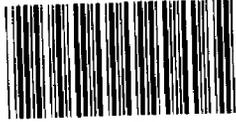


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UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D. C. 20548



FOR RELEASE ON DELIVERY
Expected at 10:00 A.M.
Tuesday, July 24, 1979

STATEMENT OF

WERNER GROSSHANS, ASSOCIATE DIRECTOR
LOGISTICS AND COMMUNICATIONS DIVISION

BEFORE THE

COMMITTEE ON HOUSE ADMINISTRATION
AND THE
SENATE COMMITTEE ON RULES AND ADMINISTRATION

HSE 01700

ON

SEN 03300

Comments on H.R. 4572 AND S.1436 TO AMEND TITLE 44 UNITED STATES CODE TO PROVIDE FOR IMPROVED ADMINISTRATION IN PUBLIC PRINTING SERVICES AND DISTRIBUTION OF PUBLIC DOCUMENTS

Mr. Chairman and Members of the Committees:

We are pleased to be here today to discuss our work concerning the Government Printing Office (GPO) and to offer some comments on the adequacy of the current structure for managing the printing and distribution of public documents.

First, I would like to briefly discuss the work we have done at GPO in recent years, focusing on the problems we have identified and the improvements GPO has made in response to our recommendations. Second, I would like to discuss our concerns about the existing structure for managing Government printing and distribution of public documents and our views on possible changes to improve the structure's efficiency and effectiveness.

005955

Testimony

Your letter of July 11, 1979, was received by our office on July 16. Due to the short time frame available to us to prepare our testimony, we are not prepared to specifically address all the provisions of H.R. 4572. Should the Chairman desire, we can provide at a later date our comments on needed additions, deletions, or revisions to assure that the intent of the bill is clearly disclosed.

GAO'S WORK AT GPO

Until 1973, GAO's work at GPO was primarily directed to certifying to the accuracy of GPO's financial statements. However, since 1973, GAO has issued 24 reports on GPO activities. Attachment I gives a listing of these reports.

We have structured most of our work at GPO on the basis that the organizational structure has been established and accepted as a given. We have recommended improvements to the procedures and practices within the established structure to permit GPO to provide adequate and credible service to the Government and to the general public. We believe that the Public Printer has been quite responsive and has implemented many of the improvements we have suggested.

BRIEF OF GAO REPORTS

The more pertinent issues we have reported on concerning specific activities at GPO have been in the following areas:

Printing services for Federal agencies

In our report to the Congress (LCD-75-437, dated Dec. 29, 1975), we pointed out that GPO needed to improve its

services to Federal departments and agencies to provide more rapid delivery of orders. To accomplish this, we recommended that GPO

- shorten its printing procurement process by eliminating some operations, using alternative procedures, and avoiding delays;
- exercise better control over its procurement of printing by using an improved reporting system and labor standards; and
- strengthen its contract compliance system to promote timely deliveries from commercial sources of printing ordered by Federal departments and agencies.

Pricing of publications ✓

In our report to the Joint Committee on Printing (LCD-75-405, dated Nov. 19, 1974), we pointed out that increased costs of publications would affect the availability of these documents to the public. Therefore, we presented the following alternatives for the Joint Committee to consider:

- Continue the current policy of recovering the total sales program costs from revenues, which passes increased costs to the public.
- Subsidize the cost of publications through appropriations, which would lower selling prices.
- Decide whether the public printer should add the 50-percent factor to the current pricing formula.

Management of agency printing plants ✓

In our report to the Joint Committee on Printing entitled "Agency Printing and Duplicating Operations Need Management Improvements" (LCD-74-438, dated Nov. 1, 1974). we pointed out that several agencies could reduce costs and increase productivity by procuring more printing commercially and by interagency consolidation of in-house printing plants. We also reported that agencies could improve compliance with Joint Committee's regulations on equipment acquisitions and on duplicating centers.

Distribution of public documents ✓

In a report to the Congress (LCD-74-431, dated June 14, 1974), we pointed out problems in GPO's service to the public. One of the major functions of the Superintendent of Documents is to sell Government documents to the public, both through mail orders and through GPO's bookstores and assignment agents throughout the country. Although GPO's objective in 1974 was to fill orders in 4 weeks, it often took considerably longer, resulting in many complaints. Since then, GPO has successfully shortened the response time to around 2 weeks.

Management of regional printing procurement offices ✓

In our report to the Joint Committee on Printing entitled "Need to Improve Management and Operations of Regional Printing Procurement Offices" (LCD-74-404, dated Feb. 20, 1974), we reported that regional procurement offices could improve

their efficiency, reduce costs, and provide better service to Federal agencies procuring commercial printing. We recommended procurement procedures be changed by raising the minimum limits for formal advertising. We also suggested system improvements for reviewing billings and speeding up the payments.

GPO ACTIONS ON GAO RECOMMENDATIONS

In February 1977, we issued a report to the Congress (LCD-77-408, dated February 22, 1977) which compiled our recommendations and actions taken by GPO. We pointed out that although some improvements were still needed, printing costs had been reduced, productivity had increased, and processing time for orders had been reduced.

In the next part of this statement I will briefly discuss the history of Government printing, what today's needs are, how these needs are met, and whether today's Governmental printing structure is conducive to satisfying total needs.

HISTORY OF GOVERNMENT PRINTING

Attachment II to this statement contains a recap of the history and evolution of the current Government printing structure. In brief, GPO was established on March 4, 1861, as a result of congressional printers abusing printing contracts in the 1840s and 1850s. Joint Resolution No. 25 of June 23, 1860, 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 Repre-

sentatives, 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."

During the first 9 months of GPO's operation, \$550,000 of printing was produced; \$510,000 for the Congress and \$40,000 for the Executive branch.

On January 12, 1895, President Cleveland approved a comprehensive act codifying the public printing laws. The greater part of the act related to the size of editions and the distribution of publications. The two main features were (1) the centralization of printing and (2) the establishment of the Office of the Superintendent of Documents.

In the 1895 act, the Joint Committee on Printing granted broad powers to adopt and employ such measures as in its discretion may be deemed necessary to remedy any neglect, delay, duplication, or waste in the public printing and binding and the distribution of Government publications. At that time, executive department work was about one-half of GPO's printing output, and branch plants had been established in many executive agencies. However, GPO was the sole printing function and because it was an arm of the Congress, the control over GPO by the Joint Committee on Printing was a logical management approach.

The establishment of GPO as part of the legislative branch to serve the Congress and agencies was justifiable years ago because there was more congressional work. Today, the situation has changed.

In fiscal year 1978, total Government printing amounted to about \$1.1 billion; about \$500 million was procured through GPO. Of this \$500 million, \$309 million was procured from commercial contractors and \$191 million was done in GPO's printing facilities. Congressional work made up only \$92 million of the \$500 million GPO was responsible for.

Because the printing requirements of Executive agencies make up such a high majority of total Government printing, we believe a review of the system for oversight of Government printing is needed.

TODAY'S PRINTING NEEDS

Today's printing needs can be viewed in terms of production, procurement, and distribution. Production needs consist of (1) congressional work, which is almost always considered by the customer to be urgently needed, and (2) Executive work which consists of short turnaround items, specialty items, and longer leadtime items. The latter obviously is suitable for outside procured printing. Distribution needs consist of providing either general publications or technical reports to libraries, subscribers, and single order customers. To meet these needs, a structure is required consisting of broad options for in-house printing capacity and procurement capability and a flexible distribution system.

Production needs--customer's requirements

1. Congressional printing: The printing needs of Congress have a single dominant characteristic--they are working documents needed in a very fast turnaround time. For example, the Congressional Record of the day's proceedings must be available early the next morning. However, manuscript copy does not start arriving at GPO until late in the afternoon and will continue to be delivered until 11 p.m. or later. Consequently, only a few hours are available for printing and distribution. Other items such as bills, voting records, and calendars are requested overnight. Nearly all Congressional needs are required in less than 8 days.

The Congress also has a small amount of less urgently required items. Some books and pamphlets published for distribution to the public, the U.S. Code, and the bound Congressional Record are not urgently required.

A secondary characteristic of congressional printing is that high quality printing is not required, and a newsprint type of output is used. Consequently, equipment can be operated at higher than average speeds without concomitant lower quality being a serious factor.

2. Executive printing: The volume and variety of printing for the executive agencies far exceeds the printing for the Congress.

Fast turnaround executive printing is a very small percentage of the agencies' total needs, and is for items such as small quantities of forms rather than for newsprint type documents. Quality requirements for agencies' fast turnaround work are generally low, which is similar to congressional fast turnaround quality.

Medium turnaround time requirements are established for the bulk of agencies work. Most printing is required in more than 10 and less than 55 calendar days. Typical printing falling into this category consists of standard forms, manuals and similar books or pamphlets, letterheads and envelopes, tab paper for computers, reports with wide distribution, labels, etc. Most of these items are needed for the day-to-day operation of the Government, but good managers can normally predict the requirement for these items.

Also, among the medium turnaround items are reports and documents which are printed for public distribution. Some of these items are produced with the public specifically in mind (HEW's "Infant Care") and some are published as

Government-use documents which the public also finds useful for understanding Government operations (GAO reports).

A wide variety of work is required for agencies, such as multicolor printing of a wide range of quality and type, multipart forms, hard and soft back books, decals, posters, etc.

Distribution system

Government publications which are distributed outside the Government are either of a general interest and should be made widely available, or are of a technical or specific interest and should not incur the cost of wide distribution. Customers for Government publications are libraries and the general public.

Publications which are of general interest are essentially "printed documents" and are ordered by agencies and distributed by the Superintendent of Documents. Specific interest publications, on the other hand, are essentially "copied documents" and are distributed by the Commerce Department's National Technical Information System (NTIS). However, both types of documents require a publication distribution system.

To serve publications customers, the distribution system needs to (1) reach citizens who have no access to book stores, (2) inform the customer of the available publications, (3) provide timely response to customers orders,

(4) provide the same document to all customers at the same price, and (5) be efficient in that quantities stocked and the distribution methods result in the lowest possible costs.

HOW ARE THESE NEEDS MET?

Congressional printing: Almost all congressional work is printed in GPO. The Printing Office is structured to quickly process "newspaper" type printing. Manuscript from the Congress is composed into type, proofread, printed and bound as high priority work. Agency orders which are simultaneously being printed at GPO are generally removed from a process if that process is needed for congressional work.

Executive agency printing: Executive agency printing is produced at GPO and at about 300 agency printing plants. Printing is procured in several ways--agencies' general needs are bought by GPO's central procurement office and also by GPO's regional procurement offices; agencies' envelopes and tab paper needs are procured by GSA; agencies contract directly for items under \$500 and other items for which GPO has granted the agency permission to contract directly; and GPO and the agencies jointly exercise "direct-deal" contracts which are established by GPO and the agencies issue order against them.

Guidance from the Joint Committee on Printing states that all printing work for the Federal Government that can be obtained from the private sector should be commercially procured. Work which cannot be commercially procured should provide the basis for the continued existence of each printing plant.

Agency printing plants generally are designed to produce local needs items required quickly. Also, the equipment normally available in agency plants precludes specialty work or very high quality work. Orders which are beyond the scope of agency plants are supposed to be sent to the GPO or to the regional procurement office.

GPO in-house printing is based on the criteria that in-house orders should be only those which are not obtainable commercially or are needed to balance in-house workload. Congressional work constitutes the base GPO workload because of the priority and short turnaround required. Therefore, agency workload is considered "filler" to keep GPO fully loaded, especially during congressional recesses.

Distribution of documents

The distribution of printed documents to the public is split between GPO, NTIS, the General Services Administration's

Consumer Information Center (CIC), and free distribution by issuing agencies.

The Superintendent of Public Documents, GPO, is responsible for selling of Government publications produced by or through GPO, distributing public documents to depository libraries, and cataloging and indexing Government publications.

NTIS obtains research reports and other analyses prepared by Federal agencies, their contractors or grantees, and distributes these to the public in the form of copies of reports and abstracts, microfilm, and computer tapes. NTIS has set up services with the intent of making information products available to the public and to facilitate the procurement process. Although NTIS charges for its services, the Congress appropriates funds which cover a small portion of the operating expenses.

CIC was established to disseminate information Government agencies had accumulated about consumer products to the public. CIC's mission has been expanded to include publications on a broad range of subjects, a change resulting from consumer requests and congressional direction.

The Joint Committee on Printing's Printing and binding regulations authorizes agencies to distribute free documents.

Also, quantities of particular reports that may be printed for distribution are specified in various sections of Title 44 of the U.S. Code.

IS TODAY'S ORGANIZATION CONDUCTIVE
TO SATISFYING TOTAL NEEDS?

During the course of our review of GPO activities, we have been giving more and more thought to a basic underlying question--is the current organizational structure the most appropriate to achieve and satisfy total Government printing and distribution needs?

Today's printing structure can be viewed from several perspectives.

--Does the present structure conform to normal Government practices from the standpoint of separation of powers between the executive and legislative branches?

--Does the present structure conform to prudent business practice from the standpoint of management and controls?

--Does the present structure afford the executive branch control over its own printing needs which represent a prepondence of today's printing?

In general, the answer to all 3 questions is no. Constitutionally, there has been a general separation of powers between the legislative and executive branches. For the most part, the legislative branch has the responsibility to make the laws while

the executive branch is responsible for implementing them, with sufficient controls to assure effective operation. This is not the structure followed in the Joint Committee on Printing's management and control of all Government printing.

Also, one could argue that from an organizational structure, today's printing structure is inappropriate. In essence, we have the Joint Committee on Printing not only reporting printing bills, writing regulations, and establishing criteria to be followed in printing, but we also have the same body supervising the actions of GPO and the various agency printing plants (about 300) which have to be specifically chartered by the Committee. These printing plants have to report certain performance characteristics to the Committee on a monthly basis, as well as get approval for certain acquisitions of plant equipment. As is apparent from the above, a due separation normally expected in a management structure does not exist in this case. In essence, the Joint Committee on Printing is involved in the planning, the doing, the reviewing, and the enforcing.

Our work has indicated a number of problems associated with the Joint Committee on Printing and GPO controlling executive agencies' printing, which, as previously mentioned, far exceeds legislative branch printing. Agencies complain, and our studies have shown, that GPO's timeliness in procuring printing for agencies is a problem. Further, GPO gives congressional work priority over executive agency work which also contributes to timeliness problems.

Perhaps more importantly, the current structure does not provide executive agencies sufficient flexibility to exercise their own expertise in procuring printing or to establish the size and workload for their own printing plants. While a centralized control is needed over executive agencies' printing, we believe this control belongs in the executive branch.

POSSIBLE ALTERNATIVE STRUCTURES

We have given some thought to the benefits to be gained from a structure in which management control over executive agencies' printing of public documents would be vested in a controlling organization within the executive branch (perhaps the General Services Administration) with GPO retaining responsibility for legislative branch printing. In line with this, responsibility for the indexing, cataloging, and distribution of public documents should be consolidated in a single organization. We see the obvious advantages and disadvantages of such an organizational structure as follows.

Advantages

- Improved distribution services to the public through centralized management of public documents.
- Improved service to executive agencies through removal of executive printing from legislative branch controls.
- Savings in plant requirements and utilization through consolidations in the executive branch.
- Savings through consolidated procurements by executive agencies.

--Reduction in duplication of printing activities in the executive branch.

--Reduction in duplication of distribution activities in both branches.

Disadvantages

--Possible duplication of printing facilities between the executive and legislative branches.

--Possible competition between the two branches in the procurement of printing.

Another alternative is to create a single agency structure, with an Executive Officer as the key individual. He could be assisted by an Advisory Board of which he could be a member. He could then have assistants for Printing, Distribution, and possibly Administration.

Advantages

--Less severe change than proposed by current bills.

--Provide a single focus for printing, procurement, and distribution.

--Better representation for both branches without diluting responsibility.

Disadvantages

--Possible additional cost in higher pay level and cost of Advisory Board.

The structure established by H.R. 4572 and S. 1436 represents another alternative to correct some of the problems we

have noted, but it is a more drastic change than we had previously considered necessary. While we have not completely evaluated all the provisions of the proposed bills, the more obvious advantages and disadvantages of the structure which would result from the bills would be as follows.

Advantages

- Potential savings through the centralization of the management of all Government printing in an independent agency.
- Potential savings through the centralization of the management of the distribution of all public documents in an independent agency.
- More effective distribution of documents to the public.

Disadvantages

- Additional cost of setting up more depository libraries, maintaining complete collection of public documents, and centrally indexing and cataloging all public documents.
- Specific language problems in the bill and lack of clarity (these suggestions can be presented later, if so desired).

Mr. Chairman, this concludes my testimony. We will be happy to answer any questions the Committee may have.

REPORTS ISSUED ON
GPO MANAGEMENT AND
OPERATIONS SINCE 1973

Review of the Use of High Cost Envelopes by GPO (Code 947043) (B-169391) (Representative Robert H. Steele)	MM-47	7-17-73
Delayed Orders from the GPO (Senator Adlai E. Stevenson III) (Code 947028) (B-114829)	MM-49	8-16-73
Additional Information Furnished Pertaining to Print Orders Awarded by the GPO (Code 990513) (B-114829) (Representative Dawson Mathis)	MM-52	8-17-73
Review of the Public Documents Department of the GPO (Code 947036) (B-114829) (Representative Robert F. Drinan)	LCD-74-413	12-14-73
Need to Improve Management and Operations of Regional Printing Procurement Offices (Code 947026) (B-114829) (Joint Committee on Printing)	LCD-74-404	2-20-74
Complaint of the Receipt of Volumes of the Federal Register Which Were Not Subscribed (Code 990515) (B-156248) (Senator Thomas F. Eagleton)	LCD-74-437	5-25-74
Observations and Suggestions for Improving The Public Documents Department (Code 947053) (B-114829)	LCD-74-431	6-14-74
Difficulty in Obtaining a Federal Register (Code 990516) (B-114829) (Representative George H. Mahon)	LCD-75-404	8-07-74
Cost Borne by Taxpayers for Printing the Transcripts of the Presidential Tapes Submitted to the House Judiciary Committee (Code 947106) (B-133029) (Senator Charles McC. Mathias, Jr.)	LCD-75-409	10-01-74

Agency Printing and Duplicating Operations Need Management Improvements (Code 947073) (B-114829) (Joint Committee on Printing)	LCD-74-438	11-01-74
Review of the Printing of Document "The Chiefs of Naval Operations" (Code 947111) (B-181349) (Representative John Moss)	LCD-75-412	11-14-74
Pricing of Publications Sold To The Public (Code 947096) (B-114829) (Joint Committee on Printing)	LCD-75-405	11-19-74
Printing the Air Force Pamphlet "Hints From Heloise" (Code 947130) (B-182211) (1-B) (Representative Jack Kemp)	LCD-75-425	3-28-75
Handling of Furniture and Equipment During the move of the GPO's Public Documents Division from the Main Building (Code 947168) (MM-151) (1-A) (Chairman, House Committee on House Administration) (LCD-75-450)	B-114829	7-25-75
Government Printing Office's Pricing of Publications Sold to the Public (Code 947178) (MM-157) (1-A) (Chairman, Joint Committee on Printing) (LCD-76-404)	B-114829	8-25-75
Complaints by Wellington Publication, Press, Inc., About GPO's Procurement Procedures (Code 947193) (MM-162) (Senator J. Glenn Beall, Jr.) (LCD-76-409)	B-114829	11-19-75
Substantial Improvements Needed in GPO's Services to Federal Departments and Agencies (Code 947117) (MM-138) (1-C) (LCD-75-437)	B-114829	12-29-75

ATTACHMENT I

Cost to the Public of Duplicating Reports by Agencies and Commissions (Code 947185) (MM-182) (1-A) Chairman, Sub. on Repts, Acctg., and Mgmt., Senate Comm. on Gov't Operations (LCD-76-428)	B-114829	4-12-76
Examination of Why One-Sided Copying is Performed by NTIS, DDC, and GAO (Code 990516) (LCD-76-463) (MM-216) (1-B) (Sen. Clifford P. Case)	B-156248	9-30-76
Phasedown of GSA Region 3 Printing Plant (Code 947260) (MM-226) (LCD-77-407) (1-A) (Rep. Frank Thompson, Jr., Chairman, Joint Committee on Printing)	B-114829	11-17-76
Review of Specific Items at GPO Related to 1976 Hearings (Code 947263) (MM-232) (LCD-77-413) (1-A) (Chairman, Legislative Branch Sub., Senate Appropriations Com.)	B-114829	2-11-77
Government Printing Operation Improvements Since 1974 (Code 947252) (MM-227) (LCD-77-408) (1-C)	B-114829	2-22-77
Government Printing Office Production and Management Controls--Improvement Opportunities (Code 947179) (LCD-77-410) (MM-229)	B-114829	5-4-77
Review of the Government Printing Office's Internal Audit Program (Code 947278) (LCD-77-444) (MM-263) (2)	B-114829	11-23-77

HISTORY OF GOVERNMENT PRINTING

The Government Printing Office evolved from abuses of printing contracts by congressional printers in the 1840's and 50's. In 1858 and 1860, Congressional investigations reported kickbacks and profiteering on the part of House and Senate printers. Key figures in these investigations were William Harris, Senate Printer and Cornelius Wendell, House Printer.

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 1858 to 1860 was \$5,201,459, nearly all of which Mr. Wendell had executed as contractor or subcontractor.

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

On June 23, 1860, Joint Resolution No. 25, provided 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."

In the first 9 months of GPO's operation, \$551,000 of printing was produced, \$510,000 for Congress and \$40,000 for the Executive Branch. Although wartime demands pushed printing costs to \$1,400,000 by 1863, the Public Printer reported comparative costs showing \$500,000 in savings for 2 years of operation.

On January 12, 1895, President Cleveland approved 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.

In the 1895 act, the Joint Committee on Printing was granted broad powers to adopt and employ such measures as in its discretion may be deemed necessary to remedy any neglect, delay, duplication or waste in the public printing and binding and the distribution of Government Publications. At that time executive department work was about one-half of GPO's printing output and branch plants had been established in many executive agencies. However, the Government Printing Office was the sole printing function and because it was an arm of Congress, the control over the GPO by the JCP was a logical management approach.

During the ensuing 20 years, many branch plants were closed and moved into the central office. To prohibit the establishment of additional branch offices by the GPO, the following limitation was included in the GPO appropriation act for fiscal year 1915:

"No money appropriated by this or any other act shall be used for maintaining more than one branch of the Government Printing Office in any one building occupied by any executive department or departments of the Government, nor shall any branch of the Government Printing Office be established unless specifically authorized by

law."

The Printing Act of 1895 attempted to limit the over-generous 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 Superintendent was dismayed by the "bewildering congeries of volumes, numbers, and parts * * * of Congressional documents." He stated:

"Of course the present system was not devised by anybody. There was never anybody who could have devised it. Like Topsy, it "just grewed."

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.

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.

In 1905, Congress recognized the need for new legislation to correct the growing abuses in the public printing, and set up the Printing Investigation Commission. As a result of the investigation, Congress placed fiscal restraints on the amount of GPO purchases.

World War I 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. 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.

War agencies demanded--and received--75 million thrift cards, 25 million questionnaires and blanks, 27 million notices of classification, and numerous orders ranging from 1 to 5 million each.

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.

The Public Printer noted that printing needs were "increasing

by leaps and bounds." He also noted that departments had purchased considerable printing from commercial 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.

The Public Printer also 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."

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. In 1927, executive agencies were given their own printing appropriations, rather than going through GPO.

During World War II, the 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 32-1/2 percent. Officials felt that this was the ultimate accomplishment. However, production continued to show increases, until, in 1945, the home plant produced \$26,035,211--78-1/2 percent above the 1940 figure.

There were times when it seemed that GPO 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 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.

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 a contract form 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.

In 1946, after many years of strenuous efforts by the Joint Committee on Printing and the Public Printer to control the production 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 service, the operation was placed under a new Field Service Division, with a Field Service Manager in charge.

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 \$26-1/2 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.

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.

In 1949 executive departments were given authority to perform much of their own printing, but only when approved by the JCP. At this time President Truman stated that if the JCP carried out their duties to the letter of the law it would represent an invasion of the rights of the Executive Branch by a legislative committee. He noted that "restrictions imposed by Congress should be left to the Executive Agencies to administer."

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.

In 1978 the GPO's printing amounted to over \$500 million, of which \$92 million was for Congress. \$191 million was produced at GPO. However, the JCP still controls all Government Printing. In exercising its authority, the JCP issues regulations, makes decisions regarding the obtaining or disposing of equipment, monitors the costs and production volumes of 300 agency printing plants and determines whether to open, close, or move an executive plant.