

CLX REPORT OF THE COMPTROLLER OF THE CURRENCY.

*History of the coinage act of 1873.**

On April 25, 1870, the Secretary of the Treasury transmitted the following letter to Hon. John Sherman, chairman of the Finance Committee of the Senate:

"TREASURY DEPARTMENT, April 25, 1870.

"SIR: I have the honor to transmit herewith a bill revising the laws relative to the Mint, assay-offices, and coinage of the United States, and accompanying report. The bill has been prepared under the supervision of John Jay Knox, Deputy Comptroller of the Currency, and its passage is recommended in the form presented. It includes, in a condensed form, all the important legislation upon the coinage, not now obsolete, since the first mint was established, in 1792; and the report gives a concise statement of the various amendments proposed to existing laws and the necessity for the change recommended. There has been no revision of the laws pertaining to the Mint and coinage since 1837, and it is believed that the passage of the inclosed bill will conduce greatly to the efficiency and economy of this important branch of the Government service.

"I am, very respectfully, your obedient servant,

"GEO. S. BOUTWELL,
"Secretary of the Treasury."

The report and the bill were referred on April 23, 1870, to the Finance Committee of the Senate, and subsequently, on May 2, 1870, five hundred additional copies were ordered to be printed for the use of the Treasury Department. The report says:

"The method adopted in the preparation of the bill was first to arrange in as concise a form as possible the laws now in existence upon these subjects, with such additional sections and suggestions as seemed valuable. Having accomplished this, the bill, as thus prepared, was printed upon paper with wide margin, and in this form transmitted to the different mints and assay-offices, to the First Comptroller, the Treasurer, the Solicitor, the First Auditor, and to such other gentlemen as are known to be intelligent upon metallurgical and numismatical subjects, with the request that the printed bill should be returned with such notes and suggestions as experience and education should dictate. In this way the views of more than thirty gentlemen who are conversant with the manipulation of metals, the manufacture of coinage, the execution of the present laws relative thereto, the method of keeping accounts, and of making returns to the Department, have been obtained with but little expense to the Department and little inconvenience to correspondents. Having received these suggestions, the present bill has been framed, and is believed to comprise within the compass of eight or ten pages of the Revised Statutes every important provision contained in more than sixty different enactments upon the Mint, assay-offices, and coinage of the United States, which are the result of nearly eighty years of legislation upon these subjects."

The amendments proposed by the bill were as follows:

"The new features of the bill now submitted are chiefly: the establishment of a Mint Bureau at the Treasury Department, which shall also have charge of the collection of statistics relative to the precious metals; the consolidation of the office of Superintendent with that of the Treasurer, thus abolishing the latter office, and disconnecting the Mint entirely from the office of Assistant Treasurer; the repeal of the coining charge, and authorizing the exchange of unparted for refined bars; a reduction in the amount of wastage, and the tolerance (deviation in weight and fineness) in the manufacture of coin; requiring the token coinage to be of one material of uniform value, and to be redeemed under proper regulations when issued in excess, and the expense of its manufacture to be paid from specific appropriations, and not from the gain arising in its manufacture, as heretofore; an entire change in the manner of issuing the silver (subsidiary) coinage; discontinuing the coinage of the silver dollar; limiting the amount of silver to be used as alloy, so as to make the gold coinage of uniform color; the destruction of the dies not in use annually; requiring vouchers to pass between the different officers of the Mint in all transfers of bullion or coin; requiring increased bonds from officers of the Mint, and authorizing each officer to nominate his subordinate before appointment; and also making it an offense to increase or diminish the weights used in the Mint."

The report of Mr. Knox [Senate Mis. Doc. No. 132, 41st Cong., 2d Sess.] called special attention to the discontinuance of the silver dollar as a standard, as may be seen from the following paragraph on page 11:

"SILVER DOLLAR—ITS DISCONTINUANCE AS A STANDARD.

"The coinage of the silver dollar-piece, the history of which is here given, is discontinued in the proposed bill. It is by law the dollar unit, and, assuming the value of gold to be fifteen and one-half times that of silver, being about the mean ratio for the past six years, is worth in gold a premium of about 3 per cent. (its value being \$103.12)

* Note to a speech of Hon. Abram S. Hewitt, of New York: Congressional Record, August 23, 1876.

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and intrinsically more than 7 per cent. premium in our other silver coin, its value thus being \$107.42. The present laws consequently authorize both a gold-dollar unit and a silver-dollar unit, differing from each other in intrinsic value. The present gold-dollar piece is made the dollar unit in the proposed bill, and the silver-dollar piece is discontinued. If, however, such a coin is authorized, it should be issued only as a commercial dollar, not as a standard unit of account, and of the exact value of the Mexican dollar, which is the favorite for circulation in China and Japan and other oriental countries."

The appendix to the report contained a copy of the English coinage act of 1870, and four tables giving (1) the existing coinage, including the silver dollar; (2) the proposed coinage in which the silver dollar was omitted; (3) a metric system of coinage suggesting the issue of a subsidiary silver coinage consisting of two half dollars constituting in weight and fineness an exact equivalent to the French five-franc piece, and a quarter dollar and dime with proportionate weight and fineness, which proposition was finally adopted; (4) a table giving a comparison of coinage existing and proposed. A note at the foot of this table states that the silver dollar, half dime, and three-cent piece are omitted in the proposed bill. Subsequently, on June 25, 1870, the Secretary of the Treasury transmitted to the House of Representatives a letter of the then Deputy Comptroller of the Currency, together with copies of the correspondence of the Department with the officers of the different mints, assay-offices, and other experts in reference to the bill and report previously submitted. [H. R. Ex. Doc. No. 307, 41st Cong., 2d Sess.]

The bill in its original form, which was transmitted to the correspondents throughout the country for consideration and comment, contained the following section, as appears from the manuscript copy at the Treasury Department:

"*Sec. 15. And be it further enacted,* That of the silver coins [the weight of the dollar shall be 384 grains] (now 412½ grains) the weight of the half dollar or piece of fifty cents shall be 192 grains; and that the quarter dollar and dime [and half dime] shall be, respectively, one-half and one-fifth [and one-tenth] of the weight of said half-dollar. That the silver coin issued in conformity with the above sections shall be a legal tender in any one payment of debts for all sums [not exceeding \$5, except duties on imports] less than \$1."

If the words inclosed in [brackets] of the section as here given are excluded and the words in *italics* included, the section will conform precisely to the section which was transmitted to Congress and which passed the Senate on January 9, 1871.

The dollar of 384 grains was proposed in the rough revision of the bill for the purpose of obtaining an expression of opinion in reference to the proposed omission of the dollar piece, and the words "except duties on imports" inserted for the reason that a regulation or usage at the custom-house in New York limits the payment of silver coins to the fractional parts of the dollar, except when the payment to be made is \$5 or less. Several gentlemen in their criticisms upon the rough revision of the bill referred to this section.

Hon. James Pollock, the Director of the Mint at Philadelphia, said:

"*Sec. 11. The reduction of the weight of the whole dollar is approved, and was recommended in my annual report of 1861.*" (Page 10.)

Mr. Robert Patterson, of Philadelphia, sent to Mr. Knox some notes on the bill suggesting amendments. He called attention to one of these in the following words:

"The silver dollar, half-dime, and three-cent piece are dispensed with by this amendment. Gold becomes the standard money, of which the gold dollar is the unit. Silver is subsidiary, embracing coins from the dime to half dollar; coins less than the dime are of copper-nickel. The legal tender is limited to necessities of the case, not more than a dollar for such silver or fifteen cents for the nickels."

Mr. Franklin Peale, formerly melter and refiner and chief coiner of the Mint at Philadelphia, recommended the discontinuance of the three and one dollar gold pieces, and supplying the place of the latter with a proper silver coin to be used as change. Dr. H. E. Linderman, the present Director of the Mint, said:

"Section 11 reduces the weight of the silver dollar from 412½ to 384 grains. I can see no good reason for the proposed reduction in the weight of this coin. It would be better, in my opinion, to discontinue its issue altogether. The gold dollar is really the legal unit and measure of value. Having a higher value as bullion than its nominal value, the silver dollar long ago ceased to be a coin of circulation, and being of no practical use whatever, its issue should be discontinued."

Mr. James Ross Snowden, formerly Director of the Mint, said:

"I see that it is proposed to demonetize the silver dollar. This I think unadvisable. Silver coins below the dollar are now not money in a proper sense, but only tokens. I do not like the idea of reducing the silver dollar to that level. It is quite true that the silver dollar, being more valuable than two half-dollars or four quarter-dollars, will not be used as a circulating medium, but only for cabinets and perhaps to supply some occasional or local demand; yet I think there is no necessity for so considerable a piece as the dollar to be struck from metal which is only worth ninety-four cents.

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When we speak of dollars let it be known that we speak of dollars not demonetized and reduced below their intrinsic value, and thus avoid the introduction of contradictory and loose ideas of the standards of value."

Mr. George F. Dunning, formerly superintendent of the United States assay-office in New York, proposed that the law in regard to the silver coinage should be in the following language:

"SEC. 11. *And be it further enacted,* That the silver coins of the United States shall be a dollar, a half-dollar, a quarter-dollar, a dime or tenth of a dollar, and a half-dime, or twentieth of a dollar; and the standard weight of the silver coins shall be in the proportion of 384 grains to the dollar, and these coins shall be a legal tender in all payments not exceeding \$5."

The officers of the San Francisco branch mint made the following suggestions:

"SEC. 11. Would not the proposed change in the weight of the silver dollar disturb the relative value of all our coinage, affect our commercial conventions, and possibly impair the validity of contracts running through a long period? Might not the dollar be retained as a measure of value, but the coinage of the piece for circulation be discontinued?"

Mr. E. B. Elliot, of the Treasury Department, gave a complete history of the silver dollar, and suggested the issue of a commercial dollar of nine-tenths fineness, and containing of pure silver just 25 grams, in place of the then existing silver dollar of 41 $\frac{1}{2}$ grains; the proposed silver dollar being almost the exact equivalent of the silver contained in the older Spanish-Mexican pillared dollar, established in 1704 by proclamation of Queen Anne as a legal tender of payment and accepted as par of exchange for the British colonies of North America at the rate of fifty-four pence sterling to the dollar, or four and four-ninths dollars to the pound sterling.

On December 19, 1870, the bill was reported from the Finance Committee of the Senate and printed with amendments.

On January 9, 1871, in accordance with previous notice, the bill came before the Senate, and was discussed during that day and the following day by Senators Sherman, Sumner, Bayard, Stewart of Nevada, Williams, Casserly, Morrill, and others, and passed the Senate on the 10th by a vote of 36 yeas to 14 nays.

On January 13, 1871, on motion of Hon. William D. Kelley, the Senate bill was ordered to be printed. On February 25, 1871, Mr. Kelley, the chairman of the Committee on Coinage, reported the bill back with an amendment in the nature of a substitute, when it was again printed and recommitted. Mr. Kelley again, on March 9, 1871, introduced the bill in the Forty-second Congress, when it was ordered to be printed and referred to the Committee on Coinage, when appointed.

On January 9, 1872, the bill was reported by Mr. Kelley, chairman of the Coinage Committee, with a recommendation that it pass. The bill was read and discussed at length by Messrs. Kelley, Potter, Garfield, Maynard, Dawes, Holman, and others. Mr. Kelley, in the opening speech, said:

"The Senate took up the bill and acted upon it during the last Congress and sent it to the House; it was referred to the Committee on Coinage, Weights, and Measures, and received as careful attention as I have ever known a committee to bestow on any measure."

* * * * *

"We proceeded with great deliberation to go over the bill, *not only section by section, but line by line and word by word;* the bill has not received the same elaborate consideration from the Committee on Coinage of this House, but the attention of each member was brought to it at the earliest day of this session; each member procured a copy of the bill, and there has been a thorough examination of the bill again. (Congressional Globe, volume 100, page 322.)

Mr. Kelley, on the same day, also said:

"There are one or two things in this bill, I will say to the gentleman from New York, with his permission, which I personally would like to modify; that is to say, I would like to follow the example of England, and make a wide difference between our silver and gold coinage. * * *

"I would have liked to have made the gold dollar uniform with the French system of weights, taking the gram as a unit." (Page 323, volume 100.)

On January 10, 1872, the bill, after considerable discussion, was again recommitted, and on February 9, 1872, it was again reported from the Coinage Committee by Hon. Samuel Hooper, printed and recommitted, and on February 13, 1872, reported back by Mr. Hooper with amendments, printed, and made the special order for March 12, 1872, until disposed of.

On April 9, 1872, the bill came up in the House for consideration. Mr. Hooper, in a carefully prepared speech of ten columns, explained the provisions of each section of the bill. In this speech (page 2306, volume 102 of the Congressional Globe) he says:

"Section 16 re-enacts the provisions of the existing laws defining the silver coins and their weights, respectively, except in relation to the silver dollar, which is reduced in weight from 41 $\frac{1}{2}$ to 384 grains, thus making it a subsidiary coin in harmony with the

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silver coins of less denomination, to secure its concurrent circulation with them. The silver dollar of $41\frac{1}{2}$ grains, by reason of its bullion or intrinsic value being greater than its nominal value, long since ceased to be a coin of circulation, and is melted by manufacturers of silverware. It does not circulate now in commercial transactions with any country, and the convenience of these manufacturers in this respect can better be met by supplying small stamped bars of the same standard, avoiding the useless expense of coining the dollar for that purpose."

Mr. Stoughton, of the Coinage Committee, also made a speech of seven columns, in which he says :

"The silver coins provided for are the dollar, 384 grains troy, the half-dollar, quarter-dollar, and dime, of the value and weight of one half, one-quarter, and one-tenth of the dollar, respectively ; and they are made a legal tender for all sums not exceeding \$5 at any one payment. The silver dollar, as now issued, is worth for bullion three and one-fourth cents more than the gold dollar, and seven and one-fourth cents more than two half dollars; having a greater intrinsic and nominal value, it is certain to be withdrawn from circulation whenever we return to specie payment, and to be used only for manufacture and exportation as bullion."

Mr. Potter, in commenting upon the bill, says :

"Mr. Speaker, this is a bill of importance. When it was before the House in the early part of this session I took some objections to it which I am inclined now to think, in view of all the circumstances, were not entirely well founded, but after further reflection I am still convinced that it is a measure which it is hardly worth while for us to adopt at this time. * * * This bill provides for the making of changes in the legal-tender coin of the country, and for substituting as legal-tender coin of *only one metal instead of heretofore of two*. I think myself this would be a wise provision, and that legal-tender coins, except subsidiary coin, *should be of gold alone*; but why should we legislate on this now, when we are not using either of those metals as a circulating medium ?

"The bill provides also for a change in respect of the weight and value of the silver dollar, which I think is a subject which, when we come to require legislation about it at all, will demand at our hands very serious consideration, and which, as we are not using such coins for circulation now, seems at this time to be an unnecessary subject about which to legislate." (Page 2310, volume 102.)

Mr. Kelley also said :

"I wish to ask the gentleman who has just spoken (Mr. Potter) if he knows of any government in the world which makes its subsidiary coinage of full value. The silver coin of England is 10 per cent. below the value of gold coin, and, acting under the advice of the experts of this country and of England and France, Japan has made her silver coinage within the last year 12 per cent. below the value of gold coin, and for this reason : *It is impossible to retain the double standard.* The values of gold and silver continually fluctuate. You cannot determine this year what will be the relative values of gold and silver next year. They were 15 to 1 a short time ago; they are 16 to 1 now.

"Hence all experience has shown that you must have one standard coin which shall be a legal tender for all others, and then you may promote your domestic convenience by having a subsidiary coinage of silver, which shall circulate in all parts of your country as legal tender for a limited amount, and be redeemable at its face value by your Government. But, sir, I again call the attention of the House to the fact that the gentlemen who oppose this bill insist upon maintaining a silver dollar worth three and one-half cents more than the gold dollar, and worth seven cents more than two half dollars, and that so long as those provisions remain you cannot keep silver coin in the country."

On May 27, 1872, the bill was again called up by Mr. Hooper, for the purpose of offering an amendment in the nature of a substitute, and the bill, as amended, passed that day—yeas 110, nays 13.

Just previous to the passage of the bill Mr. McNeeley, of the Coinage Committee, said :

"As a member of the Committee on Coinage, Weights, and Measures, having carefully examined every section and line of this bill, and generally understanding the subject before us, I am satisfied that the bill ought to pass." (Page 3883, volume 104.)

The substitute reported by Mr. Hooper and passed by the House, so far as it refers to silver coinage, was identical with the bill previously reported from the Coinage Committee by him. It was also identical with the bill introduced by Mr. Kelley, with the single exception of the provision authorizing the coinage of a silver dollar weighing 384 grains. The bill of Mr. Kelley, so far as it related to the silver coinage, was identical with the bill which was prepared at the Treasury Department, and which had passed the Senate, excepting that the latter bill made the silver coin a legal tender for all sums less than \$1, while the bill of Mr. Kelley made the silver coins a legal tender for \$5 in any one payment.

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The bill was again printed in the Senate on May 29, 1872, and referred to the Finance Committee. Senator Sherman, in reporting it back on December 16, 1872, said :

"This bill has, in substance, passed both houses, except that the Senate bill enlarged and increased the salaries of the officers of the Mint; it was passed by the Senate at the session of the last Congress, went to the House, and now, somewhat modified, has passed the House at this Congress, so that the bill has practically passed both houses of Congress. The Senate Committee on Finance proposed a modification of only a single section; but as this is not the same Congress that passed the bill in the Senate, I suppose it will have to go through the form of a full reading unless the Senate are willing to take it on the statement of the committee, the Senate already having debated it and passed it." (Page 203, volume 106, third session Forty-second Congress.)

After further debate, on motion of Mr. Cole, the bill was printed in full with amendments.

On January 7, 1873, it was again reported with amendments and again printed for the information of the Senate. It passed that body on January 17, 1873, after a discussion occupying nineteen columns of the Congressional Globe. In the course of the debate Senator Sherman said :

"This bill proposes a silver coinage exactly the same as the French, and what are called the associated nations of Europe, who have adopted the international standard of silver coinage; that is, the dollar (two half-dollars) provided for by this bill is the precise equivalent of a five-franc piece. It contains the same number of grams of silver, and we have adopted the international gram instead of the grain for the standard of our silver coinage. The trade-dollar has been adopted mainly for the benefit of the people of California and others engaged in trade with China.

"That is the only coin measured by the grain instead of by the gram. The intrinsic value of each is to be stamped upon the coin. The Chamber of Commerce of New York recommended this change, and it has been adopted, I believe, by all the learned societies who have given attention to coinage, and has been recommended to us, I believe, as the general desire. That is embodied in these three or four sections of amendment to make our silver coinage correspond in exact form and dimensions and shape and stamp with the coinage of the associated nations of Europe, who have adopted an international silver coinage." (Page 672, volume 106, third session Forty-second Congress.)

The bill was sent to the House, and on January 21, 1873, on motion of Mr. Hooper, it was again printed with amendments, and subsequently committees of conference were appointed, consisting of Messrs. Hooper, Houghton, and McNeely, of the House; and Senators Sherman, Scott, and Bayard, of the Senate. The reports of the committees of conference were agreed to, and the bill became a law on February 12, 1873, substantially as originally prepared at the Treasury.

The bill as prepared at the Treasury omitted the silver-dollar piece, and the report stated the fact of its omission three different times, and gave the reasons therefor. The silver-dollar piece was omitted from the bill as it first passed the Senate. It was also omitted from the bills reported by Mr. Kelley; but in the bills reported by Mr. Hooper a new silver dollar was proposed equal in weight (384 grains) to two of the half-dollars then authorized.

The Senate substituted a trade-dollar weighing 420 grains in place of the dollar of 384 grains, in accordance with the wishes of the dealers in bullion upon the Pacific coast, that being considered by them as the most advantageous weight for a coin to be used for shipment to China and Japan.

The weight of the subsidiary silver coin was increased about $\frac{1}{2}$ per cent. in value, making the half-dollar, quarter-dollar, and dime, respectively, of the weight of $12\frac{1}{2}$ grams, $6\frac{1}{4}$ grams, and $2\frac{1}{2}$ grams, or precisely one-half, one-quarter, and one-tenth, respectively, of the weight of the French five-franc piece. All of said coins were made a legal tender in nominal value for any amount not exceeding \$5 in any one payment. The bill was read in full in the Senate several times, and the record states on January 9, 1872, that it was read in the House. It was undoubtedly read at other times. The bill was printed separately eleven times, and twice in reports made by the deputy comptroller of the currency, thirteen times in all, by order of Congress. It was considered at length by the Finance Committee of the Senate and the Coinage Committee of the House during five different sessions, and the debates upon the bill in the Senate occupied sixty-six columns of the Globe, and in the House seventy-eight columns of the Globe.

The Secretary of the Treasury called the special attention of Congress to the bill in his annual reports for 1870, 1871, and 1872. In his report of 1872, he says:

"In the last ten years the commercial value of silver has depreciated about 3 per cent. as compared with gold, and its use as a currency has been discontinued by Germany and by some other countries. The financial condition of the United States has prevented the use of silver as currency for more than ten years, and I am of opinion that upon grounds of public policy no attempt should be made to introduce it, but

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that the coinage should be limited to commercial purposes, and designed exclusively for commercial uses with other nations.

"The intrinsic value of a metallic currency should correspond to its commercial value, or metal should be used for the coinage of tokens redeemable by the Government at their nominal value. As the depreciation of silver is likely to continue, it is impossible to issue coin redeemable in gold without ultimate loss to the Government; for when the difference becomes considerable the holders will present the silver for redemption and leave it in the hands of the Government, to be disposed of subsequently at a loss.

"Therefore, in renewing the recommendations heretofore made for the passage of the Mint bill, I suggest such alterations as *will prohibit the coinage of silver for circulation in this country*, but that authority be given for the coinage of a silver dollar that shall be as valuable as the Mexican dollar, and to be furnished at its actual cost."

As a final answer to the charge that the bill was passed surreptitiously, I append, first, a copy of the section in reference to the issue of silver coins as printed in the report of the Treasury Department, and as passed by the Senate; second, a copy of the section as reported by Mr. Kelley; third, a copy of the section as reported by Mr. Hooper; fourth, a copy of the section as finally passed by the Senate and agreed upon by the conference committee.

The following section was printed in the two reports of John Jay Knox, deputy comptroller of the currency, to Congress; also in Senate bill 859, Forty-first Congress, second session, April 28, 1870; in Senate bill 859, December 19, 1870, and January 11, 1871, third session, Forty-first Congress, as reported by Mr. Sherman:

SEC. 15. And be it further enacted, That of the silver coins, the weight of the half-dollar, or piece of fifty cents, shall be 192 grains; and that of the quarter-dollar and dime shall be, respectively, one-half and one-fifth of the weight of said half-dollars; that the silver coin issued in conformity with the above section shall be a legal tender in any one payment of debts for all sums less than \$1."

The following section was printed in Senate bill 859, Forty-first Congress, third session, February 25, 1871, and House bill No. 5, Forty-second Congress, first session, March 9, 1871, as reported by Mr. Kelley:

SEC. 15. And be it further enacted, That of the silver coins, the weight of the half-dollar, or piece of fifty cents, shall be 192 grains; and the quarter-dollar and dime shall be, respectively, one-half and one-fifth of the weight of said half-dollar; which coins shall be a legal tender, at their denominational value, for any amount not exceeding \$5 in any one payment."

The following section was printed in House bill No. 2934, May 29, 1872; House bill No. 1427, February 9, 1872, and February 13, 1872, Forty-second Congress, second session, as reported by Mr. Hooper:

SEC. 16. That the silver coins of the United States shall be a dollar, a half-dollar or fifty-cent piece, a quarter-dollar or twenty-five-cent piece, and a dime or ten-cent piece; and the weight of the dollar shall be 384 grains; the half-dollar, quarter-dollar, and the dime shall be, respectively, one-half, one-quarter, and one-tenth of the weight of said dollar; which coins shall be a legal tender, at their denominational value, for any amount not exceeding \$5 in any one payment."

The following section was printed in House bill No. 2934, December 16, 1872, January 7, 1873, and January 21, 1873, Forty-second Congress, third session, as reported by Mr. Sherman:

"That the silver coins of the United States shall be a trade-dollar, a half-dollar or fifty-cent piece, a quarter-dollar or twenty-five-cent piece, a dime or ten-cent piece; and the weight of the trade-dollar shall be 420 grains troy; the weight of the half-dollar shall be 12½ grains; the quarter-dollar and the dime shall be, respectively, one-half and one-fifth of the weight of said half-dollar; and said coins shall be a legal tender at their nominal value for any amount not exceeding \$5 in any one payment."

The following section was contained in all of the different bills and the coinage act of 1873:

SEC. 18. And be it further enacted, That no coins, either of gold, silver, or minor coinage, shall hereafter be issued from the mint other than those of the denominations, standards, and weights herein set forth."

Copies of the different bills may be obtained at the document-room of the Senate.