

REPORT TO THE GENERAL ASSEMBLY
OF
THE COMMONWEALTH OF PENNSYLVANIA
ON
LEGISLATIVE PRINTING

BY
THE JOINT STATE GOVERNMENT COMMISSION
of
THE GENERAL ASSEMBLY

Capitol Building

Harrisburg, Penna.

January, 1943

JOINT STATE GOVERNMENT COMMISSION OF THE GENERAL ASSEMBLY

(Created in 1937, P. L. 2460, as amended 1939, P.L. 1084)

"A continuing agency of the General Assembly, to undertake studies and develop facts, information and data on all phases of government for the use of the General Assembly and Departments and Agencies of the State Government."

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OF

THE JOINT STATE GOVERNMENT COMMISSION

Albert S. Readinger, Chairman
Leo A. Achterman
Ellwood J. Turner
George Woodward

**resigned December 31, 1941
* appointed January 7, 1942 to
fill the vacancy created by
the resignation of Robert E.
Woodside, Jr.

LETTER OF TRANSMITTAL

To the Members of the General Assembly
of the Commonwealth of Pennsylvania:

Under the authority of the Act of July 1,
1937, P. L. 2460, as amended by the Act of June
26, 1939, P. L. 1084, creating the Joint State
Government Commission, we submit herewith a
report on Legislative Printing.

Elmer Kilroy, Chairman
Joint State Government Commission

January, 1943

FOREWORD

This report on legislative printing is the result of a study undertaken by the committee studying State printing costs. Several meetings were held by the committee itself and for many months prior thereto, the staff of the Joint State Government Commission, and others cooperating with the staff, gathered considerable data on the subject of legislative printing costs.

The factual data contained herein are the result of actual counts and measurements of the printing during the 1941 Session of the General Assembly. In many instances, this involved tedious effort on the part of those performing the work.

The recommendations not only represent the considered judgment of the Commission, based on the factual data, but also include some recommendations made by the Parliamentarian of the House and the Librarian of the Senate, both of whom have had many years of experience with problems of legislative printing.

In preparing this report, the Commission was ably assisted by the Pennsylvania Economy League, Inc., who gave freely of their time in helping to gather the factual data, which is very much appreciated.

In addition, the Commission desires to thank Mr. S. Edward Moore, Parliamentarian of the House, Mr. Alex S. Cooper, Librarian of the Senate, and Honorable Charles H. Ealy, President Pro Tempore of the Senate, whose counsel proved invaluable.

It also desires to thank the Bureau of Publications of the Department of Property and Supplies for its cooperation in furnishing all the detailed costs on legislative printing.

Albert S. Readinger, Chairman
Committee on Printing.

1.

REPORT OF THE COMMITTEE ON PRINTING OF THE
JOINT STATE GOVERNMENT COMMISSION

The total cost of printing for the various departments, boards, commissions, institutions and other agencies of the State Government, during the two year period ending May 31, 1942 was \$2,335,000. The actual annual cost in each odd-numbered year is considerably higher because of the additional cost of printing bills, histories, journals, etc., for regular sessions of the General Assembly. The cost of Legislative printing for the 1941 Session was \$277,897, exclusive of an estimated additional \$90,000 for printing the Legislative Journals, advance acts and pamphlet laws on which there were no complete figures at the time this report was completed.

The Commission first undertook a study of the problems of Legislative printing and has devoted considerable time in studying possible economies and simplifications and is recommending herein many important changes in this phase of printing costs.

While the Commission has not had an opportunity to make a detailed study on other phases of State printing, it does believe, from general observations and discussions, that considerable savings can be made through standardization of forms, sizes, centralization of control thereof, and frequency and distribution of departmental publications. It, therefore, recommends that the Commission continue its study on printing costs, giving special emphasis to the various phases of State printing other than Legislative printing.

LEGISLATIVE PRINTING:

Note: All findings, conclusions and recommendations concerning Legislative printing are based on an analysis for the 1941 Session of the General Assembly.

Savings:

If the recommendations contained in this report had been operative during the 1941 Session of the General Assembly the estimated savings would have been \$80,557 which includes \$79,057 for Legislative printing, and \$1,500 for indexing. It is important to note that this saving will recur in each Legislative session. This saving, which represents 29% of the aforementioned Legislative printing costs in 1941, is summarized as follows:

	<u>Savings</u>
A. Discontinue the publication of the Journal of the Senate and the Journal of the House of Representatives. Printing.....	\$ 22,179
Indexing.....	1,500
See pages 3 to 7	
B. Reduce the number of copies of bills, resolutions, and calendars to be printed	\$12,230
See pages 7 to 14	
C. Eliminate the introduction of individual bills for (a) appropriations for State-aided Homes and Hospitals, (b) the taking over of sections of roads and streets as part of the State Highway System.....	\$ 4,341
See pages 14 to 16	
D. Combine the House and Senate Histories into one volume, print only the index title instead of the complete title, eliminate duplicate entries and unnecessary blank space and reduce the number of copies to be printed.....	\$35,832
See pages 16 to 24	
E. Print condolence and congratulatory resolutions in full in the History only in the issue for the week the resolutions were introduced and then again in the final issue.	\$4,475
See pages 25 and 26	
Total Savings.	<u>\$ 80,557</u>

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS.Legislative Personnel

It is recommended that the act setting up personnel for the Legislature be amended to give officers of the General Assembly considerably more latitude in determining the qualifications and selection of employes to carry out the work of the General Assembly.

Findings and Conclusions:

It has been known for several years that the present act establishing personnel by titles is obsolete. Many positions which are required to be filled by title by law have no bearing on the work now required by the General Assembly. A number of these positions should be eliminated and the officers of the General Assembly be given sufficient appropriations and blanket authority to employ personnel of the qualifications required to carry out the present work.

It is the belief of the Commission that if this recommended improvement is made in the selection of personnel it will have considerable influence in making effective all the savings in Legislative printing as herein enumerated.

A. Senate and House of Representatives Journals:Recommendations:

It is recommended that the publication of the Journal of the Senate and the Journal of the House of Representatives be discontinued and the Legislative Journal be designated as the publication of the Official Journal of both Houses.

It will be necessary to amend existing legislation to eliminate the printing, binding and distribution of the separate Journals of the Senate and the House and to designate the Legislative Journal as the publication of the Official Senate and House Journals.

It is also recommended that the official handwritten Senate and House Journals, together with the original signed copies of all documents which become a part thereof, should never be sent to the printer as copy for printing work.

It is also recommended that proper steps be taken to insure more prompt publication of the daily issues of the Legislative Journal during the closing weeks of each session of the General Assembly.

Findings and Conclusions:

Article II, Section 12, of the State Constitution requires each House "to keep a journal of its proceedings, and from time to time, publish the same." (Underscoring added.) The printed Senate and House Journals, frequently referred to as the Official Journals, are the published copies of the handwritten Official Journals kept by the Journal Clerks in each House which are complete with all officially signed original copies of amendments and other official documents. The original handwritten Journals and the printed copies thereof contain no debates or discussions, but merely a cumulative report of all motions, roll calls, communications from the Governor, reports of committees, etc. These Journals are published once only, i.e., after the expiration of the Legislative session. Generally they are not published and distributed until shortly before the start of the next term of the Legislature. Hence, they

are of little or no value for immediate reference purposes. One set of Senate Journals is distributed to each member of the Senate and one set of the House Journals is distributed to each member of the House of Representatives.

At present the practice is to send the original copies of all official papers, filed with the Official Journal Clerk, to the printer as copy for publication of the Senate and House Journals. Since these handwritten Journals and the original signed copies of the various documents becoming a part thereof constitute the Official Journal proceedings, it is highly important that they always remain in the custody of the General Assembly. They should be removed therefrom only when it is necessary to use them to verify previous Legislative action.

The Legislative Journal is a complete printed record of everything that transpires during each legislative day, including, in addition to all that appears in the handwritten Official Journals, the full text of bills when passed, amendments, resolutions, debates, discussions and communications from the Governor. It is normally published daily. When the rush of work of the employes and printers reaches a peak during the closing weeks of the regular session of the General Assembly, however, the publishing of the Legislative Journal falls several weeks behind schedule. The contract for publishing the Legislative Journal, specifies that each daily issue of the Journal is to be delivered within twenty-four hours after copy is furnished to the printer unless extension of time is granted in writing by the Department of Property and Supplies.

Widespread distribution is given the daily issues of the Legislative Journal on the basis of mailing lists furnished by members of the General Assembly. In addition, after the close of each session of the General Assembly, bound volumes of the Legislative Journal, with complete index and an Appendix, are furnished (one set) to each member of the General Assembly. The Appendix contains copies of all reports, communications, etc., submitted to the Senate and House of Representatives. Therefore, the elimination of the publication of the Senate and House Journals would not mean the loss of any advantage, convenience or information now contained therein as it is provided in the Legislative Journal.

The Chief Official Reporter of each House is responsible for editing and publishing the Legislative Journal. They likewise take complete notes on all motions and other information contained in the handwritten Official Journals. In the past it has not been infrequent that the printer's proof of the Senate and House Journals has been edited and corrected by comparing it with the Legislative Journal.

Aside from the cost of publishing the Senate and House Journals, their elimination would also save the cost of indexing, for which an appropriation is made in the amount of \$1500. The cost of packing and distributing copies to each of the 258 members of the Legislature would also be eliminated. This saving, however, is a minor item in comparison with other possible savings and is not included in the estimate.

Savings:

Elimination of the publication of the Senate and House Journals would result in a saving in printing and indexing cost as based on the 1941 Session of General Assembly as follows:

Printing Cost \$22,179:

	<u>Printing</u>	<u>Paper</u>	<u>Total</u>
Senate Journal.....	\$11,000	\$283	\$11,283
House Journal.....	10,331	565	10,896
Both Journals.....	<u>\$21,331</u>	<u>\$848</u>	<u>\$22,179</u>

Appropriation for indexing.....\$ 1,500

Total saving possible in printing and indexing..\$ 23,679

B. Printing of Bills, Resolutions and Calendars:Recommendations:

It is recommended that the number of copies of bills and resolutions printed be reduced to 400 for pink bills and 600 for white bills, unless otherwise specifically authorized by officers of the House and Senate.

It is also recommended that the number of copies of the Senate Calendar be reduced from 1100 to 800 and that the number of copies of the House Calendar be reduced from 1300 to 1000.

This can be accomplished without the necessity of passing legislation. The officers of the Senate and House can increase the number of copies to be printed on any bills and resolutions requiring more than the minimum suggested above.

It is also recommended that the Senate adopt the policy now followed in the House of having the pink copy of each and every bill carefully proofread as soon as it is printed.

To make the above recommendation effective, it will be necessary to amend existing legislation concerning Senate personnel.

It is recommended that the printer make every effort to carry out the rule adopted at the 1941 Session to use strike-out type in strike-out amendments.

Findings and Conclusions:

During the 1941 Session of the Legislature, there was a total of 2460 bills introduced and referred to committee in both branches. All of these bills were printed first in the pink, 1000 copies each; all bills which were reported from committee, either as committed or amended, were reprinted in white 1000 copies each. The cost of printing bills both white and pink during the 1941 Session amounted to \$158,002.65, or 44% of the total Legislative printing cost, including the printing of advance acts and pamphlet laws.

This cost is tabulated as follows:

	<u>Printing</u>	<u>Paper</u>	<u>Total</u>
Pink Bills.....	\$54,856.25	\$4,655.54	\$59,511.79
White Bills.....	91,043.70	5,678.72	96,722.42
White Bills Reprinted	841.93	68.48	910.41
Resolutions.....	777.92	80.11	858.03
Totals.....	\$147,519.80	\$10,482.85	\$158,002.65

A careful study of the various bills introduced in the Session clearly shows the following:

	<u>House</u>	<u>Senate</u>	<u>Total</u>
Bills introduced but not reported out of committee.....	977	395	1372
Bills reported out as committed...	556	281	837
Bills reported out as amended.....	<u>156</u>	<u>95</u>	<u>251</u>
	1689	771	2460
Number of white prints for 712 House Bills.....			1210
Number of white prints for 376 Senate Bills.....			<u>623</u>
			1833
Total number of Pink Print pages.....			12,467,300
Total number of White Print pages.....			<u>21,059,900</u>
Total number of pages printed.....			33,527,200

Action on Various Bills:

House Bills in the Senate

Referred to committee but not reported out.....	217
Defeated in Senate.....	7
Dropped from calendar in Senate.....	11
Laid on table in Senate.....	5
Laid on table after recall from Governor.....	1
Passed and vetoed by Governor.....	45
Passed and approved by Governor.....	<u>288</u>
Total.....	574

Senate Bills in the House

Referred to committee but not reported out.....	119
Defeated in the House.....	7
Reported as committed.....	2
Laid on table in the House.....	5
Filed in Office of Secretary of Commonwealth.....	1
(Joint Resolution)	
Returned to Senate.....	1
House Amendments nonconcurrent in by Senate.....	1
Passed the House, vetoed by Governor.....	23
Passed House and approved by Governor.....	<u>141</u>
Total.....	300

The vast majority of bills introduced, as well as those reported out and passed, are technical amendments to existing acts, or bills proposing legislation which is special, technical or local in nature. These types of legislation are of little universal interest to the general public. Therefore, there is practically no demand for copies of such bills, it has been found from past experience that a large demand for copies of bills has been generally limited to those carrying out the administration program, important labor legislation, important tax legislation and legislation which is of particular universal interest to other large groups, such as, State or municipal employes, and school teachers.

As will be shown by the tabulated cost for white bills reprinted, less than 1% of the bills reported out of committee had sufficient demand to require more than 1000 copies. This is based on pages of printing and amounts to less than 1% of the actual number of bills.

A careful check and investigation reveals that large quantities of the majority of the various prints, including pink copies, still remain in the storage files of the House and Senate after the close of the regular session of the General Assembly.

It was also found that even during the regular session, it was necessary for employes to remove large quantities of various prints to make additional space available for the new prints and new bills introduced.

It was also found that in many instances complete bundles of bills which had never been opened after receipt from the printer were discarded from the files. This was especially true when they were replaced by later prints of the same bills.

In addition to prints of bills sent to the House and Senate file rooms, approximately 100 copies of each bill are delivered to the Bureau of Publications for departmental distribution. The actual minimum number of copies of pink bills required consists of approximately 100 for the Bureau of Publications, approximately 150 to be picked and made available to parties interested in receiving these bills, and then such copies as may be wanted by various members interested in the same. It is, therefore, estimated that, with the exception of such bills as may be designated by the officers of the Senate and House, it will not be necessary to print more than 400 copies in the pink print.

The actual minimum number of copies of white bills, required, consists of approximately 100 for the Bureau of Publications, approximately 275 for the desk files of members and officers of the Legislature, approximately 150 to be picked and made available to parties interested in receiving copies of these bills, and such additional copies as may be needed by various members. It is, therefore, estimated that, with the exception of such bills as may be designated by the officers of the Senate and House, it will not be necessary to print more than 600 copies of the white prints.

It is liberally estimated that not more than 10% of the bills will have a demand for a number of prints in excess of these quantities, namely, 400 pink prints and 600 white prints. On this basis there would be a 60% saving in the paper cost on the remaining 90% of the pink prints and a 40% saving in the paper cost on the remaining 90% of the white prints.

The composition and set-up cost for printing would remain the same, regardless of the number of copies printed. There would, however, be a saving in press time, as well as stitching and binding time, on the part of the printer. The contract for printing these bills is, however, based upon a flat price per 100 pages and this price contemplates the printing of 30,000,000 pages as a basis of computation in determining the lowest bidder. In other words, under this type of contract the printer is paid the same rate for printing a bill regardless of whether it is in the pink, wherein the cost of completion is generally absorbed, or whether it is a white reprint without any amendments or with few or a large number of amendments.

Under the existing contract which does not expire until December 31, 1943, any reduction in the number of copies could have a direct proportionate saving effect but this should probably be negotiated with the printer. Under any new contract the price, however, if bid on a price per 100 pages, would be increased in an effort to absorb the composition and set-up charges based upon a smaller quantity to be printed. For that reason it is estimated that only approximately 5 to 7½% will normally be saved in the total printing cost of the

bills by printing 400 copies in pink and 600 copies in white of 90% of the total number of bills printed.

The following is a paragraph from the standard form of contract covering the printing of bills:

"The minimum number of each pink bill in all probability will be 800 copies, and the minimum number of each white bill, resolution and conference report in all probability will be 1000. The quantities of each may be varied on order, however, and the larger numbers are frequently required. Ten copies of each white bill, resolution and conference report shall be printed on bond paper, five of which copies are to be delivered to the Secretary of the Senate and five to the Chief Clerk of the House of Representatives." (Underscoring added.)

As a result of recommendations to the 1939 General Assembly by the Joint State Government Commission, the House of Representatives amended the law establishing legislative personnel and provided for two desk clerks to proofread bills. It is their duty to proofread the pink copy of all bills as soon as returned from the printer and make notes of all typographical, printer's or construction errors so that when a bill is reported from committee such corrections can be made in the first white print of the bill. This has resulted in considerable savings in reprinting of bills in the House and it is the belief of the Committee that if this policy is established in the Senate it will considerably reduce the cost of reprinting Senate bills. The Commission suggests that every effort be made to always obtain the best possible qualified personnel for this work.

Savings:

The estimated savings as the result of the reductions in the number of pink prints to 400 and the reduction in the number of white prints to 600 on 90% of the bills printed and a reduction in the number of calendars from 1100 to 800 in the Senate and the number from 1300 to 1000 in the House as based on the 1941 Session of the General Assembly are as follows:

60% of 90% of the present pink bill paper cost...	\$2,513.99
40% of 90% of the present white bill paper cost..	2,097.83
5% of 90% of the pink and white bill printing cost.....	6,638.39
25% of the present calendar paper cost.....	351.33
5% of the present calendar printing cost.....	628.98
Total.....	\$ 12,230.52

C. Elimination of Introduction of Certain Types of Bills:Recommendation:

It is recommended that a policy be adopted and followed in the Senate similar to the policy practiced in the House which will avoid the expense of printing and handling individual bills for appropriations to local State-aided Homes and Hospitals and individual bills adding sections of local highways in townships, boroughs and cities to the State Highway System, inasmuch as these bills are invariably included in omnibus bills.

Findings and Conclusions:

The above recommendation was originally submitted to the 1939 General Assembly by the Joint State Government Commission. The House, by adopting this recommendation has, especially on appropriations, reduced tremendously the number of individual

bills introduced. This recommendation was not, however, adopted by the Senate. In the House, the members do not introduce individual bills on these subjects. Rather, they simply make a written request to the Chairman of the Appropriations Committee or the Chairman of the Highways Committee, as the case may be. It has been the practice of the Chairman of the Appropriations Committee to notify the hospital for whom the member has requested the appropriation and likewise to notify the press. This policy could be followed by the Chairman of the Highways Committee. The foregoing procedure could be further improved by having the chairmen of these two committees read into the record once or twice a month, in the Senate and in the House, a statement listing the names of the members and their requests. In this manner a permanent record will be made of the desires and interests of the members.

Savings:

The estimated savings in printing cost as a result of filing requests for appropriations to local State-aided Homes and Hospitals, or the placing of certain sections of local highways on the State Highway System instead of introducing individual bills therefor during the 1941 Session of the General Assembly would have been as follows:

State-aided Home and Hospital Appropriation Bills

	<u>Printing</u>	<u>Paper</u>	<u>Total</u>
House Bills (5).....	\$74.80	\$ 25.20	\$ 100.00
Senate Bills (62).....	506.00	173.60	679.60

Highway Bills

House Bills (23).....	532.40	190.40	722.80
Senate Bills (40).....	501.60	170.80	672.40
Totals.....	\$1,614.80	\$560.00	\$2,174.80

Printing cost for entering these bills in histories:

House Bills (28).....	\$390.72	\$147.84	\$ 538.56
Senate Bills (102)...	\$1,184.00	\$444.10	\$1,628.10
Totals.....	\$1,574.72	\$591.94	\$2,166.66

Grand total.....	\$3,189.52	\$1,151.94	\$4,341.46
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Average printing and paper cost per bill.....\$33.47 Each

In addition to the above the cost of printing the titles of these bills in the Legislative Journal would be eliminated at a saving of approximately \$150.

D. Printing of Senate and House Histories:Recommendations:

It is recommended that changes be made in printing the History of the Senate and the History of the House, which will result in a reduction of cost and likewise simplify the Legislative procedure and make the Histories of greater service value.

These recommended changes are as follows:

1. Combine the present History of the Senate and History of the House and publish a single volume.
2. Eliminate the present procedure of giving House Bills a new number when in the Senate and Senate Bills a new number when in the House. Either have each bill retain its original House or Senate number, as the case may be, throughout its course in the Legislature, or establish a separate block of numbers for the House and for the Senate.
3. List each bill once only in its proper numerical position in the House or Senate section of the History and list therewith all Legislative action, whether the bill is in the House or in the Senate and have only one index to cover both House and Senate Bills.
4. Have the compilation and printing of the History under the direct jurisdiction of the Legislative Reference Bureau, and have the personnel needed for reporting and compiling the History furnished by both the Senate and the House, as required and directed by the Director of the Legislative Reference Bureau.
5. Have one person responsible for furnishing the copy and form to the printer so as to properly coordinate the work and minimize the amount of blank space in the History.

6. Discontinue printing the complete title of bills in the weekly History and print only a short title similar to the title now used in the index and include in the History the reference to the page number of the Legislative Journal where the complete title is printed.
7. Include in the History under each bill the reference to the page number of the Legislative Journal on which will be found the particular action listed in the History.
8. Reduce the number of copies of the History from 1200 to 1000 for each House.

No changes in legislation would be necessary to effect these recommendations. The authority for the Histories at the present time lies in Senate Rule 45 and House Rule 87.

Findings and Conclusions:

A careful analysis was made of the semi-final and final issues of the Senate and House Histories of the 1941 Session; likewise a sample analysis was made of other issues throughout the Session. The foregoing recommendations are based upon this analysis, which consisted of actual counts and measurements throughout the text of both Histories.

The key recommendation to all the recommendations concerning the combining of the Senate and House Histories involves the setting up of a new numbering system for bills as referred

to in Recommendation No. 2. The establishment of this numbering system will make possible the adoption of most of the other recommendations, all of which will result in the real savings which can be made. It will also eliminate confusion and complications which now exist, especially to the layman. Under the present system two separate bills can carry as many as three numbers which are identical, viz., a Senate number and a House number in addition to the printer's number. For instance, House Bill No. 100, House Printer's No. 150, when in the Senate could be Senate Bill No. 200 and at the same time there can be a Senate Bill No. 100, Senate Printer's No. 150, which could be House Bill No. 200 in the House.

It has not been infrequent that members of the Legislature, when referring to a bill, have been confused by this complication of numbers.

Records reveal that 825 was the average number of bills introduced in the Senate during the last four regular sessions.

It is, therefore, suggested that if Legislative bill numbers are adopted, the block of numbers from 1 to 999 be reserved for bills introduced in the Senate and numbers from 1000 upward be reserved for bills introduced in the House. Each bill itself now carries the words, "Senate Bill" or "House Bill", as the case may be. Therefore, no other prefix would be necessary.

By using this single numbering system, it would require only one entry in the Legislative History and all action in the House and Senate could be listed thereunder, thereby avoiding present duplications in printing.

The duplications are greater in the Senate History than in the House History, due to separate policies which have been in effect in the printing of both Histories.

At the present time, when a House bill goes to the Senate, it is given a Senate number and the title is printed in full in the Senate History and all subsequent action either in the Senate or in the House is printed in the Senate History and is also printed in the House History. When a Senate bill is entered in the House History and given a House number, however, no title or action is printed, but the following merely appears: "For a record of this bill see Senate History under Senate number --." The House policy results in considerably less duplication. It can be clearly seen, however, that by use of the single History and single entry of a bill in the History, the printing space required for the listing of each bill would be greatly reduced.

The actual measurements made in the Histories indicate the following duplications:

	<u>Total</u> <u>Pages</u>	<u>Pages of</u> <u>Duplication</u>	<u>Percent of</u> <u>Duplication</u>
House History.....	588	71.3	12.1
Senate History.....	<u>506</u>	<u>218.5</u>	<u>43.2</u>
Both Histories.....	1,094	289.8	26.5

Note: The above number of pages is based upon the final bound issue wherein all the blank space has been eliminated. The 25 previous issues contain considerable blank space referred to hereinafter.

A comparison of various issues of both the House and Senate indicates that there is no regularity as to the minimum amount of blank space left after each entry in the History during the

session. The responsibility for this waste lies, not with the printer but with the officers of the General Assembly who make up the weekly copy. The printing contract for the printing of the Histories states that "The type shall be seven point, set solid in two columns 20-1/2 picas wide. All to be printed in accordance with samples in the department office and as required by copy furnished by officers of the General Assembly, including insertion of bill number and printer's number by the contractor". For this reason, one person should be responsible for furnishing the copy and make-up to the printer, as per Recommendation No. 5, page 17.

Measurements taken in the Histories for the 1941 Session revealed the following unnecessary blank space and its cost:

	<u>Pages of Blank Space</u>	<u>Printing Cost</u>	<u>Paper Cost</u>	<u>Total Cost</u>
Bills, House Histories.....	1,407	\$ 6,247	\$2,364	\$ 8,611
Bills, Senate Histories.....	737	3,272	1,238	4,510
Resolutions, House Histories....	772	3,427	1,296	4,723
Resolutions, Senate Histories...	<u>229</u>	<u>1,019</u>	<u>385</u>	<u>1,404</u>
Totals.....	3,145	\$13,965	\$5,283	\$19,248

Note: Although \$19,248 could have been saved by eliminating unnecessary blank space during the 1941 Session, if the Histories are combined in accordance with all these recommendations, this saving would be less and be a part of the total saving possible, as shown on page 24.

When measuring the unnecessary blank space the Commission allowed a standard of one and one-half ($1\frac{1}{2}$) inches of blank space for each entry. This is sufficient for inserting all the legislative action occurring in any week on any bill.

The personnel required for compiling data and copy for the two separate Histories at present includes personnel appointed separately by the House, by the Senate, and by the Legislative Reference Bureau. The Senate personnel compiles data and copy for the Senate History; the House personnel compiles data and copy for the House History. In addition, the Legislative Reference Bureau provides a reporter in both the House and the Senate who takes necessary notes for preparation of both Histories. While no attempt is made herein to measure what saving in personnel costs could be effected by carrying out Recommendation No. 4, page 17, it is our belief that this data could be gathered and compiled and copy furnished to the printer more efficiently and economically by having the Legislative Reference Bureau take complete control over this work and publish the History in collaboration with the Secretary of the Senate and Chief Clerk of the House of Representatives.

If the practice of printing complete titles of bills in the History is discontinued in accordance with Recommendation No. 6, page 18, considerable space will be saved and the Commission is of the opinion that no service value will be lost inasmuch as the short title similar to that used in the index will indicate the nature of a bill. It is the general practice, after checking a bill in the History, to obtain a copy of the bill in order to ascertain its contents. The bill itself contains the full title. The full title of the bill is likewise printed in the Legislative Journal when introduced and referred to committee. By having the History contain the

page number of the Legislative Journal where the complete title is printed, all need for printing the complete title in the History will have been overcome.

If the History under each bill gives the page number of the Legislative Journal on which each particular action can be found, it is believed that such reference will add considerably to the service value of the History.

The semi-final issue of the History for the 1941 Session was the most voluminous issue, containing 645 pages in the House History and 514 pages in the Senate History, a total of 1159 pages. Had the recommendations contained in this report concerning the History been in effect in the 1941 Session, the semi-final issue, which would have been the most voluminous, would have been only 708 pages instead of 1159 pages. The same proportionate savings reduction in number of printed pages would have been in effect in the preceding weekly issues.

This points to a saving of 39% in the legislative printing cost of that particular issue. Comparison indicates the semi-final issue may be considered representative of the other 25 weekly issues. Therefore, considerable savings would have been realized in the printing of Histories for the 1941 Session. The savings is based upon the existing contract price, which is as follows:

Printing cost.....	37¢	per 100 printed pages
Paper cost.....	14¢	per 100 pages

The present contract price on the basis of 1200 copies per week means that the cost per page per week in the History is \$6.12. This is based upon 1200 prints of each page at .0051¢ per print of each page.

The committee feels that, as per Recommendation No. 8 page 18, the number of copies of Histories can be reduced from 1200 for each House to 1000. This would result in a saving in paper cost of 17-2/3%. It is also estimated it will result in a saving of from 5 to 7½% in printing cost. This saving, however, would be due to a reduction in press time and in stitching and binding time.

Savings:

The combining of the House and Senate Histories into one volume, printing of short titles and elimination of unnecessary blank space would result in a saving of printing and paper cost as based on the 1941 Session of the General Assembly as follows:

Printing.....	\$30,504
Paper.....	2,318
Total.....	\$32,822

Reducing the number of copies of this newly-recommended combined Senate and House History would result in an additional saving as follows:

5% saved on printing cost.....	\$2,373
17-2/3% saving on paper cost....	637
Total.....	\$3,010

Grand total saving on Histories.....\$35,832.00

E. Condolence and Congratulatory Resolutions

Recommendation:

It is recommended that all resolutions relating to condolences or congratulations be printed in full only in the History of the week in which they are introduced and in the final issue of the History. In other issues of the History, only a short title and the action taken need be printed.

Findings and Conclusions:

Of the 270 resolutions introduced in the House of Representatives during the 1941 Session, a total of 130, or almost 50%, were of a condolence or congratulatory nature. More than 25% of the Senate resolutions,--19 of a total of 69,-- were also of this nature. Each of these was reprinted in every issue of the History from the time it was introduced. A congratulatory resolution using one-half of a page in the History of either House, introduced during the first week of the Session of 1941, resulted in \$79.56 of printing and paper costs by the time it was printed in the final issue. This is based upon a cost of \$6.12 per page per issue of the History. The average cost of printing these 149 resolutions in the History was \$30.00 each.

Savings:

If the above recommendation concerning condolence and congratulatory resolutions had been in operation during the Session of 1941, the following savings would have been effected:

	<u>Printing</u>	<u>Paper</u>	<u>Total</u>
Senate Resolutions.....	\$ 289	\$ 107	\$ 396
House Resolutions.....	2,978	1,101	4,079
	\$3,267	\$1,208	\$4,475

Printing Costs of Advance Acts and Pamphlet Laws:Recommendation:

It is recommended that the amount of money appropriated for printing the advance acts and pamphlet laws be a part of the appropriation to the Department of State instead of being a part of the legislative printing appropriation.

Findings and Conclusions:

At the present time, the cost of printing the advance acts and pamphlet laws is generally considered a part of the cost of legislative printing and it is always included in an appropriation for expenditures of the General Assembly. The entire control for the printing of advance acts and pamphlet laws is under the jurisdiction of the Department of State and for that reason the Commission feels that such printing costs should be made a part of the appropriation to the Department of State.

The cost of printing the advance acts and pamphlet laws of the 1941 Session was \$22,846.74.