or published by such Department, bureau, or office, not confidential in its character.

Mr. RICHARDSON. What was the interrogation of the gentleman? I did not hear. On what plan will you have the index made?

Mr. HOLMAN. It was not an interrogatory. It was a statement that what you provided here was a plan, and that all else was left to this superintendent.

Mr. BOUTELLE. How can the work be done without a plan?

Mr. HOLMAN. Oh, the plan here is very simple. The provision is for a "comprehensive index," and we all know what that generally means. We have had some experience of what it costs to prepare an index, even though it is not very comprehensive. [Laughter.]

Mr. RICHARDSON. Does the gentleman know that there is no index like the one provided for in this bill now in existence?

Mr. HOLMAN. No.

Mr. RICHARDSON. That is the fact. There is no general index of Government publications.

Mr. HOLMAN. There is an index that is sufficient for all practical purposes, an index which was a long time in preparation, and which cost a large amount of money.

Mr. RICHARDSON. I suppose the index the gentleman speaks of is the one that was prepared under the direction of the Committee on Appropriations, and which is still in manuscript, never having been printed. After paying a man $5,000 a year for about eight years I believe, to prepare it, they never had it printed.

Mr. HOLMAN. That is not the only index. We have any number of them. That is a "comprehensive" index, but it is not of sufficient value to justify its printing, although it was several years in course of preparation. I read further from this section of the bill:

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And the head of each of the Executive Departments, bureaus, and officers of the Government shall deliver to him a copy of each and every document issued or published by such Department, bureau, or office not confidential in its character. He shall also prepare and print in one volume a consolidated index of Congressional documents and shall index such single volumes of documents as the Joint Committee on Printing shall direct.

Now, Mr. Speaker, I would occupy too much time and would weary the House if I were to discuss this matter in detail, so I must desist, but I greatly indulge the fear and now express the apprehension that this is very unwise legislation. I believe that under the other provisions of this bill a very considerable amount of money will be saved in the printing office. I trust the estimate of the gentleman from Tennessee [Mr. RICHARDSON] will prove to be substantially correct, and that we shall save between $200,000 and $300,000 by a reduction in the mass of our public printing, but what about this bureau? What is that to cost?

Mr. RICHARDSON. Bureau! One clerk to the Committee on Printing.

Mr. HOLMAN. Why, you give him five or six clerks to begin with.

Mr. RICHARDSON. Not at all. He can not have any without the approval of Congress. We give him no new clerks.

Mr. HOLMAN. Why, yes; you provide here for transferring to him the clerks that are already employed.

Mr. RICHARDSON. Those that he may need are transferred from the Interior Department, but that is not the creation of any new ones. He can not have any clerks unless Congress gives them to him.

Mr. HOLMAN. The clerks and employés now employed, and there is quite a force of them, are to be transferred to him at once; and if this bill goes into effect this Congress will not expire before imperative reasons will be found for largely increasing that force. Here are indexes provided for that will occupy several men uninterruptedly.

Mr. RICHARDSON. I want to ask my friend if there is any way by which an increase can be made unless Congress consents to it? This clerk can not make an increase himself.

Mr. HOLMAN. Oh, well, I dread always to see the basis for a good argument created by our legislation. We furnish the fulcrum and then the whole thing goes up. [Laughter.]

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Mr. RICHARDSON. Why should we give this bureau any more clerks than we gave to the bureau in the Interior Department?

Mr. HOLMAN. Mr. Speaker, a member of this House who saw, years ago, the growth and progress of that very unfortunate measure which met with such universal condemnation, the increase of the compensation of Senators and Representatives, a man who saw how that began and how it was worked up from the increase of the compensation of a single clerk; how, within a period of two months, it grew into a magnitude which aroused public apprehension for the integrity of our Government and produced important results in our public affairs, a man who watched that transaction from its inception to its culmination may be pardoned if he is apprehensive of great results from small

beginnings. Gentlemen who are familiar with the facts know that the idea of an increase of the compensation of Members and Senators to $7,500 was not dreamt of at the beginning of that movement, and that the retroactive provision of the bill was not even thought of. The movement grew during a period of six or seven weeks, until it finally culminated in a piece of legislation that shattered parties into fragments.

So, Mr. Speaker, so far as I am concerned, I do not care to support any measure which contains a provision so capable of unlimited expansion as this portion of the pending bill. The other provisions of the bill I, for one, thank the gentleman from Tennessee for securing, for I believe them to be beneficial. That the extraordinary state of things should have existed for years that a member of Congress could have published by authority of law one entire set of public documents, 95 per cent of which were valueless to him, and then in addition to that, by another law passed within the last ten years, was entitled to have any publication he desired bound at the public expense in such binding as he might select—that such a state of things should last so long is one of the many illustrations of the abuses that grow up in matters which touch Congress and its methods of procedure.

The bill is a good bill, except the one feature on which I have been commenting; and I trust that the gentleman from Tennessee, for the purpose of ascertaining the sentiment of the House on this provision, will consent that a vote be taken on striking out the sixty-second section. I feel quite confident, from the expressions I have heard, that gentlemen of the House generally are very well satisfied with the measure as a whole, and are thankful to the Joint Committee on Printing for the labor they have performed. But this provision which I have criticised is, I believe, objectionable to many gentlemen here. Many members have said to me, "This is not the time to begin the creation of new offices or new bureaus with expansive powers."

I submit, Mr. Speaker, that this is a time for fair retrenchment and a fair economy in the administration of the Government. It is expected of this House that the necessities of the hour will be fairly met, and that no foundation will be laid for imposing in the future large expenses upon the Government; for, according to our experience, this bureau when once established will remain a fixed feature in our Congressional methods.

I trust the gentleman from Tennessee will indicate whether he is willing that we may go back and take a vote on striking out the sixty-second section so as to test the sense of the House on the creation of this bureau; otherwise, as my friend must see, the motion will be made to recommit the bill with instructions to strike out that feature. I hope my friend will not allow what is valuable in the bill to be lost by hanging on to a particular provision. I do not think my friend can afford to do that.

Mr. RICHARDSON. In reply to the gentleman from Indiana I wish to say that he has taken a molehill and magnified it, or attempted to magnify it, into an immense mountain. He concedes that this is a good bill except in that single provision. I have said what I believe to be the truth, that the measure if passed will save to this Government $250,000 a year; and I believe that eventually it will result in a much greater saving. As I have shown, the bill puts our printing laws in methodical form. I will not go over the arguments that I undertook to submit a few moments ago in behalf of the bill; but I think they ought to commend themselves to every gentleman here. I trust no member will vote against the bill upon hearsay, or upon the mere representation of some other persons.

What is the provision to which the gentleman from Indiana objects? He says that it creates a new bureau, that it makes additional offices. Now, all that it does is, in the first place, to abolish the superintendent of documents in the Interior Department, thus getting rid of one officer and one bureau. If there is any occasion for an officer there to act as librarian the Secretary of the Interior will have such officer regardless of this bill. We do not undertake to control the appointment of librarians in Departments; we can not do that in this bill and have not attempted it. We do, however, abolish the bureau in the Interior Department for the distribution of documents; and in lieu of the officer thus abolished we provide for a simple clerk of a committee of Congress to perform his duties; and this, according to the gentleman from Indiana, is going to ruin the Government! He proposes to defeat this bill and continue the present loose methods we have in force in the public printing; continue to waste and lose this $86,000 each Congress; continue to lose the $25,000 each year or $50,000 each Congress in the matter of binding I have mentioned; continue to print documents largely in excess of what a painstaking committee of the two Houses find the Departments can get along on; continue the miserable distribution of public documents now in force and which is remedied by this bill; defeat the bill and prevent the reform it makes and the reductions it proposes, all lest one little clerk of a committee of the two Houses will build up a vast bureau which will swamp the Government! And he says the bill is in all other respects a good one.

Mr. OATES. I would like to ask the gentleman a question; and as preliminary thereto, I will say that when this bill was first taken up for consideration I was very much opposed to it, or rather prejudiced against it, but after a careful reading of the bill last night I concur in the view that it has many excellent features; that it provides economical and methodical arrangements with reference to this subject of printing. But there is one point about which I wish to inquire. This officer just referred to in the remarks of the gentleman from Indiana is to be selected by the Joint Committee on Printing?

Mr. RICHARDSON. Yes, sir.

Mr. OATES. It is also provided, I believe, that he is not to be selected till after the adjournment of the present Congress; or that this bill is to have no operation or effect until after such adjournment. In another part of the bill it is provided that when there is no House Committee on Printing the Senate committee may act, and when there is no Senate committee the House committee may act. Does not the bill then in effect give the appointment of this officer to the Senate committee, because the provisions of the bill will not go into effect until Congress adjourns, when there will be no House committee.

Mr. RICHARDSON. The gentleman will not find in the language of the bill any provision that this clerk is not to be selected before the closing of Congress, or that the provisions of the bill shall not take effect until that time.

Mr. OATES. The bill does not provide *in totidem verbis* that this clerk is not to be selected until after the adjournment of Congress; but is not that the effect of the provision that the bill shall not go into operation until that time?

Mr. RICHARDSON. The bill does not so provide.

Mr. OATES. I think so.

Mr. RICHARDSON. The proviso of section 61 is: "That this section shall not take effect until the closing of the Fifty-second Congress." That relates to the consolidation of the two document rooms of the House.

Mr. OATES. Then the provision does not apply to the bill as a whole.

Mr. RICHARDSON. No, sir. It relates only to that particular section.

Mr. OATES. I believe on further examination the gentleman is correct.

Mr. SCOTT. Is it not a fact that there is always a Senate Committee on Printing?

Mr. RICHARDSON. There might or might not be.

Mr. SCOTT. I understand it to be a fact that there always is.

Mr. RICHARDSON. The terms of one-third of the Senators expire on the 4th of March every second year; and the three members of the Committee on Printing may thus go out of office; so that there would not be any committee until the following December.

Mr. SCOTT. It is not likely that all three of the members would go out of office at the same time.

Mr. RICHARDSON. Well, only two or one might go out. At any rate a new committee would have to be appointed at the beginning of the subsequent session.

Mr. SCOTT. Suppose that none of the members of the Committee on Printing should go out of office at the expiration of a Congress, would not the Senate committee be the only Committee on Printing during the eight or nine months of the recess?

Mr. RICHARDSON. When the Senate meets at the opening of a new Congress it appoints new committees as we do.

Mr. LIVINGSTON. Will the gentleman allow me a question in this connection?

Mr. RICHARDSON. In a moment.

Now, Mr. Speaker, I wish to again recur to the argument of the gentleman from Indiana. If there was anything at all in the argument he made against this arrangement; if there was danger to come from that source, I would consent to have that provision go out of the bill. But I tell you it seems to me that the argument is simply an effort to magnify nothing into a question of great importance on the part of the gentleman from Indiana. There is absolutely no danger of a clerk of this House, or of the two Houses, gathering unto himself the power to destroy this Government as my friend intimates. He is simply a clerk of the committee and will be the agent of the committee. He is subject to the orders of the committee, and is under its absolute control.

Mr. LIVINGSTON. Just in that connection will you be kind enough to answer this question: What length of time is this clerk to be continued in his office?

transfer of Sudocs to GPO - costs involved

Mr. RICHARDSON. During a Congress; or at the pleasure of the committee.

Mr. LIVINGSTON. Does the bill say so?

Mr. RICHARDSON. No; it is not necessary.

Mr. DINGLEY. He will be retained during the pleasure of the joint committee.

Mr. RICHARDSON. Certainly.

Mr. LIVINGSTON. It does not so provide.

Mr. RICHARDSON. Why, he could be turned out in a day. He would be exactly on the same footing as the clerk of your own committee. He could be dismissed at the pleasure of the committee. The whole power is with the committee absolutely, just like the clerk of any of the other committees of the House. He holds his office during the will of the committee.

Mr. LIVINGSTON. Why not say so specifically?

Mr. RICHARDSON. It does not seem necessary; but if the gentleman wishes to do so I have no objection to his offering an amendment to that effect.

Mr. LIVINGSTON. The argument is that it is a permanent bureau, so created, with a permanent head.

Mr. RICHARDSON. Not at all. As I say, I have no objection, if the gentleman thinks it necessary, to his offering an amendment to that effect, that he shall hold office only during the Congress or for a specific term. But as a matter of fact it is not necessary, for he is like the clerk of any other committee; and that is the law now.

Mr. REILLY. Let me ask the gentleman from Tennessee what effect, supposing he agrees to the proposition of the gentleman from Indiana for a separate vote on section 61, what effect would it have upon the remainder of the bill if that section should be stricken out altogether?

Mr. DINGLEY. But there can not be a separate vote excepting by unanimous consent. We are in the House and have passed these sections as they were reached.

Mr. REILLY. I understand that; but suppose that section was stricken out, what would be the effect?

Mr. RICHARDSON. I think it would destroy the harmony of the bill. Of course if the gentleman wants to move to recommit the bill with instructions to strike out that provision he could do it; but it would have to be recommitted to the Committee on Printing and reformed, and this committee has positively given more time and thought, I am sure, to this measure than has been given to any other measure before Congress, unless, perhaps, the tariff.

Mr. HOLMAN. The bill is perfect, however, without the bureau feature, and it certainly would not take a half hour to eliminate that and recast the bill in other respects to meet that change.

Mr. BOUTELLE. But does not the gentleman from Indiana understand that this officer would be a Democrat?

Mr. RICHARDSON. I do not know how that would be, and it ought not to be considered in connection with the matter.

Mr. BOUTELLE. There is no imminent danger of the Senate getting away with this officer; and therefore I am asking the ground of the apprehension entertained by the gentleman from Indiana.

Mr. HOLMAN. If it was certain that a good Democrat got the place it would be one objection less.

Mr. RICHARDSON. I do not want to bring that kind of an issue into the consideration of this measure at all. But on that point let me say—for it was raised yesterday—that this joint committee already has one clerk, that is the index clerk who indexes your CONGRESSIONAL RECORD. He gets about $3,500 a year. The committee is constituted, as I have stated, of three Republicans and three Democrats, and yet this clerk I am told is a Democrat and gets his $3,500 per year. So I do not think there is any very serious danger of the Republicans getting away with the committee, and if they did get this clerk they would not do more than get even.

Mr. BOUTELLE. I am glad the gentleman has given me that assurance. It will be satisfactory, I hope, to stay the apprehensions of the gentleman from Indiana, who will therefore withdraw his objections.

Mr. JOSEPH D. TAYLOR. I thought he had withdrawn his objections. [Laughter.]

Mr. BOUTELLE. And the country is safe.

Mr. PICKLER. Let me ask the gentleman from Tennessee this question. Section 63 provides:

When desired all orders for the distribution of documents by Senators, Representatives, or Delegates, who may so request, and orders from Departments shall be sent to the superintendent of documents on franked or other labels or in lists, which shall be kept confidential, etc.

Now, suppose I want the superintendent to send a dozen or more documents to people, and I do not care about having them confidential. Does he have an option in the matter, or do you require him absolutely, whether it is desired by the member sending the documents or not, to keep them confidential or to make a confidential list of them?

Mr. RICHARDSON. It simply means that he will keep your list confidential. He will not make it public to everybody.

Mr. PICKLER. Then what becomes of these confidential lists that this section provides for?

Mr. RICHARDSON. If you want your list kept confidential he will keep it so. That is all. If not, he destroys the list, and that is the end of it.

Mr. PICKLER. But these confidential lists and these indexes become public records, and must remain in that office, must they not?

Mr. RICHARDSON. Not at all, unless you want them to remain there. You can take them back.

Mr. PICKLER. How is it possible to withdraw these confidential indexes?

Mr. RICHARDSON. There is no confidential index. There is a confidential list.

Mr. PICKLER. But he must index them.

Mr. RICHARDSON. That is kept confidential, if you want it kept confidential.

Mr. PICKLER. What becomes of that index?

Mr. RICHARDSON. It remains in his office there. He keeps the index and excludes the public from it. That is all that means. It is so that everybody can not go and find out, on simple application, where a member sends his books.

Mr. PICKLER. Must he not, under this section, index any list a member sends there, whether the member cares to have it kept confidential or not? In other words, if I order three documents sent out, must he not index the list in order that there may not be duplications?

Mr. RICHARDSON. That is right.

Mr. PICKLER. Will not that entail a great deal of needless work?

Mr. RICHARDSON. That provision is simply to prevent duplication; to prevent the same documents being sent to the same person by half a dozen different men. We found one instance where the same document was sent forty times to one man, and that was the horse book that my friend is so much in love with. One man got 40 copies of that very volume in that way.

Mr. PICKLER. I have nothing to take back that I have said about the horse book.

A MEMBER. What did the man do with the forty books?

Mr. RICHARDSON. I have no doubt he sold them.

Mr. PICKLER. Can that section be complied with—that is, can this confidential list of every order for documents given by a member be kept and this index be prepared by the force of clerks we now have in the document room? Will it not be a very large undertaking to keep this index?

Mr. RICHARDSON. I think not. I think that index can be kept very easily, because whenever he sends out documents it diminishes the clerical force necessary in the document rooms of the two Houses, because it takes that much labor from them.

Mr. PICKLER. One other question: What is the estimate as to the number of volumes or documents that this will take away from a member? How much does it cut down the number to be distributed? How many less documents will a member have for distribution than he has now?

Mr. RICHARDSON. Not one single solitary scrap of paper will be taken from a member which he has now.

Mr. PICKLER. Where does all this reduction come in on the ethnological reports and the reports of the Smithsonian Institution? Is not the number of them cut down considerably?

Mr. RICHARDSON. Yes.

Mr. PICKLER. Then it does curtail the number which a member can get.

Mr. RICHARDSON. The law will curtail the number printed. That is all that is done.

Mr. PICKLER. That is the question I am asking. How much will it curtail the list of documents that a member will be entitled to send out?

Mr. RICHARDSON. In the case of the ethnological reports——

Mr. PICKLER. Well, taking everything together.

Mr. RICHARDSON. I have not made any estimate in that respect. It cuts down the number largely, and there is no other way to reduce the printing except by cutting down the number printed.

Mr. BLAND. Cut it down one-half, and that would not be too much.

Mr. RICHARDSON. That is what we have done. We have cut down the Ethnological Report 8,000.

Mr. PICKLER. From the list the gentleman read here, it seems that they struck the scientific departments of the Government altogether.

Mr. RICHARDSON. Oh, no.

Mr. PICKLER. I should be glad if the gentleman could state from his list the number of the Smithsonian Reports.

Mr. RICHARDSON. I do not know what the number is, as I have not my figures on that document before me. Now, Mr. Speaker——

Mr. SCOTT. Will the gentleman allow me another question?

Mr. RICHARDSON. Yes, sir.

Mr. SCOTT. I want to call his attention to section 51.

Mr. PICKLER. The gentleman has not answered my question.

Mr. RICHARDSON. I have not the memoranda at hand, but the information is in my remarks.

Mr. PICKLER. Then, I understand the gentleman to say that he has no estimate of how many less documents for distribution there will be?

Mr. RICHARDSON. It will depend upon the number printed. I can not tell the number of the various documents that will be ordered printed.

Mr. PICKLER. Has not the committee made an estimate? This bill provides how many there shall be.

Mr. RICHARDSON. It provides how many there shall be in each case; but you will have to speak specifically as to which document you refer to.

Mr. SCOTT. I wanted to ask the gentleman from Tennessee whether he did not think that section 51 gives a very large discretion to the Public Printer in the matter of the employment of apprentices, and whether he is not likely to have a great many employed who are not competent to do that work?

Mr. RICHARDSON. I think not. This is left to his discretion, and I have no doubt he will exercise that discretion in a wise manner. They are simply to learn the trade, and the object is to teach as many American boys the trade as possible.

Mr. SCOTT. The Public Printing Office is scarcely the proper place for that.

Mr. RICHARDSON. I agree with you in that; but he does employ them now, or has been employing them. It does not change the law, but makes law a custom that has obtained there.

Mr. SCOTT. I think it is a very dangerous provision, and I think the discretion altogether too great.

Mr. RICHARDSON. I think so; but no Public Printer would abuse a discretion of that kind.

Mr. STOCKDALE. Suppose all the members of Congress should send out all their books, what force would it take to do it?

Mr. RICHARDSON. I think it would take the force that is now employed in these two document rooms.

Mr. STOCKDALE. Now, if all the lists were sent in nearly at a time, would not they have to be taken up in their order?

Mr. RICHARDSON. Of course, if they were all sent in at one time, but that never will occur. They would be sent out as quickly as they could be.

I have now endeavored to answer all these questions, and I think that the motion that the gentleman from Indiana has asked me to agree to ought not to be made. I can not agree to accept it. I do not see any danger in that section of the bill. We create officers, and this matter will be under the control of the Committee on Printing and under the control of Congress; and I do not think my friend is right in undertaking to assume some other Congress will abuse the power that is given to it to make officers for Congress.

I do not believe that the next Congress will be any less wise than this, and the party in power will be held responsible by the people for the creation of new officers. I do not think we need to put the brake on that our friend suggests as necessary to be put on here. I do not believe the gentleman is warranted in coming to the conclusion that we will lose by the passage of this bill. Let us save this vast sum to the Government: let us pass this bill which will bring about the economy in the public service which I have before asserted will arise from it, and which many gentlemen believe will be brought about. Take the one matter of "reserve," where we have shown that we have saved $86,000 in a Congress in changing the law, defeat this bill, and in that one item, in my judgment, speaking it solemnly, you will permit the waste of more money than this committee clerk would expend in the next ten years. This vast sum, or a sum approximately it in amount, has been squandered and wasted for many Congresses. Vote down this bill and you continue it.

Mr. HOLMAN. I would not assume that Congress in the future will do any wrong, except to carry out the provisions of this bill. I am assuming that the duties imposed upon this officer, this so-called superintendent of public documents—that the powers conferred upon him, and which of course he will exercise, will involve an enormous expenditure. I trust that if this bill becomes a law this prediction of mine will not be verified. But the bill contains upon its face, in spite of all the caution employed in preparing the measure, provisions that will involve very heavy expenditure, growing heavier every successive year.

Mr. LIVINGSTON. I would suggest to the gentleman from Tennessee that he agree to strike out from line 4, in section 62, down to "dollars per annum," in line 8, and, in lieu of this superintendent of documents, insert a provision authorizing the Speaker of the House and the President of the Senate to appoint each a committee on documents, which shall be a committee of accounts. In that way we shall keep our business in our own hands, and let the economic features of the bill stand.

Mr. RICHARDSON. My friend proposes to make two offices instead of one.

Mr. LIVINGSTON. No, sir. We are paid a salary, and our services in this matter will not cost the Government anything extra.

Mr. RICHARDSON. Do you not propose that the Speaker and the President of the Senate shall each appoint a clerk?

Mr. LIVINGSTON. No, sir; my proposition is that the Speaker shall appoint a committee on documents and that the President of the Senate shall do the same, so that we may keep our business in our own hands.

Mr. RICHARDSON. Well, that idea has not been considered, but I do not suppose that the members of the House want to go into the distribution of documents.

Mr. LIVINGSTON. They would not have to do it; the folding room would distribute our documents, as it does now.

Mr. SCOTT. Mr. Speaker, I ask the gentleman from Tennessee to consent to strike out section 51. I know there was a time when this matter of apprentices was a very serious objection to the management of the Government Printing Office.

Mr. RICHARDSON. I will say to my friend that his objection will not be removed by striking that section out, because they have apprentices there now, and unless you put in some prohibitive legislation they will go on in the same way.

Mr. SCOTT. I understand the present law is the same as this. Now, if we strike this out and if this bill becomes a law what will be the effect?

Mr. RICHARDSON. I do not say that the matter is provided for by statute. I say that the custom has prevailed in the office for many years, and that they have apprentices there now or have had recently.

Mr. SCOTT. Then I ask my friend to consent to strike out that section and let me offer an amendment.

Mr. DINGLEY. An amendment is not in order.

Mr. RICHARDSON. I do not object to the gentleman asking consent to offer an amendment.

Mr. DINGLEY. Amendment is not in order.

Mr. RICHARDSON. No, it is not in order now. If the gentleman had presented it at the proper time I would not have objected to taking a vote of the House upon it.

Mr. SCOTT. Mr. Speaker, I ask unanimous consent to offer an amendment now in place of section 51.

The SPEAKER *pro tempore* (Mr. BLANCHARD). Does the gentleman from Tennessee yield?

Mr. RICHARDSON. I yield for the gentleman to make his request.

Mr. SCOTT. I will prepare an amendment in a moment prohibiting the employment of apprentices in the Government Printing Office.

Mr. RICHARDSON. Now, Mr. Speaker, I yield to the gentleman from Nebraska [Mr. BRYAN] for a question.

Mr. BRYAN. Mr. Speaker, I want to ask the gentleman from Tennessee whether the superintendent here provided for is given any appointing power?

Mr. HOLMAN. Certainly.

Mr. RICHARDSON. Not absolutely.

Mr. BANKHEAD. The bill gives him power to appoint all his employés.

Mr. RICHARDSON. He can appoint, or ask for the appointment of his assistants, but he can not provide for their payment.

Mr. BRYAN. Is he to have supervision of men appointed by other authorities?

Mr. RICHARDSON. Certain clerks are transferred from the Bureau of Documents in the Interior Department and become his clerks. If he wants any more he must get them from Congress: they must be first authorized by Congress: that is, by law.

Mr. BRYAN. But those clerks are transferred at once?

Mr. RICHARDSON. Yes, sir.

Mr. BRYAN. Who dismisses them?

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Mr. RICHARDSON. The head of the room, or chief clerk, I suppose, as in other cases.

Mr. BRYAN. Then we are to have three kinds of clerks here, those appointed by the House, those appointed by the Sergeant-at-Arms, and those appointed by this superintendent.

Mr. RICHARDSON. Those that he appoints are to be merely his assistants.

Mr. BRYAN. Is he to have supervision of those who are appointed by the House and by the Senate?

Mr. RICHARDSON. Oh, no; he has nothing to do with the distribution of documents in the House or in the Senate.

Mr. BRYAN. And he is to have no power to appoint except what is given here, or what may be given by subsequent legislation?

Mr. RICHARDSON. No.

Mr. REILLY. Mr. Speaker, I wish to call the attention of the gentleman from Tennessee to a provision in section 67, at the top of page 28. It is as follows:

The superintendent of documents shall appoint all employés of his office authorized by Congress.

If the superintendent himself is to be appointed by the Joint Committee on Printing, what is the reason for delegating this power to the superintendent?

Mr. RICHARDSON. The trouble is that Congress might not know how many clerks he might need.

Mr. REILLY. Then, instead of retaining the power in the hands of the Joint Committee on Printing, you delegate it to this officer?

Mr. RICHARDSON. That is it. He will select such clerical force as may be necessary, after being authorized so to do by law.

The SPEAKER. Did the gentleman from Tennessee yield to the gentleman from Illinois [Mr. SCOTT] to offer an amendment?

Mr. RICHARDSON. I yielded to allow the amendment to be read.

Mr. SCOTT. I ask unanimous consent to offer the amendment which I send to the desk.

The Clerk read as follows:

Strike out section 51, page 18, and insert in lieu thereof the following:
"No apprentices shall be employed by the Public Printer in any part of the Government Printing Office."

Mr. DINGLEY. Before the question is taken on granting unanimous consent, I would like to ask the gentleman in charge of the bill what are the duties now performed by apprentices in the Government Printing Office? Is it found necessary and economical in the conduct of the office to employ them?

Mr. RICHARDSON. As I understand this matter of apprentices (I do not profess to have a perfect familiarity with it) there have been from time to time a few boys employed there to learn the printing trade. They work there until they become proficient and then they can go elsewhere to practice their trade or may obtain appointment as regular workmen in the office. That was the practice for many years. When the next to the last Public Printer was in office he decided that under the law he could not allow the employment of apprentices——

Mr. JOSEPH D. TAYLOR. The gentleman will allow me to ask what compensation these apprentices get?

Mr. RICHARDSON. No compensation, as I understand. They are simply permitted to learn the trade.

As I was remarking, the next to the last Public Printer, in view of the provision of the law that only skilled workmen should be employed, held that he was prohibited from employing apprentices or permitting them to work there. But the present Public Printer, returning to the old custom, has appointed a few apprentices, or at any rate he stated in his testimony before the joint committee that he favored it, and would employ them if he had the room in the office for them.

Mr. SCOTT. The object of my amendment is to prohibit the taking in of anybody to learn the trade of printing.

Mr. RICHARDSON. It would put an end to the present custom and prohibit the Public Printer from employing apprentices?

Mr. SCOTT. Yes, sir.

A MEMBER. What is the harm?

Mr. JOSEPH D. TAYLOR. I object to the amendment.

Mr. CUMMINGS. In answer to the question of the gentleman from Ohio [Mr. JOSEPH D. TAYLOR] awhile ago, I would like to say that some of these apprentices get $3.50 a day.

The SPEAKER. Objection is made, and the amendment is not before the House.

Mr. RICHARDSON. Mr. Speaker, we have now gone over this bill, and I think discussed it so far as gentlemen care to do so. I now move the previous question.

The previous question was ordered; and under the operation thereof the bill was ordered to a third reading and read the third time.

Mr. HOLMAN. I desire to submit a motion to recommit the bill with instructions.

The SPEAKER. The proposition of the gentleman from Indiana [Mr. HOLMAN] will be read.

The Clerk read as follows:

Resolved, That the pending bill be recommitted to the Committee on Printing with instructions to strike out all the provisions of the bill relative to the office of superintendent of public documents, with the right to report the bill back at any time.

Mr. HOLMAN. On this motion I ask the previous question.

Mr. SCOTT. I would like to move an amendment to the motion of the gentleman from Indiana, so as to include the provision already read prohibiting the employment of apprentices.

The SPEAKER. If the demand for the previous question is sustained the motion of the gentleman from Indiana is not amendable.

Mr. HOLMAN. I am willing to withdraw the previous question to admit the gentleman's amendment.

The SPEAKER. Does the gentleman from Indiana modify the proposed instructions?

Mr. HOLMAN. I presume the gentleman from Illinois has a right to move an amendment. One amendment is in order, I believe.

The SPEAKER. The gentleman has that right unless the previous question is demanded.

Mr. HOLMAN. I think I ought to withdraw the previous question under the circumstances.

The SPEAKER. If it is withdrawn it is withdrawn for all purposes, and the instructions are amendable in any degree. The gentleman from Illinois [Mr. SCOTT] moves to amend the motion of the gentleman from Indiana by inserting what the clerk will read.

The Clerk read as follows:

Insert after "public documents" the words "and to strike out section 51."

The SPEAKER. The question is upon the amendment of the gentleman from Illinois.

Mr. HOLMAN. I now call the previous question on the pending proposition and amendment.

Mr. BLAND. I rise to a parliamentary inquiry. I wish to know whether the amendment offered by the gentleman from Illinois [Mr. SCOTT] is germane to the proposition of the gentleman from Indiana. As I understand it, does not apply to the same paragraph or section. If this amendment is in order we might go on and amend every section of the bill.

The SPEAKER. The Chair is of opinion that it is competent for the House to give such instructions to the committee in charge of the bill as it sees fit, unless the right to amend has been cut off.

The question is on ordering the previous question upon the amendment to the motion of the gentleman from Indiana.

The previous question was ordered; under the operation of which the amendment of Mr. SCOTT to strike out section 51 was rejected; there being, on a division—ayes 35, noes 54.

The question recurring on the motion of Mr. HOLMAN to recommit with instructions, the House divided; and there were—ayes 76, noes 60.

Mr. RICHARDSON. I make the point that no quorum has voted.

The SPEAKER. The Chair will appoint tellers.

Mr. RICHARDSON and Mr. HOLMAN were appointed tellers.

Mr. RICHARDSON (one of the tellers). Mr. Speaker, quite a number of gentlemen have left the House, understanding that there would be no vote this afternoon. They communicated that fact to me before leaving, and in justice to them I move that the House do now adjourn.

LEAVE OF ABSENCE.

Pending the motion to adjourn, leave of absence was granted as follows, by unanimous consent:

To Mr. LOCKWOOD, indefinitely, on account of sickness in his family.

To Mr. DAVIS, for two days, on account of important business.

To Mr. BUSHNELL, indefinitely, on account of important business.

The motion of Mr. RICHARDSON was then agreed to.

And accordingly (at 4 o'clock and 25 minutes p.m.) the House adjourned.

PRINTING BILL.

Mr. RICHARDSON. Now, Mr. Speaker, I call up the unfinished business, the printing bill.

The SPEAKER. The bill before the House yesterday was or-

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dered to be read a third time, and was read a third time, and, pending the question on its passage, the gentleman from Indiana [Mr. HOLMAN] moved to recommit the bill with instructions. The previous question was ordered, a vote was taken, and, no quorum appearing, tellers were appointed on the motion to recommit.

Mr. HOLMAN. Mr. Speaker, I ask unanimous consent to dispense with the motion to recommit, in order that we may take a vote at once upon the proposition involved in that motion, which is to strike out the sections of the bill providing for a superintendent of public documents. If that be done the bill will go at once to a conference committee, and can be disposed of without coming back to the House. I therefore submit the request that, by unanimous consent, that course be adopted and a vote taken at once. If that is agreed to I will move to strike out sections 62 to 73, inclusive, which are the sections creating this new office of superintendent of public documents, leaving the balance of the bill unchanged.

Mr. DINGLEY. As I understand the request of the gentleman from Indiana, it is that the motion to recommit be vacated, and that then a direct motion to amend the bill be permitted to be made in the House.

Mr. HOLMAN. Yes, sir.

Mr. RICHARDSON. Mr. Speaker, I hope that request will be agreed to. It will bring us to a direct vote upon the motion to strike out these sections of the bill.

Mr. REED. Are the amendments to be further debated?

Mr. RICHARDSON. Well, the previous question has not been ordered on the passage of the bill, but I do not want to debate it any further.

The SPEAKER. To accomplish the purpose of the gentleman from Indiana [Mr. HOLMAN] it will be necessary that the motion to recommit be withdrawn and that the House reconsider the vote by which the bill was ordered to a third reading. The bill has in fact been read a third time.

Mr. HOLMAN. Then, Mr. Speaker, I withdraw the motion to recommit.

The SPEAKER. The gentleman from Indiana, withdrawing his motion to recommit, asks unanimous consent that the vote by which the bill was ordered to a third reading be reconsidered. Is there objection?

Mr. DINGLEY. I object.

Mr. RICHARDSON. I hope the gentleman will not object. If he is a friend of the bill I ask him not to object. It is a gentleman who is opposed to the bill that is making the request. Mr. Speaker, I rise to a parliamentary inquiry.

The SPEAKER. The gentleman will state it.

Mr. RICHARDSON. Is it necessary that the gentleman from Indiana [Mr. HOLMAN] should have the unanimous consent to withdraw his motion to recommit; there has been no vote upon it.

The SPEAKER. Unanimous consent was asked to reconsider the vote by which the bill was ordered to a third reading. Is there objection to the proposition of the gentleman from Indiana?

There was no objection, and it was so ordered.

The SPEAKER. The bill is now before the House.

Mr. HOLMAN. Now, Mr. Speaker, I offer the amendment which I send to the desk.

The amendment was read, as follows:

Amend by striking out sections 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, and 73.

Mr. HOLMAN. Those are the sections which provide for the office of superintendent of public documents.

The SPEAKER. The Clerk will report the sections, so that the House may understand what it is proposed to strike out.

Mr. HOLMAN. Mr. Speaker, I think the House understands exactly the substance of those sections. They are, as I have already said, the sections which create a superintendent of public documents and confer upon him certain powers.

Mr. PEEL. Mr. Speaker, I ask that the sections be read.

Mr. HOLMAN. I ask unanimous consent, inasmuch as those sections are understood by the House, that the reading be dispensed with.

Mr. PEEL. I object.

The SPEAKER. The Clerk will report the sections.

The Clerk read as follows:

SEC. 62. The Joint Committee on Printing is hereby authorized and directed to appoint a clerk to said joint committee, who shall be superintendent of documents and be entitled to receive a salary of $2,500 per annum. He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution when a member so desires, excepting those printed for the special official use of the Executive Departments, which shall be delivered to said Departments, and those printed for the use of the two Houses of Congress, which shall be delivered to the folding rooms of said Houses and distributed or delivered ready for distribution to Members and Delegates upon their order by the superintendents of the folding rooms of the Senate and House of Representatives.

SEC. 63. When desired all orders for the distribution of documents by Senators, Representatives, or Delegates, who may so request, and orders from Departments shall be sent to the superintendent of documents on franked or other labels or in lists, which shall be kept confidential, and which shall give the name and address of each and every party to whom documents are ordered sent; and it shall be the duty of the superintendent of documents to establish such a system of registration by card index, or otherwise, as will prevent duplication in the distribution of documents, and such a system of notification by mail as will most effectually secure the reception of documents by parties in whose behalf they are ordered: *Provided*, That when the same document is ordered sent to the same party by two members of Congress or Departments the sender whose order is last received shall be notified of the fact that said order is a duplicate and it shall not be executed, except upon further special order.

Exchanges of documents among members of Congress shall, upon their request, be made by the superintendent of documents, or by the superintendents of the folding rooms of the respective Houses; and accounts of such exchanges shall be kept by them.

SEC. 64. The superintendent of documents is also charged with the sale of public documents, except as herein otherwise provided; and all documents hitherto published for sale by other officers of the Government shall be turned over to him. He is hereby authorized to sell any publication of the Government at cost, as estimated by the Public Printer, and based upon printing from stereotyped plates, excepting old and rare volumes, which shall be sold at an appraised value, to be determined by the superintendent of documents, the Public Printer, and the Librarian of Congress, acting as a commission for this purpose; but only one copy of any document shall be sold to the same individual, excepting in the case of libraries or schools, by which additional copies are desired for separate departments thereof. All moneys received from the sale of documents shall be covered into the Treasury monthly and placed to the credit of the general fund for public printing.

SEC. 65. The superintendent of documents shall, at the close of each regular session of Congress, prepare and publish a comprehensive index of public documents, beginning with the Fifty-second Congress, upon such plan as shall be approved by the Joint Committee on Printing; and the Public Printer shall, immediately upon its publication, deliver to him a copy of each and every document printed by the Government Printing Office; and the head of each of the Executive Departments, bureaus, and offices of the Government shall deliver to him a copy of each and every document issued or published by such department, bureau, or office not confidential in its character. He shall also prepare and print in one volume a consolidated index of Congressional documents, and shall index such single volumes of documents as the Joint Committee on Printing shall direct.

SEC. 66. The superintendent of documents shall report annually to Congress the number of documents received by him from the Public Printer, and the disposition made of the same; the aggregate number of volumes, orders for the distribution of which have been received from each House of Congress; the number of copies of each document sold by him, and the price per copy, and also the number of employés in his office, the duties assigned, and wages paid them.

SEC. 67. Upon the appointment of the superintendent of documents the office of superintendent of documents in the Department of the Interior shall be abolished. The clerks and employés of said office shall be transferred to the office of the superintendent of documents herein established, and shall remain until their successors shall be appointed: *Provided*, That their salaries shall continue to be paid by the disbursing officer of the Department of the Interior from the appropriations already made, until other provision for said salaries shall be made. The superintendent of documents shall appoint all employés of his office authorized by Congress.

SEC. 68. All official correspondence of the superintendent of documents and all replies to the same shall be entitled to free transmission by mail, and he shall be entitled to frank public documents: *Provided*, That in the transmission of such mail matter envelopes, labels, or postal cards are used on which the name of the office and the penalty clause are printed.

SEC. 69. The Public Printer is hereby authorized and directed, upon the requisition of the superintendent of documents, to furnish such blanks and to do such printing and binding as are required by his office, the cost of the same to be charged against the appropriation for printing and binding for Congress: *Provided*, That whenever there shall be found in the standard dictionaries varied spelling of a word it shall be the duty of the Public Printer to use the simplest form.

The Sergeant-at-Arms of the Senate, Doorkeeper of the House, and the Public Printer shall provide convenient office, storage, and distributing rooms for the use of the superintendent of documents.

SEC. 70. All documents at present remaining in charge of the several Executive Departments, bureaus, and offices of the Government not required for official use shall be delivered to the superintendent of documents, and hereafter all public documents accumulating in said Departments, bureaus, and offices not needed for official use shall be annually turned over to the superintendent of documents for distribution or sale. The Secretary and Sergeant-at-Arms of the Senate, and the Clerk and Doorkeeper of the House, shall cause an invoice to be made of all books stored in and about the Capitol other than those belonging to the quota of Members of Congress and Delegates and to the Senate library; and all such documents, unless ordered to be retained by the chairmen of the committees by which they have been stored, shall be transferred to the superintendent of documents for distribution and sale, as provided in this act, and such invoicing and transfer shall be made annually hereafter.

Where, in the division among Senators, Representatives, and Delegates of extra copies of documents printed for the use of Congress, there shall be a remainder beyond the number of 25 to each House of Congress, the surplus beyond 25 shall be turned over by the superintendents of the folding rooms to the superintendent of documents for distribution and sale by him under the provisions of this law. All documents delivered to the superintendent of documents from accumulations thereof in the Executive Departments, or received from officers of the two Houses, shall be distributed by him, first, to public and school libraries for the purpose of completing broken sets; second, to public and school libraries that have not been supplied with any portion of such sets; and, third, to other parties, which persons and libraries shall be named to him by Senators, Representatives, and Delegates in Congress; and in this distribution the superintendent of documents shall see that as far as possible an equal allowance is made to each member of Congress.

SEC. 71. A catalogue of Government publications shall be prepared by the superintendent of documents on the first day of each month, which shall be printed in the Official Gazette of the Patent Office, and during sessions of Congress also in the CONGRESSIONAL RECORD, and shall show the documents printed during the month, where obtainable, and the price thereof. On the 1st day of July of each year he shall prepare and print in pamphlet form for

distribution and sale 2,000 copies of a catalogue of Government publications issued during the year, giving the price of each and where purchasable.

SEC. 72. When extra numbers in excess of 5,000 of any document shall be ordered by Congress, there shall be delivered to the superintendent of documents 500 copies, to be taken ratably from the two Houses of Congress; and where less than 5,000 extra numbers are ordered the superintendent shall receive 10 per centum of the number. Said copies shall be distributed by the superintendent of documents to free public libraries having more than 1,000 volumes, other than Government publications, which have not been designated as depositories, preference being given to those named by Senators, Representatives, and Delegates.

SEC. 73. The superintendent of documents shall thoroughly investigate the condition of all libraries that are now designated depositories, and whenever he shall ascertain that the number of books in any such library other than college libraries is below 1,000, other than Government publications, or it has ceased to be maintained as a public library, he shall strike the same from the list, and the Senator, Representative, or Delegate shall designate another depository that shall meet the conditions herein required.

Mr. RICHARDSON. Mr. Speaker, if I can have the attention of the House, I will state the parliamentary situation. The motion made by the gentleman from Indiana [Mr. HOLMAN] on yesterday afternoon, was to recommit the bill to the Committee on Printing with instructions to strike out the sections which have just been read.

These sections relate to the office of superintendent of documents, and define the duty of that officer. If the motion is modified, as the gentleman from Indiana [Mr. HOLMAN] now asks that it be modified, so as to allow a vote upon the motion to strike out, that will accomplish the same thing as would be accomplished if his motion made yesterday afternoon were voted upon and adopted by the House, the bill recommitted to the committee and reported back with these sections stricken out. For that reason I have agreed that the vote shall be taken directly on the proposition to strike out, rather than on the proposition to recommit to the Committee on Printing.

Of course the Committee on Printing do not agree to this motion. We are as much opposed to this as to the other, because we believe the bill should pass in its present form. I will not argue the matter further, but simply state the parliamentary status.

Mr. HOLMAN. My friend ought to add that the subject will go finally to a conference committee between the two Houses.

Mr. RICHARDSON. That will be the probable result. If these sections are stricken out, the bill will then go to the Senate. The Senate might accept the bill with the amendments as the House has agreed to them; if it did not do that, and asked for a conference, I take it for granted that the bill would go into conference, and then a final result would be reached.

I hope the vote will now be taken.

Mr. DINGLEY. Before the vote is taken I desire to call the attention of the gentleman from Tennessee [Mr. RICHARDSON], in charge of the bill, to the fact that in other portions of the bill there are references to this officer, the superintendent of documents, although if these sections are stricken out there would be no provision for the appointment of that officer.

Mr. HOLMAN. But that would be corrected by the conference committee, no doubt.

Mr. DINGLEY. The sections that have been concurred in would not be in the jurisdiction of the conference committee.

Mr. HOLMAN. Of course the conference committee can, if they think proper, report a substitute for the entire bill.

Mr. DINGLEY. The conference committee will have no jurisdiction over any sections except those on which there is a disagreement between the two Houses. Another thing——

Mr. RICHARDSON. Before you pass from that, I will state that there is already a superintendent of documents, and where the references occur in the bill to that officer they would be considered as applicable to the superintendent already in existence.

Mr. DINGLEY. I notice further that the sections which the gentleman from Indiana [Mr. HOLMAN] proposes to strike out cover all the provisions relating to the many tons of documents that are now accumulated in the basement of the Capitol.

Mr. RICHARDSON. That is true.

Mr. DINGLEY. This great mass of documents will not be distributed, but they will continue in the condition in which they now are, of no use to anyone.

Mr. HOLMAN. But undoubtedly that will be provided for by the action of the Senate or in the conference committee. There is no doubt about that whatever.

Mr. RICHARDSON. It will be in the power of the conference committee to make some disposition of these documents; but if the bill passes and becomes a law with these sections stricken out it will leave these documents in the basement of the Capitol undistributed.

Mr. HOLMAN. It is almost certain, though, that the Senate will ask a conference on this matter.

Mr. DINGLEY. A single word. Here is a bill correcting acknowledged evils relating to the public printing, a bill that has been carefully considered by the joint committee of both the Senate and House for more than eight months, a bill prepared with exceeding care, providing all the necessary machinery for the accomplishment of these reforms——

Mr. HOLMAN. The gentleman from Tennessee [Mr. RICHARDSON] has the floor and I trust my friend from Maine [Mr. DINGLEY] will not open up this debate again.

Mr. DINGLEY. I understood the gentleman from Tennessee [Mr. RICHARDSON] to yield to me.

Mr. HOLMAN. I hope the gentleman will not open up this debate. We have discussed the bill already a great deal.

Mr. DINGLEY. Do I understand that there has been an agreement that this amendment shall not be debated?

Mr. HOLMAN. There was an understanding that the previous question would be called after a statement of the effect of this motion which I have made.

Mr. DINGLEY. It is a proposition which practically destroys the effect of the bill.

Mr. HOLMAN. The object is not to open up a general debate. I hope my friend from Maine [Mr. DINGLEY] will not debate it further.

Mr. RICHARDSON. The agreement between the gentleman from Indiana and myself was that I would not debate the bill, and I am not going to do that.

Mr. DINGLEY. But I entered into no such agreement as that. Here is an amendment offered, which is open to debate.

Mr. HOLMAN. The gentleman from Tennessee [Mr. RICHARDSON] agreed substantially that after a statement of the effect and operation of the proposed motion, so far as he was concerned there would be no further debate, and of course I understood that the debate had already closed, else I should not have withdrawn the demand for the previous question. If debate is to be opened up, what has been agreed to will be entirely lost, because it will lead to general debate at once. I think we have debated this bill very fully.

Mr. DINGLEY. But this particular portion has not been debated at all except by the gentleman from Indiana [Mr. HOLMAN].

Mr. HOLMAN. Well, by anybody who wanted to debate it.

Mr. DINGLEY. The gentleman from Indiana [Mr. HOLMAN] should have offered this amendment when we were proceeding to the consideration of the bill by sections.

Mr. HOLMAN. I tried to do it. I asked unanimous consent to do that very thing.

Mr. DINGLEY. But there was no need for asking unanimous consent. When we reached this section you could have offered your amendment.

Mr. HOLMAN. I did not understand the scope of this new bureau until after we had passed the sixty-second section.

Mr. LIVINGSTON. Regular order.

Mr. DINGLEY. What I am afraid of in this matter is that if this amendment prevails, this being the short session, we shall fail to reach the reforms attempted by this bill, which it has been stated will save from $200,000 to $300,000 in the public printing, and it seems to me this result is too important to be lost on the simple question of the compensation of one officer at $2,500 a year.

Mr. HOLMAN. One officer! My friend ought not to say that. My friend ought to say a bureau, no man can tell how big.

Mr. DINGLEY. But this simply abolishes one officer in the Interior Department.

Mr. HOLMAN. Oh, well, it is a bureau, which will lead to hundreds of employés perhaps.

Mr. KILGORE. Now, Mr. Speaker, I would like to ask the gentleman from Tennessee [Mr. RICHARDSON] if this proposition of the gentleman from Indiana [Mr. HOLMAN] prevails, then the documents in the basement to the credit of each member will remain as they are?

Mr. RICHARDSON. Undoubtedly.

Mr. KILGORE. Suppose it does not prevail, what becomes of the documents which are in the basement of the Capitol to my credit, for instance?

Mr. RICHARDSON. It does not touch them at all.

Mr. HEARD. It does not touch them in either case.

Mr. RICHARDSON. The documents we are speaking of are not documents that have ever been placed to the credit of the gentleman from Texas [Mr. KILGORE] or any other member of Congress. The documents referred to are those that have never been allotted or assigned to any human being.

Now I ask for a vote upon the proposition.

The SPEAKER. The question is on the amendment of the

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gentleman from Indiana [Mr. HOLMAN].

The question being taken, the Speaker announced that the ayes seemed to have it.

On a division (demanded by Mr. RICHARDSON) there were—ayes 71, noes 50.

Mr. RICHARDSON. I make the point of no quorum.

The SPEAKER. The gentleman from Tennessee makes the point of no quorum, and the Chair will appoint as tellers the gentleman from Tennessee [Mr. RICHARDSON] and the gentleman from Indiana [Mr. HOLMAN].

The House again divided; and the tellers reported—ayes 105, noes 63.

So the amendment of Mr. HOLMAN was agreed to.

Mr. RICHARDSON. I now move the previous question on the third reading of the Senate bill as amended.

The previous question was ordered.

The bill as amended was ordered to a third reading; and was accordingly read the third time.

The SPEAKER. The question now is, Shall the bill pass?

The question being taken, the Speaker announced that the ayes seemed to have it.

On a division (demanded by Mr. ENGLISH) there were—ayes 84, noes 32.

Mr. ALDERSON. I demand the yeas and nays.

The yeas and nays were refused.

So the bill passed.

On motion of Mr. RICHARDSON, a motion to reconsider the vote by which the bill passed was laid on the table.

i.HOUSE BILL - S. 1549, 52d Cong., 1st Sess. (Dec. 14, 1892) as passed by the House.

AN ACT

Providing for the public printing and binding and the distribution of public documents.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be a Joint Committee on Printing, consisting of three members of the Senate and three members of the House of Representatives, who shall have the powers hereinafter stated.

SEC. 2. The Joint Committee on Printing shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay in the execution of the public printing; and the committee shall have power to order reprinted not exceeding three hundred copies of a public bill pending before either House of Congress, when the supply shall have become exhausted, and the interests of the public service demand immediate action.

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SEC. 3. The Joint Committee on Printing shall fix upon standards of paper for the different descriptions of public printing and binding, and the Public Printer shall, under their direction, advertise in two newspapers, published in each of the cities of Boston, New York, Philadelphia, Baltimore,

Washington, Cincinnati, St. Louis, and Chicago, for sealed proposals to furnish the Government with paper, as specified in the schedule to be furnished to applicants by the Public Printer, setting forth in detail the quality and quantities required for the public printing. And the Public Printer shall furnish samples of the standard of papers fixed upon to applicants therefor who shall desire to bid.

SEC. 4. The advertisements shall specify the minimum portion of each quality of paper required for either three months, six months, or one year, as the Joint Committee on Printing may determine; but when the minimum portion so specified exceeds, in any case, one thousand reams, it shal state that proposals will be received for one thousand reams or more.

SEC. 5. The sealed proposals to furnish paper shall be opened in the presence of the Joint Committee on Printing, and the contracts shall be awarded by them to the lowest and best bidder for the interest of the Government; but they shall not consider any proposal which is not accompanied by satisfactory evidence that the person making it is

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a manufacturer of or dealer in the description of paper which he proposes to furnish.

SEC. 6. No contract for furnishing paper shall be valid until it has been approved by the Joint Committee on Printing, if made under their direction, or by the Secretary of the

Interior if made under his direction according to the provisions of section nine of this act. The award of each contract for furnishing paper shall designate a reasonable time for its performance.

SEC. 7. The Public Printer shall compare every lot of paper delivered by any contractor with the standard of quality fixed upon by the Joint Committee on Printing, and shall not accept any paper which does not conform to it in every particular.

SEC. 8. In case of difference of opinion between the Public Printer and any contractor for paper respecting its quality, the matter of difference shall be determined by the Joint Committee on Printing or by the Secretary of the Interior when Congress is not in session.

SEC. 9. If any contractor shall fail to comply with his contract, the Public Printer shall report such default to the Joint Committee on Printing, when Congress is in session, or to the Secretary of the Interior when Congress is not in session; and he shall, under the direction of the committee, or of the Secretary of the Interior, as the case

may be, enter into a new contract with the lowest and best bidder for the interest of the Government among those whose proposals were rejected at the last opening of bids, or he shall advertise for new proposals, under the regulations hereinbefore stated; and during the interval which may thus

occur he shall, under the direction of the Joint Committee on Printing, or of the Secretary of the Interior, purchase in open market, at the lowest market price, all paper necessary for the public printing.

SEC. 10. In case of the default of any contractor to furnish paper, he and his sureties shall be responsible for any increase of cost to the Government in procuring a supply of such paper, which may be consequent upon such default.

The Public Printer shall report every such default, with a full statement of all the facts in the case, to the Solicitor of the Treasury, who shall prosecute the defaulting contractor and his sureties upon their bond, in the circuit court of the United States, in the district in which such defaulting contractors reside.

SEC. 11. The Joint Committee on Printing, or during the recess of Congress the Secretary of the Interior, may authorize the Public Printer to make purchase of paper in open market, whenever they may deem the quantity required so small, or the want so immediate, as not to justify advertisement for proposals.

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SEC. 12. The joint committee is authorized to give permission to the Public Printer to purchase material other than paper in open market, whenever in their opinion it would not promote the public interest to advertise for proposals and to make contracts for the same: *Provided, however*, That

the purchases authorized by this act shall not in any term of six months exceed the sum of fifty dollars for any particular article required.

SEC. 13. The Joint Committee shall have control of the arrangement and style of the Congressional Record, and while providing that it shall be substantially a verbatim report of proceedings, shall take all needed action for the reduction of unnecessary bulk, and shall provide for the publication of an index of the Congressional Record semimonthly during the sessions of Congress and at the close thereof.

SEC. 14. The Joint Committee shall designate to the Public Printer a competent person to prepare the semimonthly and session index to the Congressional Record, and shall fix and regulate the compensation to be paid by the Public Printer for the said work and direct the form and manner of its publication and distribution.

SEC. 15. When the probable total cost of the maps or plates accompanying one work or document exceeds twelve hundred dollars, the lithographing or engraving thereof shall be awarded to the lowest and best bidder, after advertisement

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by the Public Printer, under the direction of the joint committee, which may authorize him to make immediate contracts for lithographing or engraving whenever the exigencies of the public service do not justify advertisement for proposals.

SEC. 16. The Public Printer shall prepare a schedule of

materials required to be purchased, showing the description, quantity, and quality of each article, and shall invite proposals for furnishing the same, either by advertisement or circular, as the Joint Committee on Printing may direct, and shall make contracts for the same with the lowest responsible bidder, making a return of the same to the joint committee, showing the number of bidders, the amounts of each bid, and the awards of the contracts.

SEC. 17. ~~At all times when there is no Committee on Printing of the House of Representatives the powers and duties under the law devolving upon the Joint Committee on Printing shall be exercised and performed by the Senate Committee on Printing.~~ *At any time when there is no joint committee of the two Houses of Congress the powers and duties devolving upon the joint committee shall be exercised by the committee then in existence of either House.*

SEC. 18. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a suitable person, who must be a practical printer

and versed in the art of bookbinding, to take charge of and manage the Government Printing Office.

The title of said officer shall be Public Printer. He shall receive a salary of four thousand five hundred dollars per annum, and shall give bond in the sum of one hundred thousand dollars for the faithful performance of the duties of

his office, said bond to be approved by the Secretary of the Treasury.

SEC. 19. It shall be the duty of the Public Printer to purchase all materials and machinery which may be necessary for the Government Printing Office; to take charge of all matter which is to be printed, engraved, lithographed, or bound; to keep an account thereof in the order in which it is received, and to cause the work to be promptly executed; to superintend all printing and binding done at the Government Printing Office, and to see that the sheets or volumes are promptly delivered to the officer who is authorized to receive them. The receipt of such officer shall be a sufficient voucher for their delivery.

SEC. 20. The Public Printer shall make annual report to Congress, and in it specify the number of copies of each Department report and document printed upon requisition by the head of the Department for which the printing was done, and he shall also specify in said report the exact number of copies of books, giving the titles of the books, bound upon requisition for Sena-

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tors, Representatives, Delegates, and other officers of the Government and the cost thereof.

SEC. 21. The chief clerk, the foreman of printing, and a person designated by the Joint Committee on Printing, shall constitute a board of condemnation, who, upon the call of the Public Printer, shall determine the condition of presses

and other machinery and material used in the Government Printing Office, with a view to condemnation.

In case ruling machines, stitching machines, or other machinery or material used in the bindery shall become the subject of inquiry, with a view to condemnation, the foreman of binding shall be substituted on the board in place of the foreman of printing.

SEC. 22. Whenever any machinery or material in the Government Printing Office shall have been regularly condemned as unserviceable, the Public Printer may sell the same, after public advertisement, to the highest bidder, for cash, and turn the proceeds into the Treasury of the United States: *Provided*, That in case the sum or sums offered for such advertised property should be deemed by him too low, he may exchange said old machinery or material for new, paying the difference in money, and render appropriate vouchers for such expenditure.

SEC. 23. The Public Printer shall, on the first day of each regular session, report to Congress the exact condition

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and the quantity and cost of all printing, binding, lithographing, and engraving; the quantity and cost of all paper purchased for the same; a detailed statement of all proposals and contracts entered into for the purchase of paper and other materials, and for lithographing and engraving; of all payments made, during the preceding year, under his direction;

of the quantity of work ordered and done, with a general classification thereof, for each Department, and a detailed statement of each account with the Departments or public officers; a classified detailed statement of the number of hands employed and the sums paid to each; and such other information touching all matters connected with the Printing Office as may be in his possession.

SEC. 24. The employees of the Government Printing Office, whether employed by the piece or otherwise, shall be allowed leaves of absence with pay to the extent of not exceeding thirty days in any one fiscal year under such regulations and at such times as the Public Printer may designate. Such employees as are engaged on piecework shall receive the same rate of pay for the said thirty days' leave as will be paid to day hands: *Provided*, That those regularly employed on the Congressional Record shall receive leave, with pay, at the close of each session, pro rata for the time of such employment: *And provided further*, That it shall be lawful to allow pro rata leave to those serving fractional parts of the year.

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SEC. 25. There shall be reserved by the Public Printer from the quota of each member of Congress and Delegate one copy of the Congressional Record in unstitched form, to be delivered to each Member or Delegate; and there shall be furnished to each standing committee of Congress one copy, which copies for members and committees shall be bound

promptly in paper when each semimonthly index shall be issued and shall be delivered without delay.

SEC. 26. The Public Printer shall cause to be stereotyped all matter when there is a reason to believe that it will be needed a second time.

SEC. 27. The Public Printer shall, at the beginning of each session of Congress, submit to the Joint Committee on Printing estimates of the quantity of paper of all descriptions which will be required for the public printing and binding during the ensuing year.

SEC. 28. He shall prepare and submit to the Secretary of the Treasury, annually, in time to have the same embraced in the estimates from that Department, detailed estimates of the sums which will be required for salaries, wages, printing, engraving, lithographing, binding, materials, and other necessary expenses of said Printing Office for the ensuing fiscal year.

SEC. 29. There shall be advanced to the Public Printer, from time to time, as the public service may require it, and under such rules as the Secretary of the Treasury may pre-

scribe, a sum of money not exceeding, at any time, four fifths of the penalty of his bond, to enable him to pay for work and material.

SEC. 30. Moneys received from sales of extra copies of documents, paper shavings, imperfections, waste gold leaf, and leather and book-cloth scraps shall be deposited by the

Public Printer in the Treasury of the United States to the credit of the appropriation for public printing and binding, and shall be subject to his requisitions in the manner prescribed by law.

SEC. 31. The Public Printer shall settle the account of his receipts and disbursements in the same manner required of other disbursing officers.

SEC. 32. All printing offices in the Departments now in operation, or hereafter put in operation, by law, except those heretofore provided for by law for special purposes, shall be considered a part of the Government Printing Office, and shall be under the control of the Public Printer, who shall furnish all presses, types, imposing stones, and necessary machinery and material for said offices from the general supplies of the Government Printing Office; and all paper and material of every kind used in the said offices for departmental work, except letter and note paper and envelopes, shall be supplied by the Public Printer; and all persons employed in said printing offices and binderies shall be ap-

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the same as employees in the main office, and shall be responsible to him: *Provided*, That the terms of this act shall not apply to so much of the printing as is necessary to expedite the work of the Record and Pension Division of the War Department.

All work done in the said offices shall be ordered

on blanks prepared for that purpose by the Public Printer, which shall be numbered consecutively, and must be signed by some one designated by the head of the Department for which the work is to be done, who shall be held responsible for all work thus ordered, and who shall quarterly report to the head of the Department a classified statement of the work done and the cost thereof, which report shall be transmitted to the Public Printer in time for his annual report to Congress. The Public Printer shall show in detail, in his annual report, the cost of operating each departmental office.

SEC. 33. The Public Printer shall charge himself with, and be accountable for, all material received for the public use. The foremen of printing and binding shall make out estimates of the quantity and kind of material required for their respective departments, and file written requisitions therefor when it is needed. The Public Printer shall furnish the same to them on these requisitions, as required for the

public service, and they shall receipt to him and be held accountable for all material so received.

SEC. 34. If the Public Printer shall, by himself or through others, corruptly collude or have any secret understanding with any person to defraud the United States, or whereby the United States shall be made to sustain a loss, he shall, on conviction thereof before any court of competent jurisdiction, forfeit his office and be imprisoned in the penitentiary for a term

of not more than seven years, and fined in a sum not exceeding three thousand dollars.

SEC. 35. Neither the Public Printer, chief clerk, foreman of printing, foreman of binding, nor any of their assistants shall, during their continuance in office, have any interest, direct or indirect, in the publication of any newspaper or periodical, or in any printing, binding, engraving, or lithographing of any kind, or in any contract for furnishing paper or other material connected with the public printing, binding, lithographing, or engraving; and for every violation of this section the party offending shall, on conviction before any court of competent jurisdiction, be imprisoned in the penitentiary for a term of not less than one nor more than five years, and shall be fined not exceeding five hundred dollars.

SEC. 36. The Public Printer is hereby authorized, under great urgency, while in occupancy of the present Government Printing Office, to procure suitable storage room, as near

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said building as practicable, for the temporary storage of the property of the Government, with a view to relieving the said office from undue strain.

SEC. 37. In case of the death, resignation, absence, or sickness of the Public Printer the chief clerk of the Government Printing Office shall perform the duties of the Public Printer until a successor is appointed or such absence or sickness shall cease; but the President may, in his discretion, au-

thorize and direct any other officer of the Government, whose appointment is vested in the President by and with the advice and consent of the Senate, to perform the duties of the vacant office until a successor is appointed, or the sickness or absence of the Public Printer shall cease: *Provided*, That a vacancy occasioned by death or resignation must not be temporarily filled under the provisions of this section for a longer period than ten days, and no temporary appointment, designation, or assignment of another officer to perform such duty shall be made except to fill a vacancy happening during a recess of the Senate.

SEC. 38. It shall be lawful for the Public Printer to print and deliver, upon the order of any Senator, Representative, or Delegate, extracts from the Congressional Record, the person ordering the same paying the cost thereof; and documents and reports of committees, with the evidence and papers submitted therewith, or any part thereof ordered printed

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by Congress, may be reprinted by the Public Printer on order of any member of Congress or Delegate, on prepayment of cost thereof.

SEC. 39. The Public Printer may purchase in open market, and without previous advertisement, such supplies as the Government Printing Office may require, of ink, rollers, composition for making rollers, tapes, press blankets, and lubricating oils, taking care that only the lowest market prices be paid;

and when practicable he shall issue circulars inviting bids.

SEC. 40. The Public Printer shall pay no greater price for composition than fifty cents per thousand ems and forty cents per hour for time work to printers and bookbinders: *Provided*, That the pay of all employees of the Government Printing Office engaged on night work (between the hours of five o'clock postmeridian and eight o'clock antemeridian) shall be twenty per centum in addition to the amount paid for day labor.

SEC. 41. The Public Printer, under the direction of the joint committee, may print for sale, at a price sufficient to reimburse the expense of such printing, the current Congressional Directory and the current numbers and bound sets of the Congressional Record. The money derived from such sales shall be paid into the Treasury to the credit of the appropriation for public printing, and no sales shall be made on credit.

SEC. 42. The Public Printer shall preserve in his office

samples of the paper on which any engravings or lithographs are to be furnished by contract, and he shall not receive any engraving or lithograph which is not printed on paper equal to the sample, or which is not executed in the proper manner or in the quantity contracted for, or within the time specified in the contract, unless, for special reasons, he may have extended the time. The contractor shall not be paid except upon the certificate of the Public Printer that his contract has been

complied with.

SEC. 43. The Public Printer shall furnish to all applicants giving notice before the matter is put to press, not exceeding two hundred and fifty to any one applicant, copies of bills, reports, and documents, said applicants paying in advance the cost of such printing with ten per centum added: *Provided*, That the printing of such work for private parties shall not interfere with the printing for the Government.

SEC. 44. The Public Printer shall, on the first day of July in each year in which a new Congress is to assemble, cause to be filed in the Department of the Interior a full and complete list of all officers, agents, clerks, and employees employed in his department, or in any of the branch offices. He shall include in such list all the statistics peculiar to his department required to enable the Secretary of the Interior to prepare the Biennial Register.

SEC. 45. There shall be appointed by the Public Printer

a chief clerk, whose salary shall be two thousand four hundred dollars per annum; and a foreman of printing and a foreman of binding, who must be practically and thoroughly acquainted with their respective trades, who shall each receive a salary of two thousand one hundred dollars per annum.

SEC. 46. It shall be the duty of the Public Printer to employ workmen who are thoroughly skilled in their respective

branches of industry, as shown by trial of their skill under his direction.

SEC. 47. The employees of the Government Printing Office shall be allowed the following legal holidays with pay, to wit: The first day of January, the twenty-second day of February, the fourth day of July, the twenty-fifth day of December, Inauguration Day, Memorial Day, and such day as may be designated by the President of the United States as a day of public fast or thanksgiving.

SEC. 48. The Public Printer shall cause work to be done on the public printing in the Government Printing Office at night as well as through the day, during the session of Congress, when the exigencies of the public service require it, but the provisions of the existing eight hour law shall apply.

SEC. 49. The Public Printer may employ two clerks of

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class four, at an annual salary of one thousand eight hundred dollars each; two clerks of class three, at one thousand six hundred dollars each per annum; one clerk of class two, at one thousand four hundred dollars per annum.

SEC. 50. The Public Printer may employ, at such rates of wages as he may deem for the interest of the Government and just to the persons employed, such proof-readers, laborers, and other hands as may be necessary for the execution of the orders for public printing and binding authorized by law;

but he shall not, at any time, employ in the office more hands than the absolute necessities of the public work may require.

SEC. 51. The Public Printer may employ such number of apprentices as in his judgment will be consistent with the economical service of the office.

SEC. 52. The forms and style in which the printing or binding ordered by any of the Departments shall be executed, and the material and the size of type to be used, shall be determined by the Public Printer, having proper regard to economy, workmanship, and the purposes for which the work is needed.

SEC. 53. The Public Printer may sell to any person or persons additional or duplicate stereotype or electrotype plates from which any Government publication was printed, at a price not to exceed the cost of the metal and making to the Government

and ten per centum added: *Provided*, That the full amount of the price shall be paid when the order is filed.

SEC. 54. The Public Printer shall examine closely the orders of the Senate and House for printing, and in case of duplication he shall print under the order first received.

SEC. 55. Whenever any document or report shall be ordered printed by Congress, such order to print shall signify the "usual number" of copies for binding and distribution among those entitled to receive them. No greater number

shall be printed unless ordered by either House, or as hereinafter provided. When a special number of a document or report is ordered printed, the usual number shall also be printed, unless already ordered. The usual number of documents and reports shall be one thousand six hundred and eighty-two copies, which shall be distributed as follows:

OF THE HOUSE DOCUMENTS AND REPORTS, UNBOUND.—To the Senate document room, one hundred and fifty copies; to the office of the Secretary of the Senate, ten copies; to the House document room, four hundred and twenty copies; to the Clerk's office of the House, twenty copies.

OF THE SENATE DOCUMENTS AND REPORTS, UNBOUND.—To the Senate document room, two hundred and twenty copies; office of the Secretary of the Senate, ten

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copies; to the House document room, three hundred and sixty copies; to the Clerk's office of the House, ten copies.

That of the number printed, the Public Printer shall bind one thousand and eighty-two copies, which shall be distributed as follows:

OF THE HOUSE DOCUMENTS AND REPORTS, BOUND.—To the Senate Library, fifteen copies; to the Library of Congress, two copies, and fifty additional copies for foreign exchanges; to the House Library, fifteen copies; to the superin-

tendent of documents, five hundred copies, for distribution to the State and Territorial libraries and designated depositories.

OF THE SENATE DOCUMENTS AND REPORTS, BOUND.—To the Senate Library, fifteen copies; to the Library of Congress, two copies, and fifty copies additional for foreign exchanges; to House Library, fifteen copies; to the superintendent of documents, five hundred copies, for distribution to State and Territorial libraries and designated depositories. These documents shall be bound in ~~half Russia~~ *full sheep*.

The remainder of said documents and reports shall be reserved by the Public Printer in unstitched form, and shall be held subject to be bound in the number provided by law, upon orders from the Vice-President, Senators, Representatives, Delegates, Secretary of the Senate, and Clerk of the House, in such binding as they shall select, except full morocco or calf; and when not called for and delivered within two years after

printing shall be delivered to the superintendent of documents for distribution. All of the "usual number" shall be printed at one time.

SEC. 56. There shall be printed of each Senate and House public bill, and joint, concurrent, and simple resolution, six hundred and twenty-five copies, which shall be distributed as follows: To Senate document room, two hundred and twenty-five copies; office of Secretary of Senate, fifteen copies; House document room, three hundred and eighty-five copies. There

shall be printed of each Senate and House private bill two hundred and fifty copies, which shall be distributed as follows: To Senate document room, one hundred and thirty-five copies; to Secretary of Senate, fifteen copies; House document room, one hundred copies. The term private bill shall be construed to mean all bills for the relief of private parties, bills granting pensions, and bills removing political disabilities. All bills and resolutions shall be printed in bill form and unless specially ordered by either House shall only be printed when referred to a committee, when reported back, and after their passage by either House.

SEC. 57. There shall be printed in slip form one thousand eight hundred and ten copies of public and four hundred and sixty of private laws, postal conventions, and treaties, which shall be distributed as follows: To the House document room, one thousand copies of public and one hundred copies

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of private laws; to the Senate document room, five hundred and fifty copies of public and one hundred copies of private laws; to the Department of State, two hundred copies of all laws; and to the Treasury Department, sixty of all laws. Postal conventions and treaties shall be distributed as private laws.

SEC. 58. There shall be printed of the Journals of the Senate and House of Representatives one thousand one hundred and ten copies, which shall be distributed as follows: To

the Senate document room, ninety copies for distribution to Senators, and twenty-five additional copies; to the Senate Library, fifteen copies; to the House document room, three hundred and sixty copies for distribution to members, and twenty-five additional copies; to the Department of State, ten copies; to the superintendent of documents, five hundred copies; to the Library of Congress, fifty-two copies; to the Court of Claims, two copies, and to the Library of the House of Representatives, ten copies. The remaining number of the Journals of the Senate and House of Representatives, consisting of twenty-one copies, shall be furnished to the Secretary of the Senate and the Clerk of the House of Representatives, respectively, as the necessities of their respective offices may require, as rapidly as signatures are completed for such distribution.

SEC. 59. Whenever printing not bearing a Congressional

number shall be done for any department or officer of the Government, except confidential matter, blank forms, and circular letters not of a public character or shall be done for use of Congressional committees, not of a confidential character, two copies shall be sent, unless withheld by order of the committee, by the Public Printer to the Senate and House Libraries, respectively, and one copy each to the document rooms of the Senate and House, for reference; and these copies shall not be removed; and of all publications of the Executive Depart-

ments *not intended for their especial use but* made for distribution five hundred copies shall be at once delivered to the superintendent of documents for distribution to designated depositories and State and Territorial libraries.

SEC. 60. Orders for printing extra copies shall be by simple, concurrent, or joint resolution. Either House may print extra copies to the amount of five hundred dollars by simple resolution; if the cost exceeds that sum, the printing shall be ordered by concurrent resolution, except when the resolution is self-appropriating, when it shall be by joint resolution. Such resolutions, when presented to either House, shall be referred immediately to the Committee on Printing, who, in making their report, shall give the probable cost of the proposed printing upon the estimate of the Public Printer; and no extra copies shall be printed before such committee has reported.

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SEC. 61. There shall be one document room of the Senate and one of the House of Representatives, to be designated, respectively, the "Senate and House document room." Each shall be in charge of a superintendent, who shall be appointed by the Sergeant-at-Arms of the Senate and the Doorkeeper of the House, respectively, who shall also appoint the necessary number of assistants: *Provided, That this section shall not take effect until the closing of the Fifty-second Congress.*

~~SEC. 62. The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a superintendent of documents, who shall receive a salary of three thousand dollars per annum. He shall have general supervision of the distribution of all public documents, and to his custody shall be committed all documents subject to distribution, excepting those printed for the special official use of the Executive Departments, which shall be delivered to said Departments, and those printed for the use of the two Houses of Congress, which shall be delivered to the folding rooms of said Houses and distributed or delivered ready for distribution to Members and Delegates upon their order by the superintendents of the folding rooms of the Senate and House of Representatives.~~

~~SEC. 63. When desired all orders for the distribution of~~

~~documents by Senators, Representatives, or Delegates, who may so request, and orders from Departments shall be sent to the superintendent of document, on printed or other labels or in lists, which shall be kept confidential and which shall give the name and address of each and every party to whom documents are ordered sent; and it shall be the duty of the superintendent of documents to establish such a system of registration by card index, or otherwise, as will prevent duplication in the distribution of documents, and such a system of notification by mail as will~~

~~most effectually secure the reception of documents by parties in whose behalf they are ordered: Provided, That when the same document is ordered sent to the same party by two members of Congress or Departments the sender whose order is last received shall be notified of the fact that said order is a duplicate and it shall not be executed, except upon further special order.~~

~~Exchanges of documents among members of Congress shall, upon their request, be made by the superintendent of documents, or by the superintendents of the folding rooms of the respective Houses; and accounts of such exchanges shall be kept by them.~~

~~SEC. 54. The superintendent of documents is also~~

~~charged with the sale of public documents, except as herein otherwise provided; and all documents hitherto published for sale by other offices of the Government shall be turned over to him. He is hereby authorized to sell any publication of the Government at cost, with ten per centum added, as estimated by the Public Printer, and based upon printing from stereotyped plates, excepting old and rare volumes, which shall be sold at an appraised value, to be determined by the superintendent of documents, the Public Printer, and the Librarian of Congress, acting as a commission for this purpose; but only one copy of any document shall be sold to the same individual,~~

except[illegible] in the case of libraries or schools, by which additional copies are desired for separate department thereof. All moneys received from the sale of documents shall be covered into the Treasury monthly and placed to the credit of the general fund for public printing.

SEC. 65. The superintendent of documents shall, at the close of each regular session of Congress, prepare and publish a comprehensive index of public documents, beginning with the Fifty-second Congress, upon such plan as shall be approved by the Joint Committee on Printing, and the Public Printer shall, immediately upon its publication, deliver to him a copy of each and every document printed by the Government Printing Office; and the head of each of the Executive

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Departments, bureaus, and offices of the Government shall deliver to him a copy of each and every document issued or published by such department, bureau, or office not confidential in its character. He shall also prepare and print in one volume a consolidated index of Congressional documents, and shall index such single volumes of documents as the Joint Committee on Printing shall direct.

SEC. 66. The superintendent of documents shall report annually to Congress the number of documents received by him from the Public Printer, and the disposition made of the same; the aggregate number of volumes, orders for the distribution of which have been received from each House of

~~Congress the number of copies of each document sold by him and the price per copy, and also the number of employees in his office, the duties assigned, and wages paid them.~~

~~SEC. 17. Upon the appointment of the superintendent of documents, the office of the superintendent of documents in the Department of the Interior shall be abolished. The clerks and employees of said office shall be transferred to the office of the superintendent of documents herein established, and shall remain until their successors shall be appointed: Provided, That their salaries shall continue to be paid by the disbursing officer of the Department of the Interior from the appropriations already made, until other provision for said~~

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~~salaries shall be made. The superintendent of documents shall appoint all employees of his office authorized by Congress.~~

~~SEC. 18. All official correspondence of the superintendent of documents and all replies to the same shall be entitled to free transmission by mail, and he shall be entitled to frank public documents: Provided, That in the transmission of such mail matter envelopes, labels, or postal cards are used on which the name of the office and the penalty clause are printed.~~

~~SEC. 19. The Public Printer is hereby authorized and directed, upon the requisition of the superintendent of documents, to furnish such blanks and to do such printing and binding as are required by his office, the cost of the same to~~

be charged against the appropriation for printing and binding for Congress.

The Sergeant at Arms of the Senate, Doorkeeper of the House, and the Public Printer shall provide convenient office, storage, and distributing room for the use of the superintendent of documents.

Sec. 70. All documents at present remaining in charge of the several Executive Departments, bureaus, and offices of the Government not required for official use shall be delivered to the superintendent of documents, and hereafter all public documents accumulating in said Departments, bureaus, and offices not needed for official use shall be annually turned

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over to the superintendent of documents for distribution or sale. The Secretary and Sergeant at Arms of the Senate, and the Clerk and Doorkeeper of the House, shall cause an invoice to be made of all books stored in and about the Capitol other than those belonging to the quota of Members of Congress and Delegates and to the Senate library, and all such documents, unless ordered to be retained by the chairmen of committees by which they have been stored, shall be transferred to the superintendent of documents for distribution and sale, as provided in this act, and such invoicing and transfer shall be made annually hereafter.

Where, in the division among Senators, Representatives, and Delegates of extra copies of documents printed for the

~~ber of Congress, there shall be a remainder beyond the num-~~
~~ber of twenty-five to each House of Congress, the surplus be-~~
~~yond twenty-five shall be turned over by the superintendents~~
~~of the folding rooms to the superintendent of documents for~~
~~distribution and sale by him under the provisions of this law.~~
~~All documents delivered to the superintendent of docu-~~
~~ments from accumulations thereof in the Executive Depart-~~
~~ments, or received from officers of the two Houses, shall be~~
~~distributed by him, first, to public and school libraries for the~~
~~purpose of completing broken sets; second, to public and~~
~~school libraries that have not been supplied with any portion~~
~~of such sets; and, third, to other parties, which persons and~~

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~~libraries shall be named to him by Senators, Representatives,~~
~~and Delegates in Congress; and in this distribution the super-~~
~~intendent of documents shall see that as far as possible an~~
~~equal allowance is made to each member of Congress.~~

~~SEC. 71. A catalogue of Government publications shall~~
~~be prepared by the superintendent of documents on the~~
~~first day of each month, which shall be printed in the Official~~
~~Gazette of the Patent Office, and during sessions of Congress~~
~~also in the Congressional Record, and shall show the docu-~~
~~ments printed during the month, where obtainable, and the~~
~~price thereof. On the first day of July of each year he shall~~
~~prepare and print in pamphlet form for distribution and sale~~
~~two thousand copies of a catalogue of Government publica-~~

~~tion issued during the year, giving the price of each and where purchasable.~~

~~SEC. 72. When extra numbers in excess of five thousand of any document shall be ordered by Congress, there shall be delivered to the superintendent of documents five hundred copies, to be taken ratably from the two Houses of Congress, and where less than five thousand extra numbers are ordered the superintendent shall receive ten per centum of the number. Said copies shall be distributed by the superintendent of documents to free public libraries having more than one thousand volumes, other than Government publications, which have not~~

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~~been designated as depositories, preference being given to those named by Senators, Representatives, and Delegates.~~

~~SEC. 73. The superintendent of documents shall thoroughly investigate the condition of all libraries that are now designated depositories, and whenever he shall ascertain that the number of books in any such library other than college libraries is below one thousand, other than Government publications, or it has ceased to be maintained as a public library, he shall strike the same from the list, and the Senator, Representative, or Delegate shall designate another depository that shall meet the conditions herein required.~~

SEC. 74. There shall be one folding room of the Senate and one folding room of the House of Representatives. They shall be in charge of superintendents, appointed respectively by the Sergeant-at-Arms of the Senate and Doorkeeper of

the House, who shall also appoint the necessary assistants. All reports or documents to be distributed for Senators, Representatives, and Delegates shall be folded and distributed from the folding rooms unless otherwise ordered *by such Senators, Representatives, and Delegates.*

SEC. 75. Any Senator, Representative, or Delegate having public documents to his credit at the expiration of his term of office shall take the same within nine months after his term has expired, and if he shall not do so within such period he shall forfeit them to his successor in office.

SEC. 76. Extra copies of documents and reports shall be

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printed promptly when the same shall be ready for publication, and shall be bound in paper or cloth as directed by the Joint Committee on Printing, and shall be of the number following in addition to the usual number:

Of the Agricultural Report, five hundred thousand copies, of which one hundred and ten thousand shall be for the Senate, three hundred and sixty thousand for the House, and thirty thousand for distribution by the Agricultural Department.

Of the Report of the Bureau of Animal Industry, fifty thousand copies, of which thirteen thousand shall be for the Senate, twenty-seven thousand for the House, and ten thousand for distribution by the Agricultural Department.

Of the Annual Report of the Chief of the Weather Bureau, five thousand five hundred copies; one thousand copies

for the Senate, two thousand copies for the House, and two thousand five hundred copies for the Bureau.

Of the Ephemeris and Nautical Almanac and of the papers supplementary thereto, one thousand five hundred copies; one hundred copies for the Senate, four hundred for the House, and one thousand for distribution by the Navy Department. The five hundred copies printed for Congress shall be for the calendar year next following, and those for the public service for the third year following.

Of the Observations of the Naval Observatory, one

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thousand eight hundred copies; three hundred for the Senate, seven hundred for the House, and eight hundred for distribution by the Naval Observatory, and of the astronomical appendices to the above observations, one thousand two hundred separate copies and of the meteorological and magnetic observations one thousand separate copies for distribution by the Naval Observatory.

Of the Report of the Superintendent of the Coast and Geodetic Survey, one thousand five hundred copies of part one; two hundred copies for the Senate, six hundred copies for the House, and seven hundred copies for distribution by the Superintendent of the Coast and Geodetic Survey, and two thousand eight hundred copies of part two; two hundred for the Senate, six hundred for the House, and two thousand for distribution by the Superintendent of the Coast and Geo-

detic Survey.

Of Commercial Relations, and of Foreign Relations, three thousand copies of each; one thousand for the Senate and two thousand for the House.

Of the Report of the Bureau of Ethnology, eight thousand copies; one thousand for the Senate, two thousand for the House, and five thousand for distribution by the Bureau of Ethnology.

Of the Report of the Commissioner of Fish and Fisheries,

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eight thousand copies; two thousand for the Senate, four thousand for the House, and two thousand for distribution by the Fish Commission.

Of the Bulletins of the Fish Commission, five thousand copies; one thousand for the Senate, two thousand for the House, and two thousand for distribution by the Commission.

Of the Report of the Health Officer of the District of Columbia, one thousand five hundred copies; one hundred for the Senate, three hundred and sixty for the House, and one thousand and forty for distribution by the health officer.

Of the Report of the Civil Service Commission, twenty-three thousand copies; one thousand for the Senate, two thousand for the House, and twenty thousand for distribution by the Civil Service Commission.

Of the Report of the Commissioner of Education, thirty-five thousand copies; five thousand for the Senate, ten thousand for the House, and twenty thousand for distribution by the Commissioner of Education.

Of the Report of the Geological Survey, twelve thousand copies; three thousand for the Senate, six thousand for the House, three thousand for distribution by the Geological Survey.

Of the Report of the Commissioner of Labor, ~~twenty thousand copies; five thousand for the Senate, ten thousand~~

~~for the House, and five~~ *thirty-five thousand copies; eight thousand for the Senate, sixteen thousand for the House, and eleven* thousand for distribution by the Commissioner of Labor.

Of the Report of the Interstate Commerce Commission, five thousand copies; one thousand for the Senate, two thousand for the House, and two thousand for the use of the Commission.

Of the Reports and Decisions of the Interstate Commerce Commission provided for in the act of March second eighteen hundred and eighty-nine, three thousand copies; five hundred for the Senate, one thousand for the House, and one thousand five hundred for distribution by the Commission.

The Secretary of State shall cause to be printed and bound at the Government Printing Office as many volumes of the Revised Statutes of the United States, and the Supple-

ment to the Revised Statutes of the United States, volume one, second edition, eighteen hundred and seventy-four to eighteen hundred and ninety-one, authorized under the act of April ninth, eighteen hundred and ninety, as may be needed for distribution to designated depositories, State and Territorial libraries and to United States courts not already supplied, and for sale, by his office at the cost thereof.

The Secretary of State shall cause to be edited, printed, published, and distributed pamphlet copies of the statutes of the present and each future session of Congress to the officers

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and persons hereinafter provided for: said distribution shall be made at the close of every session of Congress, as follows:

To the President and Vice-President of the United States, two copies each; to each Senator, Representative, and Delegate in Congress, one copy; to the Librarian of the Senate, for the use of Senators, one hundred copies; to the Librarian of the House, two hundred copies, for the use of Representatives and Delegates; to the Library of Congress, fourteen copies; to the Department of State, including those for the use of legations and consulates, six hundred copies; to the Treasury Department, three hundred copies; to the War Department, two hundred copies; to the Navy Department, one hundred copies; to the Department of the Interior, including those for the use of the surveyors-general and registers and receivers of public land offices, two hundred and

fifty copies; to the Post-Office Department, fifty copies; to the Interstate Commerce Commission, ten copies; to the Department of Labor, five copies; to the Civil Service Commission, three copies; to the Department of Justice, including those for the use of the Chief Justice and associate justices of the Supreme Court and the judges and officers of the United States and Territorial courts, five hundred copies; to the Department of Agriculture, fifty copies; to the Smithsonian Institution, five copies; to the Government Printing Office,

two copies; to the governors and secretaries of Territories, one copy each.

The Secretary of State is authorized to have printed as many additional copies of the pamphlet laws as he may deem needful for distribution and sale by him, at cost price, not exceeding one thousand copies of the laws of any one session in any one year.

The Public Printer shall deliver to the folding rooms of the Senate and House of Representatives seven thousand copies of the pamphlet laws, two thousand copies of which shall be for the Senate and five thousand copies for the house, and to the superintendent of documents five hundred copies, for distribution to State and Territorial libraries and to designated depositories.

After the close of each Congress the Secretary of State shall have edited, printed, and bound a sufficient number of

the volumes containing the statutes at large enacted by that Congress to enable him to distribute copies, or as many thereof as may be needed, as follows:

To the President of the United States, four copies, one of which shall be for the library of the Executive Mansion; to the Vice-President of the United States, one copy; to each Senator, Representative, and Delegate in Congress, one copy; to the Librarian of the Senate, for the use of Senators, one hundred copies; to the Librarian of the House, for the use of

Representatives and Delegates, two hundred copies; to the Library of Congress, fourteen copies, including four copies for the Law Library; to the Department of State, including those for the use of the legations and consulates, three hundred and eighty copies; to the Treasury Department, including those for the use of officers of customs, three hundred copies; to the War Department, seventy-five copies; to the Navy Department, seventy-five copies; to the Department of the Interior, including those for the use of surveyors-general and registers and receivers of public land offices, two hundred and fifty copies; to the Post-Office Department, fifty copies; to the Interstate Commerce Commission, ten copies; to the Department of Labor, five copies; to the Civil Service Commission, three copies; to the Department of Justice, including those for the use of the Chief Justice and associate justices of the Supreme Court, and the judges and the officers of

the United States and Territorial courts and to State supreme court libraries, five hundred copies; to the Department of Agriculture, fifty copies; to the Smithsonian Institution, two copies; to the Government Printing Office, one copy, and the Public Printer shall deliver five hundred copies of the Statutes at Large to the superintendent of documents, for distribution to State and Territorial libraries and to designated depositories. And the Secretary of State is authorized to have as many additional copies printed and bound as may in

his opinion be needed for distribution and sale at cost thereof, not exceeding in any one year one thousand copies of the laws of any one Congress.

The pamphlet copies of the statutes and the bound copies of the acts of each Congress shall be legal evidence of the laws and treaties therein contained in all the courts of the United States and of the several States therein. The said pamphlet and the Statutes at Large shall contain all laws, joint and concurrent resolutions passed by Congress, and also all conventions, treaties, proclamations, and agreements.

The message of the President without the accompanying documents and reports shall be printed, immediately upon its receipt by Congress, in pamphlet form. Fifteen thousand shall be printed, of which five thousand shall be for the Senate, and ten thousand for the House.

Of the President's Message and accompanying documents

and of the annual reports of the Departments to Congress there shall be printed one thousand copies for the Senate and two thousand for the House: *Provided*, That of the Reports of the Chief of Engineers of the Army, the Commissioner of Patents, the Commissioner of Internal Revenue, the Report of the Chief Signal Officer of the War Department, and of the Chief of Ordnance, the usual number only shall be printed.

The following reports required by law to be made to Congress shall not be printed unless the printing be recommended

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by the head of the Department making the same, and ordered by concurrent resolution of Congress, namely: Report of contracts for conveying the mails, report of fines and deductions in the Post-Office Department, and accounts of the First Comptroller of the Treasury, and the report of the proceedings of the annual meetings of the Board of Supervising Inspectors of Steam Vessels.

Of the Report of the National Academy of Sciences, two thousand copies: five hundred for the Senate, one thousand for the House, and five hundred for distribution by the Academy of Sciences.

Of the Memoirs of the National Academy of Sciences, two thousand five hundred copies; five hundred for the Senate, one thousand for the House, and one thousand for distribution by the Academy of Sciences.

Of the Registers of the Army and Navy, fifteen hun-

dred copies of each, five hundred for the Senate and one thousand for the House.

Of the Report of the Smithsonian Institution, ten thousand copies; one thousand for the Senate, two thousand for the House, five thousand for distribution by the Smithsonian Institution, and two thousand for distribution by the National Museum.

Of the Reports of Consular Officers, one thousand five

hundred copies; five hundred for the Senate, one thousand for the House.

Of the Statistical Abstract of the United States, twelve thousand copies; three thousand for the Senate, six thousand for the House, and three thousand for distribution by the Bureau of Statistics.

Of the Tests of Iron and Steel, five hundred *copies* for distribution by the War Department.

Of the Finance Report of the Secretary of the Treasury, *the Report of the Bureau of Navigation*, the Report on Commerce and Navigation, on Internal Commerce, of the Director of the Mint on the Production of Precious Metals, and of Mineral Resources of the United States, there shall be printed one thousand *copies* of each for the Senate and two thousand for the House~~, in addition to those published as a part of the Departmental reports~~.

Of the Annual List of Merchant Vessels, for distribution

by the Commissioner of Navigation, three thousand copies

Of the Annual Report of the Comptroller of the Currency, ten thousand copies; one thousand for the Senate, two thousand for the House, and seven thousand for distribution by the Comptroller of the Currency.

Of the Report of the Government Directors of the Union Pacific Railways, one thousand five hundred copies; five hundred for the Senate, and one thousand for the House.

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There shall be printed of eulogies of deceased Senators, Representatives, and Delegates, eight thousand copies, of which number two thousand copies shall be delivered to the Senators Representatives, or Delegates of the State or Territory represented by the deceased. The remaining number shall be distributed in the proportion of two thousand to the Senate and four thousand to the House. The engraving for such eulogies shall be done at the Bureau of Engraving and Printing and paid for out of the appropriation for that Bureau. Of the "usual number" the bound volume shall contain in one volume for each House all eulogies during the session of Congress upon Senators and Representatives, respectively.

Of the Senate Manual and of the Digest and Manual of the House of Representatives, each House shall print as many copies as it shall desire, even though the cost exceed five hundred dollars.

There shall be prepared under the direction of the Joint

Committee on Printing a Congressional Directory, of which there shall be three editions during each long session and two editions during each short session of Congress. The first edition shall be distributed to Senators, Representatives' Delegates, the principal officers of Congress, and heads of Departments on the first day of the session, and shall be ready for distribution to others within one week thereafter. The number and distribution of such Directory shall be under the

control of the Joint Committee on Printing. Official correspondence concerning the Directory may be had in penalty envelopes under the direction of the joint committee.

The Joint Committee on Printing shall appoint a competent person, who shall edit such portion of the reports and documents accompanying the annual message of the President or made directly to Congress as they may deem suitable for popular distribution, and prepare an alphabetical index thereto. The Public Printer shall furnish to the person so designated copies of all the said reports and documents as soon as printed; and the abridgment of the message and documents shall be prepared for the Printer by the first day of January of each year, and shall be printed by the Public Printer as soon as copy is furnished him. There shall be printed of such abridgment twelve thousand copies, of which four thousand shall be for the Senate and eight thousand for the House.

The Public Printer shall furnish the Congressional Record

as follows:

To the Vice-President and each Senator, forty four copies; and to the Secretary and Sergeant-at-Arms of the Senate, each twenty-five copies; to each Representative and Delegate, twenty-two copies, and to Clerk and Sergeant-at-Arms of the House, each twenty-five copies; to be supplied daily as originally published or in the revised and permanent

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form bound only in half Russia, or part in each form, as each may elect.

To the Vice-President and each Senator, Representative, and Delegate there shall be furnished two copies of the daily Record, one to be delivered at his residence and one at the Capitol.

To the President, for use of the Executive Office, four copies of the daily and one bound copy.

To the Vice-President, one copy of the daily and one bound copy.

To the Chief Justice and each of the associate justices of the Supreme Court of the United States, the marshal and clerk of the said court, one daily and one bound copy.

To the governor of each State and Territory, one copy of the daily and one bound copy of the Record.

To the Official Reporter of the Senate and each of his assistant reporters, and to the official reporters of the House, each two copies of the daily and one copy of the bound

Record.

To the elective officers of the Senate and House, and to the superintendent of the Senate and House document rooms, each one copy of the daily and one bound copy.

To the Library of Congress, forty-five bound copies.

To the Senate and House libraries, ten bound copies to each.

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To the library of each of the eight Executive Departments, and to the Naval Observatory, one bound copy.

To the Soldiers' Home, and to each of the national homes for disabled volunteer soldiers, one copy of the daily.

To the superintendent of documents, five hundred bound copies for distribution to depositories of public documents.

To each of our legations abroad, one copy of the daily Record, to be sent through the Secretary of State.

To each foreign legation in Washington whose government extends a like courtesy to our legations abroad, one copy of the daily Record, to be sent through the Secretary of State and furnished upon his requisition.

The Public Printer is authorized to furnish to subscribers the daily Record at eight dollars for the long and four dollars for the short session, or one dollar and fifty cents per month, payable in advance. The "usual number" of the Congressional Record shall not be printed. *The daily and the permanent Record shall bear same date, which shall be the actual day's proceedings reported therein.*

~~The Secretary of War is hereby directed to ascertain what number of copies of the first five volumes of the Rebellion Record is required to complete sets of this series in the possession of libraries or persons supplied with subsequent volumes under existing provision of law, whether such distribution has been through the War Department or otherwise; and the Public Printer is authorized and~~

~~directed to furnish, upon the requisition of the Secretary of War, the number of copies of each volume required for this purpose, which shall be used exclusively by the Secretary of War for completing such sets.~~

There shall be printed of the Annual Report of the Public Printer one thousand copies, to be distributed under his direction, and he may retain out of all documents, bills, and resolutions printed the number of copies absolutely needful for the official use of the Government Printing Office.

To enable the officer charged with the duty of preparing the Official Register of the United States to publish the same, the Secretary of the Senate, the Clerk of the House of Representatives, the head of each Executive Department of the Government, and the chief of each and every bureau, office, commission, or institution not embraced in an Executive Department, in connection with which salaries are paid from the Treasury of the United States, shall, on the first day of July in each year in which a new Congress is to assemble, cause to be filed with the Secretary of the Interior a full and complete

list of all officers, agents, clerks, and other employees of said Department, bureau, office, commission, or institution connected with the legislative, executive, or judicial service of the Government, or paid from the United States Treasury, including military and naval officers of the United States, cadets, and midshipmen.

Said lists shall exhibit the salary, compensation, and

emoluments allowed to each of said officers, agents, clerks, and other employees, the State or country in which he was born, the State or Territory and Congressional district and county of which he is a resident and from which he was appointed to office, and where employed.

A list of the names, force, and condition of all ships and vessels belonging to the United States, and when and where built, shall also be filed with the Secretary of the Interior by the heads of the Departments having supervision of such ships and vessels, for incorporation in the Official Register.

The Postmaster-General shall furnish a statement of all allowances made, during the period of two years next preceding said first day of July above mentioned, to each contractor on contracts for carrying the mails, discriminating the sum paid as stipulated by the original contract, and the sums paid as additional allowances.

The Secretary of the Interior shall cause the Official Register to be edited, indexed, and published, by the appoint-

ment clerk of the Interior Department, on the first day of December following the first day of July above mentioned.

Of the Official Register three thousand copies shall be printed and bound, which shall be distributed as follows: To the President of the United States, four copies, one copy of which shall be for the library of the Executive Mansion; to the Vice-President of the United States, two

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copies; to each Senator, Representative, and Delegate in Congress, one copy; to the Secretary and Sergeant-at-Arms of the Senate, to the Clerk and Sergeant-at-Arms of the House, one copy each; to the library of the Senate, ten copies; to the library of the House of Representatives, ten copies; to the Library of Congress, twenty-five copies; to the Department of State, one hundred copies; to the Treasury Department, one hundred and fifty copies; to the War Department, fifty copies; to the Navy Department, twenty copies; to the Department of Justice, twenty copies; to the Department of the Interior, two hundred copies; to the Post-Office Department, one hundred copies; to the Department of Agriculture, fifteen copies; to the Smithsonian Institution, four copies; to the Department of Labor, four copies; to the Government Printing Office, four copies; to the Interstate Commerce Commission, two copies; to the Civil Service Commission, four copies; to the Commissioners of the District of Columbia, two copies; to the Commissioner of Fish and Fisheries, two

418 copies; and the remaining copies shall be delivered to the
419 superintendent of documents, who is hereby authorized to
420 send one copy to each designated depository and to such pub-
421 lic college or school library not a depository of public docu-
422 ments, and one copy to such other person as shall be desig-
423 nated by each Senator, Representative, and Delegate in
424 Congress, and shall hold the remainder for sale under the pro-

425 visions of this law. The usual number of the Official Register
426 shall not be printed.

427 The Commissioner of Patents, upon the requisition of the
428 Secretary of the Interior, is authorized to continue the printing
429 of the following:

430 First. The patents for inventions and designs issued by
431 the Patent Office, including grants, specifications, and draw-
432 ings, together with copies of the same, and of patents already
433 issued, in such number as may be needed for the business of
434 the office.

435 Second. The certificates of trade-marks and labels regis-
436 tered in the Patent Office, including descriptions and drawings,
437 together with copies of the same, and of trade-marks and
438 labels heretofore registered, in such numbers as may be needed
439 for the business of the office.

440 Third. The Official Gazette of the United States Patent
441 Office in numbers sufficient to supply all who shall subscribe
442 therefor at five dollars per annum; also to exchange for other

scientific publications desirable for the use of the Patent Office; also to supply one copy to each Senator, Representative, and Delegate in Congress: also to supply one copy to eight such public libraries having over one thousand volumes, exclusive of Government publications, as shall be designated by each Senator, Representative, and Delegate in Congress, with one hundred additional copies, together with bimonthly and an-

nual indexes for all the same; of the Official Gazette the usual number shall not be printed.

Fourth. The Report of the Commissioner of Patents for the fiscal year, not exceeding five hundred in number, for distribution by him; the Annual Report of the Commissioner of Patents to Congress, without the list of patents, not exceeding one thousand five hundred in number, *for distribution by him;* and of the Annual Report of the Commissioner of Patents to Congress, with the list of patents, *five hundred copies for sale by him, and in addition thereto* the usual number only shall be printed.

Fifth. Copies of the specifications and drawings of each patent issued, bound in monthly volumes, one copy for each of the Executive Departments of the Government, one copy to be placed for free public inspection in each capitol of every State and Territory, one for the like purpose in the clerk's office of the district court of each judicial district of the United

States, except when such offices are located in State or Territorial capitols, and one in the Library of Congress, which copies shall be certified under the hand of the Commissioner and seal of the Patent Office, and shall not be taken from the depositories for any other purpose than to be used as evidence; also one hundred additional copies of the same, for sale by him at a price to be fixed by the Secretary of the Interior. The "usual number" shall not be printed.

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Sixth. Pamphlet copies of the rules of practice, pamphlet copies of the patent laws, and pamphlet copies of the laws and rules relating to trade-marks and labels, and circulars relating to the business of the office, all in such numbers as may be needed for the business of the office. The usual number shall not be printed.

Seventh. Annual volumes of the decisions of the Commissioner of Patents and of the United States courts in patent cases, not exceeding one thousand five hundred in number, of which the usual number shall be printed, and for this purpose a copy of each shall be transmitted to Congress promptly when prepared.

Eight. Indexes to patents relating to electricity, and indexes to foreign patents, in such numbers as may be needed for the business of the office. The usual number shall not be printed.

All printing for the Patent Office making use of lithography or photolithography, together with the plates for the

same, shall be contracted for and performed under the direction of the Commissioner of Patents, under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe, and all other printing for the Patent Office shall be done by the Public Printer under such limitations and conditions as the Joint Committee on Printing may from time to time prescribe.

No report, document, or publication of any kind distrib-

uted by, or from, an Executive Department or bureau of the Government shall contain any notice that same is sent with "the compliments" of an officer of the Government.

SEC. 77. Government publications furnished to judicial and executive officers of the United States for their official use shall not become the property of these officers, but on the expiration of their official term shall be by them delivered to their successors in office, and all Government publications delivered to designated depositories or other libraries shall be for public use without charge.

SEC. 78. Documents and reports may be furnished to foreign legations to the United States upon request specifying those desired and requisition made upon the Public Printer by the Secretary of State: *Provided*, That such gratuitous distribution shall only be made to legations whose Governments furnish to legations from the United States copies of their printed and legislative documents desired.

SEC. 79. The charts published by the Coast and Geodetic Survey shall be sold at cost of paper and printing as nearly as practicable; and there shall be no free distribution of such charts except to the departments and officers of the United States requiring them for public use; and a number of copies of each sheet, not to exceed three hundred, to be presented to such foreign governments, libraries and scientific associations and institutions of learning as the Secretary of the

Treasury may direct: but on the order of Senators, Representatives, and Delegates not to exceed ten copies to each may be distributed through the Superintendent of the Coast and Geodetic Survey.

SEC. 80. The Secretary of the Navy is authorized to cause to be prepared at the Hydrographic Office attached to the Bureau of Navigation, in the Navy Department, maps, charts, and nautical books relating to and required in navigation, and to publish and furnish them to navigators at the cost of printing and paper, and to purchase the plates and copyrights of such existing maps, charts, navigators' sailing directions and instructions as he may consider necessary and when he may deem it expedient to do so, and under such regulations and instructions as he may prescribe.

All moneys which may be received from the sale of maps, charts, and nautical books shall be paid by the Secretary of the Navy into the Treasury of the United States, to

be used in the further preparation and publication of maps, charts, navigators' sailing directions, and instructions for the use of seamen, to be sold at the cost of printing and paper.

SEC. 81. All appropriations made for the preparation or publication of foreign hydrographic surveys shall only be applicable to their object, upon the approval by the Secretary of the Navy, after a report from three competent naval officers to the effect that the original data for proposed charts are

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such as to justify their publication; and it is hereby made the duty of the Secretary of the Navy to order a board of three naval officers to examine and report upon the data before he shall approve of any application of moneys to the preparation or publication of such charts or hydrographic surveys.

SEC. 82. The scientific reports known as the monographs and bulletins of the Geological Survey shall not be published until specific and detailed estimates are made therefor and specific appropriations made in pursuance of such estimates; and no engravings for the annual reports for such monographs, and bulletins, or of illustrations, sections, and maps, shall be done until specific estimates are submitted therefor and specific appropriations made based on such estimates.

SEC. 83. No document or report to be illustrated or accompanied by maps shall be printed by the Public Printer until the illustrations or maps designed therefor shall be ready

for publication; and no order for public printing shall be acted upon by the Public Printer after the expiration of one year, unless the entire copy and illustrations for the work shall have been furnished within that period: *Provided*, This section shall not apply to orders heretofore made for the printing of a series of volumes on one subject.

SEC. 84. Every public document of sufficient size on any one subject shall be bound separately, and receive the title

suggested by the subject of the volume, which shall be the chief title, and the classification of the volume shall be placed on the back at the bottom, as simply indicating its classification and not as a part of the title.

The executive and miscellaneous documents and the reports of each House of Congress shall be designated as "House Documents," "Senate Documents," "House Reports," "Senate Reports," thus making two classes for each House.

SEC. 85. The Public Printer shall bind four sets of Senate and House of Representatives bills, joint and concurrent resolutions of each Congress, two for the Senate and two for the House, to be furnished him from the files of the Senate and House document room, the volumes when bound to be kept there for reference.

SEC. 86. The Secretary of the Senate and Clerk of the House shall procure and file for the use of their respective Houses copies of all reports made by committees, and they are hereby directed at the close of each session of Congress to

cause such reports to be indexed and bound, one copy to be deposited in the library of each House and one copy in the room of the committee from which the reports emanate.

SEC. 87. Registered bonds and written records may be bound at the Treasury Department.

SEC. 88. The Vice-President, Senators, Representatives, and Delegates in Congress, the Secretary of the Senate, and Clerk of the House of Representatives may send and receive through the mail all public documents printed by order of Congress; and

the name of the Vice-President, Senator, Representative, Delegate, Secretary of the Senate, and Clerk of the House shall be written thereon, with the proper designation of the office he holds; and the provisions of this section shall apply to each of the persons named therein until the first day of December following the expiration of their respective terms of office.

The Vice-President, members and members-elect of and Delegates and Delegates-elect to Congress shall have the privilege of sending free through the mails, and under their frank, any mail matter *on official business* to any Government official*; and that replies to official communications from Government officials shall contain penalty envelopes.*

SEC. 89. No printing or binding shall be done at the Government Printing Office unless authorized by law. Binding for the Departments of the Government shall be done in plain sheep or cloth, except that record and account books

may be bound in Russia leather, sheep fleshers, and skivers, when authorized by the head of a Department: *Provided*, The libraries of the several Departments, the Library of Congress, ~~and of the Naval Observatory,~~ *the libraries of the Surgeon-General's Office, the Patent Office, and the Naval Observatory*, may have books for the exclusive use of said libraries bound in half Turkey, *or material no more expensive.*

SEC. 90. All printing, binding, and blank books for the Senate or House of Representatives, and for the Executive

and Judicial Departments shall be done at the Government Printing Office, except in cases otherwise provided by law.

SEC. 91. The Public Printer shall execute such printing and binding for the President as he shall order and make requisitions for, and deliver to the Executive Mansion two copies each of all documents, bills, and resolutions as soon as printed and ready for distribution.

SEC. 92. No printing shall be done for the Executive Departments in any fiscal year in excess of the amount of the appropriation, and none shall be done without a special requisition, signed by the chief of the Department and filed with the Public Printer.

No report, publication, or document shall be printed in excess of the number of one thousand of each in any one fiscal year without authorization therefor by Congress, except that of the annual report of the head of the Department without ap-

pendices there may be printed in any one fiscal year not to exceed five thousand copies, bound in pamphlet form; and of the reports of chiefs of bureaus without appendices there may be printed in any one fiscal year not to exceed two thousand five hundred copies, bound in pamphlet form: *Provided*, The Secretary of Agriculture may print such number of copies of the monthly crop report, and of other reports and bulletins containing not to exceed one hundred octavo pages, as he shall deem requisite; and this provision shall apply to the maps,

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charts, bulletins, and minor reports of the Weather Bureau, which shall be printed in such numbers as the Secretary of Agriculture may deem for the best interests of the Government.

Heads of Executive Departments shall direct whether reports made to them by bureau chiefs and chiefs of divisions shall be printed or not.

SEC. 93. The heads of Executive Departments, and such executive officers as are not connected with the Departments, respectively, shall cause daily examination of the Congressional Record for the purpose of noting documents, reports, and other publications of interest to their Departments, and shall cause an immediate order to be sent to the Public Printer for the number of copies of such publications required for official use, not to exceed, however, the number of bureaus in the Department and divisions in the office of the head thereof. The Public Printer shall send to each Executive Department

and to each executive office not connected with the Departments, as soon as printed, five copies of all bills and resolutions. When the head of a Department desires a greater number of any class of bills or resolutions for official use, they shall be furnished by the Public Printer on requisition promptly made.

SEC. 94. The annual reports of executive officers shall be printed in the same type and form as the report of the

head of the Department which it accompanies, unless otherwise ordered by the Joint Committee on Printing.

SEC. 95. Government publications printed for or received by the Executive Departments, whether for official use or for distribution, shall be distributed by a competent person detailed to such duty in each Department by the head thereof. He shall keep an account in detail of all publications received and distributed by him. He shall prevent duplication, and make detailed report to the head of the Department, who shall transmit the same annually to Congress.

SEC. 96. When any Department, the Supreme Court, the Court of Claims, or the Library of Congress shall require printing or binding to be done, it shall be on certificate that such work be necessary for the public service; whereupon the Public Printer shall furnish an estimate of the cost by the principal items for such printing or binding so called for, after which requisitions shall be made upon him therefor by the

head of such Department, the Chief Justice of the Supreme Court, Chief Justice of the Court of Claims, or the Librarian of Congress; and the Public Printer shall place the cost thereof to the debit of such Department in its annual appropriation for printing and binding.

SEC. 97. No head of any Executive Department, or of any bureau, branch, or office of the Government, shall cause to be printed, nor shall the Public Printer print, any document

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or matter except that which is authorized by law and necessary to the public business, and executive officers, before transmitting their annual reports, shall carefully examine the same and all accompanying documents, and exclude therefrom all matter, including engravings, maps, drawings, and illustrations, except such as they shall certify in their letters transmitting such reports are necessary and relate entirely to the transaction of the public business.

SEC. 98. Heads of Departments are authorized to exchange surplus documents for such other documents and books as may be required by them, when the same can be done to the advantage of the public service.

SEC. 99. The Postmaster-General shall contract for all envelopes stamped or otherwise designed for sale to the public, or for use by his own or other Departments, and may contract for them to be plain or with such printed matter as may be prescribed by the Department making requisition

therefor: *Provided*, That no envelope furnished by the Government shall contain any business address or advertisement.

SEC. 100. All blanks and letter heads for use by the judges and other officials of the United States courts other than such as are required to be paid for by any of these officers out of the emoluments of their offices shall be printed at the Government Printing Office upon forms prescribed by the De-

partment of Justice, and shall be distributed by it upon requisition.

SEC. 101. The libraries *of the eight Executive Departments*. of the United States Military Academy and United States Naval Academy are hereby constituted designated depositories of Government publications, and the superintendent of documents shall supply one copy of said publications, in the same form as supplied to other depositories, to each of said libraries.

SEC. 102. All future orders or requisitions for printing or binding shall be governed by the provisions of this act; and all printing, binding, and other work required for the Senate and House of Representatives, or the committees and officers thereof, together with the material necessary to such work, shall be furnished by the Public Printer on requisition of the Secretary of the Senate and the Clerk of the House of Representatives: *Provided*, That each Senator and Representative shall be entitled to the binding in half morocco, or material no

more expensive, of but one copy of each public document to which he may be entitled, an account of which, with each Senator and Representative, shall be kept by the Secretary and Clerk, respectively: *And provided further*, That in printing preliminary reports and other papers for the use of committees no more than fifty copies shall be ordered unless expressly authorized by the Committee on Printing of each

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House, respectively. No Government publications shall be delivered to officers and employees of Congress except for the use of members thereof unless authorized by this act or upon requisition approved by the Joint Committee on Printing.

SEC. 103. All laws in conflict with the provisions of this act are hereby repealed.

Passed the House of Representatives with amendments December 9, 1892.

Attest: JAMES KERR,

Clerk.

COMPILER'S NOTE - This bill, S. 1549, died in conference.