A Centennial History of the United States International Trade Commission
The Commission wishes to express its gratitude to the contributors who prepared the chapters of the Centennial History and to the following individuals for their work in reviewing those chapters:

**External Reviewers**
Professor Chad Bown, the Peterson Institute
Chairman Lynn Bragg, the Glass Packaging Institute
Professor John Dobson, Iowa State University
Robert A. Enholm, the President Woodrow Wilson House
Professor Douglas Irwin, Dartmouth College
Daniel Leahy, former Director, USITC Office of External Relations
Kenneth R. Mason, former Secretary to the USITC
Professor Stephen Meardon, Bowdoin College
Barbara Norton, former official of the Office of the U.S. Trade Representative
Professor Thomas Prusa, Rutgers University
Stephanie Roberts, Esq., Steptoe & Johnson
Charles Schill, Esq., Steptoe & Johnson
Neena Shenai, Esq., Medtronics
James A. Worth, Esq., former Attorney-Adviser, USITC Office of General Counsel
N. Timor Yaworski, Esq., former Assistant General Counsel, USITC Office of General Counsel

**Staff Reviewers:**
**Office of Analysis and Research Services**
Judy Edelhoff
Margaret Hausman

**Office of Economics**
Arona Butcher
Nanette Christ
Alexander Hammer
Edward Wilson
Office of the General Counsel
Brian Battles
Marc Bernstein
Andrea Casson
Gina Colarusso
William Gearhart
John Henderson
Wayne Herrington
Jean Jackson
Clara Kuehn
Neal Reynolds
Phyllis Smithey
Robin Turner
Nataline Viray-Fung

Office of Industries
Elizabeth Nesbitt
Jennifer Powell

Office of Investigations
Michael Anderson

Office of Tariff Affairs and Trade Agreements
James Holbein

Office of Unfair Import Investigations
Anne Goalwin
Margaret Macdonald

Special Support
Keven Blake
Phyllis Boone
Shala Ewing

The opinions expressed by the contributors are not necessarily those of the Commission, any Commissioner, or Commission staff.
Most contributors were not currently Commissioners or part of agency staff at the time of writing. As such, they are unlikely to have had full access to information on the capabilities and internal deliberations of the agency.
Image Credits:

Cover: Chip Clark, Smithsonian Institution; USITC photographer

Chapter 1: Robert Burgess

Chapter 2: The Ohio State University, Billy Ireland Cartoon Library & Museum; public domain

Chapter 3: Public domain

Chapter 4: Chip Clark, Smithsonian Institution

Chapter 5: USITC photographer

Chapter 6: Chip Clark, Smithsonian Institution; USITC photographer

Chapter 7: USITC photographer

Chapter 8: Public domain

Chapter 9: USITC photographer

Chapter 10: USITC photographer

Chapter 11: Terence Stewart; USITC photographer

Chapter 12: Robert Burgess

Chapter 13: USITC photographer

Chapter 14: USITC photographer

Chapter 15: Thinkstock by Getty

Chapter 16: General Services Administration
I rise today to commemorate the centennial of the creation of the United States International Trade Commission and to congratulate the Commission and its exceptional staff on their distinguished service.

Therefore I ask my colleagues to join me in offering my sincerest thanks to the U.S. International Trade Commission and its staff for their commendable work over the last one hundred years. We look forward to continuing to rely on the professionalism, objectivity, and neutrality of this vitally important agency in providing us with independent and sound advice, which allows us to effectively carry out our Constitutional duties in establishing U.S. trade policy.


As Ranking Member of the Committee on Ways and Means, the committee that oversees the Commission, I want to congratulate the Commission on this anniversary and the Commission's staff who do important work. I look forward to working with the Commission, as it begins its second century of work, to ensure that the analysis of international trade addresses 21st century economic issues.

Ranking Minority Member Sander M. Levin (D-MI), Committee on Ways and Means, 162 Cong Rec. E1228 (daily ed. September 8, 2016).

Mr. HATCH. Mr. President, today the U.S. International Trade Commission, or the USITC, is celebrating its 100th anniversary. That makes today an appropriate day for us to acknowledge the distinguished service that this independent and nonpartisan Federal agency has provided, and continues to provide in the field of international trade.

Mr. WYDEN. Mr. President, I concur with Senator HATCH and also congratulate the USITC on its centennial and commend the agency for its service over the last century.

Chairman Orrin Hatch (R-UT) and Ranking Minority Member Ron Wyden (D-OR), Committee on Finance, U.S. Senate, 162 Cong. Rec. S5455 (daily ed. September 8, 2016).

When the Commission turned 100, President Obama sent his congratulations, saying “Your tireless efforts support American businesses and workers, and I am confident that your dedication will continue to leave a lasting impact for generations to come.” The Commission has helped 17 Presidents and 50 Congresses on matters such as trade negotiations, intellectual property and safeguard investigations, and enforcement cases.
The Commission’s upcoming Centennial History book will be helpful in shedding light on the distinguished history of an agency that has done so much to shape the direction of our country.

Ambassador Michael Froman, United States Trade Representative, 2013–17.
Message from the Chairman

On behalf of my fellow Commissioners, I am proud to present *A Centennial History of the United States International Trade Commission*. Since its creation on September 8, 1916, the Commission provided independent, non-partisan, expert, and objective information to Congress and the Executive Branch to assist in setting tariffs and formulating U.S. trade policies. In the last half century, the Commission’s role in investigating and making determinations in disputes regarding unfair imports and unfair trade practices has grown significantly.

Early chapters of this book describe the events leading up to the creation of the agency as the United States Tariff Commission and its early years. Subsequent chapters of the book discuss the evolution of the Commission as an institution. They discuss the steady growth in the mission of the agency as well as how changes in legislation, policy, and practice have affected the agency’s programmatic role. Specifically, these chapters document the Commission’s evolving role in tariff related affairs, antidumping and countervailing duty proceedings, intellectual property-related proceedings, safeguards investigations, and industry and economic analysis for Congress and executive branch. Other chapters of the book discuss evolving administrative issues about how the Commission has governed, including such issues as the number of Commissioners, the authority of the Chairman, and the history of the agency’s headquarters and field offices.

The independent, non-partisan, and objective nature of the Commission is a recurring theme as the book illustrates how the agency has reliably served the American people throughout the one hundred years of its existence.

Rhonda K. Schmidtlein
Chairman
# Table of Contents

Chapter 1 Introduction .......................................................................................................................... 7  
   Paul R. Bardos

Part I Creation ................................................................................................................................. 31

Chapter 2 Before the U.S. Tariff Commission: Congressional Efforts to Obtain Statistics and Analysis for Tariff-setting, 1789–1916 ......................................................... 33  
   Andrew Reamer

Chapter 3 The Creation of the U.S. Tariff Commission ................................................................. 71  
   W. Elliot Brownlee

Part II Evolution .............................................................................................................................. 119

   Will E. Leonard and F. David Foster

Chapter 5 Evolution of the Chairmanship of the U.S. International Trade Commission .......................................................... 143  
   Shara L. Aranoff, Deanna Tanner Okun, and Daniel R. Pearson

Chapter 6 The Commission’s Headquarters and Field Office Buildings .................................. 161  
   Paul R. Bardos

Part III Tariffs ............................................................................................................................... 171

Chapter 7 Tariff Activities ............................................................................................................ 173  
   Gene Rosengarden, Janis Summers, and Arun Butcher

Chapter 8 The Tariff Commission in Transition, 1917–74 ......................................................... 191  
   Alfred E. Eckes, Jr.

Part IV Investigations ..................................................................................................................... 233

Chapter 9 Antidumping and Countervailing Duty Investigations .............................................. 235  
   Lynn Featherstone and James M. Lyons

Chapter 10 Safeguards ................................................................................................................... 263  
   Kara Reynolds

Chapter 11 Reflections of Members of the Trade Bar ................................................................. 291  
   Prepared by Terence P. Stewart and Alfred E. Eckes, Jr., from Interviews Solicited by the ITC Historical Society
<table>
<thead>
<tr>
<th>Chapter</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>12</td>
<td>Intellectual Property Investigations</td>
<td>309</td>
</tr>
<tr>
<td></td>
<td>V. James Adduci II, Sarah E. Hamblin, Louis S. Mastriani, Deanna Tanner Okun, and Tom M. Schaumberg</td>
<td></td>
</tr>
<tr>
<td>Part V</td>
<td>Analysis</td>
<td>371</td>
</tr>
<tr>
<td>13</td>
<td>Industry and Economic Analysis</td>
<td>373</td>
</tr>
<tr>
<td></td>
<td>Robert B. Koopman and Michael J. Ferrantino</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>Economic Analysis at the U.S. International Trade Commission</td>
<td>401</td>
</tr>
<tr>
<td></td>
<td>Michael O. Moore</td>
<td></td>
</tr>
<tr>
<td>15</td>
<td>Industry and Economic Analysis for Congress</td>
<td>421</td>
</tr>
<tr>
<td></td>
<td>Thelma J. Askey</td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>Industry and Economic Analysis for the Executive Branch</td>
<td>431</td>
</tr>
<tr>
<td></td>
<td>Catherine Field</td>
<td></td>
</tr>
<tr>
<td>Appendix</td>
<td>A Organization Charts for the Commission from 1934, 1977, and 2016</td>
<td>A.1</td>
</tr>
<tr>
<td>Appendix</td>
<td>B The Commissioners who have served on the U.S. Tariff Commission or the U.S. International Trade Commission, from 1917 to 2017</td>
<td>B.1</td>
</tr>
<tr>
<td>Appendix</td>
<td>C Commissioners of the U.S. Tariff Commission or U.S. International Trade Commission who have served as Chairman or Vice Chairman, 1917–2017</td>
<td>C.1</td>
</tr>
<tr>
<td>Appendix</td>
<td>D Administrative Law Judges who have served at the U.S. International Trade Commission, 1976–2017</td>
<td>D.1</td>
</tr>
</tbody>
</table>

**Boxes**

**Box 2.1:** Congressional efforts to create statistics and analysis to guide tariff-setting, 1789–1916 ................................................................. 40

**Box 2.2:** Milestones in the development of statistics and analysis for Congressional tariff-setting .................................................................................. 68

**Box 7.1:** Russell Newton Shewmaker ............................................................ 181

**Box 7.2:** William Thomas Hart ........................................................................ 188

**Figures**

**Figure 2.1:** Distribution of federal revenue by major source, 1789–1930 ....................... 36

**Figure 2.2:** Federal revenue as percent of GDP, by source, 1792–1930 ............................. 36

**Figure 2.3:** Ratio of duties collected to value of imports, 1790–1930 ............................. 37

**Figure 10.1:** U.S. safeguard investigations, 1948–2016 ................................................... 274

**Figure 10.2:** U.S. consumption of non-rubber footwear, 1971–99 ................................. 280
Figure 14.1: Completed fact-finding investigations ............................................................... 406

Tables

Table 10.1: Safeguard protection, 1975–2016 ........................................................................ 274
Table 14.1: Requesting agency for fact-finding investigation ................................................... 408