

SENATE No. 376

The Commonwealth of Massachusetts.

REPORT OF THE SUPERVISOR OF ADMINISTRATION RELATIVE TO DELAY IN THE PRINTING OF BILLS AND OTHER DOCUMENTS.

STATE HOUSE, BOSTON, March 17, 1919.

Mr. HENRY D. COOLIDGE, *Clerk of the Senate, State House, Boston.*

DEAR SIR:— On the order of the Senate under date of March 5, 1919, which “directed the Supervisor of Administration to inquire into the unusual delay now being experienced in the printing of bills and other documents pending in the General Court, and to report to the Senate with such recommendations as may seem advisable on or before March 15,” I respectfully report as follows:—

From Jan. 1, 1919, to March 6, 1919, there were printed or in process of printing 1,432 House bills, 355 Senate bills, 94 House and Senate journals, 37 House and Senate calendars, 16 Bulletins and 51 Daily Lists. Compared with the same period of last year the bills of 1919 exceeded those for 1918 by approximately 200. Of these various bills of the Senate and House 54 were specially prepared reports varying from 5 to 248 pages of copy. Compared with the same period of 1918 the number of reports is the same, namely, 54, but the reports of the current year in pages of copy exceed those of 1918 by 218, the total for 1919 being 2,106 and for 1918, 1,888.

In consultation with the clerks of the Senate and the House your investigator was informed that to their knowledge there

has been no delay in printing the regular bills of the two branches and whatever delay had occurred was therefore confined to the special reports of the recess committees or special commissions and specifically authorized investigations.

Inquiry therefore was made as to the times of filing copy on these various special reports and information secured as to the dates of various steps in the process of publication. Below is appended a list of these 54 special documents, with the dates of receipt of copy and delivery of completed job.

List of 54 Legislative Documents, 1919, with Prepared Copy and Proofs.

	Copy received.	Pages of Copy.	Delivered.
S. 1, Governor's Message,	Dec. 24,	22	Jan. 1 and 3.
H. 200, Auditor — Estimates,	Dec. 27-Jan. 9,	81	Jan. 15.
H. 500, Auditor — Abstract,	Dec. 31-Jan. 3,	71	Jan. 9.
H. 1, Massachusetts School Fund,	Jan. 3,	6	Jan. 9.
H. 1018, Bradford Durfee Textile,	Jan. 2,	27	Jan. 20.
H. 1017, Labor and Industries,	Jan. 2,	51	Jan. 22.
S. 2, Pardons,	Jan. 6,	8	Jan. 13.
H. 185, State Budget,	Jan. 6-8,	70	Jan. 21.
H. 1019, New Bedford Textile,	Jan. 7,	23	Jan. 21.
H. 1270, Consolidation of laws,	Jan. 8,	66	Jan. 21.
S. 26, Treasurer — Schedule of Bonds,	Jan. 7,	7	Jan. 15.
S. 313 Taxation Committee Report,	Oct. 22, 1918- Jan. 24, 1919.	147	Feb. 19.
H. 238, Metropolitan Park — Mystic Lakes,	Jan. 9,	5	Jan. 16.
H. 234, Drainage of Wet Lands,	Jan. 9,	9	Jan. 16.
H. 237, Metropolitan Parks — Neponset Bridge,	Jan. 9,	8	Jan. 15.
H. 239, Ipswich River,	Jan. 9,	5	Jan. 15.
H. 350, Gas and Electric Light,	Jan. 11,	7	Jan. 16.
H. 328, Agriculture,	Jan. 11,	7	Jan. 16.
H. 415, State Aid and Pensions,	Jan. 11,	5	Jan. 17.
H. 362, Insurance Commissioner,	Jan. 11,	28	Jan. 20.
H. 392, Mental Diseases,	Jan. 13,	8	Jan. 21.
H. 322, Supervisor — Consolidation,	Jan. 13,	7	Jan. 20.
S. 298, Water Resources,	Jan. 8,	27	Jan. 31.
H. 1299, Water and Sewerage,	Jan. 14,	39	Feb. 10.
H. 852, Hospitals for Consumptives,	Jan. 15,	5	Jan. 27.
H. 554, Absent Voting,	Jan. 14,	17	Jan. 29.
H. 873, Fisheries and Game,	Jan. 15,	10	Jan. 30.

*List of 54 Legislative Documents, 1919, with Prepared Copy and Proofs —
Concluded.*

	Copy received.	Pages of Copy.	Delivered.
H. 1335 Hale's Brook (map),	Jan. 10,	35	Mar. 5.
S. 293, Sheep Industry,	Jan. 10,	72	Feb. 5.
H. 1310, Water and Sewerage — Abstract,	Jan. 16,	14	Feb. 3.
H. 1334, Sewerage System, Ayer (map),	Jan. 16,	27	Mar. 7.
H. 1145, Recommendations — Health,	Jan. 17,	8	Jan. 29.
H. 1141, Commission for Blind — Recommendations,	Jan. 17,	6	Jan. 29.
H. 1158, Agricultural College,	Jan. 21,	6	Jan. 30.
H. 1165, Bureau of Prisons,	Jan. 21,	8	Jan. 28.
H. 1450, Motor Vehicles,	Jan. 6,	138	Mar. 5.
H. 1295, Guard Rails,	Jan. 25,	14	Feb. 4.
H. 1347, Controller of County Accounts,	Jan. 24,	37	Feb. 13.
H. 1304, Blue Book,	Jan. 30,	6	Feb. 3.
Committee Bill — State Government,	Jan. 30,	25	Feb. 17.
H. 1378, Office Furniture, supplies, etc.,	Feb. 7,	37	Feb. 19.
H. 1354, Appropriation (Budget),	Feb. 10,	114	Feb. 13.
H. 1383, Lowell Textile,	Feb. 7,	37	Feb. 27.
H. 1403, Report on Prisons,	Feb. 5,	54	Feb. 28.
H. 1391, Insurance and Bank Commissioner,	Feb. 7,	26	Feb. 24.
S. 330, Special Report on Education,	Jan. 31,	248	Mar. 8,
H. 1370, General Appropriation Bill,	Feb. 11,	37	Feb. 17.
H. 1357, Supervisor — Consolidation,	Feb. 11,	14	Feb. 21.
H. 1431, Street Railway Situation,	Feb. 18,	78	Mar. 10.
H. 1414, Consolidation of Departments,	Feb. 21,	24	Mar. 4.
S. 334, Workmen's Compensation,	Feb. 7,	91	Mar. 7.
H. 1451, County Officials (charts),	Feb. 17,	60	Mar. 14.
H. 1430, Supervisor — Consolidation,	Feb. 28,	27	Mar. 7.
H. 1413, Budget Bill,	Mar. 3,	117	Mar. 4.

From this list it may be readily seen that outside of the reports for which time was consumed in the making of plates or waiting for the delivery of special maps or charts, there are three reports which stand out conspicuously as regards the amount of time taken for their completion. These three reports are: —

House, No. 1450 — Special Report on Motor Vehicles.

Senate, No. 330 — Special Report on Education.

Senate, No. 334 — Special Report on Workmen's Compensation.

I submit herewith data furnished by the printer with regard to these three special reports as to the date of receipt of copy by him, return of proofs and date of completion.

The Motor Vehicle Report was received January 6. With regard to the Reports on Education and Workmen's Compensation extensions were granted in the filing of same, and the Report on Education was finally received by the printer on January 31, and the Report on Workmen's Compensation on February 7.

Senate, No. 330 — Special Report on Education, 1919.

Copy received January 31; 248 pages.

January 31 to February 10, preparing copy and setting type.

Proof out in galley: —

February 10,	18 slips.
February 11,	14 slips.
February 12,	7 slips.
February 13,	13 slips.
February 14,	10 slips.
February 15,	10 slips.
	—
Total,	72 slips.

All galley proof returned by February 21.

Paged proof sent out: —

February 14,	1-40.
February 15,	41-56.
February 17,	57-88.
February 19,	89-120.
February 26,	121-136.
February 27,	137-168.
February 28,	169-197 (end).

All paged proof returned at once, March 4.

Delivered March 8.

Senate, No. 334 — Special Report on Workmen's Compensation.

Copy received February 7; 91 pages.

Copy taken back February 14 (for correction).

Copy returned to printer February 19.

Proof out in galleys:—

February 28,	18 slips.
March 4,	11 slips.
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Total,	29 slips.

Proof returned March 4 — 26 slips.

Proof returned March 5 — 3 slips.

Total number of pages, 83.

Delivered March 7.

House, No. 1450 — Special Report on Motor Vehicles.

Copy received January 6; 138 pages.

Considerable delay in getting part of copy in proper shape to give to compositors.

Proof out: —

February 7,	1-46
February 26,	47-109

Total number of pages, 109.

Delivered March 8.

In taking up the question of the time consumed in putting these reports into type it was ascertained that it is customary for the State printers to edit all copy on these special reports in order both to save time on the composition and to secure uniform or standard style for typography of State documents. The printers have evidently, in their years of handling State printing, taken a certain pride in seeing to it that with various committees and individuals preparing copy an effort should be made to live up to certain customary standards both of arrangement and typography. Thus, after a report is actually in the hands of the printer, if there is any question at all as to how the copy is to be set, or if suggestion would improve the appearance or clarity of the report, it is customary for the clerk of the House or Senate to give to those authorized to prepare the copy the privilege of consultation with the printer before the matter is set up, and also the opportunity to go over proof

for correction and to see that the matter is presented as was intended. While these steps, no doubt, play an important part in the present excellent quality of State documents, they are also a big factor in the delay caused in the printing of these documents.

In the three reports referred to above considerable time was consumed in consultation with those interested and in putting the copy in what the printer considered acceptable form to go to the compositor. In two of these cases — the Report on Education and the Report on Workmen's Compensation — the time actually consumed for composition, in sending out and return of proof, the making up into pages and furnishing page proofs, as well as the press work and binding, does not appear to have been unreasonable when the size of the job is taken into consideration, as well as the other demands made upon the State printer at the same time in the way of other legislative and State printing.

In the case of the Motor Vehicle Report there does appear to have been some delay in the composition, even allowing for the time which they found it necessary to take in getting part of the copy into shape to conform to their ideas of proper arrangement and typography.

My recommendation for the purpose of securing more expeditious printing of legislative bills and reports in the future is confined to the printing of special reports, as it is in this printing that there appears to have been the real delay.

I recommend, therefore, that all special reports called for by the Legislature, to be made at a subsequent session, either from departments or officials now in the State service or from special commissions or recess committees, be submitted in print, and that all copy be in the hands of the printer on or before December 15 preceding the session to which the report is to be made.

Respectfully submitted,

THOMAS W. WHITE,
Supervisor of Administration.