

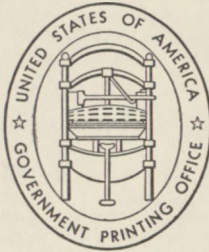
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*A History of United States  
Public Printing*



*Under Direction of the Public Printer*

JAMES L. HARRISON

DOCUMENTS DEPARTMENT

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*THIS HISTORY of public printing is dedicated to Carl Hayden, senior Senator from Arizona and dean of the United States Senate. He is serving in his 50th year in the Congress of the United States and truly exemplifies the American Statesman. As a member of the Joint Committee on Printing since March 4, 1933, and as its chairman for over 18 years, he has been an inspiration to everyone in the Government Printing Office who has been privileged to know him.*

# Foreword

This history of U.S. public printing and the Government Printing Office has been prepared under my direction and that of former Public Printer Raymond Blattenberger in connection with the celebration of the Office's centennial.

It has been difficult to select appropriate material from the wealth of documents relating to the establishment and operation of the Office, and much has necessarily been omitted to keep it within reasonable confines.

It was essential to the purpose of the history to include the somewhat lengthy review of the events and circumstances which preceded the establishment of the Government Printing Office in order to explain its creation by the Congress.

The Office is indebted principally to Harry Schecter, Chairman of the Government Printing Office Style Board, for the research and writing which was involved.

It is my hope that this history will serve to stimulate present and future employees of the Government Printing Office, by the dedicated efforts of their predecessors, to give their Government its essential printing requirements and, also, to provide future historians with an accurate account of the first 100 years of service of this great institution.

JAMES L. HARRISON, *Public Printer.*



# Acknowledgments

In 1881, 20 years after the founding of the GPO, R. W. Kerr, an employee, became the first historian of the GPO, and copyrighted a *History of the Government Printing Office (at Washington, D.C.), with a brief record of the Public Printing for a Century, 1789-1881*. The present-day historian is indebted to his predecessor for introducing some light into the long-ago Government printing past, for Kerr's history has lessened the burden of laborious searching of source material. Kerr hoped "to impress upon the minds of those into whose hands the volume may fall its [GPO] magnitude as a printing office, and the power and influence which it wields for the common welfare—aside from the steady employment it gives to its many worthy operatives \* \* \*."

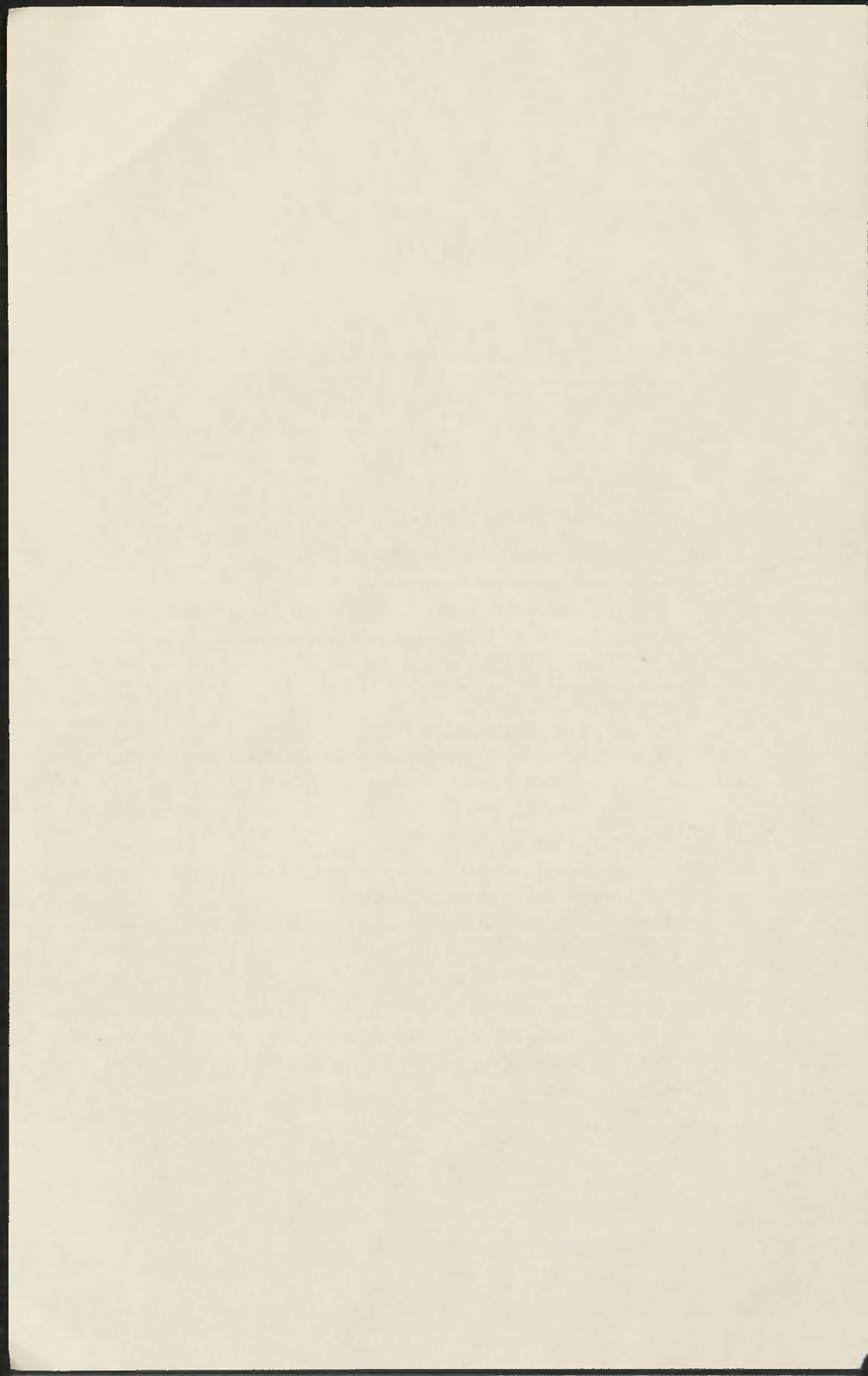
In addition to the Kerr *History*, the following sources were drawn upon, with grateful acknowledgment by this Office:

- Adventures of a Tramp Printer*, by John Edward Hicks, Midamericana Press, Kansas City, Mo.  
*Book in America*, by H. Lehmann-Haupt, R. R. Bowker Co., New York.  
*Collected Works of Abraham Lincoln*, Abraham Lincoln Association, Springfield, Ill. Edited by Roy P. Basler, Rutgers University Press, New Brunswick, N.J.  
*Correspondence of Andrew Jackson*, by John Spencer Bassett, from *The Life of Jackson*, by Marquis James, Bobbs-Merrill Co., Indianapolis, Ind.  
*History of the National Capital*, by W. B. Bryan, Macmillan Co., New York.  
*Printing in the Americas*, by John Clyde Oswald, Gregg Publishing Co., New York.  
*Reminiscences in 1900*, by A. F. Bloomer.  
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*The Sights and Secrets of the National Capital*, by Dr. J. B. Ellis, Jones, Junkin & Co., Chicago.  
*Thirty Years in Washington*, by Mrs. John A. Logan, A. D. Worthington & Co.  
*Washington: A Not Too Serious History*, by George Rothwell Brown, Norman Publishing Co., Baltimore, Md.  
*Washington and Environs*, by John Clagett Proctor.

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# Introduction

One hundred years ago, on March 4, 1861, Abraham Lincoln and the GPO were inaugurated. For Abraham Lincoln, the day was close to the beginning of 4 war years; for the GPO it marked the beginning of a century of printing years.

The political climate of the day was one of sharp national division and marked by extremely bitter debates in Congress by Northern and Secessionist members. South Carolina had already seceded from the Union on December 20, 1860, and on February 4, 1861, the Confederate Government had been organized in Montgomery, Ala. Washington was thronged with inauguration visitors, with secession and Fort Sumter, Cabinet appointments and political jobs, and Lincoln assassination threats the chief conversation pieces. The *Baltimore Sun* of March 5 noted that—

There is no sense of relief here from the tone of the inaugural. It is regarded "as grim-visaged war" under a smooth, deceptive front.

On March 11, the *Sun* said:

The rush of office-seekers upon the departments exceed anything of the kind ever before known. From all morning till late in the evening, Uncle Abe and each of the members of the cabinet are beset by men, women and children.

The Government printing climate, however, was tranquil. In sharp contrast were the recent events which led to the beginning of the GPO. From a national issue, with the Nation, Congress, and newspapers familiar with the printing situation of the 1850's, Lincoln's inauguration and almost inevitable civil war caused the GPO's opening to go unnoticed. Washington was now preoccupied with more important national matters.

Receiving the blessing of Congress on June 23, 1860, and its opening authorized on March 4, 1861, the GPO was aware of its mission, for during the debate on the creation of the GPO, Congressman Gurley had outlined its aims and purposes, as follows:

If there is any public service in this country which, in preference to almost any other, should be performed by the immediate and special agents of the Government, it is that of Congressional and executive printing; and this fact will appear the more obvious if we consider that it is necessarily interwoven with the law-making power of each house, and cannot, by any possibility, be separated from it. It is no exaggeration to say that it is not only a leading but an essential element of national legislation; for the information which it affords must always control, to some extent, the action of those engaged in it. Without it, how can gentlemen intelligently frame their bills, draw up their reports, or even vote understandingly?

But it is not only a positive, but a daily and almost hourly necessity while Congress is in session. It is just as essential to the healthy action of this legislative assembly when here convened, as our ordinary food is to the healthy action of our bodies and minds. There exists about the same necessity for the regular appearance in print of bills, documents, and reports, as for the appearance every morning upon the table of the breakfast.



It is unlike any other department of Government service. For ships you can wait; for guns you can generally wait; and, ordinarily, you are in no special hurry for the various munitions of war; but you cannot be deprived of your printing for a single day without serious embarrassment and loss of time. In the sense, therefore, of a leading element of the law-making power, the public printing underlies your armies, it underlies your navies, and every other arm of the national service; and in this important particular, therefore, bears no analogy to the other departments of the Government.

President Buchanan signed the GPO act on June 23, 1860. The act stated that the Superintendent of Public Printing was—

authorized and directed to have executed the printing and binding authorized by the Senate and House of Representatives, the Executive and Judicial Departments, and the Court of Claims; and to enable him to carry out the provisions of this act, he is hereby authorized to contract for the erection or purchase of the necessary buildings, machinery and materials for that purpose.

In compliance with this law, a building and equipment were purchased. (See "1861, The Office," p. 36.)

Thus the GPO began its printing career. The shift of focus from a freewheeling regime to one of correct operation as a Government enterprise required some adjustments. There would be no change in the method of producing Government printing, but the accent would be placed on control, an element lacking in the former public printing system.

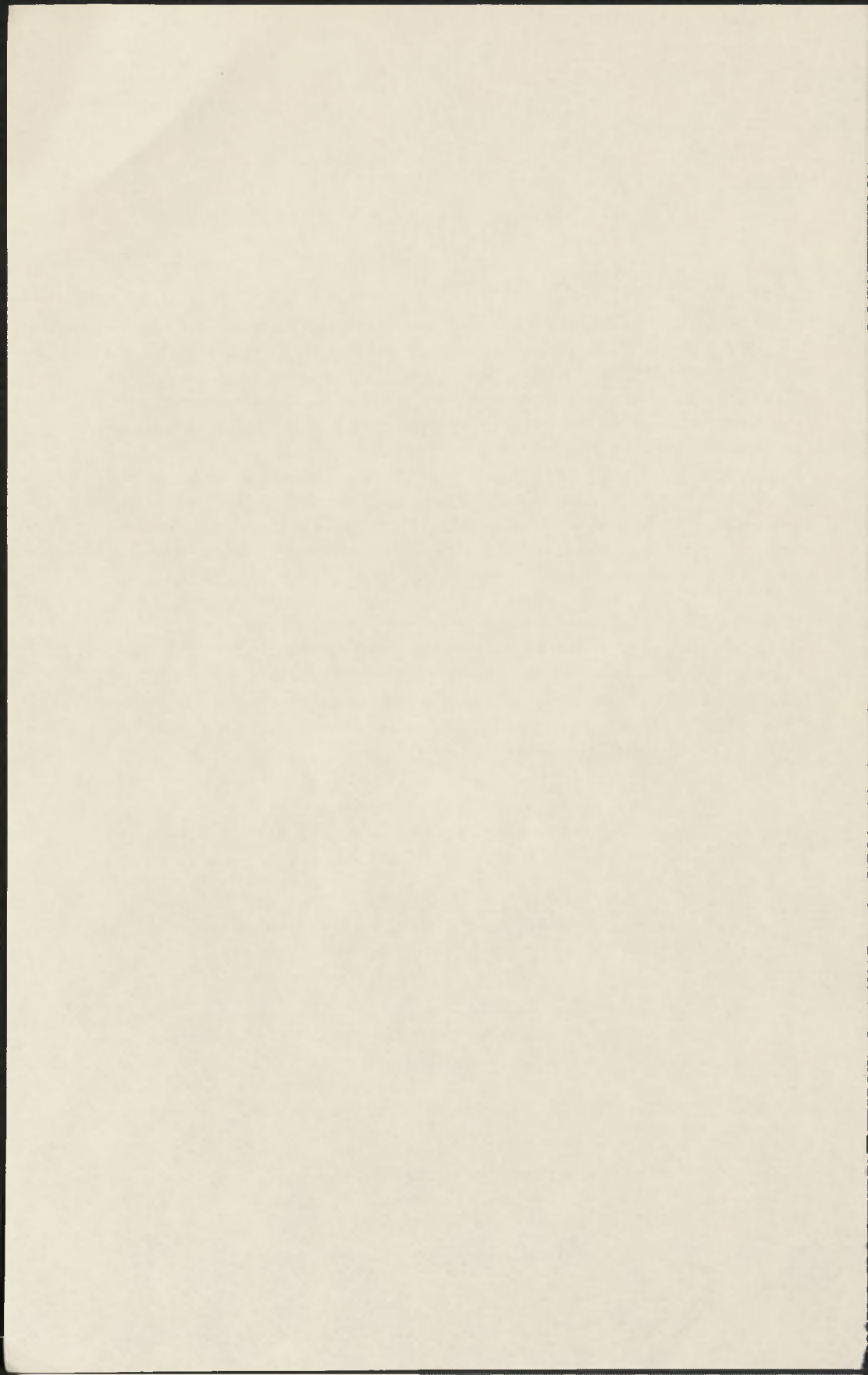
Its birth took place in the aftermath of congressional investigations; it came of age in the war which began 5 weeks later, and the 1861 GPO thus became the genesis of the present-day GPO.

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The following chapters discuss the period from the beginning of American printing in New England in 1639 to the formation of the Union in 1789; from the manner of supplying the printing needs of the small Nation to the rapidly growing country of 1861; and then to the 100 years of the Government Printing Office from 1861 to 1961.

# Prolog

But, to return to the consideration of printing, it is plain that it is but the *other* half—and in real utility, the *better* half—of writing; and that both together are but the assistants of speech in the communication of thoughts between man and man. When man was possessed of speech alone, the chances of invention, discovery, and improvement, were very limited; but by the introduction of each of these, they were greatly multiplied. \* \* \* And yet, for the 3,000 years during which printing remained undiscovered after writing was in use, it was only a small portion of the people who could write, or even read writing; and consequently the field of invention, though much extended, still continued very limited. At length printing came. It gave 10,000 copies of any written matter, quite as cheaply as 10 were given before; and consequently a thousand minds were brought into the field where there was but one before. This was a great *gain*; and history shows a great *change* corresponding to it, in point of time. I will venture to consider *it*, the true determination of that period called “the dark ages.” \* \* \* To immancipate [*sic*] the mind \* \* \* is the great task which printing came into the world to perform. Discoveries, inventions, and improvements, followed rapidly and have been increasing their rapidity ever since.—*From a lecture on “Discoveries and Inventions,” by Abraham Lincoln, delivered on February 11, 1859, at Illinois College, Jacksonville, Ill.*





# Chapter I

## COLONIAL PUBLIC PRINTING

### 1639-1789

**T**HIS CHAPTER covering the 1639-1789 era of public printing has condensed the dramatic period of early American printing into a few pages. Many early printing pioneers associated with this period have been necessarily omitted, and the story of some of the leading characters has been condensed to become part of the overall public printing story.

Although an accounting of 100 GPO years would be confined within the strict limits of 1861-1961, it could not be complete unless it were broadened within a wider framework of time. A newly created Government department without prior legislative history would in time yield its story of performance. But "100 GPO Years" must necessarily reach back to the beginning of printing in America, because provincial and colonial "public" printers were also government printers and therefore part of a history of Government printing. Although "government" was the British Crown in uneasy control of the provinces, and later with diminished control of the Colonies, the pioneer public printers of America eventually earned a future chapter in a later-day Government Printing Office history.

#### *Printing Arrives in New World*

Printing reached British America in 1639, 322 years ago, when Stephen Daye (later Day), set up a printing plant in Cambridge, Mass., with equipment purchased in England for the use of Harvard Academy (later Harvard College). Stephen Day, a locksmith by trade, had a son, Matthew, who was versed in the art of printing, with his knowledge acquired in England. Thus the first printing in colonial America was performed by Matthew Day, who began to set type

in a newly built house on the bleak shore of New England.

The early English Americans who arrived on the *Mayflower* brought with them a great tradition in the form of literature and a growing language. Newspapers were important media for the struggling colonials as a source of news and information, but the chief source of revenue for the early public printers was official crown printing. Newspapers of the day were best equipped to perform such work, for they alone possessed sufficient type and paper,

in addition to the possession of political agility in their editorial attitude toward both the crown and the patriots.

### *Early Publick Printers*

The term "publick printer" was applied to those engaged in printing official publications. Most Colonies had publick printers, although in some places government work was divided among two or more leading printers.

Until 1789, the following served as official crown or colonial printers:

Connecticut: William Bradford, Thomas Short, Timothy Green, James Parker.

Delaware: Benjamin Franklin, James Adams, Jacob A. Kallen.

Georgia: James Johnston, John Daniel Hamner.

Maine: Benjamin Titcomb, Jr., Thomas B. Wait.

Maryland: William Nuthead, Thomas Reading, Benjamin Franklin, John Peter Zenger, William Parks, Jonas Green.

Massachusetts: Stephen Day, Samuel Green, Green & Russell, John Foster, James Franklin, Thomas Short.

New Hampshire: Daniel Fowle, Thomas Furber.

New Jersey: William Bradford, Samuel Keimer, Benjamin Franklin, James Parker, Isaac Collins.

New York: William Bradford, John Peter Zenger, James Parker, William Weyman,<sup>1</sup> Hugh Gaîne, John Holt, Francis Childs.

North Carolina: James Davis, Andrew Steuart.

Pennsylvania: William Bradford, Jacob Taylor, Andrew Bradford, Samuel Keimer, Benjamin Franklin, John Dunlap, David C. Claypoole.

Rhode Island: William Bradford, James Franklin, William Goddard.

South Carolina: Eleazer Phillips, Lewis Timothy.

Vermont: Timothy Green, Judah P. Spooner, Alden Spooner.

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<sup>1</sup> Of Weyman, it is said that in November 1766 he printed an official address which contained so many typographical errors that he and his journeyman were ordered to appear before the House with an explanation. An acknowledgment and apology, with a promise not to repeat the performance, saved them from punishment.

Virginia: William Nuthead, William Parks, William Hunter, William Rind, John Dunlap and James Hayes, John Dixon, Thomas Nicolson.

### *Censorship*

Printing in British North America was not easy on printshop proprietors, for in 1664 censorship was established in Massachusetts. In 1671, the Colonial Governor of Virginia said:

But, I thank God, there are no schools nor printing, \* \* \* for learning has brought disobedience, and heresy, and sects into the world; and printing has divulged them, and libels against the best government. God keep us from both.

Royal instructions to the Colonial Governors decreed that—

you are to provide by all necessary Orders that noe person have any press for printing, nor that any book, pamphlet or other matters whatsoever bee printed without your especial leave & license first obtained.

In England, the number of printers and typesetters was limited, and they were licensed and operated under strict surveillance, with the same restraints placed on colonial printers. In 1735, however, John Peter Zenger, publisher of the New York *Weekly Journal*, was acquitted of libel charges brought by Governor William Cosby, who sought to censor Zenger's attacks on the crown. The verdict helped establish freedom of the press in America.

### *Newspapers*

The publick printers were hardy and daring men who resisted the control of the Crown Governors. An independence of thought began to assert itself through colonial newspapers. The first newspaper in the New World was founded in 1690, with the lengthy title of *Public Occurrences both foreign and domestick*, under the sponsorship of Benjamin Harris, a London bookseller. In 1704, the Boston *News-Letter* made its appearance. Various other papers followed, but no

change of importance occurred until the advent of Benjamin Franklin's *Pennsylvania Gazette* in 1729. Franklin was a man of learning, though self-taught; a capable printer; and an enterprising and resourceful businessman, and the *Gazette* reflected its brilliant editor and publisher.

Franklin became the public printer for Pennsylvania, New Jersey, Delaware, and Maryland, in addition to printing paper money for the Colonies.

Between 1690 and 1820, there were published in 30 Colonies and States a total of 2,120 newspapers, and many were political party organs. With the struggle for public printing awards and equipment and supplies, more than one-fourth expired within their first year, and half gave up before the end of the second year. Thus colonial printers suffered a high mortality rate.

### *Printing Equipment*

All type, printing presses, and ink used by early colonial printers were imported from England. In 1769, roman type was first produced by Abel Buell in Connecticut. In the same year, Christopher Sower of Philadelphia built the first American-made printing press.

In 1723, at 17 years of age, Franklin manufactured ink in Philadelphia for his employer, and in 1733 set up an inkmaking plant, the first effort toward emancipation from poor quality inks imported from England. Franklin was the first to make and use lampblack as a vital element in producing better printing inks.

For paper, the Colonies achieved early independence from English suppliers by the establishment by William Bradford, in partnership with Samuel Carpenter and William Rittenhouse, of a papermill in 1690. By late 18th century Franklin had established or helped establish 18 papermills, and by 1787 there was a total of 90 mills in the Colonies.

In bookbinding, it is noteworthy that the first bookbinder preceded the first printer, for John Sanders, "a bookebynder," set up shop in Boston in 1637.

### *Continental Congress Printing*

At the beginning of the Continental Congress in 1774, the interest of the people in congressional proceedings was at fever heat, all the more fanned by the secrecy enjoined by the members. The *Rough and Secret Journals* from 1774 to 1789 were written in longhand by Charles Thomson, secretary of Congress, and were printed in 1821 by Thomas B. Wait.

The *Journal of Congress* and other legislative printing in 1774 were done by William and Thomas Bradford of Philadelphia. However, the *Journal* produced by the Bradfords proved unsatisfactory, and from January to May 1776 the *Journal* was printed by Robert Aitken. The latter had learned of the dissatisfaction of Congress with the Bradfords' delay of printing, and thinking the time opportune for obtaining a part of the printing business of Congress, reprinted a copy of the *Journal* as a sample of what he could do. Therefore on September 26, 1776, the committee on publication, which included Thomas Jefferson, appointed Aitken as congressional printer.

It fell to Aitken's lot to have a disagreement with Congress, as had the Bradfords before him, for in 1778 the printing committee announced that it was "empowered and instructed to employ Mr. John Dunlap to continue printing the \* \* \* journals instead of Robert Aitken."

The Continental Congress on June 22, 1775, authorized the issuance of Continental currency to finance the Revolutionary War. Called "Continentials," to distinguish them from the paper money issued by separate colonies, the currency was printed from plates engraved by Paul Revere.



John Dunlap set the *Journal* for 1777, but it did not reach the press until March 27, 1779, and he too fell under the ban of Congress because of his tardiness. The delays in printing the *Journals* induced Congress at about this time to pass the following resolution:

*Resolved*, That the *Journals*, \* \* \* except such parts as have been or shall be ordered to be kept secret, be printed \* \* \* weekly; and that a printer be engaged to print for Congress; and also a printer or printers be employed to bring up the journals from the time of their present publication \* \* \*.

With the effectiveness of a new broom, Congress on April 9 swept away Dunlap and in his place David C. Claypoole was appointed to print for Congress. He immediately began the publication of the most interesting, the most serviceable, and the costliest of all *Journals*, and to present-day researchers the rarest and most valuable.

From October to December 1779, Claypoole's printing charges were nearly \$20,000 in the currency of that time.

In October 1783, the secretary of Congress was instructed to again employ John Dunlap as congressional printer and "to inform him that Congress expect he will keep his office at the place where they may reside," for Congress had no fixed home and was moving from one improvised capital to another. Setting up shop in Annapolis, the work was delayed, and in 1784 the secretary wrote that—

I am sorry the printer [Dunlap] makes no better progress. I wish you would stimulate him and urge his completing the *Journal* of 1783 with all possible expedition.

Proceedings of the *Journal* up to this time were printed as separates. On June 1, 1785, Congress decided that the "whole of the *Journal* ought to be reprinted and published." The advertisement inviting bids stated that the "proposal must mention the time when the work can be entered upon, and the quantity which can be composed daily, and be accompanied with specimens of the paper and types."

In the meantime, however, Dunlap issued the 1784-85 edition of the *Journal*, and continued its printing until 1789.

The Declaration of Independence was printed by John Dunlap of Philadelphia for the Continental Congress, which, on July 4, 1776, "Ordered, That the Declaration be authenticated and printed. That the committee appointed to prepare the Declaration superintend and correct the press." Printed copies of the Declaration of Independence were distributed to Congress, and also proclaimed to citizens and the Continental Army. Produced from handmade paper, the printed copy today is in a better state of preservation than the official engrossed parchment copy in the National Archives in Washington.

Later, in 1787, the printing of the Constitution was placed in the hands of Dunlap & Claypoole who, according to the *Register of Accounts* of the Continental Congress, received 3 pounds 10 shillings for 100 copies of the Constitution, and 1 pound 4 shillings for an additional 100 copies.

Either Dunlap, as "Printer to the United States in Congress Assembled," or his partner Claypoole, as "Printer to the Honorable the Congress," printed the *Journals* of the Continental Congress and many other official reports, resolutions, and papers, in addition to the Declaration of Independence. Later, in 1796, they printed Washington's Farewell Address. Dunlap served Congress from 1778 to 1783, and both he and Claypoole could be regarded as the first official printers for the U.S. Government.

### Labor

Shortly after the invention of movable type by Gutenberg in 1440, a strike of compositors in 1471 in Basel, Switzerland, was settled by arbitration by the town authorities. This was the first use of collective bargaining in the printing trade. Later, in 1539, printers in Lyons,

France, also went on strike, complaining that their day began at 2 a.m., and ended at 8 or 9 at night. In addition, the master printer did not supply sufficient food, wages had been reduced, and there were too many compulsory holidays without pay. Collective-bargaining efforts reduced the workday to 5 a.m. till 8 at night. History does not indicate other working concessions.

From the days of Stephen Day in 1639, hired labor was usually augmented by the printer's family—his wife, daughters, and sons. Trained journeymen who came to the new country as free agents or under terms of indenture were also a source of skilled help, but the chief source was provided by the neighborhood boy through the apprenticeship system. Wage scales between 1754 and 1792 corresponded closely to the English rate, with compositors receiving a shilling for a thousand ems of handset type and pressmen a shilling for a token (240 sheets printed on one side).

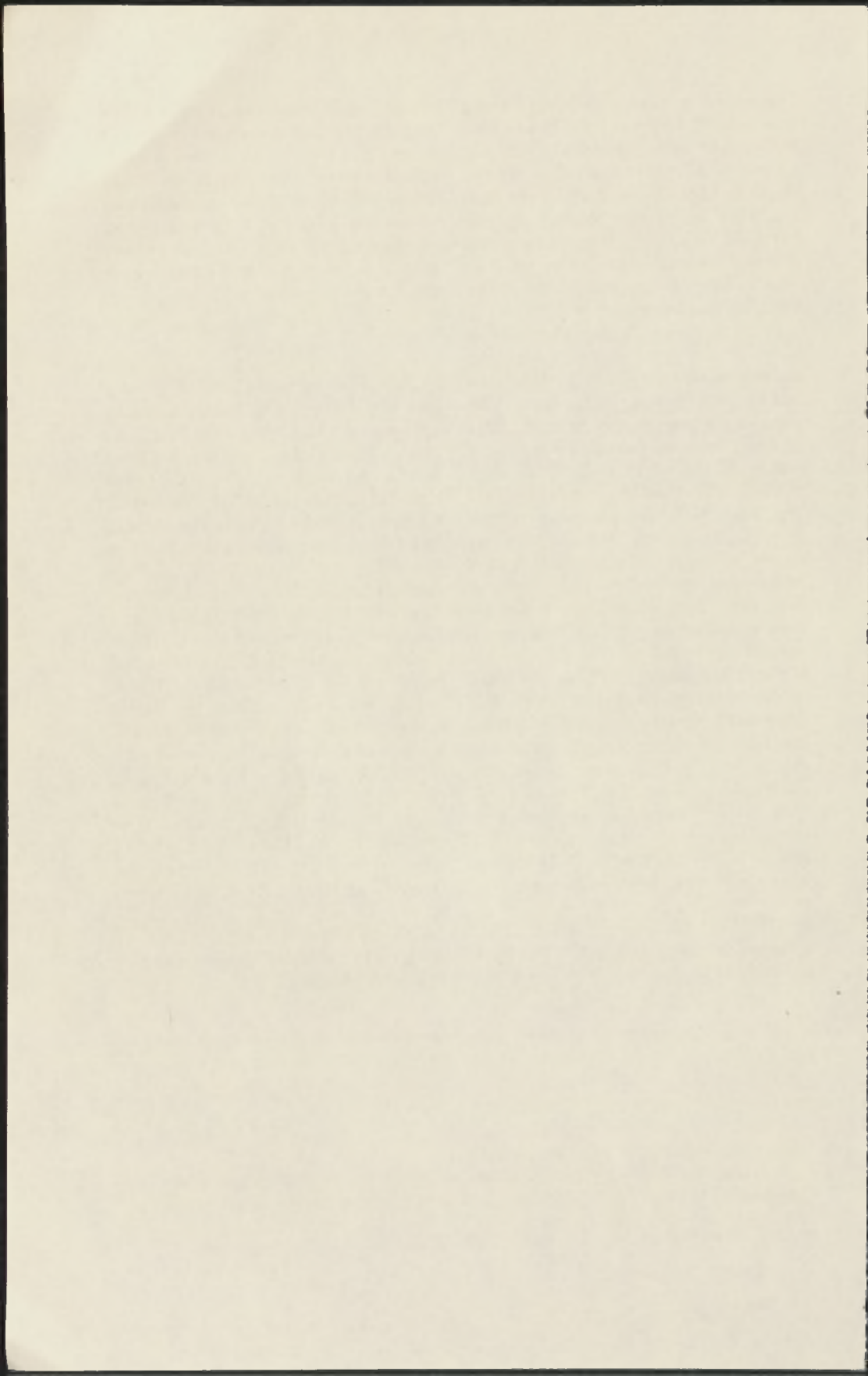
There is little evidence of labor troubles in the shops of colonial America, but labor was beginning to organize in England and in continental Europe. But the impetus of labor organization was made evident when New York journeymen in 1778 formed an association to secure a wage increase by means of a strike. Ten years later in Philadelphia, when employing printers attempted to reduce minimum weekly earnings to \$5.83½, local journeymen formed an association to resist this action. The local union forbade its members to accept less

than a \$6 minimum and, as a preview of 20th-century customs, agreed to support journeymen thrown out of work for their refusal to accept the employers' minimum. These indications of the early solidarity of printers produced uneasiness among employers, for in 1792 a Boston employer complained that "the devil seems to have got into the journeymen."

### *Summary*

The phase of public printing as a part of public printing history ended in 1789 with the beginning of the First Congress. The Revolutionary War had been fought and won, and the peace treaty signed in Paris in 1783. The Continental Congress formed in 1774 in Philadelphia had met in eight improvised Capitals in four different States, residing successively in Philadelphia, New York, Baltimore, Annapolis, Lancaster and York, Pa., and Princeton and Trenton, N.J. In New York, the Constitutional Convention had completed the formation of the Union and the work of organizing the United States of America into a whole was the business of the period.

"Public printing" became "public printing," and various colonial Printers fought for the Federal printing. The establishment of a Government printing office at first was not considered, for Congress and the Capital had no permanent home. The following chapter describes Federal printing from the 1st Congress to the 36th Congress, which in 1860 established the GPO.





## Chapter II

# FREE ENTERPRISE PUBLIC PRINTING

1789-1861

**T**HE ERA OF PUBLIC printing ended with the birth of a Nation and entered into, for want of a better term, the "free enterprise" public printing period which closed with the beginning of the GPO in 1861.

There has been some printing excitement in the quiet working years from 1861 to the present which saw the GPO grow from a small printshop to a giant printing office. But the printing story of the pre-GPO years from 1789 to 1861 was one of increasing drama. It started quietly, for with the establishment of the Capital in Washington in 1800, the amount of public printing was small. But the country was on the march. U.S. population in 1800 totaled 5,297,000, and by 1820 it had grown to 9,618,000. By 1840 the population had increased to 17,120,000, and in 1861 was 32,351,000. As public business expanded, so did its printing needs, and the printing pace quickened.

### *First Congress Meets*

The First Congress, under the Constitution, met in the city of New York on March 4, 1789, pursuant to a resolution of the Congress of the Confederation on September 13, 1788. It held its first session in the City Hall of that city, remained in session 210 days, and adjourned on September 29, 1789. The second session of the First Congress began January 4, 1790, and terminated on August 12, 1790, also in New York. Congress during this session considered many locations for a permanent Capital, and on July 9, 1790, a site on the Potomac was approved by a majority of two votes in the Senate and by three votes in the House. The debate was marked by the

first filibuster in the U.S. Senate, for there were several candidates for the site of the Nation's Capital.

The third session of the First Congress met in Philadelphia, December 6, 1790, and convened in Congress Hall, which was near Independence Hall. At this session all of the Original Thirteen States were represented for the first time. Congress continued to meet in Philadelphia until the first session of the Sixth Congress adjourned on May 14, 1800, to reassemble in Washington on November 17.

### *Government in New Home*

With primitive travel facilities, Congress failed to present a quorum for its second session, but by November 21,

sufficient members had arrived to enable the body to begin its legislative work.

In the meantime, the entire Government staff of 136 clerks and officials had made their way to Washington by ship and stagecoach. All expenses, including salaries, were paid by the Treasury.

The Government in 1800 comprised five departments: State, with 8 employees; Treasury, 75; War, 17; Navy, 16; and Post-Office, 10. These departments opened for public business, with only the Treasury boasting its own building. Its 2-story building with 30 rooms was situated on the south front of the present Treasury building, and the other departments set up shop in leased quarters.

### *Early Washington*

As part of a GPO history, it would be well to describe the Washington of 1800 when it became the seat of government and the scene of early Government printing.

President John Adams moved in on November 1, and addressed a joint session of Congress on the 22d. He called the new Capital a "wilderness city," but some newspapers were less kind, describing the town as "a city of streets without houses, with not one solitary attractive feature," and its setting "as a mudhole almost equal to the great Serbonian bog," with swarms of mosquitoes spreading malaria. A visiting Englishman noted that Washington had "more the appearance of a thickly-settled country than a city"; Georgetown was declared "a city of houses without streets" and Washington "a city of streets without houses."

In spite of the geographical wilderness, it was no literary wilderness. A local shopkeeper said that "Folks are most literary here," and a circulating library was founded in 1801, but abandoned by the proprietor because it interfered "with his grocery and liquor business."

The population comprised about 3,000 citizens, 500 of whom lived in Georgetown, a close-by suburb. In spite of its desolate appearance, historians differ on the number of homes in the new Capital. One historian noted 47 brick and 119 frame houses, and another estimated 109 brick and 253 frame houses.

Thus the Federal Government made its appearance on the Washington scene in a primitive environment.

### *First Federal Printing*

In 1787, when the Federal Convention for the formation of the Union assembled in Philadelphia, James Wilson, a Delegate from Pennsylvania, in a debate on publishing the *Journals* of the House and Senate, stated that—

the people have a right to know what their Agents are doing or have done, and it should not be in the option of the Legislature to conceal their proceedings.

With this declaration, Government business became public business, for "the people have a right to know."

The first mention of public printing found in the *Annals of Congress* was in relation to printing the laws. A report presented by Mr. Sylvester, a member of the House, early in the first session of the First Congress recommended that proposals be invited for "printing the laws and other proceedings" of Congress. It is presumed that this resolution covered, by "other proceedings," the printing of the bills and resolutions, and such documents and reports as were necessary in the transaction of the business of the House.

In May 1789, several petitions were presented to the House by those engaged in the business of printing in New York, praying to "be employed in the printing for Congress," but the *Annals* give no information as to whether any of the petitioners were ever so engaged.

The 1896 *Annual Report of the American Historical Association* printed a com-

pilation of public documents of early Congresses. It showed that House *Journals* for the first and second sessions of the First Congress (March 4, 1789, to August 12, 1790) held in New York were printed by Francis Childs and John Swaine of that city. For the Senate, John Fenno was the printer.

Apparently the first document ever printed separately for the House was the *Report of the Secretary of the Treasury [Hamilton] to the House of Representatives relative to a provision for the support of the public credit of the United States*, printed by Childs & Swaine in 1790.

After Congress had adjourned its second session on August 12, 1790, it moved to Philadelphia for the third session, which began on December 6, 1790, and adjourned on March 3, 1791. Also moving to Philadelphia were Childs & Swaine and John Fenno, who printed the House and Senate *Journals*, respectively, until the end of the Second Congress on March 2, 1793.

From 1793 to 1800, these printers, in addition to Samuel H. Smith, produced all congressional printing in Philadelphia.

A joint arrangement between committees of the two Houses was entered into about 1789, which provided "that 600 copies of the acts of Congress and 700 copies of the journals" should be printed, and directed the Secretary of the Senate and Clerk of the House to have the work done. This action of the joint committee was subsequently approved by both Houses.

It appears that this arrangement did not give very general satisfaction, as numerous propositions looking to more

expedition, accuracy, etc., in the execution of the work were presented in the House; but no change was effected for several years.

The Senate, up to 1794, sat with closed doors, and as the proceedings preserved were of meager character, rules governing printing for that body can be judged by what is found in the proceedings of the House. It was certain, however, that the method of doing the work mentioned above also prevailed in the Senate from the beginning of the First Congress until the second session of the Eighth Congress [1804].

In 1794, an act was passed making appropriations for the support of the Government and included the first specific appropriation for the public printing. As the association with other items will doubtless appear rather singular to the reader of congressional literature of the present day, the following extract is of interest:

For the expenses of *firewood, stationery, and printing work*, and all other contingent expenses of the two houses of Congress, ten thousand dollars.

There was appropriated, in the same law, for like purposes: for the Secretary of State, including the publication of the laws of the first session of the Third Congress, \$2,261.67; for the Treasury Department, \$4,000; and for the War Department, \$800.

Up to the time of the passage of this law, printing was paid from the contingent fund of Congress and the departments, without being specifically mentioned in the laws.

## Government Printing Needs

Congress and Government, arriving in muddy Washington, found but two newspapers to produce its documents, for only the newspapers had sufficient type, paper,

and equipment to meet the printing demands of the young Government. The *Centinel of Liberty* and *Washington Advertiser* were printed irregularly, but be-



ginning October 31, 1800, the *National Intelligencer* began regular publication.

The printing business, although the largest in the city, was precarious, for it was limited to the period when Congress was in session. During the recess, plants were partially shut down and printers were obliged to seek work elsewhere.

### *Washington Printing Expands*

From 1801, the *Intelligencer* under Smith was the administration's sole organ, but not in full control of Government printing. The *Intelligencer* did some, and the rest was distributed among other printers with proper party affiliation.

Other printers, noting Smith's well-paid venture, formed newspaper enterprises to serve the new Congress and the citizens of the Capital.

In 1800, Rapine, Conrad & Co. of Philadelphia opened the Washington Book Store at New Jersey Avenue and B Street SE. As usual with booksellers of that period, a printing office formed a part of the establishment. Shortly after, on January 7, 1801, the *Washington Repository* appeared, and combined the features of an almanac and a guide to the city, in addition to a list of Members of Congress and Government employees—the first of which there is any record.

Philadelphia had been the Capital from 1790 to 1800 and its printers were active

in supplying the printing needs of the Government. Although very small in volume, Government printing was attractive enough for Philadelphia shops to follow the printing trail to Washington.

As a result of Thomas Jefferson's advice and encouragement, Samuel H. Smith, publisher of the Philadelphia *Universal Gazette* from 1797 to 1800, decided in 1800 to transfer his printing equipment from Philadelphia to Washington. There he continued to publish the *Gazette* in addition to the *National Intelligencer*, the first national newspaper and also the official organ of the Jefferson, Madison, Monroe, and John Quincy Adams administrations [1801-29]. The *Intelligencer* in its first issue stated that the vessel bearing the materials for the new enterprise sailed for no less than 6 weeks, via the Delaware River, Chesapeake Bay, and Potomac River.

Within a short space of 6 weeks, Washington, Georgetown, and Alexandria had four dailies, two triweeklies, and one magazine. The printing of the Congress at that time was distributed by officers of the two Houses to such printers as they might select. Imprints on documents indicate that Rapine, Conrad & Co. and the Apollo Press, owned by William Duane & Son, Philadelphians who had also followed the printing trail to Washington, performed public printing.

## Congressional Proceedings

The first session of the First Congress convened on March 4, 1789, but not until April 6 did a quorum appear in the Senate, and in the House not until April 1.

The proceedings of the House during the period from 1789 to 1794 were very fully reported by enterprising newspapermen, and appeared in at least two newspapers while the sessions of Congress were held in New York up to 1790, and one or

more while the sessions were held in Philadelphia.

Information as to the debates of the early Senates was exceedingly meager, because the Senate sat with closed doors to 1794 and the public was admitted only at the beginning of the second session of the Third Congress [November 3, 1794].

The debates, however, were very inaccurately reported, or printed, and their

appearance in this imperfect form soon gave rise to many complaints and much discussion in the House.

In January 1796, a committee reported in favor of having the debates printed by authority of the House, and a proposition involving \$4,000 for stenographers—of which amount Smith's *Philadelphia Gazette* offered to pay \$1,500—was submitted. Without further action on the report, the committee early in February was discharged from further consideration of the subject.

In December 1797, Thomas Carpenter petitioned Congress, setting forth that he was the editor of the *American Senator*, published during the late session of Congress; that at the commencement of the session he had presented a memorial, praying its support of his work, i.e., publishing the debates; that he had received assurances from numerous individual members of their patronage, but that the enterprise had proved unfavorable to him; and asked for relief in the sum of \$2,250. A committee was appointed to consider the matter, but 2 days later reported that they could not recommend relief; and the report was concurred in.

For the next 2 or 3 years no reference to the publication of the debates is found in the *Annals of Congress*; but they continued to appear regularly in printed form, and the country is indebted for the very full reports now accessible solely to the spirit of individual or private enterprise which animated the printers of that time.

### *National Intelligencer*

On November 17, 1800, Congress convened in Washington, and the proceedings of Congress were published in the *Intelligencer*, which was founded with a promise that it would be published "on the first day of the next session of Congress, \* \* \* to appear three times a

week \* \* \* and conducted on national principles." The *Intelligencer* published abbreviated reports of congressional proceedings after they were written out and submitted to members for revision at their leisure. This method caused the publication to be frequently weeks in arrears.

### *Gales & Seaton*

Joseph Gales, Jr., had arrived in Washington in 1807, working for Smith's *Intelligencer*. In 1809 Gales became a partner, and in 1810 acquired sole ownership. On October 8, 1812, the *Intelligencer* announced that William W. Seaton, Gales' brother-in-law, had become a partner:

The editor [Gales] of this paper, finding its extensive concerns too multifarious for the superintendence of any individual though possessed of more industry and assiduity than he can lay claim to, has taken in connection with him in business Mr. William W. Seaton. \* \* \* This arrangement whilst it will leave the editor at liberty to devote more particular attention to the Congressional Reports \* \* \*, will, he hopes, ensure greater correctness and better typographical execution than heretofore.

The resourceful team of Gales & Seaton then entered the field of reporting and printing the debates of Congress.

On August 24, 1814, during the War of 1812, the British destroyed much of the city, including the Capitol, President's House, and the *Intelligencer's* plant, with its type, presses, and paper.

Gales and Seaton were both stenographers, and occupied seats at the side of the Vice President in the Senate and of the Speaker in the House. One of the perquisites shared with those officials was the use of the official snuffbox. Gales was the practical printer, and later served as mayor of Washington from 1827 to 1830, and Seaton filled the same office from 1840 to 1850.

The *Intelligencer* covered the debates until 1829, when it was cut off from public printing, but it still had an asset, for



newspapers over the country relied upon it for reports of congressional business.

In 1822 a congressional committee was appointed and directed to report upon the best mode of giving to the public a "full and correct statement of the debates of the House," and on May 2 the committee reported that they had considered the matter. They were of the opinion—

that the Government of the United States being a Government which essentially depends upon public opinion, it is a consideration of the first importance that the course pursued by the immediate representatives of the people in Congress should be impartially presented to the public view.

A resolution was framed directing the speaker to secure, during the approaching recess of Congress, proposals for reporting and publishing, from day to day, a correct account of the debates and other proceedings of the House, and submit the same to the House at the commencement of the next session. This proposition found many advocates, but the opposition—which was principally founded upon the great expense which would attend the enterprise—was too strong for the friends of the measure, and all further action was ended by a motion to table the report and resolution.

In 1824, the publication of the *Annals of Congress* was commenced under the authority of Congress and it embraced the proceedings and debates of both Houses from 1789 to 1824. Comprising some 42 volumes, the *Annals* also contained state papers, public documents, laws, and much correspondence. This compilation was performed by Gales & Seaton and thus preserved for posterity the legislative history of Congress in its first half century.

In 1824 Gales & Seaton also began the publication of the *Register of Debates in Congress* and the *American State Papers*. The *Register* was a continuation of the *Annals of Congress* and contained many valuable state papers

as well as routine congressional work. Twenty-seven volumes in book form were published, covering the debates from December 1824 to October 1837. This venture was undertaken at Gales & Seaton's own risk and expense, and was the first attempt to publish in separate form the debates of Congress. However, public aid was secured and then a subscription was made by each House for 500 copies at \$5 each. As the publishers later explained, the work was undertaken "under the excitement of the fresh impulse given to national feeling by the visit of Lafayette to this country [1824-25]."

The first issue of the *Register of Debates in Congress* appeared on December 6, 1824. Its title page stated that the *Register* comprised the—

leading debates and incidents of the 2d session of the 18th Congress: together with an appendix, containing the most important state papers and public documents to which the session has given birth: to which are added, the laws enacted during the session, with a copious index to the whole.

### Blair & Rives

In 1831, the *Globe*, a semiweekly owned by Francis P. Blair, began to report the debates of Congress. Blair had come to Washington from Kentucky with an invitation from President Jackson to conduct an organ dedicated to the administration. Shortly after, Jackson introduced John C. Rives, a Treasury clerk and also a Kentuckian, to Blair. Rives stood 7 feet tall, weighed 240 pounds, and was an excellent writer. The firm of Blair & Rives was formed, and entered the field which for years had been monopolized by Gales & Seaton in reporting and publishing the proceedings of Congress in book form.

The idea of reporting the full proceedings of Congress originated with Rives, and on December 7, 1833, the first issue of the *Globe* made its appearance as a weekly with full reports of congressional



activity. Members who desired their speeches printed were expected to write them out in full.

Up to this time, and for a number of years later, these publications were made without expense to Congress. Quite full reports were also printed by the *Intelligencer*, *Telegraph*, and *Union* at the expense of the proprietors.

The firm of Blair & Rives and its successors remained in business as printers of the *Globe* until 1873, when the GPO assumed the printing of the *Congressional Record*.

In 1839, congressional debates were covered by representatives of some six or seven District newspapers, in addition to "letterwriters" who mailed accounts of Congress to out-of-town papers. These reporters occupied seats on the floor of the House. This arrangement held until December 16, 1857, when the House moved into its new hall, and a gallery back of the Speaker's chair was assigned to the gentlemen of the press, with official reporters given places on the floor.

The Senate in 1835 had permitted only local reporters to enjoy floor privileges, with six letterwriters placed in the gallery. The six petitioned the Senate for equal accommodations, but later the reporters were returned to the gallery.

In 1847, Congress again considered the reporting and publication of its proceedings and debates. The question involved the use of Washington papers to print verbatim reports of congressional activity without prospect of compensation. It was—

an expense which the newspaper never could have met but for the actual or anticipated possession of the printing of Congress, which each in their turn has enjoyed, and which at the rates fixed by law had become sufficiently profit-

able [by the reduction in paper costs, the introduction of power presses, and the printing of large extra numbers of heavy documents] to justify a heavy expenditure in this service.

This problem led the Senate to provide for the reporting and printing of its proceedings—the first action of the kind by either House. A sum was appropriated, and James A. Houston of New York agreed to produce a daily and sessional report, the latter in book form. The daily was known as the *United States Reporter*, but soon it was being issued 1 week late, then 2 weeks, and in addition the cost was much greater than estimated.

So the Senate went back to newspaper digests of its proceedings, and the House continued in the same way, with congressional coverage on a pay basis and reporting placed in the same class as public printing. A column rate was adopted, and the work assigned to a newspaper selected by both Houses. By 1851 congressional proceedings were practically reported verbatim, instead of portions selected according to the whims of reporters and editors.

As soon as Congress began paying for newspaper space for its proceedings, Blair & Rives (of the old *Globe* which had been sold out in 1853) revived that paper and prepared to print daily and sessional reports. Although one or both Houses paid other papers for debate printing, the *Globe* soon became the recognized Official Reporter of Congress, carrying that title as a column head. Thus the *Globe* held that position until Congress and the GPO assumed publication of the *Congressional Record* in 1873. In 1856, Blair sold his interest to Rives, claiming that "the business would not support both," and Rives continued the publication with other associates.

## Public Printing in New Capital

In December 1801, during the first session of the Seventh Congress, the first

proposition to appoint a printer to the House was made by Mr. Randolph. This

plan had the sanction of a committee of that body; but the recommendation of the committee, owing to opposition to multiplying the offices of the House, was defeated, with only about 20 members voting in favor of it.

A very lengthy discussion occurred during the second session of the Seventh Congress [in February 1803] in the House upon the propriety of printing public documents; i.e., communications from the President and executive departments. The particular document in question was a message from the President, and accompanying papers, relating to the expenditures from the contingent fund of the executive departments for several years previous. The discussion took a wide range, but the real opposition was founded upon the expense, which it was estimated would be \$10,000. The proposition was finally passed by a vote of 38 to 28, and the document was printed.

In 1804, in the second session of the Eighth Congress, a resolution was passed requiring the "Clerk of the House to advertise for proposals for supplying the House of Representatives with stationery and printing, and to award the contract to the lowest bidder."

At the next session, the Clerk made a report of his action under this resolution, but the papers were lost, and it has been impossible to record the difficulties which he probably encountered in the first attempt at the contract system as applied to the public printing. The Senate also took action on the subject in a resolution to "appoint a committee to inquire into the expediency of establishing permanent rules for the regulating and conducting the printing for the Senate." The committee to whom the resolution was referred reported favorably, and it was passed.

### *First Contract Printing*

This system—the letting of the printing to the lowest bidder, and which was

the first joint attempt to have the printing for the Government executed by contract—prevailed in both Houses of Congress until the passage of the resolution of 1819. The work was done in a very imperfect manner, and excited from time to time an endless amount of unfavorable criticism; it was also very expensive and unsatisfactory because of delays and inaccuracies in its execution.

In 1840, John C. Rives, testifying before a committee studying the feasibility of a national printing office, stated:

I have been told that an important bill was lost in 1818, for the want of the printing, that cost the Government more than the whole printing of Congress for the 10 years following.

### *National Printing Office Proposed*

In December 1818 (15th Cong., 2d sess.), a resolution was passed appointing a joint committee of the two Houses of Congress to "consider and report whether any further provisions of law are necessary to insure dispatch, accuracy, and neatness in the printing done for the two Houses of Congress." In obedience to this resolution, a committee was appointed to explore the subject. The committee, consisting of Gen. James J. Wilson, a Senator from New Jersey and an editor and practical printer, and Gen. Thomas A. Rogers, a member of the House from Pennsylvania, visited New York and Philadelphia, and made diligent inquiry in respect to the costs and methods of having the work executed.

Three modes of procuring the printing of Congress were studied: (1) Continuing the low bidder system, (2) a national printing office, and (3) fixed rates. In its report of February 19, 1819, the committee rejected the low bidder method because—

at the first glance it may strike the mind as the most economical, experience and observation do not prove it so. Competitors for the work underbid each other, until it is undertaken for a less sum than it can be afforded \* \* \*. Hence, both Houses have frequently to wait long for interest-



ing and important communications, reports, bills, &c. \* \* \* and the loss of time thus incurred, considering the daily expense at which Congress sits, costs the nation much more than the difference, between the present price, and a more liberal allowance, \* \* \* to ensure the dispatch of the work.

In addition, low bid prices—

prevent that care and attention \* \* \* which is necessary to its neatness and accuracy. These documents are not only distributed through this nation, but disbursed through Europe, which are executed in such an inelegant and incorrect manner, as must bring disgrace and ridicule on the literature, and the press of our country.

The committee felt that a Government printing office would be the best and most economical method, and reported as follows:

How far it is reputable for Congress to endeavor to get their work done below a fair and reasonable price, may be a matter of doubt, but it does not admit of a question that the compensation ought to be adequate to the object of procuring that work to be done at a proper time and in a suitable manner. A second mode suggested to and considered by the committee was the establishment of a national printing office (with a bindery and stationery annexed), which should execute the work of Congress while in session, and that of the various departments of Government during the recess, and should do all the binding, and furnish the stationery, for the departments, as well as for Congress. To ascertain the amount of expenditures on these objects, inquiries were addressed by the committee to the Heads of Departments, attorney general, and postmaster general, and an answer received from each. Some of the reports were made in such a manner as not to enable the committee to separate the accounts for printing from those for binding and stationery; but the whole amount exceeds \$41,000. Add to this the expenditures of the Senate and House of Representatives on the same objects, namely, the former \$8,000, and the latter \$15,000, and the aggregate cost of the public printing, binding, and stationery is about \$65,000 a year, of which probably one-half is for printing; and this, it will be remembered, does not include the great variety and number of blanks executed elsewhere than at the Seat of Government from copies furnished by the Departments of the Treasury, War, &c., and which might all be done here at a much less expense were a National Printing Office established.

The committee are of opinion that such an establishment, under the superintendence of a

man of activity, integrity, and discretion, would be likely to produce promptitude, uniformity, accuracy, and elegance in the execution of the public printing; and they are not certain that it would not, in the result, connecting with it a bindery and stationery, as already suggested, be found the most economical.

However, it qualified this recommendation by suggesting that—

as the principle is somewhat novel, and the details would require some deliberation, the committee have not deemed it advisable, at this late period of the session, and amidst the pressure which both Houses experience from the accumulation of business important to the nation, \* \* \* to submit a proposition on which there would probably be a considerable diversity of opinion, and consumption of time.

The committee recommendation was not acted upon, but for the first time a national printing office had been proposed, and the report embodied the idea which in 1860 was expanded into the organic printing law.

### *Printing Act of 1819*

There still remained the necessity for some legislation, and action by Congress was imperative. The country had greatly increased in population, and the business of Congress had been so frequently interrupted or interfered with because of the delays and inaccuracies in its printing that the resolution of March 3, 1819, was hastily framed and passed. It established a schedule of prices; provided that each House would ballot and elect a printer to execute its work; and it further provided that, if occasion arose, the same elected printer could serve both Houses.

The 1819 joint resolution follows:

*Resolved, etc.,* That the printing of Congress, unless when otherwise specially ordered, shall be done in the following form and manner, viz: Bills, as heretofore, with English type [14 point] on foolscap paper. Rule or table work, in royal octavo size, when it can be brought into that size by any types not smaller than brevier [8 point]; and where it cannot, in such form as to fold conveniently into the volume. All other printing with a small pica type [11 point], on royal paper, in pages of the same size as those



of the last edition of the laws of the United States, including the marginal notes.

And the following prices shall be allowed and paid for the above described work: For the composition of every page of bills, \$1; of every page of small pica type, plain work, \$1; of every page of small pica rule-work, \$2; every page of brevier rule-work, \$3.50; and for a larger form of brevier rule-work, in proportion.

For the press-work of bills, including paper, folding and stitching: for 50 copies, 25 cents per page; for 400 copies, \$1.25 per page; for the press-work of tables, other than those in the regular octavo form: for 600 copies, including as above, \$5.50 per form; for the press-work of the journals, of 900 copies, including as above, \$1 per page; for all other printing, in the octavo form, of 600 copies, including as above, 87½ cents per page; and for a larger or smaller number, in proportion.

That as soon as this resolution shall have been approved by the President of the United States, each House shall proceed to ballot for a printer to execute its work during the next session of Congress; and the person having the greater number of votes shall be considered duly elected, and shall give bond, with sureties, to the satis-

faction of the Secretary of the Senate and Clerk of the House of Representatives, respectively, for the prompt, accurate, and neat execution of the work, and in case any inconvenient delay should be, at any time, experienced by either house in the delivery of its work, the Secretary and Clerk, respectively, may be authorized to employ another printer to execute excess in the account of such printer, for executing such work, above what is herein allowed, to the printer guilty of such negligence and delay: *Provided*, That nothing herein contained shall preclude the choice of the same printer by the Senate and House of Representatives.

[The custom of printing the bills of Congress in English type is still followed. Nonpareil [6 point] has taken the place of brevier type for tabular matter, and brevier type is used very extensively for extracts.]

Congress, by establishing fixed rates for printing, did not anticipate technological advances in the printing art. As printing skills improved, these rates, unchanged until 1846, proved extremely profitable.

The following indicates the printer turnover, with breaks in yearly continuity.

## Government Printers

### *Gales & Seaton*

Under the law of 1819, the House elected Gales & Seaton as its printer from 1819 to 1827, and again in 1833. They also served the Senate from 1819 to 1825, when Duff Green was elected by that body, but were reinstated in 1833, and reelected in 1835. [In 1829, Gales & Seaton's *Intelligencer* imported the first flat-bed cylinder press from England. Known as the Napier press, it incorporated new principles of steampower and paper handling.]

### *Peter Force*

Another Government printer was the *National Journal* which made its appearance in 1823. Peter Force, the *Journal's* editor and a practical printer, had come to Washington in 1815 with

his employer, William A. Davis. The latter had abandoned a printing business in New York to set up shop in Washington to carry out a contract for congressional printing. Force joined with his employer Davis, forming the firm of Davis & Force, doing Government printing in conjunction with a stationery and book store. Force also published, between 1820 and 1836, the *National Calendar and Annals of the United States*, a statistical manual which included a list of Government employees. Force later served two terms as mayor of Washington, 1836-39. He was one of the best-informed men of his time on American history, and had assembled the finest collection of printed Americana of the day. The accumulated historical records of Force were purchased in 1867 by the Library of Congress for \$100,000.

### Duff Green

In 1827, in the Senate, Messrs. Duff Green, Gales & Seaton, Peter Force, and Thomas Ritchie were nominated for election as printers to the Senate. Under the law of 1819, a majority of all the votes cast was necessary to a choice. Two ballots were taken, but with no decision, and the election was declared at an end. On the first day of the next meeting of Congress, the subject was brought up in the Senate by the introduction of the following preamble and resolution:

Whereas, in pursuance of a joint resolution of the Senate and House of Representatives, passed in 1819, regulating the subject of printing for the two houses of Congress, respectively, an election having been had by the Senate, during the last session, for a printer to the Senate, and Duff Green having, according to the provisions of said resolution, received the greatest number of votes: Therefore, be it

*Resolved*, That in the opinion of the Senate the said Duff Green is duly elected printer to the Senate.

After a debate of considerable animation, the resolution was adopted by a vote of 25 yeas to 19 nays.

In 1823, Green was invited to Washington by President Jackson. He gave up his law practice, and bought the *United States Telegraph*. Green became Senate printer in 1825, 1827, and 1831, and printer to both Senate and House in 1829.

### Blair & Rives

Green's successor was Blair & Rives. And upon the demise of Gales & Seaton's *National Intelligencer* and Green's *Telegraph*, Blair & Rives in 1832 built the *Globe*. For a long time after 1832 Blair & Rives and Gales & Seaton alternated in doing the public printing.

Blair & Rives were first elected printers to the Senate March 3, 1837, and were re-elected February 27, 1839.

During the extra session of the 25th Congress [1837-38], after 12 ballots on September 5, 6, and 7, 1837, Thomas Allen, editor of the *Madisonian*, was elected House printer, and on January 30, 1840, Blair & Rives superseded him. Blair & Rives were again elected Senate printers February 20, 1841.

## Congressional Investigations—1828 and 1840

Public printing up to 1839 was executed under the terms of the joint resolution of 1819, and it was evident that the rates fixed by that law were too high and that printing profits were large. The affluence of Blair & Rives was well known, for in 5 years of public printing they had been able to purchase their rented building, in addition to townhouses (including Blair Mansion [now Blair House]) and country estates.

The first congressional effort to curb printing profits under the 1819 law was made in 1828, when the House ordered an investigation.

No action was taken.

On September 6, 1837, the House con-

sidered and then rejected the following resolution:

That a committee be appointed to inquire into the expediency of separating the emoluments of the public printing of the House from the newspaper presses of the country.

On January 30, 1840, the House appointed a Select Committee on Public Printing to investigate the state of Government printing affairs. Its mission was to report on prices considered just and reasonable. It was also directed to inquire and report on the propriety and expediency of entirely separating Government printing from the newspaper publishers. In addition, the committee was ordered to explore the practicality of a



national printing office. This investigation was the first full-scale study of public printing, with the conclusion that only a Government printing office could correct the inherent faults of the system in effect.

### *Rates Reduced*

Extensive hearings were held, with former and present Government printers testifying. Commercial printers throughout the East also offered testimony. On March 26, 1840, the committee recommended a reduction in printing rates of 15 percent.

### *Committee Findings*

One witness testified:

The scale of prices adopted by Congress [in 1819] is obscure and indefinite in its details, and affords facilities for extravagant charges that must be invisible to any one not familiar with the printing business.

The committee conceded that public printing was risky, for—

No man of ordinary sagacity will venture to invest a capital of from \$40,000 to \$50,000 in a Congressional printing office, if he is to receive no more profit upon the investment than the same capital would yield if embarked in a less hazardous and more certain business. The extraordinary risks attendant upon such an investment, the unusual wear and tear of the material employed, and the many difficulties of such an establishment, would seem to require a much greater profit to indemnify the proprietor than is expected in newspaper and book offices. The risk of election, of re-election—the great rapidity, despatch, and punctuality required—the illegibility and imperfection of a great portion of the manuscript sent—the extra wages for work necessarily done at night and on Sunday—the necessity of employing a large number of first rate journeymen instead of apprentices \* \* \* are among the many considerations of disadvantage which present themselves to those who are acquainted with Congressional printing. If your printer could get fair, legible, and punctuated copy, and could calculate with any thing like certainty on the quantity of work he would be required to do—if he were permitted to work only during regular hours, and could be spared from labor on the Sabbath—he could afford to do the printing for

much less than he now receives under the joint resolution of 1819.

The committee also “ascertained that there are but two offices in the city capable of executing the Government printing—the *Globe* and the *National Intelligencer*.”

Also explored were the effects of improved printing techniques on printing costs. The committee noted:

The office of public printer is much more lucrative now than formerly \* \* \* because the profits have been considerably augmented, as respects presswork and paper, by reduction in the price of the latter, and the invention of machine presses, principally introduced \* \* \* within the last 8 years.

### *Government Office Proposed*

The minority favored a greater slash in printing rates, and then offered witnesses in behalf of a national printing office. It was known that France had established a Royal Printing-office in 1538, and in 1640 King Louis XIII had created the *Imprimerie National* as a Government printing office. Although Congress in 1819 had rejected the idea of a Government printshop, and instead had passed the rate-fixing resolution of 1819, public printing had increased in volume, with proportionate increases in profits. The idea was now revived, for the minority report showed that current Government printing at 1819 rates had cost \$150,000, but under Government supervision would have cost \$80,000.

Fletcher Harper, a New York printer, questioned on the feasibility of a national printing office, stated:

I do most truly and sincerely believe that it would be of immense advantage to the country to have a Government printing-office of their own. \* \* \* I believe that it would be a saving of nearly \* \* \* one-half of the amount expended in this way. As for the disadvantages, I cannot see any that can possibly occur from such an establishment. Many of the largest societies in this and other countries have establishments of this kind; and I know \* \* \* that some of them are not only very convenient, but prove to be the means of saving to their proprietors a great deal of money.



William W. Moore, a former congressional superintendent of printing, stated that "the *whole cost* of an office, types, presses, and every thing else—the estimate is \$56,000." But Rives estimated that a national office employing about 100 persons "would require about \$40,000 to build, and to furnish with presses, types, and fixtures \* \* \*."

The minority buttressed its arguments in favor of a Government-owned office by pointing out that there would be immediate execution of public printing, for costly delays in the public printing had prevented passage of legislation and stymied the work of executive departments.

In addition, "it has taken 2 days or more to elect a printer, which costs a large sum to the country. \* \* \* the arrangements, delays, and difficulties \* \* \* have cost at least \$20,000."

The minority report rebutted the charge that a Government printing office would be an "infraction of constitutional principle" in doing its own work, and that the plan introduced "a new principle in our Government." It showed that other Government departments performed public service, for—

the officers of the Government are the servants of the people, and they have a right to all their time and services as long as they pay for them; and when offices are created for the use of the people, they have the right to attach any conditions they please, calculated to insure a faithful fulfilment of the duties.

The minority's plea for a national printing office and a free press was followed by the introduction of the following bill:

\* \* \* That there shall be erected \* \* \* on some suitable spot in the city of Washington, to be selected by the President of the United States, a building of brick, suitable and convenient for a printing-office, in which all the printing for Congress, and for the Executive Departments, and for the Post-Office Department, shall be performed.

This minority bill failed to pass for lack of votes and the 1840 proposal followed the 1819 plan into defeat.

## Printers' Wages, 1815-60

Since 1815, when printers' wages were fixed at \$10 per week, Washington printers had been content. But in 1836, the printers' society demanded "an advance of about 10 percent on our present tariff prices, owing to the advance in the prices of products generally." Some of the "high" prices pointed out by the compositors were "beef at 12 cents per pound; lamb, 75 cents per quarter; chickens, \$2 per dozen; and potatoes, 50 cents a bushel." After a month of negotiations, the proprietors agreed to a 10-percent, or \$1, increase.

In the 1840 investigation, John C. Rives testified that—

the prices paid journeymen printers in 1819 were \$10 per week during the session, and \$9 per week in the recess of Congress. Then, if a printer worked a reasonable number of hours after night—say 3 or 4 hours—he did not charge the employer for it. It is believed that all the work the printer then did at night did not \* \* \* reimburse the employer for the time he had been idle in the day waiting for copy. As the business of Congress increased, the night work increased in greater ratio, and became very onerous to the printers, so much as to destroy the health of those who had not very robust constitutions, and to injure the eyesight of all. The Typographical Society \* \* \* passed a resolution that, for all night work, after 6 o'clock P.M. in the summer, and after 7 o'clock P.M. in the winter, the journeymen should receive an extra allowance of 16 $\frac{2}{3}$  cents per hour, the same price that was then paid \* \* \* for work executed in the day.

Rives also testified that 1840 journeyman wages—

were \$11 per week during the session, and \$10 per week during the recess of Congress; night work 22 cents per hour, and Sunday work 25 cents per hour, no matter whether Congress is or is not in session.

Describing his workers and their wages, Rives stated that his average force in December 1836 consisted of 72 men; 31 boys, of 13 to 21 years; and 14 women, for a total of 117.

In 1840, his force consisted of—

1 foreman to superintend compositors  
4 proof readers

34 men as compositors

4 boys as compositors, between 17 and 21 years old, very nearly, if not equal to men

2 boys as compositors

The men were paid for the week \* \* \* an average of \$12.17 each; the boys an average of \$3.45 each.

\* \* \* upon the presses \* \* \*, three foremen of presses, whose average compensation was \$14.13 each; and twelve boys, from 12 to 18 years old, \* \* \* \$2.59 each.

Piecework rates for composition of plain work were 31 cents per 1,000 ems; figure work, 46½ cents [price and half]; rule and figure, 62 cents [double price]. Pressman received 41 cents per token of 250 lever pulls.

In 1850 Samuel Langhorne Clemens [Mark Twain] served as a printer apprentice under his brother for \$3.50 a week, which to Sam seemed extravagant—"or would have been had it been paid." Moving to New York, he wrote to

his brother, who on September 10, 1853, printed the following letter in the *Hannibal (Mo.) Journal*:

The printers here [New York] are badly organized, and therefore have to work for various prices. These prices are 23, 25, 28, 30, 32, and 35 cents per 1,000 ems. The price I get is 23 cents; but I did very well to get a place at all, for there are, 30 or 40—yes, 50 good printers in the city with no work at all; besides my situation is permanent and I shall keep it till I can get a better one. The office I work in is John A. Grays, 97 Cliff Street, and, next to *Harper's*, is the most extensive in the city. In the room in which I work I have 40 compositors for company. Taking compositors, pressmen, stereotypers, and all, there are about 200 persons employed in the concern. \* \* \* They are very particular about spacing, justification, proofs, etc., and even if I do not make much money, I will learn a great deal. \* \* \* Why you must put exactly the same space between every two words, *and every line must be spaced alike*. They think it dreadful to space one line with three em spaces, and the next one with five ems.

## 1842 Printing Study

The Committee on Printing issued a report on July 17, 1842, commenting on the state of affairs existing by virtue of public printing practices.

The subject of printers' charges was again taken up and examined. The prices were then fixed at 20 percent less than those provided for under the law of 1819, but in 1843 an appropriation was added to the general appropriation law sufficient to make Gales & Seaton's compensation equal to the prices fixed by the resolution of 1819.

At the time of the inauguration of President Harrison [1841], Blair & Rives were the printers to the Senate. At the executive session of the Senate, held after the new President had taken office, Mr. Mangum of North Carolina offered a resolution to dismiss Messrs. Blair & Rives.

Thomas Allen was elected to replace Blair & Rives on June 15, 1841. Gales &

Seaton became Senate printers again on December 5, 1843. In the House, Gales & Seaton were elected printers June 11, 1841, and Blair & Rives, December 7, 1843.

In 1845, President Polk entered the White House. Once again the *Globe* of Blair & Rives lost its job, and the *Washington Union*, owned by Ritchie & Heiss, was granted the printing franchise. The *Globe* establishment was purchased for \$35,000, one-third cash and the balance in two equal installments in 1 and 2 years. As soon as Congress assembled, both Houses chose Ritchie & Heiss to do the public printing.

On March 3, 1845, the following clause in a general appropriation law was approved:

And all Congressional printing executed under an order of either house, made after the 4th of March 1845, shall be paid for at prices 20 per centum less than those fixed by the joint resolution of March 3, 1819.

## Contract System Restored in 1846

Various laws relating to the public printing were enacted between 1840 and 1846. Some of these laws provided that printing for the departments, the Supreme Court, etc., should be done by contract. But agitation continued for a change in the manner of procuring all Government printing, and on August 3, 1846, the Garrett Davis resolution restoring the contract system became law.

This new printing law provided that public printing be given to the lowest bidder, instead of each House electing a printer to do work at the rates prescribed by law. Earlier, in August 1842, a similar method had been adopted for departmental printing.

The resolution provided that the Secretary of the Senate and the Clerk of the House advertise and invite proposals to supply the printing needs of the Senate and the House, and that the awards be made to the low bidders. It also provided for a Committee on Printing, consisting of three members of the Senate and three members of the House of Representatives, which had power to adopt such measures deemed necessary to remedy any neglect, delay or waste on the part of the contractor to execute the work ordered by Congress. This was the beginning of the current Joint Committee on Printing, still comprised of just six members.

The new contract printing law went into effect at the end of the current Congress, so that Ritchie & Heiss, who were printers to both Houses, were able to continue for 2 more years.

This system, which proved the most expensive of any tried up to this time, and perhaps the most unsatisfactory, remained in operation until 1852.

### *Wendell Low Bidder*

With work thrown open to competition, the bid of Wendell & Van Benthuy-

sen of Albany, N.Y., was the lowest. The new deal in public printing, although laudable in purpose, had an unexpected impact on District printing, for in a short time "the printers of the city were left emptyhanded with unemployed establishments (dead capital) on their hands."

The contract winners immediately brought necessary printing equipment to the city and set up shop in a building on Pennsylvania Avenue near 2d Street. The installation and plant were under the supervision of Cornelius Wendell, foreman of the Albany plant to whom the new venture had been entrusted. Before the end of the contract, Wendell discovered that he had overextended himself, for he had not anticipated the pressure of producing a great quantity of printed matter in a short time, a condition which has extended to present-day Congresses. Faced with losses, he appealed to Congress for relief. Nevertheless, he continued in the printing business, and 4 years later, in 1852, he again became officially connected with public printing after the contract plan was abandoned. In 1852, he was able to provide the largest and best equipped printing establishment the city had ever seen, and thereafter executed practically all the public printing as a subcontractor for the House and Senate printers.

Testimony taken before committees of the House and Senate, when printers' losses were investigated in 1852, showed that Wendell's firm took the work at such low rates that sufficient profits were not possible, and the contractors, although they filled their contract, were greatly out of pocket.

It can be seen that competition under the contract system was fierce. Bids were made, and if the contractor made money, he would pocket it. If he lost, he said: "I unfortunately lost, and surely the Government does not want me to do work for them and lose money in the perform-



ance." The appeal usually met with a response by Congress, with deficiencies made up with bonuses, sometimes up to \$200,000.

The next printer under the contract system was James Ritchie, who performed the work up to the expiration of his contract; but at the next session of Congress claimed damages for loss, which were accorded him in the sum of \$50,000.

Boyd Hamilton followed as contractor and executed the printing down to 1852,

when he failed and gave up the contract.

The printing for the 6 years under the 1846 law cost the Government \$3,462,655.12, or almost as much as the printing under the act of 1819 cost during the 28 years it was in force. In addition, the work was of poor quality, for in 1846 Senator Benton stated that—

the Government had lost \$1 million in a single year through the neglect of the public printer to print a bill or document required just at the close of a session of Congress."

## Events Leading to Establishment of GPO—1852-60

The free enterprise period of public printing ended on March 4, 1861. The events leading to the birth of the GPO were cumulative, for the Nation was growing, and Government printing expanded to match the increase in Government.

### *Beginning of End of Private Printing*

In late 1852, Congress returned to the old practice of electing its own House and Senate printers, under rates fixed by law instead of the contract system. Although the rates of 1852 were moderate, profits soon became swollen by the great increase in printing volume. With fixed rates and increased volume, profits also grew.

The old printing act of 1819 had also fixed rates of composition. Congress did not adjust these rates until 1845, when a 20-percent reduction was ordered. In the meantime private printers favored with public printing made great profits by exploiting new printing methods. Although the 1852 act likewise fixed rates of composition, these rates became highly profitable to the printers as further advances were made in printing technology. Thus these rates provided sufficient reason for printers to make strenuous efforts to secure Government printing contracts.

### *The Law of 1852*

The next general law on the subject, and which involved a radical change in the system, prices, and mode of executing the printing, was passed on August 26, 1852. The act provided—

That there shall be a Superintendent of the Public Printing, who shall hold his office for the term of 2 years, who shall receive for his services a salary of \$2,500 per annum, and who shall give bond with two sureties to be approved by the Secretary of the Interior, in the penalty of \$20,000, for the faithful discharge of his duties under this law. The said Superintendent shall be a practical printer, versed in the various branches of the arts of printing and book-binding, and he shall not be interested, directly or indirectly, in any contract for printing for Congress or for any department or bureau of the Government of the United States. The first Superintendent under this law shall hold his office until the commencement of the 33d Congress, and the Superintendents thereafter appointed shall hold their offices for 2 years, commencing with the first day of the session of each Congress.

In addition to the appointment of a Superintendent of Public Printing to supervise work ordered by Senate and House public printers, it also provided that the Superintendent should receive matter to be printed, not only from the Secretary of the Senate and the Clerk of

the House but also from executive departments.

There was one exception which permitted executive departments to employ printers out of the city of Washington to execute such department printing when they could be executed elsewhere as cheap as the specified rates.

Although the act of 1852 was a decided improvement over that of 1846, the printing under it proved very expensive; but the main difficulty was the want of an office with proper facilities for executing the printing promptly and uniformly. The demands of the Government had increased to such an extent that, up to 1856, no single printing office in Washington was capable of handling all the printing required; and the result was that a variety of styles prevailed in the printed documents, which gave general dissatisfaction and produced much inconvenience. The erection in 1856 by Mr. Wendell of the large private establishment (which afterward became the GPO) on H and North Capitol Streets, somewhat relieved these troubles; but, as he had to run his chances in getting the work, no certain remedy followed his enterprise.

As soon as the printing law of 1852 went into effect, the Washington *Union*, now owned by Gen. Robert Armstrong, became the printing contractor for both Houses, thus again uniting the press and public printing. During the 1852-61 period, the House began the practice of choosing men who were not owners of Washington newspapers or of printing plants, but the Senate successively elected *Union* owners to perform its printing. These in turn were General Armstrong, A. O. P. Nicholson, William A. Harris, Cornelius Wendell, and General Bowman. The only outsider to break through was Beverly Tucker, who on September 14, 1853, had established the Washington *Sentinel*. When the 33d Congress assembled on December 5, 1853, the Senate

elected Mr. Tucker as its printer. The *Sentinel* was doomed to an early demise, for the next Congress in 1855 passed it by.

During 1852-61, the following officials controlled public printing under the 1852 printing act:

#### *Superintendents of Public Printing*

John T. Towers, September 1, 1852-December 6, 1853

A. G. Seaman, December 7, 1853-December 1857

Gen. George W. Bowman, December 1857-May 11, 1859

John Heart, May 13, 1859-March 4, 1861

#### *Congressional Printers*

1852, 32d Congress: Gen. Robert Armstrong, House and Senate.

1853-55, 33d Congress: General Armstrong, House, died while in office and succeeded by A. O. P. Nicholson; Beverly Tucker, Senate.

1855-57, 34th Congress: Cornelius Wendell, House; A. O. P. Nicholson, Senate.

1857-59, 35th Congress: Gen. James B. Steedman, House; William A. Harris, Senate.

1859-61, 36th Congress: Tom Ford, House; General Bowman, Senate.

The elected Senate and House printers were not always practical printers. The congressional investigation of 1860 disclosed that only three House printers between 1852-61 had the requisite buildings and materials; the others were not versed in the art of printing. In many cases, elected printers contracted with Wendell, who in turn subcontracted all work. In 3 years after the contract system was abolished, practically all Government printing was produced by Wendell.

#### *First Superintendent Reports*

On September 1, 1852, John T. Towers was appointed by President Fillmore as the first Superintendent of Public Printing. A practical printer, he had worked in the office of Duff Green when the latter was Senate printer in 1830. Mr. Towers was strong for unionism, as indicated by the following:

As far back as 1832, in the city of New York, I was a member of the first trades union in

America, pledged to maintain the 10-hour system, and the principles sustained by me then as a journeyman printer have been and ever will be sustained by me as an employer.

On December 1, 1853, Mr. Towers submitted his first report to Congress on the condition of the public printing. He noted that the contract system for executing the public printing had been abolished, and after listing congressional printing costs, closed his report by stating that—

\* \* \* I cannot, in justice to those upon whom the burden of the *experiment* (as it has been called) of executing the public printing under the law of 1852 has fallen, close this report without saying that much credit is due to the public printer [Wendell] for the manner in which he executed his work. \* \* \* he proceeded to fit up an office, ample in material and in machinery of the first class, to execute promptly the printing for the Government, and has now by far the most complete printing establishment ever used for that purpose. The [printing] has been executed with unexampled rapidity \* \* \* in a style highly creditable.

### *New Superintendent*

On December 7, 1853, A. G. Seaman succeeded Mr. Towers as Superintendent of Public Printing, and the latter then served as mayor of Washington for 1854-55. On February 13, 1856, after numerous ballots, Wendell was elected House printer, and served until March 3, 1857.

### *Wendell Builds New Plant*

Following his election, he erected a modern printing plant at North Capitol and H Streets. This plant became the GPO in 1861, and it was adequate to execute not only all Government printing but commercial printing as well.

In 1856, Superintendent Seaman in his report to Congress noted that—

the Printer of the House [Wendell], with a spirit of enterprise worthy of all commendation, erected at a very great expense, and doubtless with much risk as to the future productiveness of the investment of capital, the most complete and extensive printing establishment on this continent. The printing of Congress, during late years, has increased to such extent that there was no building in the city of Washington which afforded sufficient space \* \* \* for bringing out the work with desirable expedition and neatness; and the tenure by which the Public Printer holds his office is so uncertain, that, until now, no one felt disposed to encounter the risk involved \* \* \*. The facilities thus afforded will not only enable this office to furnish the larger orders for printing with greater dispatch, but will also enable it to make still further improvements in the general appearance of the public printing.

Although the tenure of House and Senate printers was "so uncertain," Wendell was secure, for as House printer he could award printing to his own plant, and the Senate printer could also subcontract the work to Wendell's plant.

## 1858 Investigation

On December 9, 1857, the House charged the Select Committee on Printing—

to examine into the laws in relation to the printing for the House, the prices paid therefor, and the duties of the Public Printer; \* \* \* to inquire into the prices paid for binding, engraving, and paper used for the printing of Congress, and for the publication and binding of the *Congressional Globe*; and \* \* \* to examine into and report to the House what change \* \* \* is required in the existing [printing] laws \* \* \*.

The condition of public printing had deteriorated. Members of the opposition in Congress and the newspapers attacked the costs and the manner of executing Government printing, for the 34th Congress from December 3, 1855, to March 3, 1857, had ordered the staggering amount of \$2,258,580 for its own printing. The committee was appointed, "if possible, to devise a system by which the public work \* \* \* can be done in a way to obviate



any defects which might be found at present to exist."

### *Committee Findings*

On April 21, 1858, the committee in submitting its report to Congress admitted defects in the system. The following committee finding describes the pattern of handling the public printing and the layers of contractors and sub-contractors:

The public printer elected by the 33d Congress [1853-55], and the public printer of the Senate for the 34th Congress, respectively, contracted with a third party to do the required work, reserving to themselves a large percentage, which was as a nett [*sic*] reward or profit for simply taking, under the name of public printer, the printing of Congress, and sub-letting it to another who did, and is still doing, the work for them. The public printer [Wendell] elected by the House for the 34th Congress, did the required House printing himself; and, in addition, as sub-contractor under the Senate printer, did the work of the Senate for that Congress, as he did all of the printing for the public printer of the 33d Congress and he is now doing the work for the public printers of the Senate and House of the present Congress. The same party is printing the post office blanks as a sub-contractor under the gentlemen having that work to do.

The per centage paid by the sub-contractor referred to, to the various public printers designated—emoluments of their mere sinecure offices amounted to more than \$21,000 during the month of January last, and will average nearly \$20,000 per month. This includes no allowance of per centage upon the House printing for the 34th Congress; the sub-contractor mentioned, as public printer of that body, did the work himself, and thus was saved payment for privilege. The gross amount thus paid, as a per centage or bonus for the privilege of doing the work, by the sub-contractor to the government officials, varies but little from \$240,000 per year; at the same time he realizes, over and above that large profit, a handsome reserve profit for himself.

The same system extended into the public binding, for in most cases the public printers were also public binders, with the same layer of contractors and subcontractors—and the same profit per-

centages. Binding for the 33d Congress amounted to \$538,458; for the 34th Congress, \$384,686. The committee noted that blankbooks used in Government cost from 30 to 50 percent higher than commercial prices, for—

there is no competition for this work, and no general contract is made for its execution. It is a grand monopoly for a few individuals, who reap therefrom enormous profits.

The committee found that Government engraving was "done in a manner not dissimilar to that of the printing and binding." The total cost of engraving, lithographing, and electrotyping for the 33d Congress cost \$829,858, with the greater amount of poor quality, in addition to high rates. The committee also noted that the Government could have saved about 20 percent, or \$237,342, by proper supervision.

Paper for public printing also received some study, and the committee reported that—

further checks and safeguards are required, both in the purchase and in the use of the paper for public printing. The present mode of supply is open to great abuses, and there are few or no sufficient checks to correct them.

*Congressional Globe* printing costs were considered, for Rives had received \$257,421 for publishing the *Globe* for the 34th Congress. Rives also enjoyed the congressional frank, for he could mail single copies or bound volumes without charge. The committee stated that a "responsible party \* \* \* has offered to supply the *Globe* \* \* \* at a reduction of \$38,000 per annum."

The committee was satisfied "that a saving \* \* \* of about three-fourths of a million of dollars might have been effected by a proper system."

### *Bureau of Public Printing*

As in 1819 and 1840, a congressional committee once more recommended the

Government's entry into the printing business. The committee concluded:

To remove these difficulties, and to avoid the large expense of the present mode of doing the public printing, your committee recommend the establishment of a Bureau of Public Printing connected with, and under the direction of, the Department of the Interior. In this way your committee believe that a large amount of money can be annually saved. Taking the congressional and department printing and binding and the publication of the proceedings and debates together, we think that 40 per centum on the gross amount at least can be saved. This amount, for 1 year, on the cost of the usual and necessary work, would more than pay the entire expense of establishing the Bureau. But your committee consider this annual saving, however important to the treasury, to be of minor consideration, when compared with the many advantages and benefits to be gained by the establishment of a printing Bureau.

The committee was "trusting in better fruits from [their] labor," but its recommended bill failed to pass and thus joined the aborted 1819 and 1840 national printing office proposals.

### *Bowman Protests Printing Abuses*

In 1856, the House printing bill had risen to \$433,133, the Senate to \$248,169, and executive departments to \$175,334. In addition, Superintendent Seaman had petitioned Congress for a deficiency of \$246,611 because congressional printing appropriations had been exhausted and a large amount of printing had been ordered but the bill had not been paid.

In December 1857, Gen. George W. Bowman succeeded Mr. Seaman as Superintendent of Public Printing. Although Mr. Bowman later became an important figure in the 1860 investigation for his arrangements with Cornelius Wendell, as Superintendent he made the first attack on what he regarded as waste of printing money.

On May 12, 1859, John Heart succeeded Mr. Bowman as Superintendent of Public Printing and served until the establishment of the GPO on March 4, 1861.

## 1860 Investigation

Both Bowman and Heart were aware of the fact that the poor condition of public printing had been common knowledge for some time. Congressional criticism had been made in both Houses, and the opposition press was again on the attack.

Urging abandonment of the system and divorce of the newspapers from Government, a southern Senator said: "The purpose of public printing is to enlighten the public \* \* \* not to enrich the printers."

Finally, Congress was forced to act, and in January 1860 three congressional committees began hearings. All phases of public printing and binding were explored.

### *Wendell Key Figure*

During the 35th Congress [1857-59], the printing abuses which up to this time

had been of mild degree became considerably more intense. As in earlier years since 1846, when he first arrived in Washington to become overlord of Government printing, Wendell was still the central figure.

On December 17, 1857, the Congress had elected William A. Harris as Senate printer and James B. Steedman as House printer. Harris had been the editor and proprietor of the *Union*, a Washington newspaper which favored the administration. When he was elected to the post of Senate printer, he sold the *Union* to Cornelius Wendell.

On August 27, 1858, the second in the series of famous Douglas-Lincoln debates was held in Freeport, Ill. The debates were fiercely political and marked by intense partisanship. Although Wendell performed all public printing and favored

the administration through his *Union*, Wendell's support of Lincoln in his campaign for Douglas' Senate seat produced an attack by Senator Douglas against Wendell and the *Union*.

As the 35th Congress began, both Senate and House printers immediately after their election contracted with Wendell for the performance of the public printing for both Houses, and in fact disposed of the privilege for certain fixed sums.

Testimony in 1860 disclosed the terms between Wendell and Harris by which Wendell agreed to execute all of Harris' Senate printing. In return for the—

entire charge, trouble, and expense of [Harris], the said Wendell [would] pay to the said Harris the sum of \$10,000 per annum for his full share of the profits on the said Senate printing \* \* \*; or if the said Harris prefers it, such sum as may be due to him shall be retained by him from the money which may pass through his hands in payment for the public printing.

There was one condition, however: Senate printing "shall amount to the sum of \$100,000 or more."

It was shown that the printing and binding bill for Congress from 1852 to 1860 was \$5,201,459, nearly all of which Mr. Wendell had executed as contractor or subcontractor.

### *Wendell and Bowman*

As the investigation unfolded the ramifications of the public printing story and the many characters involved, it became clear that Wendell and Bowman had played the leading roles. Practically all testimony by the many witnesses led back to these two men.

General Bowman as Superintendent of Public Printing from December 1857 to May 11, 1859, had instituted many reforms in the public printing and binding. These reforms were so effectively carried out as to produce yearly savings of \$200,000. Bowman's disposition toward econ-

omy and rigid adherence to the printing laws reduced Wendell's profits by 50 percent. In the 1860 hearings, Bowman testified that—

during the time I was in office there was no friendly feeling, for there was a conflict between his [Wendell's] interest and what I considered to be my duty under my oath. One ground of the difficulty between us was, that he protested against my suggesting reforms.

Determined to get Bowman out of the way, Wendell offered the *Union*, his money-losing administration paper, to Bowman without consideration. In addition, Bowman was to receive \$20,000 a year so long as Wendell performed public printing, plus Wendell's assurance that Bowman would be awarded Senate printing. Bowman then resigned his office to take over the *Union*.

On February 28, 1860, Mr. Bowman appeared before the committee and submitted a "bill of sale" signed by Wendell on March 26, 1859:

Know all men by these presents that I, Cornelius Wendell, \* \* \* for a valuable consideration to me paid by Geo. W. Bowman, \* \* \* now Superintendent of Public Printing, the receipt whereof I hereby acknowledge, do hereby give, grant, bargain, sell, and convey unto the said Bowman, his heirs and assigns forever, the newspaper establishment \* \* \* known as the *Washington Union*, and now owned and published by me, together with all the property thereunto appertaining, meaning to include the name, good will, press, and printing and other materials belonging to and used in the establishment; provided, however, that said Bowman is to have no part of any debts due the establishment, and is to be responsible for none of its liabilities. To have and to hold to him, the said Bowman, his heirs and assigns forever. \* \* \*

### *Bowman Nomination*

The 36th Congress assembled on December 5, 1859. Battlegrounds were immediately formed for the election of House and Senate printers. President Buchanan nominated General Bowman as Senate printer, and with common knowledge of Bowman's liaison with



Wendell, the Senate began a bitter debate. In the investigation which followed the debate, one witness testified:

I reckon there is hardly a person in town that has not heard these matters talked upon in the streets. They were subjects of common conversation for several months past.

The press, which had carried stories of the printing situation, almost daily printed items concerning the nomination.

The New York *Daily Tribune*, on January 5, 1860, noted that—

Mr. Bowman feels confident of success, as the President has made a personal appeal to every \* \* \* Senator whom he could reach.

On January 9, the *Tribune* stated that "If the Republican vote could be combined with the opposition to Bowman, he might be defeated."

In the meantime, the Senate continued its debate, and on January 17, the *Tribune* reported:

Mr. Wendell transferred his whole printing establishment to the foreman and journeymen in his office, a few days ago, and, they [Larcombe & English] now announce, if Mr. Bowman is elected the work will be done by them. This mode was contrived as a compromise between these hostile interests. \* \* \*

### *House Printer Also Opposed*

The post of House printer produced another protracted struggle. The first ballot was taken on February 13, 1860, and balloting was continued, with numerous short postponements, up to March 2, when Gov. Tom Ford of Ohio was declared elected. Among the candidates was John D. Defrees, who, up to the 14th ballot, was the leading candidate. Although defeated, Mr. Defrees acquired a one-third interest in House printing because Mr. Ford was "not a practical printer, and knowing nothing of the business, [he] agreed to give me an interest in consideration that I should give it my personal attention, and help him in its management." Mr. Defrees insisted that he "ought to have been

elected," but a year later became the first head of the GPO.

After Bowman's election as Senate printer, the differences between himself and Wendell had sharpened, for Bowman claimed that Wendell had paid but \$3,000 of the \$20,000 in their contract. But Wendell replied that Bowman "had made an arrangement with Mr. Rives, and that he [Bowman] had forfeited his engagement with me."

It is possible that this failure led to the transfer of Senate work from Wendell to Rives, for as Senate printer Bowman could bypass Wendell. With his control over Senate printing, Bowman did transfer his printing to Rives.

In answer to the question: "What was your reason for declining to engage Wendell to do your printing?" Bowman replied:

There were various reasons. I heard objections at every turn, "I hope you intend to have nothing to do with that concern." I found a sentiment prevailing against it. That was the reason.

Larcombe and English, late foremen in Wendell's plant, were now the proprietors by virtue of Wendell's transfer to them. The firm, through Governor Ford, the House printer, and John D. Defrees, Ford's agent, was given the sub-contract for House printing. They were to repay Wendell out of their printing profits, and the former owner would participate as a silent partner.

### *Hearings Begin*

In addition to the testimony dealing with the Wendell-Bowman affair, other witnesses appeared before the committees.

John Heart, Superintendent of Public Printing, when asked his opinion on the propriety or necessity of a Government printing office, replied:

My opinion is that Government should do this printing as it does its writing, by its own agents, under its own control, to be executed not in conformity to the interests of the contractors but in accordance with the exigencies of the Government. I believe that a public printing office

could be placed upon such a footing that any document, I do not care how voluminous, might be returned to the House ordering it within 30 days. For the best interests of the country, it is the only way to correct the present abuses, not only in the manner of executing the printing, but also the impeding of the public business, which so often occurs by reason of the delay in electing a printer. Both the public interests and the public business would be best consulted by establishing a government office.

With [a GPO] permanently devoted to the public printing and binding, a very large reduction in the cost of these branches of the public service could be effected. And, if under the control of a public officer, many important reforms in the manner of its execution could be introduced, which would still further economize its cost.

Commercial printers of the period agreed that the Government could save at least 50 percent on its printing costs.

Most witnesses agreed that a Government printing office would be the cheapest and best way of having its printing executed, for in 1860, there were Government-owned printing offices in Great Britain, France, Prussia, and Austria.

For the public binding, as in public printing, each House elected its own binders, who in turn contracted all work to the printers or practical binders. The committee devoted much time in exploring the public binding, chiefly on its quality and prices.

Printing for the Supreme Court received favorable comment. Produced by George S. Gideon since 1845, he testified that the work was done for—

20 or 30 percent less than is paid for congressional or for executive department work. \* \* \* I do the Supreme Court printing a good deal too low. I am still willing, however, to continue the printing, although it is a very low price, it being the only printing I do for government.

The investigating committee during the hearings approved the following resolution:

*Resolved*, That, in the opinion of the committee, there is nothing in the testimony tending to impeach the integrity or efficiency of Mr. John Heart, Superintendent of Printing.

## *Post Office Blanks*

A source of large profits was the printing of post office blanks. This printing was highly remunerative and many persons applied to the administration for the privilege of printing them. Aided by timely awards from the Post-Office Department, favored contractors in a 4½-year period made charges for composition which they had never rendered in fact, for testimony showed that the work was run from stereotype plates which required no composition.

The abuses in the procurement of post office blanks were corrected by the act of February 15, 1860. With the beginning of the investigation, contracts had been canceled, and the new law authorized advertisements inviting proposals on a low-bidder basis.

Superintendent John Heart, in his 1860 annual report, stated that by the adoption of the new postal contract system, "a great saving has been effected." He refuted predictions that the new system would cost more than the previous one, and showed that average monthly printing costs of \$3,500 under the 1852 act had dropped to \$844.97 by the new act, for a total of nearly \$32,000 yearly savings.

## *Congress Debates a GPO*

The *Washington Star* of June 12, 1860, reported the following resolution adopted by the Select Committee on the Public Printing:

*Resolved*, That the laws regulating the prices and mode of printing, and the abuses necessarily growing out of the expenditures therefor, require reform.

Feelings ran high in Congress. Proponents of a Government printing office argued that there was no doubt of the necessity of the printing reform. In reply, the supporters of the contract system argued that a "national office would be a measure of great additional expenditure by the creation of a bureau, offices, and



a vast expense, \* \* \* and God only knows where it will end."

Finally, in the closing moments of debate, this was said:

I prefer to try at least a Government printing office to any other mode of executing the public printing. We have already tried the other two plans. We have tried the plan of electing a Public Printer, and we know how it has resulted in the last 2 years. \* \* \* I think there is a universal disposition to abandon that mode of executing the work. \* \* \*

With these examples staring us in the face, I, for one, feel unwilling to return to that system. \* \* \* The other two systems having failed, I am disposed to try something new. We cannot lose a great deal at it. If it fails, then I am for trying something else; but I am not in favor of returning to systems which have already worked badly in practice.

The system in force at this time is condemned, not only by the Senate and House, but by the whole country, and deservedly. Good or otherwise, as it may have been in its incipency, . . . abuses have crept into it.

On May 31, the House passed H.R. 22, establishing the GPO, by a vote of 120 yeas and 56 nays.

On a resolution to continue the discredited contract system, the Senate vote was yeas, 18; nays, 29. By a vote of 31 yeas, 14 nays, H.R. 22 was passed on June 16, 1860.

After the vote on June 16, both Houses joined in ironing out their differences.

The newspapers of the day continued to cover the public printing story. The New York *Tribune* on June 21 noted that—

Jefferson Davis gave notice of supplementary action today to authorize Secretary of the Interior and Superintendent of Printing, to purchase materials for the GPO, so as to fix responsibility, instead of having it divided with a Joint Committee on Printing.

### *GPO Established*

On June 23, 1860, Joint Resolution No. 25, providing for the establishment of the GPO on March 4, 1861, was signed by President Buchanan. It stated that the Superintendent of Public Printing was—

authorized and directed to have executed the printing and binding authorized by the Senate and House of Representatives, the executive and judicial departments, and the Court of Claims, and, to enable him to carry out the provisions of this act, he is hereby authorized to contract for the erection or purchase of the necessary buildings, machinery, and materials for that purpose.

### *Building Contract Approved*

By authorization of the joint resolution, Superintendent Heart contracted with Joseph T. Crowell for the purchase of the printing establishment formerly owned and occupied by Cornelius Wendell. He affirmed that the—

buildings are all of brick, built of best materials and in the most desirable manner, \* \* \* are in a perfectly sound condition, and the machinery and materials are ample and efficient for the prompt and satisfactory execution of the printing and binding for all the departments of the government \* \* \*.

Agreement between the parties was made December 1, 1860, and the Joint Committee on Printing approved the contract on January 10, 1861. On January 17, Congress passed the following resolution:

To enable the Superintendent of the Public Printing to carry into effect the provisions of the joint resolution in relation to the public printing, approved June 23, 1860, \$135,000: *Provided*, That no part of this appropriation shall be expended until the title to the property purchased shall have been examined and approved by the Attorney General of the United States.

On March 16, the New York *Times* printed the following item:

The Attorney-General has nearly completed the examination of the titles to the Public Printing-office, purchased by the Government from Mr. Wendell [through Joseph T. Crowell, listed owner].

One of the last official acts of Superintendent Heart was the payment of \$135,000 on March 2, 1861, to Joseph T. Crowell. The following letter was sent by Mr. Heart to Mr. Crowell:

Enclosed please find my check on the Treasurer of the United States for one hundred and



thirty-five thousand dollars (\$135,000), being the amount agreed upon for the purchase of the premises at the corner of H Street north and North Capitol Street, with the buildings, machinery, and materials, known as the Public Printing Office.

And so the recommendation for a national printing office of 1818, and also of 1840 and 1858, was finally accepted after 42 years of trial and error in the public printing and binding.

### *Printing Act of June 23, 1860*

The organic printing act as passed by Congress and signed by President Buchanan follows:

[No. 25.] *Joint Resolution in Relation to the Public Printing.*

*Resolved by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Superintendent of Public Printing be, and is hereby, authorized and directed to have executed the printing and binding authorized by the Senate and House of Representatives, the executive and judicial departments, and the Court of Claims. And to enable him to carry out the provisions of this act, he is authorized and directed to contract for the erection or purchase of the necessary buildings, machinery, and materials for that purpose; said contract to be subject to the approval of the Joint Committee on Printing of the two Houses of Congress: *Provided,* That the sum so contracted to be paid shall not exceed one hundred fifty thousand dollars.

SEC. 2. *And be it further enacted,* That it shall be the duty of the said Superintendent to superintend all the printing and binding, the purchase of paper, as hereinafter directed, the purchase of other necessary materials and machinery, and the employment of proof-readers, compositors, pressmen, laborers, and other hands necessary to execute the orders of Congress and of the executive and judicial departments, at the city of Washington. And to enable the said Superintendent more effectually to perform the duties of his office, he shall appoint a foreman of printing, at an annual salary of eighteen hundred dollars, and a foreman of binding, at an annual salary of fifteen hundred dollars; but no one shall be appointed to said positions who is not practically and thoroughly acquainted with their respective trades. It shall be the duty of the said foremen of printing and binding to make out and deliver to the said Superintendent, monthly statements of the work done in their respective departments, to-

gether with monthly pay-rolls, which shall contain the names of the persons employed, the rate of compensation and amount due to each, and the service for which it shall be due. They shall also make out estimates of the amount and kind of materials required, and file requisitions therefor, from time to time, as it may be needed, and shall receipt for the same to the Superintendent. And the said foreman shall be held accountable for all materials so received by them: *Provided,* That the Superintendent shall, at no time employ more hands in the public printing and binding establishment than the absolute necessities of the public work may require; and further, that the Superintendent report to Congress, at the beginning of each session of Congress, the number of hands so employed, and the length of time each has been employed.

SEC. 3. *And be it further enacted,* That said Superintendent shall take charge of and be responsible for all manuscripts and other matter to be printed, engraved, or lithographed, and cause the same to be promptly executed. And he shall render to the Secretary of the Treasury, quarterly, a full account of all purchases made by him, and of all printing and binding done in said office for each of the houses of Congress, and for each of the executive and judicial departments. For the payment of the work and materials, there shall be advanced to the said Superintendent, from time to time, as the public service may require it, and under such rules as the Secretary of the Treasury may prescribe, a sum of money, at no time exceeding two-thirds of the penalty of said Superintendent's bond. And the said Superintendent shall settle the account of his receipts and disbursements in the manner now required of other disbursing officers: *Provided, however,* That said Superintendent shall not be allowed credit at the treasury for payments on account of services rendered in said printing establishment, at higher prices than those paid for similar services in the private printing and binding establishments of the city of Washington.

SEC. 4. *And be it further enacted,* That it shall be the duty of the said Superintendent to charge himself, in a separate book to be kept therefor, with all paper and other materials received by him for the public use, and to furnish the same to the foremen employed by him, on their requisitions, herein provided for, as the public service may require, taking a receipt in all cases therefor from the foreman at the head of the department in which the paper, or other material, has been used.

SEC. 5. *And be it further enacted,* That all the printing and binding, and all blank books ordered by the heads of the executive and judicial departments of the government, or of the chiefs of the bureaus thereof, and all the printing and

binding, and all blank books ordered by Congress, or by either house of Congress, shall, on and after the fourth day of March, eighteen hundred and sixty-one, be done and executed under said Superintendent, in accordance with the provisions of this act: *Provided*, That all the printing ordered, and to be ordered, by the Thirty-sixth Congress, shall be executed by the printers of the Senate and House of Representatives, as now authorized by law; but no printing or binding other than that ordered by Congress or the heads of departments, as aforesaid, shall be executed in said office.

SEC. 6. *And be it further enacted*, That it shall be the duty of said Superintendent to receive from the Secretary of the Senate and the Clerk of the House of Representatives, and from the heads of departments and chiefs of bureaus, all matter ordered to be printed and bound, or either printed or bound, at the public expense, and to keep a faithful account of the same, in the order in which the same may be received; and when the same shall have been printed and bound, if the same is ordered to be bound, see that the volumes or sheets are promptly delivered to the officer of the Senate, or House of Representatives, or department, authorized to receive the same whose receipt therefor shall be a sufficient voucher, by the Superintendent, of their delivery.

SEC. 7. *And be it further enacted*, That the Joint Committee on Printing for the two houses of Congress shall agree and fix upon a standard of paper for the printing of congressional documents, to weigh not less than fifty pounds to the ream of five hundred sheets, of twenty-four by thirty-eight inches; and it shall be the duty of the said Superintendent of the Public Printing to furnish samples of said standard paper to applicants therefor, and to advertise annually, in one or more newspapers having the largest circulation in the cities of Boston, New York, Philadelphia, Baltimore, Cincinnati, Chicago, Washington, Richmond, Raleigh, Charleston, New Orleans, and Saint Louis, for the space of sixty days prior to the first of July, for sealed proposals to furnish the government of the United States all paper which may be necessary for the execution of the public printing, of quality and in quantity to be specified in the said advertisements from year to year. He shall open such proposals as may be made in the presence of the Secretary of the Senate and the Clerk of the House of Representatives, and shall award the contract for furnishing all of said paper, or such class thereof as may be bid for, to the lowest bidder, for the quality of paper advertised for by the said Superintendent, and determined by the Joint Committee of the two houses of Congress. It shall be the duty of said Super-

intendent to compare the paper furnished by the public contractor with the standard quality; and he shall not accept any paper from the contractor which does not conform to the standard determined upon as aforesaid. And in case of difference of opinion between the Superintendent of Public Printing and the contractors for paper, with respect to its quality, the matter of difference shall be determined and settled by the Joint Standing Committee on Printing of the two houses of Congress. In default of any contractor under this law to comply with his contract in furnishing the paper in the proper time, and of proper quality, the Superintendent is authorized to enter into a new contract with the lowest and best bidder for the interests of the government amongst those whose proposals were rejected at the last annual lettings, if it be practicable so to do, and if not, then to advertise for proposals, and award the contract as hereinbefore provided; and during any interval which is thus created by the new advertisement for such proposals, the Superintendent shall purchase in the open market, by and with the approval of the Secretary of the Interior, all such paper necessary for the public service, at the lowest price. For any increase of cost to the government in procuring a supply of paper for the use of the government, the contractor in default and his securities shall be charged with, and held responsible for the same, and shall be prosecuted upon their bond by the Solicitor of the Treasury, in the name of the United States, in the Circuit Court of the United States, in the district in which the defaulting contractor resides; and to enable the Solicitor to do so, the said Superintendent shall report to him the default on its happening, with a full statement of all the facts in the case. The said Superintendent shall keep a just and true account of all the paper received from the contractor or contractors, together with an account of all the paper used for the purposes of the government under this act, and shall report the amount of each class consumed in said printing establishment, and in what works or publications the same was used, to the Secretary of the Interior, at the end of each and every fiscal year.

SEC. 8. *And be it further enacted*, That whenever any charts, maps, diagrams, views, or other engravings shall be required to illustrate any document ordered to be printed by either house of Congress, such engravings shall be procured by the Superintendent of Printing, under the direction and supervision of the Committee on Printing of the house ordering the same.

SEC. 9. *And be it further enacted*, That it shall be the duty of the said Superintendent annually to prepare and submit to the Register of the Treasury, in time to have the same em-



braced in the annual estimates from that department, detailed estimates of the salaries, amount to be paid for wages, engraving, binding, materials, and for any other necessary expense of said printing establishment for the second year. And the said Superintendent shall also, on the first day of the meeting of each session of Congress, or as soon thereafter as may be, report to Congress the exact condition of the public printing, binding, and engraving; the amount and cost of all such printing, binding, and engraving; the amount and cost of all paper purchased for the same; a statement of the several bids for materials, and such further information as may be within his knowledge in regard to all matters connected therewith.

SEC. 10. *And be it further enacted*, That neither the Superintendent nor any other officer to be appointed under this act shall, during his continuance in office, have any interest, direct or indirect, in the publication of any newspaper or periodical, or in any printing of any kind, or in any binding or engraving, or in any contract for furnishing paper or other material connected with the public printing; and any violation of this section shall subject the party offending, on conviction before any court of competent jurisdiction, to imprisonment in the penitentiary for a term of not less than one, nor more than five years, and to a fine of five hundred dollars.

SEC. 11. *And be it further enacted*, That if the said Superintendent shall corruptly collude with any person or persons furnishing materials or bidding therefor, or with any other person or

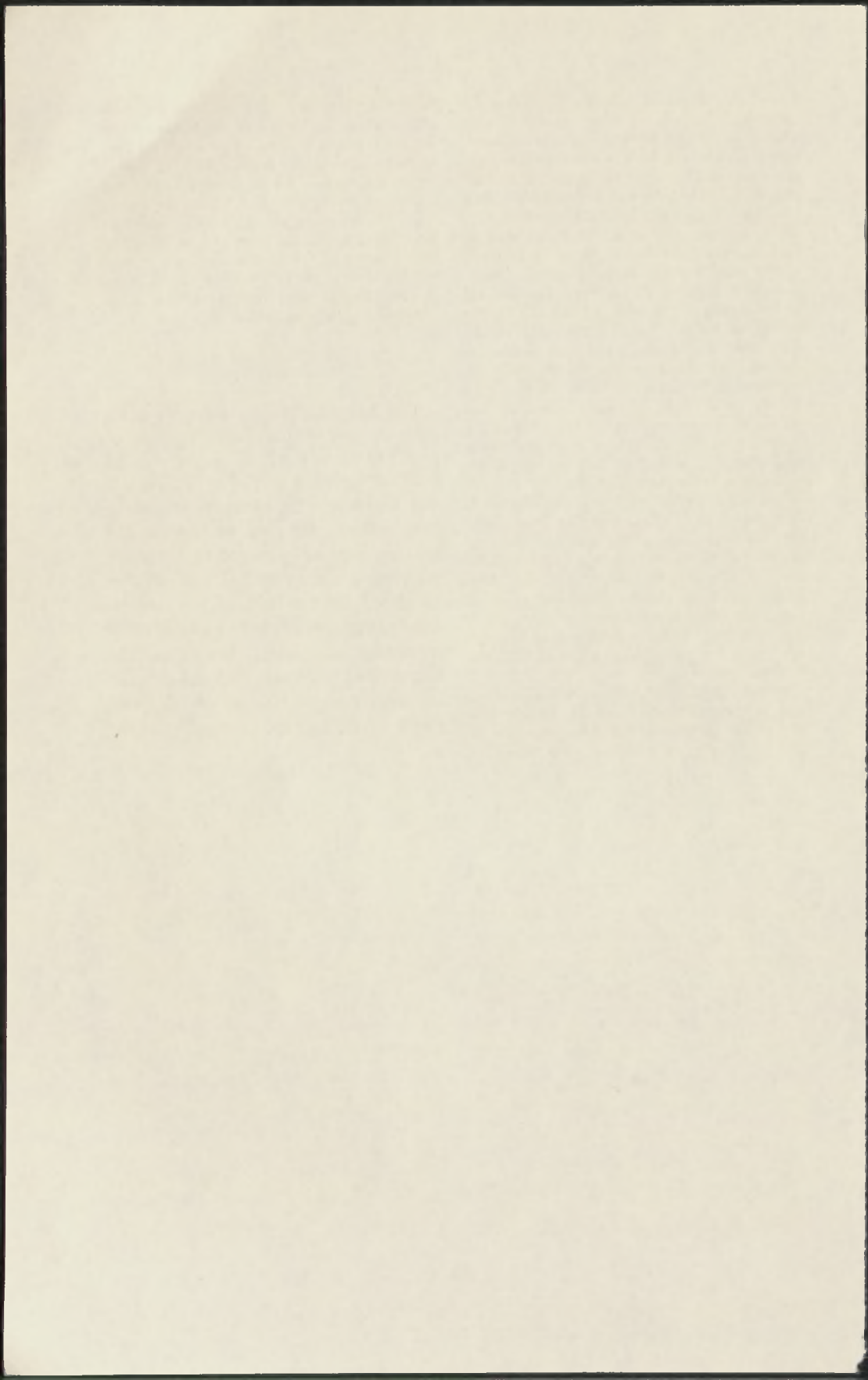
persons, or have any secret understanding with him or them, by himself or through others, to defraud the United States, or by which the government of the United States shall be defrauded or made to sustain a loss, contrary to the true intent and meaning of this act, he shall, upon conviction thereof before any court of competent jurisdiction, forfeit his office and be subject to imprisonment in the penitentiary for a term of not less than three, or more than seven years, and to a fine of three thousand dollars.

APPROVED, June 23, 1860.

### Summary

The foregoing chapter has provided a great amount of historical background of pre-GPO history which properly could not be regarded as part of a GPO centennial narrative. By spreading out on a broad canvas the story of Government printing from its infancy to 1861, a better perspective of the Office of today can be visualized in the light of the extraordinary events which led to a truly Government printing office. Source material was derived from congressional committee reports and hearings, the *Congressional Globe*, and the newspapers of the day.





# Chapter III

## 100

### GPO YEARS

#### 1861-1961

IN THE FOLLOWING 1861-1961 chronology of 100 GPO years, the GPO historian has attempted to chronicle the yearly printing highlights in Office history as reported by successive Superintendents and Public Printers in their annual reports to Congress. Some Printers, perhaps with an awareness of their place in a future Office history, were voluble and offered interesting sidelights in their narratives; others felt that production statistics were sufficient evidence of their stewardship. The chronology has been supplemented by recourse to early historians, the newspapers of the day, and congressional hearings and reports. But throughout the 100 years, in addition to the printing events of each year, type was being set, presses were running, the bindery was producing the finished product, and the energies of the entire plant were devoted to public printing and binding.

#### 1861

After the exciting years prior to the opening for business on March 4, 1861, the Office began its public printing career in relative obscurity. The subject of bitter debate in 1860 had been overwhelmed by the feverish excitement of Lincoln's inauguration and the imminence of civil war. A former newsworthy item in Congress and the press, it was not until March 21 when the press again noted the GPO. On that day the *Baltimore Sun* printed the following item:

The Senate also unanimously confirmed the nomination of John D. Defrees as Superintendent of Public Printing. This nomination is a popu-

lar one. He will immediately take possession of and organize the new government printing bureau.

As a newly authorized Government agency, the GPO was to suffer the usual growing pains and gropings for security in the Federal Establishment, and upon Mr. Defrees fell the task of reorganizing the mode of executing the public printing. A complete system of keeping the accounts, and rendering the proper vouchers for work performed, was inaugurated. He also set up checks and safeguards for the prompt and economical execution of the public printing—and he had a building, equipment, and labor to begin the job.

Published in 1869, *The Sights and*

*Secrets of the National Capital*, by Dr. John B. Ellis, offered the following profile of Mr. Defrees:

He is a plainly-dressed, quiet-mannered man, a printer by trade, not above 45 years old, smooth-faced, gray-eyed, with a business look about him, and he is an Indianian, long publisher of the Indianapolis *Journal*. By birth he is a Kentuckian, of the State which produced Blair and Rives, the pioneers of political printing in Washington.

\* \* \* he must superintend the entire business of the office, while all contracts for paper, &c., are made by a committee of the Senate and the House. The public printing office is therefore relieved from all the imputations of corruption which used to attach to it, and the character of the printer himself has never suffered imputation. He is one of the most modest and attentive officials of the Government, bright in public affairs, and in business a man of parts and powers. \* \* \*

### *Beginning of Civil War*

The year 1861 was an exciting one in the Capital. On April 12, Fort Sumter was fired upon. President Lincoln made the first call for troops 3 days later, at a time when citizens of Washington favoring the cause of the Union seemed to be in the minority. Throughout the war, rumors of invasion swept the city, and

GPO printers and other employees not only set type day and night but also drilled as soldiers to protect the building and the city. (See "1864, Invasion Threat.")

Government printing orders mushroomed. Presses jammed every corner. Machines in private shops were rented. Paper doubled, trebled in cost, and became almost unobtainable, and in 1864 sold for \$560 a ton. Printers demanded \$24 a week. A private firm lent payroll money to the GPO. Yet in the first 6 months of operation, the Office saved more than its purchase cost of \$135,000.

The war years created a scarcity of paper and printing ink in both North and South. The South particularly felt the pinch, because paper, ink, and type had come from the North. In the South, newspapers were reduced in size, headlines were omitted, and frantic appeals were made for rags and materials for making paper. In some cases, wrapping paper and the blank side of wallpaper were used, with shoeblacking serving as improvised ink. In the Confederate States, many printers were exempted from military services.

## GPO in Swampoodle

Known as Swampoodle, the area around the building was truly suburban. H Street to the east was only on a map, with grading to the turnpike gate at Bladensburg Road completed in 1863. Because the Printing Office had been placed at North Capitol and H Streets, H Street to the west had been graded and graveled to New Jersey Avenue in 1857. There may have been some form of transportation for GPO workers, but the H Street horsecars did not run until 9 years later.

### *The Office*

Erected by Cornelius Wendell in 1856 as a printing office, the GPO was to produce printing and binding for Congress and the Federal departments, bureaus, and independent offices.

The 1861 report of the Superintendent of Public Printing offered the following description of the first GPO:

The public printing establishment is situated at the northwest corner of square 624, at the corner of H Street north and North Capitol Street. The lot is 264 feet 9 inches on H Street



by 175 feet 3 inches on North Capitol Street, containing 46,397 square feet, and affording ample space for any additions or improvements that may be deemed desirable. The building consists of a printing office and bindery, four stories high, with a breadth of 61½ feet and a depth of 243 feet; a paper warehouse, 59 feet 7 inches by 79 feet 2 inches; a machine shop, 22 feet 2 inches by 25 feet, for repairing and renewing the presses and machinery; a boiler house, 20 feet 7 inches by 26 feet; a coal house, 23 by 27 feet; a wagon shed, 25 feet 4 inches by 24 feet; and stables, 23 feet by 41 feet 2 inches. These buildings are all of brick, built of the best materials and in the most durable manner \* \* \*. They are completely isolated from any contiguous building, being bounded on the north and east by public streets, on the south by a 30-foot alley, and on the west by a vacant lot of 21 feet 9 inches, included in the purchase.

In addition, it had a cupola and bell. If it were not the largest printing office in the country, it was surely the largest in Washington.

The modern building contained a composing room, proofreading room, machine shop, pressroom, wetting and drying rooms, bindery room, folding room, and office.

Among the items listed in the inventory were 1 timepiece, 5 wrenches, one 40-horse engine, 104 pressboards, 2 wetting tubs, and a fair assortment of book and job type.

The proofroom had eight armchairs, two pine desks, and one mahogany desk.

The bindery had only 2 ruling and 2 cutting machines, in addition to 10 pairs of shears, 4 bodkins, and other minor equipment.

Pressroom equipment consisted of 23 Adams presses and 3 cylinder presses.

The stable had 1 black horse and 1 bob-tail bay horse, 1 wagon, and 1 carry-all; the boilerhouse had one 60-horse-power boiler and 525 feet of firehose, 5 buckets, etc.

All typesetting was done by hand. The 1861 composing room contained 93 double stands for compositors' cases, 349

pairs of cases, 19 imposing stones, 108 chases, 41,300 pounds of type of various kinds, and 335 galleys, mostly wooden, and 2 small proofpresses.

## Neighborhood

In *The Sights and Secrets of the National Capital*, Dr. John B. Ellis thus describes the GPO neighborhood:

If you stand on Capitol Hill, at the top of the high flight of stairs leading into the Senate, and look straight north, you will see the Government Printing Office. It is in dreary contrast to the pure whiteness of the Capitol. A long rectangle of sooty brick, domineered by a scorched cupola, from whose apparent ashes rises the Phoenix of a gilt eagle. This eagle, troubled by the proximate confusion of Irish shanties and building lots, is less busied with his destiny than with the points of his compass, which he holds transfixed in his talons, and by these you perceive that just to the north is the Catholic church of St. Aloysius, noisy with a chime of bells, while the settled quarter of the city lie west and behind the printing-office.

Making a straight way from Capitol Hill across Tiber Creek, which you will cross by stepping-stones deposited in its basin, and taking a footpath across lots where geese and pigs browse upon plentiful barrenness, you will reach the printing-house in 10 or 15 minutes, and hear the hum of its machinery.

The near exterior view is no better than the remote one. A huge factory of red brick, about 350 feet long, with the gables and one side facing separate streets, and the other side fenced up to enclose boiler houses, paper storehouses, wagon-sheds, wastepaper barracks, and an accessory wing for stereotyping and for a machine-shop—this is all that a passing pedestrian knows of the GPO.

[See also "1881, GPO Area in 1881."]

As John Clagett Proctor, a former Office employee and Washington historian, pointed out in 1932, the "passing pedestrian" in Civil War days was sometimes subject to danger on—

Defrees Street, which ran east and west between the block in which stands this old [GPO] building, and upon the heads of the residents of which many a compositor has thrown a handful of pi [mixed type] he did not care to distribute \* \* \*.

## Old Tiber Creek

In *Washington: A Not Too Serious History*, by George Rothwell Brown, this description of the GPO appears:

Near the original GPO building could be found a tributary of old Tiber Creek which flowed southwest through swampland toward the Capitol. In the spring of the year, this famous old creek had a habit of overflowing its banks on its upper reaches. Early Irish settlers living in the general neighborhood \* \* \* gave to the locality the picturesque, if inelegant, nickname of "Swampoodle," more on account of the swamps, however, than the poodles, with many goats typical to the settlement. Perhaps Swampoodle was a corruption of "swamp-puddle." Certainly there were both swamps and puddles galore in the shadow of the GPO and the Capitol.

Old Tiber Creek ran but half a block away, entering the area between North Capitol and First Streets NE., and then took a southwesterly course, crossing Pennsylvania Avenue at Second Street. It was known originally as Goose Creek.

In 1932, John Clagett Proctor, in exercises dedicating a tablet placed on the old building, stated that—

an idea may be had of the size of [Tiber] creek by the statement of an old chronicler, that during the 1850's a tavern built on New Jersey Avenue close to the stream, and known as Foy's Hotel, was washed away during a flood.

Beginning in 1871, a general and costly system of public works improvement was begun in the District. About 1876 Old Tiber Creek, the "indescribable cesspool," went underground, and the greatest nuisance of Washington thereby put out of sight.

The area also included three Civil War hospitals which served as constant reminders of war. Two blocks to the west was Stanton Hospital, and in the block immediately to the north was Douglas Hospital, each occupying a whole square of ground. St. Aloysius Church, on North Capitol and K Streets, had been dedicated in 1859, but war demands had converted the new church into a war hospital.

## Washington

An early historian noted that in Washington—

Not a street was lighted up to 1860, excepting Pennsylvania Avenue; pigs roamed the principal thoroughfares; pavements, save for a few patches here and there, were altogether lacking. An open sewer carried off common refuse, and the police and fire departments might have sufficed for a small village rather than for a nation's capital.

The *Atlantic Monthly* in 1861 pronounced Washington as a "paradise of paradoxes, a great, little, splendid, mean, extravagant, poverty-stricken barrack for soldiers of fortune and votaries of folly."

## First Annual Report

On December 11, 1861, Superintendent John D. Defrees submitted his first annual report, stating that the superseded—

law of 1852 provided for the election of a printer for each house of Congress, and fixed the rate of compensation. \* \* \* This method was liable to so many objections other than those of a pecuniary character, as shown during its continuance, that Congress determined to make a change \* \* \* and the result has been such as to vindicate the wisdom of Congress in making the change. \* \* \* it is safe to say that a saving of at least \$60,000 has been effected [for 9 months].

The Superintendent, with a sense of awareness of recent printing cost excesses, listed comparative figures of "cost at former prices" and GPO "amount charged and paid," offering evidence of immediate savings over the former system.

In its first 9 months the new GPO produced \$550,887 of Government printing, including \$510,815 for Congress and \$40,072 for the executive departments.

## Number of Hands Employed

The new printing act required—

that the Superintendent shall at no time employ more hands in the public printing and binding

establishment than the absolute necessities of the public work may require \* \* \*.

The Superintendent reported that—

No larger force has been or will be employed \* \* \* than its wants absolutely demand, and none are employed except such as are competent to the discharge of the duties required of them.

The Office employed 350 compositors, pressmen, bookbinders, and laborers. On the rolls were the names of John Larcombe and James English, former owners of Wendell's establishment, who were now GPO employees. Hours were from 8 to 5 for both day and night forces, with 1 hour for lunch, and the night force was abolished each year with the adjournment of Congress.

### *Work Destroyed*

In 1861, the GPO sustained a loss of some \$15,000 to \$20,000 in printed matter when fire destroyed a binding contractor's building on Louisiana Avenue, between 9th and 10th Streets. Later in the year, all binding was done at the main office.

### *Engraving Plant Suggested*

Superintendent Defrees reported that the law establishing the Office made no change in the mode of executing GPO engraving and lithographing in private plants throughout the country. Therefore—

this office has no control over it than to see that it has been done according to the terms of the contracts made by the Printing Committees. It may be worth the consideration of Congress whether a saving may not also be effected in this branch of the public expenditures by directing it to be executed in the GPO.

Engraving expenditures in 1861 totaled \$118,658.42, reflecting in part war printing. [In 1923, 62 years later, the GPO began to produce its own engravings.]

1862

Superintendent Defrees reported that printing savings from March 4, 1861, to September 30, 1862, amounted to \$205,506 under pre-GPO costs.

### *First Strike in Bindery*

The 1863 report stated that—

except for a short period during last fall [1862], when the workmen were on strike for higher wages and a reduction of the hours of labor, the operations of the bindery have progressed in a satisfactory manner.

Thus was reported the first—and last—strike in the GPO.

1863

On October 24, at about 3 p.m., President Lincoln visited the Office on invitation of Superintendent Defrees, and spoke briefly to the employees.

According to the *Washington Star* of November 13, President Lincoln sent the following note to Mr. Defrees:

Mr. DEFREES—Please see this girl who works in your office, and find out about her brother, and come and tell me.

On December 15, Mr. Defrees wrote to a friend:

A poor girl in the employment of the GPO had a brother impressed into the rebel service, and was taken prisoner by our forces. He desired to take the oath of allegiance, and to be liberated. She sought an interview with the President, who wrote the note, asking me to inquire into the facts, which I did, and the young man *was* liberated on the President's order.

### *First Plea for More Space*

Because of "the existing [wartime] condition of the country," Mr. Defrees reported that 1862 printing costs of



\$549,390 had increased in 1863 to \$1,404,539. He said:

To meet this increased demand for printing and binding, I have been compelled to add to the machinery and materials to so great an extent that there is no room in the building for any more, and yet much more could be profitably employed if the present amount of work is to continue. To facilitate the work as much as possible I have employed, during the past year, several presses in some of the private printing establishments in this city, and yet there are several large documents ordered by Congress which are unfinished solely for the want of additional presses. \* \* \* I respectfully [request] an appropriation to enlarge the building and to increase the machinery and materials \* \* \* as I am confident it would result to pecuniary advantage of the Government.

In the interest of economy, Mr. Defrees added:

Under the law I am compelled to execute the orders of Congress and of the Departments, and can have, of course, no control over the amount ordered to be printed, but I hope it may not be regarded as improper for me to suggest that a great saving to the Government may be made by omitting to print many documents which are of no general utility, and to ask the attention of Congress to the subject.

### *New Versus Old System*

Further comparative printing cost figures were submitted, showing total savings from March 4, 1861, to September 30, 1863, of \$583,935, with the observation that—

The increased cost of labor and materials of all kinds has, of course, added greatly to the cost of printing and binding done during the last year; yet, the saving effected over the prices paid under the old system has been very considerable \* \* \*.

The character of the printing and binding, in material and workmanship, is superior to that furnished under any system which has preceded the present; and the experiment of the Government doing its own work, both as regards to quality and the economy of its cost, may be regarded as completely successful.

The 1863 annual report noted that purchases included one horse at \$200; one pair of mules, \$300; and horse-feed, \$796.91.

1864

On December 6, President Lincoln delivered his last annual message to Congress. In existence today are fragments of the original draft which served as printer's copy. Each fragment carries the endorsement of Mr. Defrees, who had cut up the draft and distributed them among his friends.

On May 18, the *New York World* and the *Journal of Commerce* had printed a proclamation alleged to have been signed by Lincoln. The hoax story had been written by Joseph Howard, Jr., who was arrested immediately on orders from Lincoln, who stated that the—

false and spurious proclamation [was] of a treasonable nature designed to give aid and comfort to the enemies of the United States, and to the rebels now at war against the Government \* \* \*.

Rev. Henry Ward Beecher, an old friend of Defrees and an ardent supporter of Lincoln's antislavery fight, petitioned the President for Howard's release.

The President, on August 23, instructed Secretary of War Stanton:

Let Howard, imprisoned in regard to the bogus proclamation, be discharged.

Beecher's letter of thanks was sent to Superintendent Defrees, who forwarded it to John Hay, Lincoln's secretary.

### *Defrees Advises President*

For many years, Mr. Defrees had been chairman of the Whig Central Committee of Indiana, and had been a delegate to the Whig and National Republican conventions of 1848, 1852, and 1856. High in party councils and concerned with political strategy, Mr. Defrees, on February 7, sent a letter to the President suggesting that consideration should be given to an antislavery amendment to the Constitution.

Now, why not send a message to Congress recommending the passage of a joint resolution proposing an amendment to the Constitution forever prohibiting slavery in the States and territories?

It would be *your* measure and would be passed by a two thirds vote, and, eventually, three fourths of the states, through their Legislatures, would consent to it.

If not done very soon the proposition *will* be presented by the Democracy and claimed by them as *their* proposition. This may look strange to those who do not remember with what *facility* that party can change front.

On the next day [February 8] Lincoln replied:

Our own friends have this under consideration now, and will do as much without a Message as with it.

On February 1, 1865, the resolution proposed by the administration was adopted by the requisite three-fourths of the States and became the 13th amendment to the Constitution.

### *Printing Costs*

Mr. Defrees noted that public printing for the fiscal year ending September 30 cost \$328,249. All work produced in 1864 was listed in his report at prices paid under the 1852 act. With 1852 prices amounting to \$616,899, these comparative figures showed savings of \$288,650 under the new system.

Overall costs, including paper and lithographing, amounted to \$1,420,069, compared to \$549,390 in 1862. Mr. Defrees warned Congress of higher printing costs:

Assuming that the *quantity* of printing and binding annually required of this office has reached its maximum under the existing state of public affairs, \* \* \* its *cost* will, nevertheless, be materially increased; for \* \* \* the price of labor has been advanced about 12½ percent on the average, and the price of paper \* \* \* has advanced \* \* \* an average of 65 percent.

The 1864 report also included a reference to the wasteful practices of the

former printing system. Mr. Defrees said:

Since the establishment of the GPO no elaborately embellished works \* \* \* have been printed by authority of Congress, and, therefore, the cost of this description of work has been small for the last 4 years, as compared with several years immediately preceding.

### *Invasion Threat*

On July 11, fear swept the city, for the Confederate Army under Gen. Jubal A. Early, had reached a point 6 miles to the north [where Walter Reed Army Medical Center now stands]. General Grant sent the 6th and part of the 19th Corps to Washington, and their arrival saved the city. On the following day a skirmish took place, which President Lincoln witnessed as a spectator at Fort Stevens, exposing himself to fire.

Aiding in the defense of the city was the Interior Department Regiment which included Company F, composed of GPO printers and pressmen. Kerr's *History of the GPO* states that Company F was formed—

when Washington was threatened from foes within and without, for the purpose of assisting in guarding Government property, and to repel any foe in case the city was attacked. This organization was kept up for a year or two, but as the city became filled with soldiers from all sections of the land, it was permitted to die out. \* \* \* in 1864, when Washington was threatened by the rebel General Early, [Company F] was promptly reorganized, with H. R. Lahee as Captain, W. A. Ensminger as First Lieutenant, and Daniel Harbaugh as Second Lieutenant. \* \* \* it appears that Company F was mustered into the United States service about July 11, 1864, and after having been supplied with all the paraphernalia—including arms and ammunition—the company was marched, on the afternoon of that day, to one of the forts in the vicinity of the Insane Asylum, where it remained on duty until the following day, when the rebels, having been beaten in their fight with the Sixth Army Corps, retreated. The printers, having laid aside their weapons of destruction, resumed their places in the office.

## Agriculture Report

The Superintendent reported that—

One edition of 25,000 copies of the [1863] *Report of the Commissioner of Agriculture* has been printed, bound, and delivered, and the remaining number of copies will be printed as rapidly as the number of presses which can be withdrawn from the more pressing demands of the War Department can accomplish.

He added that delays in printing congressional documents had "been occasioned by a want of sufficient number of presses."

## 1865

On April 14, President Lincoln was assassinated. The newspapers ran special editions which covered the "catastrophe" and the pursuit of the conspirators, but no reference was made to indicate that Government departments, including the GPO, were closed the next day. On April 17, the *Star* printed an order from the Secretary of State:

It is hereby ordered that in honor of the memory of our late illustrious Chief Magistrate, all officers and others subject to the orders of the Secretary of State wear crape upon the left arm for the period of 6 months.

The Treasury, Post-Office, and Interior issued similar orders, but whether the Superintendent of Public Printing issued an order is not known. April 19 was proclaimed as a day of "humiliation and mourning." No newspapers were published and it is certain that the GPO was closed that day.

### First Expansion

An appropriation of \$61,000 granted by Congress was used to expand the GPO building to the west. The extension was 60 by 75 feet, 4 stories high, with space for nearly 1,000 workers.

Mr. Defrees commented that a description of his new equipment "may not be deemed either inappropriate or uninteresting." He then stated that he had purchased 12 first-class Adams presses, manufactured by Hoe & Co. of New York at a cost of \$36,000. The Office now boasted 57 presses: 35 Adams, 9 cylinder, 8 Gordon, and 5 hydraulic for dry pressing.

From the meager 2 ruling and 2 cutting machines of 1861, the Bindery now had 17 standing presses, 14 ruling machines, 7 cutting machines, 3 numbering machines, 5 backing machines, 3 embossing presses, and 1 smashing machine.

All pressroom and bindery machines were driven by two engines: one of 40 horsepower and one of 10 horsepower.

### Growing Work Volume

Superintendent Defrees in 1864 had stated that the public printing and binding in 1865 "will approximate the very large sum of *two millions of dollars!*" Actual printing costs were \$2,227,099. He announced that—

the close of the rebellion had caused a considerable decrease in the requisitions of the Executive Departments for printing; but with the large amount of deferred printing for Congress and that which will be ordered at the present session, there will doubtless be enough to work the whole establishment up to its full capacity for the next 2 years.

### Further System Comparisons

Once again Mr. Defrees supplied comparative figures of the two printing systems—private versus Government. Since the founding of the GPO, these before-and-after figures had been offered each year, perhaps not in defense but as eloquent justification for the printing reform act. He showed savings by Government operation amounted to \$165,525, in spite of the "great advance in the price of labor" since 1861 and earlier, and a 65-



percent increase in paper costs. Wages for compositors and pressmen in 1861, and for several years previously, had been fixed by their trade society at \$14 per week; in February 1863, \$16; December 1863, \$18; June 1864, \$21; November 1864, \$24. The increases had been awarded "on account of the increased cost of living in this city, and is believed to be not too high for good workmen."

Mr. Defrees also noted that—

Engraving and printing for the War Department, consisting principally of commissions, warrants, and discharges for the regular and volunteer force, on parchment, \* \* \* amounted to \$34,353.40, but the return of peace has already caused a very great decrease in the requisitions for this class of printing.

## 1866

On April 14, on the first anniversary of Lincoln's assassination, President Johnson ordered all Government departments, including the GPO, closed.

### *Wendell Returns*

Cornelius Wendell, the Government printer from 1846 to 1861, returned to his old establishment as Superintendent of Public Printing from September 1, 1866, to February 28, 1867. The Baltimore *Sun* of August 29 reported:

It is announced that Cornelius Wendell, Esq., \* \* \* has been appointed Superintendent of Public Printing, vice Defrees. Mr. Wendell was formerly printer to Congress. He came to this city [Washington] from Albany, N.Y., about 20 years ago, and was long known as the senior member of the printing firm of Wendell & Van Benthuyzen. He is thoroughly conversant with the business of printing, and will undoubtedly make a good officer.

On September 3, the *Sun* stated that—

Mr. Wendell \* \* \* entered upon the duties of his office on Saturday [September 1]. He

has already made some changes, and among others, about a dozen laborers, whose services he judged could be dispensed with, have been discharged. In the folding-room Mrs. Kate Shortell will supersede Mr. Harrison, and Mr. J. H. Roberts takes the place of Mr. Goff as foreman of the bindery.

In his only annual report, he stated that with the enlargement of the building and the addition of new machinery, he could dispense with the aid of private plants used during the preceding 5 years.

Although Mr. Wendell had been removed from public printing since 1861, his viewpoint had now changed, for he stated that—

a considerable amount of the printing and binding for the government \* \* \* is not executed in this establishment, or under its control \* \* \*. As our facilities are amply sufficient to execute all the government printing and binding, and at less cost than by private establishments, I can see no good reason why they should not be executed here.

Mr. Wendell also reported that the printing of the *Nautical Almanac* had been transferred from Cambridge, Mass., to the Office, and that "complete arrangements have been made to publish it yearly in approved style." [This work is still produced in the GPO.]

An act of Congress on July 27 gave the Joint Committee on Printing exclusive control of contracting for paper for public printing, and for "fixing a standard of paper for the different descriptions of congressional and executive printing."

### *Wage Increase and 8-Hour Day*

The 8-hour day was incorporated in the Washington scale of prices in October. It was accepted by the GPO when the employees threatened to strike. Mr. Wendell wrote to the printers' society that—

hereafter I will pay printers in the GPO a wage of \$4 per diem [or \$24 a week] for 8 hours' labor, in accordance with the scale adopted by your Society.

## Bullock Press

Wendell in his brief service as Superintendent purchased the Bullock press, the mechanical marvel of the day. The press cost \$25,000 and was invented by William Bullock of Philadelphia. In 1867, Dr. A. P. Bernard noted the advantages of the press, as follows:

Like the Hoe Press, it carries the forms upon the cylinder, but it differs from that press in requiring no attendants to feed it, and in delivering the sheets printed on both sides. It is a great improvement also, realized in this press, that the sheets are delivered silently, the noisy racks of the Hoe Press being wholly dispensed with.

The substitution of an automatic system of feeding for hand-feeding, which is one of the greatest economical advantages of this press, has been effected by introducing the paper into the machine, after it has been subjected to a moistening operation by passing through a shower of fine spray, in the form of an endless roll. A single roll will contain several thousand sheets, and the printing operation, including the cutting of the paper into proper lengths, will proceed uninterruptedly until the roll is exhausted.

Superintendent Defrees reported that the *Agricultural Report for 1866* was the first book printed on the Bullock press. He said that the printing and binding of 189,550 copies of the 692-page book were printed at a cost of \$159,953, or 84 cents per copy.

It is a machine of immense power and rapidity, and the work turned out by it will compare very favorably with that executed by any other power press in present use.

## 1867

On March 1, John D. Defrees again assumed the post of Superintendent of Printing, displacing Cornelius Wendell. The salary of Superintendent had been increased from \$3,000 to \$3,583.33. By now, comparative statistics of the two

printing systems stopped appearing, for the system of Government as its own printer was proved successful. Public printing this year amounted to \$1,599,218.

Horace Greeley, the first president of the New York Printers' Union organized on January 19, 1850, an editor, for 3 months a Congressman, and a Presidential candidate in 1872, noted complaints by Government and GPO workers of their small pay. He suggested that they return to Kansas or Nebraska instead of beseeching Congress for larger salaries; besides, "Washington is not a nice place to live in. The rents are high, the food is bad, the dust is disgusting, the mud is deep, and the morals are deplorable."

## 1868

Superintendent Defrees reported that the GPO had printed *Expressions of Condolence and Sympathy on the Assassination of President Lincoln*. He noted that Congress had authorized 3,000 copies of—

a very handsomely printed and bound volume of 962 quarto pages, with a correct likeness of the late President engraved on steel. \* \* \* As exaggerated statements of the cost \* \* \* were made in the newspapers, I will state that the actual cost of printing and binding was \$18,179.54.

## Patent Printing

Beginning November, all Patent Office work, formerly executed in private offices in Washington, was added to the business of the Office. With a staff of 41 workers, including 2 proofreaders and 33 hand compositors, the GPO began its patent printing career.

Another printing acquisition occurred in July, when the Commissioner of Customs transferred all his printing and bind-

ing to the GPO. Formerly done by private printing offices in various customs ports, the transfer "suddenly precipitated a large amount of business." It seemed to be a happy arrangement, for in November 1869 the Commissioner of Customs informed the Printer "that [GPO work] was very far superior \* \* \* to any of the kind I have ever seen in any customhouse, and incomparably superior to the general average of books."

## 1869

On April 15, Almon H. Clapp of New York became Congressional Printer, a new title for the head of the GPO. Mr. Clapp had founded several newspapers in Buffalo, N.Y. Taking over the GPO, he sold his interest in the *Buffalo Express*, and shortly after, Mark Twain purchased an interest in the *Express*.

On February 22, 1867, Congress had authorized the election of "some competent person, who shall be a practical printer, to take charge of and manage the Government Printing Office," and provided "that the person so selected shall be deemed an officer of the Senate, and shall be designated Congressional Printer." This new official was to be governed in the discharge of his duties by the laws then in force in relation to the Superintendent of Public Printing, and the latter office was abolished. The salary was now \$4,000.

### *Work Increase*

With the acquisition of patent and customs work in 1868, the Office also acquired control of a Treasury printing plant on May 11, 1869. Producing confidential printing, it was permitted to continue as a branch office, but under direct control of the GPO. However, some

of its equipment, including "stereotype implements and \* \* \* an electrotypes apparatus complete," was moved to the Office. In this indirect manner the Office on September 15 entered the platemaking field which had previously been performed by private plants. Mr. Clapp predicted that Office production of stereotypes would yield a saving of at least \$5,000 per annum. In 1870, after 1 year of operation, he reported that his books showed a "satisfactory" saving of \$9,193. In 1871, savings were \$12,537, and in 1872, \$18,854.

Once again the Office showed signs of growing pains, for Mr. Clapp in his annual report recommended an addition on North Capitol Street adjoining the original building. "Indeed, it is impossible now to crowd within its walls sufficient machinery and operatives to keep up with the demands made upon its resources."

Disbursements during the year included 25 barrels of sawdust at 25 cents each; horseshoeing expense, \$111.24; and wagon grease, \$4.

### *"Globe" Printing*

There were signs that the *Congressional Globe* printing contract of F. & J. Rives was being eyed by printers with political connections. Early in 1869 the *Chicago Tribune* noted that bids had been invited, and printed the following dispatch from Washington:

Within a few days all the proposals will have been received from various parties for printing the debates of Congress. This is a big job, and all the jobbers, little and big, will endeavor to get in upon it. Now, it is plain that these debates can be printed at only two places in the District—at the *Globe* office, where they have been printed these many years, and which is provided with about \$200,000 worth of presses and material, or at the GPO, which is also adapted to do so large an amount of work. Besides these two offices, there are none in the District of Columbia which can get out the debates in newspaper shape every day, and be also at work upon the *Globe* for the bindery.



If, therefore, Mr. Forney, Mr. Moore, or anybody else, means to bid for this contract, let Congress look to it that the lucky contractor is not to get the money, and the work afterwards return to the GPO for necessity's sake. This is the probability, that some speculator, without a cent in his pocket, may be, will bid for this contract, expecting to compel the proprietors of the *Globe* to let their office to him, or expecting, if he fail to get the *Globe* office, that Congress will afford him relief by opening the hospitality of the GPO. In the latter case the work will be paid for twice over. Up to this time the Rives family has been a good servant of the Government. There has never been any issue about the *Globe's* reliability or integrity. My private belief is, that Government ought to print its own testaments, but it is sure that no new outsider can do any better. \* \* \*

## 1870

The GPO continued to expand as the Navy Department and Paymaster General's printing plants were placed under its control.

### *Plea for Increased Space*

Once again the Congressional Printer called attention—

to the imperious necessity of an increase of building accommodation to meet the pressing wants of the office, \* \* \* for the work gradually increases; all the available room \* \* \* is occupied; \* \* \* a large amount of binding \* \* \* is accumulating without the hope of reaching it in years; \* \* \* [and] the Government has an abundance of vacant land adjoining the present building on which to erect a commodious addition \* \* \*.

He also noted that—

a question of safety to the persons engaged in the present building has been raised by the public press, causing much alarm and discontent on the part of the employees \* \* \*.

### *Information Leak*

The Office found itself in difficulty when certain official documents had been

published in advance of their transmission to Congress, "much to the discomfiture of the Departments to which they relate, and to the scandal of the GPO. In view of the fact that it seems next to an impossibility now to prevent these occurrences by the strictest vigilance," Mr. Clapp recommended that Congress "by judicious legislation, with proper penalties," could prohibit and prevent further leaks to the press.

### *First Office Investigation*

On July 15, the Joint Committee on Printing submitted the Anthony report on a study of GPO working conditions and Office administration.

In addition to layoffs, the core of the quarrel seemed to concern the manner of measuring a man's type output based on accepted production standards and piece rates. Typesetters received \$4 a day, or 60 cents per 1,000 ems piece-work. Tests designed to measure a worker's product were instituted, and if a man's relative earnings fell below \$3.50 a day, the worker was transferred to the piece department or discharged. There were two classes of composition: solid text matter requiring steady and laborious work, but lean in em count; and tabular work, known as fat or "phat," which would total in much easier fashion many times the number of ems secured in the lean work. It was claimed that favored workers were rewarded, in detriment to others, with fat work and therefore were less subject to discharge.

Extensive testimony in the hearings was devoted to the GPO practice of awarding fat composition in contrast to the mode of distribution in private printing plants. Of interest to veteran printers of today were the 1870 methods of auctioning fat "takes" to speedy typesetters, or else compositors would "take their chances" by tossing em quads ["jeffing,"

known to printers since 1650] or draw lots to decide the winners.

Mr. Wendell, former private printing contractor and Superintendent of Public Printing in 1866-67, appeared as a witness and testified.

Typical of the charges made by a group of discharged workers was the following, which conveyed the flavor of a period 5 years after the war had ended:

That the Congressional Printer has discharged Union soldiers from his office, and kept at work men who never fired a gun in behalf of their country, and has now in his employ a man who left this city at the outbreak of the rebellion and served *three years* in the *rebel* army.

In its findings, the Joint Committee on Printing stated that—

[it] need not remind Senators how often applications for service in the GPO are made, not on the ground that the applicants are good printers, but on the ground that they are good republicans. Among the grievances alleged \* \* \* is that having rendered good service to the republican party, [printers] have been superseded by others of inferior political claims.

However necessary it may be under our system of government to make political orthodoxy a test of office, \* \* \* it must be plain that the introduction of that system into the mechanical service of the Government is fatal to efficiency, subordination, and responsibility.

In summary, it said:

Your committee do not pretend to say that the management of the GPO by the present Congressional Printer has been perfect. But it does appear to them that there is no just ground for the allegations of incompetency, extravagance, mismanagement, or tyranny on his part \* \* \*. The allegations \* \* \* are not sustained by the evidence, and the services of the Congressional Printer appear to have been faithful, and in results valuable to the Government.

1871

The Congressional Printer referred—

with much pleasure to the enlargement of the building for the accommodation of this Office, under the appropriation of \$45,000 made by

Congress \* \* \*. Through the good judgment, economy, and taste of the Architect of the Capitol, \* \* \* this addition has been erected in a neat, substantial manner \* \* \*.

### *Pay Increase Recommended*

With the large increase of business, Mr. Clapp noted that the "accumulation of labor and responsibility" of foremen and clerks was not "adequately remunerated." He recommended that the "chief clerk, financial clerk, and foremen of printing and binding be paid \$2,500 a year each, and other clerks be paid \$2,000 each," for in "no subordinate Department \* \* \* is the labor and responsibility so great, and the compensation therefor so small, as in this Office."

### *Chicago Fire*

Union printers in the Office cheerfully donated the "price of 1 day's work" to alleviate the suffering caused by the Chicago fire. In addition, \$500 was collected independently.

1872

In his annual report, Mr. Clapp noted that "the demand for executive printing and binding grows with each year, as the country expands in population and the interests of the Government become enlarged." Government printing had increased 15 percent over the previous year, and with anticipated Government growth, the "enlarged building is barely adequate to meet the present necessities \* \* \*." He therefore recommended the erection of "a wing on the west line of the property."

He also called the attention of Congress to the condition of the building which

had been affected by the newly established grade of H street:

This grade has been raised—though I have formally protested against it—so as to fill up the western entrance \* \* \* considerably above the floor, while the pavement of the sidewalk is sloped toward, instead of from, the wall of the building, thus precipitating the roof and sidewalk water upon its foundation and exposing the press-room, which is filled with valuable and delicate machinery, to a moisture which will be injurious alike to property and the health of the operatives. So long as it is not practicable to elevate the floor of the press-room, with its vast and valuable machinery, to the grade of the sidewalk, that grade should be depressed so as to relieve the building of all accumulating water underneath its first floor and save the machinery from the inevitable consequences of a moisture which contracts rust.

After this complaint, Mr. Clapp paid a tribute to his—

faithful corps of subordinates \* \* \* [which] have enabled the Congressional Printer to discharge his duties with comparative ease and comfort, and, he trusts, to the public satisfaction and benefit.

### *Paper Suppliers*

With Office paper needs under the Joint Committee on Printing and the guarding against faulty paper supplies in the hands of the Congressional Printer, the maintenance of quality standards was a continuing problem.

### *Department Printing Funds*

The law of May 8, 1872, effective July 1, 1873, changed the mode of financing department printing and binding. Under the law, each department or public office would be supplied with its printing needs in accordance with definite appropriations, which were not to be exceeded. Mr. Clapp suggested to Congress that the aggregate of departmental printing allocations should not exceed the amount granted to the GPO, for the latter's funds would be exhausted. In this manner the Office would be forced to suspend operations.

### *Electric Clocks*

An expenditure of \$470 for electric clocks appeared in listing "disbursements on account of the public printing." This was the first appearance of the word "electric" in any annual report, with power possibly derived from batteries (see also "1882, Electricity Arrives").

### *New Job for Office*

On January 3, the first issue of the Patent Office *Official Gazette* printed by the GPO made its appearance. Published weekly, it included excerpts from patents, decisions, and related matters.

## Proceedings and Debates of Congress

### 1873-74

The faults of public printing in the years prior to 1861 which had led to the birth of the GPO in 1861 began to be repeated in the reporting and printing of congressional proceedings and debates. The *Congressional Globe* of Blair & Rives, and more recently of F. & J. Rives

& Bailey, had reported and printed congressional activities since 1833, and even after the GPO was formed.

*Globe* printing from 1861 to 1871 had cost \$744,117. In both Congress and the press there was criticism concerning the bulk and excessive cost of *Globe* printing. With the expiration of the printing contract on March 4, 1871, Congress was reluctant to renew this contract. In the



meantime Rives & Bailey were forced to borrow \$150,000 for operating costs until a decision was reached.

In Congress, it was admitted that—

there was so much complaint of the expense of the *Globe* \* \* \*. The first and most obvious method is to stop talking. That is what makes the *Globe* cost so much.

Finally, Congress awarded \$400,000 to Rives to continue *Globe* printing until March 4, 1873. The New York *Times* commented: "The *Globe* publishers got their \$400,000, but [Congress] will deprive them of this profitable contract in the near future." Some Members of Congress felt that the amount was from \$100,000 to \$200,000 more than it was worth.

At the same time, the Joint Committee on Printing was directed to publish advertisements once a week for 4 weeks in one paper in each of nine cities, including New York, Chicago, and San Francisco, inviting proposals for reporting and printing, together or separately, the debates of Congress until 1879. The *Times* objected to a long-term contract, for it noted that "6 years—the period for which the contracts were proposed—would give a company work enough to make the establishment of an office here [Washington] profitable for any printer."

Several printers submitted bids. The Congressional Printer likewise offered an estimate based on text composition of solid brevier [8 point] type, and extracts to be set in nonpareil [6 point], of "\$1.50 for each and every 1,000 ems, printer's measurement," including tabular work and all other work or services.

After evaluation of the bids by the Joint Committee on Printing, Congress on March 3, 1873, passed the following:

\* \* \* *Provided*, That until a contract is made, the debates shall be printed by the Congressional Printer, under the direction of the Joint Committee on Printing on the part of the Senate.

The *Times* of the next day printed the following dispatch from Washington:

The Senate amendment \* \* \* which sent the printing of the *Globe* to the GPO was concurred in by the House by a very large majority. This is believed to be the final action of Congress on the matter. \* \* \* After the Congressional Printer shall have completed arrangements to do the work [March 5], it is hardly probable that any effort to get the work into the hands of private parties can succeed.

In this manner, Congress cleared away the last trace of the free enterprise printing period by transferring to the GPO the "important and laborious work" of the *Congressional Record*, the name selected by the Joint Committee on Printing. Thus for the first time in American history, printing for the executive, legislative, and judicial branches of Government was now housed under one roof—the GPO.

The first Office-produced *Record* made its appearance on March 5, 1873. This transition from private to public printing was noted by the *Times* of March 7:

The debates of the extra session of the Senate are now printed at the GPO in quarto form \* \* \*. The paper is styled the *Congressional Record*, and is decidedly neat in appearance and convenient in shape.

The Congressional Printer in his annual report stated that—

The change in the form and style of this publication from that previously followed by the *Globe* was induced by a desire to secure comeliness, convenience, and economy for the work; and I am gratified in the assurance that it meets the hearty approval of the Senate and such members of the House of Representatives as have given the matter their careful attention.

The publication of the proceedings and debates during the special session of the Senate gave fair opportunity for testing the capacity of this Office for the work; and I am fully convinced, under that experience, that promptness and economy are secured by the transfer. The facilities of the Office are so extensive, that prompt publication of the proceedings and debates of any day's session, no matter how extended or voluminous, will be assured the following morning without a peradventure, if the copy thereof is promptly furnished the Printer. Of the economy of performing this service at the Government Printing Office, there can be no doubt. Its resources are so mani-

fold, and its economy of labor and material is such, that at least 30 percent of the money heretofore expended in accomplishing this work will be saved to the Government through the present arrangement.

On March 17, the *Times* printed this item:

Those who have been accustomed to read the *Congressional Globe* in the form in which it was furnished during the sessions of Congress will remember how ungainly and inconvenient it was. The *Congressional Record* \* \* \* is a great improvement. \* \* \* each page is divided into two broad columns; the type is clear and full; and the sheets are stitched together. The work is creditable to the GPO \* \* \*

On May 18, the Committee on Printing met to consider a new contract for *Record* reporting and printing. Only three printers and the GPO submitted bids. For the previous session, Rives had been paid \$246,555.50. In a proposal made in December 1872, he had specified his charges, suggesting that if—

the work will remain in our hands for 6 years, we can make much more favorable contracts for materials, and we should feel justified in multiplying our labor-saving machines; and we are willing to give these advantages to the Government.

As a further inducement, he offered to "make an abatement of 2½ percent" from the gross amount on work done for the 44th Congress [1875-77], and an additional abatement of 5 percent for the 45th Congress. The committee, however, rejected all bids except that of the GPO, and then awarded the contract to the Office, which had offered \$161,809.06 compared with the \$246,555.50 paid to Rives.

On December 1, the 43d Congress assembled, with the GPO, on its early experience, now geared to the production of the *Record*. The Office adapted itself to the new order, conforming to all congressional printing demands, except in one instance. The one failure "was caused by a protracted session of the Senate, which continued until 7 a.m." It

should be remembered that the *Record* was all handset, for not until 31 years later [1904] was the typesetting machine introduced into the GPO.

It is interesting to note that the acquisition of the *Record* required the purchase of one Webster's Dictionary at \$12, a Holy Bible at \$3.50, and McPherson's Political History at \$2.50.

A further footnote was the fact that the Congressional Printer received a salary of \$4,000 per year, but was responsible for Government printing totaling \$1,757,769.

In closing his 1874 annual report, Mr. Clapp noted that 161 issues of the *Record* had required 50 percent more columns than the advertised proposals, but nevertheless final production costs were almost 20 percent below his initial estimate.

A. F. Bloomer, in *Reminiscences in 1900*, recalled the names of Office printers who produced the first *Record*:

M. D. Helm was the foreman; Aven Pearson, assistant foreman; W. H. Hickman, bankman; and among the proof readers were Melvin ("Bones") Noyes, Maj. Frank Glenroy, A. T. Cavis, H. G. Ellis, and Dave McIntosh; and Capt. O. F. Dunlap was one of the copy holders. B. A. Ford was the maker-up.

### *Recommendations to Congress*

With added responsibilities and increased work, changes were necessary in the fiscal structure of the GPO. In his report, Mr. Clapp requested increased working funds, with the following recommendation:

The financial demands of this Office have now reached a point where it becomes necessary that section 3 of the law of June 23, 1860, relating to the public printing and binding, shall be so amended as to authorize the Secretary of the Treasury to advance to the Congressional Printer, from time to time, as the public service may require it, and under such rules as said Secretary of the Treasury may prescribe, a sum of money not exceeding at any time the full penalty of his bond, to enable him to pay for work and material.



The penalty of the bond of the Congressional Printer is \$80,000. He is now allowed by law to draw two-thirds of that amount, \$53,333.33, in advance, to compensate labor and purchase material. This is inadequate to accomplish that purpose, and an amendment of the law in accordance with this suggestion is a matter of absolute necessity, to enable this Office to compensate the labor and purchase the material now required in the prosecution of its business.

### *Binding Backlog Cleared*

The large amount of congressional binding accumulated prior to 1869, in addition to increased business since, was nearly completed. The Congressional Printer reported that GPO resources could now be applied to current demands of the Government.

1875

In November 1864, GPO craftsmen received \$24 a week. This rate was fixed by law and the craft societies were content with a hold-the-line policy, but in 1875 criticism was directed at Mr. Clapp for maintaining inflated wage scales. He resisted efforts to reduce his workers' pay, and his annual report reflected his strong opposition toward the proposed economy.

### *Pneumatic Tube to Capitol*

On July 15, 1870, Congress considered the feasibility of a pneumatic tube between the GPO and the Capitol. Issued on March 1, 1875, the Anthony report stated:

That the Committee on Printing having learned, in the spring of 1870, that pneumatic tubes were successfully used in London, Paris, Berlin, and elsewhere for the prompt transmission of messages, letters, and parcels, thought that such a mode of conveyance between the Capitol and the GPO would be of great practical

benefit, for the speedy transmission of proofs, bills, and reports, and would materially aid legislation.

Interested in speedy service from the Office, Congress appropriated \$15,000 for the project, and digging began in 1873. Initial work showed that the shell which would house the tube could not support the weight of the earth. The contractor admitted "a failure," but promised better performance if he were permitted to try again. After \$12,000 of the \$15,000 had been spent, Congress reluctantly decided to drop the idea. The report concluded:

The publication of the *Congressional Record* at the GPO makes it more desirable than before that there should be some mode of rapid transportation of copy, proofs, instructions about printing, orders for the *Record*, &c.

Bicycle messengers continued to shuttle between the two points, and the tube idea was never revived, although Public Printer Stillings in 1906 urged Congress to study the matter. (See "1906, Pneumatic Tube.")

1876

An act approved July 31 provided—

that so much of all laws or parts of laws as provide for the election or appointment of Public Printer be, and the same are hereby, repealed, to take effect from and after the passage of this act; and the President of the United States shall appoint, by and with the advice and consent of the Senate, a suitable person, who must be a practical printer, and versed in the art of book-binding, to take charge of and manage the Government Printing Office, from and after the date aforesaid; he shall be called Public Printer, \* \* \*.

Under this law Mr. Clapp exchanged the title of Congressional Printer for Public Printer through appointment by President Grant, and remained in office until Mr. Defrees, former Superintendent of Public Printing, was commissioned by President Hayes on June 1, 1877.



## House Investigation

On May 12, a House committee submitted its report of a thorough investigation into the operation of the GPO. Every phase of activity had been explored, with chief emphasis placed on excessive costs of executing public printing, including the *Congressional Record*. Charges had been made that Office management was "extravagant to a degree that would bankrupt any private establishment in the country." There were some practices, particularly in cost accounting, which required correction. Also involved was the disparity between hours and wages of the Office compared to private industry.

Spearheading a drive for the recapture of *Congressional Record* printing was Franklin Rives, the former printer of the *Congressional Globe*. Deposed by Congress in 1873, Rives charged that the—

Government had lost at least \$100,000 in testing the question whether its public agents could print the debates more cheaply than its well-tried private contractors. I will only add that if again intrusted with the printing of the debates I will do the work in such a manner as to prove myself worthy of the renewal of the confidence of the Government.

In this manner Rives sought a return to private production of the *Record*, a system which had been discredited in 1872.

Executive printing by the Office was also attacked by Theodore L. De Vinne, a well-known commercial printer of New York. Offering comparative cost figures on individual jobs, he claimed that he could have executed the work at prices far below the GPO.

De Vinne also maintained that Office pay scales of \$24 a week, or 60 cents per 1,000 ems piecework, were 50 percent higher than wages paid in New York, which were \$20 weekly and 50 cents per 1,000 ems piecework. In addition, the GPO worked an 8-hour day, compared to 10 hours in New York. Questioned on piecework practice in the trade, he stated

that piecework was the cheapest way of setting bookwork, not only in New York but "it is the usage all over the world, as far as I know." As to the wage differential between the GPO [in Washington] and New York, he stated: "I have heard it alleged that the expenses of living here were a great deal higher."

John G. Judd, a former Office employee and member of the firm of Judd & Detweiler, also testified. He agreed with De Vinne that GPO rates were also higher than in Washington private industry, for he paid \$4 a day for 10 hours' work compared to the same pay in the Office for 8 hours. Composition in his own plant cost 50 cents per 1,000 ems in contrast to 60 cents in the GPO.

On comparative printing costs, Judd insisted that GPO charges were about 40 percent higher than his own.

The hearing also produced information about vote leave for Office employees. In returning to their respective States for voting, workers received their daily wages for periods of "2 to 10 or 12 days. Only to Philadelphia and Brooklyn and New York, I think."

A committee minority recommended that—

it would be in the interest of economy to remove the publication of the *Congressional Record* from the GPO and award the same to Mr. Franklin Rives.

It added that if the *Record* contract had been awarded to Rives & Bailey, large savings to the Government would have been effected.

Further findings charged that during the past 7 years it had cost the Government \$3½ million more to maintain the GPO than would have been required to pay for the same quantity and quality of work under private contract. [In 1878, Mr. Defrees in his annual report printed comparative tables of the two printing systems which refuted the above charges. (See "1878, Printing Savings.")]

The committee minority was determined to strip the GPO of its public printing monopoly and return to the free enterprise system, for it claimed that—

the theory which persuades the Government to enter the lists as a gigantic competitor with its own people is wrong, the several branches of industry and their honorable profits belonging by right to the people; that \* \* \* it is wise to take immediate steps toward the discontinuance of the Public Printing-Office; that the \* \* \* proposition of Franklin Rives \* \* \* for the printing and binding the debates of Congress should be accepted \* \* \*; that the printing and binding for the Executive Departments should be done under the control of the heads thereof, with authority to contract for the same upon the most advantageous terms to be obtained through the processes of competition; that, as it is necessary to have the printing and binding ordered by the two Houses of Congress done in the city of Washington, and as at the present time there are no private establishments in the city possessing the necessary facilities for the successful and satisfactory execution of this work, it is not judicious to remove it at once from the Public Printing-Office, but that the interests of the Government require its removal from that office as soon as any responsible private party with the facilities will undertake it upon reasonable terms; that whatever satisfactory contracts can be made for the execution of this class of work, the Public Printing-Office and all the property used in connection therewith should be disposed of according to law, and the proceeds returned to the Treasury of the United States.

The minority recommendations were not adopted, but fiscal and personnel reforms were instituted and the GPO continued to print the *Record* and all other congressional and executive printing. However, the airing of Office problems produced one byproduct, for testimony concerning GPO printers' wages resulted in a sharp cut the following year. (See "1877.")

### *Agriculture Reports*

By act of Congress on August 14, 1876, 200,000 copies of the Commissioner of Agriculture report were ordered to be printed. By 1877, orders had risen to 300,000, with 224,000 to the House,

56,000 to the Senate, and 20,000 for the Department of Agriculture. As demand and popularity spread, the 1884 edition increased to 400,000 copies and in 1892, 500,000. The first Agriculture report was issued in 1849 by the Commissioner of Patents as a part of his own annual report, and directed to be compiled by the Secretary of the Interior. Entitled "Part II, Agriculture," the report had been published by the Patent Office, for all Federal work in agriculture was centered in that bureau because of the close affinity between agriculture and scientific farming which was dependent on chemicals.

These reports were the forerunners of the present-day *Agriculture Yearbook* which began in 1894. Highly desirable to Members of Congress, they were distributed without charge and public demand was heavy. The "bestseller" of the day received selective distribution, for Congressmen could please voters with book favors and thus the report was excellent political ammunition during election campaigns.

In 1873, Geo. Alfred Townsend, in *Washington: Outside and Inside*, wrote as follows:

In 1873 it was said that "No enlightened Government in this age can do without public documents," but the whole system of distributing them should be changed. There are, perhaps, 3,000-odd counties in the United States. Let Government content itself with presenting a copy of every public work to these, and let it sell the rest to the people at cost price.

Of the agricultural report the extraordinary number of 220,000 copies have been ordered for last year alone, at a cost of about \$180,000, or about 85 cents a copy. This cost is enough to pay the President, Vice President, all the Cabinet Officers, the Speaker of the House, and two-thirds of the first-class foreign ministers. In these reports are 450,000 pounds of paper, or 225 tons, enough to take 225 double-horse wagons to pull them.

As an example of the demand for public documents, Congressman Abraham Lincoln on May 25, 1848, wrote the following to a constituent:



I will place your name on my book, and send you such documents as you desire, when I can get them.

The entire [Mexican] war correspondence is in course of printing, and will be the best electioneering document, when completed. I will then send you a copy of it.

Beautifully printed according to typographic standards of the day and still maintained in the modern *Agriculture Yearbook*, the 1875 report contained 536 text pages and 128 pages of cuts. No cuts had been specified originally, and the Public Printer petitioned Congress for financial relief, stating that the sum appropriated was considerably less than the estimate.

In 1880, the Commissioner of Agriculture complained that—

The delay in getting the annual report \* \* \* before Congress for distribution to the people \* \* \* is something that can and should be remedied. The report of 1879 \* \* \* is not yet out of the GPO, and will not be in the hands of the farmers until the spring of 1881 \* \* \*. If the department was intrusted with its own printing it could be done in a reasonable time, and with no more expense than is now incurred in the GPO, which appears to be so overburdened with Congressional and other work \* \* \*. The edition of our annual report is usually 300,000 and while larger than that of any annual book ever published, is not yet half large enough to meet the reasonable and pressing demand.

Although the Public Printer was correct in his demands for fiscal responsibility on the part of Agriculture, the real issue involved the financing procedures between Congress, the Treasury, and the department, for the Office could not grant credit without proper guarantees from authorized sources.

By 1918, however, Agriculture was eminently satisfied with GPO work, for it noted that the "printing of the *Yearbook* \* \* \* on a half-tone perfecting press recently installed at the GPO has resulted in a considerable reduction in the cost of production, with an improvement in the appearance of the publication." In 1921, it was first placed on sale by the

Superintendent of Documents for \$1.25. Later *Agriculture Yearbooks* in 1952 and 1954 achieved such bookmaking excellence that they were chosen as one of the Fifty Books of the Year by the American Institute of Graphic Arts.

## 1877

Mr. Defrees, on his third appearance on the Federal printing scene but with the new title of "Public Printer," took over the GPO on June 1, 1877. In the meantime, the salary of the new post had dropped to \$3,600, compared to the \$4,000 paid the Congressional Printer.

Two months before, GPO workers felt the effects of the 1876 hearings which had charged that Office pay rates were 50 percent higher than in New York. On March 4, Congress reduced the \$24 weekly wage of skilled workmen to 40 cents per hour, or \$19.20 a week, and piece rates were cut from 60 cents per 1,000 ems to 40 cents.

The following year, however, GPO printers petitioned Congress for restoration of the former scale, stating that fur-loughs had reduced their average compensation to about \$800 a year. Although the committee was sympathetic, it noted that the same conditions prevailed in private establishments and insisted that the present rates were fair, for—

the purchasing-power of money over every necessary of life has greatly increased, so that 50 cents to-day will buy more than 60 cents could have bought at any time during or since the war \* \* \*.

### *New Type*

In Kerr's *History of the GPO* appeared the following:

An order was sent from the office to a New York typefounder in July 1877 for 60,000 pounds



of type. This amount was subsequently increased about 15,000 pounds, making perhaps the largest single order ever given by a printing office, or filled by a typesetter, since the art of printing was discovered. The long primer type in use in the Document Room alone will weigh about 50,000 pounds, the brevier type about 35,000 pounds, and the nonpareil something over 25,000 pounds. Of course, to keep these enormous fonts in the best working order, almost daily requisitions are made upon the founder for "sorts."

## 1878

In annual report, Mr. Defrees indicated an awareness of Office equipment needs. He said:

Improvements in machinery for more rapid and economical manufacture of newspapers and books are constantly being made, and those who do not use them work to great disadvantage.

Seeing no reason why the GPO should not avail itself of some of these improvements, two large presses, on which to print the *Congressional Record*, and other work, \* \* \* have been put into it. More work can be done on these presses than can be done on 12 Adams presses, and by the employment of one-third the number of employees \* \* \*.

Nine book-sewing machines have also been put in operation, by which books are sewed with wire instead of thread, and at greatly reduced cost.

Submitting a breakdown of bindery costs, he showed that weekly operation of one machine cost \$99, with equivalent production by hand at a cost of \$515.98, for annual savings of \$21,632. On the basis of economies produced by labor-saving machinery, the Printer made a "considerable reduction" in printing charges.

### *Outside Fire Escapes*

Not part of a printing history but as a footnote to the times was the erection of outside fire escapes at a cost of \$2,244, "so that should a fire occur in defiance of every possible precaution, they would afford additional and ample means of es-

cape" (see also "1883, Fire Safeguards—and Bows and Arrows).

### *"Globe" Plates*

This year Congress authorized \$100,000 for the purchase of 63,000 bound and unbound volumes of the *Congressional Globe*, 86,000 stereotype and composition plates, a two-story brick structure in the rear of the *Globe* building on Pennsylvania Avenue, and the copyright for the complete work.

Extending back to the 1st session of the 23d Congress which began December 2, 1833, the plates and volumes covered the *Globe's* contribution to congressional history. Mr. Defrees recommended the construction of a fireproof vault for the plates, but with only two complete sets of the printed volumes, the disposition of the remainder was in the province of Congress.

Thus the Rives estate disposed of the last of its public printing assets. (See "1919" for final disposition of *Globe* plates.)

### *Transportation*

The Public Printer listed the purchase of one bay horse at \$175; one black mare, \$150; one pair mules, \$260; the hire of one mule at 75 cents a day for 17 days at a cost of \$12.75; and pasturage of one horse for 4 months, \$4. Also a bill of \$6.50 for veterinary services and medicine.

## 1879

With a congressional authorization of \$43,800, this year saw the erection of two extensions of the original Office, one to the west and one to the south. As work volume grew, so did the GPO, but even with the additions the plant was crowded,

for it had produced almost 19 million pamphlets and documents and over 247,000 blankbooks.

Mr. Defrees complained that "the enormous increase of public printing and binding is such as to require the enlargement of the building in which the work is done. There is not half room enough \* \* \*." Mr. Defrees continued to discuss his space problems with the Architect of the Capitol, who was responsible for the GPO building. Feeling the weight of advancing years, for he was now 70, he sent the following note to the Architect on March 8:

MY DEAR SIR: I am so stiff in the joints that I cannot climb your [Capitol] steps.

You being a young, spry gentleman, would it be asking too much for you to come to the Printing Office on Monday morning, say 10 o'clock.

Congress authorized the enlargement after the Architect of the Capitol testified that—

the old portion of the structure [is] now so overweighted that its condition is very dangerous, imperiling the property stored there and the lives of the persons employed in the building. In many cases the joists have sagged at least 2 inches from a straight line. Heavy trucks and weights are constantly being moved over the floors, causing considerable vibration; and the motion of the machinery has also the same effect. \* \* \* If a break should come \* \* \* the probabilities are that the whole of the old portion of the building would come down like a house of cards. Notwithstanding its insecure condition, large numbers of persons are engaged on every floor, there being as many as 600 or 700 persons \* \* \*.

This year Mr. Defrees spent \$105 for "erecting telephone line from the Capitol to the GPO."

## 1880

Public printing expenditures for the year totaled \$2,034,750, slightly under the record production of 1865, when \$2,227,099 was spent during the last war year.

## Congress Authorizes War Records

In 1874 Congress had authorized the publication of *The War of the Rebellion: a Compilation of the Official Records of the Union and Confederate Armies*. The War Records Office began work on the history, and on December 1, 1880, first copy reached the GPO and composition began immediately. Mr. Defrees estimated that the series would make 96 volumes of 10,050 copies each, aggregating 964,800 volumes.

## "Globe" Volumes

Of the many incomplete *Globe* volumes purchased in 1878, the Public Printer estimated that \$185,000 would be required to produce 1,000 complete sets. He "respectfully called" the attention of Congress to the number of odd volumes which either could be completed or should be sold "at public auction to the highest bidder as waste paper."

## 1881

On January 31, 1882, the Committee on Printing submitted a report involving payment for 49 hours of lost time suffered by GPO employees during "the illness and obsequies of the late President Garfield."

A committee of employees petitioned Congress for relief, which was granted after the First Comptroller of the Treasury, in "an elaborate opinion," ruled that the employees were "entitled to the payment of such wages as might have been earned during the period of suspension."

## GPO Area in 1881

In Kerr's *History of the GPO* is a description of the GPO neighborhood of 1881:

The surroundings of the office have undergone a great change in the past 20 years. When the establishment came into the possession of the Government in 1861, there were very few residences and not any places of business in its immediate vicinity. The square lying directly north of the office \* \* \* was occupied by but a single residence. Now there are not less than 150 brick houses on this one square—the average value of which cannot be less than \$3,000. On all that property lying north of H street to K, and extending east to First street northeast, there were, 20 years ago, less than a dozen residences; but within the past 10 years more than a 100 houses have been erected, and are occupied by clerks, professional and business people, and employees of the office. The property lying south and southeast of the office has also been vastly improved, and hundreds of new houses erected. H street both east and west of the office is assuming metropolitan airs, in a business way, and is capable of furnishing man or beast with all the necessities of life, and many of the luxuries.

The Office area of the 1880's was also described in *Adventures of a Tramp Printer*, by John Edward Hicks, who quoted an itinerant printer who had visited Washington:

The glory that had been Swampoodle's was flown; its most noted thoroughfare, Cabbage Alley, had vanished; and the Tiber, the stream that once overflowed the early Irish of Swampoodle, was controlled. The once turbulent section had become a quiet residential district where the clock on St. Aloysius toned out the time of day in chiming the quarters, the halves and the hours. \* \* \* The GPO was considered so far out from town that printers employed there seldom met the newspaper printers from downtown.

### *Office Workrooms*

Kerr's *History* also described the GPO typesetting rooms and the proofroom (then termed the "Brainery"), in addition to other workrooms. The following offers an intimate glimpse into the equipment and work practices of 80 years ago as contrasted to the modern-day GPO.

#### *Document Room*

The second floor of the main building, including the addition of 1865, is known as the Document Room. From 250 to 300 compositors can

be accommodated here, in addition to floor-hands, makers-up, and laborers.

The amount of composition performed in the Document Room in the course of a year is simply enormous; the regular monthly average is about 35 million ems, printer's measurement, giving a yearly total of 420 million ems, which, if paid for by the piece, would amount to over \$200,000 for composition alone in the Document Room. There are now in constant use 202 double stands, 2,400 pairs of cases, 30 imposing-stones, more than 200,000 pounds of type, besides about 150 fonts of type used for title-pages and headings, 400 chases of all sizes, 6 proofpresses, including three 2½ by 6 feet, and one Washington press, 24 by 38, and about 20 cabinets for extra type and cases.

#### *Piece Department*

On the same floor is the Piece Department. Employed are some 60 to 80 compositors, engaged principally upon work for the Supreme Court, the Court of Claims, etc. Some of the more expert compositors in the Piece Department earn from \$75 to \$100 per month. Their constant employment, however, is much more uncertain than that of their more favored brethren in other portions of the office. The Court work is always required at the earliest possible moment, and when the money is exhausted, the force is relegated to private life, and sometimes this enforced idleness lasts for two and three months in the year.

#### *Specification Room*

In the [Patent] Specification Room about 70 or 80 of the most rapid typesetters in the office are employed during the greater part of the year.

The compositors employed in this room are paid for their labor by the piece—which, by the way, I believe to be the only correct system of discharging obligations for the composition of type—and, as a result, there is less jar and dissatisfaction among these compositors than in any other single branch of the establishment. The material in this room consists of about 10,000 pounds of long primer type, 3,000 pounds of nonpareil, and 10 or 12 fonts of types for title-pages, headings, etc., about 100 pairs of cases, 11 imposing-stones, and the usual complement of other auxiliaries that are comprised in the furnishing of a complete printing office.

#### *"Record" Composing Room*

The *Congressional Record* Room is located on the fourth floor of the south wing of the new extension \* \* \*. The number of hands employed is 1 Foreman, 1 Assistant Foreman, 7 proof-readers, 3 copy-holders, 2 makers-up, 3 floor-hands, 1 messenger, 3 laborers, and about 60 to 80 compositors. This force, of course,



varies somewhat during the sessions of Congress, and, with the exception of the Foreman and one laborer, is dismissed at the close of the session.

#### *Proof Room*

To the proof-reader more than to any other single individual is the author of a work indebted for the good or bad appreciation of his production. He is unbiased and unprejudiced, and reads the book with an eye only to its perfection. If he is competent and worthy of his calling, he is as unsparing in his silent criticisms as he is nimble with his pencil. He does not stop to criticise it for its statements of facts or fancy—although his constant reading may often enable him to correct the former and ornament the latter—but only for the beauty and symmetry of the language used, and for its correct orthography and grammar. The class of matter passing through a large establishment like the GPO necessarily embraces treatises upon all the known sciences, and involves a knowledge \* \* \* of all the modern and dead languages. It is not an uncommon occurrence for the proof-readers in the office to correct the quotations of authors in the ancient and modern languages, and yet \* \* \* not one in the whole corps has ever had the advantage of a collegiate or classical education. The French, the German, and the Latin tongues are cleverly handled by several of the workmen in the Proof Room, and all their information on these subjects has been acquired while serving at the printing business. "Influence," as the term is understood in Washington, cannot be permitted to exercise its wonted *avoids* in the Proof Room, where men must be selected solely for their fitness.

The Proof Room is on the second floor, communicating directly with the Document Room and Foreman's Office. In it are employed from 10 to 12 proof-readers who read by copy, 6 to 8 silent or second readers, 2 preparers of copy, 3 revisers, a copy-holder to each of the first readers, and 1 messenger, all under the supervision of a chief, himself a proof-reader. Almost every kind of work excepting the *Congressional Record*, the blank work, and the weekly issue of patents, is read in this room.

#### *Press Room*

The machine that has contributed most to the world's material progress is the printing press. No other machine can compare with it in contributing to the enlightenment of mankind. From the rude and simple press upon which Dr. Franklin learned his trade, to the marvelous printing presses of the present day, the best talent and most consummate mechanical skill have been diligently employed in bringing the printing machine to its highest perfection. Several years ago it was believed that the very acme of rapid-

ity and completeness had been attained; but later still, more rapid and more complete printing presses were brought out and placed in operation. Without entering into a history of the progress of printing presses, we may take for comparison the capacities of the Hoe Presses of different eras. The single-cylinder Hoe Press of 1843 printed 1,200 papers, on one side, per hour; the double-cylinder Hoe Press of 1853 printed 2,500 to 3,000 papers, on one side, per hour; the four-cylinder Hoe Press of 1858 printed 8,000 to 10,000 papers, one one side, per hour; the eight-cylinder Hoe Press of 1863 printed 16,000 to 22,000 papers, on one side, per hour; the Hoe Double-Web Perfecting Press prints, cuts, pastes, and folds 30,000 papers, on both sides, per hour!

\* \* \* The clank and clatter of 60 ponderous machines, with the whirr and buzz of running wheels, and the hurrying to and fro of an army of workmen and workwomen, give to the Press Room an air of bustle and business which is not perceptible in the other departments of the office. \* \* \* Here every style of press is seen: from the small Allen Press, upon which are printed the envelopes used by the President of the United States in sending messages to disappointed office-seekers, to the huge Bullock Press, the triumph of mechanism as applied to printing presses, capable of producing 240 impressions every minute.

The Bullock Press runs about 9 months in the year, and completes about 500,000 volumes. All publications of 20,000 or over are printed on this press. \* \* \*

Under the old or contract system, the work in the Press Room was all done by men and boys; but for the past 15 or 20 years women have taken the place of boys altogether, and they are found to be much more attentive to their work, and give greater satisfaction, and endure the labor with less complaint.

If the printing continues to increase in the same ratio for the next 20 as it has in the past 20 years, it will require a room with double the capacity of the present one to do the press-work for Uncle Sam.

#### *Bindery*

The Bindery is located on the third story of the GPO building, and occupies the entire floor, including the east and west wings \* \* \*.

The employees, 240 of whom are females, are divided as follows: forwarders, 140; finishers, 59; rulers, 21; sewers, feeders, and laborers, 297. [In 1860, the Bindery had 46 employees, but by 1880 the force had grown to 551. The following table from Kerr's *History* offers comparative employment and equipment statistics, in addition to the meager Bindery equipment which performed public binding in 1860. In that year the

GPO plant was regarded as the finest in the country.]

	1860	1880
Persons employed (male and female).....	46	551
Ruling machines in operation....	2	21
Cutting machines running.....	2	10
Standing presses in use.....	4	36
Board cutters.....	1	5
Wire sewing machines.....	—	13
Numbering and paging machines.....	—	17
Perforating machines.....	—	3
Stamping presses.....	—	5
Smashing machine.....	—	1
Sewing machines.....	—	2
Cloth cutting machine.....	—	1
Knife grinding machine.....	—	1
Backing machines.....	—	7
Plows and presses.....	—	53
Total machines.....	9	175

## 1882

On April 15, Sterling P. Rounds of Illinois was appointed Public Printer by President Arthur to succeed John D. Defrees. The latter had served 12½ years in three separate tours of duty under Presidents Lincoln, Johnson, Grant, Hayes, and Arthur.

### *Electricity Arrives*

After the purchase of electric clocks in 1872, "electric" reappeared this year when disbursements included "Electrical plant, consisting of two dynamos, lamps, and all other necessary fixtures and labor, \$3,839.69."

On April 5, 1884, Mr. Rounds sent the following to the Architect of the Capitol:

If you will call at this Office this P.M. you will confer a favor on me, as we are about to put in a Boiler and Engine to run the Electric Lights, and I would like to have you confer with Mr. Lincoln our Chief Engineer.

In his 1884 report, Mr. Rounds stated:

The Edison system of electric light, which was introduced in the *Record* room [by Mr. Defrees], has been extended to the press and document

rooms, with very gratifying results. The light produced is cheaper than gas, far superior in all respects, and is much preferred by the employees.

## 1883

Mr. Rounds' 1882 annual report contained little information of Office activities, for he had served but 2½ months of the fiscal year. However, his report of 1883 indicated sweeping reforms in Office procedure and work methods. Displaying great vigor, he proceeded to revitalize the Office. This year the salary of Public Printer had been increased from \$3,600 to \$4,500.

### *Reorganization*

An Office survey showed that machinery in use consisted of "old and discarded patterns and badly worn, which caused great delay and needless expense \* \* \*." His reorganization, "the magnitude of which can scarcely be realized," covered many sections of the Office. Inaugurated reforms included:

Better procurement of lithographing and engraving, which had aggregated \$274,000 the previous year. By requesting advance estimates, he was able to reduce expenditures by nearly \$100,000.

Stricter inspection of paper shipments by the appointment of a paper expert.

A change in the pay disbursing system for over 2,100 workers by providing a suitable room for the disbursing officer, fixing specific paydays, and paying off in groups of 25 each. The new system "works admirably, avoids all confusion, and there is a great saving of time." under the former irregular system, with the Public Printer limited to amounts of money to be withdrawn from the Treasury, payroll funds were exhausted early and workers turned away until a later day.

## *Appointments*

With the passage of the Civil Service Act on January 16, and the blanketing in of about 10 percent of 132,800 Government workers, Mr. Rounds was forced to change appointment procedures. The GPO had always operated under the spoils system, with political affiliation the controlling factor. This custom authorized each foreman to hire or discharge at will, and no employee records were kept, except for his position on the payroll.

By instituting reforms in the selection and appointment of employees, he confidently believed that—

shorter hours of service, and better pay than prevails in outside offices, \* \* \* has resulted in making the force \* \* \* of such skill and efficiency as was never exceeded, if equaled, in any other printing establishment in the world.

Mr. Rounds also reported that—

I found a very heavy force of employees at work, and no vacancies in any positions. I also found that the distribution of patronage and places was not in accordance with equal justice to all States—since the District of Columbia, adjacent and Eastern States were represented by a very much larger number than their proper quotas, while the Western and Southern States had far less than the number to which they would be entitled on a fair division of the patronage. It has been my aim to correct this [so] that the States last named have now a better representation in the office than at any previous time.

## *Drying Room Abolished*

A casualty of the modernization program was the ancient system of wetting and then drying paper before running on presses. For many years the process had been abandoned in all first-class printing offices for the modern dry paper plan. Even in Benjamin Franklin's time, paper was moistened for running on hand-presses. It was then hung up to dry on strings, and in cold weather the frozen paper would have to be thawed before the opposite side could be printed.

The drying room employing 35 workers was abolished, and the new system produced better quality printing, plus yearly savings of about \$25,000.

## *Piecework in Bindery*

Noting that discipline "in a great workshop like the GPO" was important, Mr. Rounds declared that it had "neither place nor space for indolent employees or drones." An inspection of production or "day" tables caused the Public Printer to place 130 bindery sewers on a piecework basis, instead of \$11 per week. He stated that—

worthy, industrious, and careful sewers can earn as much, \* \* \* while those who were not returning a quid pro quo with the needle very naturally fell back to their places in the rear.

## *Slow Presses*

He also found "numerous old-fashioned printing presses, nearly all of which have been almost constantly running day and night for a long series of years." He recommended their replacement with a "new style, two-revolution, fast-cylinder press—42 by 56—costing about \$2,500." With a sheet double the old press size and twice as fast, the capacity of the new presses would be four times as great.

## *"Congressional Record"*

The *Record* department received a careful and thorough reorganization, with new type and machinery, and improved workflow methods. The result achieved better regularity and promptness of issue, improved typographical appearance and, with rare exceptions, in time for the morning mails. In addition, he questioned—

the propriety of printing in the *Record* speeches which were never delivered before Congress [which] has at times been discussed in Congress and by the press of the country. If it should be decided to stop this practice it would materially



lessen the expense of this publication. [The practice still prevails in 1961.]

### *1880 Census Printing*

Census work expanded as the country grew. The 1880 census typesetting job in 1883 was well advanced, but the GPO had "as high as *twenty tons* of long primer, brevier, and nonpareil type; probably the largest amount of 'live matter' ever kept standing at one time in this or any other country." Estimated cost was \$835,461. When census work was completed, many thousands of work-hours were necessary to distribute and reclaim the type for further use.

### *Confidential Printing*

The GPO printed certain publications which were confidential until release. Although its "secret" classification did not concern national defense, the contents were secret so that no undue advantage would be derived by premature publication. Mr. Rounds felt that the Office had been "unjustly criticized" when certain papers were made public before official release. He suggested that "rigid examination into the facts will show \* \* \* undue publicity occurred through no fault of this office." In the following year, he noted that—

GPO regulations \* \* \* have been sufficient to protect the confidence reposed, and in no single instance has there been a complaint that confidential matter was given out from this office.

### *Fire Safeguards—and Bows and Arrows*

In spite of the erection of outside fire escapes in 1878, Mr. Rounds was still concerned over the safety of the all-wooden-interior GPO building and instituted additional fire prevention measures. In the bindery, 500 female employees were organized into companies of 40 each, with a captain in charge, and a trial

drill demonstrated that 600 bindery men and women could be cleared from the building in 1 minute. Neighbors of the GPO became familiar with the frequency of Office fire drills, and the spectacle of 500 bindery women leaving the third floor via fire escapes invited a large crowd of more-than-curious citizens who were more interested in visual excitement than in the serious business of fire safety. To frustrate prying eyes on drill days, the ladders were covered with canvas strips. Also installed were two canvas fire escapes (chutes; also known as portable fire escapes) which extended from the upper floor to the ground.

By the "kindly cooperation of [the] Architect of the Capitol," 3-inch water mains, "which barely gave sufficient water for daily office use, and \* \* \* inadequate for fire purposes," were replaced, so that the Office now had "more than double the former supply, and quite ample to render the new fire apparatus in every way efficient."

Mr. Rounds noted that hinges on all outside doors "have been changed so as to open either way, and egress cannot thereby be obstructed."

Other safety devices were installed, but to the present-day reader the one of special interest was the use of bows and weighted arrows, by which lifelines were shot or thrown through upper windows so that hooks and ropes could be attached as a means of escape. The GPO historian can find no clue as to the identity of the bow-and-arrow operator, but he may have been an Indian printer.<sup>1</sup>

Of further interest are the following operating directions:

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<sup>1</sup> It also may be conjectured that the following from *Reminiscences in 1900* will provide some information:

"Tom Hughes made his first appearance in the GPO early in the seventies. He had been scout, guide, and Indian fighter in the Far West for many years, but with approaching age sought a less exciting and more peaceful life. There were frequent Indian delegations to see the 'Great

## IN CASE OF FIRE BREAK THE GLASS TO GET THE KEY

1. If the roof be not over 90 feet high, use a leaden-headed arrow with string attached to the loop on the arrow.

Take the inner end of the string from inside of the Ball. Lay the Ball on the ground so as to deliver the string easily.

Endeavor to shoot the arrow to fall on roof as nearly as possible directly over the window with which communication is to be established.

If the window is low, shoot the arrow into the room through the window.

2. If the height is too great to be reached by a trailing line, use the light arrow having a light line wrapped about its point. This line should be 150 ft. long.

With the above fire safety measures, the Public Printer said that—

it therefore may be fairly stated that for the first time in the history of the office it is reasonably safe from fire, and its employees from danger of loss of life or limb caused by a stampede or want of sufficient egress.

Mr. Rounds also informed the Architect of the Capitol that "with the new fire organization and with these added facilities, I believe this office will be as safe from fire as it can well be made."

## 1884

The Public Printer advised Congress that the installation of 14 "improved modern fast presses" had reduced printing charges for the next fiscal year by \$339,000. His report showed that new presses were printing 19,000 to 20,000 double-size sheets per day at the same expense and running time as the old badly worn presses were producing 5,000 smaller

Father,' and Tom nearly always called on the Indians at their hotel, knowing more or less of them and being able to talk with them in their own language, of whatever tribe they may have been members. About 1886, not long before Tom's death, 'Buffalo Bill's Wild West' show came to town, and Colonel Cody invited him to ride on the 'Deadwood stage' in the street parade, an invitation which was accepted \* \* \*."

sheets. Public printing expenditures for the year reached a new high of \$2,994,050.

## *Cholera-Carrying Paper*

The Public Printer suggested to Congress that contracting for paper supplies with the lowest bidder was not the best method, for bids had been submitted below the cost of production, resulting in inferior quality. His chief concern, however, involved the use by contractors of imported rags for Office paper. Because of the threat of a cholera plague in the United States, the Treasury had placed an embargo on the importation of such rags from cholera-infested countries. He stated:

If there is danger in the use of these rags at the [paper] mill, it would seem that the disease would be communicated in bundles, packages, and paper \* \* \* received at this office. In view of the expected approach of cholera, and in the name of the 2,300 people under my charge, \* \* \* I respectfully submit that this is a proper question for Congress.

Thus the 1880's presented industrial hazards unknown today.

## *Civil Service*

Mr. Rounds hoped that new Civil Service Commission regulations concerning Office appointments would relieve him "from the heavy tax on his time" so that he could devote his efforts to "more important practical operations of the office." He added that—

the GPO is \* \* \* a workshop—a manufactory—the standard required of its employees should only be that of skill and efficiency, and as in all successful private establishments of the kind, employees, \* \* \* falling below the average, should give place to others better qualified. \* \* \*

The selection of foremen and assistant foremen was based on "true merit, practical workmanship, and a thorough knowledge of the duties \* \* \*," and these officers, "generally without political influence, have by faithful and devoted service contributed largely to [GPO] success."

The Public Printer reported that since the adjournment of Congress—

I have purchased one of the latest improved fast web presses, calculated especially for printing the *Record*; [it] will print and fold the whole daily edition \* \* \* within 1 hour. \* \* \* This work was formerly printed on drum-cylinder presses, with a capacity not exceeding 1,000 per hour.

### *Lithographing and Engraving*

As in the previous year, Mr. Rounds further lowered plate costs. In addition, he urged tighter control over low-bidder contract awards by the Joint Committee on Printing, for "it is not as a rule for the best interests of the Government to award this class of work to those who may submit the lowest bid." His experience in the past showed many cases of delays and inferior work from plants with insufficient capability, and emphasized that "a poor engraving is worse than none."

### *Tight Printing Money*

Congressional sessions of the period consisted of short and long sessions, and printing appropriations were scaled according to length of congressional activity. The House had reduced printing appropriations by \$500,000 for the oncoming long session, compared to the previous long sitting. In an unusual plea to the Senate Appropriations Committee to override the House cut, the Public Printer stated:

\* \* \* If less is appropriated for the long session, in my judgment a deficiency will be necessary. There is plenty of work to be done.

He further stated that—

the better way would be for Congress to place a check upon its orders for printing (if there is a desire to reduce the expense of printing), rather than to make the orders and then neglect to provide sufficient funds \* \* \*. The Public Printer cannot be expected to keep a force day

and night to deliver the large quantity for printing for Congress \* \* \* and the daily *Record* with an expenditure no larger than is necessary when Congress is not in session and none of these requirements are made upon him.

### *Hiring of Personnel*

Mr. Rounds complained about the pressures exerted on him for Office positions. President Cleveland was obsessed by the same problems, for he wrote to a friend: "I have fallen into the habit, lately, of wrestling with this cursed office-filling even in my dreams."

This year there were 2,255 employees—about 800 females and 1,500 males. Included were 200 laborers and certain bindery workers, but the main force consisted of—

those who have served a regular apprenticeship \* \* \* in their respective trades. \* \* \* Their tenure should not depend upon Congressional or other influence, and as long as they render faithful service they should be protected by law. Their usefulness must be impaired if they are constantly disturbed \* \* \* [and] they are subject to furlough or discharge without cause. \* \* \* The Public Printer [should be] able to withstand the constant pressure for position.

### *Washington Monument*

On February 17, President Arthur ordered the several executive departments and the GPO "be closed on February 21 to enable the employees to participate in the ceremonies attending the dedication of the Washington Monument."

In 1883, Mr. Rounds had recommended to Congress that his employees be placed on equal leave footing with other departments. He asked that workers be given some annual leave, in contrast to the 30-day annual leave enjoyed by Government as a whole. He submitted that—



as a matter of right and justice to GPO employees, who have ever been faithful, day and night, \* \* \* that they too can be favored with a leave of absence. \* \* \* A more faithful and devoted class of employees cannot be found in any department \* \* \*.

In 1884, he renewed his plea, stating that "15 days' annual leave will be more satisfactory."

A further recommendation for equity was made in 1885, but in 1886 the battle was won. Effective July 1, the GPO was granted 15 days' annual leave. According to the *Washington Evening Star* of July 2, "Public Printer Rounds yesterday issued an address to GPO employees congratulating them upon the success of the movement to obtain for the employed 15 days' leave annually with pay." Later, on July 6, the *Star* said that the Public Printer had reported "to resolutions thanking him, [and] the kindly feelings and sentiments expressed \* \* \* are fully reciprocated." Thus through the advocacy of Mr. Rounds, Office workers received their first leave with pay.

### *New Public Printer*

Within 2 months, however, Mr. Rounds resigned as Public Printer and was succeeded on September 13 by Thomas E. Benedict of New York. The *Star* announced that "Mr. Benedict took over today, and was sworn in by Judge Lawrenson who had sworn in all Public Printers." The *Star* also noted that—

the foremen of printing, binding, paper warehouse, stable, etc., were called in and presented to the new chief. Mr. Benedict, after greeting each one individually, addressed them collectively. He announced that each was continued in his present position for the time being, or until he should further communicate with them \* \* \*.

In his annual report to Congress, Mr. Benedict stated that the leave won for the GPO by Mr. Rounds was "a just and beneficent measure," and urged the adoption of a similar appropriation for

the next fiscal year. In addition, he recommended semimonthly paydays, so that his employees could—

escape from habits of credit-buying which are highly detrimental to proper thrift and economy. The employees of the GPO are many of them the hardest-worked and poorest-paid servants of the Government, and they are fully entitled to the consideration of Congress.

Although he "found the office well equipped in many respects, and its vast machinery generally in intelligent hands," he followed the tradition established by his predecessors by stating that many improvements were necessary and a "much greater economy is possible."

His recommendations included a request for greater storage space and a new set of boilers. The boilers were 14 years old and had been installed with the Office one-third its present size.

\* \* \* they are now entirely deficient in capacity; and their continued use \* \* \* is believed dangerous to life and property. During the recent cold weather it was impossible to furnish heat in certain divisions (a serious and costly defect), and the office is dangerously liable \* \* \* by an accident to the boilers.

He also pledged his administration—

to execute the necessary work as efficiently as possible, \* \* \* check any tendency to extravagance in the public printing and binding, must meet with resolute denial the constant temptations to exceed his powers, and must seek to make use of the best modern facilities and methods in conducting [GPO] business.

### *Branch Office*

On September 17, the *Washington Evening Star* announced that arrangements had been made for the establishment of a GPO branch office in the basement of the State Department. "A small cylinder press will be used and the office will be under the GPO."

### *New Typesetting Machine*

This year saw the perfection of the Linotype by Ottmar Mergenthaler. Its

immediate effect on the printing of that period was electric, but the far-reaching implications were not immediately grasped by the graphic arts industry.

The development of the Linotype was best described by Mergenthaler in his own words:

The history of our enterprise is one of evolution. We started by printing one letter at a time and justifying the sentences afterward; then we impressed into papier-mache one letter at a time, justified it, and made a type from it by after process. Next, we impressed a whole line and justified it, still leaving the production of type as a second operation; but now we compose a line, justify, and cast it all in one machine and by one operation.

In 1866, the idea which eventually developed into the Linotype was conceived by a group of reporters, including two House and Senate reporters. The group sought to avoid the tedious work of transcribing shorthand notes into long-hand, then waiting for the slow process of hand composition by printers. By equipping the early typewriters with a typeface which would be printed on transfer paper and then transferred to a stone by a lithographic process, the *Congressional Record* could be printed. The project failed, but in 1876 it was revived with the help of a Baltimore manufacturing expert, who recommended a cousin, Ottmar Mergenthaler. In 1883, after much trial and error, the first machine was produced.

On July 3, 1886, the editorial page of the New York *Tribune* was composed on the Linotype, and the entire issue of July 6 demonstrated the practical success of the machine. Shortly afterward, Linotypes were installed by the *Chicago News*, *Louisville Courier Journal*, and *Washington Post*. It can be seen that the machine was offered first to newspapers, for they had financed the Mergenthaler Printing Co. In 1904, 18 years later, an improved version of the machine was installed in the GPO.

Although the Linotype was a success,

other inventors continued the search for a better typesetting machine. Among these was the Paige Co., which became bankrupt in 1894. Also a loser was Mark Twain, who had invested \$2,000 in the company, and later increased his holdings to \$190,000, a staggering amount in those days.

By 1904, 1,520 patents for composing machines had been granted by the Patent Office.

As the Linotype spelled doom to the hand typesetting method, 1886 also saw the end of the old-fashioned nomenclature of type sizes. Brevier, minion, small pica, etc., gave way to the point system, based on the division of the pica into 12 equal parts. Adopted by American typefounders, it was accepted 12 years later by English typefounders. Thus the traditional colonial type names became obsolete.

### *Political Activity*

President Cleveland on July 14 directed a circular "To the heads of departments in the service of the general government," warning them and their subordinates against using "their official positions in attempts to control political activities in their localities." He said:

Officeholders are neither disfranchised nor forbidden the exercise of political privileges; but their privileges are not enlarged, nor is their duty to party increased to pernicious activity by officeholding.

1887

In his second annual report, Public Printer Benedict, with more time to study the GPO in action, stated:

While this office is undoubtedly the largest of its kind in the world, and is unique in its character and purposes, in its growth and work, the intellectual and business development of the Nation, yet it falls far short of embodying that

perfection of mechanical resources \* \* \* for which it is designed. [The GPO] should represent, in its *personnel*, machinery, and material, the highest development of skill and the latest and most efficient appliances of mechanical invention. Nothing less will suffice for the most rapid and economical production of the public printing, and nothing less \* \* \* will meet the demands of an instructed public sentiment for the best attainable service \* \* \*. In view of the constant growth of the country, and the continued enlargement of the business and necessities of the Government, due both to the natural growth of the Departments and the creation by Congress of new bureaus, commissions, etc., the enlargement and better equipment of this office is now an absolute and pressing necessity.

### *Accent on Plate Printing*

He instituted immediate reforms, the first of which was the greater use of electrotypes instead of letterpress [printing directly from type]. Mr. Benedict stated:

The first step demanded to insure better facilities for meeting the accumulated and current work of the office seemed to be to adopt the best and most modern methods of electrotyping, *and to put a complete stop to letter-press work*. To that end, as far as possible within the space at my disposal, I not only increased the facilities of the Foundry, but practically renewed the plant for electrotype work, so that it was soon capable of electrotyping or stereotyping *all the type set in the Document divisions*, in addition to the blank forms of the Job Division. The relief afforded both the Composing and the Press rooms were immediate, and the results during the year past have exceeded my most sanguine expectations, and I am satisfied this measure has contributed more largely toward securing the increased output of the office than any other improvement adopted.

Other changes included new presses, discarding "slow and worn-out" presses, and the introduction of laborsaving machinery throughout the workrooms. The Bindery, however, "was found in many respects the best equipped division \* \* \*, having a vast stock of machinery and being capable of executing any class of work \* \* \*."

In addition, three Document proof-rooms were merged under one responsible head in a single well-arranged room,

with an ample library and under prescribed rules as to style. He also "endeavored to lessen the cost of proof-reading and correcting by putting a limitation to the demands of Departments and authors in the matter of wholesale revision or proof-editing." [From 1887 to 1961, the problem of authors' alterations has continued to affect printing costs.]

Through consolidation, improved workflow measures, and general overhaul of every division, he maintained that efficiency was at its best level "in the history of the office." Output of \$2½ million reached a new high, with actual cost \$262,000 less than the previous year in spite of increase in work and the "payment of a gratuity [annual leave] of \$95,000 to employees for the first time in history."

### *Leaves of Absence*

With the first giant step taken by the statute of 1886 granting 15 days' annual leave to GPO employees, Mr. Benedict made a fresh assault toward the 30 days enjoyed by other Government workers. He pointed out that—

[GPO] employees certainly render as necessary and faithful service, are the equals of any class of public servants in intelligence, and are entitled by their surroundings to the equal consideration of the Government.

### *Personal Printing Eliminated*

As a part of the new deal in Office administration, the Public Printer discontinued all private and illegal work in the office.

There had gradually arisen a practice of doing work for officers of the Government and private individuals not authorized by law, and this practice had grown to such an extent that it not only embarrassed the execution of the public work but made serious inroads on [printing and binding] appropriations. No such work is now executed in the office.



## *Additional Electric Lighting*

The Public Printer recommended the extension of—

the electric-light plant to all parts of the working divisions, \* \* \* [for] the use of gas is very expensive, and the heat arising from its use day and night in the crowded and illy-ventilated divisions should no longer be permitted for reasons of humanity, if the economic reasons are not considered of sufficient importance.

## *Demand for Increased Wages*

Mr. Benedict acknowledged that Office craft workers were petitioning Congress for a wage increase. In his annual report he noted that the—

rates of wages as fixed by law are now insufficient. Believing \* \* \* that just compensation is necessary to faithful service, I am prepared to fully indorse any such claim based upon recognized merit or upon evidence that the Government rates are now below those prevailing in private printing offices.

In addition to increased wages, Mr. Benedict supported the effort toward providing premium pay for nightwork by stating:

It is just and proper that Congress should make some provision for extra pay for night labor. The rule allowing such extra pay is now universal in the printing trade. Much night work is required to be done during the sessions of Congress, and those assigned to such work at the same pay for day work justly feel that they suffer hardship.

## *Printing Apprentices Opposed*

For the first time in any GPO annual report, the word "apprentice" appeared this year. Traditionally, the apprentice was a necessary manpower element even in the early public printing shops. From the ranks of apprentices had come the journeymen, and many printers, particularly Benjamin Franklin, had made important contributions to the rise of the Nation. If the Office had any apprentice system, various Public Printers seemed to

be mute on the subject until 1887, when Mr. Benedict stated:

The number of apprentices September 13, 1886, was 71. This number has since been diminished and the number now \* \* \* is 35. I am led to doubt both the expediency and legal authority of the appointment of apprentices to do the work of Government printing, and no such appointments have been made by me. The rates that have been paid for such labor \* \* \* are absurdly large in comparison with the compensation for the same class of labor in private printing offices \* \* \* [and] are larger than the same persons can earn at full piece rates in the composing divisions. If it is desirable to employ apprentices in [GPO] work, Congress should define their legal status and designate their compensation. My own judgment is that the Government should employ only skilled labor, and that it is not beneficial to any class of mechanics to learn their trades in the public service. [The Printing Act of 1895 authorized the employment of 25 apprentices, but no apprentices were officially hired until 1922.]

Apprentices in Washington private plants received \$3 a week for the first year, and a \$1 increase every 6 months thereafter. At that time they served 4 years, making about \$10 weekly the last year.

## *Division Annual Reports*

This year the Public Printer's annual report included the first individual reports of division heads. This innovation permitted them to submit an accounting of their activities, and also to air their difficulties. Offering some insight into the schooling of apprentices is the following from the Assistant Foreman, Third Document Division:

Apprentices, of whom I now have 18, \* \* \* cannot be expected to perform as much work, nor yet do it so well, as more skilled workmen, although \* \* \* I am proud of their progress in the "art preservative" [due] to the fact that very soon after my taking charge of the room I distributed them among the journeymen. This has tended to inspire them to better deeds and better work. They are boys, however, and stand in the way of thorough discipline.

The same foreman painted this picture of good housekeeping in his section:

No compositor is permitted to have *dead* type about his frame; and he is expected to keep the premises occupied by him neat and clean. To this end I make frequent inspection, and at time when least expected—often, in fact, before 8 a.m.

### The Proof-Room Division reported that—

If a good proportion of the compositors are employed upon tabular work the proof room has no difficulty in keeping abreast of them; but if, as frequently happens, almost the entire force of compositors is employed upon solid matter, the greater amount of reading required throws the proof room behind and embarrasses the office in various ways. \* \* \*

The work of the office emanates from so many different sources and covers such a wide range of subjects, that it is impossible to hope for an entire uniformity of style. Some progress toward uniformity has been recently made, however, by issuing \* \* \* such rules as have been found applicable to the general work of the office. These rules can probably be amplified \* \* \* in the near future. [This was probably the first GPO Style Manual. (See "1933, Revision of Style Manual.")]

The Foreman of Binding listed needs for new equipment, but complained of other matters. There was a critical shortage of workspace, and he noted that certain changes would "reduce the crowded condition of the sewing room \* \* \* and [give] the sewing women a better chance for health." He also recommended "that the wheels of the trucks used in the bindery be bound with rubber, so that they will not destroy the flooring so rapidly, and also add to the quiet of the office."

### *Building Investigated*

Necessary fire prevention measures introduced in 1883 in the 30-year-old building appeared to be insufficient in the eyes of the city. An investigation by a grand jury of the Supreme Court of the District of Columbia recommended further safety measures. Its report stated:

To fire-proof this building would be to virtually reconstruct it, but certainly provisions should be made to protect the lives of the persons engaged in it.

Certain corrective measures were taken, but a later report stated:

The precautions taken to guard against fire we find to be much improved of late, [but] we must strongly condemn the building being used in the manner it now is; as, stored with heavy printing presses, type, material, etc., the building is subjected to far too heavy a strain. \* \* \* We think that the building is neither of sufficient size nor properly adapted for the purposes for which it is used.

### *Standard Type Recommended*

Although the Linotype was in use by newspapers, the Office continued to set type by hand, and type purchased from many typesetters presented problems. The Foreman of Printing reported to the Public Printer as follows:

I would respectfully call attention to a very grave evil which has grown up to the purchase of type, and suggest that there could be no better time to correct it than the present. There is in the office now type from at least a dozen different foundries. It is a well-known fact that while the [type] bodies of the different foundries are approximately the same, yet no two of them will accurately justify together, and their mixture causes much annoyance, waste of time, and many accidents. No amount of care can keep them separate in an office as large as this, and consequently more or less trouble constantly arises from this source. It is an evil with no compensating benefits in the way of competition in price or superior material, and should, I think, be corrected.

### *Pay Raise*

The daily average pay for the piece-work compositors in the Specification Room [Patents] increased from \$3.80 in July 1886 to \$4.16 in November 1887, and the quality of the work improved with the increased earnings, according to the annual report of Mr. Benedict.

1888

In 1888, the Joint Committee on Printing, aided by two additional members

who were practical printers, was directed to investigate the GPO. There were charges of printing delays and irregularities in making appointments and dismissals, particularly the discharge of ex-soldiers and sailors and their widows and orphans, who in that period received veterans' preference.

The committee offered the following findings:

(1) The management of the GPO is thoroughly honest and efficient. \* \* \* It is today turning out more work and better work than has ever been done before in its history \* \* \* and compares favorably with the best of private printing offices.

(2) There has been no unusual delay in furnishing necessary documents and the committee found none worthy of notice.

(3) The law has been duly observed in making appointments and dismissals from office. The large discharges of September–October 1886 were made irrespective of party politics and were necessary. While it is natural that politics will always enter somewhat into appointments, the office is simply a workshop and it should be freed from political influences. It also found that there were more than double the number of veterans and dependents employed in the GPO than under the previous administration.

### *Work Output*

The Public Printer reported the greatest volume of work in Office history. Statistics showed increases over 1885 of 24 percent in department work; and 58 percent in printed pages and 84 percent in work for Congress, which represented the largest amount of work ever delivered for a similar period.

### *Space Shortage and Weather Note*

Mr. Benedict also called the attention of Congress to the lack of proper space in workrooms and for paper storage. For the Office as a whole, the space shortage affected the health and comfort of the employees. In addition, he stated that—

In some of the divisions artificial lighting is required daily, and this, in summer, renders the

heat intolerable, and the eye-sight and general health of many employees suffer in consequence. The near proximity of the office stables and those of adjoining property-owners, as well as the filthy condition of adjacent alleys and rows of tenements, add to the general unhealthiness of the office, due to the malarious neighborhood in which it is built, and calls \* \* \* for the erection of a new and capacious building in another and more convenient locality for the purpose of the public printing. [Some 17 years later in 1903, a new building was erected to the south of the old building, but the GPO remained in the same locality.]

The inadequacy of the paper warehouse was also acute. He noted that—

its condition is especially worthy of attention. This division suffers seriously for want of proper space, and the service of the office is embarrassed \* \* \* by the inability to carry a stock of paper sufficient to meet the large and hurried demands frequently made. At the time of the great blizzard [of 1888], in March last, with its attendant interruption of transportation, the office nearly came to a stand-still through the exhaustion of the meager supply of paper \* \* \*.

### *Increased Annual Leave*

The move to provide GPO workers with annual leave was begun in 1883, and in 1886, 15 days' leave had been granted by Congress. Although other departments received 30 days, the 15 days was gratefully accepted. This year the Office achieved the 30-day leave status long enjoyed by Government. Notwithstanding an 8⅓-percent increase in the work force required to compensate for the additional annual leave, and a more rigid enforcement of the 8-hour law, the present force was 10 percent lower than the force inherited by Mr. Benedict in 1886.

## 1889

On May 7, Frank W. Palmer of Illinois became Public Printer. He was to serve two separate terms, totaling about 13 years. As had his predecessors, he complained of old presses and type, but his



first concern was the dangerous condition of the GPO building. He reported that—

The present structure is wholly inadequate \* \* \*. It is ill-lighted, ill-ventilated, and so far short in dimensions of the requirements of public service, that much of the work is done at a disadvantage. For instance: there is room for the storage of only a few days' supply of paper for the press-room and bindery. An unusual catastrophe [flood] like that which recently befell Johnstown, Pa., or a recurrence of a storm such as swept the Atlantic coast in March 1888 \* \* \*, would in all probability cause a stoppage of work \* \* \*.

To avoid the danger of collapse, three rows of posts about 10 feet apart were installed as additional support for the length of the workrooms in the three lower stories. Fire prevention measures were also inadequate, for—

with all these precautions the building is liable at all times of the day and night to destruction by fire. \* \* \* Thus the only durable remedy would be the construction \* \* \* of a fireproof building on a new site \* \* \*.

## 1890

Mr. Palmer reported that "in response to urgent appeals by some of my predecessors and myself," Congress in August authorized \$250,000 for the acquisition of ground by purchase or condemnation of a proposed site running south to F Street and Massachusetts Avenue.

With this promising start, Mr. Palmer then recommended an appropriation by Congress for the erection of a fireproof structure "in the interest of economy, of security to Government property, and of humanity." He added that "the new structure should be commenced at the earliest possible day and prosecuted to final completion with the utmost vigilance and dispatch."

A commission consisting of the Secretary of the Treasury, the Public Printer, and the Architect of the Capitol was directed to report to the Senate. Invitations to landowners were advertised, and the

commission devoted much time in exploring all aspects, including soil quality, of the proposed site and on December 10 submitted a report. The Joint Committee on Printing on February 26, 1891, approved the report and recommended that Congress appropriate the authorized funds.

However, the next day—February 27—the following amendment to the appropriation bill was adopted by Congress:

*Provided*, That the appropriation \* \* \* approved August 13, 1890, to provide accommodations for the GPO, \* \* \* be hereby suspended.

### *Rebellion Records Printing*

In 1880, the GPO began printing the *Official Records of the Rebellion*. Ten years later, 31 of the authorized 96 volumes had been completed, and work on this monumental job was continuing.

### *New Presses*

The Office now boasted 88 printing presses, mostly cylinder. Nine new presses were purchased, and Mr. Palmer requested \$100,000 for additional presses to replace wornout presses.

## 1891

The Office was invited by the War Department to take over several small printing establishments. A printshop was supplied by the War Department and thus the GPO acquired another branch office. The Adjutant-General, in his annual report, stated that the change "proved entirely successful, evidenced \* \* \* by the expeditious manner" in which this work was produced.

### *New Type and Presses*

The Public Printer's previous request for \$100,000 to replace wornout type and presses was approved by Congress and

leading typefounders and press manufacturers were invited to submit sealed proposals. Of interest to veteran printers may be the names of companies awarded contracts: Barnhart Bros. & Spindler of Chicago and George Bruce's Son & Co. of New York, low bidders for new type; Walter Scott & Co. and C. Potter, Jr. & Co. of Plainfield, and Farmer, Little & Co. and Montague & Fuller of New York, press equipment. In an additional appropriation, new presses were supplied by Miehle Printing Press & Manufacturing Co., Chicago; Cranston Printing Press Co., Norwich, Conn.; and A. D. Farmer & Son, New York.

### *Office Continues to Grow*

Both the country and GPO continued to grow. Congress spent \$1,345,972, and the executive and judicial branches spent \$1,396,135, for a total of \$2,742,107 for public printing and binding. For administering this large amount, the Public Printer received a \$4,500 salary.

1892

After rejecting the new building proposal on February 27, 1891, Congress revived the measure on March 9, 1892. It again authorized the Joint Committee on Printing to ascertain a site for a new GPO. On December 12 of the same year, the committee suggested a site which encompassed K and L Streets NE., and First Street and Delaware Avenue, the area now covered by tracks leading to Union Station.

### *New Typesetting Method*

In 1892, the Lanston Monotype machine was placed on the market. The new machine produced lines of type with

single characters, as compared to the line of type in one slug of the Linotype. The machine in later years was the instrument by which the GPO produced "acres" of tabular and technical composition. [In 1961, the greatest battery of Monotypes in the world is found in the GPO.]

### *Effect of Linotype on Wages*

When the Linotype machine was introduced in Washington in 1892, the newspaper scale proposal requested a 6-hour shift for daywork.

The publishers countered with a proposal for a 7-hour shift, with a weekly wage scale of \$21 for daywork and \$23.62 for nightwork. This rate remained in effect for 10 years, or until 1902.

1893

The inherent dangers of the old building were dramatically brought into sharp relief when Ford's Theatre on 10th Street collapsed on June 9, causing 28 deaths. Used as a record division of the War Department, the building was similar to the GPO, and its employees expressed grave apprehension of a similar disaster to themselves. In the meantime the Office rented five buildings for storing printed matter, as the present buildings could not support increased weight. Mr. Palmer noted that three of these buildings were fire hazards, and the transfer of materials from storage to the main building caused added labor, delay, and expense.

On June 13, Mr. Palmer alarmed by the Ford Theatre collapse, wrote to the Architect of the Capitol:

In view of the great calamity which occurred on Friday last \* \* \* and the public attention thereby drawn to the condition of the GPO building, I respectfully request you to make, at once, a thorough inspection of all portions of this building, so that whatever additional safe-

guards for the protection of the lives of employees may be deemed necessary, may be promptly provided.

No action was taken.

### *Acts Printed From Type*

From the beginning of the Nation, all acts of Congress had been scribed by hand. On December 12, Public Law No. 1, of the 53d Congress, 2d session, was the first act printed from type. Known as the enrolled bill format, its authorization also permitted acts to be "hand scribed in any emergency, especially during the last 6 days of a session, when demands on the compositors run exceedingly heavy."

1894

With political fortunes restored, Thomas E. Benedict supplanted Mr. Palmer and returned as Public Printer on May 3.

### *Large Layoffs*

On May 14, he ordered large layoffs. The furloughing of workers was the rule for many years before 1894, as Congress alternated in short and long sessions. In a short-session year, congressional work would disappear and the volume of departmental work could not fill the gap, and therefore layoffs were imperative. Although layoffs were usually of mild degree, the 1894 episode was a sharp blow to the many who were left stranded on the Washington scene.

On the theory that his predecessor may have overstaffed the Office, Mr. Benedict quoted the law which stated that the "Public Printer shall not at any time employ \* \* \* more hands than the absolute necessities of the public work may require." As the New York *Daily Tribune* noted in its May 21 issue:

### REDUCING PRINTING OFFICE EXPENSES; MR. BENEDICT SERVES NOTICE OF DISCHARGE ON LARGE NUMBER OF EMPLOYEES

An unknown number of GPO employees, estimated to be about 700, have received copies of the following notice from Mr. Benedict:

"Being satisfied that the best interests of the public service and the efficient performance of the work of the GPO necessitates a reduction in the number of employees, it becomes my duty to direct the foreman of printing to inform you that your services would not be required after the day of this notice. Cashier will settle any balance of wages due you at the earliest possible moment convenient with the duties of his desk."

The *Tribune* added:

Ever since Mr. Benedict resumed charge of the Office, reports have been current that he intended to reduce the force, but the notices yesterday came with no less a shock. \* \* \* More removals are looked for this week, as it is said that Mr. Benedict's intention is to restore the force to something near the total number employed when he left it 5 years ago, which was 2,200. At the close of [Public Printer] Palmer's term of service the number on the rolls was 3,600.

### *No Progress on New Building*

This year saw no action by Congress on either an addition or a new building. The Chief Engineer of the U.S. Army had submitted a report to the Joint Committee on Printing confirming the need for increased workspace. He estimated safety-insuring measures in the old building could be installed for about \$41,000, but the building would not be perfectly safe without tearing it down and reconstructing it. He also noted that—

near the smokestacks, in a high wind, additional vibration is transmitted to the walls, and when printing presses are running, continual vibrations in the walls can be distinctly felt.

Mr. Benedict made an impassioned plea for congressional action, for the—

time has arrived for taking up the work of reconstructing this office, and a failure \* \* \* to report fully to Congress the serious aspect \* \* \* would be a serious, if not criminal, neglect of duty.

In addition, he suggested that the new printing bill which was being considered



by Congress, if it became law, would create "conditions which will add largely to the work \* \* \* and make necessary a very large addition to its present working and storage space." In somewhat milder language, he suggested that Congress would have acted long before—

but for conflicting opinions regarding the best location and facilities. Any contention as to the future location of the Office should not be allowed to affect action for immediate relief, \* \* \* [but] the need of an annex building is pressing and vital.

## 1895

The one-note theme of the pressing need for a new building continued in the annual report for 1895. The need was constant and each Public Printer had expressed impatience with makeshift expedients of adding floors to present buildings and the erection of tiny annexes which formed a colony of small workshops which did not alleviate or solve the overall space problem. Mr. Benedict stated that—

All past attempts at relief have been mere make-shifts; there is no true solution of the difficulty in any other plan that has been suggested, for the reason that no other plan provided space for continuing work while rebuilding was going on. The new building should be equipped to meet all the demands of the public service promptly and economically, and enable the Government to exhibit to the printing and binding trades of this country the practical workings of the highest achievements in these trades, both in finished product and in methods pursued to secure the most desirable results.

### *Increased Printing Demands*

Compounding the shortage-of-work-space problem, printing demands were accelerated by the new printing act passed January 12. (See "New Printing Act," p. 74.) The act created an increased demand for Government publications be-

cause of the free distribution to the people of a price catalog which would be sold by the newly created Documents Division.

Mr. Benedict also compared the work volume of his former term as Public Printer in 1887 in contrast to the current year. He showed that in 1887, a long-session congressional year, the Office had used 2,718 tons of paper and had printed 286,491 pamphlets; in 1895, a short-session year, 4,757 tons of paper and 1,182,955 pamphlets, for an increase of 69 and 500 percent, respectively. In the following year, paper use increased to 5,457 tons, or 101 percent over 1887.

### *New Plate Vault*

A much-needed plate vault with 3 miles of shelving was constructed beneath the North Capitol Street wing.

### *Paper Contracts*

Mr. Benedict recommended to Congress that paper contracts should receive closer control for low bidders had attempted to supply inferior paper to save themselves from financial loss. Inspection of such paper supplies forced the rejection of thousands of reams of below-standard paper. Nine cases were appealed, but the GPO was supported in each case by an arbitrator. Mr. Benedict added:

\* \* \* it is not for the best interests of the Government to award paper contracts on the basis of the lowest bids, unless the bidders are known to be reliable manufacturers or control plants of sufficient capacity to produce promptly the quantity and quality required \* \* \* to make it possible for books to be preserved for posterity.

### *New Powerplant*

Electric power was first used in the GPO in 1882. As of 1895, the powerplant capacity was 1,400 16-candlepower lamps, which was inadequate to properly light one-third of the Office and the re-

mainder was poorly lighted by gas. Accordingly, a new electric plant was installed.

In 1896 the entire Office was lighted by electricity. With this new power, it was found that the introduction of motors presented a safety problem, for many machines were operated by women who were wholly without experience in handling such apparatus. By installing automatic circuit breakers on each motor, workers were protected against carelessness and ignorance.

### *Office in Classified Service*

A movement begun by a large majority of employees for the extension of civil service to the trades in the GPO was successful when the President on August 1 placed the Office in the classified service. Known as the *GPO Rules*, the Office was divided into 10 classes, or grades, and specified that—

any male citizen of the United States not under 21 or over 45 years of age and any female citizen not under 18 or over 35 years of age may be examined for positions in the GPO.

However, on August 22, President Cleveland amended the *Rules* by removing "or over 45" and "or over 35," thus eliminating the age ceiling.

By this move, the employees hoped to protect their positions. Mr. Benedict questioned such protection by stating that "I regret to say that civil service rules cannot remove the cause for large reductions in force after each short congressional session."

In addition, he stated that "in view of the oft-repeated remark that this Office had fallen under the 'baneful influence of

the spoilsman,'" he printed a table showing the number of years worked by employees:

25 to 35 years and over.....	125
20 to 24 years and over.....	202
15 to 19 years and over.....	324
10 to 14 years and over.....	617
5 to 9 years and over.....	1,230
4 years and over.....	1,372
3 years and over.....	1,538
2 years and over.....	2,094
1 year and over.....	2,545

### *Piece System Abolished*

This year saw the abandonment of the traditional piece system of typesetting. Mr. Benedict stated that it was done—

With a view to securing greater economy, a higher standard of typographical excellence, greater harmony, a more equitable distribution of wages, and the steady employment of the maximum number of compositors. Under the part piece and part time system \* \* \*, the large amount of tabular and "fat" copy set at piece rates prevented a fair distribution of earnings among employees of equal skill and worth and caused constant trouble \* \* \* because of the anxiety of men to work in the piece divisions. \* \* \* The typographical divisions are now working with the utmost harmony and zeal, and marked improvement is evident in the general work \* \* \*.

### *Office Force Increase*

The creation of a Documents Division and the transfer of departmental printing plants to the charge of the Public Printer caused an increase in the force. The change from the piece system of composition to timework also caused a considerable increase of compositors. With the foregoing increases, employees now numbered 2,677.

## **New Printing Act**

On January 12, Congress passed a comprehensive act codifying the public printing laws. The greater part related to

size of editions and the distribution of publications.

The two main features were: (1) the

centralization of printing, and (2) establishment of the office of the Superintendent of Documents. It also fixed the compensation of printers, pressmen, and bookbinders, and set up the working organization of the Office.

For the first time, the apprentice system was officially recognized, but in performance the following provision was not effected until 1922, when an apprentice school was set up.

The Public Printer may employ such number of apprentices, not to exceed 25 at any one time, as in his judgment will be consistent with the economical service of the office.

The Printing Act of 1895 attempted to limit the overgenerous distribution of Government publications. It became the organic printing act, outlining the duties and functions of the GPO. Its primary achievement was the creation of a Public Documents Division, under a Superintendent of Documents, but it also contained some loopholes which permitted the continuation of certain distribution practices. As the infant division grew older and gained experience, later amendments to the act placed Government book selling on a businesslike basis. The *New York Daily Tribune* of December 6, 1894, commented on the new act, as follows:

While it will not accomplish all that the friends and advocates of reform in the present system and methods have been striving for at each successive Congress for many years, the new law will be a long step in the right direction. Under its operation the cost of the public printing and binding will be materially reduced and a system established which will result not only in a more intelligent distribution of Government publications, but in placing copies of all of them in depositories throughout the country where they will be convenient of access to persons who may desire to consult them. The bill also provides for the distribution among public libraries and other depositories of the vast accumulation of old documents—numbering nearly 1 million volumes—which now occupy valuable space in the Capitol and elsewhere in Washington, and against further accumulations of the same sort. It also provides for a monthly catalogue of current publications, giving the price for each and the place where it can be obtained,

and for an index of the publications ordered at each session of Congress.

\* \* \* \* \*

It is estimated that a yearly saving of several hundred thousand dollars will result \* \* \*, and it appears certain that many abuses which now prevail will be destroyed or greatly curtailed in extent.

### *Documents Division*

The act imposed new duties, including the appointment of a Superintendent of Documents, on the Public Printer. The act directed the Superintendent to—

receive and care for all surplus documents in the possession of Government offices; assort and catalog them; supervise their distribution and sale; catalog and index monthly and annually all documents published; in fine, to render accessible to librarian and the public generally the vast store of Government publications.

Mr. Benedict found it necessary to secure a Superintendent of Documents possessing—

superior practical ability and literary attainments. After much reflection, I appointed [on March 26] Mr. F. A. Crandall, of Buffalo, N.Y., \* \* \* whose recommendations \* \* \* were of the highest, and who possessed an additional qualification that he would have nothing to unlearn in order to carry out the evident intention of Congress \* \* \*.

The new division was set up in leased quarters on the sixth floor of the Union Building on G Street NW. near Seventh. And once again, the Public Printer lamented, "space was too limited to hold all the documents committed to my charge by law."

The new Superintendent then began the giant task of taking over 134,000 publications accumulated by the departments, hundreds of boxes from the House and Senate document rooms, and over 21,000 publications in the GPO. The machinery of distribution to 420 depository libraries designated by Congress was perfected, and the enormous task of cataloging all Government publications from 1789 was begun. The next year the Division received almost 487,000 pub-



lications, and depository libraries had increased to 1,321.

### *Functions*

1. To sell at cost any public document in its charge, the distribution of which is not specifically directed by law.

2. To receive from any Government office any document published for sale, which sale must be made under the provisions of section 61.

3. To have general supervision of the distribution of all public documents (with exceptions as enumerated).

4. To prepare and print at the close of each Congress a Comprehensive Index (Document Catalog) of public documents.

5. To prepare and print at the close of each regular session of Congress a Consolidated Index (Document Index) of congressional documents.

6. To index such single volumes of documents as the Joint Committee on Printing shall direct.

7. To receive all accumulations of documents from the several executive departments, bureaus, and offices of the Government, and annually to take over their surplus for distribution or sale.

8. To prepare and publish a Monthly Catalog of Government publications, which shall show the publications printed during a month, where obtainable, and the price thereof.

9. To thoroughly investigate the condition of the designated [library] depositories.

10. To distribute the documents as issued to the designated depositories.

### *Depository Libraries*

The task of the Superintendent of Documents was further increased by the maintenance of mailing lists and the shipment of Government publications to depository libraries. Under the printing laws, Senators, Representatives, and Delegates selected libraries within their districts. There were three classes of libraries: Designated, geological, and remainder, each with its own mailing list, and the Division devoted all its energies to satisfy these libraries. Free distribution by 1902 totaled over 500,000 publications. The first Superintendent and his successors were appalled by the waste inherent in this distribution,

and later annual reports voiced their objections.

The Superintendent was dismayed by the "bewildering congeries of volumes, numbers, and parts \* \* \* of Congressional documents." Because of the perpetuation of improper terms describing Government publications, his task in classifying publications was made extremely difficult. For example, a congressional publication would be entitled: "Part 2 of part 2 of volume 4 of part 5 of No. 1 of part 2, volume 14, of the House Executive Documents of the 51st Congress, 2d session." He stated:

Of course the present system was not devised by anybody. There was never anybody who could have devised it. Like Topsy, it "jist growed."

He further noted that—

One might as well try to commit to memory the lettering on a Chinese tea chest as charge one's mind with such a rigmarole.

The Superintendent reported that first year's sales amounted to about 3,000 documents for \$1,000.

1896

Mr. Benedict acknowledged with "great pleasure \* \* \* the aid of Congress in the carrying out of many reforms and improvements advocated by my predecessors and myself for many years." He added:

The office owes its creation to Congress. The initial plans to expand it to the constantly growing needs of the Government, and to make it worthy, in mechanical appliances and progressive methods, of the character and intelligence of the American people, have almost invariably originated with the printing committees of Congress or with patriotic members of the two bodies.

As an example, he stated that in 1882—

Senator Anthony, chairman of the Joint Committee on Printing, interrupted a tariff debate to offer a resolution which \* \* \* was "important

to the salvation of human life." The resolution related to the overloaded floors of the GPO.

This early recognition of the inherent dangers of the old GPO building was not remedied until 1896, but Mr. Benedict was proud "to state that the office is in first-class condition," and that his efforts toward a more efficient and safer GPO had been crowned with success.

Almost with a sense of elation, he enumerated plant improvements of the past and present fiscal year:

Full completion of additions to working space.

Completion of new seven-story west wing and other floors.

Erection of new boiler house and boilers, machine shop, and storage sheds.

New heating plant, toilet rooms, and ventilation and filtration systems, in addition to providing better light and improved facilities for cleanliness and for promoting the comfort and convenience of employees.

Filled with a sense of accomplishment, he nevertheless added that "it is not intended to convey the impression \* \* \* that the improvements affect in any way the argument in favor of providing a new GPO at as early a date as possible." Renewing the appeal for a new building in view of the inevitable growth of public printing, he stated that—

when built, the office should be one of the attractions of the capital city, and it should possess the highest economic, mechanical, and scientific achievements in the arts of printing and binding of the present day. Its lines should be laid upon plans broad and comprehensive enough to meet not only the demands of the near future, but the necessities of the coming century.

[The Public Printer's prophecy was fulfilled in 1903, when his dream became reality with the completion of a new building on North Capitol and G Streets NW. But his vision of the "coming century" did not encompass the vast 1961 GPO printing complex.]

### *Authors' Alterations*

In a circular to Government departments, Mr. Benedict reemphasized a de-

termination to adhere to his authorization from Congress that "the forms and style in which printing and binding \* \* \* shall be executed \* \* \* shall be determined by the Public Printer \* \* \*." His target was the—

wholesale editing of proof sheets—a privilege so dear to the hearts of many gentlemen engaged in literary work \* \* \* for the Government. Whatever fancied necessity may have existed in the past for the furnishing of type proofs \* \* \* for the encouragement of literary style or to give opportunity for the insertion of belated ideas, it does not exist in this age of the typewriter.

[It has been said that authors would dis-  
pense with most of their alterations if they  
had to pay on the spot for making them.]

### *The Fad of Photoengraving*

The newly developed art of photoengraving first made its appearance in 1881. Although in later years the process achieved striking effects in illustration work, according to Mr. Benedict the process fell short of the proved advantages of woodcuts. In his report he acknowledged the "just criticism of the imperfect illustrations [halftones] appearing not infrequently in Government publications." Of interest to present-day [1961] printers is his following comment:

In former days woodcuts were almost exclusively used for \* \* \* text illustrations, and uniformly good results were easily possible. The cheap and numerous methods of producing engravings at the present time have caused something like artistic chaos in the GPO, and apparently the photo-engraving process, particularly the kind known technically as "half-tone," is considered by some in authority as equal to any demand for illustration of documents.

No doubt the various photographic processes of zinc etching have produced remarkable results in cheap popular newspaper and magazine illustrating, but it is not always desirable for the Government to copy *fads*. The production of new engraving houses are peculiarly characteristic of the time; but they have burdened the GPO with rather too much responsibility for results that are a grievance to good printers everywhere.

With the GPO under the classified civil service, the Public Printer stated that new appointees selected from the certified lists averaged as well as those selected heretofore at the will of the appointing power.

### *Early Proofroom*

An early historian has provided the following description of the 1896 GPO proofroom:

I will now take the reader back to the GPO proper, at North Capitol and H streets. We are ushered immediately into the proof-reading department, on the ground floor. Here is the greatest aggregation of critics known to the "art preservative," and it well deserves the title of "the brainery." Through the hands of the editors and readers passes every scrap of copy that is eventually issued in book form by this mammoth printery. The copy is carefully examined, edited, "style" is indicated, and then it is sent to the various composing rooms, whence it returns, accompanied by the proof sheets of the printer's work, which are read, first by copy, then silently, and sent to the printers for correction. With these men is reposed authority as to the technicalities of "style" on all Government work. Many of the readers are accomplished linguists, and to their varied linguistic acquirements some have added the benefits of foreign travel. One of them carries a commission from King Kalakaua as consul from the Hawaiian Kingdom to Mexico; another over 30 years ago helped to establish the first state printing office in Egypt, under the personal supervision of the Khedive, and not only reads nearly all modern and dead languages, but is a master of the hieroglyphics of the Pyramids. Several of these gentlemen read proof in from 7 to 10 languages, while others are experts in the unexcelled rule-and-figure-work so often seen and admired in Uncle Sam's publications. The office employs the International [Webster's] Dictionary, as well as Worcester's, the Standard, and Century, the Century Cyclopedia of Names, Lippincott's Gazetteer, together with a large library, embracing every obtainable book of reference. Another feature of importance is the system by which the old-time copy holder is eliminated and, instead, two experienced proof readers work together, alternating proof from time to time, each alike responsible for the accuracy of the work done by the desk.

On March 31, former Public Printer Palmer returned to the Office. Disposed by Mr. Benedict on May 2, 1894, favorable political winds blew Mr. Palmer back into office. Mr. Benedict and Mr. Palmer had in effect been playing Printer "musical chairs," for each had served two separate terms, displacing each other in turn.

### *Pressure for New Building*

Mr. Palmer returned to find the new seven-story annex in operation. Expressing the view that its erection seemed to settle the "long-disputed question whether or not the office should remain on its present site," he returned to the subject of his "greatest solicitude"—a new GPO. He recommended extension of the office south to G Street NW. In addition, he noted that the Office was paying \$18,560 in rent for outlying buildings, particularly a warehouse east of the B. & O. railroad tracks. In transporting materials to and from the warehouse, he cited the necessity of teams crossing and recrossing the tracks, "accompanied by delays and danger from the frequent passage of railway trains."

### *Electric Power*

Within the year all presses were converted from belting to electric motive power. It was noted that on cloudy or rainy days, the load on the engines was so great that there was no power reserve in case of accident to the engines. Two generators were purchased, one 300 kilowatt and one 125 kilowatt. The new power source eliminated all belting in workrooms, and provided "absolute freedom of stoppages" which were the rule when a twisted belt around the shafting would shut down the entire Office.



For the second time since its founding immediately prior to the war in 1861, the GPO was faced with war printing. On February 15, the battleship *Maine* was blown up in Havana Harbor. The country angrily demanded a declaration of war, but factfinding was necessary to determine the cause. After an investigation, war was declared on Spain on April 21, and the role of the GPO as war printer was described by Mrs. John A. Logan in a book entitled *30 Years in Washington*.

In the spring of 1898 great excitement followed the blowing up of the *Maine* in Havana Harbor. Congress was impatient to declare war, but was prevailed upon to await the report of the naval court of inquiry and the message of the President accompanying it. On March 28, these were ready for the printer, and on account of the peculiar conditions of the situation, it was desired that Congress should have them the next day. At 3 p.m. of the 28th, the originals for 24 full-page illustrations and 1 lithograph in colors were sent to the GPO and the force was at once set to work to have these illustrations made. The manuscript arrived at 6 p.m. and was immediately parceled out to hundreds of compositors, and when all in type it made 298 large pages—a good-sized book.

Complete printed and illustrated copies bound in paper covers were laid on the desks of Senators and Representatives 2 hours [10 a.m.] before Congress assembled the next morning [29th]. All through the night busy fingers were setting up the type, making up the pages and stereotyping them; fast presses were dropping the printed and folded sheets at every tick of the watch; other busy hands were gathering them and pasting on the covers, while others were sending complete books away in the mails.

### *Breakthrough on New Building*

The long years of campaigning for a new building came to an end when Congress, on July 1, appropriated \$225,000 for the purchase, by condemnation proceedings, of land for an extension.

An appraisal board held hearings and testimony was offered by owners and

tenants who were faced with the prospective loss of their businesses. Mr. Palmer then suggested that "in the interest of economy and for the security of property and human life, the proposed extension of the GPO to be commenced and completed at the earliest possible day."

### *Documents Division Reorganized*

The Document Division of the GPO, begun in 1895, received its first reorganization. Based on its infant experience, the Division was organized into six sections: Bookkeeping and correspondence, Sales, Catalog, Library, Mail, and Stock.

The Superintendent of Documents made the first protest against the free distribution of Government publications. His successors for many years pressed the issue, but no relief was effected until 1933, when Congress, under the stimulus of economy, declared that all documents should be sold. The problem had been reviewed from time to time, but the 1895 act directed that the Superintendent of Documents "shall have general supervision of the distribution of all documents." At the same time, however, the act granted authority to departments to continue free distribution. The Superintendent advocated legislation to centralize distribution within his own division. He noted that—

For upwards of 60 years public documents have been distributed free to both libraries and individuals. The distribution \* \* \* has broadened from a few Congressional documents in the beginning to include almost everything published. Bills for the public printing have grown from about \$46,000 in 1833 to nearly \$2 million in 1897 \* \* \*.

During the past 40 years the documents have been printed in such large editions and distributed with such liberal prodigality as to cheapen them in the estimation of the people at large. They \* \* \* were broadcast without regard \* \* \* to the wishes of the recipients, and as a consequence were not only not appreciated, but were regarded with contempt. [There were] instances \* \* \* where retiring

members of Congress shipped out by the carload the documents that had accumulated to their credit.

Beginning in 1897, the Superintendent's annual report included an itemized statement of each sale, including many individual sales at 5 or 10 cents each. Also listed were sales of the *Congressional Directory* at 15 cents.

## 1899

In 1898, Congress had passed a bill for the construction of a fireproof building "at a total cost, including approaches, elevators, lighting and heating apparatus, not exceeding \$2 million."

In accordance with the provisions of this appropriation, plans and specifications were prepared by the Engineer Department of the Army, and approved by Public Printer Palmer. The Chief of Engineers of the Army was assigned to take charge of the construction.

In preparing the site for the new extension, it was necessary to demolish the temporary three-story brick warehouse fronting on Jackson Alley. Records, public documents, and workshops were transferred to a fireproof annex on H Street, and additional storage space leased on L Street nearby.

During excavation work beginning about July 10, 1899, Mr. Palmer stated that "conditions have been more favorable than anticipated in relation to foundation work; the soil is better, the amount of water is less, and the weather has been better than there was reason to expect." These favorable conditions reduced foundation costs to \$100,000, which was below the estimated \$150,000. However, the Public Printer added—

The prices of building materials have risen in such an unprecedented and unlooked-for degree that, although a margin of nearly 10 percent was left in the original estimate, \* \* \* it will be

necessary to increase the limit of cost by another 10 percent or else abandon some of the most important and necessary features of the building.

### *Miscellaneous Income*

Listed as income this year were the following unrelated items: Sale of five old horses, \$175.25; sale of four old wagons, \$135.25; proceeds of waste gold leaf, \$4,308.81; and six old elevators, \$304.50.

### *Pay Increase*

In March, Congress added the following amendment to an appropriation bill:

*Provided, That* \* \* \* the Public Printer may, during fiscal year 1900, in his discretion, pay all printers and bookbinders employed in GPO at the rate of 50 cents per hour for time actually employed, beginning July 1, 1899.

It was estimated that the increase would amount to \$286,000. The increase placed the two crafts on the same level as the pressmen, who had been awarded 50 cents an hour, or \$4 a day, in 1895.

### *Presidential Papers*

The Superintendent of Documents reported that the massive job of distributing the compilation of the *Messages and Papers of the Presidents, 1789-1897*, by Congressman James D. Richardson, had been accomplished. Published in 3 editions, aggregating 36,000 sets of 10 volumes each, the Superintendent stated that—

Great credit is due the Post-Office Department for the promptness and accuracy with which more than 300,000 volumes \* \* \* have been delivered, not a single case of loss having been reported that could not be traced.

Although compiled as a Government document, the *Papers* were copyrighted by Mr. Richardson. After initial distribution to Members of Congress, the transfer of printing rights to a publisher produced a congressional investigation. Testimony indicated that a contract for "exclusive

use of the plates for 10 years, with a royalty of 75 cents per set for all sets sold," had, up to 1900, produced \$11,320 for the compiler.

## 1900

### *Forty GPO Years*

A new century found the Office a busy and booming printshop. From its experimental days in 1861 to the present, its expansion had matched the growth of the Nation. Its role in Government was secure and the uneasiness of the early years had been dispelled. It had grown into a "printing city," and the huge new building would dwarf the small cluster of tiny workshops known as the GPO. From a product of about \$550,000, it now produced almost \$5 millions of printed products. The Office had ceased to be an experiment and the temporary printing reform movement was on solid ground.

### *New Library of Congress Unit*

The new century witnessed another acquisition to the Office printing domain. On May 8, 1900, the Public Printer received a letter from Herbert Putnam, Librarian of Congress. The letter requested the establishment in the Library of a printing and binding branch under the control of the Office. The Librarian stated that there were books which could be spared only for a short time; certain valuable books required full binding and could not be removed from the building; and that library binding required special treatment not usually performed in main GPO. In addition, Mr. Putnam desired the convenience of Library catalog card printing within his own building. Congress authorized the purchase of necessary

materials, and the branch was placed into active operation.

[The primary stated purpose for the branch was Library binding, and printing was secondary. On May 1, 1960, however, the binding unit was returned to the GPO, but a small force was retained for rare book binding and for laminating old manuscripts and maps. Printing continued to be performed in the unit.]

### *Further Pay Increases*

After the grant of 50 cents an hour to printers and binders in 1899, other classes of skilled mechanics petitioned Congress for a similar rate increase. Effective July 1, 1900, the following crafts received the increase: blacksmiths, carpenters, electricians, electrotypers, leather parers, machinists, plumbers, saw grinders, steam fitters, and stereotypers. Painters were on a slightly lower level, their pay being increased from \$3.20 per day to \$3.50 per day. Other pay increases affected female operatives, as follows: Directresses, from \$2.24 to \$2.50 daily; gold workers, numberers, press feeders, and sewers, \$1.92 to \$2; folders, \$1.83 to \$2.

### *New Powerplant*

Anticipating increased power demands when the new building was completed, the Public Printer awarded contracts for two 800-horsepower, cross-compound, condensing engines, each provided with a direct-connected, 600-kilowatt, electric generator. These contained all the latest improvements known to electrical science. Also purchased were four 300-horsepower, Scotch-type marine boilers, with economizers and a specially constructed steam main.

### *Rebellion Records Completed*

In 1880, the GPO had begun the monumental task of printing the official story of the War Between the States. Congress had considered the compilation in 1864,



and in 1874 provided funds for the work entitled *War of Rebellion, Compilation of Official Records of Union and Confederate Armies*. Through the years this work had progressed, and in 1900 the job was finished. Altogether there were 129 volumes, an additional index volume, and 37 parts of an atlas to supplement the main body. The series served as source material for many historians of the war period, and represented the greatest single job in Office history.

## 1901

On December 15, the *Washington Times*, in an article entitled "World's Greatest Printing Office," reported that the new building had required 12,700,000 pounds of structural steel. It also noted that "the huge structure" had used between 11 and 12 million handmade red bricks. Statistically, the steel, converted into rails, would lay a railway track 43 miles long, the distance from Washington to Baltimore. The same steel could be used to build three gigantic bridges across the Potomac River at Washington, or could be used to construct "74 locomotives of the most powerful type."

### *New Stable—and New Transportation*

In 1900 Mr. Palmer had reported that the stable on leased property on G Street, between North Capitol and First Streets East, cost \$2,600 a year. With the GPO subject to rental termination at the end of each year, he recommended construction of a fireproof stable to the west of the new building in course of construction.

No action was taken, but in the current year the Public Printer renewed his recommendation with an added argument:

To the foregoing reasons for the proposed acquisition of a site for a stable may be added

this one, viz, that in the event that the use of electric automobiles should prove more practicable than horses and wagons for transporting the products of the GPO, the supply of the necessary electric currents for charging the automobiles could be furnished from the power plant of the new building.

It seems that the horse-and-buggy age was near its end.

## 1902

The Army officer in charge of the new building construction had expressed a hope that the building would be completed about September 1902. In a later report, he stated that "the great activity prevalent in all of the building trades has made it impossible to get the work done on time." Present prospects indicated occupancy would be delayed "until the spring or summer of 1903."

### *Census Printing*

The Twelfth Census of 1900 comprised 10 volumes and was completed this year. Congress in 1899 had allowed 2 years not only for the great task of enumeration and tabulation but of publication as well. The Director of the Census advised the Public Printer that—

the Twelfth Census has been published more speedily after enumeration than any census since that of 1840. The results \* \* \* of that year were all comprised in a volume of 840 pages; while those of 1900 required more than 10,000 pages, therefore it seems reasonable to say that the present census has been issued with greater speed than any other in the history of the Government.

To which the Public Printer replied.

\* \* \* the speed attained \* \* \* was due in large degree to the perfection in which the copy was prepared \* \* \* and the promptness with which those of your subordinates \* \* \* returned proofs, conditions which have not existed in connection with the printing of the reports in any former census.

The Division continued its rapid growth, handling the enormous number of 1,645,000 documents, including depository library distribution. The task of cataloging public documents was being done by 11 catalogers. The Superintendent noted that this specialized field of cataloging was a most difficult problem. He hoped that "library schools will give the subject \* \* \* more attention in the future, as there will always be a demand for experts in that branch of the profession."

### *Sheepbound Books*

Another change affected the standards of bookbinding. Traditionally, sheepskin was regarded as the best material for covering fine books. Also traditionally, sheepbound books suffered the greatest deterioration, and the Superintendent stated that "Very few librarians like the sheep binding, even if it were equal \* \* \* to cloth, which it is not."

Congress also approved a change to the "best grade of cloth and for the assignment of a distinctive color to the publications of each department."

### *Bureau of Labor Plant Abolished*

This year the printshop in Labor was abolished, with department work returned to GPO.

### *Purchases*

No action had been taken to supplant horses and wagons with electric automobiles, but the GPO purchased a Model Rambler bicycle for \$30, and repairs to its fleet of delivery bicycles totaled \$87.90.

Mr. Palmer reported that the construction of the new extension—

is so nearly completed that all portions of it are now occupied by operatives, machinery, and materials. Commodious as the new structure is, it is not large enough to accommodate all of the force of employees.

Therefore three divisions—specifications and branch binderies and the Documents Division—were moved from the Union Building on G Street to the old GPO building at a rental saving of \$17,000.

The move of the Division from its 1895 birthplace was a huge operation. The Superintendent reported that—

To plan and execute the removal of nearly 1 million books and pamphlets, office furniture, etc., without interruption to the current work of the office was no light task. The work was accomplished \* \* \*.

Once again the theme of "new building which had dominated Public Printers' annual reports for many years was sounded again. It now became the new new building, and was to be reiterated for over 30 years. Mr. Palmer stated that the increase of work was so great that—

it is manifest the inflammable portion of the old building \* \* \* should be replaced as soon as practicable by a seven-story fireproof structure to secure necessary room for the prompt execution of requisitions and to protect property and human life from fire. Until such time as Congress shall authorize the proposed additional improvement, the old building will be occupied by a portion of the working force of the office and for storage purposes.

To provide the present-day reader with a cross-section view of the new building layout, the following description was printed in the annual report of 1903:

The first floor \* \* \* is occupied by the press and roller divisions; the second floor by a portion of the folding division and the supervising and clerical force of the office; the third floor by the folding division; the fourth floor by the bindery; the fifth and sixth floors by typographical and proof divisions; and the seventh floor by the

divisions devoted to job work, and electrotpe and stereotyp foundry.

The Public Printer further noted that—

A pneumatic-tube system for the rapid transmission of copy and proof to the various portions of the office has been installed, and is in successful operation. \* \* \* It will be an important aid in the economy of time at all hours of day or night, but especially in the execution of "rush" work, of which there is abundance during sessions of Congress \* \* \*.

With descriptions of other modern features, he cited the following convenience:

A novel and useful feature \* \* \* is a plant for the supply of drinking water, without the accompaniment of ice, to all the operatives, \* \* \* supplied from tanks of filtered water in the basement, and the temperature of the water reduced to a palatable degree by passage through an ammonia plant.

### *Stable Moved*

In 1900 and 1901, the Public Printer had recommended the erection of a new stable to the west of the new building. Congress had taken no action, but the growth of Washington forced the Office to find a new stable. The stable on G Street East was on the site of a proposed new railway station [Union Station], and with the approval of the Joint Committee on Printing, leased quarters were taken on L Street, east of North Capitol Street.

### *Office "Sick Room"*

A small room, located on the third floor of the old building, was set aside as a "sick room." Its equipment consisted of a cot, a blanket, and a small supply of medicines, all contributed by GPO employees. This room was the nucleus of the first emergency "hospital" in a Government establishment.

In 1905 a former GPO employee returned to the Office as Medical Director; and in 1907, an emergency room was installed, with an additional physician and matron.

1904

### *Arrival of Machine Age*

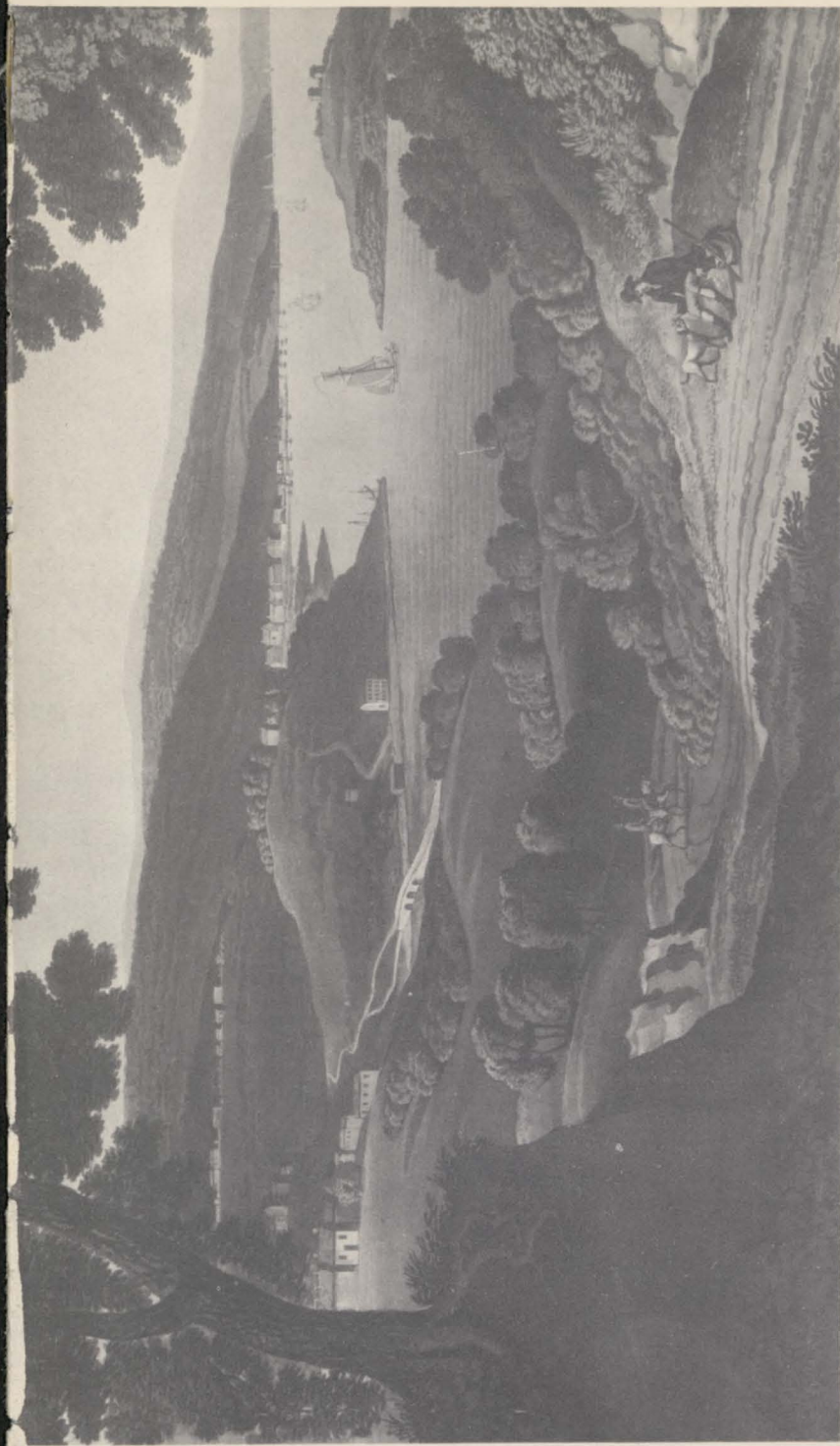
The words "Linotype" and "Monotype" finally made their appearance on the GPO scene. Although in practical operation in the United States since 1886, the delayed introduction of the Linotype into the GPO was the result of several factors. Perhaps the most important was the available supply of machines. Newspapers had priority because they had financed the machine's experimental development. However, various Public Printers may have had reservations as to their practicality, for Mr. Palmer in his annual report questioned "their economy or adaptability." The following appeared in the 1904 annual report:

In June 1904, contracts were made by the Public Printer with the Mergenthaler Linotype Co. for the purchase of 46 double magazine typesetting machines, at a cost of \$3,600 each, and with the Lanston Monotype Co. for 28 typesetting machines, at a cost of \$3,150 each. The time for the delivery of these machines, in accordance with the provisions of the contracts, was 3 months, and for their trial by the GPO 60 days. On the delivery of the Mergenthaler Linotype machines, 7 of them were installed in the Job Division, 35 of them in the Congressional Record Division, and 4 in the branch of this office in the Congressional Library building. The purchase of a limited number of these machines was made with the view of testing the practicability of their use in the publication of the widely varying kinds of official documents issued by this office. At the date of publication of this report, sufficient time has not elapsed to determine the questions of their economy or adaptability. It has been the policy of the office in the selection of operators for both classes of typesetting machines to choose compositors already in service here, and they have shown thus far commendable skill in their work upon the machines.

In 1905 the Public Printer disbursed \$183,700 for the Linotypes and \$90,152 for the Monotypes.

The introduction of typesetting machines was particularly timely, for Mr. Palmer reported "the number of requis-





Washington in 1800 when it became the seat of government and the scene of early Government printing. Georgetown buildings (left foreground). Three-arched stone bridge (left center) built in 1792 to carry the post road (K Street) across Rock Creek, and (to the right of bridge) Robert Peter's house and tobacco shed. In the distance are to be seen houses along F Street (left) and along Maine Avenue to the riverfront. (*Courtesy Library of Congress*)

# HISTORY

OF

## THE PROCEEDINGS AND DEBATES

OF

### THE SENATE OF THE UNITED STATES,

AT THE FIRST SESSION OF THE FIRST CONGRESS, BEGUN AT THE CITY OF  
NEW YORK, MARCH 4, 1789,

UNDER THE CONSTITUTION SUBMITTED BY THE FEDERAL CONVENTION IN  
PHILADELPHIA, SEPTEMBER 18, 1787.

[This seems to be a proper place to notice a fact, which is necessary to account for the meagreness of the report of the Senate proceedings in the earlier days of the Government, viz: that the Legislative as well as Executive sittings of the Senate were held *with closed doors* until the second session of the third Congress, with the single exception of the discussion of the contested election of A. CALLATIN, as Senator from Pennsylvania, during which discussion the galleries were opened by a special order of the Senate. On the 20th February, 1794, the Senate came to a resolution that, after the end of that session of Congress, the galleries of the Senate should be permitted to be opened whilst the Senate should be engaged in its Legislative capacity, unless specially ordered otherwise. This, it will be perceived, was an important change in the constitution of the Senate.]

WEDNESDAY, March 4, 1789.

This being the day for the meeting of the new Congress, the following members of the Senate appeared and took their seats:

From New Hampshire, JOHN LANGDON and PAINE WINGATE.

From Massachusetts, CALEB STRONG.

From Connecticut, WILLIAM S. JOHNSON and OLIVER ELLSWORTH.

From Pennsylvania, WILLIAM MACLAY and ROBERT MORRIS.

From Georgia, WILLIAM FEW.

The members present not being a quorum, they adjourned from day to day, until

WEDNESDAY, March 11.

When the same members being present as on the 4th instant, it was agreed that a circular should be written to the absent members, requesting their immediate attendance.

THURSDAY, March 12.

No additional members appearing, the members present adjourned from day to day, until

WEDNESDAY, March 18.

When no additional members appearing, it was agreed that another circular should be written to eight of the nearest absent members, par-

ticularly desiring their attendance, in order to form a quorum.

THURSDAY, March 19.

WILLIAM PATERSON, from New Jersey, appeared and took his seat.

FRIDAY, March 20.

No additional member appeared.

SATURDAY, March 21.

RICHARD BASSETT, from Delaware, appeared and took his seat.

A sufficient number of members to form a quorum not appearing, the members present adjourned from day to day, until

SATURDAY, March 28.

JONATHAN ELMER, from New Jersey, appeared and took his seat.

No other member appearing, an adjournment took place from day to day, until

MONDAY, April 6.

RICHARD HENRY LEE, from Virginia, then appearing, took his seat, and formed a quorum of the whole Senators of the United States.

The credentials of the members present being read and ordered to be filed, the Senate pro-

First page of *Annals of Congress* begun in 1824 by Gales & Seaton. The *Annals* was the first attempt to preserve for posterity the proceedings and debates of Congress from 1789 to 1824.

# Register of Debates in Congress.

18th CONGRESS, }  
2d Session. }

First Proceedings in Congress.

[DEC. 6—8, 1824.]

IN SENATE.—MONDAY, DECEMBER 6, 1824.

This being the day fixed for the opening of the Second Session of the Eighteenth Congress, Mr. GAILLARD, president pro tempore, in the absence of the Vice President, took the chair; and the roll being called over, it appeared that a quorum of members was present, and a committee was appointed, jointly, with such committee as the House of Representatives might appoint, to wait on the President of the United States, and inform him that the two Houses were assembled, and ready to receive any communication he might have to make, &c.

HOUSE OF REPRESENTATIVES.—SAME DAY.

At 12 o'clock this day, the SPEAKER, (Hon. HENRY CLAY, of Kentucky,) took the chair; and the roll being called, one hundred and eighty members answered to their names; and a committee was appointed on the part of this House to join with such committee as should be appointed on the part of the Senate, to wait on the President of the United States, and inform him that a quorum of both Houses is assembled, and ready to receive any communication he may have to make to them.

Mr. MITCHELL, of Maryland, offered the following resolution:

"Resolved, That the Honorable the Speaker invite our distinguished guest and benefactor, Gen. LAFAYETTE, to a seat within the Hall of this House, and that he direct the manner of his reception."

This resolution gave rise to some conversation as to what would be the most proper mode of expressing the respect felt by this House towards the illustrious individual referred to, which resulted in the adoption of the following resolution, which was proposed by Mr. A. STEVENSON, as a substitute for the other:

"Resolved, That a committee be appointed on the part of this House, to join such committee as may be appointed on the part of the Senate, to consider and report what respectful mode it may be proper for Congress to adopt to receive General LAFAYETTE, and to testify the very high gratification which he has afforded it by his present visit to the United States, made in pursuance of the invitation given to him by Congress, during its last session."

The committee was appointed, to consist, on the part of the House, of thirteen members.

IN SENATE.—TUESDAY, DECEMBER 7, 1824.

On motion of Mr. BARBOUR, the Senate concurred in the resolution from the other House, respecting the reception of General LAFAYETTE.

A written message was received from the President of the United States, by Mr. EVERETT, (which will be found in the Appendix.)

The message was read, and,

On motion of Mr. LLOYD, of Massachusetts, it was

Ordered, That three thousand copies thereof be printed for the use of the Senate.

On motion of Mr. BARBOUR, it was

Ordered, That fifteen hundred copies of the documents accompanying said Message be printed for the use of the Senate.

HOUSE OF REPRESENTATIVES.—SAME DAY.

A Message was received from the President of the United States, by Mr. EVERETT, and read at the Clerk's table. (See Appendix.)

On motion of Mr. TAYLOR, the Message, with the accompanying Documents, were referred to a committee of the whole on the state of the Union, and 6,000 copies were ordered to be printed.

VOL. I.—No. 1.

IN SENATE.—WEDNESDAY, DECEMBER 8.

Mr. BARBOUR, from the Joint Committee appointed to consider and report what respectful mode it may be proper for Congress to adopt to receive General LAFAYETTE, made the following report:

"The Joint Committee propose that each House adopt its own manner of receiving General LAFAYETTE.

"The Committee on the part of the Senate recommend that the President of the Senate invite General LAFAYETTE to take a seat, such as he shall designate, in the Senate Chamber: that the Committee deliver the invitation to the General, and introduce him into the Senate, and the members receive the General standing."

In delivering this report, Mr. BARBOUR stated that the Joint Committee, entertaining every wish to make the reception of General LAFAYETTE as complimentary as possible, yet found difficulties in the way of any arrangement for a joint proceeding, which were not easily removeable; and it was therefore thought by the committee, best for each House to adopt its own arrangements, and its own form, in the reception of that distinguished individual.

It was resolved, unanimously, That the Senate do concur in the report.

HOUSE OF REPRESENTATIVES.—SAME DAY.

On motion of Mr. TAYLOR, of New York, the House resolved itself into a committee of the whole on the state of the Union, Mr. P. P. BARBOUR, of Virginia, in the chair, and distributed, by a number of distinct resolutions, the various parts of the President's Message to the proper committees.

The several select committees, established by these resolves, were ordered to consist of seven members each, with the exception of that in relation to a provision for General LAFAYETTE, which was ordered to consist of thirteen.

Mr. MITCHELL, from the Joint Committee appointed to determine in what manner Gen. LAFAYETTE shall be received by the two Houses of Congress, asked and obtained leave to report, and presented the following:

"The committee appointed on the part of this House, to join such committee as might be appointed on the part of the Senate, to consider and report what respectful mode it may be proper for Congress to adopt to receive General LAFAYETTE, and to testify the very high gratification which he has afforded by his present visit to the United States, made in pursuance of the invitation given to him by Congress, during its last session, report:

"That they have met a committee of the Senate on that subject, and that the committees have agreed to recommend to their respective Houses that each House receive General LAFAYETTE in such manner as it shall deem most suitable to the occasion, and the committee recommend to the House the following resolutions:

"Resolved, That the congratulations of this House be publicly given to General LAFAYETTE on his arrival in the United States, in compliance with the wishes of Congress, and that he be assured of the gratitude and deep respect which the House entertains for his signal and illustrious services in the Revolution, and the pleasure it feels in being able to welcome him, after an absence of so many years, to the theatre of his early labors and early renown.

"Resolved, That, for this purpose, Gen. LAFAYETTE be invited by a committee to attend the House on Friday next, at one o'clock; that he be introduced by the committee, and received by the members standing, uncovered, and addressed by the Speaker, in behalf of the House, in pursuance of the foregoing resolution."

First issue of *Register of Debates in Congress*, December 6—8, 1824, printed by Gales & Seaton, containing congressional debate on manner of welcoming General Lafayette on his visit to the United States.



# THE CONGRESSIONAL GLOBE.

PRINTED AND PUBLISHED AT THE CITY OF WASHINGTON, BY BLAIR & RIVES.

23<sup>rd</sup> CONGRESS, 1<sup>st</sup> SESSION.

SATURDAY, DECEMBER 7, 1833.

Vol. I.....No. 1.

## TWENTY-THIRD CONGRESS. FIRST SESSION.

### IN SENATE,

Monday, December 2, 1833.

This being the day named in the Constitution of the United States, the two Houses assembled in their respective chambers in the Capitol.

Mr. WHITE, of Tennessee, took the Chair at twelve o'clock, in the absence of the Vice President, the Hon. MARTIN VAN BUREN.

The credentials of Messrs. Morris of Ohio, Grundy of Tennessee, Swift of Vermont, Ether Shepley of Maine, Nathan Smith of Connecticut, and Kent of Maryland, were severally presented; after which they respectively qualified and were permitted to take their seats.

The PRESIDENT *pro tem.* informed the Senate, that he found on his table a document which went to show, that Mr. E. R. Potter had been duly elected a Senator from the State of Rhode Island, in the room of Mr. Robbins, and which he proposed should be read; which being read accordingly by the Clerk—

The PRESIDENT *pro tem.* said, that during the last session of Congress, a document had been presented from the State of Rhode Island, also authenticating the election of Mr. Robbins. Under this state of things, it was for the Senate to determine what course they would adopt.

Mr. POINDEXTER observed, that he would not offer any opinion upon the merits of the case in controversy; but would state that it appeared to him a matter of course, that the member first chosen [Mr. Robbins] should be permitted to qualify and take his seat, that Mr. Potter should then present his credentials, which might be referred either to a Committee on the Judiciary, or to the Committee on Elections, the question being yet to be decided whether he was duly elected or not. In the meantime, he would move that Mr. Robbins be admitted to take the usual oath, and to refer the subject to the Judiciary Committee.

The credentials of Mr. Robbins, at the suggestion of Mr. CLAY, having been read,

Mr. KING, of Alabama, objected to this course being taken, deeming it proper that both the parties should be placed in a precisely similar situation, until the merits of the case were decided upon. He was aware it was the practice of the House of Representatives, in all cases of contested elections, to permit one of the parties contesting to take his seat; but in this case, there was this peculiar novelty attached to it: that each came before the Senate, having certificates of their being respectively elected. He therefore thought it better that neither should be permitted to qualify

until the rights of each party, to the seat, was fully investigated. He considered that if Mr. Robbins was now admitted to qualify, and take his seat, that a positive injury might be done to the State of Rhode Island, as he might vote on, and possibly decide, important questions, although his election should afterwards be set aside.

Mr. CLAY considered that it would be rather an injustice to the State of Rhode Island to restrict her from the exercise of the power given her by the Constitution, namely, to have herself represented in the Senate by one Senator instead of two, upon every question that should arise. The verification of the credentials of each Senator was the preliminary act, and it was their province, in case of any controversy, to say who was the Senator. This, it was not only their right, but it was their imperative duty, to do. Under all the circumstances, as they were bound to decide upon one of the parties, the question would be, simply, which of them? After advertg, at some length, to the circumstances attending the election of Mr. Robbins, by one Legislature, and that of Mr. Potter by a subsequent one, he argued that, as there was *prima facie* evidence that Mr. R. had been duly elected, that the certificate thereof was duly presented, and filed in the Senate; he had a priority of right, and ought to be admitted to qualify and take his seat.

Mr. KING observed, that he had not been prepared, nor intended, to enter into the legal points that were involved in this question. His only desire was, to act in a way that would be perfectly fair to both, and to give to the State an opportunity, if represented at all, to be fairly so. If the consequence of his suggestion was to deprive the State of the number of Senators she was entitled to under the Constitution, it was a state of things which arose solely from her own acts; and it often happens, that from various causes, other States had not more than one vote, yet no such very great injury was supposed to arise thereby. He asked for some delay, from a sense of justice, and not from any desire to prejudice the case of either, considering that the Senate owed it to themselves to wait for a report on the subject from a select committee, before they would make any selection.

Mr. CHAMBERS denied that the Senate had, constitutionally, the right to prevent Mr. Robbins from qualifying and taking his seat, inasmuch as the effect would be to deprive Rhode Island of one of her Senators, after having performed all that was required by the Constitution for her to do to entitle her Senator to his seat. In the absence of all precedent to guide them in this novel case, he thought they were to be governed by the rules followed in all other contested elections. It appeared that

one of these parties was duly elected; he occupies the post; his right to do so becomes rather the subject of subsequent examination than anything else, and as to any objection made as to the validity of any act so done by him, although his election might be vacated, it was expressly provided for, that, as the House of Representatives were the sole judges of the validity of their members, so were the Senate also of theirs. Under all the circumstances, the clear and proper course was, to give permission to Mr. R. to take his seat, until an investigation could be had in such a form as those better experienced than he was would decide was best, to do perfect justice.

Mr. KING rose to bring the attention of the Senate to a case, which he thought would establish the views he had taken on this subject. The case of the Hon. Mr. Lanman, of Connecticut, and which would operate as a precedent in this.

It appeared that Mr. L. was elected as Senator in 1825, from that State, his credentials were presented. On the motion of Mr. Holmes, that he should qualify, and take his seat, a debate arose, the subject was postponed, and a motion was made, that the subject should be referred to a select committee, which motion having been carried, a committee was appointed, and Major Eaton, who was chairman of the committee, presented a report on the facts, by which Mr. L. was prevented from qualifying. His election had taken place under circumstances which were not warranted by the law of Connecticut; and the Senate did not hesitate to pronounce his election invalid, inasmuch as he was not constitutionally elected.

Mr. CHAMBERS said in this case it clearly appeared that the election was invalid.

Mr. KANE argued that it would be an injustice to Rhode Island, by admitting the Senator to qualify, whom her Legislature had pronounced disqualified, and moved that the question should be postponed till to-morrow.

The question thereon being put, was negatived: yeas 16, noes 17.

After an animated and lengthened discussion, in which Messrs. CLAY, FRELINGHUYSEN, WRIGHT, EWING, BIBB, POINDEXTER, MANGUM, and BENTON participated, Mr. BENTON moved, in substance, that the whole subject should be referred to a select committee; which was decided by yeas and nays, as follows:

YEAS—Benton, Brown, Grundy, Hill, Kane, King, Morris, Rives, Robinson, Shepley, Talmadge, Tipton, White, Watkins, Wright—15.

NAYS—Bell, Bibb, Chambers, Clay, Ewing, Frelinghuysen, Hendricks, Kent, Knight, Mangum, Moore, Naudin, Poindexter, Prentiss, Smith, Swift, Silsbee, Toulminson, Tyler—19.

So the question was lost, and the motion of Mr. Poindexter being put, prevailed;

*The Congressional Globe*, volume I, No. 1, founded by Blair & Rives on December 7, 1833. The *Globe* reported congressional proceedings and debates until March 4, 1873, when it was succeeded by the *Congressional Record*.

# CONGRESSIONAL RECORD.

## DEBATES AND PROCEEDINGS OF THE FORTY-THIRD CONGRESS.

### SPECIAL SESSION OF THE SENATE.

#### IN THE SENATE.

Tuesday, March 4, 1873.

Hon. HENRY WILSON, Vice-President of the United States, having taken the oath of office at the close of the last regular session of the Forty-second Congress, took the chair and directed the Secretary to read the proclamation convening a special session of the Senate.

The Secretary (Hon. GEORGE C. GORHAM) read the proclamation, as follows:

#### A PROCLAMATION

Whereas objects of interest to the United States require that the Senate should be convened at twelve o'clock on the fourth of March next, to receive and act upon such communications as may be made to it on the part of the Executive:

Now, therefore, I, ULTRASS S. GRANT, President of the United States, have considered it to be my duty to issue this my proclamation, declaring that an extraordinary occasion requires the Senate of the United States to convene for the transaction of business at the Capitol, in the city of Washington, on the fourth day of March next, at twelve o'clock at noon on that day, of which all who shall at that time be entitled to act as members of that body are hereby required to take notice.

Given under my hand and the seal of the United States, at Washington, the twenty-first day of February, in the year of our Lord one thousand eight hundred and seventy-three, and of the Independence of the United States of America the ninety-seventh.

U. S. GRANT.

By the President:  
HAMILTON FISH,  
Secretary of State.

The VICE-PRESIDENT. The Secretary will read the names of the newly-elected Senators.

The list was read as follows:

Hon. Bainbridge Wadleigh, of New Hampshire.  
Hon. Justin S. Morrill, of Vermont.  
Hon. Orris S. Ferry, of Connecticut.  
Hon. Roscoe Conkling, of New York.  
Hon. Simon Cameron, of Pennsylvania.  
Hon. George R. Dennis, of Maryland.  
Hon. Augustus S. Merrimon, of North Carolina.  
Hon. John J. Patterson, of South Carolina.  
Hon. Simon B. Conover, of Florida.  
Hon. George E. Spencer, of Alabama.  
Hon. Stephen W. Dorsey, of Arkansas.  
Hon. John B. Gordon, of Georgia.  
Hon. Lewis V. Boggy, of Missouri.  
Hon. Thomas C. McCreery, of Kentucky.  
Hon. John Sherman, of Ohio.  
Hon. Oliver P. Morton, of Indiana.  
Hon. Richard J. Oglesby, of Illinois.  
Hon. Timothy O. Howe, of Wisconsin.  
Hon. William B. Allison, of Iowa.  
Hon. John J. Ingalls, of Kansas.  
Hon. Aaron A. Sargent, of California.  
Hon. John H. Mitchell, of Oregon.  
Hon. John P. Jones, of Nevada.

When the name of Mr. Conkling was called,

Mr. HAMILTON said: Mr. President, owing to some inadvertence the credentials of the Senator-elect from New York have not been presented in this body. It is a matter of public notoriety that he has

been elected; and, in accordance with the usage of the body, I move that the oath of office be administered to him.

The VICE-PRESIDENT. The question is on the motion of the Senator from Maine.

The motion was agreed to.

As their names were called the respective Senators-elect came forward, and the oaths prescribed by law were administered to them, with the exception of Mr. Wadleigh, Mr. Ferry, Mr. Gordon, Mr. Spencer, and Mr. Jones, who were not present.

The Senators-elect having been sworn and taken their seats in the Senate, the following Senators were present:

From the State of—

Maine—Hon. Hannibal Hamlin and Hon. Lot M. Morrill.

New Hampshire—Hon. Aaron H. Cragin.

Vermont—Hon. George F. Edmunds and Hon. Justin S. Morrill.

Massachusetts—Hon. Charles Sumner.

Rhode Island—Hon. Henry B. Anthony and Hon. William Sprague.

Connecticut—Hon. William A. Buckingham.

New York—Hon. Roscoe Conkling and Hon. Reuben E. Fenton.

New Jersey—Hon. Frederick T. Frelinghuysen.

Pennsylvania—Hon. Simon Cameron and Hon. John Scott.

Delaware—Hon. Thomas F. Bayard and Hon. Eli Saulsbury.

Maryland—Hon. George R. Dennis and Hon. William T. Hamilton.

Virginia—Hon. John F. Lewis.

North Carolina—Hon. Augustus S. Merrimon and Hon. Matthew W. Ransom.

South Carolina—Hon. John J. Patterson and Hon. Thomas J. Robertson.

Georgia—Hon. Thomas M. Norwood.

Florida—Hon. Simon B. Conover and Hon. Abijah Gilbert.

Alabama—Hon. George Goldthwaite.

Mississippi—Hon. James L. Alcorn and Hon. Adelbert Ames.

Louisiana—Hon. J. Rodman West.

Texas—Hon. J. W. Fannin and Hon. Morgan C. Hamilton.

Arkansas—Hon. Powell Clayton and Hon. Stephen W. Dorsey.

Missouri—Hon. Lewis V. Boggy and Hon. Carl Schurz.

Tennessee—Hon. Henry Cooper.

Kentucky—Hon. Thomas C. McCreery and Hon. John W. Stevenson.

West Virginia—Hon. Arthur I. Boreman and Hon. Henry G. Davis.

Oklahoma—Hon. John Sherman and Hon. Allen G. Thurman.

Indiana—Hon. Oliver P. Morton and Hon. Daniel D. Pratt.

Illinois—Hon. John A. Logan and Hon. Richard J. Oglesby.

Michigan—Hon. Zachariah Chandler and Hon. Thomas W. Ferry.

Wisconsin—Hon. Matthew H. Carpenter and Hon. Timothy O. Howe.

Iowa—Hon. William B. Allison and Hon. George G. Wright.

Minnesota—Hon. Alexander Ramsey and Hon. William Windom.

Kansas—Hon. Alexander Caldwell and Hon. John J. Ingalls.

California—Hon. Eugene Cernerly and Hon. Aaron A. Sargent.

Nebraska—Hon. Phineas W. Hitchcock and Hon. Thomas W. Tipton.

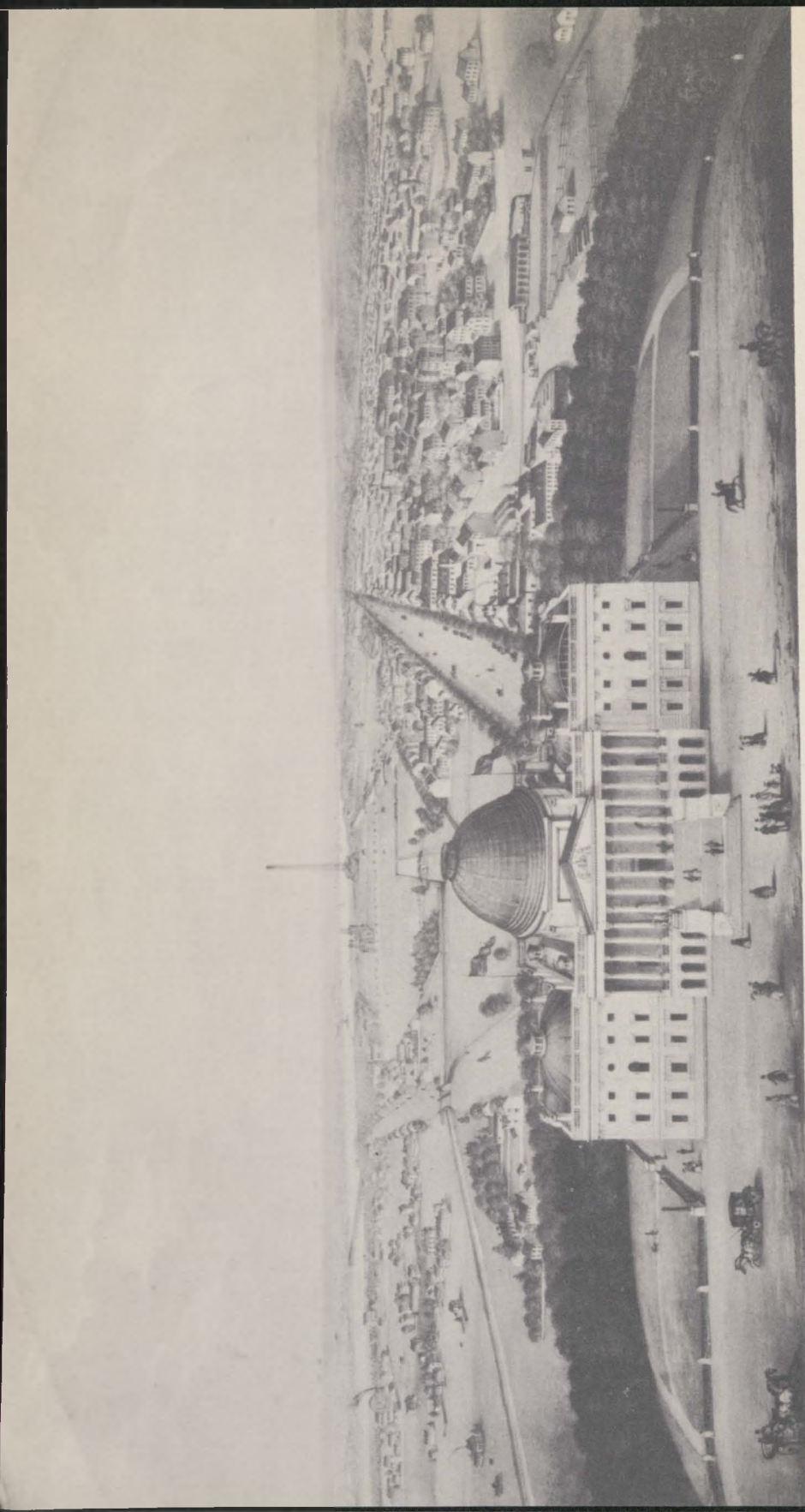
Oregon—Hon. James K. Kelly and Hon. John H. Mitchell.

Nevada—Hon. William M. Stewart.

#### INAUGURATION CEREMONIES.

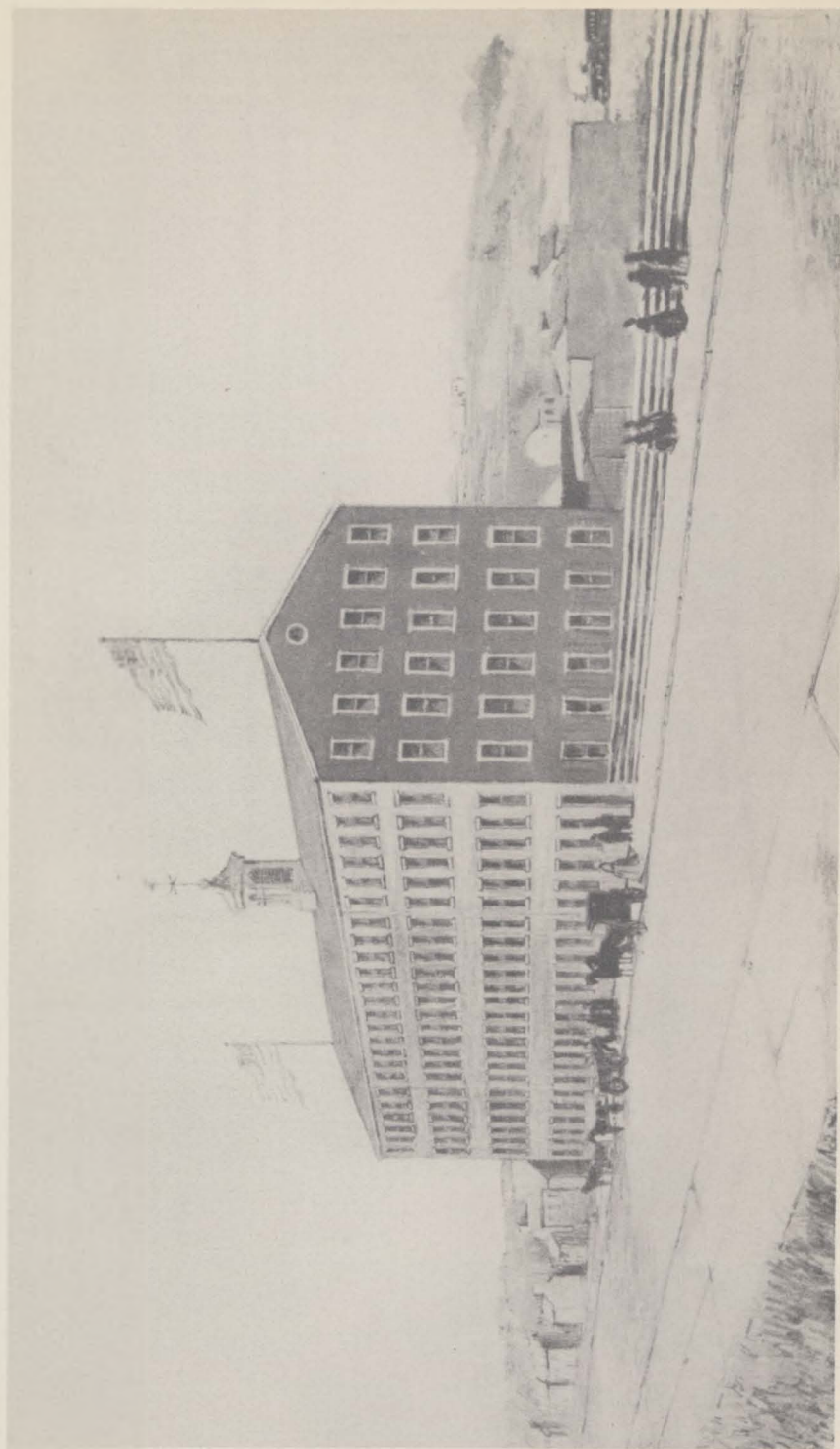
The persons entitled to admission on the floor of the Senate Chamber having been admitted to the places reserved for them, the President, Hon. ULYSSES S. GRANT, entered the Senate Chamber, accompanied by Mr. CHAGIN, Mr. LOGAN, and Mr. BAYARD, members of the Committee of Arrangements, and was conducted to a seat in front of the Secretary's desk, and the members of the committee were seated on his right and left.

First GPO-produced *Congressional Record*, successor to *The Congressional Globe*.

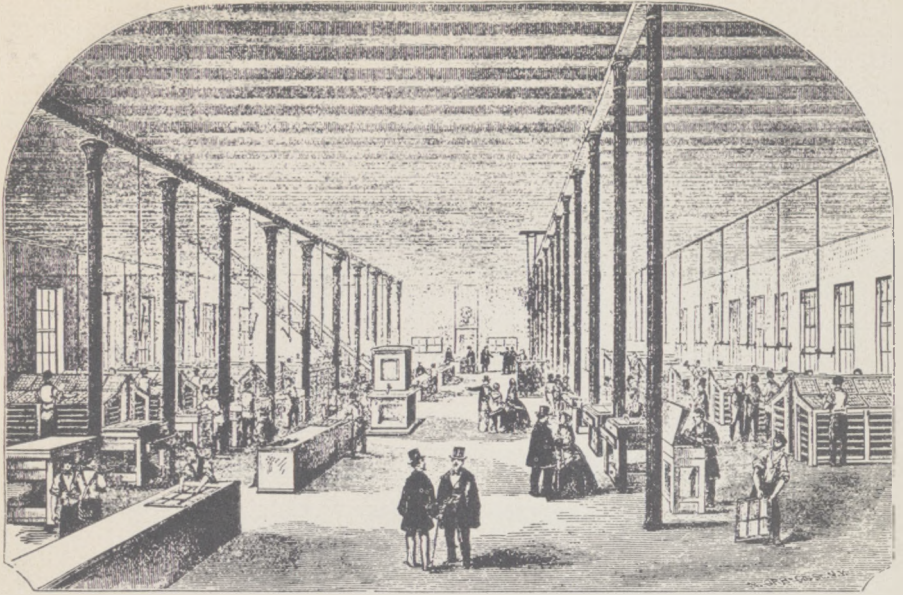


Washington about 1850. Bird's-eye view showing Capitol with low dome and the built-up northwest section. The White House, Smithsonian Institution, and projected Washington Monument are prominent. Old Tiber Creek can be seen in center, and the future GPO area in lower right is mainly farmland. (*Courtesy of Library of Congress*)





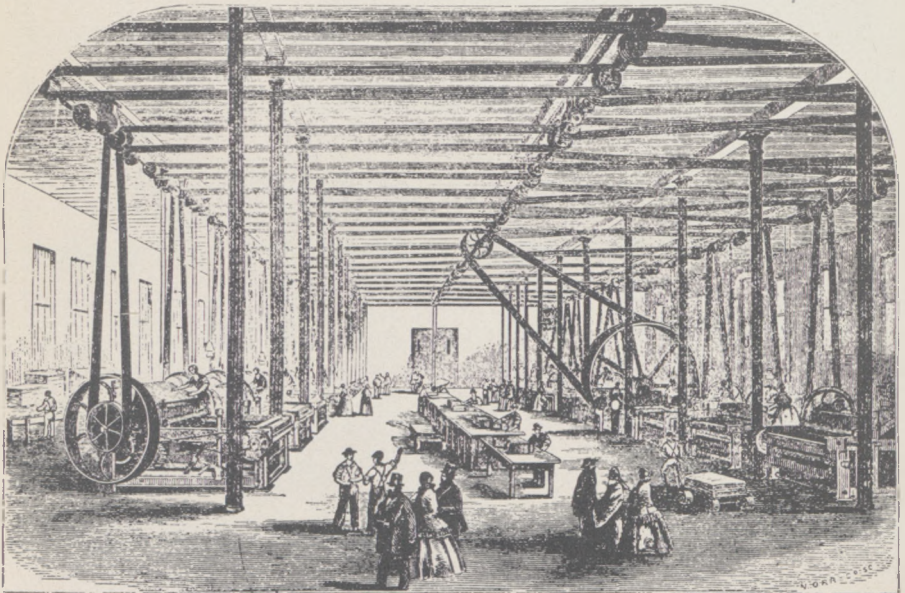
Original GPO building built by Cornelius Wendell in 1856. Became first Government Printing Office on March 4, 1861.



Composition Room.

WENDELL'S PRINTING OFFICE IN 1859.

Power Pressroom.





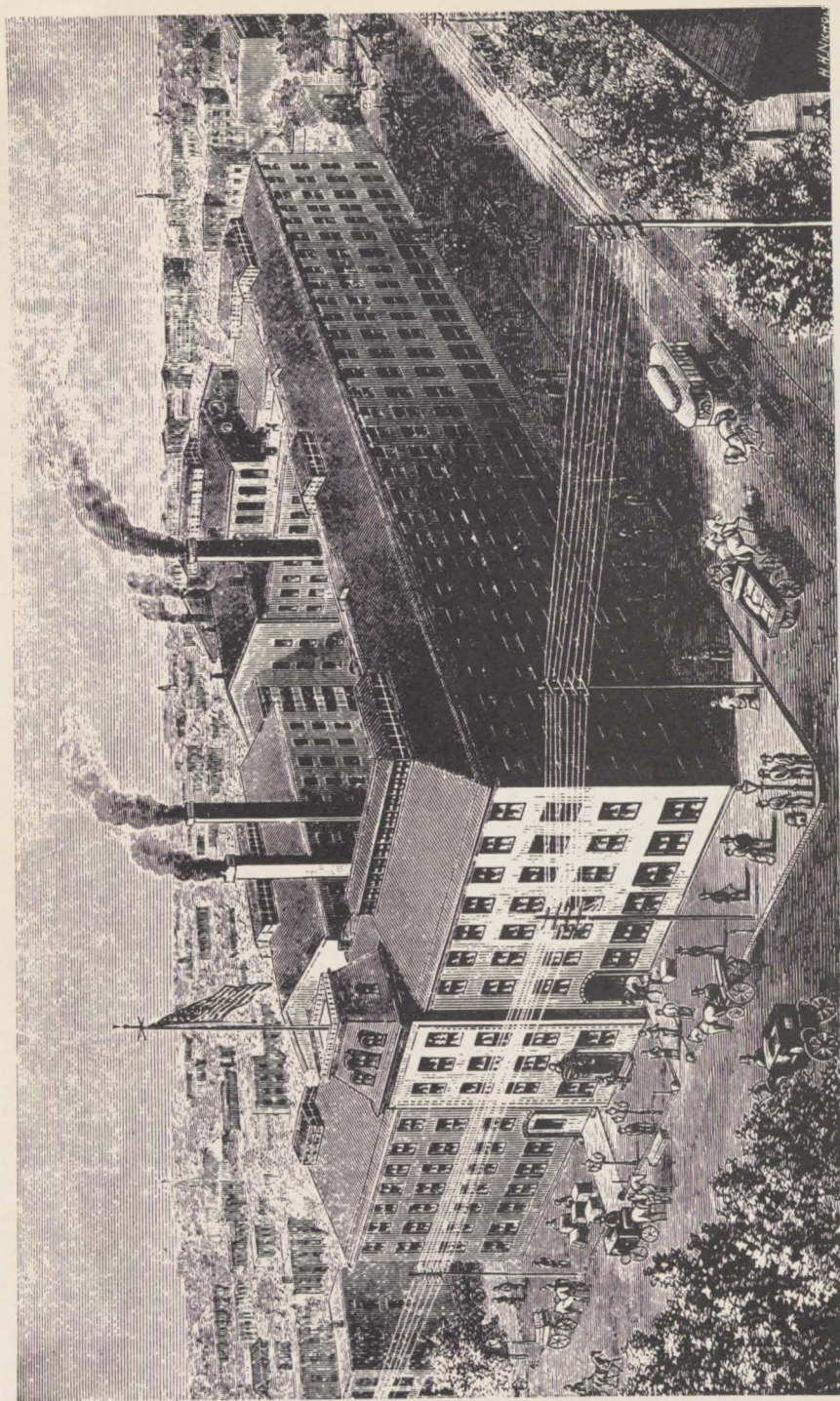


Stitching Room.

Proprietor's Sanctum.

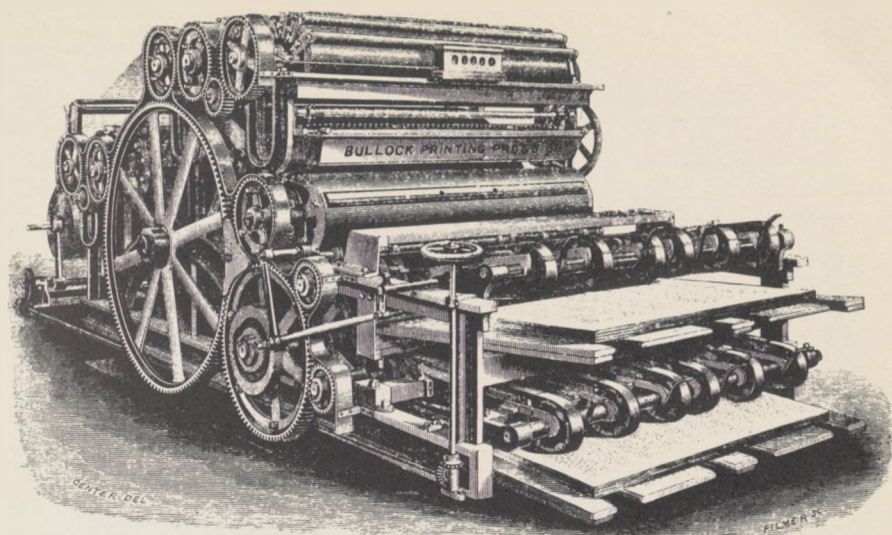






1881 GPO and Workrooms.



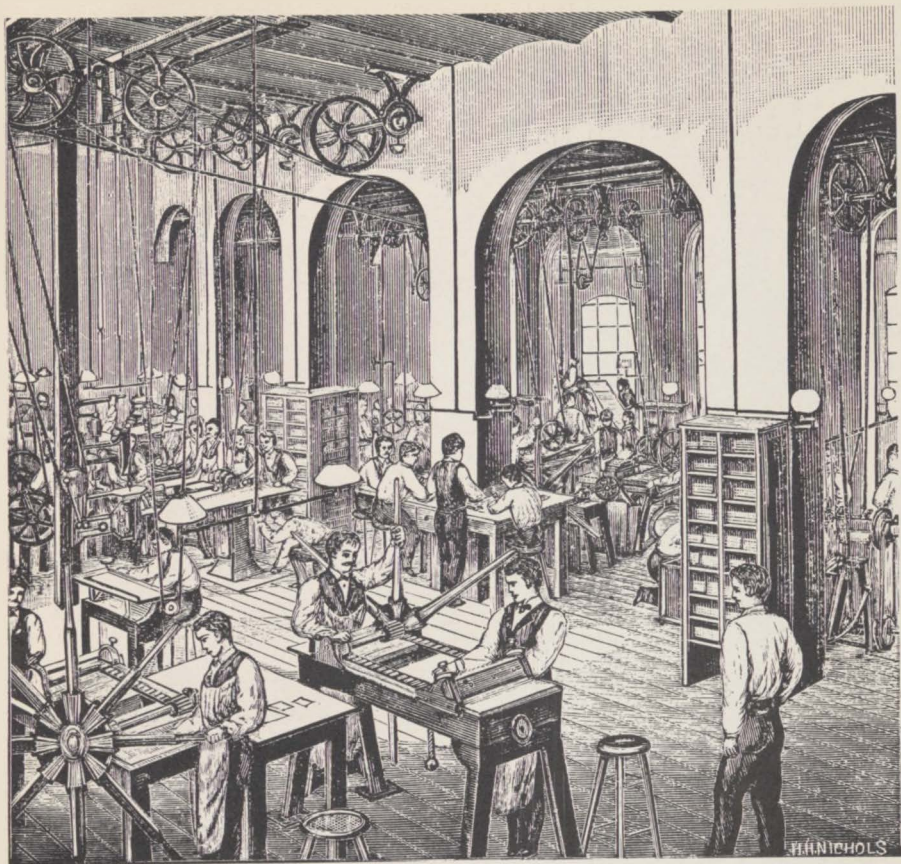


GPO Bullock press, 1867, the mechanical marvel of the day.

Congressional Record Composing Room.

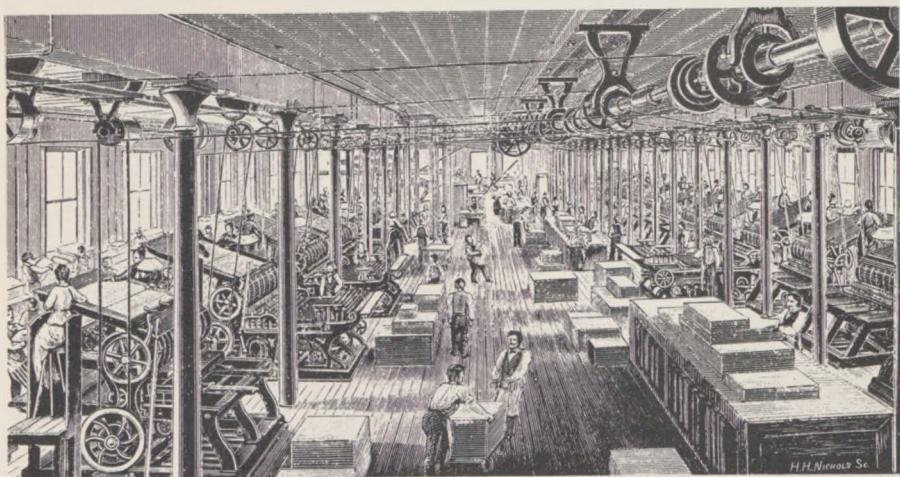






Electrotype and Stereotype Room.

Main Pressroom. Note overhead shafting which supplied motive power. A twisted belt or machine breakdown would halt all production.





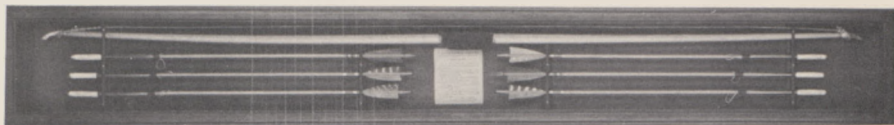


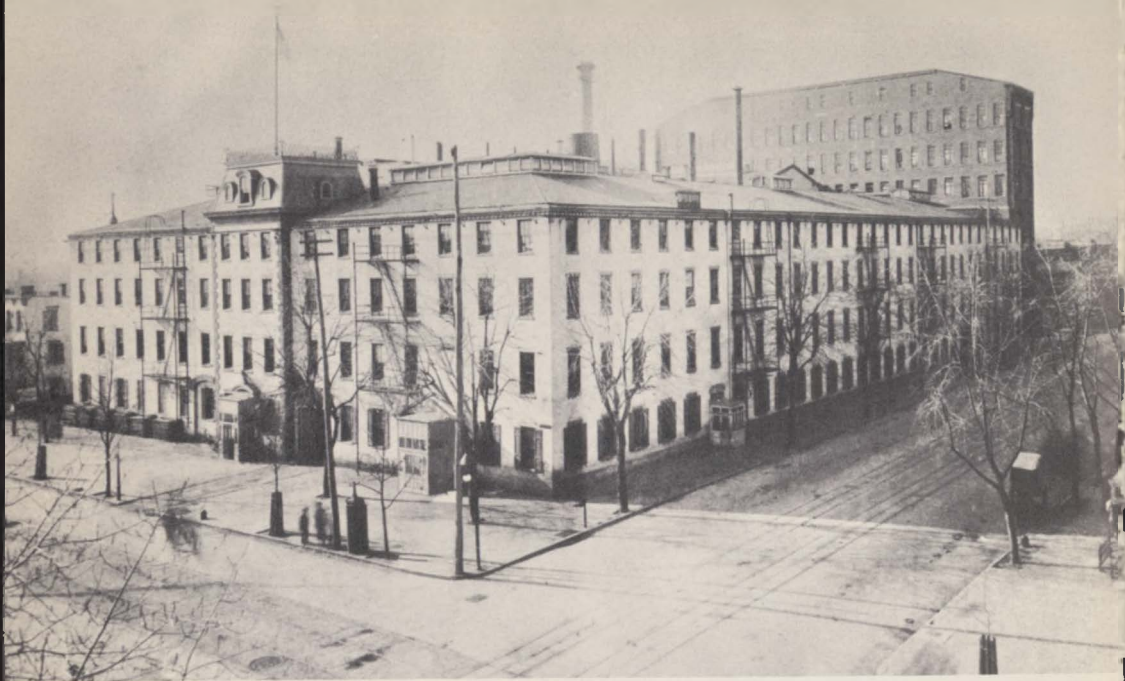
Binding Department.



Main Composing, or Document Room.

Fire safety in GPO by means of Indian bows and arrows, 1883. See page 61.





GPO building about 1895.

1903 building.





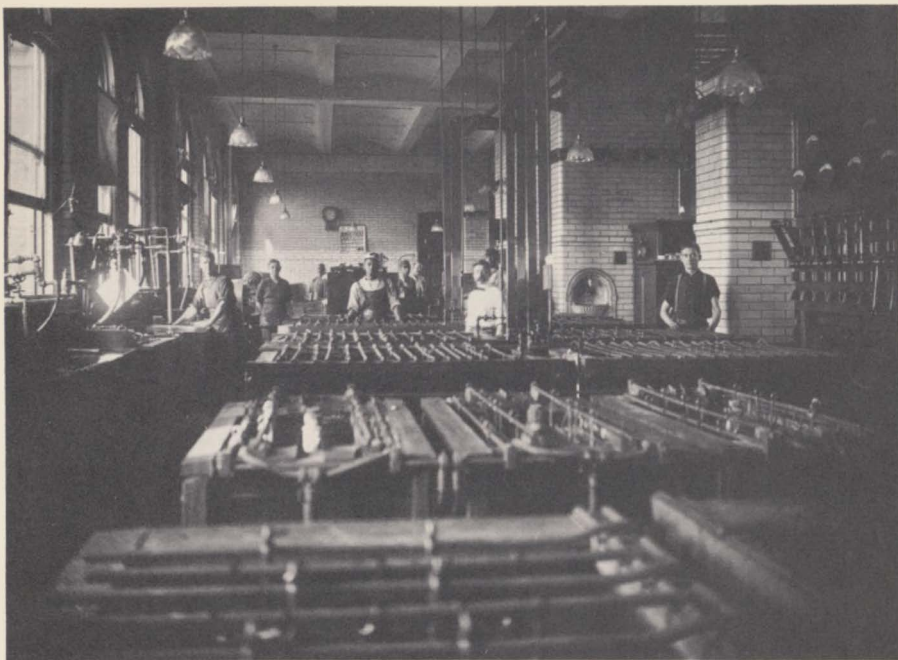


Main Proofroom, 1904.

Job Section Proofroom, 1904.



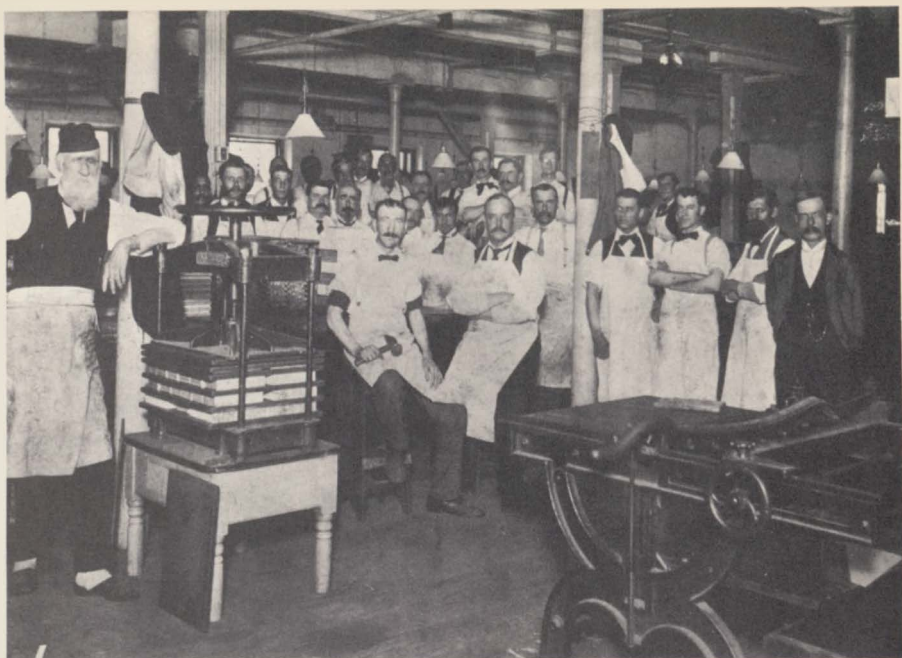




Electrotype molding, 1912.

Electrotype finishing, 1912.





Bindery, about 1900.

Job pressroom and pressfeeders, 1910.

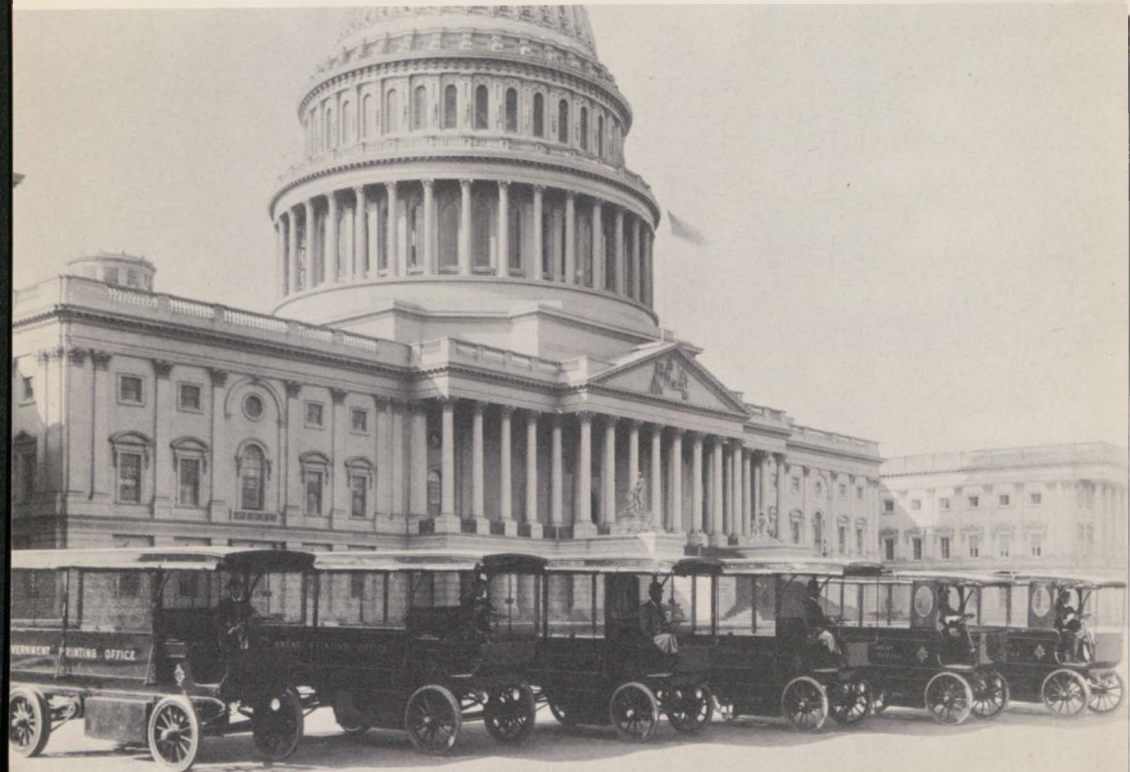






GPO stable and delivery fleet, about 1900.

Electric trucks, 1911.







Carpenter Shop staff and product, 1912.

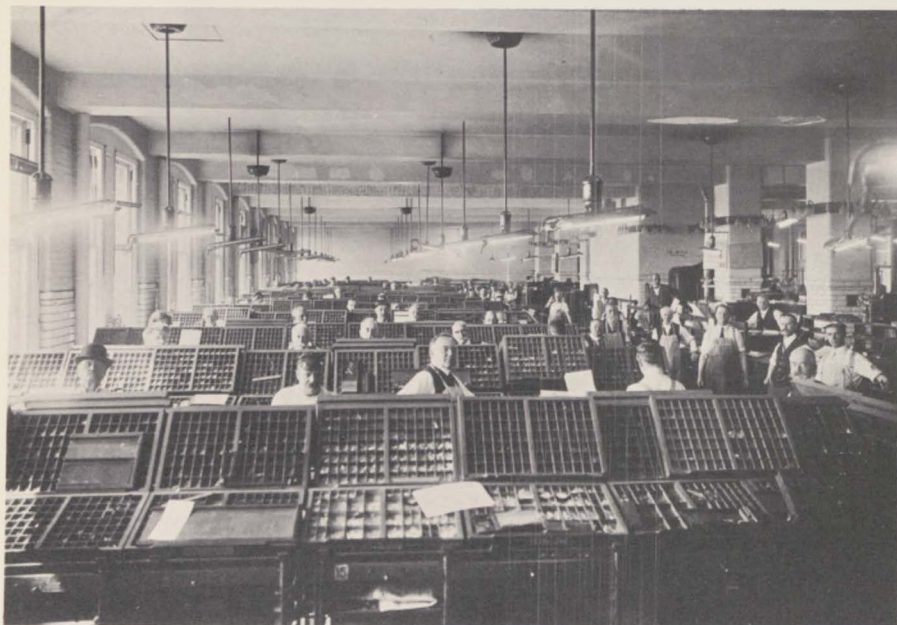
Electrical Shop, 1912.



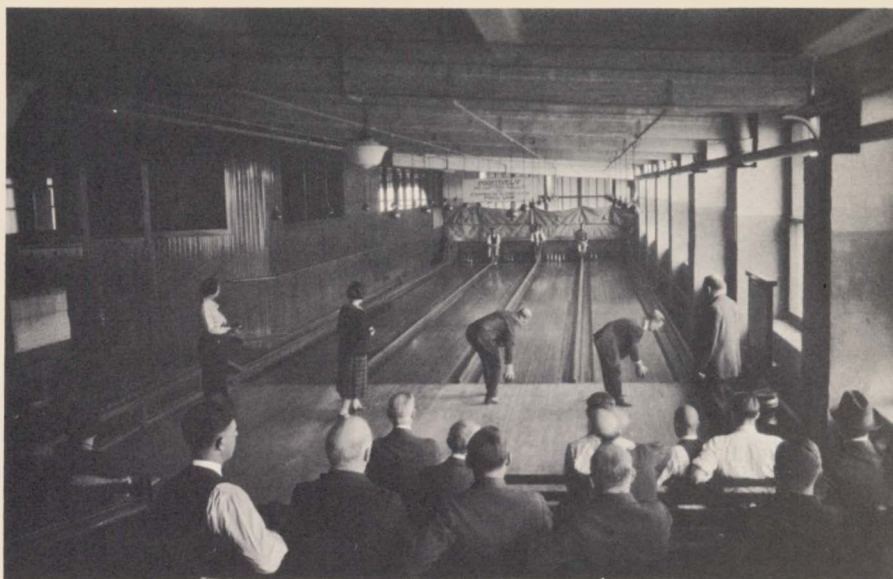


Bindery, 1912.

Hand Section about 1912. Note Cooper-Hewitt gas lights, and derby wearer on left.







Bowling alleys, with Public Printer Carter in right lane, 1922.

Harding Hall, 1922.







Documents Division stockroom, 1922.

The old GPO building in 1935, 3 years before it gave way to present main building.



UNITED STATES  
GOVERNMENT  
PRINTING OFFICE





Bronze plaque in main building lobby.

The Government Printing Office in 1961.







Job Section imposing stones, 1914.

Paymaster's office, 1914, with oldstyle large currency.



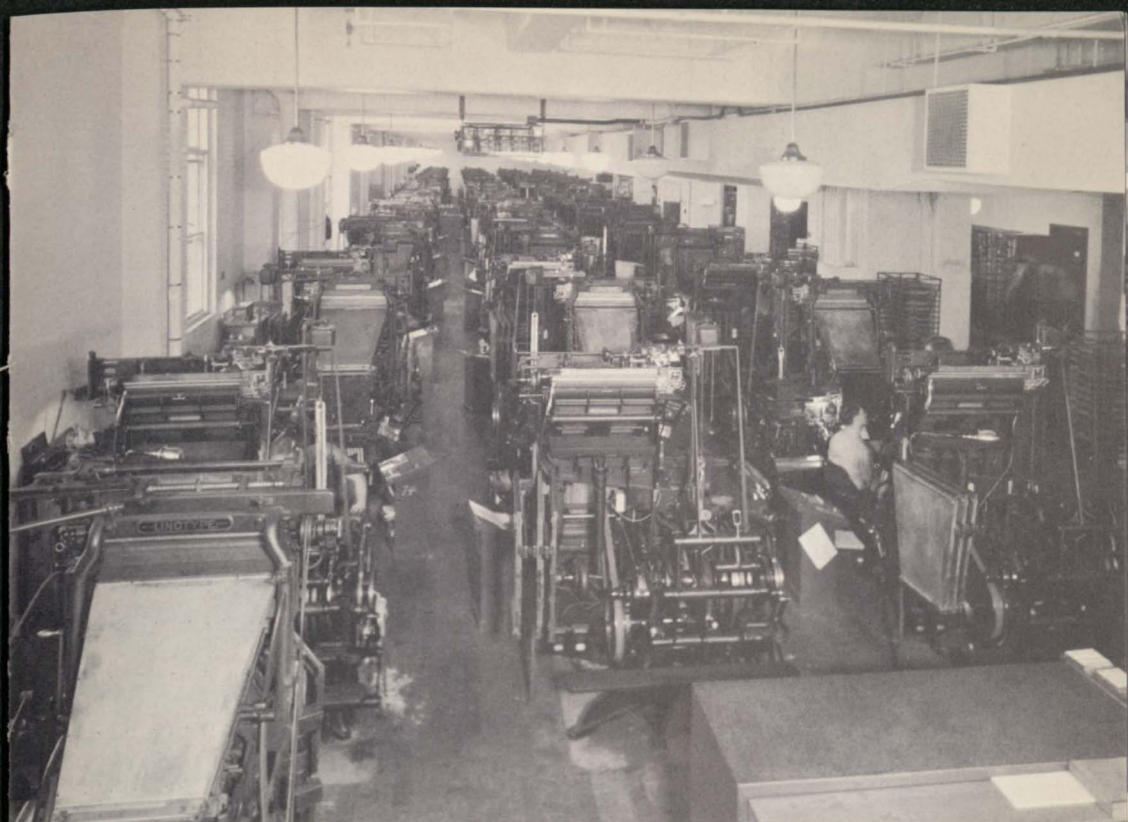


Patents Linotype operator, 1914.

Patents makeup and imposition, 1914.





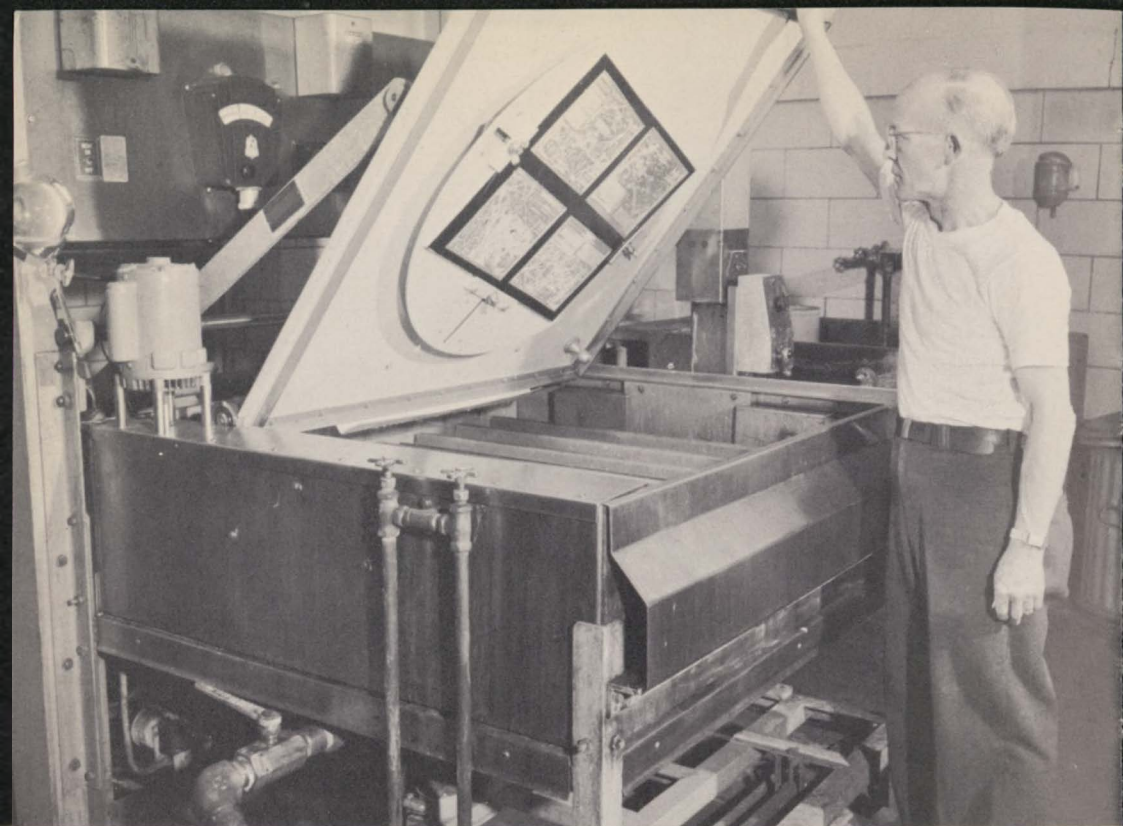


Battery of Linotype and Intertype machines.

The Proofroom.



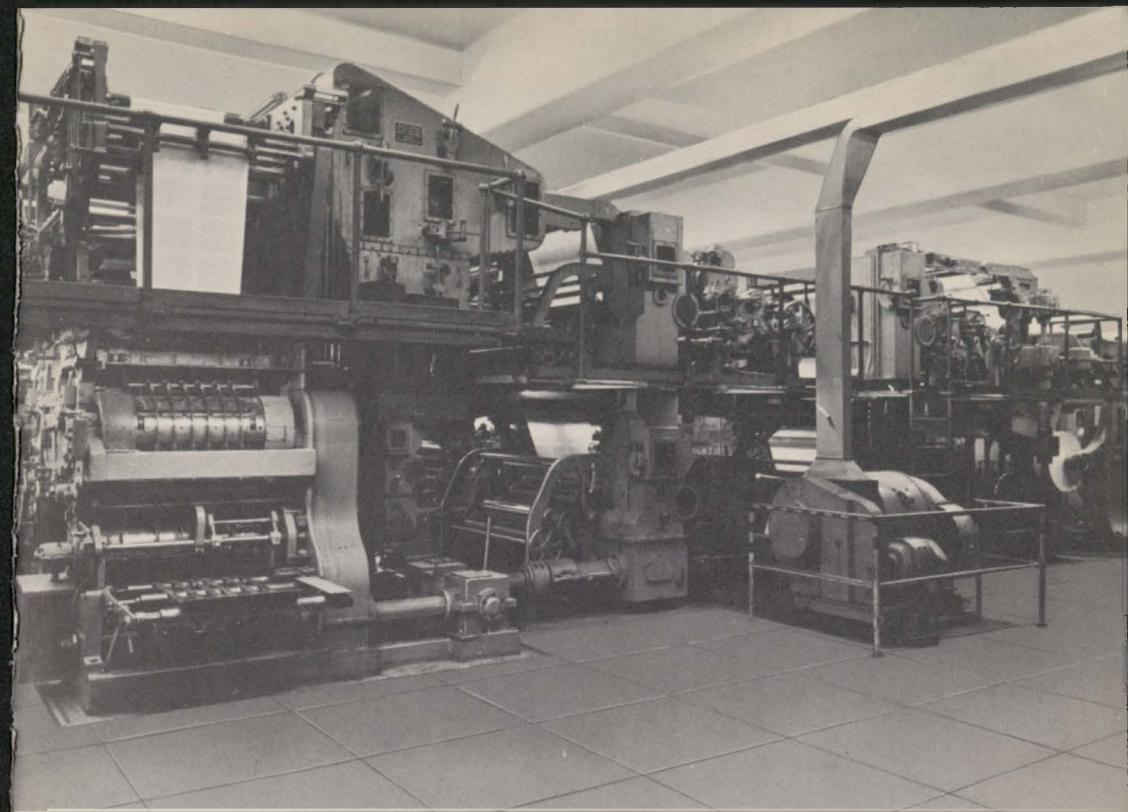




Dow etching machine—Photoengraving Section.

Electrotype finishing.





High-speed *Congressional Record* web press. Also used for income tax forms and *Federal Register*.

Stereotyping.

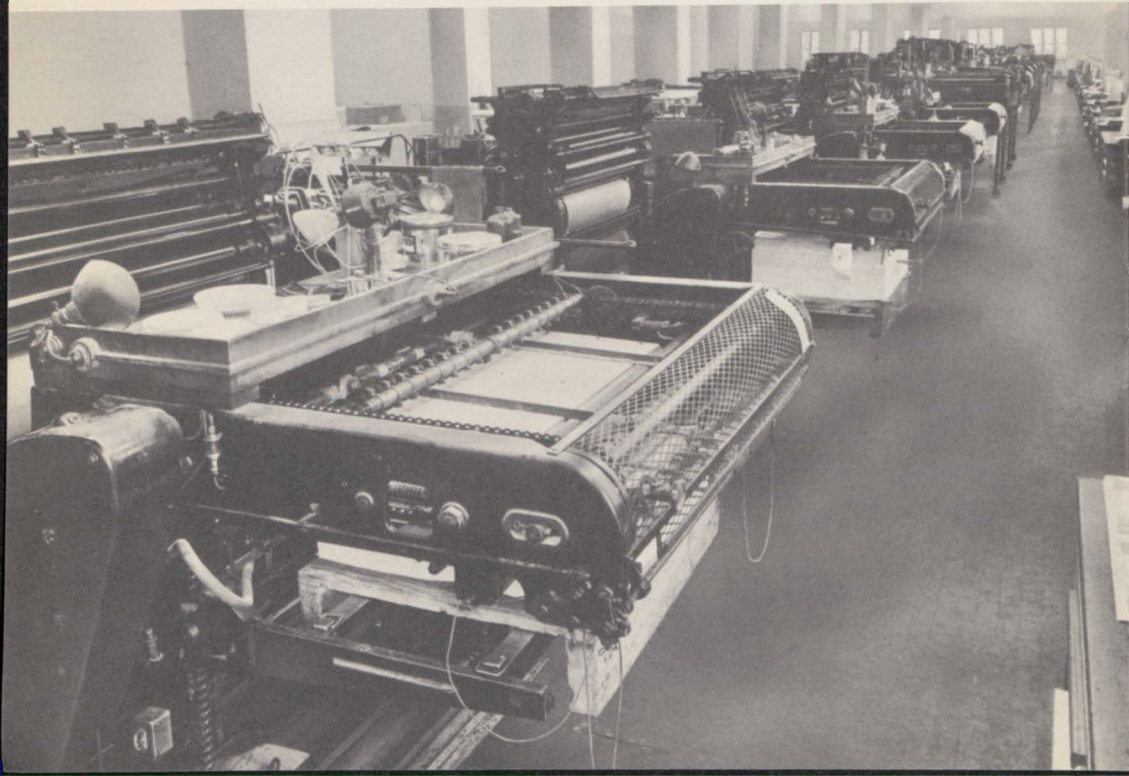




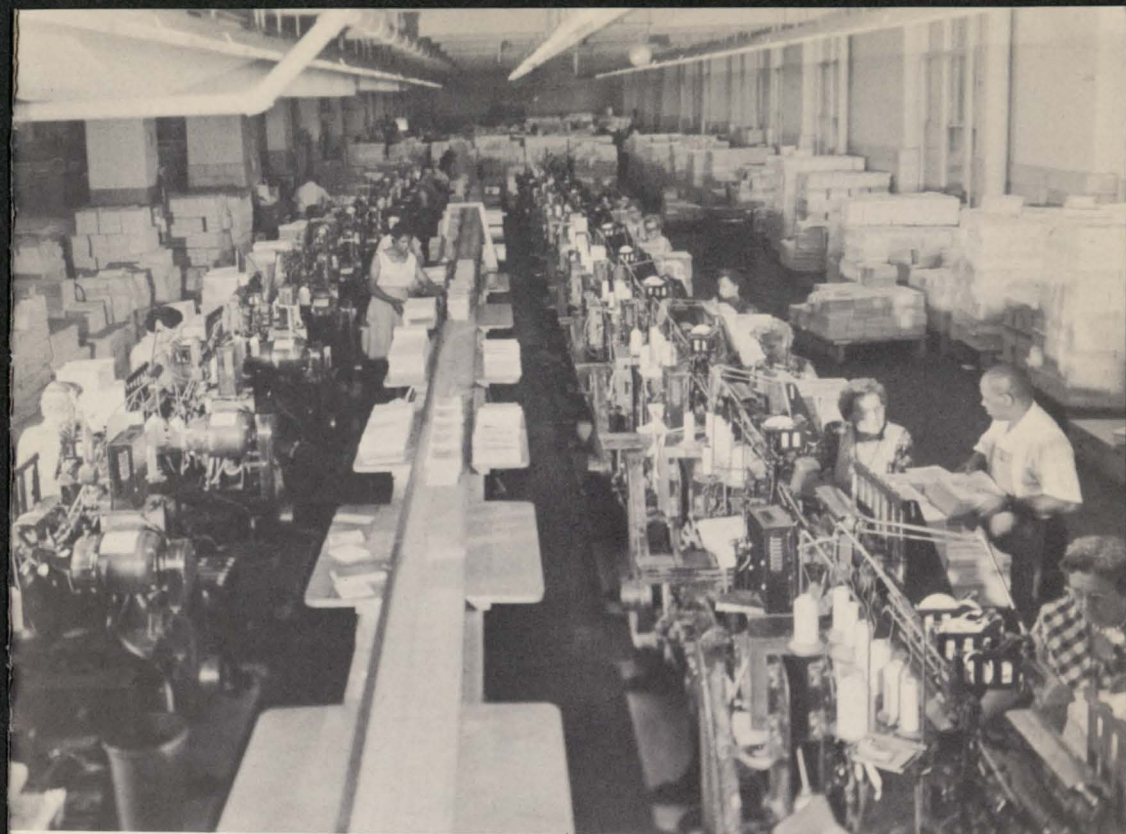


Offset Preparation Section.

Offset presses.



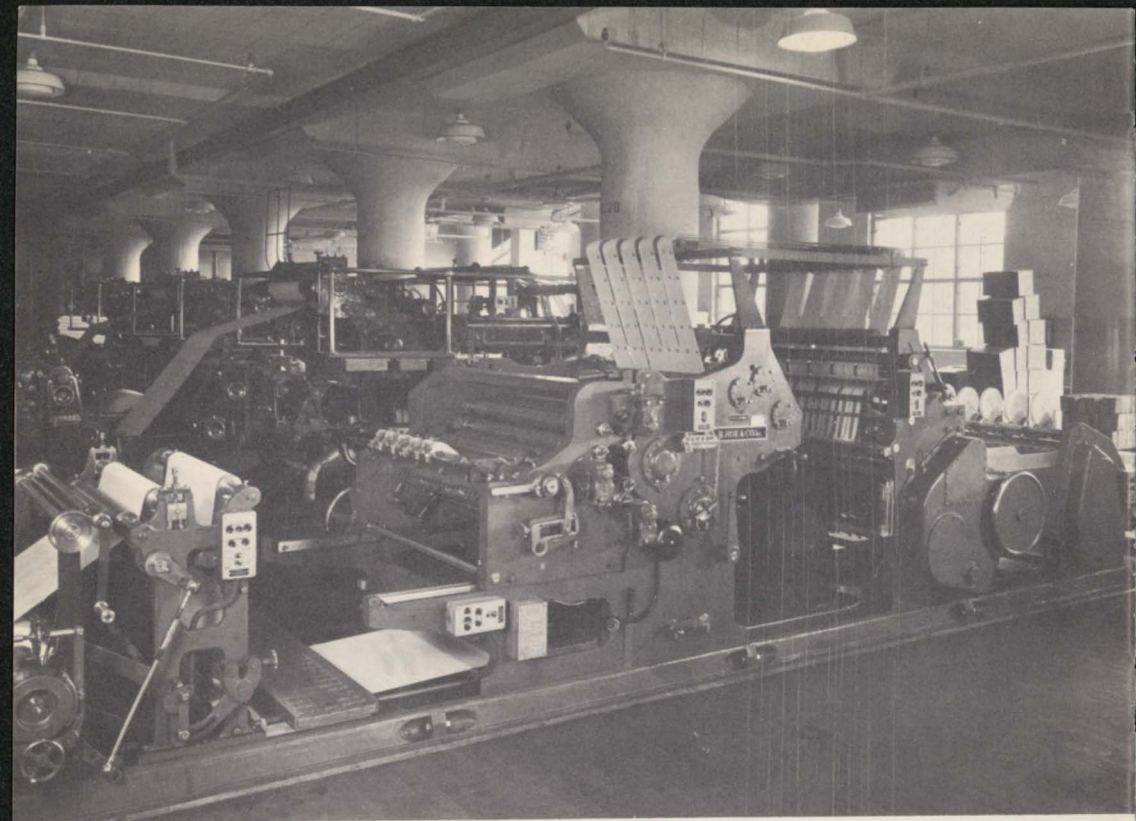




Sewing machines—Book Edition Section.

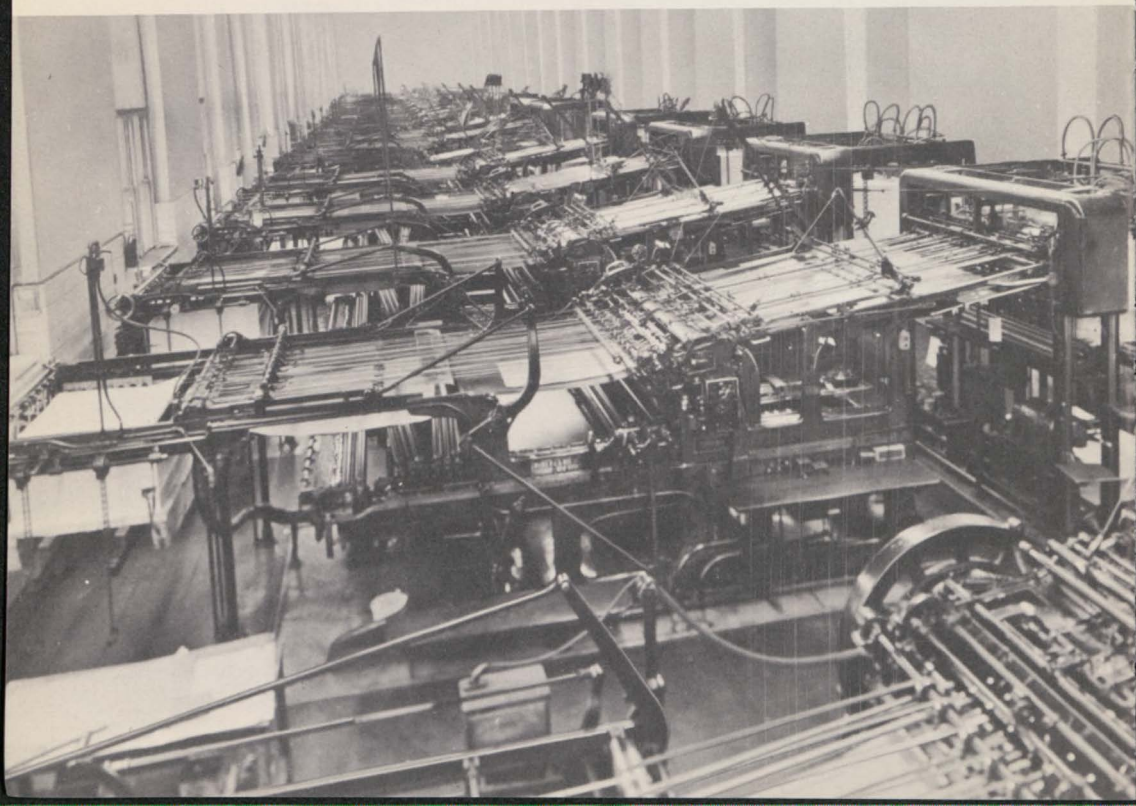
Folding machines—Pamphlet Section.





Postal card presses.

Sheet-fed cylinders—Main Press Section.





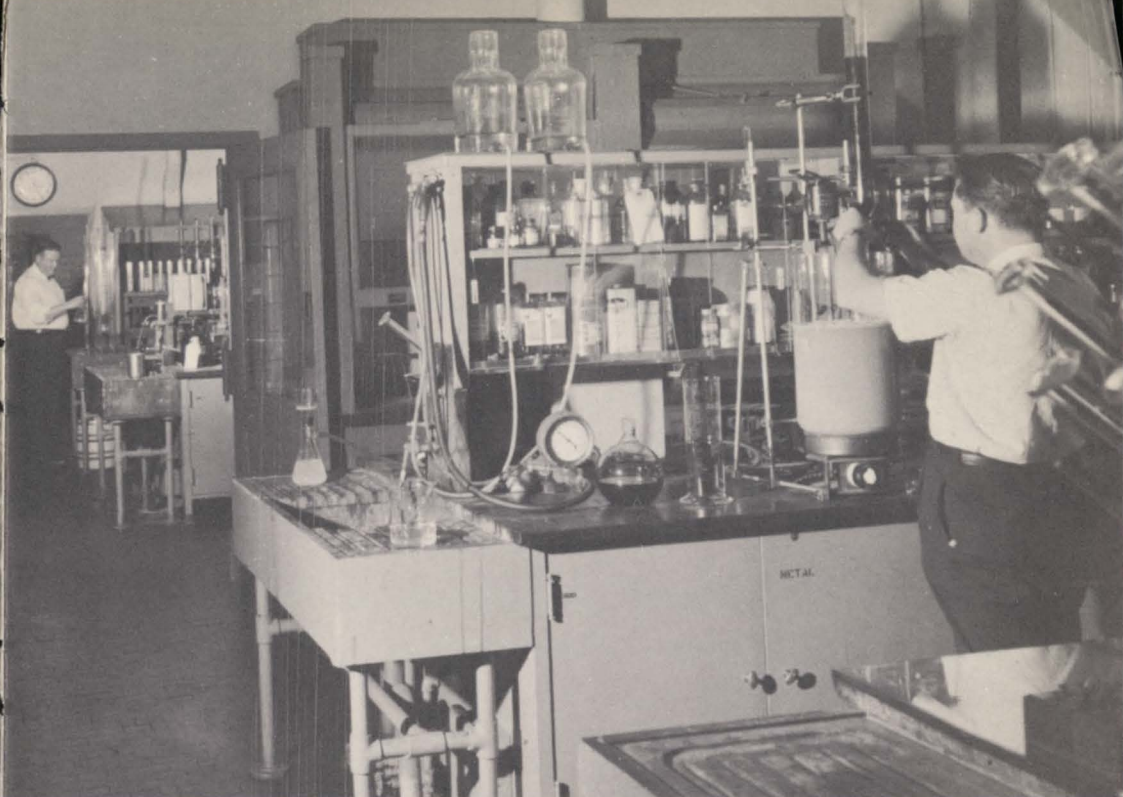


Finance and Accounts Division.

Electronic Data Processing Section.

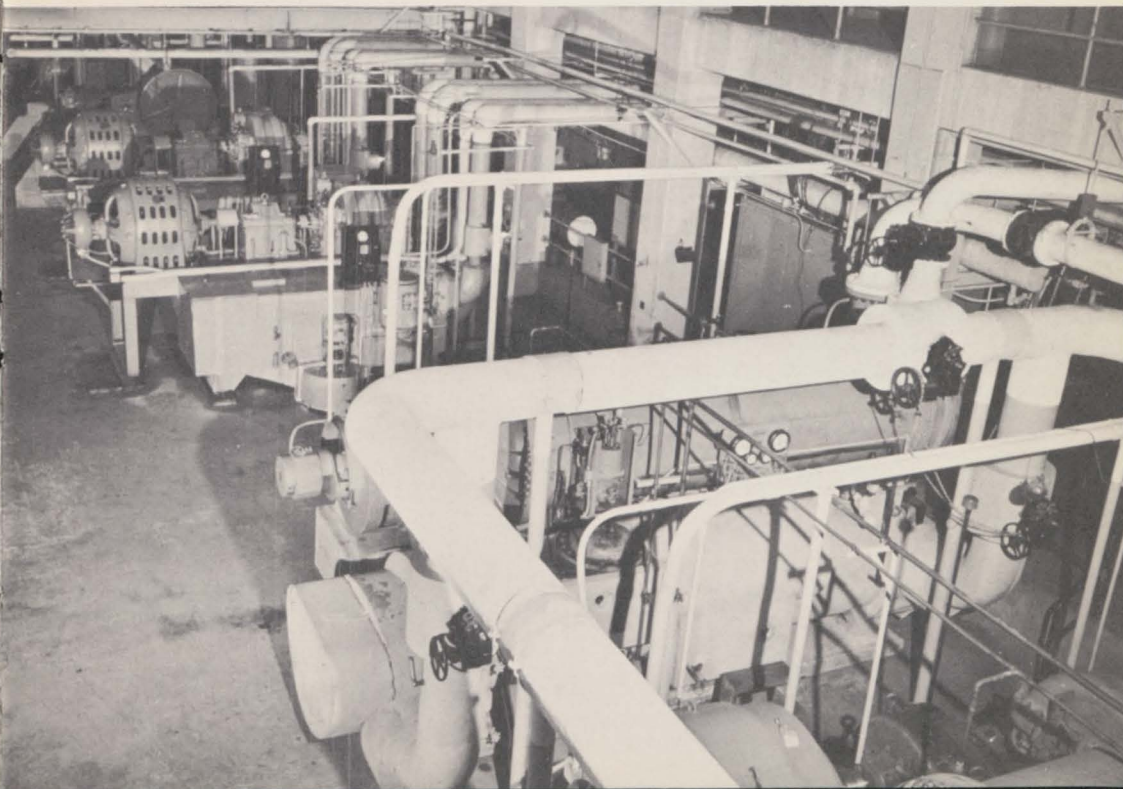






Tests and Technical Control Division.

Central refrigeration and air conditioning machinery—Power Section.





Documents Division bookstore—the GPO end result.

Documents book storage area.







Personnel Division.

Medical Section.







Division of Planning Service.

Division of Plant Planning.





Purchasing Division.

Printing Procurement Section.



Commercial Planning Section.







Harding Hall.

Cafeteria.





Paper warehouse opposite GPO.

Freight cars delivering paper to warehouse third floor, which is level with Union Station railroad siding.





tions for work in the GPO \* \* \* was without a parallel in the history of the office," and printing appropriations were over \$7 million, a record high.

### *New Presses*

The new building also required new presses, and the Office purchased 34 presses at a cost of over \$150,000. Included were 3 special Potter web perfecting; one 2-roll rotary Hoe web perfecting, with duplicate set of gear wheels; 11 No. 3 Miehle; and five 2-roll single large cylinder Hoe. Also eight automatic press feeders for \$6,136. Other divisions likewise were modernized, the foundry acquiring five electric furnaces for \$2,574, and the Bindery four Dexter folders, \$11,700.

## 1905

Beginning September 6, Public Printer Palmer became prominent in the news. Mr. Palmer had served two terms totaling over 13 years as the sixth Public Printer, and his total tenure was longer than any of his predecessors. That fact, combined with the heavy expenditures for new typesetting machines and resistance by the crafts to those machines in the belief that their jobs would be endangered, caused a bitter controversy. A special committee was set up to study the introduction of modern machines into the Office. On September 9, President Roosevelt relieved Mr. Palmer. Oscar J. Ricketts, Foreman of Printing, was designated as Acting Public Printer. For the permanent post, several candidates were mentioned, including William S. Rossiter, Chief Clerk of the Census Bureau; H. T. Brian, GPO Chief Clerk; and John S. Leech, Public Printer of the Philippines, who became U.S. Public Printer in 1908.

However, Charles A. Stillings of Massachusetts was appointed by President Roosevelt on November 28, 1905.

Thus Mr. Stillings began his administration on a quiet note. However, beginning with 1906 until 1908, his term could be regarded as one of the stormiest in Office history.

### *Revision of Printing Laws*

Congress recognized the need for new legislation to correct the growing abuses in the public printing, and set up the Printing Investigation Commission.

### *Cost of Public Printing*

In 1905, William S. Rossiter, Chief Clerk of the Census Bureau and who in 1908 conducted an investigation of the GPO, wrote an article on Federal and State public printing for the *Atlantic Monthly*. He cited statistics showing the growth of Federal printing. In 1880, printing volume was \$2,034,750; 1890, \$4,905,881; 1904, \$7,080,906. As Government increased its services, he noted that individual States likewise expanded, for New York public printing in the same period had increased 349 percent; and Massachusetts, 220 percent. But for the States as a whole, average printing expenditures had increased 76 percent.

## 1906

This year began quietly but before it had run its course, both Mr. Stillings and the GPO were the objects of a printing investigation and were also projected into the middle of an international controversy over spelling reform.

### *Printing Delay Investigation*

The 59th Congress had begun business on December 3, 1905, and adjourned on

June 30, 1906. The last day was characterized by the usual last-minute scramble of Congress to leave a sweltering Washington. Many bills had been passed, and President [Theodore] Roosevelt, accompanied by his Cabinet, traveled to the Capitol to sign into law engrossed bills as they were received from the Office.

The events of June 30 can best be described by the published report in the *New York Times* of July 1—the day after.

#### CONGRESS ADJOURNS; DELAY BY PRINTERS

The 1st session of the 59th Congress came to an end at 10 p.m., hours after it should have ended. \* \* \* The incapacity of the GPO was responsible for keeping both branches in session at least 8 hours beyond the time originally set. \* \* \*

Bills passed were not properly enrolled, in addition to a \$3 million appropriation blunder. It seemed that the GPO had collapsed under the weight of congressional work, and the printing on parchment of new bills awaiting Presidential signature was hopelessly muddled. The *Times* continued:

The President was obliged to waste the best part of a day sitting around in the Capitol with his Cabinet to sign bills. The Senate \* \* \* was obliged to sit and swelter throughout the hottest afternoon and night of the summer.

During the wait for GPO printing, the Senate raked the Public Printer and the Office with charges of incompetency and the production of poor work for Congress. As a result of the charges—and the delays—the Committee on Printing was ordered to investigate the causes.

On August 23, the investigating committee reported its findings, concluding that—

nothing had been developed in the course of this investigation which would justify a conclusion that the present administration of the GPO is not distinctly creditable.

The *Times* in an editorial on August 24 stated:

#### PRAISE FOR PUBLIC PRINTER

The Senate Committee has acquitted the Public Printer in connection with blunders that

attended the closing of Congress. He was not slow, but was "positively expeditious" in dealing with the flood of laws. And his admirable work was performed with a smaller force than dealt with less work in the preceding Congress. It is a pleasing finding \* \* \* [that] the Public Printer will rest undisturbed in possession of the bouquet presented to him when everybody was expecting \* \* \* a big stick.

The committee further recommended the inauguration of a time-record system which would "preclude much irresponsible criticism." It also suggested that the four bicycle messengers who carried material from the Capitol to the GPO, "the distance being great," should not be diverted by deliveries to executive departments.

#### Spelling Reform

However, the GPO was not permitted to rest, for on August 24 a bomb burst over the Office, with the effects reverberating throughout the English-speaking world. With urging by the Spelling Reform Committee, financed by Andrew Carnegie headed by Prof. Brander Matthews and composed of noted educators and scholars, President Roosevelt directed that the Public Printer adopt the committee's 300 recommended words based on a simplified pattern. His directive follows:

MY DEAR MR. STILLINGS: I inclose herewith copies of certain circulars of the Simplified Spelling Board, which can be obtained free from the board at No. 1 Madison avenue, New York City. Please hereafter direct that in all Government publications of the Executive Departments the 300 words enumerated in circular shall be spelled as therein set forth. If anyone asks the reason for the action, refer him to Circulars 3, 4, and 6 as issued by the Simplified Spelling Board.

Most of the criticism of the proposed step is evidently made in entire ignorance of what the step is, no less than in entire ignorance of the very moderate and common-sense views as to the purposes to be achieved, which views are so excellently set forth in the circulars to which I have referred. There is not the slightest intention to do anything revolutionary or initiate any far-reaching policy.



The purpose simply is for the Government, instead of lagging behind popular sentiment, to advance abreast of it and at the same time abreast of the views of the ablest and most practical educators of our time as well as of the most profound scholars—men of the stamp of Professor Lounsbury and Professor Skeat.

If the slight changes in the spelling of the 300 words proposed wholly or partially meet popular approval, then the changes will become permanent without any reference to what public officials or individual private citizens may feel; if they do not ultimately meet with popular approval they will be dropt [new style], and that is all there is about it.

They represent nothing in the world but a very slight extension of the unconscious movement which has made agricultural implement makers and farmers write "plow" instead of "plough"; which has made most Americans write "honor" without the somewhat absurd, superfluous "u"; and which is even now making people write "program" without the "me"—just as all people who speak English now write "bat," "set," "dim," "sum," and "fish," instead of the Elizabethan "batte," "sette," "dimme," "summe," and "fyshe"; which makes us write "public," "almanac," "era," "fantasy," and "wagon," instead of the "publick," "almanack," "aera," "phantasy," and "waggon" of our great-grandfathers.

It is not an attack on the language of Shakespeare and Milton, because it is in some instances a going back to the forms they used, and in others merely the extension of changes which, as regards other words, have taken place since their time.

It is not an attempt to do anything far-reaching or sudden or violent; or indeed anything very great at all. It is merely an attempt to cast what slight weight can properly be cast on the side of the popular forces which are endeavoring to make our spelling a little less foolish and fantastic.

Prescribing *tho* for *though*, *thru* for *through*, *thoro* for *thorough*, etc., and 52 past participles, such as *fixt* for *fixed*, *exprest* for *expressed*, in addition to many other deviations from accepted spelling, the order became a national and international issue. Protagonist and antagonist forces formed battlelines, although those opposed far outnumbered the reform advocates. Newspapers throughout the country printed newsstories, editorials, the list of the offending 300 words, and "Letters to the Editor" departments

were swamped. Day after day, the battle continued unabated. The *New York Times* on August 25 reported:

THE PRESIDENT ADOPTS SIMPLIFIED SPELLING  
SPELLING REFORMERS HERE REJOICE AND  
EXPECT CAUSE WILL NOW MAKE RAPID  
PROGRESS

President Roosevelt has endorsed the Carnegie spelling reform movement. He issued orders to Public Printer Stillings that hereafter all messages from the White House shall be printed in accordance with recommendations of the Spelling Reform Committee. \* \* \* The President's official sanction \* \* \* is regarded as the most effective and speediest method of inaugurating the new system throughout the country. \* \* \*

The *Times* noted that Mr. Stillings had called for—

a meeting of all editors in the departments and those who have to do with the preparation of reports and other documents \* \* \*. [He] expects \* \* \* to put it up to the makers of copy to have it correctly spelled, so that all his printers and proofreaders will have to do will be to follow copy.

There is now no uniformity in orthography or style of capitalization and punctuation in the work of the departments, and Mr. Stillings hopes to have that matter taken up and settled as well as the spelling reform.

The *New York World* on August 25 suggested that, under the proposed system, a Thanksgiving proclamation would read as follows:

When nearly three centuries ago, the first settlers kam to the kuntry which has bekom this grat republick, tha confronted not only hardship and privashun, but terrible risk of their lives. \* \* \* The kustum has bekum nash-nul and hallowed by immemorial usaj.

The reform of 1906 immediately raised the question as to whether the order applied not only to executive documents but also to legislative documents. With the adjournment of Congress on June 30, no congressional reaction was recorded but, the *Times* noted, if Congress refused—

to accept the reform, it was bound to create a lot of confusion and bother in the Printing Office to have two systems of spelling in vogue. It

will create considerable extra expense, for it will be certain to render necessary an extra force of proofreaders. No man can read one style one minute and the other style the next.

When the bills for this extra work begin to come in and the Appropriations Committees begin to examine Mr. Stillings, the fun will begin to be lively. The chairman of the House Committee, scrutinizing every red cent of the \$900 million Congress will have to appropriate, is going to find a most attractive field in the doubled bills from the printery.

But throughout the United States, Great Britain, and Canada the battle continued. The New York State Commissioner of Education declared that he "didn't believe in telling people how to spell," and that his department would not follow President Roosevelt.

From London came reports that the reform movement was greeted in "anything but a sympathetic spirit." A paper declared that "the President overrates his powers," and "declined to believe that scholarly and cultivated Americans will sacrifice the history and meaning of the language by adopting the 'Carnegie jargon.'"

In the meantime, the man most concerned, the Public Printer with his White House orders, announced, according to the *Times*, that "he had no doubt that every department \* \* \* will speedily adopt the recommendation \* \* \* [and] appointed a Commission to revise the *Manual of Style* of the big printery."

Congress returned to work on December 3, and the overwhelming sentiment against spelling reform was made evident.

The issue was finally resolved on December 13, when the Committee on Printing submitted its report, "Standard of Orthography for Government Publications." The committee stated that previous literature of Government publications reflected the spelling in vogue at the time of its printing. It added:

Until Congress shall see fit to order the printing \* \* \* in some form of spelling other than that generally accepted by the people, it would \* \* \* be the part of wisdom for the Government in all its branches \* \* \* to adhere to a uniform

system of spelling, \* \* \* the [system] already most generally recognized and accepted by the people.

\* \* \* it is evident that public sentiment, as reflected in the newspapers, magazines, and other publications, has not been favorable to the proposed innovation \* \* \*. It is therefore a condition and not a theory with which Congress has to deal. \* \* \* Moreover, Congress has no assurance, even if it should leave present conditions undisturbed, that the next succeeding administration would not revoke the present order. \* \* \*

The sentiment in Congress is such that \* \* \* in the printing done for Congress the standard dictionaries will continue to be the accepted authority. \* \* \* any departure from the recognized standards of orthography cannot with safety, satisfaction or economy be taken until Congress and the Executive shall agree upon the adoption of other orthographic methods.

As the New York *Times* had prophesied on August 30, the spelling reform was circumvented by Congress in the form of a rider to the printing money bill.

No part of the compensation provided by this act shall be paid to the Public Printer unless he shall, in printing documents authorized by law or ordered by Congress or either branch thereof, conform in the spelling thereof to the rules of orthography recognized and used by accepted dictionaries of the English language.

And on a division there were—142 yeas, and 25 noes. So the amendment was agreed to. (*Congressional Record*, Dec. 12, 1906.)

### *Public Printer Surveys Office*

After 1 year in his new post, Mr. Stillings instituted a reorganization of the official force so that competent individuals could supervise the work.

In addition, he was critical of purchasing procedures, which in some cases were safeguarded by law but, in other cases, unsystematic and wasteful. Requesting stricter controls in the buying and receiving of GPO purchases, Mr. Stillings received authority from Congress to install new cost, audit, and inventory systems.

He also, as had preceding Public Printers, recommended that—

The old building should be razed to the ground and the material sold to the highest bidder; a



new building should be erected, thoroughly modern and fireproof \* \* \*.

### *Documents Library*

The Superintendent of Documents reported that his 10-year-old Division had built up a library of historical and present Government publications totaling 82,449 documents and maps. He stated that—

this collection, the most complete in the world of U.S. Government publications, has never cost the Government one cent; \* \* \* [it is] the most useful working tool this Office possesses \* \* \*.

He resisted a move in the interest of economy that the collection should be transferred to the Library of Congress.

To separate the Office from its reference library would make the routine accomplishment of its routine work as difficult as to steer a ship to port without a rudder.

1907

Public Printer Stillings reported on the adaptation of new business methods in the GPO and the purchase of machinery and equipment capable of meeting present and projected needs of Government. Considerable progress had been made in the development of new accounting systems, which could supply precise information instead of conjectural estimates. He also had developed an organizational concept which divided the GPO into work groups consisting of grand divisions, divisions, sections, and groups, all resulting in closer supervision and expedition of public printing and binding.

A consolidation of all manufacturing units in the new building left the old building available for storage, in addition to the Machine Shop Division and a portion of the Supply Division. The Documents Division was installed in the seven-story annex building on H Street.

The *American Printer* of April reported that Mr. Stillings was penalizing

Office employees for damage to equipment or spoilage of printing.

### *Mirrors Abolished*

Mr. Stillings further compounded his troubles by banning mirrors in ladies' restrooms in the Office. The *American Printer* in June noted Mr. Stillings' attempt to curb the vanity of his female workers. In an article entitled "Stillings the Brave," the *Printer* said:

'Tis given to but few men to receive full appreciation of their merit during their own lives. Most of them must wait for history to lay before posterity the facts of today, ere the world grants its need of praise in words or monuments. Hence it is that Public Printer Stillings need expect nothing other than he is getting for his recent order whereby mirrors have been subtracted from the entire Government Printing Building. Perchance, in the girls' main dressing-room of each department there may yet remain a single lonely exception subdued, and a sufferer from glassial strabismus; but the rank and file of the genus *Mirror* is vanished and gone, so to speak. And the girls? Yes, they're mad; and they say "It's just too mean for anything"; and "we didn't either, waste time fussing with our hair and hats!" And Stillings, stern and uncompromising to the principle, though genial and smiling to the girls themselves, goes about his daily duties with the reward of a good conscience and nothing else, for his heroic ruling that, perhaps, knocked the mercury-backed bubbles of frizzled vanity into a cocked hat. We say "perhaps" for, in the absence of mirrors, one cannot "see" if the hat be cocked or not. "O wad some power the giftie gi' us, to see ourselves" in the mirror once more! But no; and there is exceeding sorrow in the GPO for the girls—and also for "Stillings the Brave."

### *Depository Library History*

The Documents Division, by act of Congress, was responsible for providing public documents to congressional-designated colleges and libraries.

The free distribution of Government publications was first authorized by Congress in 1813. These documents were sent to State and Territorial legislatures, incorporated universities and colleges,

and historical societies. An allotment of 200 copies was more than sufficient for the needs of that early day.

In 1857, the Secretary of the Interior was charged with "receiving, arranging, safe-keeping, and distribution" of public documents "of every nature, already or hereafter directed by law to be printed or purchased for the Government." The general printing act included public and school libraries, but the indiscriminate distribution to 615 authorized institutions with inadequate shelfroom or clerical labor produced an enormous waste of printing and paper. The Superintendent advocated a cut in the congressional quota and in the number of depositories as the only remedy for the "chronic document indigestion."

He urged more selective distribution by Congress in the free distribution of Government publications. On the one hand, horse or cattle books were sent to districts in which automobiles and electric cars held sway and where cattle were represented only in butcher shops and dairies. On the other hand, rural districts were flooded with *Flags of Maritime Nations* or single volumes of *Messages and Papers of the Presidents*, instead of books published specially for their use.

In 1907 Congress approved a more systematic method of numbering congressional documents, as compared to the former crazy-quilt pattern in use.

### *Census Bureau Printshop*

Congress authorized the abandonment of a Census Bureau printshop, and all work was transferred to the GPO.

## 1908

The 1908 annual report failed to convey the great confusion of this printing year. Public Printer Stillings was sus-

pended by President Theodore Roosevelt on February 5. Then followed in succession Henry T. Brian, Acting Public Printer until June 9, when John S. Leech of Illinois took over as Public Printer. Leech served until November 30, and was replaced by Samuel B. Donnelly of New York on the next day. On December 8, 1 week later, Mr. Donnelly submitted his annual report to Congress.

### *Investigation of Office*

On February 5, President Roosevelt verbally and by letter had instructed William S. Rossiter to investigate the general conditions in the GPO. At the same time, the Washington *Evening Star* reported that "Public Printer Stillings had been suspended by Roosevelt on representations said to be of a startling nature."

The Rossiter report of February 29 covered the following subjects:

- (1) The operations of the Audit System and allied companies.
- (2) Financial operations.
- (3) Method of purchasing supplies.
- (4) Expenditures for travel.
- (5) Organization, plant, and volume and cost of product (purchase of typesetting machines).
- (6) Attitude and feeling of employees.
- (7) Favorable aspects of Mr. Stillings' administration.
- (8) General aspects of the Federal printing question.
- (9) Summary.

Of chief importance was the study of (1), which concerned fees paid for a new GPO audit system. Following were (5), (6), and (7).

### *New Accounting System*

For 30 years the GPO had maintained the same scale of printing charges. Composition was charged at 50 cents an hour, plus 40 percent for nonproductive labor and miscellaneous charges, for a total of 70 cents per hour. Through the years to 1906, other factors had entered into pro-



duction costs, and the cost system in effect became approximate rather than precise.

The extraordinary industrial growth of the Nation had created companies specializing in the business of systematizing plants. Mr. Stillings recognized the need of some accounting reform, and requested that Congress provide funds "For the purchase and installation of and instruction in cost, audit, and inventory systems." He signed agreements with a New York firm known as the Audit System. Three separate contracts beginning September 6, 1906, were made. When the contract was canceled by the President on February 13, 1908, total costs, including supplies and furniture, were \$138,110.

### *Comparative Costs*

The committee noted that a Post Office Department fiscal reorganization cost \$61,000. The Interior Department had been systematized for \$14,000. From testimony offered, the committee concluded that the GPO, on the basis of other printing plants, should have been handled successfully from \$10,000 to \$35,000, the latter an extreme maximum.

### *Purchase of Typesetting Machines*

The committee found that composing machinery purchased in the years 1904-08 amounted to \$965,528. It concluded that "having avoided their installation until long after they had become indispensable in every other large office, the GPO had gone to the other extreme." However, it admitted that there was no question concerning the value of typesetting machines, for they were necessary fixtures in every progressive job office as well as in newspapers of any consequence. It also noted that 50 duplex Monotype keyboards purchased for \$60,000 had arrived, but Office officials seemed reluctant to put them into service, with but 1 or 2 machines necessary.

The committee also found that the Office now had 207 composing machines, and it appeared that insufficient time had "been taken for tests and properly acustoming the force to the most efficient use of this machinery." It also asserted that "no economy can result unless the product equals or exceeds the work of three men by hand composition"; but that GPO production did not exceed that of two men.

### *Attitude of Employees*

Mr. Rossiter expressed the view that newspaper statements of employee dissatisfaction and irritation had been much exaggerated. It was generally agreed that Mr. Stillings found the Office much demoralized in discipline, organization, and productive capacity. In his 1906 annual report, Mr. Stillings had stated that certain corrective measures were necessary. The committee agreed that these efforts to improve conditions necessarily excited opposition in some quarters and of course created enemies of all who were indolent or inefficient. In addition to these elements, there were others who were inclined to be antagonistic for a variety of reasons.

Questioning of employees disclosed that too many administrative orders were ill-judged, severe, and unnecessary, producing a climate of insecurity and dissatisfaction. Further direct questioning of section representatives showed that compositors, proofreaders, pressmen, and Linotype and Monotype operators knew of no grievances of any kind against Mr. Stillings. However, the bindery charged discriminations against their association, and electrotypers and stereotypers complained of too much overtime and certain working rules.

Overall, the committee concluded, Mr. Stillings "had not been a good judge of men, but at the same time could not be accused of any intentional wrongdoing."

## *Favorable Aspects of Mr. Stillings*

The Committee concluded that—

few men were better acquainted than Mr. Stillings with the printing business in its various branches. Having a strong constitution and unbounded energy, he appeared to have spared neither strength nor time in his devotion to the work of the office as he saw it.

He introduced discipline where little had existed, and endeavored to weed out incompetent persons and to secure a larger per capita product.

He established a hospital \* \* \* and a system of rigid sanitary supervision, both \* \* \* of real and lasting benefit.

## *Successor to Mr. Stillings*

Immediately after the report was submitted to the President, speculation arose as to the selection of a new Public Printer. On the basis of his report, Mr. Rossiter was being sponsored by certain groups, and the Washington *Evening Star* of March 2 noted that "Employees of the office are on the tiptoe of expectancy as to who will succeed Mr. Stillings as Public Printer." The *Star* on March 17 printed this headline: "President decides to name William S. Rossiter." But shortly after, John S. Leech of Illinois was appointed.

At the time of his appointment, Mr. Leech was in Manila serving as the Philippine Public Printer. The Washington *Post* of June 9 reported that—

John S. Leech arrived in Washington from Manila, by way of San Francisco and Bloomington, Ill., his parents' home. \* \* \*

Mr. Leech comes "from the trade," to speak in craft vernacular. He comes from a high position in the Government service to a higher, and even more active, office in the same service. \* \* \* he learned the printing trade on the Bloomington *Pantagraph*. In 1889 he came to Washington as a compositor in the GPO, and later served as proofreader and foreman of the 5th Division.

Mr. Leech is an honorary member of Columbia Typographical union \* \* \* and twice has represented that union in conventions of the ITU.

## *Wage Increase*

On October 1, Public Printer Leech advanced the wages of 84 Linotype operators and 137 Monotype operators. Mr. Leech stated that the experimental stage of machine composition had long since passed, and that operators in the Office had not been receiving compensation comparable to that paid by private concerns in large cities.

Printers and bookbinders received 50 cents per hour, with from 5 to 10 cents added in the case of proofreaders, makers-up, or other occupation requiring special skill.

After 4 months of Leech's administration, the GPO "situation" again became critical, for on October 31 the *Post* reported that—

Public Printer Leech will be relieved of his office after election, according to present intentions, and will be replaced by Samuel B. Donnelly. \* \* \*

Mr. Leech has gone to his home in Illinois to remain until after election. The exacting work incident to the preparation of the printing office for the approaching session of Congress [December 7] has so broken Mr. Leech's health that it is by the orders of his physician that he is to take a rest.

## *Donnelly Becomes Public Printer*

On December 1, the *Post* stated:

Samuel B. Donnelly, the newly appointed Public Printer, took the oath of office at the \* \* \* White House yesterday \* \* \*, succeeding John S. Leech, whose resignation had been accepted by the President \* \* \* a precedent was established, as it is said that never before has a Public Printer or similar official been sworn in to his new duties at the executive mansion.

Mr. Donnelly, former president of the International Typographical Union in 1899 and 1900, declared that—

I came to Washington to accept the position as head of the world's largest printshop under strong protests from the officers and members of the New York Building Trades [he had been a member of its board].



The *Post* also noticed Mr. Leech's departure:

When the retiring Government printer [Leech] was leaving the office after his last day's work there, \* \* \* he was met at the door by more than a thousand of the employees, both women and men, who tried to show \* \* \* the good feeling that existed in the office toward him.

### *"Record's" 35th Anniversary*

During the investigation and debate over a new Printer, however, the Office continued its printing work for the departments and Congress, and particularly the *Congressional Record*, whose beginning on March 5, 1873, had been created by another printing investigation. On March 4, the Washington *Evening Star* printed an article entitled "Record's 35th Anniversary; Congressional Publication Reaches Mature Age; Was Begun as Temporary Expedient While Bidders Fought."

At the present time 28,000 copies of the Record are printed, and the 3 presses have a combined capacity of 32,000 copies of a 120-page *Record* per hour.

## 1909

During the years 1904-08 the GPO had been the Government's "problem child," and the newspapers of the day had devoted much space to the series of investigations and the parade of successive Public Printers. Under Mr. Donnelly, however, the equilibrium of the Office was restored and for the next several years the GPO was to achieve an uncommon anonymity. According to Mr. Donnelly's annual reports, the state of the public printing seemed to be in better, if not quieter, condition, and the following GPO printing years provided little excitement.

### *New Cost Ascertainment*

Work production this year totaled \$6,237,483. Congress for the first time placed the Documents Division on its own feet as a Government bureau, and its operating costs of \$323,198 were not included in public printing and binding charges. This change caused a 5-percent reduction in bills for Government printing.

### *Branch Offices Acquired*

This year marked the entry of the Treasury, Interior, and Agriculture branch printing offices into the GPO family.

## 1910

Further new business for the GPO was the awarding of a Post Office contract for printing postal cards beginning in February. Although the new work caused paper and mechanical difficulties, the Office produced 156,834,000 cards in October.

### *Motor Age Arrives*

After consulting with other Government departments, as well as several commercial firms, all of whom had adopted electric trucks, the Public Printer recommended the substitution of trucks for his present horse-and-wagon delivery service.

In 1912, six electric trucks were purchased for \$17,373. Old traffic equipment was sold, but six horses and two trucks were retained.

### *Paper Control*

Pointing out departures from printing law, Mr. Donnelly advised departments

that all paper for public printing must be purchased by GPO, so as to discourage department practice of furnishing paper for use in public printing and binding. The Office was now producing looseleaf binders and binding devices.

### *Plan To Reduce Accidents*

In 1910, there were 770 industrial accidents in the GPO. The Medical and Sanitary Officer, appalled by the many industrial accidents in the Office, recommended that contracts for the purchases of "swiftly moving or power-driven machinery" should include an indemnity bond of, say 5 or 10 percent of total cost of machine for its useful life. A bond provided by the manufacturer would, after an accident, yield funds for the purchase of safety devices and guards to be placed on the machine. Such indemnification would insure to the Government "the saving of large sums of treasure \* \* \* that is and would be otherwise wasted, so far as prevention and repetition of accidents are concerned."

It would insure the employee against "The receipt of possible injuries to limbs that mere money could not hope to offer adequate compensation." And would insure the manufacturer "Relief from mental anguish, responsibility, and worry after an accident."

This humanitarian recommendation was not adopted, but industry recognized the problem by installing built-in safeguards. Workers, through safety committees and education in industrial good housekeeping practices, were able to reduce accident incidence.

### *Sunday Eulogy Edition*

Congress in 1910 required the printing of a *Congressional Record* Sunday eulogy edition, at an extra expenditure of \$7,803.27. By printing this edition in

the *Monday Record*, the volume of Sunday work was reduced.

### *Documents Recommendations*

The Superintendent noted the great waste in free distribution of Government publications. As an example, the Patent Office *Official Gazette* was sent to 3,190 congressional designees. The Printing Investigation Commission sent a circular to the *Gazette* mailing list of 3,190. Of this number 1,543 (less than half) requested continued delivery, while 903 did not want it. In addition, 744 failed to reply to repeated inquiries.

The sale of coupon books for purchasers of public documents was adopted, and books of twenty 5-cent coupons were sold for \$1. Thus the purchaser was not compelled in every instance to either purchase a money order or to risk enclosing the amount in cash. This device stimulated sales.

## 1911

The Public Printer reported as follows:

In recognition of increased Office efficiency, he recommended a wage increase for employees.

The Joint Committee on Printing approved lighter weight paper for the *Congressional Record* and other Government printing, in addition to the elimination of unnecessarily heavy paper stock items from the *Paper Catalog*. These efforts toward economy met with hearty approval of departments.

Three bridges, on the second, third, and fourth floors, were constructed to cross the courtyard of new building.

A new money order press was purchased, thus materially reducing printing costs.



## *Pension Proposed*

This year, 9 years before passage of original Federal Retirement Act of May 22, 1920, the Public Printer recommended a Government pension for 250 Office employees over 65 years of age.

## 1912

Mr. Donnelly reported the following:

Increased individual production effected a 5-percent reduction in printing charges, saving Congress and the departments about \$300,000.

A new garage was built on a vacant lot adjoining H Street Annex at a cost of \$17,870.69.

The Public Printer noted that he had no control over volume of printing and binding. His responsibility consisted solely of GPO management and to control the cost of producing work authorized by law, but Office work was controlled by Congress and heads of executive departments and Government establishments.

## *Wage Increase*

In considering wages, a congressional committee noted that Office employees enjoyed—

numerous advantages over the employees of commercial plants, such as greater permanency of employment; a month's leave on full pay each year; extra pay for night, Sunday and holiday work; and shorter hours in many instances.

Printers and bookbinders were increased from 40 to 50 cents an hour, and pressmen, from 50 to 55 cents.

## *Superintendent of Documents*

The Superintendent reported that he sold documents only to the public, that he did not give away public documents, but did supply free price lists.

He also requested an advertising appropriation—

so that thousands of dollars' worth of books on our shelves, gathering dust and benefiting no one, would be turned into cash money if the public could be made aware of their existence and the modest selling prices.

The *Check List* covering Government publications from 1789 to 1909 was published and received acclaim from library world.

## 1913

On June 26, Cornelius Ford of New Jersey succeeded Mr. Donnelly as Public Printer. The new Public Printer submitted the following modernization recommendations to Congress:

That portion of the Monotype keyboard equipment first installed should be discarded, as it is now obsolete, and there should be installed 50 style "D" keyboards, 90-em scale, in place of the 100 Monotype style "C" keyboards. Such a change would result in further decreased cost of production of Monotype composition.

In line with the changes in the Monotype equipment, there should also be an allowance in the appropriation act for the changing of the old Linotype machines to later models, and also a sufficient amount allowed for the installing of several of the latest improved Linotype machines.

The Joint Committee on Printing restricted free distribution of embossed stationery to Members of Congress.

## 1914

The highlights were:

Mr. Ford replaced 20- to 30-year-old presses now obsolete, and installed a new *Congressional Record* press and an offset press. [This is first appearance of "offset" in GPO annual reports.]

A new restroom on fifth floor was established for female employees "suffering

from industrial fatigue; \* \* \* a very humane and necessary adjunct to office."

The *Congressional Record* of May 6 contained 366 pages, the greatest in Office history. Requiring several days of production, it contained voluminous railroad records read into the *Record* by Senator La Follette of Wisconsin.

### *Field Offices Restricted*

To prohibit the establishment of additional branch offices by the GPO, the following provision was included in the act of August 1, 1914:

No money appropriated by any act shall be used for maintaining more than one branch of the GPO in any one building occupied by any executive department or departments of the Government, nor shall any branch of the GPO be established unless specifically authorized by law.

## 1915

Congress adjourned after a 7-month session and several years of continuous sessions. The low volume of department work caused the elimination of the night force, forced a reduction of employees on the day shift, and necessitated short-period furloughs for all employees. Government departments responded quickly to the President's appeal to provide work for the Office.

The Comptroller General decided that Office employees were entitled to leave of absence of 30 working days.

### *Offset Section Proposed*

Mr. Ford urged that the GPO be permitted to adopt the new offset printing process:

Notwithstanding that new machinery has been purchased during the past year, much yet remains to be done to bring the plant up to the highest point of efficiency. Day-by-day increased demands are being made upon the Public Printer in the amount of printing and rapidity of execu-

tion. In line with progress and the advancement of new methods in the printing industry, I have taken up the question of offset printing with the ultimate object of installing this process. Offset presses and a suitable photomechanical process for the preparation of printing plates (zinc and aluminum) could probably be installed for about \$60,000. The installation of this method will, in my judgment, provide for a wider range of work at greater speed and less cost. Between 6,000 and 8,000 square feet of space would be required for offset presses and photomechanical equipment. [In 1926, the GPO formally entered the offset field.]

## 1916

Mr. Ford renewed a recommendation for a new offset division estimated to cost \$80,000, which would enable production of large quantities of work at greatly reduced cost.

Congress again was asked to consider seriously a new building to replace the condemned old building so that space could be allocated for a new offset press section and to relieve overcrowded work-rooms.

The Documents Division approached \$200,000 in document sales, with over 47 million documents sold, a 63-percent increase over 1915.

Patent Office printing was suspended again for lack of printing funds.

Mr. Ford again petitioned Congress for a pay increase for printers and bookbinders, whose pay was fixed by law. He stated that fairness and justice to the men required an increase from 50 cents to 55 cents per hour.

Mr. Ford renewed request first made in 1911 for Government pension for Office workers ranging in age from 60 to 80 years. He suggested that productive capacity of Office could be materially increased if some means could be found to encourage retirement, and younger persons employed. [The Federal Retirement Act was passed in 1920.]



cheaper but durable materials, with resultant savings of about \$100,000.

Declaration of war on April 6 resulted in the greatest demand in history on GPO. Preparedness and war activities required printing and binding far exceeding that of any previous year, for the war emergency demanded urgent and rush delivery of printing orders submitted at a moment's notice. Orders ranged from 1,000 to 25 million each, and were executed together with current congressional and departmental work, on a 24-hour basis.

In spite of such pressure, the daily average number of employees increased by only 145. Total operating expense increased 28 percent, because of extra night forces and overtime.

### *Production Miracles*

The work force, aided by new work methods and the recent modernization program which had retired obsolete equipment, was able to meet the unprecedented demand for vitally needed war printing. The policy of replacing obsolete equipment with modern machinery paid handsome dividends during the crisis. New presses installed in 1916 accomplished a 30-percent output increase compared to the old presses. Also a factor was the ingenuity displayed in making combinations of forms and resulting economical runs.

In spite of the war climate, Post Office requirements had to be met. Postal cards totaled 1,063,649,044, a 3-percent increase over 1916. Under the paper regulations, the Post Office supplied about 7 million pounds of stock, but the supply became exhausted several times, and caused a halt in production.

Bindery output increased 40 percent over 1916, with an increased work force of 400. To insure delivery, it was necessary in many instances to substitute

### *Price Line Held*

The scale of prices for public printing and binding held firm, although supplies and materials advanced in price, in some cases as much as 300 percent.

### *Paper Supply*

The Joint Committee on Printing refused to award paper contracts at prices larger than in previous years. Paper was purchased in the open market at varying prices, and through direct personal appeals, Mr. Ford was able to obtain sufficient supplies of paper. He noted that paper costs represented 28½ percent of total printing charges, whereas in 1916 paper represented but 18 percent.

### *Plant Maintenance*

With the Office on a nonstop schedule, including Sundays and holidays, insufficient time was available for machine repairs. Considering the large number of productive machines, the force of trained mechanics kept the wheels turning with a minimum amount of lost time. For their fine efforts in maintaining production and to match salaries paid in private business, a slight wage increase was given to machinists, electricians, carpenters, and painters.

There were 1,612 industrial accidents during the year, an amount regarded as small because of the increased force working under high pressure and the hundreds of machines in constant operation.

### *Office Becomes Own Supplier*

Difficult supply conditions in the trade turned GPO efforts toward self-sufficiency.

Approximately 30,000 pounds of ink

was produced at substantial savings, in addition to convenience of manufacture on the premises.

After considerable testing, book lining or marble papers were also produced. This paper was formerly purchased, in some cases in foreign countries. Carboned papers, used in manifold books, were manufactured in the Office at one-third the outside cost.

Type metal, a vital necessity for the typesetting machines, was produced by the metal room, with a daily output of 8 tons of linotype metal and 3½ tons of monotype metal. By salvaging and remelting dead type, the Office was able to reduce its annual purchase of 125,000 pounds of virgin lead, antimony, and tin.

### *New Legislation*

The act of March 3, 1917, abolished a printing branch in the State, War, and Navy Building, with work transferred to main GPO.

The same act transferred jurisdiction over contracts and purchases from the Secretary of the Interior to the Public Printer when Congress was not in session.

### *New Building Needed*

Mr. Ford again advised Congress of imperative need for new building. The new building occupied in 1903 had been declared inadequate even before completion, and Public Printers since had appealed for more working space. The progressive increase in workload was greater than expected, in addition to many changes in Office organization. These unforeseen changes, usually by act of Congress, included:

(a) Transfer to GPO of six large branch printing offices from various departments to relieve their space problems. This work was shifted to GPO without provision for additional space.

(b) Departments had abolished publication mailing divisions because of similar GPO functions. All mailing was now centralized in the GPO, already suffering space shortage.

(c) A Post Office contract for postal card printing required about 4 million cards daily, with space necessary for hundreds of rolls of stock and provision for safekeeping cards awaiting shipment. A new division was established separate from rest of Office.

(d) Printing of money order forms also required establishment of a new division, likewise creating additional storage problems.

(e) Entrance of GPO into manufacturing activities induced by supply shortages, such as inks, rollers, carbon and lining paper, type metal, all of which required considerable working space.

Mr. Ford also noted that the Office needed more storage space for supplies, room for installation of offset presses and accompanying photomechanical equipment, and more room for production divisions which needed more equipment, but without room to place it. Therefore a new building on site of old GPO was an "absolute, imperative, and immediate necessity."

### *Pay Increases Suggested*

Numerous resignations took place this year, with many requests for transfer to other departments offering more attractive salaries for the same work. Congress attempted to halt the exodus by prohibiting transfers at a higher rate for 1 year, but Office employees continued to resign and then wait out 1-year prohibition. Mr. Ford pleaded that "without the consent of Congress, I cannot offer such inducement [higher wages] to those employees whose salaries are regulated by law." He once more requested an increase for printers, pressmen, and bookbinders, and recommended that these crafts be paid 60 cents an hour.

## 1918

War activities were responsible for a printing product of over \$12,205,000, far in excess of any year in Office history. The immediate preceding years had produced successive record highs, but the



many new bureaus and expansion of work in established departments demanded enormous quantities of printing and binding for immediate use. Warwork naturally received priority over routine work. About 900 more workers were added, and most divisions were on three 8-hour shifts. With an unlimited number of orders on hand, planning procedures were adopted so that a vast quantity of finished work was produced advantageously and at a cost less than commercial prices.

A greater part of the huge workload, in addition to the customary work for Congress and the various departments, was the military printing demand.

The Army required millions of copies of drillbooks, handbooks, regulations, etc., clothbound, for immediate delivery. The Navy also needed vast quantities of printing and binding, with charges for these two departments totaling over \$4½ million.

War agencies demanded—and received—75 million thrift cards, 25 million questionnaires and blanks, 27 million notices of classifications, and numerous orders ranging from 1 to 5 million each.

Agriculture was furnished many millions of posters, pamphlets, and circulars in food-for-war campaigns, and 18 million Farmers' Bulletins were also printed.

The old-line agencies contributed to the printing pressure. In addition to 350 annual reports with runs ranging from 1,000 to 450,000 copies, the departments also required about 100 dated periodicals, including 8 daily, 22 weekly, and 58 monthly publications, running between 500 and 200,000 copies.

### *Office Prices Versus Commercial*

Mr. Ford noted that printing needs were "increasing by leaps and bounds." He also noted that departments had purchased considerable printing from com-

mercial sources, and that charges were higher than the Office scale of prices. Such charges, he claimed, varied from 2 to 470 percent higher, but approximately 60 percent could have been saved if the work had been performed in this Office.

Without making any reflection whatever, it is evident that \* \* \* bureaus of the Government have paid excessive prices for printing. \* \* \* all printing and binding \* \* \* should be handled by the Public Printer, who is in reality the official printer for the Government and who should be responsible for all of that work.

### *Mr. Ford recommended—*

immediate legislation that will require all printing and binding orders \* \* \* to be placed direct with the Public Printer and to be done in the GPO, with proviso that such work as cannot at any time be handled in the GPO may be let out by the Public Printer on contract to commercial printing offices.

### *New Machinery Funds*

After the purchase excesses of 1904-07, Congress had placed fiscal restraints on the amount of GPO purchases. Fretting over his inability to meet printing demands within fixed money limits, Mr. Ford in his annual report stated:

Experience shows that the output of a new machine generally is from 30 to 50 percent greater than that of the old one it replaces, and the initial cost is thus soon made up. The Public Printer's expenditure for machinery is fixed at not over \$100,000 per year. In ordinary times and with ordinary prices prevailing, this limited amount could possibly be gotten along with, but under present conditions of constantly increasing prices, together with the urgent need for more machinery in order to produce the larger amount of work demanded from this Office, a \$100,000 limit for machinery is altogether insufficient, and is a very serious detriment to the service. The Public Printer should be free to purchase the machinery he knows is needed if he can so arrange it out of his total appropriation, and I recommend that he be authorized to expend, if needs of the service so demand, up to \$200,000 for machinery out of the regular appropriation for printing and binding.

## *Secret Work*

With the country at war, the Office and its war printing presented a sensitive security problem. Mr. Ford reported that—

Secret and confidential publications, of which there were very many, were handled throughout the Office under strict and ironclad regulations, preventing any premature publicity or any breach of confidence \* \* \*.

## *Printing Prices Reduced*

The year presented an interesting anomaly of increased costs and wages, accompanied by a 5-percent reduction in charges to departments. Wages were necessarily increased to retain certain classes of labor, but through improved supervision and the hearty cooperation of employees—

all of whom realized that their chance of helping win the war lay right in this office, the individual output was gradually increased until it met and then overcame the larger operating expense \* \* \*.

## *Post Office Printing*

Although the accent was on warwork, the Post Office was also busy. Over 1,151 million postal cards were printed, representing an increase of 88,338,162 over 1917. The successful handling of this class of work was emphasized when the Office, under competitive bidding, secured a 4-year contract for printing postal cards, effective January 1.

## *Paper*

Securing an adequate supply of paper assumed serious proportions. The Joint Committee on Printing had made awards for about one-half of estimated needs, but later canceled most of the contracts because of increases in cost of production. By open-market buying, the Public Printer procured a large amount of paper stock,

but embargoes on railroads and scarcity of fuel at papermills occasioned delays in delivery.

## *Documents Division*

The operations of this Division involved the distribution of over 44½ million publications, the sale of 7,853,886 pamphlets and books, the handling of over 297,000 letters requesting information, the compilation of catalogs and price lists, and the maintenance of 1,150 mailing lists with over 1 million names.

## *End of War*

Signing of the Armistice on November 11 found the Office in full swing on largest output in history. All productive divisions operated on three 8-hour schedules. Shortly after, a letup was apparent because of wholesale cancellation of war printing. This slowing down was of short duration, for work held back by departments and printing for postwar recovery began to pour in. In addition, Congress was in session 9½ months, requiring more than normal quantity of printing.

## 1919

This printing year was marked by an extremely heavy personnel turnover of 5,000 employees because of transfer, resignations, and death.

Congress on March 1 approved a bill which provided funds to the City Post Office for heat, light, and power supplied by the GPO plant. Public Printers' yearly reminders finally bore fruit, for about \$45,000 would now be paid to the Office.



## Wage Increase

Congress authorized bonus payment of 8.6 cents an hour to workers in lieu of pay increase. Printing charges to departments were increased 5 percent because of the bonus and increased cost of materials.

## Reclamation of "Globe" Plates

About 440,000 pounds of excellent metal, valued at \$45,000, was reclaimed from old plates of the *Congressional Globe* and *Congressional Record*. The *Globe*, predecessor to the *Record*, dated back to 1833, and these plates had been in the *Globe* vault in a building at the rear of Third Street, near C Street NW. The reclaimed metal thus entered the production stream of the Office, and the vault was used for storage of Office records.

## New Building

Public Act 314, approved by Congress on March 1, directed that practically all Government printing and binding should be done in GPO. As in former years, Mr. Ford reemphasized the need for a new building.

## Public Documents

Publications totaling 61 million were distributed, the great bulk representing free distribution by departments. Mr. Ford was "convinced that the present method of free distribution is conducive of waste in that publications in many cases go to persons who can put them to no good use." Mailing lists totaled 1,170, and had over 1 million names. Typists, catalogers, and indexers continued in short supply, because low salaries set by law forced them to accept similar positions elsewhere at better pay;

some positions authorized by law could not be filled; and salaries were entirely too low for eligibles who would not accept the only offer possible under law.

Mr. Ford recommended review of unrealistic departmental printing orders. He suggested printing orders should cover only official and initial distribution, and not anticipated public demand, thus permitting the Office to satisfy demand when it developed.

He also recommended establishment in GPO of a centralized bureau of distribution and information through which the public "shall be correctly informed as to the activities of the Government."

## 1920

Congress was in session for about 11 months, with congressional work exceeding the previous year by 57 percent.

Public Act 23, approved August 2, 1919, directed an increase to 75 cents an hour for printers, pressmen, and bookbinders. The pay increase, however, did not meet commercial rates, and there was steady attrition in all classes of skilled workers who not unnaturally were attracted by higher wages in private plants. This increase, together with mounting costs of paper and materials, required a 10-percent increase in printing charges.

A total of 700 million postal cards was produced. For the first time, stock for this work, formerly purchased by the Post Office and furnished to GPO, was purchased direct by the Public Printer.

The paper supply situation became critical when advertisements failed to attract bids, but personal pleas to the paper trade by Mr. Ford produced sufficient stock to meet Government needs. All employees were cautioned to avoid waste, and spoilage allowance was reduced.

Mailing lists totaled 1,159, with 1,066,000 names. The Joint Committee on Printing reduced printing of reports, documents, and publications to 1,000 copies, thus limiting free distribution by departments and tending to increase sales. Over 55 million publications were distributed in 1920.

## 1921

### *Government Wastepaper*

Mr. Ford protested to Congress that the Office, under law, was burdened with the handling of all departmental wastepaper. This year over 12 million pounds was baled and shipped, but moneys received reverted to the Treasury, and the costs incurred were included in printing charges. He regarded this procedure as an unfair burden, for such paper required pickup and handling by the Office, and in addition, paper from the departments contained—

much filth, discarded lunches, old clothing and shoes \* \* \*. This undesirable accumulation has attracted an army of rats and vermin to the GPO \* \* \*, which is a printing plant and not a junk yard.

On April 5, George H. Carter of Iowa became Public Printer. As clerk to the Joint Committee on Printing for 12 years, Mr. Carter was familiar with GPO operations, and as a practical printer, was versed in the graphic arts. Taking over from Mr. Ford, Mr. Carter stated that—

President [Harding] 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. \* \* \* [The Office] is entitled to be treated as a big business proposition, free from all partisan bias and selfish interests.

Mr. Carter immediately instituted numerous economies in printing and binding. He also returned \$2,400,000 in unspent printing funds to the Treasury. Assuming office with less than 3 months of the fiscal year remaining, he resisted the temptation to "stock up" on equipment and plant improvements, ignoring the "precedents of this office \* \* \* in an orgy of purchases \* \* \* with an unexpended balance."

Another step toward economy concerned the Public Printer's annual report. On June 16, Congress had authorized a reduction in the size of annual reports, and Mr. Carter promptly cut his current report to 56 pages, in sharp contrast to the 716-page report of 1920. Extensive—and expensive—statistical tables were omitted, with only 12 pages in 1921 compared to almost 700 in 1920. Removed from public gaze forever were lengthy tables listing, by department, every publication printed in the GPO; each individual sale by the Superintendent of Documents; each purchase of paper, engravings, equipment, materials, and supplies; and the earnings of Office employees, according to hours worked and total wages.

### *Savings in Paper*

As clerk to the Joint Committee on Printing, which controlled the awards of paper contracts, he had acquired experience in gaging the state of the paper market. In his annual report he stated that on January 31, the Joint Committee had opened bids for the annual supply of paper. The committee concluded that the quoted prices were too high and therefore rejected all proposals. Three weeks later, on February 21, a declining paper market had lowered bids by \$684,638. A 3-month supply was ordered, and by June 1 prices had declined an additional 25 to 50 percent. The wisdom of the



committee in rejecting the early proposals for the Government had saved \$1 million by withholding paper awards.

### *New Accounting Division*

This year saw the beginning of the U.S. Bureau of the Budget. To provide the fullest cooperation to the new Bureau, the GPO consolidated the accountant's and cost accounting sections into the Division of Accounts, under the direction of a Superintendent of Accounts, who also served as budget officer.

Centralized control over all accounting activities, which included 65,000 accounts, in addition to an accurate cost system, financial reports, and work and pay records of 4,500 employees, produced important savings. The Office, in conjunction with the Budget Bureau, set up an interdepartmental Permanent Conference on Printing, with the Public Printer as permanent chairman. Approved by the President, the conference effected substantial economies in public printing. The GPO supplemented the conference by the organization of a Requisitions Review Board, which examined all printing and binding requisitions for the purpose of effecting further economies and standardization of similar printing needs of various departments.

### *Postal Guide Printing*

For the first time the GPO printed the *Official Postal Guide*. This publication had for many years been printed in Albany, N.Y. On April 21 the Joint Committee on Printing authorized the Public Printer to undertake the printing of the *Guide*. On May 3 first copy was received, corrections were made up to July 1, and on July 9, the Postmaster General received 91,711 copies of the 928-page *Guide* and 12,000 copies of a 628-page abridged edition.

Government printing produced the immediate effect of reducing the former \$1.50 price to \$1, and additional monthly supplements from 75 cents to 50 cents.

### *"Record" Issued on Time*

The Joint Committee on Printing had established a midnight deadline for the submission of "Extensions of Remarks" by Members of Congress in the *Congressional Record*. Some Congressmen had developed the habit of sending in copy for such "speeches at all hours of the morning." Placing the *Record* on a regular schedule, the Public Printer avoided delays in mail deliveries to distant points.

With an inflexible deadline, the night force on a Saturday half workday produced an entire edition of 32,500 copies in 4 hours. The force set a new production mark when the 64-page issue was set, plated, printed, wrapped, and delivered to the Post Office by 7:45 a.m.

### *Work Expands*

Congress, in 1919, widened the scope of public printing performed by the GPO. When it passed an act which required 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 GPO, 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.

The effect of the law placed in the Office all printing formerly financed by funds other than regular printing appropriations. Known as repay work, it had been executed by Government field printing plants or procured from contract printers in various parts of the country. Mr. Carter recommended legislation

which would confine all individual department printing needs in one specific fund, instead of a small printing allocation supplemented by a larger fund diverted from another lump-sum authorization.

### *Printing Charges Reduced*

Economies achieved in work operations and savings in paper purchases produced substantial reductions in the scale of charges. Composition costs were reduced 10 cents per 1,000 ems, and postal card costs were lowered by 36 percent, for a saving to the Post Office of \$168,112. In addition, charges for printing congressional speeches were cut by 25 percent.

### *Reduced Personnel and More Work*

The Public Printer reported a reduction of 510 employees on the rolls. With new printing appropriations available on July 1, the departments flooded the office with copy, stocking up more than double the number of folios on hand at the same time in 1920. Because of the vast quantity of copy on hand, the Office made special efforts to obtain slug-casting machine operators. However, strike conditions in the trade and keen competition for machine operators handicapped the Office in obtaining an adequate number of competent operators.

### *Retirement Act in Effect*

On August 20, 1920, the civil service employees' retirement act became effective. In the first fiscal year of the act's operation, 179 employees retired, of whom 123 retired at 65 years, and 56 at 70 years. Of the total 317 employees eligible for retirement on August 20, 1920, 164 received 2-year extensions.

The Public Printer noted that—

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.

### *Government Bookstore*

Local sales of Government publications had grown rapidly with the establishment of information bureaus and headquarters of various national organizations in Washington. Noting the increased demand for documents, the Superintendent of Documents was directed to set up a retail bookstore on the first floor of the Documents building. Designed for the convenience of the public who formerly had to ride in a freight elevator to the sixth floor, the bookstore would provide better service and would be helpful not only to the public but also to Government employees.

The Public Printer once more advocated a policy of selling publications at cost rather than the prevailing giveaway distribution.

### *Employee Welfare*

Interested in improving working conditions from the humanitarian point of view and the resulting increased efficiency from a "well-contented and physically fit work force," Mr. Carter began an employee welfare program. Employees were forced to eat cold lunches on workbenches or be serviced by peddlers who roamed through the building. The largest printing office in the world had no place for recreation or assemblage of employees, for these were the "good old days," not only typical of the GPO but also of other industrial establishments of the time.

The first step was the alteration of the eighth, or attic, floor of the main building, which served as a playroom for rats amid heaps of rubbish. Its 20-year-old



roof was badly cracked, and heavy rains leaked through to the seventh floor containing a million dollars' worth of machinery.

Plans were drawn to erect a full floor in place of the attic and to provide an adequate cafeteria, rest and recreation rooms, a much-needed photoengraving plant, and metal and storage rooms. The recommendation received the hearty approval of the Joint Committee on Printing.

## 1922

The conversion of the almost useless attic into an eighth floor was completed when Harding Hall, named in honor of the first printer-President, was dedicated on Christmas eve, 1921. Harding Hall now became the center of Office recreational activities. Here Christmas parties were held for children of employees. During Friday lunch periods an employee orchestra provided music for employees "who go back to their tasks \* \* \* with a smile and a cheer that are readily reflected in the increased efficiency of a happy and contented lot of employees." The first organization granted the use of Harding Hall was GPO Unit No. 1 of the United Veterans of American Wars, composed of 500 employees who had served in the Civil, Indian, Spanish, and World Wars.

Operated by the employee-controlled Cafeteria & Recreation Association which had been organized in 1921, the cafeteria opened for regular service on January 23, 1922. The association was incorporated in 1951. Also available were rest and recreation rooms, and its equipment included two fine pianos, a \$1,600 concert grand, and four bowling alleys.

There was noted an immediate increase in Office production from "a more

competent and contented lot of employees." The *Washington Evening Star* made a study of the new facilities and estimated that GPO employees were saving "\$200,000 a year in the reduced cost of meals." The Public Printer felt that the *Star* may have overstated the case, "but there is no doubt that the cafeteria, serving a full-course luncheon for 25 cents, had reduced the cost of living for [GPO] employees many thousands of dollars annually."

## *Apprentice School Opens*

Because of the shortage of skilled craftsmen and a reduced work force, Mr. Carter recommended an apprentice-training program. The Office had abandoned its loose apprentice system in 1886 after Mr. Benedict had rejected the role of Government in producing skilled workers at Government expense.

In 1895 Congress had authorized the employment of 25 apprentices to receive training in the graphic arts. Twenty-seven years passed, and during that period no Public Printer had taken advantage of the law (see "1895, New Printing Act") to provide an adequate reservoir of trained craftsmen to carry on the work of the Office.

Mr. Carter stated that it is "highly essential that the GPO resume the work of training its own workers." He also advocated the opportunity for war veterans to receive vocational training, and noted that the GPO employed 433 war veterans—Civil War, 20; Spanish War, 124; and World War, 289.

A nationwide civil service examination was taken by 162 apprenticeship candidates. Of that number, 118 qualified for appointment, including 20 Office messengers—

who had become inspired by their close association with the work of this office to learn a useful trade. The school began a work which it is hoped the Government will never discontinue again.

The first apprentices were appointed on July 5, 1922, when the Joint Committee on Printing stated that "it is a good American doctrine to give the American boy a chance to learn a trade." However, indentured apprentices were forbidden to marry during their training period. (See "1923, Apprentice school expanded.")

### *Readjustment of Wages*

The Public Printer requested that Congress take some action toward a uniform system of adjusting GPO wages. The current wage adjustment procedure required some reform so as to meet new conditions, for there was constant inequality between the statutory wages for printers, pressmen, and bookbinders, and the discretionary wages fixed by the Public Printer for all other crafts, including bindery workers.

A bill pending in the Senate provided that wages of all skilled and unskilled workers should be subject to discussion between the head of an establishment similar to the GPO and a trade representative. The bill failed to pass.

### *Office Workweek*

The Office was on a 44-hour, 5½-day workweek. The practice of working 6 full days had developed, with the Saturday half holiday of 4 hours devoted to work at double time. Mr. Carter objected to 52 hours' pay for 48 hours' work.

He therefore suggested a reduction of the 30 days' annual leave to 14 days, plus 52 Saturday half holidays, for a total of 40 days. In addition, he recommended 14 days' sick leave, a privileged enjoyed by Government, but denied to the GPO.

### *Recognition of Women Employees*

Mr. Carter made a gallant gesture toward the 900 GPO women employees,

who comprised more than 22 percent of the entire force. Stating that little or no recognition had been given to women workers, he—

determined that, as far as it lies within my power, women employees should be granted the same opportunity and equal regard for service as the men who had heretofore monopolized all the supervisory and better paid positions \* \* \*. Accordingly, for the first time in [GPO] history, several thoroughly competent women workers were advanced \* \* \*.

Among those promoted were Josephine Adams, Assistant Superintendent of Documents; Martha Feehan, Assistant Foreman of Day Proofroom, which had nearly 200 employees, mostly men; and Mary T. Spalding, Foreman of Bindery Machine Sewing Section. Also, for the first time in the 60 years of Office history, a woman was appointed secretary to the Public Printer in the selection of Mary A. Tate.

### *New Financial Plan*

In 1921 the Public Printer had recommended a "one fund" plan for departmental printing appropriations. This year he reported with "much gratification that Congress \* \* \* adopted substantially all of the recommendations \* \* \* for revising and making more business-like [GPO] fiscal affairs \* \* \*." He had recommended that—

the antiquated method of handling part of the printing appropriations by means of allotments through this Office be discontinued and thereafter all printing appropriations be made to the various departments, with simply a sufficient direct [GPO] appropriation to provide it with a working capital until other funds were available by repays from departmental appropriations \* \* \*.

The plan was adopted by Congress effective July 1. The Office received a direct appropriation of \$2 million as working capital for the year, against which it was authorized to charge all printing and binding done for Congress in an amount not to exceed that sum. At the same time it authorized departments to incorporate all printing items in one appropriation, in contrast to the former



allocation method which was usually supplemented by juggling other nonprinting funds.

Congress also adopted another recommendation to consolidate Office leave funds, formerly provided in deficiency appropriations which supplemented the regular printing appropriation. A further fiscal change involved the printing of congressional speeches. From \$75,000 to \$150,000 a year had been turned over to the Treasury as miscellaneous receipts for this printing, but the expense was a dead loss to the GPO, for the production costs were charged against other Government printing. This expense under the law would now be charged against congressional working capital.

### *Control Over Periodicals*

On May 11, Congress vested in the Bureau of the Budget the authority to approve the printing of departmental periodicals.

### *GPO Pulp and Paper Mill*

Mr. Carter reported serious consideration of the establishment of a GPO papermill. He stated that—

paper is the only material, aside from cover cloths, entering into the production of a book that is not made by the GPO. All the type, electrotypes, stereotypes, type metal, inks, rollers, glue, and paste used in the GPO are manufactured in this Office.

He also anticipated the new photoengraving section which would produce linecuts and halftones in 1923.

He insisted that a GPO papermill "supplying 135 square miles of paper every year is not a radical innovation or the idle dream of a Government-ownership enthusiast."

In 1916, as clerk of the Joint Committee on Printing, he had drafted a bill for such a purpose. Similar bills had

been introduced in almost every Congress since, but without success. Mr. Carter noted that the Nation owned vast national forests, and that—

Government timber could be cut into Government pulp wood for the making of Government pulp, from which, with the aid of Government water power, there could be manufactured Government paper upon which to print Government publications by a Government plant that has been in operation at Government expense for more than 60 years.

### *Improved Purchasing Procedures*

In addition to a Government papermill, he offered other paper recommendations. He noted that paper needs in the preceding year took 37 cents of every printing dollar, but the current cost was 27 cents. With the Office using from 40 to 50 million pounds of paper each year, there was also need for centralized purchasing, a central warehouse, and better standardization of specifications.

He found that various Government agencies, including the GPO, were competing with each other, often purchasing the same grade of paper from the same contractor at various prices. Even the Clerk of the House and Secretary of the Senate bought paper for Members of Congress. Therefore a central agency should be set up to purchase paper on one schedule according to a single standard of specifications, inspected in a uniform manner, and stored in a central warehouse for issue to the various branches of Government. He excluded, of course, paper for printing U.S. currency.

### *Testing Section Created*

The Printing Act of 1895 required that the Public Printer—

shall compare every lot of paper delivered by any contractor with the standard of quality fixed upon by the Joint Committee on Printing and shall not accept any paper which does not conform to it in every particular.

Many former Public Printers had complained of poor-quality paper, and the act attempted to set up better controls. Originally, paper samples were tested by other Government departments, particularly the Bureau of Standards and Department of Agriculture. These bureaus were remote from the Office and were preoccupied with their own work, with the result that sometimes "our big presses had to be held up for hours \* \* \* awaiting reports from the outside laboratories."

Faced with testing problems of paper and other printing materials, Mr. Carter established a Testing Section on April 5, 1922. Organized with six employees and a yearly outlay of \$13,000, the Section slowly expanded to conduct research and tests on paper, type metal, printing and stencil inks, bindery adhesives, detergents, lubricants, textiles, leathers, threads, and other printing and binding materials. It set an example for commercial industries and trade associations, and in later years worked in cooperation with these groups.

The Section produced immediate savings which overcame the total cost of the laboratory by manufacturing a stencil ink for Government use at a cost of 32 cents a pound, compared with \$1.95 to \$3 a pound from commercial sources.

The Public Printer noted that the Section—

had already aided materially in bringing about a more cordial feeling and understanding between the Government and contractors doing business with the GPO. \* \* \* The work of the section bids fair to become one of the outstanding features of the GPO, and the results of its investigations \* \* \* of inestimable value to the printing trade in general.

### *Fire Menace*

The Public Printer "again most seriously invited" the attention of Congress to the inherent fire hazards of the old building. He stated:

If a fire once got underway, \* \* \* nothing could stop the flames until they had wiped out, not only the old building but also the new building and the Documents Office as well.

He added:

Government would come to a standstill, and Congress would have nowhere else to go for the timely printing of the *Congressional Record* and bills, reports, and other papers required in the course of legislation.

In summary, he suggested that the Government owned the land on which the new building could be erected; that the necessary \$3,500,000 for the new building had been offset by 2 years' savings of \$4,413,962 in unspent appropriations returned to the Treasury; and that there was "yet time to save this great establishment from destruction by fire which seems inevitable sooner or later."

### *"Style Manual" Revision*

The *Style Manual* received a thorough revision. Approved by the Joint Committee on Printing and the Permanent Conference on Printing, the *Manual* was instrumental in reducing authors' alterations.

There had been no revision of the *Manual* for 9 years and the style of Government printing had seriously deteriorated through lack of uniformity and disregard of the rules for good printing usage. A Board of Revision [later the Style Board] was designated by the Public Printer to study the best authorities on writing and printing. Accepted as official style by all departments of the Government, the *Manual* would "insure greater uniformity of style and serve as a model for all good writers and good printers" (see also "1933, *Revision of Style Manual*").

### *Documents Expanded*

By act of Congress approved May 27, the Superintendent of Documents was given authority to print and sell, without



limit, any Government publication. Thus the Superintendent of Documents became the "greatest book salesman in the United States."

The Superintendent of Documents noted that the production of Government publications in the last 13 years was twice as large as the number issued in the 121 years of Government from 1789 to 1909.

### *New Power Source*

On July 1, Congress approved a plan which permitted the Office to receive its power from an enlarged Capitol Power Plant. In one step, it avoided replacement of rundown boilers and also eliminated the burden of supplying free power to the Post Office. The practical abandonment of the GPO plant produced a daily saving of 1 million gallons of water, provided much-needed space for storage and carpenter and paint shops, and a decrease of employees by 42 men.

### *Printing of "U.S. Reports"*

By direction of Congress in an act approved July 1, the Office undertook the printing and sale of the official *Reports of the U.S. Supreme Court*. Ever since the Supreme Court was established, its reports had been published by a private company. Although the GPO had been capable of doing this work for many years, the Government had to procure all reports from the publisher, who was permitted to copyright and sell them to the public at a generous profit.

## 1923

The fiscal year 1923 proved to be one of the most important in GPO history. By an aggressive and progressive improvement program, the Office inaugurated

new divisions and procedures designed to increase its usefulness to Government and the printing industry in general. By establishing the Photoengraving, Testing, and Planning Divisions; by purchase of more efficient machinery; by expanding its apprentice training facilities; by introducing the first wage collective-bargaining procedure, resulting in the Kiess Act in 1924—these and many other measures were aimed toward creating a bigger and better GPO.

### *Department Printing Funds*

Beginning this year, printing appropriations were made direct to departments, as compared to the old system of making the entire printing appropriation to GPO and then allotting portions of this fund to various departments. This radical but commonsense plan was proposed by Mr. Carter and accepted by Congress. The GPO, under the new procedure, received working capital against which only congressional printing could be charged. All work now performed by the Office, except for Congress, was placed on a repay basis and handled in the same manner as though the Office were a private printer. The method was more businesslike, more satisfactory, and simpler in operation, and compelled departments to scrutinize more closely their printing expenditures and publication orders.

Congress also accepted Mr. Carter's recommendation that departments be provided with only one fund for printing and binding, contrasted to the former GPO allotment and separate department appropriation. By so doing, printing accounts were greatly simplified and better supervision was maintained over expenditures.

The Public Printer said: "Known as the largest printing plant in the world, it [GPO] *shall* also be known as the most efficient plant in the world."

## *Words of Praise*

Contrary to the general belief that commercial printers viewed with alarm the continued growth of the GPO, the United Typothetae of America, composed of the employing printers in the United States and Canada, passed the following resolution:

Whereas the Public Printer [George H. Carter] has in so many ways evidenced a sympathetic and intelligent understanding of the problems confronting a Master Printer; and

Whereas through the solution of the problems in the GPO our problems are rendered less difficult; and

Whereas his program for the selection and development of apprentices is progressing in such a favorable manner, an excellent example for us to follow; and

Whereas the GPO is a striking illustration of what can be accomplished with less government put into business and more business put into government; and

Whereas the Public Printer, assisted by his staff and associates, has done so much to make this convention an enjoyable and memorable one for all in attendance: Therefore be it

*Resolved in convention assembled*, That the sincere thanks of this convention be, and are hereby, extended to the Public Printer.

## *Annual Reports Reduced*

In 1921 Congress authorized departments to discontinue or curtail the printing of annual reports. The cost of printing these reports fell from \$360,436 in 1920 to \$207,721 in 1922, for a saving of \$152,715. Printed copies for this period fell from 481,700 to 370,904.

The Public Printer also conformed to the annual report economy by eliminating many pages of useless statistics in his own reports. From a cost of \$17,404.06 for GPO annual reports 1918-20, costs for 1921-23 were reduced to \$1,155.42.

## *New Paper Standards*

By adopting a uniform 8- by 10½-inch letterhead, \$50,000 a year was saved; also,

with approval by the Joint Committee on Printing, millions of envelopes for congressional mail were reduced from 12 to 4 sizes.

## *Postwar Printing*

The return to peacetime by the Army and Navy was shown by total defense printing costs of \$967,153.42 in 1923, compared to the printing bill of \$4½ million in 1918. In contrast, Veterans' Bureau printing requirements jumped from 315,000 copies in 1922 to 3,402,000 in 1923.

## *Photoengraving Section*

For the first time, the GPO became self-sufficient by producing its own engravings and illustrations. A modern Photoengraving Section was established on the new eighth floor at a cost of \$17,000. Since the beginning of the GPO in 1861, all engraving work was produced in private plants scattered throughout the East and Midwest. In 1922, engravings and illustrations purchased from the industry totaled \$277,260.

## *Equipment*

The Office continued to grow, with printing equipment estimated at \$3,235,053 at 1923 market prices. In addition to 167 printing presses ranging from 64-page rotaries to small job presses, there were 99 slug-casting machines, 100 Monotype keyboards and 126 casters. In the bindery, there were 52 booksewing machines; 35 folding machines; and 2 combined gathering, stitching, and covering machines.

Congress approved the Office's request for an increase in new machinery authorizations from \$100,000 to \$200,000, but because of exorbitant prices demanded



for new machinery, less than one-third was expended.

### *New "Record" Presses*

The outstanding transaction of the year was the purchase of two 64-page web presses for the *Congressional Record* and similar-size publications. Greatly needed for a long time, these presses cost \$122,350, with each press capable of producing 12,000 64-page *Records* per hour. They supplanted a 64-page press in constant operation for 21 years, and two 32-page presses which were 29 and 38 years old. The new presses incorporated pasters and wire stitchers, and could be operated in 32-page units, and gather in signatures of 8 to 64 pages. A special *Record* press-room, close to trimmers and mailers, was set up on the second floor, with nearby conveyors which required only 5 minutes to reach the post office and on to outgoing trains for all mailed publications.

### *Surplus War Material*

Through the cooperation of the Joint Committee on Printing, Bureau of the Budget, and other Government agencies, the Office was the recipient of war-surplus machinery, equipment, and supplies valued at \$263,000.

This gift consisted of eight presses, five slug-casting machines, and nine trucks, plus great amounts of paper stock and about 3 million envelopes, with the latter eagerly accepted by the Superintendent of Documents for mailing publications.

### *General Pershing Linotype*

Among the slug-casting machines received was the famous General Pershing Linotype.

In 1918, with the outbreak of World War I, General Pershing set up a printing plant in Chaumont, France. A Model

No. 5 Linotype of American manufacture was found in a small French printing office. The machine was inducted into service, although it had to be converted from a French keyboard to English, and its slugs increased from French height to American height. Placed on a motor-truck, as part of a mobile printing plant, it accompanied the troops throughout the course of the war, always close to the battlefield and several times subjected to heavy shellfire. After the Armistice, it was dismantled and shipped to Camp Humphreys, Va. Later transferred to the GPO, it now set congressional bills instead of Pershing's war orders. Retired from active service in 1926, it stands in a place of honor in Harding Hall.

### *Paper Supply and Standards*

The GPO received 949 carloads of paper during 1923. With an accurate inventory system, paper requisitioning was rapid and production speeded. The Permanent Conference on Printing, working in cooperation with the Public Printer, endeavored to centralize the purchase of Government paper and also to standardize paper specifications, with storage in a central warehouse. Paper standardization had been the rule for 30 years, and was based on standards fixed by the Joint Committee on Printing. Action on the proposal was designed to extend these quality standards to overall Government paper supplies, for the GPO bought 10 times more paper than all other Government agencies combined.

Office efforts to standardize paper received warm support from the paper industry and the United Typothetae of America.

### *Planning Division*

On May 1, a Planning Division was created under the general supervision of

a Production Manager. Combining the Estimating and Jacket Writing Section functions, in addition to simplifying sizes of publications and selection of suitable grades of paper, the new Division became the control center of the Office.

### *Administrative Offices Changed*

For the first time since occupancy of the 1903 building, administrative offices were rearranged in the interest of better and more efficient transaction of public business. The Deputy Public Printer's office was moved from the second to the third floor. The Chief Clerk was transferred to space vacated by the Deputy Public Printer, and the Public Printer moved into the Chief Clerk's old quarters.

### *Apprentice School Expanded*

On July 5, 1922, the Apprentice School had opened its doors. In 1895 there were only a few hundred journeymen in the GPO, as compared with the more than 1,500 at the present time. Even under union rules the Office was entitled to approximately 200 apprentices. Mr. Carter therefore recommended an increase to 200, which Congress adopted on February 20, 1923.

The act also provided for a waiver of the 20-year maximum age limit for apprentice war veterans.

On July 11, a second apprentice examination was held, with 84 qualifying out of 104 candidates. Appointments were made to 82 apprentices, with periodic increases until the authorized 200 were in training.

Schoolrooms were set up with necessary printing equipment. Competent instructors were provided, but attendance at local night schools was compulsory. After initial typesetting indoctrination—

for patriotic motives, the boy's first copy consists of Washington's Farewell Address, Jeffer-

son's Eulogy of Washington, Lincoln's Gettysburg and Inaugural Addresses, and the "Star-Spangled Banner."

With this introduction to practical typesetting, the boys received on-the-job training in production divisions. Few craftsmen anywhere could boast of such an all-round and comprehensive education in all phases of printing. After 4 years of training, apprentices were promoted to journeyman status.

### *Wage Bill*

The Office was in need of additional competent workmen, particularly in the printing trades. With the present wage scale fixed by law, it was impossible to retain some of the best workers or to attract other skilled men to fill their places. Higher pay scales elsewhere caused many resignations, with the additional factor of "outrageously high rentals exacted by the local real estate combine."

In 1922, upon recommendation by Mr. Carter, a collective-bargaining wage bill was reported favorably by the House Committee on Printing. No action was taken by the House because of the closing rush of business.

The wage bill was reintroduced in 1924, after conferences between the Public Printer and a scale committee of nine members, three each from the printers, pressmen, and bookbinders. The new bill incorporated an additional provision for the right of employees to select a wage committee to act in wage conferences, with the privilege of appeal by either party to the Joint Committee on Printing for final decision.

Referendum votes were held, and all crafts, except the printers, agreed. Hearings were held, and the bill was favorably reported again. (See "1924, Kiess Act Passed.")



### *New Building Needed*

The perennial problem of the need for a new building to relieve extreme space shortages and overcrowding was highlighted in spectacular fashion by two fires in the old building. The fires were believed to be of incendiary origin, and the annually expressed fear of fire destroying the old building, with possible destruction of the new building and documents warehouse, came close to reality. Such destruction would have disrupted many of the essential activities of Government and the timely printing of the *Congressional Record* and bills, reports, and other legislative papers. All necessary printing would have been halted until a new plant could be erected over the ashes of the old. The Public Printer strongly recommended early and favorable consideration by Congress.

### *Cafeteria Anniversary*

On January 23, the new cafeteria was the scene of a banquet celebrating its first anniversary. The *Washington Herald* noted that 1,000 employees attended the banquet to honor Public Printer Carter, who was "responsible for establishment of the eating place." Speeches, "musical features," and dancing completed the program.

### *First Annual Outing*

As part of the new policy of better employee welfare, the Cafeteria and Recreation Association sponsored the first annual outing of Office employees on July 23 at Chesapeake Beach, Md. Employees were invited to "bring the whole family and have a good time," which included "bathing, dancing, boating, fishing, and crabbing," in addition to prizes for "all kinds of athletic games."

### *Office Becomes a Theater*

On October 24, the GPO served as host to the United Typothetae of America convention held in Washington. The entertainment program was termed "An Evening With the Public Printer." A one-act play entitled "Laying the Case" was presented by printer-actors, with the cast including one Slip Sheet, a banana merchant, and Type Hi, a royal laundryman.

## 1924

After the exciting improvements made in 1923, the GPO proceeded to consolidate the advantages created by new divisions. Increased production and reduced waste were the themes of the year, with continued efficient service to Government.

### *Money Order Forms*

More money order forms for the Post Office were printed than in any year since the Office began this work 17 years ago. Totalling 189,692,000 forms, the demand was regarded as the best and surest barometer of business conditions and general prosperity in the country.

### *Bonus Bill*

A job of special urgency and importance was the printing of over 40 million forms required by the Soldiers' Adjusted Compensation Act (bonus act). Fifty percent of the huge order was printed, wrapped, and mailed in 10 days, with the balance on its way 20 days later.

### *Congressional Printing*

The printing requirements of the Congress were heavy. The *Congressional Record* exceeded all other years with a

total of 19,475 pages. Bills totaling 17,547 were printed during the year, with 1 bill making a volume of 400 pages. Hearings on the Attorney General and Teapot Dome matters required 3,418 and 3,579 pages, respectively.

### *Blank Paper*

By act of June 7, Congress consolidated practically all Government blank-paper business under the supervision of the Public Printer. This added 5 million pounds to the 40 million pounds of paper purchased by the Office, with charges to departments of over \$400,000.

### *Office Breaks Permit Frauds*

The Department of Justice and Bureau of Internal Revenue made quick and profitable use of the new Testing Section. Vast quantities of whisky had been illegally withdrawn from bonded warehouses by the use of counterfeit withdrawal permits. Experts agreed that the permits used were counterfeits of the genuine permits printed by the Office. The Testing Section provided vital testimony that the counterfeit paper varied from all-wood pulp to 95 percent rag content, but GPO paper used for printing contained only 50 percent rag stock. In addition, paper watermarks on the counterfeits were printed in the wrong direction. Convictions were obtained by this evidence.

### *Labor Supply Problems*

A 31-percent labor turnover occurred in 1924, due chiefly to difficulty of getting and retaining printers at rates fixed by law. The situation became so serious that in September, 20,000 posters were distributed throughout the country, and displayed in every first-, second-, and third-class post office. Posters were

also mailed to libraries, schools, and labor organizations, in addition to distribution by the Veterans' Bureau and the Department of Labor. Over 1,000 letters were received, and 148 printers were obtained.

### *Kiess Act Passed*

On June 7, the Kiess Act became law. It authorized the Public Printer to regulate and fix rates of pay for GPO employees by a wage conference with each of the trades. The bill was passed without a dissenting vote and ended the traditional role of Congress in fixing the pay of printers, pressmen, and bookbinders at long and irregular intervals.

The committee report stated:

It does not seem at all feasible for Congress to undertake to establish specific wages for all printers, job compositors, proofreaders, linotype operators, monotype keyboard operators, revisers, imposers, makers-up, copy editors, platen pressmen, cylinder pressmen, web pressmen, press feeders, bookbinders, rulers, bookbinder machine operators, electrotpe finishers, electrotpe molders, stereotypers, photoengravers, machinists, knife grinders, saw filers, castermen, carpenters, cabinetmakers, electricians, plumbers, engineers, and numerous other trades required in the operation and maintenance of the GPO. The wages and compensation for these various groups ought to be determined in the same manner as any large industrial concern negotiates with its employees.

The legislative landmark in Government labor relations follows:

The Public Printer may employ, at such rates of wages and salaries, including compensation for night and overtime work, as he may deem for the interest of the Government and just to the persons employed, except as otherwise provided herein, such journeymen, apprentices, laborers, and other persons as may be necessary for the work of the GPO; but he shall not, at any time, employ more persons than the necessities of the public work may require or more than two hundred apprentices at any one time. The minimum pay of all journeymen printers, pressmen, and bookbinders employed in the GPO shall be at the rate of 90 cents an hour for the



time actually employed. Except as hereinbefore provided, the rate of wages, including compensation for night and overtime work, for more than 10 employees of the same occupation shall be determined by a conference between the Public Printer and a committee selected by the trades affected, and the rates and compensation so agreed upon shall become effective upon approval by the Joint Committee on Printing; if the Public Printer and the committee representing any trade fail to agree as to wages, salaries, and compensation, either party is granted the right of appeal to the Joint Committee on Printing, and the decision of said committee shall be final; the wages, salaries, and compensation determined as provided herein shall not be subject to change oftener than once a year thereafter. Employees and officers of the GPO, unless otherwise herein fixed, shall continue to be paid at the rates of wages, salaries, and compensation (including night rate) authorized by law on June 7, 1924; until such time as their wages, salaries, and compensation shall be determined as hereinbefore provided.

Higher wages established under the act made it possible to attract and retain competent workmen, with new scales comparing favorably with commercial rates. In addition to wage rates, the act for the first time authorized time and a half for overtime and a 15-percent bonus for nightwork.

The establishment of wages, as provided in the Kiess Act, is limited to rates of pay, and is conducted between the Public Printer and committees of employees representing the various crafts. Rates agreed upon must be approved by the Joint Committee on Printing before they can be made effective and, in case of failure of the Office and employees to agree, the Joint Committee on Printing makes the final decision. Wages for non-craft groups are set by the Public Printer at figures derived from wage studies covering industry and Government.

### *Increase in Printing Charges*

The passage of the Kiess Act increased wages by \$1,150,000 annually and necessitated a 14-percent increase in printing

charges for congressional and departmental work, and an estimated additional 3 percent on July 1, 1924.

### *Apprentice System Expanded*

Apprentices now receiving printing instruction numbered 133. A third entrance examination was held March 26, providing an additional eligible list of 168.

## 1925

### *New Patents Section*

Printing for the Patent Office was now the biggest single job in the GPO, with 50 to 60 slug-casting machines working 8 hours a day throughout the year. To expedite production, a new Patents Section was created on October 1, with 40 slug-casting machines, supplemented by the Linotype Section, and 4 cylinder presses, all devoted to specialized patent printing, and within the framework of inflexible time schedules.

### *Post Office Work*

A record-high volume of 1,595,376,890 postal cards was produced this year. Average daily card production was 22 million, with a single-day record of 26 million. This was made possible by three new postal-card presses, marvels of production and mechanical perfection. Each press produced 6,400 cards a minute, and together over 7 million for an 8-hour workday.

Money order production also reached a new high, with 220,500,600 forms. The enormous volume of Post Office work required the localization of this work on one entire floor.

## *Type Production*

With the largest battery of typesetting machines in any printing plant in the world, the GPO produced 2,128,394,700 ems of type which, if stretched out in average newspaper column width, would make a string 210 miles long. This type-producing unit consisted of 147 slug-casting machines, 120 Monotype keyboards, and 126 Monotype casters.

It required 275 proofreaders to read this type production, but if one individual were to read Government word volume, he would have to outlive Methuselah, and even then lose ground to the continuing flood from the vast army of Government writers.

Another gage of Office capability would be the production of the Holy Bible, including the Old and New Testaments, in 1 day. By using all available employees and machines, the required 3½ million ems of type could be set in 6 hours, with presswork and binding performed in 18 hours. At least 1,000 copies, bound in cloth, could be delivered in 40 hours.

Likewise, the paper used for the *Congressional Record* in the 1st session of the 69th Congress, cut into a strip of *Record*-width size, would make a band 37,232 miles long, or encircle the earth at the Equator and halfway around again.

## *New Division Created*

On December 29, the Buildings Division, which was charged with the maintenance and upkeep of buildings, machinery, and equipment, became the Construction and Maintenance Division, under a Superintendent.

## *Baseball Anniversary*

This year marked the 50th anniversary of the National Baseball League. John A. Heydler, its president, had been a GPO compositor from February 15, 1889, to

June 30, 1893. In addition, he had been a "valued and esteemed member" of the GPO baseball team.

On Mr. Heydler's visit to the GPO this year, he was escorted through the shop by Mr. Carter. On April 8, the Office received a gift of six Golden Jubilee baseballs for the 1925 GPO team.

## 1926

On March 4, the Office celebrated its 65th anniversary in Harding Hall. Congratulatory addresses were delivered by members of the Joint Committee on Printing. Guests of honor were the daughter and son of the first Superintendent of Printing, John D. Defrees.

President Coolidge wrote:

\*\*\* Starting in a small way in the administration of President Lincoln, your office has come to be one of the important factors in the quick dispatch of Government business. It is said to be not only one of the largest plants of its kind in the world but also one of the most efficient. Its personnel may well be proud to maintain that record.

Please extend to them my greetings and best wishes.

## *Congressional Printing*

Congress became the largest customer of the GPO, superseding the Post Office. The 1st session of the 69th Congress required more printing than any other 1st session, and exceeded the work produced for many entire Congresses.

For the first time the *Congressional Record* was published on two new web presses, which, together with the three old *Record* presses, permitted the Office to produce a 256-page *Record*. In spite of night sessions and an unusual quantity of tabular matter, the *Record* was delivered on time, except in eight instances.

A record-breaking number of 18,885 separate bills was introduced in the first



session. The initial printing of bills was only the beginning, for each bill underwent many alterations in the legislative process, with changes in committee, on the floor, and in conference requiring many complete reprintings.

In addition to the *Record*, bills, hearings, calendars, etc., the GPO produced the new Code of Laws of the United States. One volume of 1,718 pages was set, proofread, revised, printed, and bound in 17 days after order.

### *New Building Authorized*

The first break in the critical space problem occurred when Congress authorized \$1,250,000 for an eight-story building on G Street NW., west of the present main building. The old building on North Capitol and H Streets NW., however, remained a fire menace.

### *Modernization—and Offset*

The Public Printer noted that GPO manufacturing equipment could not remain static. "Modernization" was the constant keyword in 1926, and 20 new presses, including 2 large offset presses [GPO's entrance into offset field], 48 new model slug-casting machines, fifty 90-cm scale Monotype keyboards, and numerous new machines for the platemaking and photoengraving sections were installed. Monotype casting machines were equipped with electrically heated metal pots, and the conversion from gas to electricity removed the unsightly overhead flues. Slug-casting machines were equipped with automatic metal feeders.

The Bindery received a new case-making machine with a capacity of 12,000 clothbound covers daily, compared with 2,500 covers produced by the old machines.

Presses received automatic feeders, with a total 5-year reduction of 45 hand-feeders. In addition, dehumidifiers were

installed to improve atmospheric conditions and to reduce static problems in paper handling.

The metal room acquired a 5-ton pot to reprocess old type and plates, producing almost 8 million pounds of new metal.

### *First Apprentices Graduated*

Twenty Office-trained apprentices successfully completed a 4-year training period, thus achieving journeyman status. The first graduating class consisted of 16 printers, 2 electrotypers, 1 stereotyper, and 1 machinist. After many years of public printing, the GPO had produced its own journeymen. Somehow the GPO had overlooked the centuries-old trade custom of indenturing young men as printing apprentices, but in this manner the Office belatedly assured itself of a steady supply of well-trained craftsmen.

### *Sesquicentennial Award*

The Office was awarded a Gold Medal of Honor for its printing display at the 1926 Sesquicentennial Exposition in Philadelphia.

### *Public Printer Travels*

Mr. Carter visited England, Germany, Italy, and France to study machinery, paper, leather, ink, type metal, and other printing elements used in foreign printing and binding. Many plants were visited, including the sister Government printing offices of England, France, Germany, and the Vatican.

### *Laborsaving Book*

To expedite typesetting production, a small book entitled "Syllabication," a guide to proper word division at line ends, was issued to Office printers. [In

1958, General Services Administration ordered 100,000 copies for typists in Government.]

## 1927

After an investigation into District of Columbia government printing because of poor quality and high cost, the Federal Bureau of Efficiency authorized all District printing to be placed in the GPO.

### *Testing Unit Reorganized*

The value of the Testing Division to the Office and the printing trade was recognized by the Public Printer. On August 16, the Testing Section was reorganized and a Technical Director appointed, with the new unit designated as the "Division of Tests and Technical Control." Research in printing materials and paper investigations were to be continued, together with the manufacture and supply of ink, type metal, press rollers, and bindery glue.

## 1928

Work continued on the new building west of the main building and extending to Jackson Alley. The building consisted of eight stories, a basement, and one-story garage. According to the *Washington Star*, GPO floorspace would approximate the Woolworth Building in New York City, the world's largest skyscraper.

### *Saturday Declared Holiday*

The Office worked an 8-hour, 6-day workweek, totaling 48 hours. With 30 days' annual leave, plus legal holidays, and Saturday half holidays during sum-

mer, the actual workweek averaged 41 hours. By act of Congress, full Saturday holidays were granted, reducing the average workweek to 38.4 hours.

### *Monotype Leaded Composition*

On August 1, production of machine-leaded monotype began, avoiding task of hand leading and reducing lead casting.

### *Government Publication Rules*

The Superintendent of Documents issued the following rules:

Names or advertisements cannot be printed on publications sold by Superintendent of Documents.

Special covers with advertisements cannot be added to Government publications.

Government official seal and imprint cannot be used in commercial reproductions of Government publications.

Purchasers adhere to public sales price.

Although Government publications are in the public domain and cannot be copyrighted by the Government, it is permissible to reproduce them in whole or in part for any proper purpose, provided that the reprint is clearly distinguishable from the official publication and due credit is given to the Government unit which prepared it.

## 1929

Strikes and foundation troubles delayed the occupancy of new building west of main building on G Street. The Public Printer suggested timely consideration for a new building to replace original 1856 building at North Capitol and H Streets NW. Estimated cost, \$4 million.

### *Printing Procurement*

Congress authorized the Office to purchase printing from outside sources. This work consisted of tabulating cards which the Office could not produce and



other specialty work, including maps. This authority was later expanded to meet World War II printing demands.

Mr. Carter noted that the wartime printing production record in 1919 had been exceeded by the 1929 peacetime printing product. Notwithstanding vast production of wartime printing and binding, a much smaller force established new records for nearly every class of work.

### *Watermark Adopted*

The Joint Committee on Printing adopted an Office recommendation for watermarking rag-content paper, beginning March 1, 1929. A watermark consisting of a U.S. seal and four open stars indicated 100 percent rag content; three stars, 75 percent; two stars, 50 percent; one star, 25 percent.

### *Congressional Speeches*

The Joint Committee on Printing authorized the Office to imprint "Not printed at Government expense" on reprints of Members' speeches derived from the *Congressional Record*.

### *Authors' Alterations*

Corrections made after typesetting cost \$215,000, with one congressional publication requiring almost \$17,000 in changes, more than entire charge for setting the original copy. The Permanent Conference on Printing and the Bureau of the Budget, recognizing this waste, stated:

The practice of many authors of making corrections after page (and galley) proof has been submitted by the printer has again been brought to the attention of the conference. While investigation shows that this evil is being corrected gradually, there is still room for improvement, and those who submit manuscripts for printing are again asked to so prepare their copy that extensive changes will not be necessary after the material has been put in type.

## 1930

### *New Harding Hall*

In 1929, the Joint Committee on Printing had authorized the hall's enlargement. Low ceilings, center columns, and small seating capacity had limited its usefulness, and on May 23, 1930, a new hall seating 1,800 was dedicated. In attendance were Members of Congress; many labor and printing industry officials; Herbert Putnam, Librarian of Congress; Frederic W. Goudy, famous type designer; and Maj. Thomas Defrees, son of the 1861 GPO Superintendent.

### *New Art Service*

To design distinctive publications, two printing designers were added to the staff, thus providing an art service for departments and enabling the Office to keep pace with progress in the graphic arts.

### *Greatest Patent Workload*

Without notice from the Patent Office, the GPO found itself almost overwhelmed by a flood of patent specifications. Effective June 1, an increase in patent fees induced the Nation's inventors to beat the fee deadline. Contributing to the rush was a Patent Office requirement that specifications should be printed the fourth week after approval. The giant issue of the June 24 *Official Gazette* contained 3,174 patents, 4 times the normal number.

### *Blankbooks*

The printing acts of 1895 and 1919 required that in addition to printing and binding, "all blankbook work shall be done at the GPO." In spite of the law, departments were procuring blankbooks from outside sources. Through a study

made by the Permanent Conference on Printing, and the reaffirmation of printing laws by the Joint Committee on Printing on February 28, 1929, all blankbook work was restored to GPO. By the adoption of 19 standard blankbooks in place of 375 varieties formerly used, important savings were effected.

### ***"Record" Receives New Format***

The first change in *Congressional Record* type dress since the replacement of hand composition by typesetting machines in 1904 was made this year.

From the beginning of *Record* production in 1873, only minor changes had been made in the original format. Approved by the Joint Committee on Printing, the new type dress introduced an entirely new and more legible typeface, with greater readability and better typographic appearance.

### ***Tariff Printing***

Beginning in late 1929 and extending into early 1930, the new Smoot-Hawley tariff law revision made its impact on the Office. Requiring the greatest amount of printing in the history of legislation, the hearings, bills, reports, and other documents made "tariff" the dominant note in the GPO. Hearings alone totaled 20,033 type pages, and tariff debates in both Houses filled 2,800 pages of the *Congressional Record*. Final proofs of the completed bill, including 1,253 numbered Senate amendments, reached the Office at 6:50 p.m., Monday, March 24, 1930. Totalling 535 pages, 1,500 copies of the largest bill printed in any congressional printshop reached the Capitol at 7:30 a.m. the next day, with the balance of the total 10,742 copies delivered 3½ hours later.

But the tariff struggle was not over. Copy for comparative tariff tables reached the Office the same day [March 25]. Tabular composition, the most difficult

typesetting chore of a printer, requiring 111 pages of 20-inch depth struck the already weary tariff printers. Proofs sent out 2 days later were returned the second night following, with delivery of 1,000 copies made to the Capitol at 8 a.m., the second day thereafter.

### ***Superintendent of Documents***

Notwithstanding the general business recession, almost 69 million copies of Government publications were distributed for Congress and the departments. In addition, 8½ million copies were sold in spite of the poor economic climate, with sales \$477,000 greater than in 1929.

### ***New Building Occupied***

On August 20, a modern, eight-story building was turned over to the Public Printer. Many divisions, including the apprentice, offset, and photoengraving sections, happily escaped from cramped quarters to brand new and spacious workrooms. The extension brought total floorspace to 954,000 square feet.

### ***Money for New Equipment***

On recommendation of the Public Printer, Congress increased yearly authorizations for new equipment from \$200,000 to \$300,000, thus providing funds for new and more efficient machines to replace obsolete equipment. With additional money for equipment, the Bindery and Platemaking Division received up-to-date machinery. Fifteen high-speed presses were purchased in addition to 34 Monotype casters and 10 keyboards.

### ***Magazine Web Presses Installed***

There was also installed in July of this year, the first of four magazine web



presses, delivering 64 pages in complete signatures. [These four presses were all installed in a 16-month period—the second in September 1931 and the third and fourth in November 1932.]

### *Constitution Anniversary*

By direction of President Hoover, GPO employees received a half-day holiday on Friday, September 17, for the observance of the 150th anniversary of the signing of the Constitution.

### *Saturday Half Holiday*

For several years, Government workers enjoyed Saturday half holidays during the 4 summer months, but GPO employees were not included. On urging by the Public Printer, Congress expanded the provisions of the act, placing the Office on a 44-hour, 5½-day week.

### *Civil War Veterans*

The Office employed many veterans of the Civil War. The distinction of being the last GPO Civil War veteran was awarded to Capt. Samuel G. Mawson, who retired a few years ago.

## 1931

Because of reduced overtime and the hiring of unemployed printing workers, average earnings in the GPO were reduced \$116.17 this year. The decrease was accepted willingly by employees who were glad to be relieved of longer hours and eager to share their jobs with depression victims. In addition, the employees contributed thousands of dollars to unemployment relief funds of trade and social groups.

The Public Printer urged Congress to permit a 40-hour, 5-day week, and the trade unions thanked him for a 5½-day workweek and for campaigning for a 5-day week. He also opposed a move to reduce wages, pointing to corresponding loss of efficiency and morale in "the most energetic organization in the Federal service." In addition, Office employees, during World War I, had performed long and arduous warwork instead of yielding to the allurements of higher wartime wages elsewhere.

### *Congressional Printing*

The largest single *Congressional Record* of 256 pages was printed in 1 night. With the Senate adjourning at 3 a.m., March 4, 6,000 copies were printed and delivered by 8 a.m. A previous *Record* of 366 pages in 1914 required several days' work before issuance.

A new 64-page web press was added to the group of high-speed presses for the *Record*.

### *"Writings of George Washington"*

Work on this 25-volume set progressed. George W. Jones of London, famous dean of master printers, designer of the Granjon type used by the Office for the first time in the *Washington* series, noted "that such beautiful work \* \* \* from the GPO will exert a big influence on American printing \* \* \*."

### *Printing Industries Conference*

On March 16 and 17, the GPO was host to an international printing conference attended by 374 printing experts and engineers. Cosponsors were the Printing Industries Division of the American Society of Mechanical Engineers and the United Typothetae of America. The theme was on research in the industry, with all sessions held in the Office. It

further strengthened the role of the GPO in the trade, and its cooperative efforts with scientific and trade groups for improved standards and consideration of problems of mutual interest.

### *"Globe" Finally Dies*

The last surviving relic of the printing of congressional proceedings by private contractors passed from the possession of the GPO this year. Known as the *Congressional Globe* vault, the two-story brick structure was located in an alleyway between Third and Fourth Streets NW., close to Pennsylvania Avenue, and near the old *Globe* building. The *Globe*, supplanted by the GPO-printed *Congressional Record* in 1873, was the official record of congressional proceedings since 1853.

In 1878 Congress had appropriated \$100,000 for the purchase of the vault, including 70,000 *Globe* plates and a quantity of bound and unbound volumes.

Used for the storage of old records and files, the building and its ownership were forgotten until this year, when the District of Columbia government began a \$20 million municipal project. Blocking progress was the old vault, until some one broke into the building and discovered Office records. With ownership established in the Public Printer, the latter, with approval of the Joint Committee on Printing, transferred possession without charge to the District of Columbia.

Thus ended the saga of private Government printing. But the *Globe* chapter should not be closed without mentioning some of the historic records unearthed in the old vault.

Original drawings of printing inventions up to 1880 were found. They had been used in a large atlas entitled *The Growth of Industrial Art*, printed by the GPO in 1888. The Linotype of 1886 was not included, but the atlas compared

the experimental typesetting machines with the hand composition method.

### *New Welfare Facilities*

The Green Room, appropriately named and dedicated on St. Patrick's Day by Rev. Francis J. Hurney, began operation as an employee gameroom and lounge near Harding Hall.

### *Group Insurance*

Appealing cases of distress had come to the attention of the Public Printer. He noted that families of deceased employees were left without adequate estates for the support of dependents. The small return of Federal retirement compensation in most cases barely paid for funeral expenses which, by law, had first claim on these meager funds. In an effort to meet this situation, Mr. Carter encouraged the formation of a Group Life Insurance Association. Chartered on May 1, the association quickly attracted 2,500 employees, with insurance totaling \$2 million. [The plan served Office employees until 1954, when the Federal contributory life insurance law became effective. See "1954, Government Life Insurance."]

### *70th Anniversary*

Ceremonies celebrating the 70th anniversary of the Office were held in Harding Hall, March 4, with Senator Moses, chairman of the Joint Committee on Printing, presiding.

## 1932

### *Dark Days and the Economy Act*

This year of depression and sinking economic conditions led to the passage



of the Economy Act. Placing a ceiling of \$10 million on all expenditures for printing and binding, the following stringent measures were necessary beginning July 1:

Allotment of printing funds by the Director of the Budget were reduced 20 percent.

Congressional printing requirements were cut 35 percent, but it became evident that the congressional session would create a deficit. Without operating funds, the Public Printer threatened to discontinue all congressional printing, including the *Record* and bills. With a provision of \$500,000 additional money, a crisis was averted, but with the continued presence of Congress, a further deficit was incurred, with almost \$200,000 carried over to the already cut following fiscal year.

But the heaviest blows fell on GPO and other Government personnel. Hard-won gains in Office working conditions were swept away during this critical period. Beginning July 1, the Economy Act canceled all prior earned leave for the balance of the fiscal year. Employees who had used leave prior to July 1 may have been possessed of great wisdom or luck, but others, victims of the calendar, lost vacations, plus accrued leave. The unfortunate then began a vigorous but futile legislative battle to recoup their losses in equivalent time or cash. Many recovery bills were sponsored by sympathetic Congressmen, but none were passed. [One half of the lost leave was restored on April 21, 1933, by a decision of the Comptroller General.]

With the Office relieved of its obligation to pay for annual leave, the Treasury gained \$945,413. In addition, during the same period, expenditures for wages and salaries were reduced by \$159,082, because employees were forced to take leave without pay, principally on account of sickness.

Overall, wages and salaries were reduced one-eleventh by shortening the 5½-day workweek to 5 days. In this indirect manner the dream of unionists was fulfilled, for the GPO was the first Government establishment to adopt the

5-day week. This action was endorsed by the Chamber of Commerce of the United States, the American Federation of Labor, and printing trade unions and organizations. The *American Printer* reported that "the large majority of printing executives accept the idea of the 5-day week and believe that its general adoption by the printing industry is not far off."

### *Offset Printing Increases*

The relatively new art of offset printing continued to expand. Producing over 89 million chargeable impressions, the Offset Section included four presses, a duplicating machine, and fully equipped platemaking and graining rooms.

### *Depression Hits Post Office*

The depression also produced a severe drop in Post Office printing. Reflecting the faltering economy, money orders decreased 26 million, and 119 million fewer postal cards were printed. In sharp contrast, and also a significant economy indicator, was the increase of 8 million change-of-address cards. The Post Office, hard hit by the Economy Act and poor business, reduced its printing expenditures by over \$211 million.

Another side effect of the trying times was the reduction in Treasury income tax forms which decreased 1½ million copies to a total of 47½ million, compared to over 94 million in 1924.

### *Tabulating Cards*

The Office printed over 262 million tabulating cards for Government use in 1932. Equipped with 16 specially designed tabulating card presses, the GPO produced these cards at prices substantially lower than commercially made cards.

## *Economies Suggested*

With the emphasis on economy, the Public Printer was requested by Congress to suggest remedies and savings in Government printing. The following were submitted for consideration:

(1) Unite all printing authorizations for any department in a single item to centralize control over expenditures.

(2) Prevent unauthorized printing by duplicating plants in various Government departments and establishments.

(3) Restrict activities of field printing plants.

(4) Abolish free distribution of Government publications by Members of Congress, with an annual saving of \$500,000.

(5) Proposal to extend facilities of Superintendent of Documents for sale of all Government publications.

(6) Compliance with law requiring estimates and reports on printing congressional documents by Printing Committee of each House.

(7) Reduce *Congressional Record* to "substantially a verbatim report of proceedings" as provided by law, with a saving of \$260,000 annually.

(8) Restrict *Agriculture Yearbook* to 640 pages, saving \$100,000.

(9) Discontinue printing eulogies of deceased Members, saving about \$30,000 annually.

(10) Better preparation of patent specification copy.

(11) Eliminate duplication of publications by overlapping Government agencies.

The above were designed to reduce Government printing costs. Some but not all of the recommendations were incorporated into the Economy Act with sizable savings, but Congress rejected the others, particularly the reduction of the *Congressional Record*.

## *Air Conditioning Arrives*

Industrial air conditioning reached the GPO, when the Plate Vault Office in the basement, inaccessible to outside air and light, was selected for the initial installation. [In 1961 air conditioning is the rule, but in 1932 it was the exception.] The change from a hot and dusty atmosphere to one of comfort received ex-

pressions of gratitude from the fortunate workers.

## *New Maintenance Division*

A manufacturing establishment of the size and scope of the GPO, with buildings and equipment valued at over \$10½ million, required constant maintenance and attention. Consequently the Maintenance Division was organized under a Mechanical Superintendent.

## *Apprentice School Anniversary*

On July 5, the School completed its 10th year when a gathering of its graduates and other interested employees assembled in the Green Room. A resolution was presented by the Alumni Association to Mr. Carter. In part, it thanked him for his "foresight, effort, and sympathetic understanding" in establishing the apprentice system so that "an opportunity was afforded American youths to embark upon a worthwhile career."

In the 10 years there were 488 appointments in the various branches of the graphic arts trades, with 266 completing the 4-year course.

On September 15, 41 additional apprentices achieved journeymen status, but Economy Act provisions froze their pay at the 4th-year apprentice level.

As of December 1, 139 apprentices were in training, 61 fewer than the maximum of 200 authorized by law. Because of great unemployment in the printing trades, a moratorium was placed on new apprentice hiring, thus permitting the hiring of more journeymen.

In appreciation of the work of the Apprentice School and the interest of Mr. Carter in vocational training, the 11th Annual Conference on Printing Education was held in the Office on June 27-29. The theme of the conference was "Printing, the Mother of Progress." In at-



tendance were 150 teachers and leaders in printing education from the United States and Canada.

### *Old Building Receives Plaque*

On May 18, a bronze plaque was placed on the original GPO building on North Capitol and H Streets. In fitting ceremonies, John Clagett Proctor, chairman of a committee authorized by Congress, presented the plaque to the Public Printer. The inscription read:

ORIGINAL  
GOVERNMENT  
PRINTING OFFICE  
Erected 1856  
By CORNELIUS WENDELL

Purchased by the Government  
1861

---

JOHN D. DEFREES  
Appointed First Public Printer  
By President Lincoln  
March 23, 1861

---

Erected by the Permanent Committee  
on Marking Historic Sites

## 1933

The 1933 Economy Act, effective April 1, removed some of the hurts inflicted by the 1932 act by restoring annual leave, but at a 15-day rate compared to the former 30 days. In addition, the 15-percent night differential was reinstated, and overtime rates were again revived. Additional reductions in force were necessary, and 138 employees within 5 years of retirement and with 30 years' service were included, but were entitled to maximum annuity granted under the act. But the promotion freeze, pay cuts, and reduced printing appropriations continued.

### *Rare Documents Preserved*

Numerous rare historic papers and documents of the First Congress, including Washington's First Inaugural Address in his own handwriting, unearthed from Senate files, were restored and bound by skillful Office bookbinders.

### *Recovery Program Aided*

The printing of emergency work for relief and recovery agencies set up to combat the depression caused a change in the complexion of Office work. Immense orders for blank forms, circulars, pamphlets, etc., replaced the former principal output of bookwork. With the emphasis transferred from typesetting to jobwork, the pressroom and bindery carried the burden of production, thereby forcing cuts in personnel of the Printing Division for lack of work, but at the same time requiring more employees in the Presswork and Binding Divisions.

Requiring immediate delivery, work for the National Recovery Administration, Agricultural Adjustment Administration, Public Works Administration, and many other emergency agencies forced the GPO on a 7-day, 24-hour basis to accomplish continuous production.

For the final 5½ months of 1933, over 502 million copies of various kinds of printing matter were produced, but the primary commodity of paper was the most important element. During the above period, 772 carloads of paper were delivered, and the splendid cooperation of paper dealers and manufacturers made it possible to meet the tremendous demands.

Thus the Office played its part in pulling the Nation from the depths of depression. The production of NRA codes and posters, AAA forms, Civil Works Administration relief checks, and all other printing requirements proved its ability to meet peacetime emergencies

without any loss of momentum in other work.

### *New Building Needed*

The need for replacing the original GPO building, now an old dilapidated storehouse and a fire hazard, became urgent. With the approval of the Joint Committee on Printing, the Public Printer offered a proposal to the Special Board on Public Works for the erection of a \$4 million fireproof building.

### *Revision of "Style Manual"*

A new and thoroughly revised *Style Manual* was issued on March 1. For the first time in 46 years of *Manual* history, representatives of Government departments were invited by the Public Printer to participate in its preparation and to make a thorough revision based upon general principles and modern English usage. The text of the new *Manual* received unanimous approval of both the Department Advisory Board, consisting of well-known Government editors, and the permanent GPO Style Board, whose membership consisted of men whose duties exposed them to the problems of translating copy into type.

### *Permanent Conference on Printing*

The Permanent Conference on Printing, established in 1921 at the suggestion of the Public Printer and approved by the Bureau of the Budget, was abolished by Executive order on June 10, 1933. Consisting of 33 department printing representatives, with the Public Printer as permanent chairman, the conference held monthly meetings at the GPO. Its primary purpose had been "to investigate and propose uniform standards, business-like methods, and proper economies in the public printing and binding and the distribution of Government publications."

Many economies were effected by the conference, with average annual savings of about \$325,000. During its life, important procedures were adopted, including legislation for direct appropriations for printing and binding instead of the former allotment plan; letterheads of standardized paper stock and size, with restrictions on the use of embossed stationery; standardization of 172 printed forms for common use by all departments; reduced envelope sizes from a dozen varieties to 4 standards; publications from 50-odd sizes to 8 standards; and many other procedures in need of correction. Its recommendations not only produced immediate savings but these savings have been extended to this anniversary year.

### *Document Prices Increased*

Prior to 1932, publications sold by the Superintendent of Documents were marked up 10 percent above cost of production. The Economy Act of 1933 increased the markup to 50 percent and placed the sale of public documents on a more realistic basis.

## 1934

On July 2, Augustus E. Giegengack of New York succeeded George H. Carter as Public Printer. Mr. Carter had served 13 years as head of the GPO.

### *Record Production Year*

Alltime production records were made this year, with the GPO producing over 125½ million copies of publications.

In addition to the 1-pound, 302-page *Congressional Record* for June 16 which required 23½ tons of paper, congressional committees, executive departments, and



independent establishments all demanded printing. In response to the President's desire to hasten the return of normal economic conditions, a vast amount of recovery printing was required by 54 emergency activities. A total of 77,000 jobs passed through the plant, and included almost 21 million copies of NRA codes, 22 million consumers' cards, and a 4-column weekly tabloid newspaper, the *Blue Eagle*, of 50,000 copies.

Money orders, considered to be a reliable criterion of the Nation's economy, reached a total of 220 million, and over 1½ billion postal cards were printed, both classes of work setting new production records.

With the record departmental and emergency printing output of the year, over 36,000 tons of paper was used.

### *Office Aids in Fraud Conviction*

Testimony of the Technical Director resulted in the conviction of men using fraudulent visas. Tests indicated that paper used was not of GPO grade or quality, and type did not match Office typefaces.

### *40-Hour Week*

On March 28, Congress authorized the 5-day, 40-hour week for the Office, although other departments continued on a 5½-day week.

### *American Legion Post Formed*

In July 1934, the GPO American Legion Post was organized with over 400 members, including a 38-piece band.

### *Charge Reductions*

With lower operating costs, the Office reduced printing charges by 10 percent on February 1, 1933, and on July 1, 1934, an additional cut of 5 percent was made.

With the upward trend in production of 1934 and anticipated increases in 1935, methods new to the GPO but not new to commercial establishments were introduced to improve Office product and to reduce costs. Among these were the elimination of brass leads and rules, which had been used in the trade for many decades; type measure changeover from the unit to the point system; a new process for making press rollers; and a quicker drying ink formula. Other much-needed equipment, including presses and bindery machines, contributed to necessary modernization.

The Economy Act restored 5 percent of the pay cuts authorized in 1933, and a group hospitalization plan and a Federal credit union were made available to employees.

### *Government Work Waived*

This year Congress permitted GPO to waive its control over Government specialty printing, such as fanfold, snapout, and punched forms, thus permitting agencies to purchase direct from manufacturers.

### *New Building*

The continuing need for a new building to replace the 1856 building was highlighted by an editorial in the *Washington Times* of March 6. Entitled "Suppose It Collapses," it quoted from a Public Printer letter to the House:

Every precaution has been taken to the end that employees be protected and not exposed to unnecessary dangers, but no measure of caution which can be devised would be adequate protection against the most serious of all hazards—fire and probable building collapse. \* \* \* Buildings and elevators of their condition and type of construction could not be used \* \* \* in any other large city in the United States. It is only because they are located in

Washington and federally owned that they are allowed to remain in service.

The perennial plea for a new building was finally answered when the Joint Committee on Printing approved an initial appropriation of \$2 million, with a total limit of \$5,885,000, for the construction of a new eight-story building to displace the old building. Included was money for a warehouse facing the new building, and designed to receive paper shipments from railroad sidings and to house the postal card and money order sections. Provision was also made for connecting tunnels to expedite paper deliveries from the warehouse to work divisions.

### *New Typography Section*

Mr. Giegengack appointed a Director of Typography and reorganized the Layout Section of the Planning Division for modernizing and improving the typographic appearance of Government publications.

### *Apprentice School Reopened*

With the depression tapering off, the moratorium on apprentices was lifted with the reopening of the Apprentice School on October 16. Composed of 96 boys and 4 girls from 28 States, the class resumed the on-the-job training program begun in 1922. Instead of the former 4-year apprenticeship term, the new class would now serve 5 years to provide greater experience in each phase of the graphic arts.

messages were received from the White House and Government officials.

### *Warehouse Contract Awarded*

Floor plans for the new warehouse were approved by the Public Printer, and the Treasury Department awarded the contract on October 2, with demolition beginning October 12 and excavation on November 9.

### *New Leave Law*

Congress on March 14 restored to employees almost all of the leave confiscated by the Economy Act of 1932. By increasing leave from 15 to 26 days, the law fell short of the 30 days' annual leave granted prior to 1932, but at the same time provided for 15 days' sick leave, a benefit heretofore denied to the GPO but enjoyed by other departments.

### *Efficiency Rating System*

A new work evaluation system patterned after Civil Service Commission standards was instituted. Replacing the old numerical system, the new method developed more reliable information in the analysis of employee value, in addition to an appeal provision.

### *New Agency Printing*

The Social Security Board made its appearance on the Office printing scene with an order for 50 million copies of its basic circular.

## 1936

On March 28, the GPO celebrated its 75th anniversary at the Wardman-Park Hotel. In attendance were over 1,000 employees and guests. Congratulatory

## 1937

Post Office work continued to make new records in each successive year, indicating complete recovery from the depression. A new high was the production



of 282 million money order blanks and almost 2½ billion postal cards in the section set up to handle these items.

[This production has been exceeded only twice: in fiscal 1951 when the postal card was increased from 1 to 2 cents and in 1958 when the rate went to 3 cents. The 1951 production was 4½ billion cards; 1958's fiscal year production was 3½ billion.]

### *Beginning of End of Old GPO*

The approaching demolition of the original GPO building neared, when 20 million stored copies of publications were moved to leased quarters at 612 G Street NW.

## 1938

As a result of complaints by many departments and agencies over the increased cost of Government printing, President Roosevelt in late 1937 initiated an investigation of Office operations and cost procedures.

### *New Cost-Accounting System*

As a followup to the investigation, the Public Printer reorganized cost-accounting procedures. With the GPO compared with commercial printing plants, it was advisable to adopt comparable cost-accounting methods used by the industry.

Thus each job would stand on its own feet, with all administrative, production, maintenance, and service costs, all carrying cost accounts, reflected in department printing charges.

### *Threat to Patent Printing*

An ominous cloud suddenly appeared over the Office this year. Patent Office printing had been produced by the GPO

since 1868. In 1937 the House Appropriations Committee instructed the Commissioner of Patents to submit a study on the cost of Patent Office printing. The Commissioner reported that an offer to print his work by offset printing methods would yield annual savings of over \$100,000. Suddenly the Government and the Office were faced with a critical problem, for the production of patent work by reproduction would have been a blow to the proper functioning of the Patent Office, in addition to vitiating the role of the GPO as a Federal printing office.

A change in method would require legislation, for under the printing laws all Government printing had to be produced in the Office, unless the Joint Committee on Printing directed otherwise. The Printing Committee was advised to investigate the matter, but the Appropriations Committee nevertheless recommended a reduction of \$100,000 in the patent printing budget in anticipation of the savings expected to result from changes in printing methods.

Beginning in April 30, 1937, efforts to secure Patent Office printing had been made by a Washington firm. Initial overtures promised savings of \$168,000 yearly, but were later revised downward on November 23, 1937, to \$106,500. A further reduction to \$94,500 was made when the promoters began to realize that reproduction of the *Official Gazette*, valued at \$12,000, would be difficult and that it would be unprofitable. In testimony before the Joint Committee on Printing, a company spokesman stated "it would be better to leave the *Gazette* as it is now, or as work that should be done by the GPO," and therefore relinquished the *Gazette*.

### *New Post Created*

On June 1, the office of Administrative Assistant to the Public Printer was es-

tablished. The new office was given charge of the business management of the Office, and the Deputy Public Printer became responsible for production.

### *Warehouse Completed*

On February 4, the new warehouse was turned over to the GPO. The 3-story-and-basement building, built of reinforced concrete, was designed to accommodate 600 carloads, or 25 million pounds, of paper at one time. Special congressional legislation was required to permit the construction of a Union Station-warehouse bridge over First Street NE., so that freight cars could enter the building on the warehouse third-story level.

### *Building Contract Awarded*

After more than 20 years of unsuccessful efforts by Public Printers to secure adequate housing for the GPO, Congress was finally convinced that the group of 11 ancient buildings dating back to 1856 should give way to a new fireproof building. The Public Printer had made up a booklet to present the GPO's case, showing graphically the condition of the old building: warped and checked columns, leaking walls, overcrowded conditions, uneven floors and fire hazards. It apparently won the Congress over. With contracts awarded for the present 8-story Building 3, demolition began June 27.

A sealed copper box placed in the cornerstone contained a Bible; a flag; photographs of President Roosevelt and Public Printer Giegengack; annual reports of the Public Printer; Roster of Employees; *Congressional Directory*, 76th Congress, 1st session; *Congressional Record*, February 20, 1939; *Official Register*; copies of all Washington newspapers; and sundry other publications.

### *Division of Personnel Created*

Pursuant to an Executive order of June 24, 1938, the Public Printer established the Division of Personnel, effective February 1, 1939. The new Division combined all employee relations.

### *Outside Procurement Permitted*

The Office permitted various departments to procure about \$2 million of printing which could not be produced economically within the plant. A greater part of this amount was for business forms printing. Bids on this type of printing which the Office could not handle showed great fluctuations, and in many cases appeared to be exorbitant. If the expected demand increased and prices were not stabilized within reason, the GPO would consider the purchase of necessary equipment. [In 1948, the Office entered the business forms field, adding one more weapon to its printing armament.]

### *Library Unit Moves*

After 39 years in the venerable Library of Congress building, the GPO Library unit moved into the new Annex building on February 1. Geared to serve the printing needs of the Library of Congress, the GPO branch consisted of the Composing and Binding Sections. Equipment comprised 12 slug-casting machines,

## 1939

An informal ceremony was held February 21, when Public Printer Giegengack laid the cornerstone of the new building. This ceremony marked progress toward the completion of Building 3 in 1940.



in addition to a complete pressroom and bindery. The unit produced about 38 million library cards and other library

work, and with adequate space the Bindery would endeavor to reduce a backlog of 314,000 volumes needing rebinding.

## GPO in Peace and War

### 1940-45

The so-called "phony" war which began in Europe in 1939 may have lulled some nations into believing that "it couldn't happen here." But in the United States, defensive measures were already in being. The military manpower draft was in operation, and powerful military and industrial forces were being organized into a readiness posture if the Nation were to be involved in war. It was also recognized that printing would be vital to a war effort.

The GPO story up to 1940 contained elements of drama, but the story of Government printing during World War II was one of continuing and serious drama, for never in its history had the Office been faced with such heavy military and civilian printing demands.

### WARTIME PRODUCTION

The soldier and sailor may fight a war and push the enemy back on all fronts—by air, by water, by land; the manufacturer and farmer may produce essential tools and sustenance; the civilian branch of the Government may maintain controls on the home front—all highly essential; but without the printer and his constant flow of printed technical manuals, orders, regulations, etc., neither the soldier, the sailor, nor the others could carry on in this technical age.

The wartime record of the production divisions was at a rate which even the Public Printer believed to be impossible. In 1940 the dollar cost of the output of the

Office was \$20,150,203. In the following year it jumped to \$26,794,775, and commercially procured printing totaled an additional \$1,798,962. Thus the dollar output of the plant increased 32½ percent. Officials felt that this was the ultimate of possible accomplishment. However, production continued to show increases, until, in 1945, the home plant produced \$36,035,211—78½ percent above the 1940 figure.

No one could say specifically, "It was this improvement or this change in procedure or this organizational setup that increased output." It was no one thing but hundreds of little shortcuts and bits of greater efficiency that made wartime accomplishments possible.

There were very few administrative or organizational changes made in production divisions. Few were necessary or possible. The Office was a smoothly running, efficiently working organization at the beginning of the war and continued as such. Little could be done to increase the output of machines except to use them for longer hours. There were also very definite limitations to human endurance. Increased production resulted very largely from improvements in methods and procedures, which consisted of streamlining workflow procedures, craftsmen's ingenuity in improvising devices to speed production, and other timesaving and laborsaving "gimmicks"—all these contributed to "impossible" production miracles. All production divisions participated in devising work simplification methods, some small and apparently unimportant, but impressive in the aggregate.

The following pages cover the important printing highlights of 1940-45, as contrasted to less exciting GPO peace printing years. The history of this period is presented in greater detail, for it is a story of a GPO geared to intense production.

### *Office Goes to War*

The importance of printed matter in the operation of Federal Government was reemphasized during the emergency. The heads of U.S. fighting forces stated that with the unprecedented influx of new personnel, ships could not sail until manuals describing their gear and equipment were printed and delivered, plane pilots would be grounded without vitally needed printing, and bombs could not be dropped unless certain printed jobs were produced to show the bombardier how and where. Every gun, every tank, and every piece of ordnance equipment required printing for its manufacture, operation, and maintenance. The war could not have been financed without the printing of savings bond publicity, in addition to recruiting posters and myriad inspirational advertising devices designed for the uplift of those who "had been left behind" so that the war effort would be backed by citizen dollars. Every war activity required printing to keep it going.

With the world situation approaching the critical stage, the GPO once again became a war agency. Vitally needed printing required by defensive measures prior to Pearl Harbor began to flood the Office, which was placed on a war footing, and on December 7, 1941, was on an all-out basis. "Couldn't be done" printing was changed to "it had to be done," and with a responsibility which couldn't be sidestepped, "it *was* done."

Progress came in part through trial and error. Some of the plans tried proved ineffectual and had to be abandoned in

favor of others which promised to be more productive. Success in furnishing required printed matter on or near the designated date appeared to be the best criterion for evaluating the efficacy of the organization and specially developed procedures.

In looking back over the problems involved, there stands out clearly and with absolute certainty the fact that if this country were ever again confronted with an emergency as serious as World War II, printing should be considered and classified as a critical and essential service. It should receive high priority ratings and be declared essential in the distribution of manpower, equipment, and materials.

### *War Printing Problems*

Public printing in wartime, as many employees learned in the hectic years from 1940 to 1945, was no easy task. Even in peacetime, problems of management were never small.

However, peacetime problems were simple compared to the avalanche which struck the GPO. There were times when it seemed that it could please no one. Commercial printers, many of whom lost almost 100 percent of their business when restrictions on manufacturing were imposed immediately after Pearl Harbor, brought pressure on Congress to limit the Office to production of congressional work and to farm out all departmental and agency printing. Some Government departments (notably the rapidly expanding War and Navy Departments and the emergency war agencies) objected because the Office insisted on producing printing in a form consistent with the printing laws and with established principles of economy and efficiency. Some of these agencies sought permission from the Joint Committee on Printing to obtain all their work on waiver, without supervision by the Office. Others found deliveries were too slow, quality of work



was unacceptable, the printed book or pamphlet was filled with typographical errors, war grades of paper were flimsy, the finished work was delivered in damaged condition, and so on without end. These complaints were also carried to the Joint Committee on Printing, whose lot during the war was not a happy one.

Early in the war, production problems began to multiply. Paper manufacture was placed under rigid War Production Board control. Before the war the GPO stocked 728 different kinds and sizes of paper; during the war the number fell to 447. Metals needed for type and printing plates became scarce, then disappeared from the market. Bookbinding materials were found to be essential ingredients of implements of war, and stockpiles evaporated. Office chemists worked overtime in their laboratories, trying experiment after experiment in an effort to develop substitute materials.

As if these difficulties were not enough, the personnel situation became acute. In the early stages of the war, the Office interposed no objection to the release of employees seeking positions connected with the war effort, nor were military deferments requested. As a result, many experienced and highly qualified employees were lost and replacements could not be found. Only after the situation became critical, did the GPO require justification for release, and deferment for a limited number of keyworkers was requested.

These were only a few of the difficulties that plagued the Office, for every day produced new problems.

For example, paper costs increased from \$6,012,829 to \$9,108,646, and production costs from \$14,137,374 to \$19,484,991. Personnel jumped from 6,059 to 7,313. The upswing began almost immediately after the President's proclamation of a limited state of emergency in September 1939.

The increase of \$8½ million in print-

ing and binding in this first emergency year represented almost 42 percent of the 1939 total. Two factors enabled the Office to cope with this upswing: First, the increase in plant capacity; and second, the resort to commercial procurement.

### *Size of Plant*

Increased plant capacity resulted from the completion of the new building in 1940 and new warehouse in 1938. These two buildings increased the actual floor-space 294,899 square feet, and the effective area much more, because floorload capacity in storage areas was substantially greater in the new buildings than in the old ones, for a total floor area of 1,374,281 square feet, or 31½ acres.

### *Mechanical Equipment*

In 1940, mechanical equipment included 126 slug-casting typesetting machines, 100 Monotype keyboards, and 130 Monotype casting machines. There were 202 presses of all types. Heavy machines in use in the Binding Division totaled 245. Most of the machines were standard commercial equipment, but some had been specially adapted for highly specialized Government jobs. Only a small part of the equipment was new, but it was in good operating condition.

### *Commercial Procurement*

The increased plant capacity was insufficient to meet in full the sudden demands. However, 80 percent of the additional orders was absorbed by the Office, and the remaining 20 percent was procured on contract from commercial printers at a cost of \$1,798,962. This was the first time in Office history that commercial printers and binders had been made GPO partners. Previous purchases had been limited to specialty forms and were small in amount.

The venture into commercial procurement was an emergency measure and was one of the factors which later led to the establishment of a clear-cut policy. The enactment of the Selective Training and Service Act in September 1940 resulted in the immediate placement of large printing orders. By the end of 1940, the GPO had procured for Selective Service alone 144,515,061 pieces of printing, at a cost of \$286,164. In May 1941, the Treasury Department launched its savings-bond-and-stamp program. Representative single orders were for 10 million advertising folders, 931,000 four-color posters, and 20 million stamp albums. Presses could not be tied up for this type of work, for it was imperative that plant capacity be kept available to produce rush orders which were daily increasing in number.

It became obvious in the last quarter of 1940 that the GPO would be unable to produce in its own plant all the printing and binding required for the defense program. The Public Printer found himself faced by the need of a policy which would affect the Office and the entire printing and publishing industry. Three courses of action were open:

1. To grant waivers on all work beyond the capacity of the plant and allow departments and agencies to procure printing and binding without Office control.
2. To increase plant, equipment, and personnel sufficiently to produce the maximum printing needs of the country at war.
3. To utilize commercial facilities then available or capable of being made available for producing surplus work under contracts let by the GPO.

The easiest course would have been the one followed during World War I—that of permitting the agencies to procure their own printing. Under this plan agencies made their own contracts for printing, with the plant of their choice, and at a price which they were willing to pay. However, this procedure had shown results considerably short of success. An investigation of war contracts and pro-

curement methods of Government agencies, held after World War I, showed such startling waste of Government funds that a general strengthening of laws, including the public printing law, resulted.

The commercial industry, panicky over its temporary loss of business because of conversion of the national economy to a war status, was prejudiced toward adoption of the third course—that of commercial procurement. The Public Printer also favored this plan, but foresaw a time when he would be forced to compete for commercial facilities with the country's rapidly expanding war plants. He was unwilling to commit himself to this policy until he was given assurance by the industry that it would continue its cooperation during the entire period of the emergency. For the purpose of securing such assurance, leaders of the graphic arts industry were called to discuss the three possible courses of action. At this conference, held in the last week of March 1941, was born the Office policy for procurement of printing from commercial sources.

### *Printing Industry Drafted*

Authority for the purchase of printing by the Public Printer was provided by the act of February 28, 1929, supplemented by rules and regulations issued by the Joint Committee on Printing governing the purchase of printing under the provisions of this act and the War Powers Acts. The committee's regulations were effective as of July 1, 1942. The decision of the Public Printer to use this authority gave rise to many urgent problems. The most pressing were organization of the printing industry to do the job, and organization and training of a force within the Office capable of controlling commercial production, including assignment of equipment and scheduling of operations.



Most printing plants were eager to cooperate, as the war had greatly reduced normal printing and they, too, were handicapped by a shortage of paper and supplies.

The first step in the preparation for industry's participation was to secure the acquiescence of men qualified to commit the entire industry—or a large part of it—to the program. This agreement was secured largely through the Public Printer, who had wide contacts with publishers and trade associations. An informal advisory committee in some 35 cities throughout the United States was organized. Through them, the GPO was able to maintain close contacts with the trade, to disseminate information, and to obtain favorable action in placing contracts for difficult jobs. Local leaders were often able to exert more effective pressure on members of their organizations than could the Office in Washington.

### *Early Difficulties*

During the emergency, orders were placed with approximately 1,900 firms, and inevitably mistakes were made in placing jobs. The GPO tried to accomplish too many diverse purposes at the same time: To rotate bid opportunities to all applicants, to secure the job at the lowest and best bid, and to make the award to an advantageously located plant. However, any qualified bidder was permitted the opportunity to quote. All openings were advertised in a public reception room, and a horde of printers' representatives descended on Washington, culled over the list, selected jobs they wished to produce, and asked for and received the specifications. This completely destroyed the planned order of rotation and geographical allocation of jobs. It also prevented a check of the qualifications of the bidder. Another disadvantage was that it permitted cer-

tain qualified firms to overload their plants with Government jobs of their own selection so that delinquencies were almost inevitable. A low bid would turn up from a New York printer, when the GPO preferred bids from the Chicago or San Francisco area.

The handling of commercial procurement improved with experience, and dependable firms were soon identified. Performance records led to some concentration of production in the larger manufacturing and shipping areas of the United States. Transportation became increasingly difficult, and efforts were made to place printing orders in locations requiring minimum use of transportation facilities.

Contracts were awarded on the basis of a firm's business reputation. The vast majority of awards were made in accordance with usual Federal purchasing procedure, under which bids were invited and a contract let to the lowest qualified bidder.

Later, contracts were negotiated upon the basis of a set price, determined by GPO cost experience with the same or equivalent jobs and on prices formerly quoted by widely separated firms seeking similar jobs.

### *Standard-Rate Contracts*

During 1942, there was a gradual increase in the amount and variety of printing procured from commercial sources. As the total volume of Government printing increased, commercial procurement mounted proportionately and reached its peak in 1944 and 1945, when it totaled approximately \$50 million annually. By this time, the printing economy had improved, and fewer printers voluntarily sought GPO work. Specifications were sometimes circulated among 8 or 10 firms and returned with no bid, and sometimes jobs were placed too close to requested delivery date.

A remedy was required, and the Public Printer announced a program of so-called standard-rate contracts, established under authority of the Second War Powers Act, permitting negotiation of contracts. Under this arrangement quotations and established rates were established for all operations involved in many classes of work.

Under the standard-rate procedure, the Office could select any printer who had agreed to the rates by signing the so-called contract; the GPO had merely to put out the work in rotation. As wages rose and costs mounted from year to year, rates were adjusted. Standard rates served as an excellent basis for negotiation of contracts for classes of work which could neither be bid nor placed under standard rates and were so used, providing far greater opportunity to negotiate rates equitably. Without this greater flexibility in placing awards and the added benefits of GPO warehouses, the job could not have been done as well as it was.

### MILITARY RUSH ORDERS

One of the most important procurement jobs was the buying of War Department technical manuals. Schedules provided for printing these publications in 21 days and were approved only after the Public Printer had engaged in lengthy negotiations with contractors. The original agreement allowed a 10-percent premium payment over GPO standard rates, provided delivery was made as scheduled. The work was rotated among five contractors in New York, and the program was instrumental in securing urgently needed wartime publications on a regular schedule. After the war, the program was extended to contractors in several cities, on the basis of standard rates without premium.

On many occasions, it was necessary to reduce the normal 21 days allowed for production. U.S. troops crossed the

Rhine at Remagen over a bridge which was assembled from specifications and instructions printed in a manual produced in 10 days.

### *Form-Printing Programs*

Any large organization—particularly a military organization—requires large numbers of forms. It was to fill this need that the Office established two form-printing programs: (1) The depot-forms program, for forms ordered through the Adjutant General's Office central headquarters; and (2) the decentralized-form program, to permit direct ordering of "limited" quantities for stockpile use by the depots. The Office supplied the contractors and established the rates, and in the months of June–August 1945, more than half a billion forms were printed.

### CIVILIAN AGENCY ORDERS

#### *Overnight Offset Program*

Another program of equal importance and volume was the overnight offset program, established to assist war agencies in the prompt distribution of orders, regulations, releases, and similar material. Beginning July 1, 1942, 5 contractors, all located in Washington, produced 7 units of 20,000 impressions daily, 6 days a week. The principal beneficiaries were the War Production Board, the Office of Price Administration, the Office of Defense Transportation, and the War Food Administration, but it was also used by many other agencies.

The overnight program averaged some 125,000 impressions daily for a 3-year period, using more than one-half billion sheets of paper.

### EXPANSION OF PLANNING PROCEDURES

The Planning Division underwent more emergency reorganization and ex-

pansion than any other unit in the Office, for the Division received the full impact of the expanded demand for Government printing. Office customers were Congress and old-line departments and agencies, and it was in this Division that requisitions for printing and binding were received and evaluated. Planners had to make decisions as to which orders were to be accepted for production in the plant and which were to be procured commercially. The Office learned by experience, and it came out of the war with an efficient, smoothly functioning organization which in a single year furnished some \$80 million worth of printed matter to the Government with minimum delay and at minimum cost.

### *Planning in First 2 Years*

By the spring of 1941, requisitions for mushrooming defense agencies had reached such a volume that the work had overflowed the GPO and was being procured commercially under the plan established. On trial, it became clear that this plan could operate only through an organization specially trained for handling contract work. It further appeared desirable to assign highly trained and efficient planners to full-time work on specific programs. The first such assignment was to the defense savings program of the Treasury Department. Selective Service System activities became so large and important that they, too, were segregated from the normal flow of work. In rapid succession other agencies went into programs which called for specialized service.

Office space was allocated for a group unofficially designated as the "termite section," because oldtime employees felt that the commercial procurement program was undermining the Office and eating away the long-established principle of producing all Government printing in the Office. This group was first known

as the Emergency Work Section, and, after reorganization under a Director, was called the Emergency Service Section.

The highly specialized nature of problems confronting the Section led it into pitfalls which would have been avoided under normal conditions. As planners, the duties of these employees consisted of writing specifications, suggesting provisions in contracts, and carrying on necessary liaison with departments and agencies. The Purchasing Division certified bids, selected contractors, and made all awards. It acted only after consultation with the Comptroller to assure that all Government requirements had been met. The Production Manager determined the schedule on preparatory work to be performed in the GPO for commercially procured jobs, basing his schedule on availability of men and machines over and above those required to complete publications already scheduled and in the Office workstream.

Departmental prodding and their own zeal led planning personnel to continue operations beyond the planning into the procurement and production stages. They encroached on functions of the Purchasing Division, the Division of Accounts, and the Production Manager. In a desire to secure commercial deliveries as promptly as possible for agencies which were hamstrung until they got their printing, Emergency Service personnel made commitments which other divisions felt they were not authorized to make. They established schedules for delivery to departments and found themselves dependent on the plant for type composition or plates, on the Purchasing Division for drawing of orders and procurement of paper, and on the Accounts Division for approval of incurred bills.

Although the Production and Purchasing Divisions were performing miracles as their part of the procurement procedure, there was not always complete harmony between them and the Planning



Division. The Public Printer tried to work out the problems by transferring a number of technical assistants to the Purchasing Division and limiting the functions of the Emergency Service Section to department liaison, production plans, specification writing, and jacket preparation. Writing of contracts, certification of bids, contacts with contractors, and all operations were centered in Purchasing.

The reorganization worked to better advantage. It removed objections to the opportunist procedures of the Emergency Service Section, yet it left something to be desired in the way of centralization.

The clear definition of duties and responsibilities of the Planning and Purchasing Divisions in commercial procurement eliminated duplication of effort and the resulting conflicts.

#### *Production Planning Assistant*

On April 16, 1943, the Public Printer removed Planning from the Production Divisions and placed it under a Production Planning Assistant to the Public Printer. Planning activities were broken down into four classifications, as follows: (1) Planning Service, to handle requisitions, schedules, and department liaison; (2) Plant Planning, for plans, estimates, and jacket preparation on Office production; (3) Commercial Planning, for all planning operations on commercially procured printing; and (4) Typography and Design, performing the functions indicated by its name.

#### *Scheduling Board Created*

To insure coordination of planning and production, a Scheduling Board was also created. The Board consisted of representatives from each Planning Division and from the Production Manager's office. It considered every requisition about which there was any doubt as to the ability to perform the work on schedule

and determined which jobs should be produced in the plant, which should be purchased commercially, and which should be returned to the originating agency with a waiver. Action was taken within 48 hours of receipt of the requisition, with all schedules receiving Office-wide approval. No production section was permitted to change specifications nor to deviate from the scheduled order of work on the jobs. No planner was permitted to obtain work at the expense of other scheduled jobs. Under this plan the percentage of accomplished schedules was improved, and a record of performance was achieved which was a genuine factor in winning the war.

#### *Commercial Purchases Consultant*

Immediately after the decision was made to procure surplus printing commercially, a situation arose which seriously hampered operations of both Planning and Purchasing Divisions. It seemed that every printinghouse head who had railroad fare came to Washington to try to get GPO contracts. Officials wasted time in conferences with the appellants. Purchasing and Planning personnel tried to do their work surrounded by printing salesmen, and it was not uncommon to find 25 or 30 in the Purchasing and Planning Divisions at one time.

On April 1, 1942, the Public Printer appointed a Consultant on Commercial Purchases, authorized to speak for the Public Printer in all matters pertaining to commercial procurement policy. Installed in quarters near the front entrance to the Office, he received all callers, answered questions, heard complaints, and gave advice on GPO procurement, and during the first few months held an average of 500 interviews monthly. When an official felt that he needed a personal conference with a contractor, the conference was held in the office of the Consultant. This method afforded

each visitor a courteous, sympathetic, and intelligent hearing—and an authoritative answer. It eliminated possible attempts to bring pressure against Office executives and assured uniform treatment, and it also relieved a condition of confusion bordering on chaos.

### *Warehouses Established*

The need for field facilities became evident very soon after the Office resorted to commercial procurement. Little difficulty was found in placing contracts for printing, provided paper was furnished. Quotas placed on commercial printers made it impossible for them to allocate from limited stocks sufficient paper to print large quantities. In the early months of the war there were no quotas and the GPO had normal inventories of paper. Contracts were placed within a radius of a few hundred miles from Washington, because all finished work, regardless of its subsequent distribution, was delivered to the requisitioning agency in Washington and distributed by it. It was a simple task to ship paper, often by GPO trucks, to contractors. Printing media (patterns, shells, tenaplate molds, reproduction proofs, etc.) were also furnished.

Government departments and agencies found that quick nationwide or even worldwide distribution of large orders rendered shipment from Washington impractical. The Army established publication depots at locations convenient to troop concentrations throughout the United States. The Navy had similar issuing offices in this country and abroad. Other departments likewise decentralized.

Commercial procurement practices were modified to keep pace with improvements instituted by GPO customers. With distribution from field stations, it was patently ridiculous to deliver publications to Washington from San Fran-

cisco to be reshipped to a War Department depot at Ogden, Utah. Clearly, deliveries should be made directly to distribution centers in widely separated parts of the country, with production in the general vicinity of the distribution point.

The war emergency decentralization of the Office began July 1, 1942, with the establishment of a warehouse in Chicago. Later, warehouses were opened in New York, San Francisco, Dallas, and Atlanta. Still later, in 1944, purchasing offices (not warehouses) were established in St. Louis and Philadelphia.

The first timid venture into commercial procurement outside the District of Columbia area had shown the delay occasioned by advertising for bids and awarding all contracts from the GPO. Negotiated and standard-rate contracts were set up, and warehouse managers were authorized to purchase printing under them or under the bid procedure. The Office had also learned the difficulties of supervision by remote control. It knew the value of a GPO representative in each area to supervise production and maintain personal contact with the printers. Accordingly, the functions of the storekeeper, purchasing agent, and technical liaison man were combined in the managers of the warehouses, with skilled technicians appointed to these positions. At the peak of their operation, the warehouses employed some 85 people.

The statement was made that without the warehouses it would have been impossible for the GPO to meet wartime printing needs. This was true not only because of the huge volume of warehouse business but also because of wartime restrictions and shortages. Commercial printers could print only if the GPO furnished paper, and the GPO could furnish paper in the quantities needed only if it could be manufactured in advance of need and stored where it would be available quickly.

The warehouses were a wartime expedi-

ent and were liquidated as of December 31, 1945.

### *Paper Specialist Appointed*

The shortage of printing paper was a major problem. During the war years, 27,000 carloads, or some 1,350 million pounds, of paper of all kinds was used. Total Government requirements were 60 percent of mill capacity on some grades and an overall average of some 40 percent. Paper was not rationed to the GPO; it enjoyed no priority and was forced to compete with commercial printers and other Government departments for the limited supply available.

Shipments of woodpulp from Scandinavian countries, principal suppliers of this commodity, were cut off in 1939 by the outbreak of the European war. As early as July 1941, the Office of Production Management (later the War Production Board) warned of an impending shortage of all types of paper. Newsprint supplies were especially hard hit by less-than-normal Canadian production, by transportation difficulties, and by severe winter weather in the Northern States.

Another contributing factor limiting paper manufacture was competition of war industries for essential ingredients. Cellulose fibers employed in the making of pulps essential in paper manufacture were also used in processing smokeless powder. Chlorine, used as a bleach, was requisitioned for war uses, and because of the lack of this chemical, printing paper became dull gray and peppered with specks. Adequate sizing was beyond the reach of papermills, and writing inks spread and feathered on improperly sized sheets.

Difficulties in procuring sufficient paper forced the Public Printer in 1943 to appoint a printing-paper specialist to establish new procedures. These resulted in great savings of time and often enabled the Office to meet short-delivery schedules.

### *Traffic Section Organized*

During the 4 war years the GPO became one of the largest shippers in the country. It consigned to warehouses in Chicago, New York, Atlanta, Dallas, and San Francisco an aggregate of 27,000 carloads (1,350 million pounds) of printing paper and other supplies. The finished product was reshipped to hundreds of destinations in the United States and to Hawaii, Puerto Rico, Alaska, and the Canal Zone. Nearly 225,000 bills of lading and many thousands of drayage tickets and post office receipts for parcel-post shipments were required, compared to less than 100 bills of lading in peacetime.

This decentralization forced the GPO into the transportation field. Early in the war the Office had assumed responsibility for direct distribution of printed material to its point of use. After experiencing delay in delivery, loss of shipments, and excessive shipping charges, it was apparent that the huge volume of material required a qualified transportation specialist. The Office of Defense Transportation detailed a member of its staff as consultant and adviser, who established orderly, economical, and expeditious transportation procedures. The arrangement was so satisfactory that the employee was transferred to the GPO in July 1944, and on August 1 of that year a Traffic Section was established.

Through the operation of the Section, the Internal Revenue Bureau saved \$200,000 in a single year because it followed GPO advice in distributing income tax blanks. In that year more than 7,000 tons (200 carloads) of paper was required for the forms. The Traffic Section worked out a plan which permitted most advantageous and economical distribution to 500-odd cities where collectors' offices were located. Estimates of shipping costs and time schedules for delivery by railway freight and by express were made, and it



was found that distribution by freight would be as dependable and not materially slower than express. It was recommended to the Bureau that freight be used, and that method has been used exclusively since.

## PRODUCTS DEVELOPED FOR SPECIAL NEEDS

Some of the most interesting problems presented to the GPO during the war concerned the development of new products—special types of identifiable paper for specific uses, new and better adhesives, new formulas for metal, etc. In solving these problems, the Division of Tests and Technical Control performed outstanding service.

### *Ration Paper*

One of the first problems of the war arose in connection with ration stamp printing. Rationing program planners realized that all these stamps in effect were currency of the realm, and must be printed so as to render them difficult of duplication by counterfeiters. Printing alone could not accomplish this end; a paper characterized by peculiarities which the typical counterfeiter could not detect and would not suspect to exist must be devised. Such paper was perfected and patented by Office chemists, who devised built-in safety features which were completely hidden and changed from time to time to further baffle counterfeiters. One of the special papers was so manufactured that on exposure to ultraviolet light, a fixed proportion of its fibers emitted a yellow fluorescence.

A statistician estimated that the 73 billion stamps printed in a 2-year period would be enough to spin a 17-inch web 14 times around the earth. A total of 20,681,000 pounds of safety paper was manufactured for the ration program.

### *Prisoner-of-War Stationery*

Office chemists also achieved the perfection of sensitized paper for use in prisoner-of-war stationery.

Censorship of such mail had presented an acute problem in World War I. A message written in lemon juice in the pages of a magazine had entered into the widely publicized "Black Tom" case of that war.

Shortly after the outbreak of hostilities in 1941, the War Department requested the Office to develop a paper which would reveal writing in pure water and in all invisible and sympathetic fluids.

Office research chemists conducted experiments, and produced an improved paper used exclusively for transmission of messages by war prisoners and internees, and it became increasingly difficult for an enemy agent to transmit a message by use of water and dry inks.

### *Soldier-Ballot Paper*

The enactment of the Soldier Ballot Act on April 1, 1944, necessitated the printing of forms which could be positively recognized as genuine. A safety feature was suggested to the Armed Forces and promptly accepted by them. It involved printing, on both sides of the paper, a continuous, overall design identifiable on every ballot. The ink was invisible under daylight and artificial light, but fluoresced brightly when exposed to ultraviolet rays.

## MILITARY PRINTING

### *Navy Department*

Navy demands presented one of the most difficult problems. In March 1942, the Navy Department stated that procurement of its printing through the Office was so slow and undependable that the war effort was being impeded. A general waiver was requested permitting

them to purchase all printing commercially. The Public Printer forwarded the complaint and the request to the Joint Committee on Printing for recommendation and decision. The chairman of the committee denied the request for the following reasons:

1. It would be inconsistent with law.
2. Investigations conducted by the committee indicated that service in general was all that could be expected and that in many instances it was exceptional.
3. Responsibility for some of the delay was properly that of the requisitioning bureaus in the Navy Department.
4. Responsibility for some of the delay could not be placed on any individual or agency but was inherent in the nature of the work.
5. Steps had been taken to eliminate delays chargeable to the Printing Office.
6. Government departments and agencies had been allowed to negotiate directly for their printing in World War I. A survey conducted in 1919 showed that this practice had resulted in overcharges ranging from 2 to 471 percent on 95 percent of the work involved.

After several conferences, an agreement was reached, under which the Navy pledged itself to place its orders early enough to make production physically possible and to return proofs promptly. The Office agreed to grant a waiver if there was doubt that it could produce or procure any job in the time allowed.

### *War Department*

Printing for the War Department presented the same difficulties as Navy work. The volume was prodigious and production schedules almost impossible. By the end of May 1943, War Department printing alone was 50 percent greater than for the entire Government in peacetime, and delivery requests were completely unrealistic.

The GPO was fully aware of the vital need for printing in the prosecution of the war. But it knew no magic formula which would place printed matter in War Department warehouses the day it was

ordered. The Office suggested other methods, including the anticipation of Department needs, especially on big jobs, so the GPO could select printers in advance of orders and arrange for the manufacture and delivery of paper to its proper place. It also requested a more even flow of requisitions permitting full utilization of facilities continuously instead of being overloaded one period and underutilized the next.

A working basis was finally reached. To insure delivery according to schedule, emergency jobs were to be produced in the Office. Standard manuals (largely reprints) were to be procured commercially. Suitable paper was stored in the warehouses. The GPO furnished printing media (tenaplate molds, shells, and patterns for printing plates, reproduction proofs, etc.) direct to participating printers, and production continued simultaneously all over the country. All followup was the responsibility of the War Department and resulted in marked improvement in deliveries.

### UNITED NATIONS PRINTING

Although a history of 100 GPO years assumes that all Government printing was performed within the plant in Washington, except for commercial procurement made necessary by World War II, the Office found itself removed far from its home base in 1945. With both VE-day and VJ-day near at hand, 50 nations assembled in San Francisco on April 25, 1945, to form the United Nations. Soon thereafter, the Office was commissioned by the State Department to obtain the printing for the United Nations Conference.

Just as the Conference itself was without precedent in the diplomatic world, so was the nature of its printing requirements unique. No predetermined plan could be worked out to meet the demands.

Early information indicated that a daily journal would be published. Very little other printing was anticipated and the assignment was turned over to the San Francisco Warehouse. Development of a large-scale printing operation was soon indicated, however, as organization plans progressed.

Reinforcements were flown in from the GPO in Washington. The overnight publication of the Conference journal was a "must" job, as was the printing of the tremendous quantities of miscellaneous forms, passes, tickets, etc., necessary to meet the requirements of the plenary and commission sessions.

All the general printing needs of the Conference demanded delivery schedules established in terms of hours, not days, for every job was required the day it was ordered. Only through herculean efforts were jobs delivered in accordance with tight schedules.

Planning and procurement problems were further increased when officers of the U.S. delegation approached an Office representative requesting assistance in preparing the delegation's report to the President. Delivery requirement forced simultaneous production with that of the United Nations Charter, but the jobs were organized in such a way as not to conflict with each other. The Charter was scheduled for delivery at the final session, whereas the report to the President was estimated to make approximately 150 pages; however, the finished book contained 372 pages. One thousand copies of this report were to be delivered from San Francisco, and the remainder—24,000 copies—from Washington.

The final days of Charter printing was made extremely difficult by rapid changes in plans, departure from the original production schedule, and unforeseen difficulties which developed in handling the English, Spanish, French, Russian, and Chinese versions.

The intricacies of international diplomacy gave rise to delicate situations in selection of format, type, and continuity. All these matters had to be resolved so that equal prominence and position were accorded each translation. The languages themselves presented almost insurmountable problems.

All Chinese type had to be set by hand, and few Chinese compositors were available for the job. A contract for the composition was arranged with a local Chinese newspaper publisher, with less than two full workdays available for setting all type and printing of several jobs.

After type was set, extensive correction had to be made because of text changes. After the type had been set in approved form, a GPO employee made up the type into pages, and the forms finally went to press—at 2:30 a.m. on the day delivery was required.

The Russian section caused almost as much trouble as the Chinese. Only one Russian machine operator could be located. As changes came in, the type was set and reset repeatedly. Finally, OK for press was given—at 4 p.m. on the day before the delivery deadline—and forms were locked and sent to the pressroom. At 6:30 p.m. a call was received to hold all forms for further corrections. It was not until 2:30 a.m. of the following day that printing began.

Because of the delay in sending Chinese and Russian forms to press, it was impossible to make the entire press run of 1,000 copies of each and allow time for binding and delivery. Hence, six preliminary copies of each language were struck off. These were to be used as signature copies and the run completed later. On examination, it was discovered that a character had dropped out of the Chinese section. A compositor found the necessary character, inked it, and struck it in by hand in each copy. It can safely be stated that never before had GPO ingenuity been so taxed to produce a job.



## *Recognition of Service*

With the United Nations organized, the European war ending with VE-day, and the arrival finally of VJ-day, the Office resumed its peacetime activities.

Later, on June 24, 1947, the Medal for Merit Board recognized the outstanding service of the GPO to the Nation by awarding the Certificate of Merit to the Public Printer.

The citation in part follows:

The President of the United States of America awards this Certificate of Merit to Augustus Edward Giegengack for outstanding fidelity and meritorious conduct in aid of the war effort against the common enemies of the United States and its Allies in World War II.

In accepting the certificate, Mr. Giegengack said:

Although this certificate carries my name as the recipient of the award, I feel that I merely hold it in custody for the 7,000 employees of the GPO, and I am proud to accept it in their behalf. Their efforts made the award possible. It was they who made up the task force which accomplished the objective. Their share in the honor is greater than mine and my chief satisfaction today is that I have received this recognition as their representative.

## *Return to Peace*

Thus concludes the story of GPO in peace and war. The Office filed away its printing wound stripes and domestic battle stars, and returned to more normal peacetime pursuits, producing once again "Infant Care" and Farmers' Bulletins in huge quantities, with battle plans and bombing charts part of the past.

With the sharp curtailment of production from a peak of nearly \$80 million to less than \$50 million in 1945, an opportunity was provided, for the first time in 5 years, to devote time and attention to necessary changes in methods and procedure.

For the future there would be a steady expansion of Government functions and Government printing requirements.

## *New "Record" Format*

For the second time since 1873, and the first since 1930, the *Congressional Record* received a typographical facelifting in 1941 for the First Session of the 77th Congress.

Designed by the Director of Typography and Design, the new format gave the *Record* an improved appearance, increased readability, saved space, and its two columns were increased to three. Estimated annual savings of almost \$124,000 were increased in performance to \$150,000 because of cost reductions in every phase of *Record* production. Approved by the Joint Committee on Printing, the new format also produced savings of 45 percent in reprinting Members' speeches.

## *Eisenhower Welcome*

On June 18, 1945, General Eisenhower returned to Washington to address a joint session of Congress. On that day, GPO employees were released from 11 a.m. to 3 p.m. to participate in the welcome.

## Postwar Operations

### 1946

After many years of strenuous efforts by the Joint Committee on Printing and the Public Printer to control the produc-

tion and growth of department field printing plants throughout the country, the Bureau of the Budget transferred supervision of a number of general service plants to the GPO. Designed to achieve economy and timeliness of serv-

ice, the operation was placed under a new Field Service Division, with a Field Service Manager in charge.

### *Field Printing Plants*

Effective July 1, the control of Treasury printing plants in 15 cities passed to the GPO. The taking over of the Treasury plants was a very small beginning. In practically every State could be found departmental printing and duplicating plants. A 1946 survey disclosed 389 such plants, with an equipment investment of over \$13 million, operating costs of over \$26½ million, and employing 7,721 persons.

Another factor which provided the impetus toward correction of field plant printing abuses was a complaint of the Printing Industry of America, Inc., representing over 2,000 employing printers. In a letter to the Joint Committee on Printing, concern was expressed over the use of Government printing equipment in competition with private industry.

In addition, the war had reduced the supply of printing machinery, and Federal departments with war priority had closed out the market. The emergency over, these wartime plants were taking no steps to declare such equipment surplus, and in some cases were soliciting business from other departments to justify their continued operation.

Mr. Giegengack made recommendations for consolidation and elimination of plants, in addition to operational changes. He further recommended that the GPO, Bureau of the Budget, and Joint Committee on Printing participate in a study leading to the revision and codification of the printing laws.

### *Patent Reprints*

A new plan was also set up for reprinting patents. Produced commercially, a contract printer had accumulated a 3-

month backlog, with new work increasing daily.

With authority vested in the Office, the Field Service Division utilized the field plant in Washington to produce reprints at about 90 cents per page and with almost immediate delivery. The Patent Office reported that for the first time in several years the public could receive copies of patents without delay. Estimated savings for 9 months totaled more than \$100,000.

### *Supreme Court Printing*

With the formation of the Union in 1789 and the division of the Government into executive, legislative, and judicial branches, each segment had controlled its own printing requirements. Beginning in 1861, the new GPO took over all executive and legislative work, in addition to some courtwork, but excluding the *Congressional Globe*. But throughout the years, Supreme Court advance opinions were handled by private printers. The last of the line was Pearson's, a Washington printer who closed shop in 1946.

The Court presented its printing problem to the Office, and after several alternatives were considered, a well-guarded unit was set up in the Supreme Court basement. Late in September 1946, after careful selection of personnel and the introduction of improved work methods, the office formally began printing opinions, in addition to preliminary prints and the *U.S. Reports*, under rigid Court requirements. The transition from private to Government printing was successful, and the Court Reporter thanked the Public Printer "for very fine cooperation."

## 1947

The enormous demand for paper during World War II extended into the

postwar year of 1947. During the war, the War Production Board or Civilian Production Administration could, under their war powers, commandeer paper stocks for the Office. But when these war agencies had served their purposes, the GPO lost its procuring arms. Paper inventories were at a dangerously low point. The 1st session of the 80th Congress extended from January 3 to December 19, and at the close of the session there remained but 2 days' supply of paper. If Congress had continued, costly substitution would have been necessary.

With annual requirements of 180 million pounds of paper, invitations to the paper trade yielded only 51 percent coverage. The situation required some positive action so that the Office could carry on its functions.

In 1916 the House Committee on Printing had reported favorably a bill authorizing the Public Printer to erect or purchase a pulp-and-paper mill to provide "necessary paper for Government printing and binding at all times at a fair price" and to protect the Government from suppliers who "refuse to furnish necessary paper for the operations of the Government, except at exorbitant and noncompetitive prices." The bill contemplated use of wood, minerals, and other materials found on public lands. [In 1922, Public Printer Carter had also urged a Government papermill.] The House bill died, but in 1947 the Joint Committee on Printing reopened the question of a GPO papermill.

By direction of the committee, Mr. Giegengack wrote to approximately 100 paper manufacturers asking for sale proposals of their property to the Government. Of the 30 replies received, only 3 expressed willingness to negotiate; the remainder were not interested. The Public Printer therefore recommended that Congress consider long-range measures to provide unfailing sources of paper supplies. [Subsequent easing of the pa-

per market and the acquisition of large quantities of war surplus paper stocks effectively relaxed the problem.]

### *"Record" Daily Digest*

The first suggestion from Congress for quick reference to the daily Record had been made in 1927, when a Congressman stated:

Newspapers do not have time to read through the entire *Record* to find what they want; and frequently throw it in the wastebasket; \* \* \* they say life is too short to go through it to find what they want.

This problem was resolved when, pursuant to the provisions of PL 601, 79th Congress, entitled "Legislative Reorganization Act of 1946," a *Record* daily digest appeared on March 17, 1947. Averaging about seven pages, the digest offered a quick-reference guide to congressional activities of the day, in addition to committee meeting schedules and proposed legislation.

### *Plastic Printing Plates*

At the outbreak of war in 1941, the Government found it necessary to supply lightweight printing plates to combat areas and foreign newspapers. Although the art was in an experimental stage, the Office began immediate production. From 1941 to 1947, 600,000 plates were made in the Platemaking Division, and developments originating or perfected in the GPO were adopted as standard trade practice by commercial platemakers.

### *Apprentice School Reopened*

Closed during wartime because of military service for young men of apprentice age, the Apprentice School reopened in August. Unlike the first apprentices of the 1922 class, the new group was limited to 75 returned employee veterans of



World War II who had permanent civil service status.

## 1948-1949

Augustus E. Giegengack resigned as Public Printer on March 15, and Deputy Public Printer John J. Deviny was appointed by President Truman to succeed him. Mr. Giegengack had served 14 years, longer than any predecessor in Office history.

### *Congressional Words of Praise*

Shortly before his resignation, Mr. Giegengack appeared before the House Appropriations Committee, and submitted his fiscal report. After a lengthy hearing, Congressman Norrell remarked:

I want to say that you gentlemen are doing a magnificent job over there. I think I voice the sentiment of Congress \* \* \*, but I do not see how you do the tremendous volume of business that you handle.

### *Printer Shortage*

With the country enjoying postwar prosperity and the printing trade on a full-employment basis, there was a pronounced shortage of printers. The problem was met when the Civil Service Commission made a nationwide newspaper, radio, and circular publicity campaign to recruit personnel.

### *Commercial Division Reduced*

The Commercial Planning Division which had purchased almost \$225 million worth of printing from U.S. printers during the recent war was reduced to the level of a section with its procurement functions returned to the Purchasing Division. The Division, with a peak em-

ployment of 213 workers, was an important procuring arm when vital war printing was needed.

On July 1, 1948 the Joint Committee on Printing issued the first of a new series of regulations, entitled *Government Printing and Binding Regulations*, which encompassed the most complete, far-reaching changes in the Government's printing program, particularly with regard to field printing, which had taken place in a quarter century.

### *Code of Federal Regulations*

Typesetting began on the 50-volume compilation of Government department regulations derived from the *Federal Register*. Estimated to require more than 100 million printed pages, publication proceeded at a rate of two volumes weekly.

### *Kiess Act Operation*

Beginning this year wage offers under the 1924 Kiess Act were being made by the Public Printer on the weighted average of union pay scales of the 25 largest cities in the United States, as reported by the Bureau of Labor Statistics of the Department of Labor.

On December 18, 1948 a 12-percent pay increase was approved by the Joint Committee on Printing. Since 1939, the Kiess Act procedures had lifted wages of Office craft workers by 80.3 percent.

### *Annual Reports Discontinued*

For the first time since 1852, when Superintendent of Printing Towers submitted to Congress his first annual report on the state of the public printing, the yearly accounting of Office activities was abandoned. Of necessity, the reports of the war years of 1940-46 had been discontinued, and the 1947 report closed the series. The reports had ranged from

716 pages in 1920 to 43 pages in 1934. In the interest of economy, the annual reports of the Public Printer and of division heads were now typed for public inspection, but the GPO would not typeset its own reports.

## 1950

The GPO again became a "war" agency with the outbreak of hostilities in Korea. Commercial procurement was necessary, and the 1943 record of nearly \$38 million was almost matched by the \$34 million of 1950. Warehouses were again established in New York and Chicago, but were closed in 1953.

### *New Printing Equipment*

The Public Printer urged Congress to increase his present \$300,000 authorization for new machinery to \$600,000. Dollar purchasing power had dropped, and new equipment was necessary to cut costs by increased production. In addition, three new *Congressional Record* presses were expected to cost almost \$1 million. With an expected \$6 million earned surplus to be returned to the Treasury by the Office, Congress agreed to the suggested increase. Designed to print the *Record*, *Federal Register*, and other publications, a reduction in page margins would permit the presses to use 46-inch paper rolls instead of 48 inches, thus saving about \$10,000 to \$12,000 annually in paper costs.

## 1951

In 1946, the GPO had acquired 15 field plants from the Treasury. At that time the Public Printer had recommended

consolidation of the plants. Effective this year there were now six field printing plants located in New York, Chicago, Denver, San Francisco, Seattle, and a Washington branch known as the GPO Departmental Service Office. The Washington plant was the largest, consisting of offset presses; it had no letterpress equipment. Furnishing typewriter composition with simulated typefaces, this reproduction work was performed in the branch and main GPO, with a volume of \$2 million annually.

### *Document Steel Shelving*

This year saw the removal of old wooden boxes from Documents store-rooms. Serving as documents shelves since the beginning of the GPO in 1861, these ancient boxes were replaced by steel shelves at a cost of \$200,000. The change from flammable boxes to fireproof metal shelves increased storage capacity and reduced fire hazards.

### *Document Sales*

The Superintendent of Documents reported a record volume of sales and number of documents distributed. Over 1¾ million orders were received, with sales of 40,360,814 publications yielding \$3,809,042. In addition, over 66½ million publications were distributed for the departments and Congress.

A House Appropriations Committee member noted the steady increase in popularity of Government publications, and questioned whether more document sales were—

brought about by the increase of bureaucracy in Government \* \* \* or the fact that more people are reading now than in previous years \* \* \* or [if] it is due to pressure groups getting their members to write in.

The Superintendent replied:

I think that more and more people are reading more and more Government publications \* \* \* (and some of them are tough reading), [it] is a

healthy sign. More people are aware of what the Government is doing; part of it is a public awareness of the great problems facing the Government. \* \* \*

The best answer is \* \* \* that it is a fine thing for our democracy \* \* \*.

Two years later, the Superintendent stated:

This is at a time [1953] that reading and printing are supposed to be fading into the lost arts and giving way to radio, television, and movies, but in the field of Government publishing, there is a tremendous growing interest on the part of the public in the issuances of the Federal Government.

## 1952

Authorized in 1950, three new *Record* presses were installed this year. After a break-in period, the presses would be available for the next session of Congress. In 1954 the Public Printer reported that the presses had effected a—

phenomenal reduction in the cost of certain printing other than the *Record*, while cutting costs by about \$25,000 yearly and assuring its regular issuance in a far more efficient manner. \* \* \* these presses have saved \$701,422.71 during 23 months of operation against their cost of \$941,000.

By 1955, savings totaled \$1,130,000 after 34 months of operation. The greater part of the savings were made in the printing of income tax forms and instructions. In addition, Internal Revenue had saved about \$350,000 annually in distribution costs.

## 1953

On February 28, Public Printer Deviny retired and Philip L. Cole became Acting Public Printer on March 1.

On April 28, Raymond Blattenberger of Pennsylvania, appointed as Public

Printer by President Eisenhower, took over the direction of the Office.

### *New Accounting Procedure*

Under the new Accounting Procedure Act, the GPO adopted a uniform departmental business-type budget, financed by a continuing revolving fund of \$10 million. In the following year the Public Printer reported that this new fiscal arrangement had removed the need of yearly appearances before the House Appropriations Committee to justify Office working capital loans which had ranged from \$7½ to \$20 million.

In addition, he stated that savings in administrative overhead under the new budget system had produced savings of about \$800,000.

### *Modernization Program*

On October 5, the Committee on Modernization of Machinery and Equipment was established. The Committee was directed to replace old or obsolete equipment with modern, more efficient machinery to reduce operating costs; to render more rapid service to customer agencies; and to eliminate excessive repairs on inefficient machines which become outmoded by recent engineering improvements. Purchases were approved only when real savings justified the expenditure.

### *Fiscal Plan*

Effective July 1, Congress established a revolving fund for expenses necessary for the operation and maintenance of the GPO (except the Office of the Superintendent of Documents).

### *Internal Revenue Printing*

In planning the regular income-tax instruction pamphlet for 1952 the Super-



intendent of Documents suggested the possibility of printing the forms with the instructions in one self-mailer pamphlet and switching production to the Record presses. This matter was discussed with Internal Revenue officials and approval obtained for a test run on the old Record presses of 3 million copies of several combinations of forms with the instructions for trial in the Boston and Indianapolis areas.

The test product was termed successful by the Bureau of Internal Revenue and 48 million packages for Nationwide use were printed in 1953 on the three new Record presses, then speedisealed in the Bindery, and delivered as self-mailers ready for addressing by the Department. The presses printed the instructions on newsprint, and the forms on writing paper, the forms being spot-pasted to the instructions for easy removal by the taxpayer. The entire product came off the press complete, freeing many flatbed presses and folding machines for other work. Forty million 24-page packages and 8 million 32-page packages together with an additional 7,728,000 copies of 12-page instructions and 132,530,000 four-page forms were printed on the three new Record web presses.

The total savings realized by producing this work in the fiscal year 1953 on the new Record presses is estimated as follows:

Savings in paper, presswork, and binding charges in GPO.....	\$275, 000
Savings in assembling, stuffing, and mailing, including \$70,000 savings on window envelopes by Internal Revenue .....	351, 000

Total savings to Bureau of Internal Revenue.....	\$626, 000
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It should be noted that this program required almost 3 months continuous uninterrupted production on all three of the new Record presses, running two shifts a day five days a week.

The printing included 3 package products, 5 instruction products, and 1 instruction form product. To print this tremendous volume of work called for an expenditure of 33,280,277 press impressions at an average of 17,000 per hour over a period of 55 working days from September 14 to November 30.

The total was broken down as follows:

9,132,600 copies of 32-page packages
38,377,400 copies of 24-page packages
12,233,400 copies of 12-page packages
28,300,000 copies of 4-page forms
1,310,000 copies of 8-page instructions
500,000 copies of 24-page instructions
8,500,000 copies of 12-page instructions
2,713,000 copies of 4-page instructions

## 1954

The Public Printer testified before the House Appropriations Committee that the new accounting procedure, realignment of work shifts which reduced premium pay for nightwork, and streamlining of work and materials handling procedures had produced important economies.

### *New Offset Division*

On March 28, the Public Printer recognized the fast-growing offset process by establishing the Offset Division under a Superintendent of Offset. For the first time in history, offset work had achieved status and was making deep inroads into the traditional letterpress method. By 1957, the Division's 10 presses had increased to 40.

### *Security Measures Revived*

Congressional investigations searching for subversion in Government caused the reinstitution of wartime security regulations. Although the country was at

peace, cold war conditions required the safeguarding of security work. Employees handling sensitive matter were given full investigations, special workrooms were set up, and all security matters were placed under a full-time security officer.

### *Purchase Limitation Removed*

Congress removed annual limitation on machinery and equipment purchases. Limited by the Joint Committee on Printing after the 1904-08 "spending orgy," the removal of fiscal restraints permitted the purchase of needed machinery and equipment in the interest of modernization and improvement of facilities.

### *Safety Record*

On May 5, the Office received two honor awards for its low injury rate from the National Safety Council. With an accident frequency rate 59 percent lower than the commercial trade average and a severity rate 81 percent lower than the industry average, the GPO ranked first in U.S. printing safety.

### *Government Life Insurance*

On August 29, GPO workers were covered by the Federal Employees' Group Life Insurance Act of 1954, which provided Government life insurance at a biweekly rate of 25 cents for each \$1,000 of salary. Employee contributions were matched by the Office.

In 1956, the employees' Group Life Insurance Association, organized on May 1, 1931, entered into a contract with the U.S. Civil Service Commission in accordance with section 10 of the 1954 act, whereby its assets and insurance liability were transferred to the Commission. This action dissolved the association, but enabled members to keep their insurance so long as they continued premium payments to the Commission.

1955

### *Tabulating Card Purchases*

Effective July 1, all Government agencies were notified by the GPO that they could negotiate contracts for tabulating cards direct from card manufacturers. Based on a recommendation by the Hoover Commission, the new procedure would cut costs, paperwork, and delay.

### *Federal Printing Volume*

In 1955 the Hoover Commission on Organization of the Executive Branch of the Government made a survey of Government business enterprises. In its study of Federal printing, it stated that overall Government printing expenditures for 1954 were estimated at \$370 million. The GPO spent about \$71 million, of which \$8 million was for Congress. Of the total, \$14 million was procured by the Office from commercial sources, and an additional \$30 million was contracted for executive agencies.

The Commission further noted that the total cost of printing for executive departments was estimated at \$285 million, with about \$63 million by the GPO. The balance was performed by 327 departmental printing and duplicating plants, of which 196 were operated by the military services. Presumably the grand total of the estimate included the output of every small office duplicator in the agencies.

### *Paperwork in Government*

The Commission study also reported that exclusive of the tons of paper for printing typeset and reproduced matter, the Government also created about 25 billion pieces of paper, all produced by 750,000 employees at an annual cost of over \$4 billion. Placed end to end, this

paperwork would reach to the moon 13 times. Federal offices turned out more than a billion individual letters each year. Rental of tabulating machines cost over \$36 million annually, and more than 5 billion punchcards were used. In 1954, there were more than 24 million cubic feet of Government records, enough to fill 7 Pentagon-sized buildings or space equal to 36 Empire State Buildings.

The Commission did not indicate the portion of Government paperwork which was translated into type by the GPO.

## 1956

The Modernization Committee recommended the purchase of \$1½ million worth of new machinery, which it estimated would produce yearly savings of \$537,591, with purchase cost recovered in 3 years. Included were 10 new, modern, and speedy offset presses to replace 25 old letterpresses.

### *Rush Work*

Premium surcharges for "urgent" printing reached an alltime high of almost \$2½ million this year. Publications requiring special handling were given right-of-way in Office production divisions, but the agencies were taxed with extra charges for those particular jobs which did not lend themselves to orderly production.

## 1957

This year a \$1,323,000 contract for air conditioning the GPO was awarded. In addition, automatic elevators throughout the Office were installed for \$278,000.

### *New Retirement Plan*

Effective July 1957, employees were covered into the new civil service retirement fund. The 6½-percent Office contribution amounted to about \$2 million yearly.

### *Modernization Program*

In 1956 the Joint Committee on Printing authorized over \$2 million for a modernization program. This year the committee granted an additional \$1¼ million for new equipment. Included were 17 typesetting machines for about \$270,000; 11 Monotype keyboards and casters, about \$115,000; and 11 offset presses, about \$765,000. The total value of all Office plant machinery and equipment was approximately \$12½ million.

### *Personnel Drop*

The Public Printer reported that personnel in his 4-year tenure had dropped from 7,399 in April 1953 to 6,294 in April 1957, for a net decrease of 1,105.

### *Printing Volume*

Congressional printing which in 1867 had amounted to 52.3 percent of Office printing was only 12.6 percent in 1957. Congressional printing services for fiscal year 1957 cost \$11,863,430—the greatest amount for any year since the establishment of the GPO in 1861. Printing from commercial sources, first begun on a large scale in fiscal year 1941, amounted to about \$25½ million in 1957, constituting more than 27 percent of all charges.

### *Paper Supplier*

In 1924, Congress had centralized all Government paper purchases in the GPO, with sales of about \$400,000 to Govern-



ment departments. This year blank paper totaled almost \$7½ million.

## 1958

Space problems again appeared. Yearly pleas for more space had been made from 1861 to 1940, but the erection of the main building in 1940 indicated a halt in GPO expansion. But 1956 storage problems and the hauling of paper from leased quarters 15 miles from the Office accentuated the need for a new building. On July 23, 1956, the Joint Committee on Printing had ordered a study of a proposal for a new warehouse to the west of the present main building. Estimated to cost \$5,251,000 and to produce annual savings of \$244,686, the building was approved by the Joint Committee on May 12, 1958. In 1959 the Senate approved the new warehouse bill, but the House failed to act.

### *Presidential Papers*

Early this year typesetting began on the 1957 compilation of the public messages and statements of President Eisenhower. For the first time since 1899, when Richardson's *Compilation of Messages and Papers of Presidents, 1789-1897*, appeared in 10 volumes, an official medium of Presidential actions would be published. Authorized by Congress under the Federal Register Act, the National Archives undertook the task of assembling the expressions and official acts of Presidents. Presidential proclamations, Executive orders, and other White House documents were published in the *Federal Register*, but Presidents' utterances were scattered in newspapers, the *Congressional Record*, and White House press releases. As of 1961, volumes covering 1953-59 were completed, but no formal decision had

been reached to close the historical gap between 1897 and 1952.

## 1959

### *Data Processing*

The first electronic equipment for payroll and cost accounting work was installed. Formerly prepared on punch-card equipment, this work would now be processed by modern machinery at a saving of \$500 a month. In 1960, a complete data-processing system was set up, with expected annual savings of \$60,000.

### *Government Paper Specifications Standards*

The Joint Committee on Printing compiled and issued standard specifications for all paper for Nationwide use and in its Regulations prescribed these standards as mandatory in the preparation of procurement documents for paper stocks and in specifying paper stocks to be used in printing, binding, or duplicating.

### *Apprentice Increase*

On October 22, 1956, the training of apprentices was resumed on a full scale, with the appointment of 50 men. On May 12, 1958, 75 were added, and this year 81 additional apprentices were appointed to relieve worker shortage in the industry. The Public Printer reported that "they are producing as well as learning."

## 1960

### *Government Health Insurance*

Beginning July 1, all employees were covered into the Federal health insurance

plan. The Public Printer believed that the Office contribution would approximate \$330,000. Compared with the somewhat inadequate private plans of former years, GPO workers now received better protection. As far back as January 5, 1889, a small number of employees had formed the GPO Mutual Relief Association, whose "objects and purposes \* \* \* [were] to provide a fund \* \* \* in the event of sickness or other disability."

Weekly benefits of \$10 were paid, but were limited to not more than 6 weeks yearly. Dues were \$1 a month, and payments were expected to cover all doctor bills and medicines, but the bylaws included a prohibition of benefits for "sickness arising from excessive indulgence or indiscretion."

### *Plant Improvements*

The GPO was now 90 percent air conditioned.

All elevators had been converted to automatic operation.

Ten fast-running presses for congressional bills were modernized and overhauled to give a 100-percent increase in speed and 10 years additional longevity.

### *Personnel*

The Public Printer reported 6,289 employees on the rolls compared to 7,399 in 1953, his first year of office, a reduction of 1,110.

### *Documents Division*

The Division reported sales of \$9,075,000. Earnings above expenses permitted a return of \$4,400,000 to the Treasury. Of 130 million publications handled by Documents, 50 million represented sales and 80 million for congressional, depository library, and departmental distribution.

Public Printer Blattenberger resigned as of January 31, and Deputy Public Printer Wilson became Acting Public Printer, but died on March 4.

On March 8, the Joint Committee on Printing designated Felix E. Cristofane, Comptroller, as Acting Public Printer. On March 9, President Kennedy nominated the Staff Director of the Joint Committee on Printing, James L. Harrison of the District of Columbia, as Public Printer. He was confirmed by the Senate on March 16 and took the oath of office on March 17.

Within less than 2 months after taking over the direction of the GPO, as this history goes to press, Public Printer Harrison has filled all organizational vacancies in the Office. He appointed a Deputy Public Printer, an Administrative Assistant, and a Special Assistant. He combined the functions of Planning and Production under a Planning-Production Manager and broadened the scope and authority of several officials under the Planning-Production Manager. He consolidated commercial specification writing and printing procurement under the Director of Purchases. A new Comptroller, a Deputy Comptroller, and an Assistant Comptroller were appointed. These promotions brought about numerous other elevations along the staff's lower echelon. He announced that these appointments, made from Office personnel, were designed, in each case, to provide improved service to the Government.

### *100 GPO Years*

On March 4, the Office began its centennial celebration.

## Chapter IV

# THIS IS THE GPO

**T**HIS SUMMARY chapter consists of comparative statistics showing relative growth of Government and the GPO for the past 100 years; the Office organizational structure; the difficulty in pinpointing the role of the GPO in the executive, legislative, or independent branches of Government; and statistical data pertaining to GPO plant, equipment, and production.

### Heads of Public Printing: 1852-1961

#### SUPERINTENDENTS OF PUBLIC PRINTING: 1852-61

John T. Towers, September 1, 1852-December 6, 1853.  
A. G. Seaman, December 7, 1853-December 1857.  
George W. Bowman, December 1857-May 12, 1859.  
John Heart, May 13, 1859-March 4, 1861.

#### GPO SUPERINTENDENTS OF PUBLIC PRINTING

John D. Defrees, March 23, 1861-August 31, 1866.  
Cornelius Wendell, September 1, 1866-February 28, 1867.  
John D. Defrees, March 1, 1867-April 14, 1869.

#### CONGRESSIONAL PRINTER

Almon W. Clapp, April 15, 1869-July 31, 1876.

#### PUBLIC PRINTERS

Almon W. Clapp, August 1, 1876-May 30, 1877.  
John D. Defrees, June 1, 1877-April 14, 1882.  
Sterling P. Rounds, April 15, 1882-September 12, 1886.  
Thomas Benedict, September 13, 1886-May 6, 1889.  
Frank W. Palmer, May 7, 1889-May 2, 1894.  
Thomas Benedict, May 3, 1894-March 30, 1897.  
Frank W. Palmer, March 31, 1897-September 8, 1905.  
O. J. Ricketts (Acting), September 9, 1905-November 27, 1905.  
Charles A. Stillings, November 28, 1905-February 5, 1908.  
William S. Rossiter (Acting), February 6, 1908-June 7, 1908.  
Capt. Henry T. Brian (Acting), June 8, 1908.  
John S. Leech, June 9, 1908-November 30, 1908.  
Samuel B. Donnelly, December 1, 1908-June 20, 1913.  
Cornelius Ford, June 20, 1913-April 4, 1921.  
George H. Carter, April 5, 1921-July 1, 1934.



Augustus E. Giegengack, July 2, 1934–March 15, 1948.  
John J. Deviny (Acting), March 16, 1948–May 5, 1948.  
John J. Deviny, May 6, 1948–February 28, 1953.  
Philip L. Cole (Acting), March 1, 1953–April 27, 1953.  
Raymond Blattenberger, April 28, 1953–January 31, 1961.  
John M. Wilson (Acting), February 1, 1961–March 4, 1961.  
Felix E. Cristofane (Acting), March 7, 1961–March 17, 1961.  
James L. Harrison, March 17, 1961–.

## 100 Years of Growth of Government and GPO

As the Nation has grown, so has the GPO, and the 100 GPO years parallel a similar period of national growth. The following comparisons illustrate the expansion of the Nation and the necessary increase in GPO services as Government became big business.

### *Government in 1861 and 1961*

The Union on March 4, 1861, consisted of 24 States and the 9 Territories of Arizona, Colorado, Dacotah, Idaho, Montana, Nebraska, New Mexico, Utah, and Washington. Today, the GPO serves the printing needs of a Government which has grown to 50 States, and territories and possessions.

In 1610, British America had a population of 210. By 1800 the population had risen to 5,308,483, and in 1861 [the beginning of the GPO], 32,351,000. As of 1961, the country had grown to about 183 million.

### *Congress*

The 36th Congress in 1861 was composed of 48 Senators, 175 Congressmen, and 9 Delegates from the Territories. The 87th Congress numbers 100 Senators, 437 Congressmen, and a Resident Commissioner from Puerto Rico.

In 1861 a total of 59 standing and joint committees conducted the affairs of Congress. In 1946, the Legislative Reorganization Act reduced the then number of standing, joint, and select committees to

48, but it was later found that each committee could be segmented into many subcommittees so that today overall committees total about 250. The standing committees with their normal functions, and subcommittees formed to study the diverse aspects of a complex Government and society, all require printing.

### *Departments*

In 1861 the Federal Establishment consisted of five departments, not including the Attorney-General's Office (later Justice) and the Post-Office which were members of the Government team but not full-fledged departments. (In 1870 Justice became a department, and in 1872 the Post Office acquired full status.) Today the Federal setup consists of 75 departments and independent agencies, with innumerable boards, bureaus, offices, divisions, and international commissions—all with printing needs to be met.

In 1800, Washington had 136 Federal employees. In 1861, there were 36,672 in the Federal service, and in 1961 there were 2,374,208 civilian employees.

For the armed services, in 1800 there were 5,400 in the Navy and 525 in the Marine Corps. No information on the Army available. By 1860, the military numbered 27,958, but in 1861 [a war year] it had risen to 217,112 and in 1865, to 1,062,848. In 1961, the Armed Forces totaled 2,476,435. These personnel also create the need for GPO printing.

## Organizational Structure

The Public Printer is solely responsible for the administration of the Office. However, the Joint Committee on Printing, consisting of three Members of the Senate and three Members of the House of Representatives, is directed to adopt and employ such measures as in its discretion it deems necessary to remedy any neglect, delay, duplication, or waste in public printing, binding, and distribution of Government publications. The Joint Committee fixes the standards of paper used in public printing and approves contracts for such paper and other materials. It also passes on wage agreements which the Public Printer is authorized by the act of June 7, 1924, to enter into with committees representing the various trades in the GPO, and acts generally as the board of directors of the GPO.

### *Management*

Entire management of the Office, including appointment through civil service of all personnel (the Public Printer is the only exception), is by law vested in the Public Printer, who is required to be a practical printer versed in the art of book-binding. He is appointed by the President of the United States by and with the advice and consent of the Senate. In directing the various functions and activities of the GPO, the Public Printer is aided by the Deputy Public Printer and an Administrative Assistant. The Deputy Public Printer assumes the duties of the Public Printer in the absence of that official and is directly responsible to the Public Printer for all production, planning,

and field service functions. The Administrative Assistant assumes the duties of the Public Printer in the absence of both the Public Printer and the Deputy Public Printer and is responsible to the Public Printer for all administrative functions of the Office.

### *Purpose*

The Government Printing Office executes orders for printing and binding placed by Congress and the departments, independent establishments, and agencies of the Federal Government; furnishes, on order, blank paper, inks, and similar supplies to all governmental activities; distributes Government publications as required by law, and maintains necessary catalogs and a library of these publications; prints, for sale to the public, such documents as are not of a confidential nature.

### *Working Capital*

Congress each year appropriates direct to the Public Printer working capital to which is charged the cost of printing and binding for Congress. All other Government establishments pay to the Public Printer, from appropriations under their control, the cost of printing and binding which they may order, these payments being deposited by the Public Printer in the Treasury to the credit of the working capital and becoming at once subject to requisition by the Public Printer for authorized expenditures.

## Administration and Planning-Production

Administering the building and plant is an organization of management and

work divisions under the overall control of the Public Printer. For efficient man-

agement purposes the Office is divided into two groups: administration and planning-production.

## ADMINISTRATION

The Administrative Assistant is responsible to the Public Printer for the proper handling of the administrative functions of the Office. The divisions under his supervision are: Personnel, Finance and Accounts, Purchasing, Maintenance, Tests and Technical Control, Disbursing Office, and Public Documents.

The Director of Personnel is responsible for the proper handling of the administrative functions of the office in the absence of the Administrative Assistant.

The Security Officer, charged with responsibility for procedures to safeguard the Office and the printing it produces, reports to the Planning-Production Manager.

### *Division of Personnel*

The Director of Personnel is responsible for the administration of the personnel program. Essential functions are recruitment, examining, placement, promotion, performance evaluation, training, wage and salary administration, organizational surveys, employee development, employee relations, apprentice training, and the protective, custodial, and medical services. This official represents the Office in its relations with the Civil Service Commission and the Interagency Advisory Group. He is chairman of the GPO Board of Civil Service Examiners and a member of the Executive Safety Committee.

The Medical Section is maintained under the supervision of the Medical Officer for the treatment of employees who may be taken suddenly ill or receive injuries while on duty. It is equipped with five beds. A Medical Officer and six registered nurses carry out these

duties, and also give physical examinations to determine the ability of employees to perform their regular duties. The Medical Officer also determines the physical qualifications of all appointees before they are accepted for positions in the Office.

The Apprentice School is authorized by law for the training of young men and women in various branches of the printing trades. More than 600 have been trained since its establishment in 1922. On graduation, after serving a 5-year indenture, apprentices become journeymen at their respective trades, and are given permanent employment in the Office without further examination. Apprentices are appointed through civil service examination. The School is limited to 200 apprentices at any one time. In addition to technical training as printers, bookbinders, pressmen, stereotypers, electrotypers, photoengravers, or machinists, the apprentices are required to complete certain related studies deemed essential in their work. Apprentices also aid in production work. There are presently 197 apprentices in training, of whom 46 were assigned in 1956, 73 in 1958, and 78 in 1959.

### *Division of Finance and Accounts*

All fiscal and legal matters, which include cost estimates; appropriations; payrolls; time, leave, retirement, and disability records; legal work; budgets; computing; cost analysis; billing; general bookkeeping; auditing; ratemaking; statistics; files; traffic, etc., are under the supervision of the Comptroller in the Division of Finance and Accounts. The magnitude of the job and the volume of detail involved may be realized by recalling that the Division must compute the exact amount of time spent by each of the approximately 6,000 employees on the thousands of different jobs in process throughout the Office, and determine the



cost of each job and the amount to be collected from the customers—governmental agencies. The annual and sick leave earned and used by each employee must be recorded. Payrolls totaling over \$3 million a month must be prepared and audited. This involves the computation of retirement deductions, overtime, etc. The audit of vouchers covering all purchases by the Office, which total over \$60 million annually, is done in this Division.

### *Purchasing Division*

This Division has charge of all purchases and stores, including printing procured from commercial sources; arranges for the sale of wastepaper and old materials; and supervises the telephone exchange.

The Division purchases and stores approximately 180 million pounds of paper annually and issues from an average inventory of 31 million pounds. Its procurement of commercial printing approximates \$30,000,000 annually and its total yearly purchases are about \$55,000,000.

### *Office of the Disbursing Officer*

The Disbursing Officer has general supervision over all moneys spent for payroll purposes, supplies, etc., and all moneys received in payment for work performed.

### *Maintenance Division*

The maintenance Division is responsible for the maintenance and repair of all buildings and equipment of the Government Printing Office, including electrical, machine, pipe and sheet metal, automobile, carpentry, painting, and box-making. All engineering, drafting, and specification writing involving problems pertaining to the development of machinery to improve the quality and production

of the work of the Office are performed by the engineering force in the Office of the Plant Engineer. The preparation of drawings, specifications, and recommendations to the Purchasing Division for award on various materials used in the Office, as well as the analysis of bids and recommendation of awards for machinery, are functions of the Division. The utilization of equipment is carefully studied and, as far as possible, it is kept in efficient service.

A study is made of all patents submitted to the Office to determine their usefulness in printing operations. Patents of value to the GPO have been processed through the Department of Justice, and several useful patents have been obtained in this manner.

The function of the Maintenance Division includes: operation of powerplant and buildings equipment; maintenance of production machinery and equipment; installation of new machines and equipment; distribution of utilities, including water, gas, electricity, air, and steam; engineering, including specification writing and drafting; safety and fire protection; construction and repair of furniture and fixtures; improvement in working environment (modernization); dispatching, recording, and filling of all orders for repairs and service.

### *Division of Tests and Technical Control*

Laboratory work is performed in this Division in connection with technical specifications for paper and other printing material, and here also is carried out the testing of all purchased material for the purpose of maintaining standards of quality. This Division consists of four sections—type-metal foundry, ink plant, roller and adhesives, and laboratories for testing and analyzing paper and all other printing supplies.

The Metal Section remelts type metal into pigs, restoring any exhausted component in accordance with laboratory chemical tests so that the metal may be used again. The melting room is entirely mechanized with specially designed new equipment.

The other two production units of this Division are the Ink Section and the Roller and Adhesives Section, which manufacture certain writing and printing inks, rollers, and a variety of bookbinding adhesives.

The laboratories are completely equipped and devoted exclusively to printing and bookbinding problems and research in the field of the graphic arts. Valuable aid is rendered to other Government departments and to the printing industry at large through its research publications and cooperation in solving problems pertaining to the technique of the graphic arts and to materials employed therein. Laboratory assistance, involving expert knowledge of papers and inks, is also given to other departments in detection of forgeries and is in many ways helpful toward solution of their varied technical problems.

### *Superintendent of Documents*

One of the main divisions of the GPO is the Office of the Superintendent of Documents, which has charge of the distribution and sale of Government publications. The Documents Division prepares and issues catalogs, indexes, and price lists of Government publications originated by the different departments and agencies on a wide variety of subjects. The *Monthly Catalog of U.S. Government Publications* lists all publications issued each month and the prices of those for sale. Government publications are sold to the public by the Superintendent of Documents at the actual cost of paper, presswork, and binding, plus 50 percent, as required by

law. He is authorized to allow a discount of 25 percent to bookdealers and to purchasers of 100 or more copies on condition that the purchaser adheres to the established sales price and that no advertisement be overprinted. Coupons, good until used, are sold in sets of 20 for \$1; or remittance for publications ordered may be made by check or money order payable to the Superintendent of Documents.

There is a direct appropriation which covers the expenses of the office of the Superintendent of Documents.

### *Cafeteria, Recreation & Welfare Association*

An important activity for the convenience and welfare of the employees is the Cafeteria, Recreation & Welfare Association. This employee association operates a large cafeteria on the eighth floor adjacent to a spacious auditorium and recreation rooms, and also sponsors several athletic clubs and operates the bowling alleys.

### PLANNING-PRODUCTION

The Deputy Public Printer is in charge of the productive group. He is responsible to the Public Printer for the work of all production divisions, including direct responsibility for the Field Service Division.

The Planning-Production Manager's Office, which has immediate supervision of all printed matter produced, includes the following divisions: Planning, Typography and Design, Composing, Platemaking, Letterpress, Offset, and Binding. All offset printing operations are under a Superintendent of Offset. The printing branch of the Library of Congress is also under the direction of the Deputy Public Printer and the Planning-Production Manager.

## *Planning*

*Division of Plant Planning.*—Work is planned for the most efficient, effective, and economical method of production. Cost estimates are furnished the ordering office; specifications are made and schedules prepared for performance of operations within the plant.

*Division of Planning Service.*—Receives requisitions for Government printing and binding procured from or through the Office, issues waivers on that portion of the work which cannot be procured by or produced in the GPO, and prepares specifications and schedules for work procured.

*Typography and Design.*—This Division is responsible for the preparation of format, design, and artwork in connection with new publications; determination of acceptable copy for illustrations; and display reproduction and establishment of standards of quality.

## *Production*

*Composing.*—The setting of type and its arrangement for the printing of all matter, including linotype, monotype, hand composition, proofreading, repro

proofs, and lockup, are included under this activity.

*Platemaking.*—Production of stereotype, electrotpe, plastic, rubber, and photoengraving plates required for the various kinds of letterpress printing.

*Letterpress.*—Includes the actual production of impressions from type and plates. Illustrations in colorwork range from one to four colors.

*Offset.*—Covers the preparation of offset copy, making of negatives and offset plates, and offset presswork.

*Binding.*—Binding of all pamphlets, books, and blankwork, and the repairing and rebinding of old books, documents, and manuscripts.

Production divisions are under the direct supervision of the Planning-Production Manager.

## *Field Service*

*Field Service Division.*—Operates plants in New York, Chicago, Denver, Seattle, San Francisco, and Washington, D.C., under direct supervision of the Deputy Public Printer, to fulfill the requirements of Government departments and agencies in those areas.

## History of Building Expansion

At the time the 1856 building was erected and fitted up as a printing office by Cornelius Wendell, its facilities were considered amply sufficient to execute all work required by both Houses of Congress, and also to perform any work which might be obtained from private sources. Purchased by the Government by authorization of the 1860 printing act, this building became the first GPO.

By 1865, the plant was swamped with Civil War printing, and expansion was necessary. After repeated and urgent calls upon Congress for money, a four-

story addition (60 by 76 feet) was erected at the west end of the structure in 1865; and in 1871 another four-story addition, of the same general style of construction (about 93 feet by 61 feet), was built immediately south of the H street section, fronting on North Capitol street.

In 1879 a fireproof building (53 by 87 feet), four stories high, with an L-shaped extension (60 by 60 feet), was erected south of the western portion of the H Street section. An additional story was placed on this building in 1894.

In 1880-81 a lot on H Street (west of



the H Street section) was purchased and a stable erected, and in 1881 a second fireproof four-story extension (59 by 94 feet), was erected just west of the North Capitol Street section.

In 1885, a brick storehouse (16 feet 10 inches by 100 feet and three stories high) was built south of the main building and connected with it by a bridge over an alley. A one-story plumbing and paint shop (16 feet 10 inches by 65 feet 9 inches) was also erected on the same lot.

In 1888-89 an additional story was constructed upon the south center fireproof section, which had been erected in 1881.

In 1896, a new seven-story building was erected to the west of the GPO and a fifth story added to the south wing.

Building No. 1 on North Capitol and G Streets was completed in 1903, with building No. 2 added to the west of No. 1 in 1930. The warehouse and the new main building (No. 3) were completed in 1938 and 1940, respectively.

## Role in Government

Although established by Congress in 1860, and accordingly a creation of Congress, many questions have arisen concerning the GPO's true position in relation to Government. It is an element of Government and a working member of the Federal Establishment. Various acts of Congress, Executive orders, Supreme Court decisions, and Attorney General and Comptroller General rulings have placed it in service for the executive, legislative, and independent branches.

In 1875, Chief Justice Waite declared:

In short, the GPO superintendent seems to have a department of his own, in which he is in a sense supreme. Certainly he is not under control of any of the executive departments. Apparently he is more responsible to Congress than to any other authority.

On May 21, 1883, President Arthur issued the following Executive order:

\* \* \* it is hereby ordered that the several Executive Departments, the Department of Agriculture, and the Government Printing Office be closed on Wednesday, the 30th instant, to enable the employees to participate in the decoration of the graves of the soldiers who fell during the rebellion.

In 1892, the chairman of the Joint Committee on Printing stated:

The Printer is the Congressional Printer. True, his name has been changed to that of Public Printer, but nonetheless he has always been considered, is considered today, and I think always

will be, as the creation of Congress, subject to its immediate direction, without interference by any of the executive officers of the Government.

The enactment of the 1895 printing law granted broad authority in the Joint Committee on Printing by providing that—

The Joint Committee on Printing shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay in the execution of the public printing.

The GPO was not placed under civil service until June 13, 1895, when President Cleveland issued an Executive order blanketing all its employees into the classified service. Serious question was raised at that time as to whether the President had this authority under the Civil Service Act of January 16, 1883.

In 1898 the Attorney General made this finding in reference to the civil service status of the GPO:

I therefore am of the opinion that the employees in the office of the Public Printer are not subject to classification and examination under the Civil Service Act; that the GPO is not an executive branch of the Government within the meaning of that term in the Civil Service Act; and that it is not under the control of, nor a branch or division or office of any of the executive departments, and the provisions of the Civil Service Act cannot lawfully be applied to the officers or employees therein.

Senator Root, one of the foremost authorities on governmental matters, in dis-

curring printing legislation in the Senate in 1912, declared:

The office of the Public Printer is an anomaly in our system of administration. \* \* \* The GPO is not in any executive department and has no supervision, and has never had any supervision, except the supervision of Congress. \* \* \* Now, either Congress ought to make its own supervision adequate, if it is going to perform that duty, and create for it adequate machinery and fix upon somebody the responsibility, or else it ought to put this bureau in an executive department. Whichever Congress chooses to do is all right; but the office is today a lost child, and has been ever since I have known anything about the administration of the Government of the United States.

In the same discussion, another Senator remarked: "The President has no authority to give orders to the Public Printer on any subject," to which Senator Smoot, chairman of the Joint Committee on Printing, replied, "None whatever; \* \* \* he is responsible to Congress alone."

An act of March 3, 1917, made the Joint Committee on Printing a continuing body and thus took from the Secretary of the Interior the jurisdiction over certain contracts and purchases by the Public Printer when Congress was not in session.

In 1928, Public Printer Carter in testimony before the House Appropriations Committee offered what is perhaps the best definition of the GPO:

Mr. MURPHY. Mr. Carter, for the benefit of the committee and the record you might state at this time how the GPO is governed. We have in Congress a Joint Committee on Printing. You might state what they do in the way of supervision of the GPO.

Mr. CARTER. Senator Root once said in a debate in the Senate that the Printing Office is an anomaly in our system of administration, it is neither under Congress nor any executive department. The Public Printer is appointed by the President and confirmed by the Senate, but other than that the President does not exercise any active control of its management. The Joint Committee on Printing acts as board of directors for the GPO and to that body the Public Printer has to look for advice and counsel, and for the ap-

proval of many of his purchases, such as paper and machinery. Otherwise, the GPO is an absolutely independent establishment and the Public Printer has to assume entire and sole responsibility for its management. However, the Joint Committee exercises, and has always exercised, in my experience of 20 years, a very close and keen observation over the operation of the Office. Our purchases of machinery have to be submitted to that committee.

Mr. MURPHY. To what extent, Mr. Carter, must you secure the approval of that committee when you go to purchase improved machinery or make contracts for paper, or carry on any other activity for the benefit of your Office?

Mr. CARTER. All of the annual contracts for paper are awarded by the Joint Committee. All of the open-market purchases of paper, even as little as 10 pounds of any special kind of paper, must come before the Joint Committee for its approval. All purchases of machinery and equipment amounting to over \$1,000 must have the approval of the Joint Committee.

The Joint Committee also has control over the publication of the *Congressional Record*, the *Congressional Directory*, and many other special publications of Congress.

The committee also has the power to remedy any neglect, delay, duplication, or waste in public printing and binding.

Further than that, in the case of adjustment of wages under the Kiess Act, the negotiations must be made, in the first instance, by the Public Printer and a committee representing the trade affected, but any new scale cannot go into effect unless it receives the approval of the Joint Committee on Printing.

So, on the whole, I think the Joint Committee acts efficiently as a board of directors for the GPO in carrying out its varied duties under the law.

In 1932, a Comptroller General's decision stated that the GPO was a part of the legislative branch and therefore was not subject to legislation applicable only to the executive departments and independent establishments of the Government.

The 1943 act relating to selective service deferment of persons employed by the Government contained the following provision:

For the purposes of this section and Executive Order No. 9309, the GPO and the Library of Congress shall each be deemed to be an agency in the executive branch of the Government.

## Conclusion

There may have been a too-heavy emphasis in this GPO history on the typesetting and press units. Equally important also were the many unsung but quietly efficient sections throughout GPO. The maintenance workers; electrical and machine shop; the delivery section, darting around the city with the early-morning delivery of the *Congressional Record*; men in the Superintendent of Documents stockrooms filling worldwide orders for Government publications; bindery women; paper-handlers throughout the GPO—all these are the GPO in action and all members of a public service organization.

This has been a story of planning specialists, of men skilled in the graphic arts and drawn from every corner of the country. Of men translating copy into ems of hot metal type; of proofreaders searching for the gremlins which creep into a line of type; and the compositors, pressmen, binders, and all others in the assembly line of production who join in keeping the Nation informed.

Printing presses, composing equipment, and bindery machines constitute—appropriately—a considerable part of this history.

However, the truly important fiber which has been woven into the fabric of the GPO's centennial history is people. Although they are not specifically recorded, there are nameless thousands who, by their dedication and diligence, have been responsible for the GPO's past achievements and are the promise of future success.

The close relationship of the Joint Committee on Printing to the Government Printing Office during this entire century is exemplified by the fact that two of its staff directors, George H. Carter and James L. Harrison, have been appointed as Public Printer.

Senator Carl Hayden, to whom this book is most appropriately dedicated, is now serving in his 19th year as chairman of the Committee. During the first nine of those years the Committee staff was headed by Ansel Wold. Mr. Wold's total service in that position spanned approximately 27 years, longer than any other man. He worked with five chairmen; Senators Hayden, Jenner, Moses, and Fletcher, and Representative J. Walter Lambeth.

Following his retirement in 1948, Mr. Wold was succeeded by Paul C. Beach, who, subsequently, was a staff colleague of Public Printer James L. Harrison.

Finally, the co-relationship of the GPO-Joint Committee on Printing again was renewed this year with the advent as staff director of John F. Haley, who was associated with the GPO for a number of years.



