

# ANNUAL REPORT OF THE PUBLIC PRINTER

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FOR THE FISCAL YEAR  
ENDED JUNE 30, 1921



WASHINGTON

1921



# ANNUAL REPORT OF THE PUBLIC PRINTER.

OFFICE OF THE PUBLIC PRINTER,  
*December 5, 1921.*

*To the Congress of the United States:*

In compliance with law, I have the honor to submit herewith the report of the Public Printer for the fiscal year ended June 30, 1921, including the period from July 1, 1920, to April 5, 1921, under my predecessor, Cornelius Ford, and from April 5 to June 30, 1921, under my supervision.

When I took charge of the Government Printing Office, on April 5, the President simply but impressively instructed me to operate the "big shop" on a strictly business basis, to stop wastes and extravagances in the public printing and binding as far as was within the power of the Public Printer, and to place the personnel of the office above all suspicion as to honesty and integrity. That mandate I have faithfully endeavored to make effective without fear or favor as far as was possible during the three months of the fiscal year 1921 that the Government Printing Office was under my management. The time, of course, was too short to complete many of the new undertakings that were deemed advisable to begin at once for the betterment of the service, but the results were sufficiently successful by July 1 to give encouragement for even greater efficiency and economy in the public printing the coming year.

The Government Printing Office is essentially a manufacturing plant—the largest of its kind in the world. It is entitled to be treated as a big business proposition, free from all partisan bias and selfish interests. This is not only a vast printing and binding establishment, but included in and necessarily a part of the Government Printing Office are extensive electrical, engineering, machine, and carpenter shops, ink and carbon-paper mills, metal room, a large heating, lighting, and power plant, and the great distribution, sales, and cataloguing forces of the Superintendent of Documents. These activities fill more than 14 acres of floor space in the group of buildings covering half a city block on North Capitol between G and H Streets.

The total value of these buildings is more than \$3,500,000, and the cost of the plant equipment housed in them is estimated at not less

than \$2,800,000 more. The output of this immense industry of the Government represents an expenditure of approximately \$14,000,000 annually and keeps busy nearly 4,500 employees throughout the year.

It is no wonder, therefore, that the President should give serious thought early in his administration to the successful and economical operation of such a vast business. In my efforts to comply with his instructions I have had the very helpful cooperation of a splendid staff of supervisors and a loyal body of employees, without which no Public Printer can hope to succeed. Other departments of the Government have also aided generously in making effective numerous economies in the public printing and binding. Likewise the Joint Committee on Printing, which occupies the position of a board of directors for the Government Printing Office, has been a steadfast friend and supporter of the "big shop." To this committee, and to the chairman, Senator Moses of New Hampshire; the vice chairman, Representative Kiess of Pennsylvania; and the clerk, Mr. Ansel Wold, I am especially indebted for the continuance of good will and cordial cooperation which were so helpful during the 12 years I served as clerk of the committee before assuming the duties of Public Printer.

Beginning my work in charge of the Government Printing Office under such kindly circumstances, I can not and do not claim any personal credit for the record that has been made thus far. Yet, it pleases me greatly to start an account of my stewardship with a report showing that there remains in the Treasury to the credit of the taxpayers of the United States an unexpended balance of approximately \$2,400,000 out of the total resources of the Government Printing Office for the year amounting to nearly \$14,000,000.

This unexpended balance of \$2,400,000 represents the fund which was available to the Public Printer at the close of the fiscal year for such expenditures as he might desire to make for stock, equipment, and betterment of the plant. It has been the custom to "stock up" during the last two or three months of the fiscal year if funds were available, regardless of market conditions or present needs, in order to expend substantially all of the funds appropriated by Congress for printing during such year. For example, in the last three months of the fiscal year ended June 30, 1920, net purchases were made amounting to \$2,627,646.21. In contrast with this sum the purchases for the last three months of the fiscal year ended June 30, 1921, amounted to \$1,269,176.37, or \$1,358,469.84 less than the purchases for the corresponding period of the preceding year. In this connection it is appropriate to state that the unexpended balance for the fiscal year ended June 30, 1920, was only \$262,137.20, or \$2,203,709.67 less than the amount remaining unexpended on June 30, 1921.

## ALTERATION OF TOP FLOOR AND ROOF.

With such a large sum available for whatever expenditures the Public Printer might desire to make in the short period of three months, I felt, in view of the satisfactory condition of the stock and equipment, that I was entirely justified in beginning at once an alteration of the eighth or attic floor and roof of the main building. It was found to be necessary in any event to make extensive repairs to the concrete roof that had gone for nearly 20 years with little or no general overhauling. The roof was badly cracked in numerous places, thus occasioning many leaks, which constantly endangered the million dollars' worth of typesetting machinery on the seventh floor. To repair the roof alone would have cost at least \$15,000, and possibly more. With the advice of building experts, it was decided, therefore, to raise each side of the steeply pitched roof to near the elevation of the center ridge at the same time that the other necessary repairs were made. By thus altering the roof from a pitched to an almost flat form practically a full story was added to the building at a minimum of cost and without materially changing its appearance.

The plans for the entire improvement were prepared by Maj. W. R. Metz, superintendent of buildings of the Government Printing Office, and to him belongs the chief credit for putting the idea into concrete and practical form. The proposition was submitted to the Joint Committee on Printing and received the hearty approval of that committee.

The extra space made available by thus altering the top floor is to provide quarters for a much-needed photo-engraving plant, a better location for metal and storage rooms, an adequate cafeteria, and suitable rest and recreation rooms for the employees. Although the expenditure for this alteration, including equipment, will amount to about \$200,000, the cost is comparatively minor, taking into consideration the total investment which the Government has made in the entire plant.

The time also was most opportune, as the improvement was greatly needed to bring the Government Printing Office up to the standard of modern factory construction and equipment. Situated as the plant is, remote from the larger and better class of cafeterias, it seems but an act of simple humanity for the Government to provide a suitable place where its 4,500 employees might obtain wholesome food at a reasonable cost, which they stand ready and willing to pay without expense to the public other than for the necessary space and equipment. Everyone who has investigated the miserable conditions under which the employees of the Government Printing

Office have had to eat their midday and midnight lunches for years readily agrees that the cafeteria is a most essential addition to the plant.

The rest and recreation rooms will provide proper and healthful accommodations for beneficial gatherings of the employees during leisure hours or whenever the best interests of the office require their assemblage in large groups. With the utter lack of such facilities in the past, it is no wonder that many employees used their lunch and rest periods to frequent race-betting and other questionable places in the vicinity. As a matter of fact, I had to take summary action against a score or more employees who were either betting on the races or indulging in other improper conduct before a stop could be put to the pernicious practices which were fast destroying the morale of the office as well as robbing the employees of hundreds of dollars a day.

The experience of the most successful manufacturers of to-day, nearly all of whom have adopted the modern method of helping employees to better fit themselves for their daily work, clearly shows that such comforts and conveniences as are now being installed in the Government Printing Office are not only worth while from a humanitarian point of view but are also highly profitable from a mere commercial aspect, owing to the greatly increased efficiency that results from a well contented and physically fit force of employees. Expenditures for the welfare of employees, that they may be the better able to work, are now so well recognized as necessary operating costs of any up-to-date plant that there is no longer any question in the business world as to the propriety of including such items as an essential part of the cost of operation.

Unfortunately, the Government Printing Office has lagged far behind other industrial plants, and even other Government establishments, in this regard. A failure to keep the Government Printing Office at least abreast of other establishments has had a most depressing effect on the employees, with, of course, a resultant decrease in their efficiency. The plant was found to be sadly in need of some stimulating and wholesome influence to bring it up to par as to production. Already the mere prospect of better conditions, as indicated by the work in progress for their welfare; has had a marked effect on the morale of the employees, who now have visible evidence that the Government is interested in keeping them mentally and physically fit not only for efficient work but also for good citizenship. I am confident, therefore, that even from a dollars-and-cents viewpoint the Government will be fully reimbursed for the expenditure through the increased and better production of more contented employees.

The fact is, this alteration to the building, including all expenditures for the cafeteria and other plant comforts, will not take a single extra dollar from the taxpayers of the country. The entire undertaking has been paid for from profits that would otherwise have gone into the pockets of paper and other contractors, if the precedents of this office had been followed in an orgy of purchases regardless of prices with an unexpended balance of more than \$2,400,000 available for that purpose.

The market or contract price for most of the materials and equipment which this office has had to purchase since July 1 has dropped from 20 to 50 per cent, so that by refusing to stock up or buy unnecessary quantities prior to July 1 the Government Printing Office has made a net saving of at least 20 per cent of the \$2,400,000 unexpended balance. In other words, nearly \$500,000 of this sum, if it had been expended for paper and other material at the prices prevailing prior to July 1, would have been of no benefit whatever to the Government, as it has been possible to purchase the same amount of material since July 1 for a correspondingly less sum. Accordingly, I believe I am fully warranted in asserting that the entire eighth-floor improvement is, in effect, an involuntary contribution from the jobbers and manufacturers with whom this office has to deal rather than an expenditure of Government funds. I hope, therefore, that the use made of part of the money that heretofore would have gone to swell the excess profits of certain Government contractors will meet with the approval of the employees and the public in whom I am much more interested.

#### SAVINGS IN PURCHASE OF PAPER FOR PRINTING.

In deciding not to stock up on paper and other materials at the then prevailing high price the policies so well established by the Joint Committee on Printing were followed. It is but fair to that committee to record publicly the fact that its supervision over the purchase of paper for the public printing and binding has saved the Government more than \$1,000,000 in the last year, notwithstanding the effort made by certain former officials to circumvent the committee in its restriction on the procurement of paper at high prices.

When the Joint Committee on Printing opened bids on January 31, 1921, for the annual supply of paper, it concluded that the prices quoted were too high and rejected all of the proposals. The second opening of bids was made on February 21, just three weeks later. The bids then submitted for the year's supply of paper were exactly \$684,638.25 less than the prices quoted January 31 on approximately \$4,500,000 worth of paper. In view of the declining market, the

committee decided to award contracts, even at the lower bids, for only three months. This made a net saving of \$171,159.56 for the three months period up to June 1, 1921, based on the estimated quantity required.

The continued decline in the price of paper, which has been from 25 to 50 per cent—in some cases even more—since the bids submitted on January 31 for the year beginning March 1, 1921, still further demonstrates the wisdom of the committee in rejecting those proposals, which, if they had been accepted for annual contracts at that time, would have cost the Government fully \$1,000,000 more for paper during the year than it has cost under the present plan of short-term and open-market purchases depending on market conditions. For this reason I am glad to have the advice and good judgment of such men as always have constituted the Joint Committee on Printing, and I can unhesitatingly say that in all my long association with that committee it has never failed to place the interests of the Government Printing Office as a business establishment above every personal and political consideration.

Notwithstanding these slashing retrenchments, the stock of the Government Printing Office is ample for present requirements. In view of the slump in the paper market and the advantage which was taken by the Government of the lower prices, I am of the opinion that this office would be fully justified in asking Congress for an additional appropriation to buy paper and other materials for the present year if current funds prove insufficient to replenish the stock, which was, of course, somewhat reduced by the refusal to buy at exorbitant prices. However, it is not now anticipated that such a course will be necessary, especially in view of the prospective decrease in the volume of printing.

#### APPROPRIATIONS AND EXPENDITURES.

Appropriations for the Government Printing Office for the fiscal year ended June 30, 1921, including deficiencies, were \$8,095,100.52, a decrease of \$1,123,729.04 from comparative figures of the previous fiscal year. Of the appropriations, \$7,657,207.32 was available for the public printing and binding as ordered by Congress and the various executive departments and independent establishments of the Government. The remainder, \$437,893.20, was for the operation of the distribution, sales, and cataloguing division under the Superintendent of Documents.

Resources derived from repay printing, paid for by the executive departments and independent establishments from funds other than their regular printing allotments, totaled \$5,892,787.51, in addition to the direct appropriation, an increase of \$1,234,762.81 in repay work over the previous year. This increase was 26.5 per cent, as



compared with a decrease of 9.93 per cent for 1920 when compared with the fiscal year 1919.

The large increase in the amount of repay printing done by the Government Printing Office during the last two years is due principally to the provision of law enacted by Congress on recommendation of the Joint Committee on Printing as section 11 of Public Act 314, Sixty-fifth Congress, which requires that—

On and after July 1, 1919, all printing, binding, and blank-book work for Congress, the Executive Office, the judiciary, and every executive department, independent office, and establishment of the Government, shall be done at the Government Printing Office, except such classes of work as shall be deemed by the Joint Committee on Printing to be urgent or necessary to have done elsewhere than in the District of Columbia for the exclusive use of any field service outside of said District.

Much of the repay work now done by the Government Printing Office was, prior to the enactment of the above law, executed by the various field printing plants of the Government or else procured by contract from commercial printers in various parts of the country.

The combined resources from direct appropriations and repays for 1921, including \$166,702.70, also made available for 1922, and not including the bonus compensation, totaled \$13,987,888.03.

Disbursements and outstanding obligations chargeable against this amount were \$11,522,041.14, leaving an unexpended balance, as has been stated, of approximately \$2,465,846.87, compared with an unexpended balance of \$262,137.20 for the previous year. This unexpended balance consists of the following items: Salaries, office of the Public Printer, \$15,352.23; holidays, \$9,401.83; leaves of absence, \$12,779.98; salaries, office of the Superintendent of Documents, \$16,945.84; general expenses, Superintendent of Documents, \$10,017.10; printing and binding, \$2,401,349.89.

The total expenditures for maintenance, operation, and general items of the Government Printing Office, not including the expenditures of the Superintendent of Documents, were \$11,111,110.88, as compared with \$13,223,709.38 for the previous year, a net decrease of \$2,112,598.50. The expenditures of the Superintendent of Documents were \$410,930.26, as compared with \$391,007.68 for the previous year.

Increased compensation of employees due to the \$240 annual bonus was \$1,036,619.64, as compared with \$1,146,130.39 for 1920. This amount is not included in the foregoing totals for disbursements and expenditures, as it is chargeable to an appropriation separate from that for printing and binding, over which this office has no control.

Of the net decrease of expenditures for the year, totaling \$2,112,598.50, the sum of \$639,896.22 stands to the credit of the nine months that my predecessor had charge of the office—an average per quarter

saving of \$213,298.74. For the last quarter of the fiscal year under my direction there was a reduction in expenditures of \$1,472,702.28, or more than double the decrease made in the preceding nine months.

It may not be amiss to state here that it is intended to continue the economies begun during the fiscal year 1921 without abatement or deviation. As evidence of this, I take the liberty of overstepping the ordinary limits of this report to note that there has already been a net decrease in the expenditures for the first five months of the fiscal year beginning July 1, as compared with the same period last year, of \$1,291,171.84, all of which, except \$87,194.54 in wages and leaves of absence, was saved on purchases alone.

#### UNEXPENDED BALANCES OF ALLOTMENTS.

The unexpended balances of printing allotments to Congress and the executive departments and independent establishments for the year ended June 30, 1921, totaled \$672,496.06, of which \$168,326.10 remains unexpended out of the allotment of \$2,100,000 to Congress. For the fiscal year ended June 30, 1920, the unexpended balances of printing allotments to the executive departments and independent establishments totaled \$660,037.63, while the expenditures by Congress in that year exceeded its allotment by \$566,357.54, leaving a net unexpended balance of allotments for the fiscal year 1920 of \$93,680.09. For the fiscal year ended June 30, 1919, the unexpended balances of allotments, including \$179,122.96 to Congress, amounted to \$930,028.32. For the fiscal year ended June 30, 1918, the unexpended balances of allotments, including \$406,622.38 to Congress, totaled \$967,108.93.

These large unexpended balances of allotments are not available in the succeeding fiscal year for completion of work which the Public Printer may have on hand at the close of the preceding year. The allotment is therefore lost so far as the allottee is concerned, even though he may have placed requisitions with the Public Printer during the year to the full amount of his allotment. The appropriation out of which allotments are made reverts to the Treasury unless the Public Printer shall have expended the full amount for paper, equipment, and other supplies.

The result is that Congress is called upon each year to reappropriate from \$600,000 to \$900,000 for printing which the departments had undertaken to procure from allotments of the prior year but which the Public Printer was unable to complete by the close of the fiscal year so as to charge out the entire allotments. Of course it is mechanically impossible to finish every one of the thousands of jobs in the office by the end of each fiscal year.

The Public Printer charges the departments for the work in hand on June 30 of each year according to the operations that have

already been completed and the material used up to that time. Consequently, as has been pointed out, Congress and the departments are annually unable to take full advantage of the allotments that have been made to them by law out of the appropriation for printing and binding. Sufficient funds to complete the work in hand have to be reappropriated therefor, in addition to whatever sum may be required for new work the coming year. This is an illogical and unbusinesslike situation which costs many thousands of dollars annually in duplication of accounts and appropriations which could be avoided.

#### USE OF ALLOTMENTS AND "REPAY" FUNDS.

As a practical solution, it is respectfully recommended that legislation be enacted permitting the use of printing allotments in the same manner that obtains as to other appropriations out of which the departments secure "repay" printing from the Government Printing Office. To explain, if a department has a separate appropriation available for printing, it may make payment therefor out of such appropriation if the order is placed with the Public Printer during the year of the appropriation, notwithstanding the fact that the entire work may be done in the succeeding year. I can see no reason why this same procedure ought not to be followed as to printing paid for out of an allotment of the appropriation in the hands of the Public Printer.

If this office were authorized by law to use the appropriation for printing and binding to the extent of the respective allotments on requisitions placed during the fiscal year of the appropriation, although the work, or at least part of it, may be done in the succeeding fiscal year, it would enable the departments to make full use of their allotments the same as they are now permitted to do of such printing funds as may be appropriated directly to them. This, in my opinion, would be a businesslike procedure and could not result in any misuse or extravagance in allotment printing.

As has been indicated already by the references to "repay" and "allotment" work, the departments have two funds upon which they may draw to obtain printing and binding. If one fund is exhausted or has been curtailed by Congress, then recourse is usually had to the other. Thus the restriction that Congress may place upon the amount of printing a department can order through its allotment is of little avail in the case of those departments and establishments that have large lump sums at their command accessible for printing. Evidence of this situation is shown by the fact that while the allotted appropriation for printing and binding was decreased by Congress \$1,123,729.04 for the fiscal year 1921 the repay printing charged to lump-sum appropriations increased \$1,234,762.81 over the

preceding year. Although Congress may have thought that it was cutting down expenditures for printing for the year by more than \$1,000,000, the departments simply transferred more than that amount of work to their lump-sum appropriations, over which the Public Printer has no control whatever, and thus set at naught any reduction which Congress may have contemplated in the total volume of printing and binding for the year.

As long as this system of providing two drains on the public Treasury through which printing may be procured is permitted to continue there can be no real or substantial economy in Government expenditures for that purpose. For instance, it is almost useless for Congress to limit the printing allotment to one department (an actual case) to \$665,000 and then make it possible for the same department to obtain \$1,469,696.53 more for printing out of a separate lump-sum appropriation.

A Government establishment like the Federal Board for Vocational Education, having a lump-sum appropriation of \$65,000,000 out of which Congress has specifically authorized payments may be made for printing, can use as little or as much of such an immense fund as the board deems desirable for that purpose. In fact, this particular board expended \$123,616.47 for printing at the Government Printing Office last year. Of this I have no criticism to offer whatever, as the printing may have been necessary for the proper functioning of the board. It is, however, most unbusinesslike to permit a department or establishment of the Government to have a fund of \$65,000,000 or any other lump sum which may be used for printing to such an extent as the department alone shall elect.

That the Government Printing Office has not been overwhelmed with orders for printing far in excess of its capacity is due to the voluntary restraint that some departments and establishments have themselves placed upon the use of numerous lump-sum appropriations. But it is significant that "repay" printing has increased from \$824,846.01 to \$5,782,135.05 per annum in the last five years, a jump of nearly a million dollars a year. The time has come, it seems to me, for Congress to exercise some definite control over the vast volume of repay printing, which is fast approaching the amount of allotment printing specifically authorized by Congress. Last year the allotment printing totaled \$6,978,977.49, as compared with repay printing amounting to \$5,782,135.05.

#### RESTRICTIONS ON "REPAY" PRINTING.

It was the practice of the departments and the Government Printing Office for many years to regard repay printing as free from all restrictions placed upon the public printing and binding by Congress

in the general printing act of 1895 and similar laws. For instance, the act of 1895 limited the number of copies of a Government publication to 1,000 unless otherwise authorized by Congress, but this limitation was interpreted to apply only to allotment printing and not to repay work. Thus, if a department desired to print 100,000 copies of a publication instead of 1,000 and had a convenient lump-sum appropriation on hand, the 100,000 copies were charged to a "repay" account instead of the regular printing allotment. This practice and similar evasions of the law were considerably checked by a regulation which the Joint Committee on Printing issued on June 2, 1920, directing the Public Printer to—

comply with all the laws relating to the public printing and binding and the regulations of this committee pursuant thereto in the execution of work at the Government Printing Office for any branch of the Government service, whether such printing and binding is chargeable to allotments of appropriations made directly to the Government Printing Office or is paid for from available appropriations made direct to the respective departments and establishments of the Government or from any other public funds of such department or establishment.

This regulation, however, does not control the even more serious situation over which neither the Joint Committee on Printing nor the Public Printer appear to have any jurisdiction at present, and that is the juggling of printing expenditures back and forth between the regular allotments and lump-sum appropriations. The result is that this office can form no adequate idea in advance as to the amount of work it will be required to do in any given period. We do not know and can not estimate on any safe basis whether the departments and establishments will place orders for \$1,000,000 or \$5,000,000 of repay work the coming year. Such an uncertain situation renders it impossible to make proper preparation, either as to number of employees or quantity of stock, for producing the amount of work the office may be required to undertake in any year that lump-sum appropriations are available for printing.

This office can not, like a commercial plant, decline orders when its normal capacity is reached, but must maintain at all times a force and a stock sufficient to meet the maximum demands of Congress and the departments within the limitation only of their appropriations. With no accurate knowledge as to the extent to which vast lump-sum appropriations will be used for printing, the Public Printer can only make a wild guess as to how much printing one establishment may order out of its \$65,000,000 fund or how much another establishment may require out of its \$7,500,000 appropriation for the "enforcement of the narcotic and national prohibition acts." The present Public Printer has no desire to engage in any such an exciting "indoor sport" with the taxpayers' money as the big stake.

## ONE FUND INSTEAD OF TWO FOR PRINTING.

Two possible solutions have been suggested to remedy this indefensible situation which has kept the doors wide open for gross extravagances in the public printing. Both plans contemplate the placing of all printing funds for a department or establishment in one appropriation, with a limitation as to the amount that may be used for that purpose. One proposition is that the appropriation shall be made direct to the department or establishment, and the other is that the appropriation shall be made to the Government Printing Office and allotted by Congress to the various departments and establishments, as is now done in the case of the regular printing allotments.

The former plan would also require an annual appropriation to the Government Printing Office for a working capital, as otherwise this office would have no funds available for stock and wages to begin and carry on work ordered by the departments until enough jobs might be completed and charged against them to provide sufficient capital. This, of course, could not be done for several months at the beginning of each year, and it would be necessary, therefore, to have a direct appropriation for this office to meet such an exigency.

Such situation might also be met by Congress making the appropriation for its own printing direct to the Government Printing Office and permitting such fund to be used by the Public Printer as a temporary working capital until sufficient funds were realized by the completion of departmental work. This, however, would be a rather uncertain capital for the Public Printer to rely upon, as Congress sometimes creates a large deficit in its own printing allotment, which the Public Printer has been accustomed to charge off against the unused allotments, if any, credited to the departments. For example, in the fiscal year 1920 Congress exceeded its printing allotment by \$566,357.54, and, except for the fact that the departments had unexpended balances of \$660,037.63 in their allotments against which the Public Printer charged the congressional deficit, the Government Printing Office would have had to request a deficiency appropriation of Congress for its own printing. Even by thus charging off the congressional deficiency the Government Printing Office was able in that year to show a net unexpended balance of \$93,680.09 out of the entire appropriation. Of course printing must be done for Congress regardless of the amount it may allot to itself for that purpose, and this very uncertainty as to the printing expenditure of Congress makes the use of the congressional allotment as a working capital impracticable from a safe business viewpoint.

Another course open, if all printing appropriations were made direct to the departments, would be to enact into permanent law

the provision in the sundry civil appropriation act for 1922 authorizing the Public Printer to request an advance of 90 per cent of the estimated cost of the work at the time any repay order is placed with him. While this provision is of some help to the Government Printing Office, in special cases where it is likely that a department may exhaust its appropriation for other purposes before making payment for printing by this office, it would not be at all practicable, in my opinion, to adopt such piecemeal procedure for the handling of more than \$13,000,000 annually expended in printing and binding. It would require the time of a large number of accountants, both in this office and in the Treasury Department, to handle the readjustments that would have to be made constantly in the thousands of bills on which an advance of 90 per cent of the estimated charges might be required.

For instance, a department might send in a large job, the cost of which would be estimated at \$10,000, based on specifications made at the time. If a 90 per cent of advance charge is made, the Treasury would turn over to the credit of the Government Printing Office \$9,000 of the funds appropriated to the department ordering the work. Subsequently the department may, as is frequently the case, select cheaper paper or decrease the number of copies so as to reduce the cost of the job to \$5,000. This would necessitate a refund to the department of \$4,000 from the advanced 90 per cent charge of \$9,000. Anyone who has been tied up for weeks and even months in the almost endless red tape which the Government winds about such transactions will readily realize the almost impossible situation that would result from having to untangle several thousand such accounts every year.

#### APPROPRIATIONS DIRECT TO GOVERNMENT PRINTING OFFICE.

It is the opinion of this office, therefore, that the only real and practical solution lies in the making of all appropriations for printing and binding direct to the Government Printing Office and allotments therefrom by Congress of such sums as it may allow the respective departments and establishments of the Government. This would be a more simple and businesslike method for handling the appropriations for printing and binding by the Government Printing Office. It would also give the Public Printer an adequate working capital each year and an accurate and most essential knowledge of the amount of work the Government Printing Office may be called upon to do during the year. Congress and the departments would likewise have exact knowledge at all times as to the funds available and expended for their respective printing requirements.

In this connection attention is respectfully invited to the following recommendation which the Public Printer submitted to the

Director of the Bureau of the Budget for his consideration in preparing the budget of the fiscal year 1922:

That hereafter at least 15 days before the Public Printer is required to submit his annual estimate for expenditures for the public printing and binding all departments, independent offices, and establishments of the Government shall forward to the Director of the Budget an estimate covering all printing and binding which shall be required during the fiscal year in question, whether it shall be ordered from the Public Printer or from commercial establishments under authority of the Joint Committee on Printing, and whether such printing and binding has been heretofore paid for out of an appropriation under control of the departments, independent offices, and establishments of the Government, or has been charged to an allotment of the printing and binding appropriation. After being approved by the Director of the Budget they shall be transmitted to the Public Printer, who will then prepare his annual estimate of expenditures. If this estimate is approved, the total sum shall be requested in an appropriation under printing and binding and allotted to the various departments, independent offices, and establishments of the Government. No printing and binding shall be done for departments, independent offices, and establishments of the Government, whether by the Public Printer or by commercial establishments under authority of the Joint Committee on Printing, unless it is authorized as a charge against the allotments as set forth in the appropriation act. Such printing and binding as may be done by commercial establishments under authority of the Joint Committee on Printing shall be paid for by the Public Printer out of the appropriation for public printing and binding, after an audit and approved by him, and shall then be charged against the allotment in question. Provided, that nothing in these suggestions shall be construed as interfering in any way with the work of such minor printing plants as are authorized by the Joint Committee on Printing.

By placing the entire appropriation for printing and binding to the credit of the Government Printing Office prompt payment for such work would be insured. For years it has required much of the time of accountants in this office to collect repay bills, even from those departments which had plenty of funds available to make prompt and full settlement. There seems to have been a general tendency to pay the printer last and let him hold the sack if a deficiency is in prospect.

Upon assuming the duties of Public Printer, on April 5, the outstanding bills which the various departments and establishments owed this office for printing during the preceding months of the fiscal year amounted to \$609,499.22. Of this sum, \$89,813.84 was for work completed more than a month prior and \$20,670.88 dated back to the first quarter of the year. Such dilatoriness in the settlement of accounts by one Government department with another is utterly inexcusable, and directions were given that every effort be exerted to obtain payment forthwith of all bills outstanding for more than a month. Instructions were issued also that thereafter no printing would be done for any department or establishment which was more than 20 days in arrears on any of its repay accounts. This has had



a fairly satisfactory effect. At the end of the fiscal year out of \$423,310.83 of repay bills then uncollected only \$19,722.84 was due on bills more than 30 days old. Unusual activity was apparent in June in the repay settlements.

An investigation of the \$609,499.22 of bills unpaid on April 5 indicated that some of the Government establishments for which this work was done had little or no funds available from which to make settlement. Instructions were issued, therefore, that no department or establishment having allotments from the appropriations under the control of the Public Printer should be allowed at any time to exceed such allotted resources and that work upon repay orders must not be executed until ascertainment was made that the department or establishment had sufficient funds therefor to its credit upon the books of the Treasury. Since that time, when any question has arisen as to whether a department or establishment has funds available for repay printing, it has been required to make an advance of 90 per cent of the estimated cost, as authorized by the sundry civil appropriation act.

#### APPROPRIATIONS FOR HOLIDAYS AND LEAVES OF ABSENCE.

There is another, though lesser, difficulty in the present method of making appropriations for the Government Printing Office that somewhat and unnecessarily handicaps this office in its fiscal affairs. That is in the separation of the appropriations for holidays and leaves of absence from the regular appropriation for wages, material, equipment, and other expenses chargeable to the public printing and binding. Both holidays and leaves of absence are fixed by law and the Public Printer has no discretion as to payment for the same. Consequently there is no particular reason for limiting such expenditures by specific appropriations any more than there would be to make a separate appropriation for wages alone, which also are fixed largely by law. The result of these separate appropriations for holidays and leaves of absence is that the Public Printer has frequently to ask Congress for what appears to be a deficiency appropriation, whereas, in fact, no actual deficiency exists in the funds of this office. Whenever payment is made out of the holidays or leaves of absence appropriations the expenditure for wages out of the general appropriation is correspondingly reduced.

For example, when the President, by Executive order, closed the office on May 21 as a mark of respect to the late Chief Justice White, payment of the wages of the 4,000 employees who consequently did not work on that day had to be made from the specific appropriation for holidays. This appropriation, however, was practically exhausted

at that time, having been based upon the usual number of holidays, and it was necessary to obtain a deficiency appropriation from Congress by the act of June 16, 1921, amounting to \$16,383.63, to meet this emergency. At the same time, nevertheless, more than \$2,400,000 remained unexpended in the general printing appropriation which would have been available for wages had the day in question not been declared a legal holiday. Thus the Public Printer had to put \$16,383.63 back into the Treasury with one hand and take an equal amount out with the other, through the fiction of a deficiency appropriation, notwithstanding the fact that the sum total of the transaction did not increase or decrease the Treasury funds by a single penny.

Likewise, in the case of leaves of absence, it is impossible to estimate within a reasonable degree of accuracy the amount of leave the employees of this office may earn under the law in one year to be paid to them in the next year. This is due to the uncertainty of the size of the force from year to year and the reductions that may occur from death, resignation, retirement, or dismissal, in event of either of which leave money accrued to an employee's credit becomes payable at once. For instance, a reduction in the force might occasion a decrease of \$300,000 a year in the amount of wages paid out of the general appropriation, but at the same time, under the present system, payment of accrued leave to the employees so discharged might create a deficiency of \$50,000 in the specific appropriation for leaves of absence. Accordingly, the Public Printer would have to ask Congress for a deficiency appropriation of \$50,000 to take care of the leave pay while at the same time he was saving \$300,000 in wages paid from the general appropriation for the Government Printing Office.

Such procedure is a waste of the time of Congress, the Treasury, and this office. It could easily be remedied, without in any way jeopardizing the interests of the Government, by authorizing the Public Printer to pay for holidays and leaves of absence out of the general appropriation for printing and binding the same as he now does for wages. If these appropriations were consolidated into one, as has been suggested, there would appear to be no need on the part of this office to ask Congress for further deficiencies provided both Congress and the departments keep within their respective allotments.

Furthermore, it is estimated that a single appropriation would simplify the auditing of accounts so as to effect a saving of fully \$5,000 a year in clerical work now required to keep separate these items on our office pay rolls.

I therefore most earnestly recommend that the separate appropriations heretofore made for holidays and leaves of absence be included in the general appropriation for the public printing and binding.

It will be observed that these appropriations are already included by Congress in the total of allotments to Congress and the various departments and establishments as appropriated for under the general heading "public printing and binding."

#### PAY FOR PRINTING OF PRIVATE ORDERS.

Still another handicap under which the Government Printing Office is placed by law as to its funds is the requirement that money derived from the printing of speeches for Members of Congress under section 37 of the printing act of 1895, and from other private orders under section 42 of the same act, has to be deposited in the Treasury to the credit of miscellaneous receipts instead of being made available the same as other repay funds to reimburse the general printing appropriation for the wages and materials required by the work so done. This private printing costs from \$75,000 to \$161,000 a year and, although the Government is fully reimbursed therefor, the Public Printer has to procure an equivalent amount through increased charges against Congress and the departments to compensate the office for expenditure out of the general printing fund for the wages and materials necessary to fill the private orders as authorized by law.

The Government, of course, is no loser from the work, as its miscellaneous receipts are credited with the amount that such printing costs the Government Printing Office, but the Public Printer has to charge the expenses he has incurred in doing this private work to the general printing appropriation allotted to Congress and the departments. This the Public Printer can do only by increasing the scale of charges for the departments sufficient to meet thus indirectly such expenditures.

That the burden so placed on the departments is no inconsiderable one is shown by the fact that for the last ten years private orders, including the printing of speeches for Members of Congress, have amounted to \$946,367.09, all of which sum has been deposited in the Treasury as miscellaneous receipts instead of having been used, as it ought to have been, to reimburse the printing appropriation. The adding of nearly \$1,000,000 in ten years to the charges for Government printing is no small item in considering the reasons for the scale of prices that the Public Printer has to apply so as to insure that "the total charges for work done shall not be less than the total amount actually expended from all of said appropriations," as required by the annual sundry civil appropriation acts. In the case of all other repay printing—that is, printing paid for from funds other than the regular printing allotments—the money so received is used to reimburse this office for expenses incurred in connection with the

work. This is true, also, as to the sale printing of the Congressional Record and Directory and publications reprinted for sale by the Superintendent of Documents.

I therefore recommend that the law be amended so that the receipts from private orders shall go to reimburse the general printing appropriation for the expenses of such work. It is unfair and unjust to the departments to continue the present practice of indirectly charging them with the cost of wages and materials for private work when at the same time the Treasury is fully reimbursed therefor by the depositing of these private payments to the credit of miscellaneous receipts. There is no need for and there should be no distinction in the use of repay funds, whether received from private orders or from orders by the departments.

#### COOPERATION WITH THE BUREAU OF THE BUDGET.

In preparation for the fullest cooperation with the newly created Bureau of the Budget, the Public Printer ordered a consolidation of the accountant's and cost accounting sections into one division of accounts under an officer designated as superintendent of accounts. To concentrate and simplify further the accounting work of the office, the superintendent of accounts was also designated as the budget officer for the Government Printing Office. This consolidation under one head definitely fixed the responsibility for the extensive accounting work which the Government Printing Office has to do in the handling of more than 65,000 accounts every year, besides maintaining an accurate cost system, innumerable financial reports, and complete records of the work and pay of 4,500 employees.

The centralized control over all the accounting activities of the office effected an annual saving of approximately \$5,550 in that work. The chief benefit, however, was in providing means for more complete and more efficient cooperation with the Bureau of the Budget.

Although the Bureau of the Budget did not begin to function fully in the fiscal year covered by this report, I can not let this occasion pass without expressing my sincere appreciation of the very helpful and considerate attitude that bureau has assumed toward the Government Printing Office. Gen. Charles G. Dawes, Director of the Budget, early manifested deep interest in the public printing by giving hearty approval to a plan which the Public Printer had the honor of submitting to the President for the organization of a permanent conference on printing, consisting of one representative from each executive department and establishment of the Government having work done by this office. The permanent conference on printing was organized with a selection of the Public Printer as its chairman. Already numerous substantial economies in the public printing

and binding have been proposed by the conference, approved either by the Bureau of the Budget or the Joint Committee on Printing, and put into good effect.

The Public Printer is also much indebted to Mr. A. R. Barnes, head of one of the foremost printing companies in Chicago, for his good counsel and helpful study of the workings of the Government Printing Office. Mr. Barnes was a special representative of the Bureau of the Budget in connection with its survey of the printing activities of the Government. He likewise rendered distinguished service as an advisor to the permanent conference on printing, which gained much from association with a man of Mr. Barnes's sound business judgment and fine patriotic purpose in thus responding to the call of his Government.

In connection with the organization of the permanent conference on printing there was also created in this office, with the approval of the President and the Bureau of the Budget, a requisitions review board, which examines all requisitions for printing and binding with a view to effecting further economies and standardizing, as far as practicable, such printed matter as may be in common use by the several departments and establishments of the Government. Already weekly reports of this board show a saving of from a few hundred to several thousand dollars each week since the board was organized.

The Public Printer has little or no control over the amount of printing and binding done by the Government Printing Office, inasmuch as the volume of work depends entirely upon orders placed by Congress and the various departments and independent establishments of the Government. These orders must, however, come within the limits of the appropriations annually made by Congress for printing and binding. Therefore, the production of this office is regulated by the amount of money Congress authorizes to be so spent by the departments. In other words, reduced appropriations mean reduced printing; and increased appropriations, an increased volume of printing. The Public Printer's principal opportunity for economy is in the method of executing work ordered by others. This in itself affords a broad field for reducing expenditures which I intend to explore to the utmost, but the point should always be borne in mind that the amount of printing and the kind and number of publications issued by the Government are matters for which the departments themselves are solely responsible in so far as Congress appropriates funds therefor.

#### PRODUCTION RECORD FOR THE YEAR.

The value of the finished product for the year was \$12,876,362.86, an increase of \$286,791.09 over the output for the preceding year. This establishes a new record for the plant, the former peak being

\$12,774,712.34 for the fiscal year 1919, which included a vast amount of war work. The actual volume of work produced during the fiscal year 1921 was somewhat less than the previous year. The charges were 2 per cent higher, however, due to increased cost of paper, materials, and illustrations, which explains the higher value and lower volume of the finished product for 1921.

The following comparative statement shows the charges, based upon cost, for finished product for the fiscal years 1919, 1920, and 1921:

	1919	1920	1921
Letterheads, noteheads, and envelopes.....	\$317, 447. 86	\$388, 143. 64	\$317, 196. 70
Embossed letterheads, noteheads, envelopes.....	14, 403. 75	14, 606. 61	16, 490. 99
Blanks, notices, schedules, cards, etc.....	4, 008, 201. 18	3, 301, 962. 41	4, 289, 615. 16
Blank books with patent backs, etc.....	49, 318. 83	40, 883. 48	55, 457. 94
Blank books without patent backs.....	545, 547. 10	515, 045. 42	776, 366. 22
Binding newspapers, documents, reports, etc.....	158, 990. 13	237, 884. 17	231, 257. 36
Loose-leaf and other patent binders, etc.....	3, 811. 83	7, 172. 55	4, 533. 32
Publications smaller than octavo.....	511, 660. 40	338, 775. 05	308, 088. 55
Octavo publications.....	3, 269, 957. 32	3, 813, 240. 68	3, 248, 062. 43
Royal octavo publications.....	456, 006. 13	504, 993. 48	417, 583. 99
Quarto publications.....	1, 398, 539. 38	789, 974. 31	705, 786. 14
Miscellaneous publications.....	246, 367. 31	328, 132. 57	400, 637. 02
General miscellaneous charges.....	447, 542. 03	501, 887. 86	449, 985. 39
Congressional Record for the year.....	537, 640. 25	853, 218. 52	500, 159. 45
Bills, resolutions, and amendments.....	186, 159. 18	198, 317. 43	177, 736. 94
Specifications of patents, trade-marks, etc.....	384, 331. 12	399, 745. 89	451, 709. 50
Official Gazette, Patent Office.....	132, 187. 14	134, 513. 99	173, 162. 72
Money-order office forms and books.....	106, 901. 40	179, 073. 73	352, 533. 04
Total.....	12, 774, 712. 34	12, 589, 571. 79	12, 876, 362. 86

Congress was in session about six months in the fiscal year 1921, as compared with an eleven-month period in 1920, the charges for congressional work decreasing \$1,029,154.56; 1,510 less bills and resolutions were printed for Congress, and there was a decrease of 9,127 pages in the Congressional Record and Index. Numerous reports and documents formerly printed by order of Congress were not published during 1921, owing to the careful scrutiny by the Printing Committees and Clerks of both Houses of Congress of all manuscripts submitted to them. Especial credit in this regard should be given to Mr. Lehr Fess, clerk at the Speaker's table, through whose watchfulness and good judgment in cutting out unnecessary printing orders by the House many thousands of dollars were saved.

The number of orders for printing received during the year was 56,521, a decrease of 7,919 from the preceding year. The quantities ordered were also usually smaller.

The volume of job work was considerably smaller, the total number of orders being 37,173, as compared with 41,543 in 1920. The force of compositors engaged on this work has been reduced accordingly and the work handled efficiently.

Book composition decreased, the number of ems set being 472,000,000 less than in 1920. There was an average of 141 less employees on this

work, with decreases of 13 per cent in expense and  $12\frac{1}{2}$  per cent in product. Some publications have been reduced in size, and a number discontinued.

The quantity of electrotyping and stereotyping was decreased 24 per cent and expenditures correspondingly reduced. Considerable work formerly plated is now printed from type. The saving in the future will be considerable, not only for this reason but also through decided improvements in the method of producing and finishing plates.

The number of forms sent to press was 167,635, as against 201,480 in 1920. The number of actual impressions was 539,006,372, a decrease of about 168,000,000 (24 per cent), while the chargeable impressions decreased but 11 per cent. A special study is now being made toward economical combinations in presswork, which is expected to result in a worth-while saving. Several web presses were remodeled so as to make them available for a greater variety of work; the changes were made economically and successfully, thus rendering the equipment more flexible. The number of employees working daily in the pressroom decreased 119.

The production of postal cards increased from 699,300,420 in 1920 to 1,272,345,782 in 1921. The charge per 1,000 cards was reduced from \$1 to \$0.64 in May, based upon lower cost of production. The output of money-order books increased from 773,930 in 1920 to 858,583 in 1921. Stock for postal cards and money-order work cost \$1,038,214.31.

The output of the bindery division decreased considerably, especially in edition work. Orders were usually smaller and the bindings furnished much more economical. The average number of bindery employees working each day was 188 less than in the previous year.

Current publications printed during practically the entire year were as follows: Dailies, 4; weeklies, 20; and monthlies, 29, in addition to the regular quarterly, semiannual, and yearly reports. The number of copies on these publications varied from 75 to 235,000.

#### PRINTING OF THE OFFICIAL POSTAL GUIDE.

For the first time the Government Printing Office printed the Official Postal Guide this year, with supplements issued by the Post Office Department, and undoubtedly will continue to handle this big and important job in the future. The Postal Guide had for many years been published by a private printing company at Albany, N. Y., but on April 11, 1921, the Joint Committee on Printing authorized the Public Printer to undertake the printing of the Guide, beginning with the edition for the next fiscal year. Preparations were begun

at once, two presses were altered to meet the situation, and the work was completed in record time.

Although the first installment of manuscript was not received by this office until May 3, and corrections were made up to July 1, a finished copy of the bound edition was placed in the hands of the Postmaster General on July 9, fully two weeks ahead of the schedule agreed upon with the Post Office Department. The entire edition of 91,711 copies of the complete Guide making 928 pages, 12,000 copies of the Abridged Edition of 628 pages, and 49,000 copies of the State List of 422 pages was run off and ready for distribution early in July. In addition, this office now prints on schedule time 73,523 copies of the monthly supplement to the Postal Guide, averaging 48 pages per issue. The printing of the Guide was expedited materially by reducing its size to the standard of other Government publications.

The general public has been especially benefited by the printing of the Guide at the Government Printing Office through a reduction in the subscription price for the bound volume from \$1.50 to \$1 and for the monthly supplements (11 pamphlets) from 75 cents to 50 cents. On receiving the first copy of the Postal Guide from the Government Printing Office on July 9, the Postmaster General wrote the Public Printer as follows: "I appreciate this thoroughly. It is a fine job."

DAILY CONGRESSIONAL RECORD ISSUED ON TIME.

Another noteworthy event in the work of the Government Printing Office under the present administration was the placing of the daily Congressional Record on a regular newspaper schedule as to time of publication and distribution. It had been the custom of the office frequently to delay the mailing of at least a part of the daily edition from 24 to 48 hours, owing to the fact that no regular schedule had been established or maintained for prompt publication at all times.

Notwithstanding the rule adopted by the Joint Committee on Printing years ago requiring Members of Congress to submit copy for their speeches to the Government Printing Office not later than midnight for publication in the Record on the following morning and authorizing the Public Printer to withhold the printing of speeches for one day if not furnished at the time so specified, it had grown to be the practice of the office to await the convenience of a few Members of Congress who were in the habit of sending in copy for speeches at all hours of the morning. Thus the Record frequently missed the morning mails, especially to the middle and far West, in order that one or two Members might have speeches or "extension of remarks," which they had withheld for revision late at night, printed in the Record along with the speeches of other Members who had been more prompt in sending their copy to this office. That was unfair



to the great majority of the Members who observed the rule of the Joint Committee on Printing.

Due to these delays, the Record was sometimes an almost obsolete publication by the time it reached the far West and South. For instance, if copy for a speech came in late on Saturday night, the mailing of that publication to distant States was sometimes delayed until the following Monday night or Tuesday morning.

Therefore a fixed schedule was established for the handling of the Record, with a "dead line" for the linotype, foundry, pressroom, and mailing sections. The result has been that, except in a few excusable instances, the entire edition of 32,500 copies of the daily Record has been in the mails by 7.45 every morning that Congress has been in session. The city edition of the Record is regularly distributed before 5 o'clock each morning. A report is now submitted to the Public Printer each morning showing in detail how the Record was handled the night before.

In this connection I am pleased to report that the night Record force established a new mark in the printing and mailing of the Record one Saturday night during the summer half holidays. A 64-page Record was set up, plated, printed, wrapped for mailing, and delivered to the city post office in 4 hours. The edition of this Record totaled 32,500 copies.

#### COMMENDATION OF EMERGENCY WORK.

The office has received commendation for numerous efforts it has made to assist the departments in meeting emergencies confronting them from time to time. I therefore deem it but fair to my co-workers, to whom the chief credit for this excellent record belongs, that reference should be made in this report to some of the letters and messages of appreciation which the Public Printer has received in acknowledgment of the good work of the Government Printing Office.

When the Secretary of Agriculture found a serious emergency in administering the \$2,000,000 appropriation by Congress for seed loans to farmers in the drought-stricken areas in the Northwest, he appealed to this office to print the necessary blanks and forms with the utmost dispatch. This work was completed with such speed that the Secretary of Agriculture wrote the chairman of the Senate Committee on Agriculture under date of June 3 that "the Government Printing Office cooperated with us splendidly in getting out the necessary blanks."

Again, under date of June 20, the Secretary of Agriculture informed the Public Printer that the office has made "a great record" in printing an emergency bulletin for his department.

The Adjutant General of the Army on June 15 wrote as follows concerning the work of this office in printing 500,000 copies of the illustrated 20-page folder on Citizens' Military Training Camps, which it had to rush to the limit in order to secure proper and timely publicity for the camps which were held in July and August :

The officers in charge of the administration of the Citizens' Military Training Camps, conducted by the War Department, have invited my attention to the excellent cooperation they are and have been receiving in the preparation of such printed matter as has been required in the furtherance of this work.

Specifically, I may speak of a very large edition of a four-color illustrated booklet (requisition No. 56720), the publication of which, by reason of happenings beyond the control of anyone, encountered delays threatening to eliminate the efficacy of the literature, it being of advertising character, associated with specific dates.

The situation when placed before your superintendent of work, Mr. Greene, received immediate consideration. A short talk with his assistants, Messrs. Bair and Speelman, resulted in arrangements being made whereby the initial delivery was effected with unexpected promptness.

This folder, besides having a cover printed in four colors, carried 23 halftone illustrations and one line cut in the text, and also had a return postal card stitched in the center. It required 2,000,000 impressions to complete the job.

The Superintendent of the General Supply Committee had this to say with regard to the printing of the General Schedule of Supplies for the Government for the fiscal year 1922 :

In the matter of the printing and binding of the General Schedule of Supplies for the fiscal year 1922, this office desires to express its appreciation of the excellent work of the Government Printing Office in connection therewith.

The last five signatures of 16 pages each were not released for press until 5 p. m. June 23, for the reason that an insert comprising 11 pages of new copy was not turned in at the Printing Office until about midday of June 21. However, through the splendid cooperation of the superintendent and chiefs of your plant, the first delivery of the completed job was made Saturday morning, June 25, 1921.

This issue of the General Schedule of Supplies is the largest ever printed, containing 492 pages, and from an artistic point of view it is also one of the best.

The Director of the Pan American Union wrote as follows, under date of July 7, concerning a new record that this office had established in the printing of the Pan American Bulletin, which is one of the most profusely illustrated publications issued from the presses of the Government Printing Office :

I wish to congratulate you most heartily on the very notable achievement of your staff in actually doing what seemed practically the impossible at the date of your last letter to me on the subject, namely, the publication of the Spanish edition of the Bulletin on July 1, one full month in advance of the date on the cover. This is indeed a notable feat, particularly in view of the heavy vacation schedule handicap, the Fourth of July holiday, and the fact that, for unavoidable hindrances, Miss Macdermott could not quite live up to her part of the schedule.

I may add that it is a matter of particular satisfaction to me to see this realization of one of my objective points, one which adds very considerably to the usefulness of the Pan American Union, and one which I believe we will have no difficulty in maintaining so long as we can count on such effective cooperation as you have given.

#### PURCHASE OF PAPER AND ENVELOPES.

During the year the work of this office required paper and envelopes at a total cost of \$5,396,700.53, including stock used for the postal cards and money orders. Excluding the latter, the cost of paper and envelopes used was \$4,358,486.22. The inventory at the close of the year shows paper and envelopes on hand amounting to \$1,284,975.81 on the basis of cost price.

For every dollar expended in the ordinary run of printing and binding 37 cents was for paper stock alone.

The public printing and binding requires approximately 50,000,000 pounds of paper a year, which, if laid flat sheet on sheet, would cover approximately about 35 square miles. If made into octavo books and piled one on top of the other, would reach a height of 500 miles.

Another interesting item in the work of the Government Printing Office is the manufacture of printing ink, practically all of which is now made by the ink section of this plant. During the year 98,080 pounds of printing ink were so made at a decided saving to the Government as compared with market prices for ink of the same quality.

The Government Printing Office also manufactures the rollers used on its printing presses. During the year 3,681 rollers were produced by the roller-making section at an average cost materially below commercial prices.

In the metal room, which produces all the metal used in the monotype, linotype, and foundry sections, approximately 5 tons of linotype and 9½ tons of monotype metal are melted and cast into ingots every day. In other words, 14 tons of metal on an average are used daily for the typesetting and casting machines of the Government Printing Office, which annually set 2,500,000,000 ems of type, or enough reading matter to fill 750,000 columns of ordinary newspaper space.

#### DISPOSAL OF GOVERNMENT WASTE PAPER.

Waste paper to the amount of 12,025,718 pounds was baled and disposed of by this office during the year, 6,740,964 pounds being collected from departments and independent offices and 5,284,754 pounds from obsolete publications, waste, and cuttings in the Government Printing Office. The income from the sale of all waste is deposited to miscellaneous receipts. The expense of this work is a part of the cost which has to be added to each printing and binding job and is a charge against allotments for that work. This procedure, as in the

case of private printing, is an unjust burden on the regular printing appropriations.

As a matter of fact, with the approval of the Joint Congressional Committee on Disposal of Useless Executive Papers, the Public Printer has been endeavoring to have the departments and establishments themselves dispose of much of their waste paper. This can be done at really less expense to the Government than has been entailed heretofore in the hauling of immense quantities of waste and refuse paper from the departments to the Government Printing Office to be baled here and then sold to contractors. The Government can not handle this waste at as low a labor or truck cost as can the general class of waste-paper dealers. The more practical as well as economical way of disposing of this waste is for the contractors themselves to collect it direct from the several departments and establishments rather than to put this office to the additional and wholly unnecessary expense of first collecting the waste and then having the contractors rehandle the entire mass.

But there is another and more important objection to the practice that has prevailed for several years of constituting the Public Printer as the official junk dealer for the various departments. That objection is based on the delays and handicaps this rapidly growing "side-line" is already causing in the real work for which this office was established by Congress. Much valuable space that is needed for the execution of the public printing and binding has had to be devoted to handling, baling, and storing this waste. The time of laborers and motor trucks, which could better be used for more important work, likewise has been largely taken up with this waste.

Much filth, discarded lunches, old clothing and shoes, and the general refuse of the departments have been found in the waste which comes largely from the waste baskets of the departments. This undesirable accumulation has attracted an army of rats and vermin to the buildings of the Government Printing Office. In fact, many of these pests have been brought to the building in the sacks of waste from the department buildings.

Therefore, it is highly essential to the health and welfare of this office as well as vital to its proper conduct as a printing plant and not a junk yard that the handling of departmental waste be either discontinued entirely or reduced to the lowest possible minimum, based upon only such waste paper as it may be found advantageous or profitable to the Government as a whole to dispose of in this manner.

#### LARGE COST OF AUTHORS' CORRECTIONS.

Special attention has been given to reducing the cost of authors' corrections, which is one of the banes of Government printing. For the last five years the cost of such corrections on proofs amounted

to \$987,539.68, a large part of which was a sheer waste of public funds due to carelessness or inaccuracy in the original preparation of copy. For the fiscal year 1921 the cost of authors' corrections amounted to \$228,597.30, as compared with \$240,058.30 for 1920. One department spent as high as \$24,537.89 for corrections. Congress, however, topped the list of 1920 corrections at a cost of \$35,368.52, against an expenditure for the same purpose in 1921 of \$27,110.94. The permanent conference on printing has taken up this subject with vigor, and the indications are that in the coming year expenditures for authors' corrections will be materially reduced.

Another source of waste in the public funds has been due to the so-called "rush" printing ordered by the departments. To cover the cost of handling this "rush" work the Government Printing Office has had to make an extra charge of 20 per cent, but this has not deterred some departments with ample funds on hand from ordering much of their work to be done under rush conditions, regardless of whether the job was actually an emergency one or not. Due to a determined effort to decrease the amount of "rush" work during the last three months of the year, the extra charge necessitated by this work was reduced to \$8,054.36, as compared with \$21,635.11 for the corresponding three months in 1920. The permanent conference on printing has also paid special attention to "rush" work, and the coming year will undoubtedly show an even greater reduction in the expenditures for this purpose. For the first four months since July 1 the rush-work charges against the departments amounted to only \$3,040.98, as compared with \$19,961.23 for the same period last year.

The cost of "rush" or 20 per cent extra charge work in 1921 was \$221,610.06, or  $1\frac{3}{4}$  per cent of the total charges, as compared with \$387,675.17, or 3 per cent of the total charges for 1920.

#### DECREASES IN THE SCALE OF CHARGES.

Owing primarily to decrease in the cost of paper and also to certain economies in the operations of the Government Printing Office, it has been possible to make several substantial reductions in the scale of charges. As has been noted, the charge for printing postal cards was reduced 36 per cent soon after I became Public Printer, thus effecting a saving to the Post Office Department of \$168,112 on that item alone.

The charge for composition was also reduced 10 cents per 1,000 ems, which benefited every department and establishment of the Government having printing done by this office.

While still fully compensating the Government for the cost of printing congressional speeches, a reduction of approximately 25 per cent was likewise made in the charge for printing speeches for

Members of Congress. This reduction, based on the amount of congressional orders received in the fiscal year 1920, will save approximately \$25,000 in the amount that Members of Congress pay out of their own pockets for printing extracts from the Congressional Record for personal distribution.

Documents bound for Senators and Representatives under authority of the act of March 1, 1907, permitting each Member of Congress to have one copy of any Government publication bound in material no more expensive than half morocco, numbered 16,320, of which the cost of binding was \$45,182.49.

In addition to the main plant of the Government Printing Office, the Public Printer also has charge of the branch printing and binding offices in the Library of Congress. The cost of operating the Library printing branch was \$64,332.08; the binding branch, \$127,007.77. There are about 25 employees regularly assigned to the Library printing branch and about 73 to the binding branch.

#### REDUCTION IN NUMBER OF EMPLOYEES.

The total number of employees was materially reduced during the year. The average number on the roll (not including the public-documents division) was 4,255, as compared with 4,765 in 1920, a decrease of 510 for the year. The average number actually working in the printing and binding divisions each day was 3,606, a decrease of 468 as compared with the previous year.

On June 30, 1921, there were 4,388 employees on both the productive and nonproductive rolls of the office, as compared with 4,720 the corresponding day last year, a decrease of 332. The number of employees, both productive and nonproductive, actually working on June 30, 1921, was 4,096, as compared with 4,314 on the corresponding day last year, a decrease of 218.

The turnover in personnel was approximately 25 per cent, the total separations of all classes of employees being 697. During the year 40 linotype operators left the service and 15 were appointed; 16 monotype keyboard operators resigned and 4 were appointed. A special effort is now being made to obtain linotype and intertype operators to man all the machines in the office on account of the vast quantity of copy on hand. However, strike conditions and keen competition for machine operators by commercial plants have somewhat handicapped this office in obtaining an adequate number of good operators, but the prospects are better for relieving this situation in the near future.

Plans for a further reduction in the force have had to be held somewhat in abeyance pending a more definite determination of the normal amount of work this office will be required to do with the cessation of all war-time activities. It had been hoped that the

force could be restored to its regular strength at the beginning of the fiscal year, but up to the present there has been little or no let-up in the amount of printing ordered by the departments, at least so far as composition is concerned. With the new appropriations available on July 1 the departments flooded this office with copy and have continued to stack up before our printers more than double the number of folios that were on hand at the same time last year. There has, however, been a decided let-up in work in prospect for the press and bindery divisions, owing to the smaller editions now being printed. As soon as the immense quantity of copy on hand is worked out there undoubtedly will have to be a reduction in at least the press and bindery forces.

Owing to the vast amount of work in hand and the present difficulty in obtaining additional and better qualified employees, it has been necessary to retain on the rolls a number of employees who are below a fair standard of efficiency. These will be replaced, however, as rapidly as conditions warrant. Whatever they produce is at least of some help under the circumstances. The emergency character of the work the office has had to do for some time has required the services of every employee, no matter how much or how little he might accomplish. It is expected, however, that the entire force will show a higher standard of efficiency the coming year. In fact, the average has been raised very commendably already. Some of the employees who failed to meet the requirements a short time ago have now developed into efficient workmen.

#### WAR-TIME EXECUTIVE ORDER EMPLOYEES.

Under appointment by authority of a war-time Executive order issued by the President on June 24, 1918, there are still approximately 700 employees, men and women, on the rolls of the office as skilled laborers. All but two of these appointments were made by my predecessor without regard to the civil service act and rules as authorized by the Executive order. The order was revoked by the President on May 16, 1921, since which time no appointments have been made to positions in this office except in accordance with the civil service act and rules.

These 700 Executive-order employees occupy a rather peculiar status, which in some ways is unjust to them and a handicap to the work of this office. In the President's order of May 16 revoking the authority under which they were appointed it was provided that such employees—

shall not hereby be given a competitive classified status, but may, in the discretion of the head of the department or independent establishment where now employed, continue in their present position or such allied positions as the [Civil Service] Commission may approve.

The commission has therefore held that employees appointed under the Executive order of June 24, 1918, "may not be regarded as having the same status for reinstatement, transfer, promotion, etc., as employees entering the service through regular competitive examinations," but in a further interpretation of this statement the commission advised the Public Printer that he may promote such employees to "any positions or any salaries as laborers, or promote them to positions of other designations which are ordinarily filled by promotion of persons appointed from the skilled-laborer register."

Another difficulty as to the Executive-order appointees lies in the determination of their status for retirement. The Public Printer has requested the Civil Service Commission to rule on this question, but as yet no decision has been announced. Pending a determination, skilled laborers of the Government Printing Office who were appointed under the Executive order above referred to have not participated in or received any of the benefits of the retirement act, which is an unfortunate discrimination against this large group of employees.

When the civil service employees' retirement act became effective on August 20, 1920, there were 317 employees on the rolls of this office subject to retirement in accordance with the provisions of that act. Of this number, 160 were retired on August 20, 1920, only 4 of whom failed to qualify for pensions. Up to July 1, 1921, the total number of retirements was 179, of whom 123 retired at the age of 65 years and 56 at 70 years, as provided by law for the mechanical and clerical forces, respectively. Included in these retirements were 28 employees who were separated from the service on account of disability. Two-year extensions, as authorized by the act, were granted to 164 employees up to July 1, these extensions having been approved in view of the special qualifications and physical fitness of each of the employees so retained in the service.

The retirement act has not been in operation long enough to fully determine all of its weak and strong points, but it is apparent already that even the maximum retirement pension of \$720 a year, which only 70 out of 179 received, is in many cases grossly inadequate compensation for employees who have devoted most of their lives to faithful service of the Government.

#### APPRENTICE SYSTEM TO BE RESTORED.

The subject of training apprentices in the various trades of the Government Printing Office was taken up near the close of the fiscal year, and the conclusion was reached that the apprenticeship system which was discontinued by this office more than 35 years ago ought to be reestablished. A plan for examining and appointing apprentices has been submitted to the Civil Service Commission. It is expected that a suitable examination will be held in the near future



and that the training of appointees thereunder can be started in a short time. Unfortunately, the printing act of 1895 limits the number of apprentices to 25. If the system proves as successful as it has generally in the printing trade, this limitation ought to be removed at an early date.

The Public Printer is heartily cooperating with the Federal Board for Vocational Education and the Veterans' Bureau in affording an opportunity for war veterans to receive vocational training in this office. Several veterans of the World War are now employed in the printing and foundry divisions and are making excellent records at their chosen work.

In this connection it may also be appropriate to state that there are now employed in the various divisions of the Government Printing Office approximately 20 veterans of the Civil War, 124 of the Spanish War, and 289 of the World War—a total of 433. Every employee who went from this office to the defense of his country and has since applied for reinstatement has been restored to his old or a better position. No ex-service man has been demoted or discharged except for good and sufficient cause and, I am glad to say, there have been but few of these unfortunate but unavoidable incidents. A number of the high ranking places in the office are now filled by veterans of the three wars under my appointment.

For several years, especially during the war, overtime, Sunday, and holiday work by the mechanics and laborers in the Government Printing Office was quite general. On taking charge of the office I at once directed that this extra work, which added greatly to the cost of printing, due to the higher rates of pay therefor, should be reduced to a minimum. Accordingly, the expenditures for overtime, Sunday, and holiday work during the last three months of the year were reduced to \$9,532.07, as compared with \$36,291.84 expended for that purpose in the corresponding period of the previous year. For the entire year the cost of overtime, Sunday, and holiday work amounted to \$90,287.24, as compared with \$303,473.83 for 1920.

#### ENFORCEMENT OF THE 8-HOUR LAW.

While the general 8-hour law has been observed in the Government Printing Office, except in case of an emergency, little consideration appears to have been given to the act of February 24, 1914, restricting the employment of women in any manufacturing, mechanical, or mercantile establishment in the District of Columbia to 8 hours a day or 48 hours a week. No notices had been posted in the plant concerning these hours for women as required by law. Therefore on May 3 an order was issued by the Public Printer directing strict compliance with the provisions of the 8-hour law, especially as to the

employment of women. Inasmuch as there are more than a thousand women on the rolls of the Government Printing Office, their protection by the 8-hour law is a matter of vital concern to them and to the office.

#### EMERGENCY HOSPITAL FOR EMPLOYEES.

The Government Printing Office is especially proud of the fact that it has the first emergency hospital equipped by any Government establishment in Washington for the humane care of employees who may be injured or suddenly become sick in the service. During the year 4,524 cases were treated by the physicians in charge. This is an increase of 98 cases over the previous year. Of these cases, 1,596 were surgical, requiring 1,943 redressings, and 2,928 were medical. In 2,788 cases the employees were able to remain at their work after treatment, which, of itself, fully compensates the office for the expense of equipping and maintaining the hospital. It was found necessary to send 140 cases to outside hospitals for medical or surgical attention. On account of the prompt service of the plant hospital and its effectiveness in treating the employees, the Government was required to expend only \$1,867.56 during the year as compensation for injuries received in line of duty in the Government Printing Office. Included in the injuries were 139 incised wounds, 253 lacerated wounds, 237 contused wounds, 185 abrasions, 171 infected wounds, 67 punctured wounds, 109 sprains, 90 burns, and 9 fractures or dislocations.

On account of the overcrowded condition of the present small emergency room, an additional hospital room is being constructed especially for the treatment of women employees. This room will be equipped with every convenience of a hospital ward, including shower bath, and provided with three additional beds for patients.

#### WORK OF PUBLIC DOCUMENTS DIVISION.

Next in importance to the printing of Government publications is their distribution. This extensive activity of the Government Printing Office is under the direction of the Superintendent of Documents, who has a force of 236 employees constantly engaged in the sale, distribution, and cataloguing of public documents. The total expenditures for the documents division, exclusive of the cost of publications reprinted for sale, for the year was \$416,434.90, as compared with \$380,694.44 for 1920. A large item in this expenditure is the cost of publications for depository library distribution, over which the Superintendent of Documents has no control. Publications reprinted for sale cost \$206,473.76, which is paid from the receipts of sales by the documents office.

The following statistical summary will give some idea of the work of the documents division during the year:

## Publications distributed:

Departmental orders.....	41,905,364
Cash orders.....	6,631,142
Libraries—	
Designated depositories.....	1,420,927
Geological depositories.....	7,975
Official Gazette depositories.....	111,014
Miscellaneous.....	21,083
	<hr/>
	1,560,999
Officials and departments.....	41,407
Legations.....	49,458
Catalogues and price lists.....	253,205
Miscellaneous.....	33,026
Condemned—	
From departmental stock.....	407,424
From Superintendent of Documents' stock.....	538,149
	<hr/>
	945,573

Total distribution..... 51,420,174

## Letter mail received:

Cash orders.....	235,507
Letters of inquiry.....	127,152
	<hr/>
	362,659

## Official catalogues issued:

Monthly catalogues.....	12
Index to monthly catalogues.....	1
Document index schedules.....	2
Document indexes.....	2

Price lists issued..... 43

Mailing lists maintained (including over 1,000,000 names)..... 1,125

Names added.....	206,427
Names dropped.....	222,848

That general interest in Government publications is rapidly increasing every year is indicated by the sales. This has become a large business in itself without the aid of advertising or other modern business methods to create a popular demand for the "best sellers" bearing the Government imprint. The total sales by the Superintendent of Documents for the year included 6,631,142 publications, an increase of 735,672 over the preceding year. The receipts from sales amounted to \$293,371.63, an increase of \$61,839.42 for the year. In connection with these sales, the documents office received and handled 362,659 letters, an increase of 40,841 over 1920 and of 97,487 over 1919.

The local sales of Government publications has grown rapidly with the establishment of extensive information bureaus and headquarters of various national organizations in Washington. To handle this constantly increasing trade in Government publications the

Superintendent of Documents was directed to equip and maintain what is, in fact, a retail bookstore on the first floor of the public documents building. The Government book stock will there be more accessible to the public, which formerly had to chance a ride in a freight elevator to the sixth floor of the documents building.

This Government bookshop is about to begin business and ought to prove a great convenience to the public. In connection with the sale of public documents the clerks in charge will also maintain a reference and information service as to Government publications. It is hoped that in time this service will prove of great value not only to Government employees desiring expert advice on the publications of this office but also to the general public. All are welcome at any time to call upon the service for such help as may meet their needs.

The biggest job that the Superintendent of Documents has to do, however, is the distribution of publications which he is required by law to keep in stock and mail for the various departments and other establishments of the Government except Congress itself. At the beginning of the fiscal year the documents division had 29,079,322 publications in stock to the credit of these departments. To this number 44,903,098 were added during the year. From this total stock 41,905,364 publications were mailed and 407,424 were withdrawn as obsolete or in excess. This left a stock on hand at the close of the year of 31,669,032 publications, an increase of 2,590,310 over the beginning of the year. Along with the publications thus distributed for departments the Superintendent of Documents sent out 2,446,720 inclosures on one subject or another.

#### TREMENDOUS WASTE IN PUBLICATIONS.

This tremendous stock of publications, which is growing larger every year, indicates that some of the agencies of the Government have greatly overreached themselves in orders for printing. In recent years millions of these publications have become obsolete or useless before they are ever taken from the shelves and bins of the public documents office. Consequently hundreds of thousands of dollars have been utterly wasted in such printing.

It is believed that a more general adoption of the policy of selling Government publications at cost will largely remedy the present waste through almost unlimited printing by certain departments for free public distribution. In the past the Superintendent of Documents has had little or no control over the stock of publications which he is required to keep subject to orders from the departments. The result has been the gradual accumulation of the present immense quantity of publications, millions of which are either obsolete,

valueless, or in excess of all reasonable requirements for proper distribution.

Another phase of the work of the documents division is its distribution of Government publications to libraries, especially to the designated depository libraries. This, in my opinion, is the most important duty the Superintendent of Documents has to perform and it is one in which he should be given every support and encouragement. The placing of even one Government publication in a public library is of far greater benefit than the indiscriminate distribution of 1,000 other copies.

The regular depository libraries now include 473 libraries out of a total possible designation by Members of Congress of about 663. To these libraries were sent during the year 1,420,927 Government publications, the cost of printing and binding of which was \$157,603.15. The documents office also sent out 21,083 publications on miscellaneous requests from other libraries. The distribution to Patent Gazette depositories included 111,014 publications, and to the geological depositories 7,975 publications of the Geological Survey.

#### SELECTION PLAN FOR LIBRARY DISTRIBUTION.

The avalanche of Government publications which now annually descends upon the depository libraries of the country again emphasizes the importance of permitting these libraries to make selection of such Government publications as will be of service to their particular localities. Only a few of the libraries in the larger cities can now provide shelf room for anywhere near complete sets of the publications of the United States Government. In view of this situation, the Public Printer has under consideration a selection plan for depository library distribution which, with the approval of the Joint Committee on Printing, it is hoped to put into effect at an early date.

The Public Printer and the Superintendent of Documents also have under consideration the establishment of a special information service for which there has been a universal demand on the part of the librarians who desire prompter and more complete information concerning the printing and publishing activities of the Government. This office is firmly of the opinion that such a service is properly a function of the public documents office and can be better operated there and with less duplication of work than by any other agency of the Government. In fact, the public documents office is now largely engaged in library information service in connection with its supervision over the designated depository libraries. The creation of a special library information unit would simply be a logical outcome of its present activities.

The public documents office is also occupied in another service for libraries and readers of Government publications in the preparation

of special catalogues and indexes which are the sole guide to the almost interminable labyrinths wherein are stored the millions of publications that have been issued by the Government, dating back to the First Congress.

#### INADEQUATE PAY OF CATALOGUERS.

It is extremely unfortunate that the pay authorized by Congress for these indexers and cataloguers has been insufficient to obtain enough help for a number of years to keep this highly important work up to date. I have therefore made a special recommendation, through the Bureau of the Budget, that the number and salaries of cataloguers be increased so as to secure adequate and competent help to expedite the work of preparing catalogues for the use of the Government itself and the libraries of the country. This work is practically six years behind the requirements of the law, due to the inability of this office to obtain enough cataloguers at the prevailing low salaries. Sufficient progress has, however, been made on the Document Catalogue for the Sixty-fourth Congress to make sure that it will be sent to press by January 1.

In addition to the big biennial catalogue the documents office also issues a monthly catalogue with annual index, a congressional document index by sessions, and numerous price lists, which have been much used as subject bibliographies by libraries and the public. These publications are kept up to date and are highly regarded by all readers and students of Government publications.

The public documents office, in connection with its cataloguing and indexing work, has accumulated the most complete set of Government publications in existence. This library now has 298,142 publications of the United States Government, the increase during the year having been 19,687 publications and 933 maps. The library will be of special value also in connection with the proposed information service. Under certain necessary restrictions, it is open to qualified persons for research work, and, in fact, is much used for that purpose.

In outlining his work for the coming year the Superintendent of Documents has proposed the following program, which meets with the hearty approval of the Public Printer:

1. Closer contact with the libraries through the issuance of monthly or semi-monthly notes of interest.
2. The selective privilege for the depository libraries.
3. Daily, instead of monthly, shipments of publications to depositories.
4. Arrangements with the departments for curtailing free distribution and the adoption of a general sales policy.
5. Extending the deposit system to prevent the delay occasioned by writing for price of publications and then remitting, on account of the ruling which prevents shipment of publications in advance of payment.

## MAINTENANCE, REPAIR, AND UPKEEP OF BUILDINGS.

The successful operation of the Government Printing Office depends finally upon the efficiency of its buildings division, which has charge of the maintenance, repair, and upkeep of the buildings, machinery, and equipment of this great establishment. This division includes an engineering section with 65 employees, machine section with 36 employees, electrical section with 75 employees, buildings section with 25 employees, carpenter and paint section with 25 employees, sanitary section with 70 employees, and watch section with 60 employees.

This force, in addition to the work connected with the Government Printing Office plant, also furnishes heat, light, and power for the city post office, which is connected with the Government Printing Office by a subway.

The entire expenditure of the buildings division for the year, including wages, supplies, materials, leave, and holidays, was \$699,734.54, a decrease of \$20,715.65, as compared with the preceding year.

Based on a floor space of 599,752 square feet and a total upkeep expenditure of \$286,710.64, including repairs, sanitary service, and power for manufacturing purposes, the cost per square foot was 48.15 cents. As fully 50 per cent of the power plant cost was due to steam and electric current generated for manufacturing purposes, the total cost comparable with that for an office building is properly reducible to \$209,930.69, or 35.10 cents per square foot.

Aside from the actual raising of the roof for the attic alteration and the reinforcement of the eighth floor, as already discussed in this report, much of the work in connection with that improvement was done by the buildings division, including all the steam heating, plumbing, electric lighting, and installation of new equipment.

Advantage was taken, in connection with the eighth floor or attic alteration, of the opportunity to change the entire steam-heating of the building to a vacuum system. In so doing all the main pipes were removed from the top floor. The new vacuum system will effect a considerable saving of coal, besides giving far better service in heating the entire building.

The electric power plant operated by the buildings division produced a total of 4,424,981 kilowatt-hours, as compared with 4,453,438 the previous year. Of this amount the Government Printing Office consumed 2,851,246 kilowatt-hours, a decrease of 48,550 from the preceding year, while the city post office used 1,573,735 kilowatt-hours, or an increase of 20,092 over the preceding year. This plant also furnished the city post office with 31,484,656 pounds of steam at a total cost of \$23,229.16, an increase of \$3,093.92 for the year.

The total cost of operating the entire power plant for the year was \$209,082.75, an increase of \$37,687.85, as compared with the previous year, \$8,185.12 of this increase being due to the city post office service. If this extra service to the city post office continues to increase, the machinery of the Government Printing Office power plant will soon be taxed to capacity.

#### PROBLEM OF CITY WATER CONSUMPTION.

The water consumption by the Government Printing Office, including its condensing plant, has been reduced from an average for the year of 2,038,600 gallons per day to an average of 1,543,000 gallons per day. Several years ago the plant used from 2,500,000 to 3,000,000 gallons of filtered water. All of this water is obtained from the municipal system.

When the water supply of the District became serious last summer every effort was put forth by this office to reduce its consumption to a minimum. Investigation was also started to ascertain the feasibility and cost of providing another source of supply so as to relieve the city water mains of the drain of a large part of the million and a half gallons required daily for the operation of the printing plant. Plans are now under consideration with the Architect of the Capitol which may result in the Government Printing Office obtaining either its water or power both through the Capitol plant.

One proposition contemplates a connection between the Government Printing Office and the Capitol power plants so that the latter would furnish the electric current, leaving the plant of this office for steam operations only. This would save approximately 800,000 gallons of water a day, as the industrial departments of the Government Printing Office would still require about 500,000 gallons of filtered water from the municipal mains.

Another plan includes both electric current and steam to be supplied by the Capitol power plant, thus practically shutting down the plant of the Government Printing Office, with an estimated saving of about 1,000,000 gallons of city water per day. About 200,000 gallons, however, would have to be taken from the District supply daily, even under this plan.

Still another plan proposes that steam for heating and industrial purposes and electric current shall be obtained from the Capitol plant, and an adequate water main be laid from the Capitol power plant to the Government Printing Office. This plan would shut off practically all the city water from the Government Printing Office with the exception of a small amount required for drinking purposes.

The fourth plan requires the installation of a cooling tower with condensers, eliminating the excess water now used for condensing



purposes, which would save about 800,000 gallons a day and still continue the operation of the Government Printing Office plant as at present.

The last plan is to lay a separate water main from the Capitol plant's pumping station on the river front direct to the Government Printing Office and connect up with the Capitol power plant merely for the purpose of furnishing such electric current and steam as may be needed for the operation of the Government Printing Office. Under this plan the office would use a small quantity of city filtered water only for drinking purposes.

The adoption of either of these plans would not only relieve the water supply of the city, but should also result in a decided economy by consolidating the power plants of this office and the Capitol and thus doing away with much of the present duplication of costly engines, generators, boilers, and other equipment and expenses incident to the production of power by the present separate plants. There could also be a large saving in the cost of fuel alone, inasmuch as coal for the Government Printing Office has to be hauled by trucks to the plant, while delivery is made to the Capitol plant from trackage. Incidentally, the discontinuance of the Government Printing Office power plant, in whole or in part, would result in a corresponding decrease in the unavoidable smoke nuisance in this neighborhood, which is particularly desirable on account of proximity to large schools and a thickly settled residential section.

Inasmuch as the Government Printing Office is really a part of the legislative establishment of the Government and a large share of its work is connected with the Capitol through the activities of Congress, I am of the opinion that a consolidation of the two power plants under the direction of the congressional commission in charge of the Capitol power plant and the Architect of the Capitol, would be a most commendable economy and a highly desirable service to the District of Columbia in relieving its already overtaxed water system.

#### SAVINGS BY USE OF SPECIAL MACHINERY.

Special attention was given to the machine work of the office during the closing months of the year. It is the desire and purpose of the Public Printer to make the printing plant practically self-sustaining so far as most of the repairs to its machinery and equipment are concerned. It is also hoped that in the future considerable of our special machinery requirements will be handled successfully by the draftsmen and machinists of this office.

On account of the high prices demanded for monotype keyboard paper, which jumped from 6 to 14 cents per pound, I directed the buildings division to devise and construct a machine for the cutting and perforation of this special paper, of which the office uses more

than 60,000 pounds a year. This machine has reached a stage of perfection where I am justified in predicting its successful operation at a substantial saving to the Government within a very short time.

Another step toward the production of materials and equipment for the use of this plant was taken in the purchase of a milling machine for the use of the linotype machine section. This machine was purchased in May, at a cost of \$2,100, and has already saved the office more than \$1,500 in the manufacture of new parts and the repair of old parts for the linotype section. The purchase of the milling machine was prompted especially by the fact that manufacturers of parts required by certain typesetting machines in this office had increased their prices in some instances 300 to 400 per cent; for example, one minor part which was quoted in 1919 at \$4.46 was listed in 1920 at \$18. Since January 1, 1921, the linotype machine section has repaired and made new parts that would have cost \$7,269.58 if purchased commercially.

In addition to 164 jackets calling for new work or alterations, the general machine shop of the plant handled 12,520 jobs during the year, covering work of every description in the machine trade from ordinary adjusting to practically rebuilding printing-press machinery.

The carpenter shop completed 12,986 jobs, including the use of 57,769 feet of new lumber. By utilizing old boxes 231,897 feet of lumber were reclaimed for the making of 20,935 postal card boxes and crates. The value of this reclaimed lumber is estimated at \$19,931.82.

The electrical section handled a total of 19,242 jobs, including all kinds of electrical repair work, from changing of lights and repairing motors to large installations.

The engineer section completed 18,243 jobs, including steam-fitting, plumbing, air lines, pneumatic tubes, and general engineering work.

#### NEED FOR REVISION OF THE PRINTING LAWS.

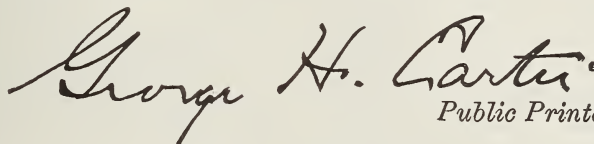
Other than the suggestions already included in this report, I do not desire to submit any further recommendations at this time, except to give my unqualified indorsement for an early and complete revision of the laws relating to the public printing and binding along the lines of the bill as proposed several years ago by Senator Reed Smoot, the able former chairman of the Printing Investigation Commission and the Joint Committee on Printing, whose great knowledge of Government publications and persistent demands for economies in the public printing have saved the taxpayers of this country many millions of dollars. This legislation has either been pending before or passed by one House or the other in several Congresses. It will save the Government a large amount of money every

year as well as admit of a more businesslike and efficient administration of the public printing and binding if enacted into law. Whenever the committees of Congress may desire to take up the bill for consideration again I will be glad to submit such recommendations as this office may desire to make at that time.

In accordance with the provisions of the second deficiency act, fiscal year 1921, approved June 16, 1921, the Public Printer has decided to discontinue the printing of such other and additional reports for the fiscal year ended June 30, 1921, as have usually been submitted concerning the business of the Government Printing Office. The original copy of such reports will, however, be kept on file in the office of the Public Printer for public inspection, as provided for by said act.

Appended hereto are several statistical tables and financial statements which may be of service in the consideration of this report.

Respectfully submitted.

  
Public Printer.



# STATISTICAL TABLES.

TABLE NO. 1.—*Financial statement for the fiscal year ended June 30, 1921.*

	Resources.	Disbursements.	Unexpended balances.
APPROPRIATION 1919.			
Public printing and binding:			
Balance July 1, 1920.....	\$2, 234, 594. 68		
Amounts transferred on books of Treasury through auditor's settlements, being printing for departments or bureaus payable from various appropriations.....	2. 10		
Disallowances deposited.....	11. 49		
Transferred to printing and binding, 1921.....		\$5, 220. 99	
Disbursed for material and supplies.....		9, 410. 19	
Disbursed for paper.....		34, 107. 93	
Total.....	2, 234, 608. 27	48, 739. 11	\$2, 185, 869. 16
Leaves of absence, Government Printing Office:			
Balance July 1, 1920.....	14, 182. 18		14, 182. 18
Salaries, office of Public Printer:			
Balance July 1, 1920.....	12, 776. 67		12, 776. 67
Payment for holidays, Government Printing Office:			
Balance July 1, 1920.....	13, 762. 84		13, 762. 84
Salaries, office of Superintendent of Documents:			
Balance July 1, 1920.....	13, 085. 08		13, 085. 08
General expenses, office of Superintendent of Documents:			
Balance July 1, 1919.....	8, 067. 31		8, 067. 31
Increase of compensation:			
Balance July 1, 1919.....	5, 042. 37		5, 042. 37
APPROPRIATION, 1920.			
Public printing and binding, 1920:			
Balance July 1, 1920.....	2, 612, 726. 79		
Amounts transferred on books of Treasury through auditor's settlements, being printing for departments or bureaus payable from various appropriations.....	279, 929. 05		
Deposit to credit of appropriation by sundry disbursing officers and individuals for printing done and for proceeds of sales of certain documents.....	131, 728. 49		
Transferred from general expense office of Superintendent of Documents.....	33, 167. 59		
Disallowances deposited.....	35. 54		
Disbursed for paper.....		2, 314, 528. 69	
Disbursed for lithographing and engraving.....		95, 349. 89	
Disbursed for material and supplies.....		358, 244. 01	
Disbursed for labor during fiscal year.....		187, 729. 15	
Total.....	3, 057, 587. 46	2, 955, 851. 74	101, 735. 72
Leaves of absence, Government Printing Office:			
Balance July 1, 1920.....	14, 155. 63		
Disallowances deposited.....	. 20		
Disbursed during fiscal year.....		11, 566. 10	
Total.....	14, 155. 83	11, 566. 10	2, 589. 73
Salaries, office of the Public Printer:			
Balance July 1, 1920.....	18, 220. 42		
Disbursed during fiscal year.....		8, 515. 15	
Total.....	18, 220. 42	8, 515. 15	9, 705. 27
Payment for holidays, Government Printing Office:			
Balance July 1, 1920.....	44, 078. 10		
Disbursed during fiscal year.....		15, 854. 64	
Total.....	44, 078. 10	15, 854. 64	28, 223. 46
Salaries, office of Superintendent of Documents:			
Balance July 1, 1920.....	24, 766. 82		
Disbursed during fiscal year.....		7, 929. 74	
Total.....	24, 766. 82	7, 929. 74	16, 837. 08

TABLE NO. 1.—Financial statement for the fiscal year ended June 30, 1921—Continued.

	Resources.	Disbursements.	Unexpended balances.
APPROPRIATION, 1920—Continued.			
General expenses, office of Superintendent of Documents:			
Balance July 1, 1920.....	\$51,912.36		
Transferred to public printing and binding.....		\$33,167.59	
Disbursed during fiscal year.....		1,833.09	
Total.....	51,912.36	35,050.68	\$16,861.68
Increase of compensation:			
Balance July 1, 1920.....	3,939.69		
Drawn from Treasury.....	31,200.00		
Disbursed during fiscal year.....		35,063.98	
Total.....	35,139.69	35,063.98	75.71
APPROPRIATION 1921.			
Public printing and binding:			
Appropriation act July 1, 1920.....	5,783,710.00		
Deficiency act Mar. 1, 1921.....	202,800.00		
Deficiency act June 16, 1921.....	319,000.00		
Transferred from public printing and binding 1919.....	5,220.99		
Amounts transferred on books of Treasury through auditor's settlements, being printing for departments or bureaus payable from various appropriations.....	3,298,462.01		
Deposit to credit of appropriation by sundry disbursing officers and individuals for printing done and for proceeds of sales of certain documents.....	1,928,091.53		
Transferred from general expense, office of Superintendent of Documents.....	186,272.29		
Disallowances deposited.....	2.88		
Disbursed for labor during fiscal year.....		4,820,863.73	
Disbursed for paper.....		3,037,732.36	
Disbursed for lithographing and engraving.....		160,881.40	
Disbursed for material and supplies.....		610,318.17	
Disbursed for night messenger service.....		2,800.00	
Disbursed for payment to Joseph L. Pearson, for printing done for the United States Supreme Court.....		10,454.41	
Transferred to interior civil ledger.....		91,666.66	
Total.....	11,723,559.70	8,734,716.78	2,988,842.92
Leaves of absence, Government Printing Office:			
Appropriation act July 1, 1920.....	560,000.00		
Deficiency act Mar. 1, 1921.....	75,000.00		
Disallowance deposited.....	2.12		
Disbursed during fiscal year.....		611,882.72	
Disbursed to interior civil ledger.....		12,833.33	
Total.....	635,002.12	624,716.05	10,286.07
Salaries, office of the Public Printer:			
Appropriation act July 1, 1920.....	212,190.00		
Disallowance deposited.....	10.84		
Transferred to interior civil ledger.....		4,667.89	
Disbursed during fiscal year.....		183,866.59	
Total.....	212,200.84	193,534.48	18,666.36
Payment for holidays, Government Printing Office:			
Appropriation act July 1, 1920.....	300,000.00		
Deficiency act Mar. 1, 1921.....	19,000.00		
Deficiency act June 16, 1921.....	16,383.63		
Transferred to interior civil ledger.....		6,875.00	
Disbursed during fiscal year.....		311,355.44	
Total.....	335,383.63	318,230.44	17,153.19
Salaries, office of Superintendent of Documents:			
Appropriation act July 1, 1920.....	215,393.20		
Transferred to interior civil ledger.....		4,936.09	
Disbursed during fiscal year.....		190,368.28	
Total.....	215,393.20	195,304.37	20,088.83
General expenses, office of Superintendent of Documents:			
Appropriation act July 1, 1920.....	165,000.00		
Deficiency act Mar. 1, 1921.....	50,000.00		
Deficiency act June 16, 1921.....	7,500.00		
Transferred to public printing and binding 1921.....		186,272.29	
Disbursed during fiscal year.....		6,047.17	
Total.....	222,500.00	192,319.46	30,180.54

TABLE NO. 1.—Financial statement for the fiscal year ended June 30, 1921—Continued.

	Resources.	Disbursements.	Unexpended balances.
APPROPRIATION, 1921—Continued.			
Increase of compensation:			
Drawn from Treasury.....	\$1,005,816.27		
Disbursed during fiscal year.....		\$1,001,267.75	
Total.....	1,005,816.27	1,001,267.75	\$4,548.52
APPROPRIATION 1921-22.			
Public printing and binding:			
Deficiency act June 16, 1921.....	169,502.70		
Disbursed for night messenger service.....			
Total.....	169,502.70	169,502.70	166,702.70

## RECAPITULATION.

Total paid for printing for United States Supreme Court.....	10,454.41
Total paid for labor during fiscal year.....	15,100,259.59
Total paid for material and supplies.....	977,972.37
Total paid for lithographing and engraving.....	256,231.29
Total paid for paper.....	5,386,368.98
Total paid for night messenger service.....	2,800.00
Transferred.....	5,220.99
Total paid for printing and binding.....	11,739,307.63
Total paid for salaries during fiscal year.....	2,202,049.63
Total paid for leaves of absence during fiscal year.....	366,282.15
Total paid for holidays during fiscal year.....	434,085.08
Total paid for salaries, office Superintendent of Documents.....	203,234.11
Total paid for general expenses, office Superintendent of Documents.....	227,370.14
Total paid for increase of compensation.....	1,036,331.73
Grand total.....	14,378,660.47
<sup>1</sup> Includes amount paid to retirement fund.....	91,666.66
<sup>2</sup> Includes amount paid to retirement fund.....	4,667.89
<sup>3</sup> Includes amount paid to retirement fund.....	12,833.33
<sup>4</sup> Includes amount paid to retirement fund.....	6,875.00
<sup>5</sup> Includes amount paid to retirement fund.....	4,936.09
Total paid to retirement fund.....	120,978.97

## RESOURCES.

Public printing and binding, 1921:	
Balance July 1, 1921.....	2,988,842.92
Amount due on account of repayment to appropriation July 1, 1921.....	475,000.00
Total.....	3,463,842.92

## LIABILITIES.

Wages earned and unpaid July 1, 1921.....	\$187,503.15
Outstanding orders July 1, 1921, subject to 10 per cent over and under.....	993,734.27
	1,181,237.42
Net balance July 1, 1921.....	2,282,605.50

TABLE NO. 2.—Moneys received in fiscal year ended June 30, 1921, the source, and Treasury deposit.

1917.

Deposited to the credit of appropriation for public printing and binding, auditor's disallowance... \$36.82

1918.

Deposited to the credit of appropriation for public printing and binding, auditor's disallowance... .12

1919.

Deposited to the credit of appropriation for public printing and binding, auditor's disallowance..... \$4.35  
 Refund—American Railway Express..... 7.14

11.49

TABLE No. 2.—Moneys received in fiscal year ended June 30, 1921, the source, and Treasury deposit—Continued.

1920.		
Deposited to the credit of appropriation for public printing and binding:		
Reprints under act of Mar. 28, 1904.....	\$37,047.33	
Printing for United States Board of Mediation and Conciliation.....	8.00	
Printing for Post Office Department.....	85,387.76	
Printing for Commission of Fine Arts.....	13.59	
Printing for War Department.....	8,101.20	
Printing for United States Railroad Administration.....	2,882.27	
Printing for United States Shipping Board.....	33,361.16	
Printing for Efficiency Bureau.....	70.43	
Printing for Treasury Department.....	26.42	
Printing for United States Grain Corporation.....	4.61	
Printing for United States Railroad Labor Board.....	1,660.72	
Printing for Navy Department.....	2,195.02	
Printing for Pan American Union.....	1,841.96	
Printing for Secretary of the Senate.....	39.37	
Auditor's disallowance.....	135.54	
Lanston Monotype Machine Co. (spools and cores).....	204.80	
Barrett & Co. (drum).....	25.00	
		\$173,005.18
Deposited to the credit of appropriation for leaves of absence, Government Printing Office, auditor's disallowance.....		
		.20
1921.		
Deposited to the credit of appropriation for public printing and binding:		
Reprints under act of Mar. 28, 1904.....	\$181,513.23	
Printing for Post Office Department.....	1,298,343.17	
Printing for War Department.....	42,243.94	
Printing for United States Railroad Administration.....	31,041.54	
Printing for United States Shipping Board.....	307,622.59	
Printing for Navy Department.....	2,605.28	
Printing for State Department.....	4,822.03	
Printing for Commissioners, District of Columbia.....	28.59	
Printing for House of Representatives.....	324.15	
Printing for Superintendent of State, War, and Navy Buildings.....	1,112.74	
Printing for Department of Agriculture.....	383.58	
Printing for Governor of Hawaii.....	137.47	
Printing for Commission of Fine Arts.....	703.43	
Printing for Department of Justice.....	324.21	
Printing for Pan American Union.....	4,191.73	
Printing for United States Board of Mediation and Conciliation.....	82.63	
Printing for Smithsonian Institution.....	6.08	
Printing for Department of the Interior.....	161.58	
Printing for Secretary of Senate.....	107.26	
Printing for Bureau of Efficiency.....	287.43	
Printing for Public Buildings Commission.....	23.53	
Printing for Lincoln Memorial Commission.....	70.62	
Printing for Treasury Department.....	1,357.52	
Printing for Alien Property Custodian.....	1,773.19	
Printing for United States Railroad Labor Board.....	1,310.67	
Pennsylvania Railroad Co. (damaged machinery).....	12.75	
Kutztown Publishing Co. (crating).....	65.00	
E. M. Moers Sons (crating).....	12.20	
P. S. Francis (crating).....	15.00	
Barrett & Co. (drum).....	25.00	
Bergsrom Paper Co. (discount).....	254.90	
Lanston Monotype Machine Co. (spools).....	274.60	
Meikle & Wood (discount).....	53.36	
Republic Bag & Paper Co. (penalty).....	173.20	
Auditor's disallowances.....	2.88	
		1,881,467.08
1921.		
Deposited to the credit of appropriation for leaves of absence, Government Printing Office, auditor's disallowance.....		
		\$2.12
Deposited to the credit of appropriation for salaries, office of the Public Printer, auditor's disallowance.....		
		10.84
Deposited to the credit of receipts from miscellaneous sources:		
Printing speeches.....	\$53,795.72	
Sales of extra documents.....	32,794.92	
Sales of documents.....	50,000.00	
Sales of condemned machinery, materials, etc.....	1,888.96	
Sales of leather scraps.....	34.82	
Sales of refuse wood.....	3,739.53	
Sales of waste paper.....	261,151.53	
Sales of waste metal.....	3,945.10	
Proceeds of waste gold.....	1,759.39	
Refund on damaged goods.....	1.53	
		\$409,111.55
Total.....		2,463,645.40



TABLE No. 3—*Production of principal items entering into printing and binding in fiscal years 1919, 1920, and 1921.*

Item.	1919	1920	1921
<b>Main office and branch offices:</b>			
Total charges for printing and binding.....	\$12,774,712.34	\$12,589,571.79	\$12,876,362.86
Jackets written.....	56,339	64,440	56,521
Estimates written.....	39,066	51,985	49,687
Bills computed.....	70,017	73,342	69,215
<b>Main office:</b>			
Total number of ems set.....	2,492,564,700	2,694,226,900	2,221,615,200
Tabular matter in total ems..... per cent..	36	33	37
Of total ems—			
Linotype machines set.....do.....	42	44	40
Monotype machines set.....do.....	57	55	59
Hand compositors set.....do.....	1	1	1
Hours of time work in composing sections.....	336,743	367,600	301,228
Electrotype and stereotype.....square inches.....	15,313,444	15,692,960	11,906,034
Postal cards printed.....	271,929,600	699,300,420	1,272,345,782
Money-order books shipped.....	602,800	773,930	858,583
Forms sent to press.....	255,213	201,480	167,635
Actual impressions in main pressroom.....	778,529,617	707,037,654	539,006,372
Chargeable impressions in main pressroom.....	2,221,884,641	2,603,602,730	2,317,644,449
Sheets folded by machine.....	270,749,433	230,216,912	193,327,985
Signatures gathered by machine.....	168,255,909	141,777,768	109,646,295
Tips made by machine.....	12,385,737	3,601,230	3,471,786
Copies wire-stitched.....	83,651,338	57,142,305	45,880,416
Copies paper-covered.....	9,140,470	6,782,731	5,591,499
Books and pamphlets trimmed.....	144,325,539	84,549,380	63,286,309
Sheets cut.....	541,202,684	467,649,977	382,201,101
Books rounded and backed.....	2,424,239	1,481,844	1,264,088
Books marbled and edged.....	244,700	221,649	233,261
Stamping impressions.....	4,160,213	3,026,822	2,268,401
Books cased in.....	2,538,849	1,574,682	1,377,314
Indexes cut.....	280,149	210,383	208,540
Sheets passed through ruling machines.....	52,131,676	43,401,288	38,877,279
Signatures sewed.....	123,225,438	94,875,192	75,537,845
Copies punched or drilled.....	241,706,081	108,541,046	97,656,073
Sheets or lines perforated.....	13,924,445	15,890,888	14,159,392
Tablets made.....	6,335,826	4,449,865	4,121,102



## PRODUCTIVE.

Division, office, or section.	Salaries, wages, material, and supplies for maintenance and operation.		Overhead charges on material, and supplies.		Repairs, new work, miscellaneous charges, gas, and power.	Stock issued, illustrations ordered, and outside purchases vouchered.	Reconciliation from between issues, orders, and same items computed.	Total.	Credits by work for other sections.	Total productive division expense.
	Per cent.	Amount.	Per cent.	Amount.						
Job.....	\$185,879.53	39.2545	\$72,986.20	\$18,430.31				\$12,465.58	\$265,310.40	
Linotype.....	464,318.51	39.0150	181,283.18	483,793.54				86,018.31	1,043,386.95	
Monotype.....	748,277.48	38.4562	287,714.40	717,738.13				195,734.70	1,558,065.31	
Hand.....	298,876.46	40.0896	107,791.59	47,124.26				252,714.23	171,078.08	
Proof.....	486,090.65	33.0812	189,484.65	349.91				676,424.64		
Foundry.....	196,256.66	36.9967	72,586.87	14,236.34				283,089.87	69,702.57	
Press.....	776,525.07	36.7867	283,451.50	139,691.96		\$1,151.39		1,195,059.92	27,758.17	
Pamphlet binding.....	519,446.81	39.2432	203,847.84	139,491.96		19,895.80		753,638.51	4,259.50	
Rolling and sewing.....	342,551.09	41.1976	141,123.15	13,911.80		173,152.40		13,345.88	830,294.64	
Forwarding and finishing.....	391,341.53	41.5275	175,580.58	37,925.32		239,892.47		17,455.26	567,392.56	
Money order.....	102,291.42	32.5431	8,823.22	3,358.82		124,595.00		3,332.75	160,556.63	
Postal card.....	267,291.91	26.0283	26,624.75	7,692.33		877,468.39		5,549.60	1,008,427.29	
Library printing branch.....	35,401.91	29.8505	10,570.84	1,283.41		43,189.36		26,113.44	61,332.08	
Library binding branch.....	90,136.32	29.1362	26,262.37	1,424.63		12,510.71		11,257.94	8,826.26	
Roller.....	8,861.65	31.4242	2,163.94	232.95				90,445.52	108,427.29	
Metal.....	11,211.01	31.7242	3,557.56	1,892.75				16,604.32	16,604.32	
Legislative detail, chargeable.....	19,550.53	18.4776	3,612.47	8.75		196.47		23,368.22	23,368.22	
Purchasing (productive).....	20,578.51	20.0169	4,113.19	269.07				24,966.77	24,966.77	
Stores (productive).....	95,916.63	35.5195	34,069.14	61,530.39		1,039.01		1,296.47		
Paper stock—press division.....						3,876,484.24		4,029,911.72	4,029,911.72	
Illustrations.....						260,276.70		287,669.78	287,669.78	
Outside purchases.....						26,293.40		27,544.90	27,544.90	
Work for stock.....						33,861.43			55,522.85	
Heat, light, power, City Post Office.....										
Superintendent Documents other than printing and binding.....										
Total.....	4,790,475.64	38.3522	1,836,163.44	1,635,488.83	14,373.22	5,686,906.77	+ 148,210.63	14,097,245.31	1,423,889.62	12,673,355.69

Total printing and binding charges, \$12,876,362.86.

TABLE No. 5.—*Apportionments made for Congress, the executive and judicial departments, and independent Government establishments; transfers and deposits to the credit thereof; and total charges for work executed in the fiscal year ended June 30, 1921.*

Congress, departments, etc.	Transfers and deposits to June 30, 1921.		Total allotment appropriations, transfers, and deposits.	Charge for work executed.				Unexpended balance of allotment appropriations.
	Allotment appropriations.	Repay.		Allotment.	Repay.	Deposited to credit of miscellaneous receipts.	Chargeable to expense.	
Congress.....	\$2,000,000.00	\$351.09	\$2,000,351.09	\$1,831,673.90	\$406.46	\$34,943.85	\$1,832,080.36	\$168,326.10
Private orders.....	.....	.....	.....	.....	.....	.....	.....	.....
Private orders for speeches.....	.....	.....	.....	.....	.....	.....	.....	.....
Government Printing Office.....	.....	.....	.....	.....	.....	.....	.....	.....
Office of Superintendent of Documents.....	.....	.....	.....	.....	.....	.....	.....	.....
State.....	45,000.00	410,385.95	410,385.95	.....	.....	.....	.....	.....
Treasury.....	665,000.00	63,718.77	108,718.77	43,348.34	410,549.49	.....	.....	.....
War.....	450,000.00	\$32,467.65	2,167,164.18	653,049.47	1,469,696.53	.....	.....	.....
Navy.....	250,000.00	511,738.49	1,008,694.85	397,420.24	516,006.69	.....	.....	.....
Interior.....	335,000.00	602,387.39	832,387.39	223,987.00	608,185.02	.....	.....	.....
Patent Office.....	645,000.00	77.61	401,015.17	307,645.16	66,483.82	.....	.....	.....
Geological Survey.....	150,000.00	.....	645,000.00	644,936.44	.....	.....	.....	.....
Smithsonian Institution.....	143,123.69	.....	136,000.00	146,841.74	.....	.....	.....	.....
Justice.....	50,000.00	6.08	143,366.18	115,636.25	.....	.....	.....	.....
Post Office.....	800,000.00	82.20	2,263,600.04	734,307.77	52,571.66	.....	.....	.....
Agriculture.....	850,000.00	1,463,377.84	1,910,411.61	697,823.27	1,471,409.47	.....	.....	.....
Commerce.....	365,000.00	294,376.93	659,376.93	364,997.17	1,060,838.68	.....	.....	.....
Labor.....	250,000.00	33,913.08	233,913.08	229,886.01	35,187.45	.....	.....	.....
Library of Congress.....	250,000.00	748.15	250,748.15	250,186.11	.....	.....	.....	.....
White House.....	3,000.00	.....	3,000.00	2,998.54	.....	.....	.....	.....
Fan American Union.....	25,000.00	4,311.81	29,311.81	29,311.81	.....	.....	.....	.....
Supreme Court, District of Columbia.....	1,500.00	.....	1,500.00	1,467.16	.....	.....	.....	.....
Supreme Court, United States.....	21,000.00	.....	21,000.00	18,763.21	.....	.....	.....	.....
Court of Claims.....	30,000.00	.....	30,000.00	29,942.98	.....	.....	.....	.....
United States Court of Customs Appeals.....	1,200.00	.....	1,200.00	254.65	.....	.....	.....	.....
Interstate Commerce Commission.....	150,000.00	.....	150,000.00	124,536.56	.....	.....	.....	.....
Civil Service Commission.....	85,000.00	404.37	85,404.37	82,296.02	404.37	.....	.....	.....
Geographic Board.....	2,000.00	.....	2,000.00	2,000.00	.....	.....	.....	.....
Alien Property Custodian.....	.....	.....	.....	.....	.....	.....	.....	.....
Bureau of Engraving and Printing.....	.....	1,954.26	1,954.26	.....	.....	.....	.....	.....
Commissioners, District of Columbia.....	.....	3,066.04	3,066.04	.....	.....	.....	.....	.....
Employees' Compensation Commission.....	.....	12,622.98	12,622.98	.....	.....	.....	.....	.....
Federal Board Vocational Education.....	.....	7,955.25	7,955.25	.....	.....	.....	.....	.....
Federal Reserve Board.....	.....	122,739.66	122,739.66	.....	.....	.....	.....	.....
Federal Reserve Board.....	.....	56,872.28	56,872.28	.....	.....	.....	.....	.....
Federal Trade Commission.....	.....	43,341.40	43,341.40	.....	.....	.....	.....	.....

National Advisory Committee for Aeronautics.....	25,921.50	25,921.50	25,921.50	25,921.50	25,921.50	25,921.50
Panama Canal.....	19,262.14	19,046.14	19,046.14	19,262.14	19,262.14	19,262.14
Railroad Administration.....	32,561.83	32,561.83	32,561.83	32,561.83	32,561.83	32,561.83
Railroad Labor Board.....	1,955.49	1,955.49	1,955.49	1,955.49	1,955.49	1,955.49
Shipping Board.....	325,302.42	325,302.42	325,302.42	325,567.85	325,567.85	325,567.85
Tariff Commission.....	16,516.30	16,516.30	16,516.30	16,516.30	16,516.30	16,516.30
MISCELLANEOUS.						
National Training School for Boys.....	258.18	258.18	258.18	258.18	258.18	258.18
Bureau of Efficiency.....	350.99	350.99	350.99	350.99	350.99	350.99
Commission of Fine Arts.....	703.43	703.43	703.43	703.43	703.43	703.43
Interdepartmental Social Hygiene Board.....	6,551.84	6,557.09	6,557.09	6,551.84	6,551.84	6,551.84
Fuel Administration.....	13,259.21	13,259.21	13,259.21	13,259.21	13,259.21	13,259.21
War Trade Board.....	4,361.18	4,361.18	4,361.18	4,361.18	4,361.18	4,361.18
Council of National Defense.....	3,869.95	3,869.95	3,869.95	3,869.95	3,869.95	3,869.95
Inter-American High Commission.....	2,132.91	2,132.91	2,132.91	2,132.91	2,132.91	2,132.91
National Forest Reservation Commission.....	1,575.73	1,575.73	1,575.73	1,575.73	1,575.73	1,575.73
District of Columbia Court of Appeals.....	1,974.14	1,974.14	1,974.14	1,974.14	1,974.14	1,974.14
Federal Power Commission.....	1,909.93	1,909.93	1,909.93	1,919.23	1,919.23	1,919.23
International Boundary Commission.....	163.90	163.90	163.90	1,528.54	1,528.54	1,528.54
Mediation and Conciliation.....	82.63	82.63	82.63	82.63	82.63	82.63
Public Information.....	1,046.19	1,046.19	1,046.19	1,046.19	1,046.19	1,046.19
Federal Electric Railways Commission.....	9,468.40	9,468.40	9,468.40	9,843.40	9,843.40	9,843.40
Public Buildings Commission.....	23.53	23.53	23.53	23.53	23.53	23.53
International Joint Commission.....	8,767.72	8,767.72	8,767.72	8,767.72	8,767.72	8,767.72
Anthracite Coal Commission.....	309.93	309.93	309.93	309.93	309.93	309.93
Bituminous Coal Commission.....	349.38	349.38	349.38	349.38	349.38	349.38
War Finance Corporation.....	1,014.96	1,014.96	1,014.96	1,014.96	1,014.96	1,014.96
Total.....	7,566,823.69	5,757,507.72	13,408,981.27	6,978,977.49	5,782,135.05	12,876,362.86
					76,594.33	38,655.99
						672,496.06

<sup>1</sup> Includes \$3,760 Weather Bureau repay.

TABLE No. 6.—Classified statement of printing and binding executed for Congress, the executive and judicial departments, and independent Government establishments, and total charges for principal items thereof during fiscal year ended June 30, 1921.

Kind or description of work.	Number of copies.	Number of type pages.	Publications bound.	Charge for composition.	Charge-able alterations and corrections.	Charge for electrotyping and stereotyping.	Charge for presswork.	Charge for binding work.	Charge for illustrations.	Charge for paper.	Charge for rush and overtime work.	Charge for miscellaneous items.	Total charge.
Letterheads, noteheads, and envelopes.....	162,483,568			\$13,796.23	\$39.15	\$832.89	\$61,307.52	\$85.13	\$41.25	\$225,022.78	\$493.14	\$15,578.61	\$317,196.70
Embossed letterheads, noteheads and envelopes.....	2,479,800			186.97	4.97	3.50	8,619.22	88.98		6,805.02	73.05	709.28	16,490.99
Blanks, notices, schedules, cards, etc.	2,781,423,511			315,030.33	19,459.32	21,077.84	411,673.17	103,221.32	13,060.45	2,062,637.70	20,283.42	1,323,151.41	4,289,615.16
Blank books with patent backs, etc.	5,069			4,337.96	86.90	167.79	2,753.96	36,640.07		11,264.62	17.47	139.17	55,457.94
Blank books without patent backs.....	2,951,028			13,394.08	1,013.78	2,727.23	67,714.48	375,097.87	8.82	309,789.83	2,884.94	3,535.19	776,366.22
Binding newspapers, documents, reports, etc	85,548							231,189.72			67.64		231,257.36
Loose-leaf and other patent binders, etc	1,647												4,533.32
Publications smaller than octavo.	9,532,352	23,805	121,930	63,990.02	8,981.16	5,597.24	26,362.08	89,063.00	6,694.89	99,321.32	6,559.78	1,518.46	308,088.55
Octavo publications.....	53,410,020	726,709	929,795	1,188,973.41	118,284.18	128,014.09	224,664.44	483,841.42	198,962.04	799,268.57	89,968.48	16,085.80	3,218,062.43
Royal octavo publications.....	3,869,611	77,047	72,047	171,606.32	22,123.71	9,439.19	35,271.06	62,813.17	19,774.32	84,186.97	11,548.27	818.98	417,583.99
Quarto publications.....	13,203,603	82,098	36,335	347,505.71	42,465.37	18,553.66	44,079.25	79,758.83	19,916.31	139,473.59	12,394.73	1,638.69	705,786.14
Miscellaneous publications.....	7,220,279	649,751	198,131	18,392.05	997.12	2,092.46	43,500.65	144,966.68	8,052.84	174,480.54	169.52	2,985.15	400,637.02
General miscellaneous charges				31,721.07	3,415.09	4,832.06	8,808.89	28,714.78	18,388.89	169,755.22	2,070.37	182,239.02	449,985.39
Congressional Record for year.....	37,501		63,546	105,523.34	3,903.24	24,806.29	41,750.85	148,967.38	94.01	120,014.66	42,320.48	12,779.20	500,159.45
Bills, resolutions, and amendments.....		53,942		86,381.28	311.86		36,859.18	7,506.89		13,879.18	32,738.77	39.78	177,736.94
Specifications of patents, trademarks, etc.		123,569		390,558.88	6,874.98	6.75	38,434.00			13,391.80		2,443.09	451,709.50
Official Gazette, Patent Office.		12,376		86,933.59	334.25	347.33	11,103.20	9,018.03	16,470.12	48,936.20			173,162.72
Money-order office, forms and books.....				7,416.45	300.02	903.32	27,927.06	45,127.51	57.53	84,073.67		186,727.48	352,533.04
Total charge.....				2,846,037.70	223,593,021.64	1,095,829.61	1,846,100.78	301,521.47	4,362,301.67	221,610.06	1,754,942.63	12,876,362.86	

TABLE No. 7.—Inventory showing value of paper, envelopes, materials, and supplies, and machinery on hand June 30, 1921.

	Reams.	Pounds.	Cost.
<b>Paper and envelopes:</b>			
Newsprint (rolls).....		238,823	\$13,076.50
Machine finish printing (flat).....	10,170		38,040.30
Machine finish printing (rolls).....		1,154,090	96,361.96
Anticue and deckle-edge printing.....	322		2,462.40
Rag machine-finish printing.....	3,594		19,836.27
Sized and supercalendered printing (flat).....	4,158		29,859.73
Sized and supercalendered printing (rolls).....		275,387	26,795.16
Half-tone printing.....	192		2,446.08
White and colored writing (flat).....	57,867		379,988.70
White and colored writing (rolls).....		329,650	51,669.75
Money order (rolls).....		102,614	20,324.46
Ledger.....	3,068		63,096.67
Commercial ledger.....	4,206		64,145.06
White and colored bond.....	28,898		173,968.40
Map.....	2,278		19,624.39
Coated book.....	880		14,320.31
Wood manila (flat).....	458		2,791.28
Wood manila (rolls).....		54,901	3,283.67
Rope and sulphite manila (flat).....	1,558		20,034.51
Rope and sulphite manila (rolls).....		52,605	5,874.28
Kraft wrapping.....	11,202		55,962.24
Parchment deed.....	44		1,243.88
Onionskin.....	1		3.60
Paraffin.....	42		137.85
Tissue.....	487		1,114.34
Typewriter.....	130		300.30
Note.....	57		124.01
Blotting.....	53		432.38
Cover.....	2,828		18,387.06
White and colored cardboard.....	100		2,879.38
Manila cardboard.....	32		319.24
Pressboard.....	8		529.16
Bristol board (flat).....	693		6,146.21
Bristol board (rolls).....		269,450	22,584.42
Checkboard.....	4		179.55
Index wedding bristol.....	297		10,781.17
Postal card bristol.....		296,797	26,938.71
Manila tag (rolls).....		85,126	10,184.80
Marble, comb and lining.....	276		2,505.85
Carbon.....	158		1,099.15
Safety writing.....	109		559.96
Gummed.....	141		816.01
Binder's board.....		349,062	12,779.00
Straw and chip board.....		134,901	2,335.36
Trunk board.....		13,660	577.16
Newsboard.....		725	22.72
Stereo molding.....	50		36.54
Monotype keyboard.....		9,540	1,764.90
Cloth lined.....	59		6,198.94
Backlining and headbanding.....		6,877	447.85
Offset, tympan and wiping.....		10,562	1,142.29
Tablet stripping.....		1,192	131.30
			1,236,665.21
<b>Envelopes.....</b>			46,376.58
			1,283,041.79
<b>War stock.....</b>	484		1,934.02
			1,284,975.81
<b>Materials and supplies:</b>			
Buckram.....			17,807.50
Book cloth.....			27,332.86
Ink.....			670.33
Ink ingredients.....			7,217.83
Ink made in office.....			1,939.67
Gold, aluminum, and stamping leaf.....			8,623.86
Leather.....			17,456.63
Fabrikoid.....			10,944.74
Ribbons, typewriter (made in office).....			6.39
Gasoline, glycerine, machine oil, mucilage, kerosene, rags, tokens, and cotton waste.....			2,167.52
All other miscellaneous material and supplies.....			174,599.37
<b>Total.....</b>			268,766.70

TABLE NO. 7.—*Inventory showing value of paper, envelopes, materials, and supplies, and machinery on hand June 30, 1921—Continued.*

	Reams.	Pounds.	Cost.
Machinery (by divisions and sections):			
Bindery.....			\$500,515.38
Buildings.....			394,511.96
Emergency.....			40.88
Foreman of printing.....			124.10
Foundry.....			76,747.52
Garage.....			40,728.57
Hand composition.....			1,679.75
Job.....			8,465.66
Library of Congress, binding branch.....			5,075.01
Library of Congress, printing branch.....			26,909.42
Linotype.....			341,774.77
Money order.....			36,216.21
Monotype.....			431,743.07
National Museum.....			1,908.50
Patent Office.....			450.00
Pension Office.....			1,080.00
Postal card.....			48,704.70
Press.....			822,518.68
Proof room.....			32.35
Public Printer's Office.....			19,876.61
Public Documents.....			17,614.84
Senate bindery.....			280.55
Storekeeper.....			27,438.13
Work.....			7,153.05
Total.....			2,811,589.71

TABLE NO. 8.—*Statement of annual reports and documents printed upon requisition during fiscal year ended June 30, 1921.*

Department.	Copies.	Department.	Copies.
State.....	199,200	Federal Reserve Board.....	531,357
Treasury.....	14,227,440	Federal Trade Commission.....	76,548
War.....	4,717,910	National Advisory Commission, Aero- nautics.....	23,900
Navy.....	2,103,420	Panama Canal.....	4,098
Interior.....	4,673,980	Railroad Administration.....	74,837
Smithsonian.....	83,652	Shipping Board.....	141,494
Justice.....	49,710	Tariff Commission.....	29,502
Post Office.....	4,557,631	Council of National Defense.....	16,000
Agriculture.....	29,440,108	Fuel Administration.....	6,600
Commerce.....	1,896,767	Inter-American High Commission.....	5,450
Labor.....	1,676,920	Interdepartmental Social Hygiene Board.....	11,250
Library of Congress.....	158,356	War Trade Board.....	8,000
Executive Office.....	12,071	Bureau of Efficiency.....	1,504
Pan American Union.....	178,900	United States Anthracite Coal Com- mission.....	5,100
Supreme Court, United States.....	3,046	United States Bituminous Coal Com- mission.....	24,000
Court of Claims.....	22,058	Federal Electric Railway Commission.....	8,500
Court of Customs Appeals.....	100	Federal Power Commission.....	8,011
Interstate Commerce Commission.....	1,699,574	National Forest Reservation Com- mission.....	5,500
Civil Service Commission.....	553,542	Miscellaneous.....	8,345
Geographic Board.....	2,000		
Alien Property Custodian.....	26,000		
Commissioners, District of Columbia.....	25,053		
Employees' Compensation Commission.....	33,252		
Vocational Education.....	837,311		