

## INTRODUCTION

The 3d edition of the Checklist of United States public documents, herewith presented, records the first systematic effort to include within the limits of one publication an approximately complete checklist of all public documents issued by the United States Government during the first century and a quarter of its history. It claims to be only a checklist, not a catalogue; but it aims to be as complete and accurate a checklist as human energy and enthusiasm could evolve for publication within the narrow confines of a single reference work, which must be in a form both usable and concise. To meet such conditions has been a task the difficulties of which can be appreciated to their fullest extent by very few aside from the compilers themselves.

## DEFINITION OF "PUBLIC DOCUMENT"

At the very outset it seems desirable to trace the legislative definitions of the term "public document" and then to define its use in this Checklist, since in collecting a library or making catalogues or lists of public documents, the ever recurring question is, "Which are and which are not public documents?"

Since 1861, the date of the establishment of the Government Printing Office, the decision is an easy one, for, with but few exceptions, as when the publishing office has prevailed upon the Public Printer to omit the official imprint, or in cases of works published but not printed by the Government, all the issues are imprinted "Washington, Government Printing Office." For the period prior to 1861, it is more difficult to determine just what publications should be included in the library and lists.

The term "public document" was first legally defined in sec. 13 of chapter 63, Laws of 29th Congress, 2d session, approved Mar. 3, 1847, as follows: "Such publications or books as have been or may be published, procured, or purchased by order of either House of Congress, or a joint resolution of the two Houses, shall be considered as public documents."

By act approved June 23, 1874, Laws of 43d Congress, 1st session, sec. 13 of chapter 456, this definition is abridged to the following: "The term 'public document' is hereby defined to be all publications printed by order of Congress or either House thereof." This definition was made in relation to postage and is certainly most inadequate.

The practice of the Office of the Superintendent of Documents, officially adopted, as authorized by law, in compiling its catalogues of the public documents of the United States, and further legalized by many years of unqualified acceptance by all branches of the Federal Government, has been thus formulated: "Any publication printed at Government expense or published by authority of Congress or any Government publishing office, or of which an edition has been bought by Congress or any Government office for division among Members of Congress or distribution to Government officials or the public, shall be considered a public document." Thus it will be seen that a very liberal view has been taken, and although it has been ruled to debar any and all publications which, however closely allied to the operations of the Government, were not found to have been printed or purchased by it, some exceptions have been made where there was doubt as to the publisher.

## CATALOGUES AND INDEXES ISSUED BY THE DOCUMENTS OFFICE

Since the establishment of the Office of the Superintendent of Documents there has been a steadily increasing interest in all matters which pertain to the public document question. The office was established under the printing act of Jan. 12, 1895, sec. 62 of which provided for the publication of the Document catalogue. This is a



complete catalogue in dictionary form, containing entries for all publications of the Government, both Congressional and departmental, and covering a period of two years. Document catalogues have been issued by Congresses, beginning with the 53d, one book for each Congress, with the exception of the 54th, which was issued in two books, one for each session.

The Document index was provided for by the same section of the above-mentioned act. It is an index to Congressional documents only, and in a single volume supplants six indexes; for prior to the 54th Congress the six series of the Congressional set—Senate executive documents, Senate miscellaneous documents, Senate reports, House executive documents, House miscellaneous documents, and House reports—were each separately indexed and the index for each of these series was repeated in all volumes of that series. The Document indexes began with the 54th Congress, 1st session, and are issued after the close of each regular session. This makes 2 indexes for each Congress. In the case of the 55th Congress, however, 3 were issued, the index to the documents and reports of the special session (the 1st) being separately issued, whereas for other special sessions called since that time the indexes thereto have been incorporated in the index for the regular session.

Section 69 of the same act made provision for the Monthly catalogue, which has been issued for each month from Jan. 1895, 12 numbers for each year. The Monthly catalogue, like the Document catalogue, includes both Congressional and departmental publications, with the exception of the period from July, 1907, to June, 1908, covering the 1st session of the 60th Congress, during which time all Congressional publications and such departmental publications as were not obtainable were omitted from the Monthly.

The Document catalogue is the permanent record. It replaces the Monthly catalogues for the period covered, the Monthlies being ephemeral in character. The Document catalogue also covers the same ground, though in a different way, as do the 2 Document indexes for the same Congress.

Beginning with Mar. 4, 1893, therefore, our Document catalogues, Document indexes, and Monthly catalogues have been the keys which unlocked the treasures to be found in public documents issued during recent years; but what keys were there to unlock the treasures of more than a century, that is, from 1789 to 1893? There were Poore's Descriptive catalogue, Ames's Comprehensive index, and a few other working tools, all of which dealt mostly with Congressional documents and said comparatively little about the multitudinous publications of the Executive Departments and independent Government establishments which from their very beginnings have poured forth a steady stream of books and pamphlets. Unfortunately, only comparatively few Government publishing offices have attempted to preserve for posterity a complete file of their own publications. It is therefore no wonder that general lists or indexes have been so few and so unsatisfactory. The most important bibliographical aids for general research work among public documents are briefly mentioned in the following pages.

#### EARLY GENERAL INDEXES TO CONGRESSIONAL DOCUMENTS AND REPORTS

For the very early period there is an interesting old volume composed of 4 separately printed indexes, each with its own title-page, the whole preceded by a leaf containing the half-title "Index to documents and reports, House of Representatives, 1789-1839," and a table of contents. Each of the 4 indexes had appeared in the sheep-bound set of Congressional documents, either as a part or as the whole of serial numbers 104, 85<sup>2</sup>, 209<sup>2</sup>, and 350. The first of these indexes covers from the 1st to the 14th Congress, 1789-1817, for Executive documents, and from the 1st to the 15th Congress, 1789-1819, for reports of committees. The second covers from the 15th to the 17th Congress, 1817-23, and indexes both Executive documents and reports. The



third is from the 18th to the 21st Congress, 1823-31. The fourth is from the 22d to the 25th Congress, 1831-39. These indexes have colored margins, the first being yellow, blue, and white; the second, red; the third, green; and the fourth, white. These colors give to the volume a unique and fantastic appearance. One wishes it had been more usable. It is stated plainly on the half-title-page that "the indices in this volume were made at different periods, and upon different plans."

Soon after the publication of the last of these 4 indexes the set was harshly criticized, and apparently with justice, by Thomas F. Gordon, the lawyer and historian, who characterized the indexes as "grievously deficient in indicating the nature and contents of the documents" to which they referred. He mentions also their "great complexity." Between the lines one reads Gordon's argument for his own pet scheme, which was to prepare and publish three sets of indexes—"one to the executive documents and reports of committees of both Houses; one to the Journals of the House; and another to the Journals of the Senate." This proposition, which had been agitated from the latter part of the 25th Congress, received the approval of the Joint Committee on the Library; but there is no evidence of further action on the subject and Gordon's plan never had a trial. For expositions of his plan, the searcher is referred to the following documents: 27th Congress, 3d session, House document 41, serial no. 420; 28th Congress, 2d session, House document 46, serial no. 464; 29th Congress, 1st session, Senate document 184, serial no. 473. The last-mentioned document is merely a repetition of the document of the previous session, but it contains in addition the report of approval by the Joint Committee on the Library. Although Gordon's plans were never adopted, many of his suggestions were incorporated in later indexes.

The next general indexes to Congressional documents and reports actually published were two volumes prepared under the direction of Edward McPherson, clerk of the House of Representatives. One was printed in 1870 and was entitled "Consolidated index of executive documents of the House of Representatives, 26th-40th Congress." The other, printed in 1869, covered the same period for reports of committees, and had a similar title-page. These appeared as unnumbered documents included in the Congressional set as serial numbers 1386 and 1387. It will be noted that these indexes began where the multicolored indexes above described left off.

On June 12, 1874, Dr. Ainsworth Rand Spofford, then Librarian of Congress, presented to the Senate a "Memorandum concerning a complete index to the documents and debates of Congress." This was printed as 43d Congress, 1st session, Senate miscellaneous document 125, serial no. 1584. Dr. Spofford's plans were very comprehensive. He contemplated a "topical index," which should index in one alphabet not only the Congressional documents, 1789-1873, but also the Proceedings of Congress—the Annals of Congress, the Register of debates, and the Congressional globe—(X.); American state papers (zero numbers); Wait's state papers (Z3.2.); Statutes at large (S7.9.); Journals of Continental Congress (Z2.5:-Z2.7.); Force's American archives (Z1.1.); Sparks's Diplomatic correspondence of American Revolution (Z2.2.); Madison's Report of debates in Federal Convention, known as Madison papers (Z2.1: E15<sup>2-5</sup>, E15<sup>3-5</sup>, E15<sup>4-5</sup>); and Elliot's Debates in State constitutional conventions (Z2.1.); aggregating about 1600 volumes in all. No such index as Dr. Spofford planned ever materialized. His efforts, like Gordon's in earlier times, were quite fruitless.

#### INDEXES TO McKEE'S COMPILATION OF COMMITTEE REPORTS

Thomas Hudson McKee's compilation is familiar to many people who have had occasion to consult Congressional committee reports from the 14th to the 49th Congress, 1815-87. The compilation was provided for by Congress, as noted in the body of this Checklist under the classification number Y4.Ac2:M19, where will be found further historical and bibliographical information concerning this useful collection of 515 volumes. The set was furnished with 94 indexes, 36 to Senate reports and 58 to House reports, making a distinct index for each standing committee and a combined index



in each House for the select and special committees for which individual volumes had not been issued. Each index was bound with the volume or volumes which it indexed.

### POORE'S CATALOGUE

Ben: Perley Poore's "Descriptive catalogue of Government publications of United States, Sept. 5, 1774-Mar. 4, 1881," published in 1885, has proved a boon to all users of public documents. The Senate, on Mar. 24, 1881, passed a resolution calling on the heads of each of the Executive Departments "to report to the Senate \* \* \* complete lists of any and all books, reports, documents, and pamphlets issued, printed, or published by their respective departments, and by each and every bureau and officer thereof, from Mar. 4, 1789, to Mar. 4, 1881." In reply to this resolution, lists were submitted by the Interior, Justice, Navy, and War Departments. These lists were all sadly deficient and the titles often so abbreviated as to conceal the identity of the book.

The Treasury Department replied to the effect that "The records of this Department fail to give the information called for, as it is within a short time only that steps have been taken to preserve in consecutive order the various reports, documents, pamphlets, circulars, &c., issued therefrom." The Post-Office and State Departments, so far as known, made no reply at all.

These lists formed the basis for Poore's catalogue, the publication of which was provided for by act of July 27, 1882. The book is arranged chronologically, and has a very full index, without which the "Descriptive catalogue" would be useless. It was a huge undertaking and for the period covered it has been of immense service, in spite of the fact that it is unwieldy, incomplete, difficult to consult, and sometimes inaccurate. A very large proportion of its entries are for Congressional documents only. It is deplorably weak in departmental publications, so much so that the title of the work is a misnomer.

### AMES'S COMPREHENSIVE INDEXES

In 1894, under a concurrent resolution of Mar. 3, 1893, there was printed a volume which had been prepared by Dr. John G. Ames, then in charge of the Document Division of the Interior Department. This volume was entitled "Comprehensive index of publications of United States Government, 1889-93." It covered a period of 4 years, but there was left a gap of 8 years, not covered by any general index. In order to fill in this gap between Poore's catalogue and the Document catalogues issued by the Superintendent of Documents, Government Printing Office, which began with Mar. 4, 1893, Congress by joint resolution approved Mar. 3, 1897, authorized Dr. Ames to prepare another edition of his Comprehensive index, to include all that the first edition included and to begin with 1881, where Poore's catalogue left off. This new edition of Ames's index, which was issued in 1905, comprised 2 volumes of about 1600 pages in all, with title, "Comprehensive index to publications of United States Government, 1881-93."

Experience has taught that this 2-volumed edition of the "Comprehensive index" is not so "comprehensive" as it ought by rights to be. It does not by any means include all the public documents which were issued during the twelve years from 1881 to 1893, the period of the 47th to the 52d Congresses, inclusive. Like its predecessor, Poore's catalogue, it lacks entries for a very large number of departmental publications.

### HICKCOX'S MONTHLY CATALOGUE

It is fitting that mention be made here of another catalogue, in 10 volumes, which though a private venture and not published under the auspices of the Government, was nevertheless the precursor of the Monthly catalogue of the Office of the Superintendent of Documents and was discontinued when that publication began.



The set referred to bears the title "United States Government publications, a monthly catalogue," and its editor was John H. Hickcox of Washington, D. C. Volume 1 was issued for 1885 and yearly volumes followed up to and including v. 10, for 1894. It was issued irregularly in monthly numbers. The first few volumes were published by the editor himself, and although he afterwards sold all rights to W. H. Lowdermilk & Co., Washington, D. C., Mr. Hickcox continued to edit the catalogue.

The publisher's announcement stated that "the importance of this catalogue as a systematic and accurate record of the vast, varied, and important number of books and documents issued annually by Congress and the Departments must be apparent to every person who has occasion to consult such publications." It purports to contain "a catalogue of *all* the latest publications of the United States Government." The facts are, however, that many publications issued during the decade from 1885 to 1894 escaped the notice of Mr. Hickcox; still, it frequently happens that Hickcox's catalogue contains entries for publications not listed elsewhere. This catalogue may be relied on for general excellence.

### 1ST EDITION OF THE CHECKLIST

In 1892 the Interior Department published a valuable work prepared by John G. Ames, under the title "List of Congressional documents, 15th-51st Congress, and of Government publications containing debates and proceedings of Congress, 1st-51st Congress, with miscellaneous lists of public documents, historical and bibliographical notes." Eighty-three of its 120 pages contain a list of Congressional documents, arranged by Congress, session, series, and volume, while the remaining pages list the proceedings of Congress and the more important annual reports and a few miscellaneous departmental publications.

Dr. Ames performed a lasting service by giving to the public this first edition of the Checklist. The supply was soon exhausted and the continued demand from librarians made a new edition a necessity.

### 2D EDITION OF THE CHECKLIST

Soon after the Office of the Superintendent of Documents was established under the general printing act of Jan. 12, 1895, Dr. Ames generously turned over to the newly created office the printer's copy which he had prepared for a 2d edition of the Checklist. For this new edition Dr. Ames had devised a numerical scheme of "serial numbers" for Congressional documents, beginning with the 15th Congress.

Dr. Ames's copy, after considerable revision and with many additions, was issued as the "Checklist of public documents, containing debates and proceedings of Congress, 1st-53d Congress, with miscellaneous lists of documents, and historical and bibliographical notes, 2d edition revised and enlarged, issued by F. A. Crandall, Superintendent of Documents, Government Printing Office, 1895." This edition had 222 pages.

Besides many additional lists, there were included also a prefatory note on the first 14 Congresses, compiled by John H. Hickcox, and 3 appendixes compiled by Miss Adelaide R. Hasse, app. 1 containing a list of Explorations and surveys, app. 2, Government catalogues, app. 3, Index.

This 2d edition, though hastily prepared, proved to be a very popular and useful reference work. There were 3000 copies printed, but these were not sufficient to meet the demand. No reprint was made for the reason that a very much more complete Checklist was contemplated. This work, completed to the end of the calendar year 1909, is now in your hands; but before a description of the 3d edition is entered upon, it is essential to make mention of an intermediary volume issued by the Superintendent of Documents.



## TABLES AND INDEX

This volume, with its awkward title, "Tables of and annotated index to the Congressional series of United States public documents," but popularly referred to by its short back title "Tables and index," was issued in 1902. The Congressional tables at the beginning, arranged by serial numbers from the 15th to the 52d Congress, both inclusive, contain a revision of similar matter from the 2d edition of the Checklist. To these are added an index of 640 pages containing author and subject entries for the documents and reports of the Congresses covered (except those of a private or unimportant character), also several appendixes of historical interest. The work ended with the 52d Congress, because the Document catalogues began with the 53d. In the Tables and index a place was assigned for the folio edition of the American state papers, arranged by zero serial numbers at the head of the Congressional documents.

## 3d EDITION OF THE CHECKLIST

Ever since the 2d edition of the Checklist of public documents was issued in 1895, an effort has been made to gather material for a revised and enlarged edition on a much more comprehensive plan, a plan which contemplated, first, the bringing down to date of the Congressional tables, and, second, the inclusion of a classified arrangement of those publications which have emanated directly from the Executive Departments and independent Government publishing offices, indicating in the briefest possible way which were and which were not in the Congressional set.

For such a compilation the Public Documents Library offers rare facilities, because it contains the most complete file of United States public documents. Other large libraries may have as many, perhaps even more, United States documents of a particular class or on a particular subject, but nowhere else than in this library will be found in one spot so nearly complete a collection of the output of all Government publishing offices, past and present.

It should be borne in mind that this Checklist is based on the classification used in this office; that it is virtually a shelf list of the Public Documents Library; and that, with the comparatively few exceptions indicated by an asterisk (\*), entries represent only those publications which are in our library. The Checklist therefore can not claim to list absolutely all of the publications of the Government; but in the case of many of the issuing offices our collection is thought to be complete, and the statement is undeniably true that this is by far the most extensive list of United States Congressional and departmental publications ever issued.

It is in the province of this Checklist to give only such information as is deemed essential for the purposes of a checklist, and it omits much information which would of course be given in a full catalogue. One of the most noticeable of such omissions is that, whereas full titles and dates of issue are given in entries for publications which do not belong to a numbered or dated series, for *serial* publications, such as Bulletins, Circulars, etc., the Checklist gives only their numbers and tells how many editions of each were printed, omitting their titles and dates of publication. In all cases this Checklist omits the collation, i. e., number of pages, illustrations, plates, maps, etc., unless such information is required in order to identify the document listed.

The 3d edition of the Checklist replaces the 2d edition and also that part of the "Tables and index" which gives the numerical lists of the American state papers and the Congressional tables. It does not, however, supplant the index to the "Tables and index."

In this 3d edition the American state papers appear first of all, arranged by zero numbers from 01 to 038. These are followed by the series of Congressional documents and reports, 15th-60th Congress, arranged by serial numbers from 1 to 5561. Then come the departmental publications arranged by Government authors.



Although under this scheme the Congressional series precedes the departmental publications, it seems desirable in this introduction to treat of the departmental publications first, because they form an overwhelmingly large proportion of the contents of the book.

#### DEPARTMENTAL PUBLICATIONS

The classification of departmental publications is naturally the first matter to be taken into consideration. When the Office of the Superintendent of Documents was organized, no scheme in existence was found adequate for the classification of a large library composed exclusively of United States Government publications. A special scheme suited to our needs was later evolved, as explained in the preface to "Department list 1, List of publications of Agriculture Department, 1862-1902," which was issued by the Superintendent of Documents in 1904. This classification, used with such success for the publications of the Department of Agriculture, has been applied to the publications of all Executive Departments and independent publishing offices, as shown in the present Checklist. The following explanation of the classification will, it is hoped, make the principles so clear that any library which desires to adopt this special scheme may experience no difficulties in its application.

The classification of departmental publications is by Government authors: first, by Departments or independent publishing offices; second, by bureaus, offices, or divisions of such Departments or independent publishing offices; third, by series; fourth, by book numbers.

#### *Department symbol, first term in classification number*

The first letter of the distinctive word in the name of each of the nine Executive Departments is used to designate the Department.

- A = Agriculture Department.
- C = Commerce and Labor Department.
- I = Interior Department.
- J = Justice Department.
- N = Navy Department.
- P = Post-Office Department.
- S = State Department.
- T = Treasury Department.
- W = War Department.

Two letters are used for independent publishing offices.

- AR = American Republics Bureau. [Since Aug. 1910, called Pan American Union.]
- CS = Civil Service Commission.
- DC = District of Columbia.
- FC = Fish Commission. [Now under the Commerce and Labor Department.]
- FS = Freedman's Savings and Trust Company.
- GB = Geographic Board.
- GP = Government Printing Office.
- GS = General Supply Committee. [Now under Secretary of Treasury.]
- IC = Interstate Commerce Commission.
- Ju = Judiciary (United States courts, etc.).
- La = Labor Department. [Now under the Commerce and Labor Department.]
- LC = Library of Congress.
- NA = National Academy of Sciences.
- NH = National Home for Disabled Volunteer Soldiers.
- Pr = President of United States.
- PS = Postal Savings System. [Established June 25, 1910.]
- SI = Smithsonian Institution.



Other Department symbols are:

X = Proceedings of Congress.

Y = Miscellaneous publications of Congress.

Z = Papers of Revolutionary period and first 14 Congresses.

This list gives all the Department symbols as yet required for the use of the Public Documents Library of this Office. The arrangement on the shelves should be strictly alphabetical by symbol, not by the word for which the symbol stands; that is, Commerce and Labor Department publications precede Civil Service Commission publications, because C precedes CS.

When bureaus, offices, divisions, etc., are transferred from one Executive Department to another, or when independent publishing offices become subordinate to an Executive Department, the old classification is retained for earlier issues and a new one assigned to publications issued after the transfer, double cross references being used.

*Bureau, office, or division symbol, second term in classification number*

The figure 1 following the Department symbol represents always the Secretary of the Executive Department or the chief executive officer of the independent publishing office.

Beginning with figure 2, the numbers are applied in numerical order to the various publishing bureaus, offices, and divisions, these having been arranged alphabetically when the classification was first applied. New offices are added at the end of the list of the Department and assigned the next number. This provides for a distinctive symbol for each without limit, though the alphabetical arrangement of new bureaus can not be kept up.

A point is placed after the bureau symbol to separate the Department and bureau notation from the rest of the classification number.

Examples:

A1. = Agriculture Department, Secretary.

A2. = Agriculture Department, Accounts and Disbursements Division.

A3. = Agriculture Department, Agrostology Division.

GP1. = Government Printing Office, Public Printer.

GP2. = Government Printing Office, Library.

GP3. = Government Printing Office, Documents Office.

*Series symbol, third term in classification number*

Figures 1, 2, 3, and 4, when written after the point as the third term in the classification number, are used exclusively for the following series of publications emanating from the various publishing offices:

1. = Annual reports.

2. = General publications.

3. = Bulletins.

4. = Circulars.

These four numbers are always assigned for these particular series, even though the bureau may not have issued any publications belonging there. "General publications" are publications of a miscellaneous character, which are not numbered or volumed in any series.

Beginning with figure 5 after the point, the various series are arranged alphabetically as far as possible, and are assigned numbers. New series are added at the end of the list. They take the next unused number.

A colon is placed after the series symbol to separate it from the individual book number.



*Book number, fourth term in classification number*

The book number follows the colon.

In the case of annual or periodical publications, the date is used as the book number, as :906. For a volumed series, the volume number is used, as :8. For a numbered series, the number is used, as :8. General publications and similar classes are arranged in alphabetical order under the most significant words of their titles, or under their subjects, the book numbers being assigned from the 2-figure Cutter Author table, as :B39, in which case B39 stands for Beet sugar, the distinctive word of the title.

In the Checklist, individual book numbers are given for everything arranged by book numbers taken from the Cutter Author table, except for separates, which are not entered at all, and for which the arrangement is only indicated, as :(CT). Individual book numbers are not given in certain series arranged by dates or by numbers, but in every such case the arrangement is indicated, as :(dates), or :(v. nos.), or :(nos.).

The superior letter (a) always designates "separates," that is, excerpts from the publication bearing the same notation without the (a). These separates are arranged in classes by themselves, immediately following the series from which they are taken.

The superior figures (1-9) are used to differentiate between two publications which may of necessity be assigned the same symbol in the alphabetical classification, and also to distinguish between the various editions of the same serial or numbered publication.

*Examples of complete classification numbers*

The following examples of complete call numbers illustrate the principles outlined in the foregoing paragraphs on classification:

W1.1:909<sup>2</sup> = War Department, Secretary, Annual reports, 1909, v. 2.

LC2.2:P84 = Library of Congress, Bibliography Division, General publication entitled List of books, with references to periodicals, relating to postal savings banks.

A19.3:56<sup>2</sup> = Agriculture Department, Plant Industry Bureau, Bulletin 56, 2d edition.

A29.6:37<sup>10</sup> = Agriculture Department, Weather Bureau, Monthly weather review, v. 37, no. 10.

These examples are sufficient to show how expansive this system is, yet how concise in its application.

*Maps, Charts, and Specifications*

Attention is called to the fact that in case of certain issuing offices which are large publishers of Government charts, maps, and specifications, no attempt is made in this Checklist to enter such publications. In all instances, however, where this happens, the classification of the series is clearly indicated, showing how the class would be booknumbered. This refers to such large classes as Geological Survey Topographic sheets (I 19.12:), Post route maps (P11.5:), Hydrographic Office Charts (N6.18:), Northern and Northwestern Lakes Survey Charts (W33.6:-W33.8:), Quartermaster's Department Specifications (W39.11:), etc.

## CONGRESSIONAL NOTATION FOLLOWING ENTRIES FOR BUREAU EDITIONS

When a document appears both in a bureau edition and as a Congressional document, the bureau edition is entered in the Checklist and the serial number and Congressional document number are both added thus "[2309-269]," the first being the serial number and the second the document number in the Congressional set.



## ANNUAL REPORTS CURTAILED BY EXECUTIVE ORDER

The Executive order of Jan. 20, 1906, issued by President Roosevelt, has had a far-reaching effect upon the issuance of Government publications, but only the salient features of the order can be referred to in this introduction. The order directed that the head of each Executive Department should appoint an advisory committee on printing and publication, and defined the duties of such committees; it also set forth rules governing the preparation of annual reports of the Departments. Certain large classes of matter were excluded from the annual reports; e. g., scientific treatises, articles by persons not connected with the reporting office, biographical and eulogistic matter relating to office personnel, texts of laws and court decisions (except in cases of great importance), etc.

The matter so debarred from publication in the series of annual reports has since appeared in other publications issued by the Department or its subordinate bureaus and offices, or perhaps has escaped printing altogether. Annual reports are now supposed to be confined to absolute essentials.

The order directed also that "Reports of officers who do not report directly to the head of an Executive Department shall not be printed in the annual report of a Department, but where necessary shall be summarized in the reports of the officials to whom such officers do report." The effect of this section is most clearly noted by reference to those annual reports of the Navy Department and its subordinate bureaus which have been issued since the President's order became operative.

## ADVANCE SHEETS OF 3D EDITION OF THE CHECKLIST

A portion of this Checklist has appeared previously in the form of "Advance sheets" issued for the purpose of ascertaining necessary corrections and additions. They were discontinued for reasons which were fully explained in the Monthly catalogue for Dec. 1909, p. 227, 228, at the time of their discontinuance.

## EARLY CONGRESS PAPERS

The classification (Z.) is reserved for the Papers of the Revolutionary Period and the first 14 Congresses. Under Z1. and Z2. are listed Government reprints of documents and journals of the Colonial and Revolutionary period, including among other publications the important series of American archives (Z1.1:), Elliot's debates on adoption of Federal Constitution (Z2.1:), Diplomatic correspondence of American Revolution (Z2.2:-Z2.4:), Journals of Continental Congress (Z2.5:-Z2.7:), etc.

Z3. includes the various miscellaneous publications, compilations, reprints, etc., of journals and documents of the first 14 Congresses, 1789-1817, with the exception of the 38 volume folio edition of American state papers, classed with zero numbers at the head of the regular series of Congressional documents (see p. 3, 4).

The *original prints* of the journals, documents, and reports of the first 14 Congresses have a special class (Z4.1:), arranged chronologically by the dates of ordering printed. The cards for these original prints are a priceless possession of this office; the bibliographical material was collected by a careful examination of the originals themselves in about a dozen large libraries especially rich in early Congress papers, and as it is so voluminous, it has been decided to publish it later in separate form. This decision relates only to the original prints of the first 14 Congresses, classed under Z4.1: Under Z1.-Z3. in the body of this Checklist will be found entries for other Early Congress papers.

## CONGRESSIONAL SERIES

The Congressional series needs no introduction to Checklist readers. Its vagaries and idiosyncrasies are well-known and to say the least, interesting. One can not fail to be impressed with the increase in the amount of Congressional matter by a



casual comparison between the 24 volumes of the 15th Congress and the corresponding 348 volumes for the 60th; and by the fact also that the 60th Congress alone published more than all the first 21 Congresses combined.

A hasty perusal of the titles given in the "Notes" columns of the Congressional tables (p. 5-169) will prove, even to the most prejudiced mind, that the much abused "sheep set" (as it used to be called, a name which has become a misnomer, because now the "sheep set" is bound in buckram) contains along with the prosaic and unreadable matter thousands of interesting documents of permanent historical and scientific value; e. g., annual reports of Executive Departments and their subordinate bureaus, reports of explorations and surveys into the vast unexplored parts of our great country, up-to-date information about the latest invention or discovery, statistical matter of all sorts, etc.

### *Serial numbers*

This heterogeneous mass of Congressional publications has been correlated by the scheme of serial numbers devised by Dr. Ames as described above on p. xi in speaking of the 2d edition of the Checklist, which was the first publication in which the numbers appeared. Later they were reproduced with a few necessary changes in the "Tables and index," and now this 3d edition of the Checklist brings the serial numbers down to the close of the 60th Congress. For the serial numbers of later Congresses reference should be made to the Document indexes of this office.

For the convenience of those who may wish to refer to the list of serial numbers as found in publications of this office other than the present 3d edition of the Checklist, the following table is presented.

*Table showing where in previous publications serial numbers may be found*

Serial nos.	Congress	Session	Congressional documents, tables and index	Checklist of public documents, 2d edition, 1895	Document catalogue	Document index	Schedule of volumes
a 1-3142 <sup>1</sup> .....	15-52	All	p. 16-109				
b 1-3346.....	c 15-53	All		p. 19-104			
c 3346a-3406.....	54	1			p. 125-127.....	Not given.....	None issued
d 3406a-3557.....	54	2			p. 83-85.....	Not given.....	None issued
e 3557a-3588.....	55	1			p. 200.....	p. 53, 54.....	None issued
3589-3723.....	55	2			p. 200-202.....	p. 361-364.....	None issued
3724-3841.....	55	3			p. 202-204.....	p. 133-136.....	None issued
3842-4027.....	56	1			p. 207-211.....	p. 373-379.....	9 p.
4028-4217.....	56	2			p. 211-214.....	p. 229-236.....	10 p.
4218-4407.....	57	1			p. 230-233.....	p. 443-450.....	None issued
4408-4555.....	57	2			p. 233-235.....	p. 245-250.....	None issued
4556-4752.....	58	1 and 2			p. 304-307.....	p. 487-493.....	None issued
4753-4901.....	58	3			p. 307-310.....	p. 337-343.....	None issued
4902-e 5057.....	59	1			p. 343-347.....	p. 781-788.....	10 p.
f 5058-5215.....	f 59	2			p. 347-350.....	p. 539-546.....	10 p.
5216-5377.....	60	1			In preparation	p. 329-336.....	14 p.
5378-5561.....	60	2				p. 181-187.....	None issued

<sup>1</sup> a No. 3142<sup>1</sup> is assigned to a volume of Senate miscellaneous documents of the 53d Congress, special session, Senate.

<sup>2</sup> On page 104 of Checklist of public documents, 2d edition, 1895, insert 3343, House miscellaneous documents, v. 17; insert 3344, House miscellaneous documents, v. 18; for 3343 as printed, read 3345; for 3344 as printed, read 3346.

<sup>3</sup> Serial numbers for the 53d Congress are also found in Advance sheets of 3d edition of Checklist of United States public documents, Congressional tables, 53d Congress, 9 pages.

<sup>4</sup> When "a" follows serial number, it is used for the Senate journals, to which no separate numbers are assigned.

<sup>5</sup> No. 5058 is assigned to the Senate journal, and no. 5059 to the House journal, 59th Congress, 2d session. Nos. 5058, 5059, and 5060 were originally assigned to the Document catalogue, 59th Congress, 1st session, and the Senate and House journals, 59th Congress, 2d session, respectively. The change was made because the Document catalogue covered both sessions and appeared as a document of the 2d session. There was, therefore, no House document 944, 59th Congress, 1st session.

<sup>6</sup> Serial numbers for the 59th Congress, 2d session, are found in Numerical tables and schedule of volumes, 59th Congress, 2d session, p. 117, as well as in the publications listed above.



*Changes in certain serial numbers*

The serial numbers in this 3d edition of the Checklist are with a few exceptions the same as those used in the 2d edition. The exceptions are indicated in the following table:

Publication	Volume	No. in second edition	No. in third edition
Eighth Census.....	1	1204	1202
Do.....	2	1205	1203
Do.....	3	1206	1204
Do.....	4	1207	1205
House reports.....	1	1202	1206
Do.....	2	1203	1207
Paris Exposition.....	1	1353	1351
Do.....	2	1354	1352
Do.....	3	1355	1353
Do.....	4	1356	1354
Do.....	5	1357	1355
Do.....	6	1358	1356
House reports.....	1	1351	1357
Do.....	2	1352	1358
Ninth Census.....	1	1479	1473
Do.....	2	1480	1474
Do.....	3	1481	1475
Do., Compendium.....		1482	1476
Senate journal.....		1473	1477
Senate executive documents.....	1	1474	1478
Do.....	2	1475	1479
Do.....	3	1476	1480
Senate miscellaneous documents.....	1	1477	1481
Do.....	2	1478	1482
House reports.....	3	3142	3142 <sup>1</sup>
Senate miscellaneous documents.....			3142 <sup>1</sup>
House miscellaneous documents.....	17		3343
Do.....	18		3344
House reports.....	1	3343	3345
Do.....	2	3344	3346

*Serial numbers not possible for first 14 Congresses*

Unfortunately it was not possible to apply the serial numbers to the first 14 Congresses, and the scheme therefore begins with the 15th Congress. The reasons for this will be made clear by an examination of the following excerpts from Congressional procedure.

On Dec. 8, 1813, it was resolved in the House of Representatives—

That henceforward all messages and communications from the President of the United States, all letters from the several departments of the Government, all motions and resolutions offered for the consideration of the House, all reports of committees of the House, and all other papers which in the usual course of proceeding or by special order of the House, shall be printed in octavo fold and separately from the Journals, shall have their pages numbered in one continuous series of numbers, commencing and terminating with each session.

On Dec. 14, 1813, it was ordered—

That the documents which were the subject of the order of the House of the 8th instant, instead of having their pages numbered in one continuous series of numbers from the commencement to the termination of each session, shall be themselves numbered in a regular series in the order of time in which they shall be directed to be printed; The number of each document to be distinctly marked on the top of the title-page and every subsequent page, in addition to the number of each page of such document.

Although this action was taken at the 2d session of the 13th Congress, and was immediately applied by the House to some of its documents, and while it is true that the Senate adopted a similar scheme at the 2d session of the 14th Congress for some of its publications, still, it is also true that in both Houses the orders as to size and numbering were not strictly adhered to until the commencement of the 1st session of the 15th Congress, for up to that time in both Houses appear a series of folio documents to which no numbers were affixed, and which could not, therefore, be embraced



in a plan for "serial numbering." On Mar. 3, 1817, all the documents were brought into the numbered series by the passage of the following resolution:

*Resolved*, That the secretary of the Senate and clerk of the House of Representatives be directed, in making any further contracts for the printing of Congress, to stipulate and require that the same, excepting only the bills, or when otherwise specially directed by either House, shall be done in royal octavo form, the size of the pages to be the same as those of the laws of the United States, and that when any tables will not admit, with the use of a small type, of compression into that size, they shall be so printed as to fold conveniently into the volume.

### *Repeating the "document number"*

The provision in the resolution of Dec. 14, 1813, that the number of each document shall be "distinctly marked on the top of the title-page and every subsequent page, in addition to the number of each page of such document," was observed to the commencement of the 2d session of the 33d Congress, when the "document number" was dropped from the top of all but the first page of the document. No evidence has been found of the repeal of this resolution.

The document number has been, however, carried as a part of the printer's signature mark on most of the documents, beginning with the 2d session of the 33d Congress; and since about the middle of Feb. 1904, during the 2d session of the 58th Congress, the signature marks of the upnumber carry also the number of the Congress and session. Certain large documents and certain annual reports have always been exceptions to this custom.

For some time prior to the 2d session of the 59th Congress, in some cases as early as the 2d session of the 49th Congress, the bound volumes of the Congressional reserve carried both a volume signature mark and an individual document signature mark; but beginning with the 2d session of the 59th Congress, the individual document signature mark, while retained on the upnumber, is eliminated from the bound volume (reserve). Therefore, the present custom in binding the Congressional reserve has resulted in only one appearance of the document number on each document, namely, on the top of the first page.

### *Arrangement of the documents*

The separating of the committee reports from the other documents was begun by the House at the commencement of the 16th Congress, but the Senate did not adopt any plan of arrangement until the 30th Congress, 1st session, when the following plan was adopted by each House:

Journals.

Executive documents, containing communications from the President or the Executive Departments.

Miscellaneous documents, containing amendments, resolutions, petitions, memorials, and special reports of all kinds other than of committees.

Reports.

The above arrangement was in vogue through the 53d Congress, 3d session. Beginning with the 54th Congress, in accordance with provisions of the general printing act of Jan. 12, 1895, the four series in each House of Congress were reduced to three, by the consolidation of the former "executive documents" and "miscellaneous documents." From the 54th Congress, therefore, we have in each House only 3 series, namely, Journals, Documents, and Reports, the arrangement in each House being in the order just mentioned, from the beginning of the 54th Congress through the 1st session of the 57th. During this period, as well as prior thereto, all the publications of the Senate preceded those of the House.

Beginning with the 2d session of the 57th Congress, in order to facilitate the work of binding up the Congressional set, a change in the arrangement was made so as to



bring both Journals and both series of Reports ahead of the Documents, and the order has since been as follows:

Senate journal.

House journal.

Senate reports.

House reports.

Senate documents.

House documents.

A serious problem in the arrangement of committee reports arose in the middle of the 58th Congress, 3d session, when under the provisions of the act of Jan. 20, 1905, the "usual number" of reports on private bills and on simple and concurrent resolutions could not be printed. This act necessitated the splitting up of committee reports into *numbered* volumes for reports on public bills and *lettered* volumes for reports on private bills and on simple and concurrent resolutions. The situation is very awkward, for the committee reports so separated into numbered and lettered volumes form in each House of Congress one consecutive set of report numbers, irrespective of their public or private nature. The solution of this difficult problem in arrangement is made evident by reference to the entries and footnotes for Senate and House reports of recent Congresses as listed between p. 139 and 164 of this Checklist.

#### *Numbering of series*

For many years Senate and House reports were each numbered consecutively through the whole Congress, no matter how many sessions were held, but for Senate and House documents a new series of numbers was begun with each session. Whereas this is true as a general rule, important exceptions must be noted, as follows:

From the 16th Congress to the 46th Congress, inclusive, House reports received new numbers at each session.

Beginning with the 2d session of the 60th Congress, in compliance with the act of Mar. 1, 1907, the documents as well as the reports are numbered throughout a Congress.

#### *Sessional indexes to the Congressional set*

Indexing was begun at the 15th Congress, 1st session, by the Senate, and at the 16th Congress, 1st session, by the House. At first these indexes were mere tables of contents, and it was many years before they really deserved the name of index. For the 15th, 16th, and the first half of the 17th Congress, the indexes were contained sometimes in the first and sometimes in the last volume of the series indexed, and on occasions they appeared in more than one volume of the set. It was not, however, until the 2d session of the 17th Congress, that the various indexes of the several series were systematically repeated in all volumes of that series, except when a single document filled a whole volume, in which case the index was sometimes omitted from that volume. This was the general practice until the close of the 53d Congress, at which time there were 6 series of Congressional documents and reports, each of which had its own index, and that index was repeated in all volumes of that series. The repetition of these indexes was done away with by sec. 62 of the act of Jan. 12, 1895, which substituted for the 6 indexes a one-volumed "consolidated index." This "consolidated index," or "Document index" as it is popularly called, has been prepared and issued by the Superintendent of Documents regularly, beginning with the 54th Congress, 1st session. The Document index is an integral part of the Congressional series and bears its own House document number, usually the last, or the next to the last, document number for the session.



*Title-pages and "back titles"*

The appended list (p. 175-184) contains bibliographical matter which could not be conveniently introduced into the Congressional tables (p. 5-169). As will be seen by reference to this list, the systematic arrangement of the volumes is greatly impeded by the lack of title-pages or their peculiar and varied construction. The "back titles" or "binder's titles," which present the only means of identification when no title-pages appear, are even more aggravating in their variety. For example, the top "band" was adopted for the "series title," and reads "State papers, 1st sess., 18th Congress" for v. 6, but v. 7 of the same series reads "Commercial regulations." It seems to have been the rule to drop the series title on the back whenever the document filled a volume, even when no series title-page was provided.

Although volume title-pages frequently appeared in the Congressional set through the 32d Congress, it was not until the 33d Congress that the custom of providing title-pages became a regular practice; this practice was continued through the 53d Congress. From the 54th Congress through the 58th Congress, volume title-pages were again omitted, but beginning with the 59th Congress they have been resumed.

*Annual reports and serial publications for depository libraries*

It seems needless here to enter into any elaborate explanation of the operation of the proviso attached to sec. 1 of the joint resolution approved Jan. 15, 1908, which removed from the Congressional set as distributed to depository libraries the annual reports, periodicals, and serially numbered publications of the Executive Departments, bureaus, and commissions. This resolution became effective with the 1st session of the 60th Congress.

In that part of this Checklist which relates to the Congressional series of the 60th Congress, 1st and 2d sessions (*see* p. 156-169) heavy figures for volume numbers in the 2d column indicate volumes forwarded to depository libraries in the Congressional edition with report or document numbers and bearing the titles and volume numbers of the Congressional series. Light figures in the 2d column indicate volumes of annual reports and serial publications which, under the provisions of the joint resolution of Jan. 15, 1908, were taken out of the Congressional set for depository libraries; these volumes are sent to depository libraries in buckram binding, without Congressional notation, and having title-pages in conformity with the departmental issues.

Readers who are anxious for a more detailed explanation of the legislative history and the practical operation of this joint resolution are referred to Monthly catalogues, Jan. 1908, p. 263-272, and Feb. 1910, p. 373-378; also to the preface to the Document index of the 60th Congress, 1st session.