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ADMINISTRATIVE SURVEY OF THE TERRITORY OF HAWAII

Preliminary Report Number 4

PRINTING

March 24, 1950
LEGISLATIVE REFERENCE BUREAU
University of Hawaii

~~For Committee Use Only~~

ADMINISTRATIVE SURVEY OF THE TERRITORY OF HAWAII

Preliminary Report Number 4

Prepared for the Sub-Committee on Governmental Efficiency
of the Holdover Committee of 1949

PRINTING

LEGISLATIVE REFERENCE BUREAU
HAWAII

UNIVERSITY OF HAWAII
HONOLULU

STATE OF HAWAII

JUL 11 2019

LEGISLATIVE REFERENCE BUREAU

March 24, 1950
LEGISLATIVE REFERENCE BUREAU
University of Hawaii

not Printing State

PRINTING

Introduction

One of the component parts of public administration is state printing. It is not the most important governmental function, but it is one of the most important ones.¹

Printing cost the territory more than \$130,000 in 1949. This figure does not include legislative printing costs-which amounted to over \$30,000 for the 1947 session, exclusive of the cost of printing done by the printing committees of each house.

A large part of the total sum went to commercial printers for more than five million pages of forms in 750 different designs. Less than 10% of the total was handled by the Bureau of the Budget supposedly the central purchasing agency for the territory. In addition to forms, the money was spent for printing annual reports, reprints of laws, informational pamphlets, bulletins and rules and regulations.

There is little control over either the procurement or financing of territorial printing. It is purchased from different budget accounts, including the biennial lump sum legislative appropriations, revolving funds and special funds.

Present Practices

Forms

Statutory provisions governing printing and binding for the territory appear in two sections of the Revised Laws. Section 356 which reads,

All printing, binding and stationery work for the Territory or any county, or other political subdivision thereof shall be performed within the Territory, and all requests for bids or contracts for such work shall so stipulate; provided, however, that whenever it shall be established that any such work cannot be performed within the Territory or that the lowest price for which such work can be procured within the Territory exceeds the charge usually and customarily made to private persons for work of similar character and quality, or that all bids submitted for such work or any part thereof are not reasonably competitive, it shall be lawful to have such work performed outside the Territory.

No payment shall be made by the Territory or any county, or other political subdivision thereof for printing, binding,

¹The Administration of Public Printing in the United States, Estal E. Sparlan, Ph.D. The University of Missouri Studies, Vol. XII, No. 4, 1937, preface.

or stationery work unless it shall appear that such was done within the Territory, or was authorized to be done outside the Territory pursuant to this section.

"
No person or persons other than citizens of the United States, shall be employed in the execution or performance of any contract for printing, binding or stationery work for the Territory, or any county, or other political subdivision thereof.

imposes a restriction upon where and with whom the territory shall transact business for printing and binding.²

Section 1561 which reads,

The auditor, by and with the approval of the governor, shall determine the forms required to adequately supply accounting and statistical data for the territorial government. It shall be the auditor's duty to require heads of departments and establishments of the territorial government to submit proposed new forms or proposed changes in current business and accounting forms for review and approval before ordering the same printed. All standard territorial forms shall be classified, numbered and standardized in design, dimensions, color and grade of paper and recorded in a catalogue of accounting and statistical forms by the auditor.³

It does not appear that there has been any precise definition of what constitutes a "business" or "accounting" form although in a letter to all territorial departments, dated June 14, 1938, the auditor interpreted it to include "all forms now being used." In actual practice the forms that have been approved by the auditor and governor--the so-called "standard forms"--are only those which are directly concerned with the mechanics of auditing.⁴ The auditor's catalogue shows a total of 160 forms so approved since this law was first established in 1927. Many of these forms, however, are now obsolete. Only 54 of those listed in the catalogue are now in actual use.

²An interpretation of this law was requested on May 13, 1949, by the office of the tax commissioner. A company with a locally established office but which had the actual printing done on the mainland had submitted a low bid of \$571.23 for printing form C-2 used by that office. A local printing company was second lowest with a bid of \$740.00. The attorney general's office, though claiming reservations since all facts were not in, advised that the contract should be given to the latter company. /

³Section 1563, Revised Laws of Hawaii 1945, provides that "Any public accountant or person who shall fail or neglect to conform to any of the regulations contained in this chapter . . . shall be liable to a penalty of not less than twenty-five dollars, nor more than one hundred dollars, on conviction."

⁴These standard forms are set out in Appendix I.

It is readily apparent that there is little control over form standardization when only 54 forms of over 750 in current use have been submitted for approval. Not only is the control negligible in terms of quantity of forms in use, but many departments do not use the standard, approved form. For example, although there is a standard receipt form approved for use by the auditor, and approval would appear to carry with it a mandate for its use, not less than 30 other receipt forms are in current use by departments. Even within the same department there are several receipt forms used. There is a standard form prescribed for bills, yet at least 10 other bill forms are in use. Also, there are in use at least 5 purchase order forms and 8 requisition forms. Only 2 of the former and 3 of the latter have the formal approval of the auditor and the governor.

The explanation given by the various agencies for not using standardized forms is that those forms are inadequate for their purposes--in terms either of size or information contained. Some department heads have prepared their own forms and received written permission from the auditor for their use in cases where standard forms did not meet their needs. Others have been given oral permission to use new forms on a temporary trial basis. It is apparent that other offices have prepared and ordered their own forms without such approval. It is obvious that a great deal of time is spent by many offices in getting non-standardized forms to conform to the accounting details followed by the auditor, and it would probably be as easy to design one standard form for use in all these offices as to design one of the many individual forms.

All of the non-standard forms now printed are contracted for by each agency independently. There is no indication that systematic form analysis has been or is being conducted. Under present practices even those forms which serve the same function differ greatly in size, design, form identification, type face, and grade of paper used.

In 1938 the auditor sent the heads of all departments the following letter:

Territory of Hawaii
AUDITING DEPARTMENT
Honolulu

June 14, 1938

To: Heads of all Departments
From: Auditor, Territory of Hawaii
Subject: APPROVAL OF BUSINESS AND ACCOUNTING FORMS

Section 559, Revised Laws of Hawaii 1935, provides as follows:

"Approval of business and accounting forms. The auditor, by and with the approval . . . in a catalogue of accounting and statistical forms by the auditor".

You are respectfully requested to examine and check all forms now being used by your department and if any such forms do not bear the approval of the Commission of Public Accountancy or the Auditing

Department, will you please send in said forms to this department for classification, numbering and approval? We likewise request that any proposed new forms or proposed changes in current forms be referred to this department for classification, numbering and approval.

Yours very truly,

ERNEST K. KAI
Auditor, Territory of Hawaii

(Emphasis added)

An examination of the auditor's catalogue of approved forms discloses that little or no attention was paid to the above request. As pointed out in an early section of this report, only 54 of the more than 750 forms currently in use by the departments have been submitted to and have received approval as required by law.

Size. Forms are cut from large standard sized sheets of paper stock, the basic sizes of which are 17 x 22, 19 x 24 and 17 x 28 inches. From each stock size, only certain sizes of paper can be cut without waste. Table I lists those sizes which have allowed for trim of 1/8 inch for square trimming and to compensate for possible undersized basic sheets.

TABLE I
FLAT FORM SIZES
Sizes Cutting From Basic Paper Size
(in inches)

17 x 22	19 x 24	17 x 28
2 x 2 5/8	2 1/4 x 2 7/8	2 x 3 3/8
2 x 5 3/8	2 1/4 x 5 7/8	2 x 6 7/8
2 x 10 7/8	2 1/4 x 11 7/8	2 x 16 3/4
2 5/8 x 4 1/8 *	2 7/8 x 4 5/8 *	3 3/8 x 4 1/8 *
2 5/8 x 8 3/8	2 7/8 x 9 3/8	3 3/8 x 8 3/8 *
4 1/8 x 5 3/8 *	4 5/8 x 5 7/8 *	4 1/8 x 6 7/8 *
4 1/4 x 10 7/8 *	4 5/8 x 11 7/8 *	4 1/8 x 13 3/4 *
5 3/8 x 8 3/8 *	5 7/8 x 9 3/8 *	6 7/8 x 8 3/8 *
5 3/8 x 16 3/4	5 7/8 x 18 3/4	6 7/8 x 16 3/4
8 3/8 x 10 7/8 *	9 3/8 x 11 7/8 *	8 3/8 x 13 3/4 *
8 3/8 x 21 3/4	9 3/8 x 24 3/4	8 3/8 x 27 3/4
10 7/8 x 16 3/8 *	11 7/8 x 18 3/4 *	13 3/4 x 16 3/4 *
16 3/8 x 21 3/4 *	18 3/4 x 23 3/4 *	16 3/4 x 27 3/4 *

* These sizes are preferable on the basis of press performance.

Source: Maze, Coleman L. Office Management. Ronald Press Company, N. Y., 1947, p. 825, reproduced from "The Knox Plan for Printing Control," Frank M. Knox Company.

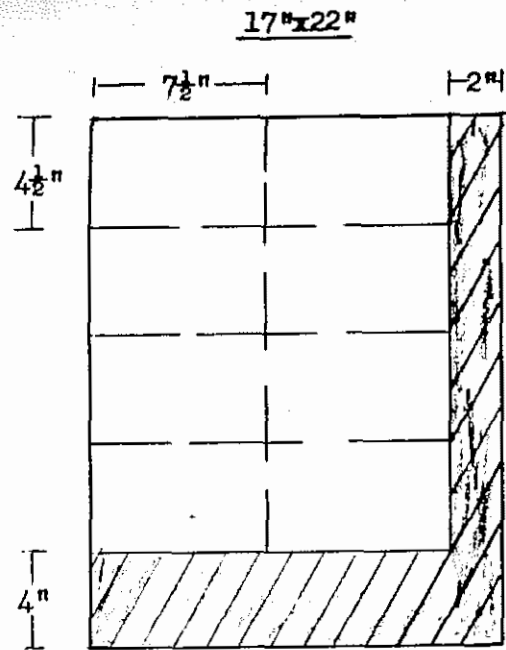
Table II shows the 27 different sizes of receipt forms currently used. A comparison of the two tables indicates that only seven of the 27 forms could be cut with negligible waste.⁵ The other 20 sizes are necessarily uneconomical, therefore more costly to prepare. The receipt form is only one of more than 750 in use.

TABLE II
VARIETY OF SIZES OF RECEIPT FORMS
USED BY TERRITORIAL DEPARTMENTS

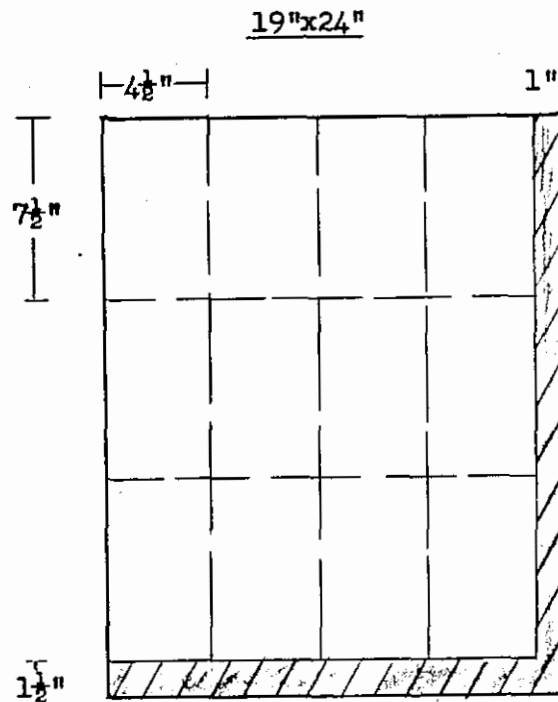
$3 \times 4 \frac{3}{4}$ ^z	$3 \frac{3}{4} \times 8 \frac{1}{8}$	$5 \frac{1}{8} \times 5 \frac{1}{2}$
$3 \frac{1}{4} \times 5 \frac{1}{2}$	$3 \frac{7}{8} \times 7 \frac{7}{8}$	$5 \frac{3}{8} \times 8 \frac{3}{8}$ ^x
$3 \frac{1}{4} \times 5 \frac{3}{4}$	4×6	$5 \frac{1}{2} \times 7$
$3 \frac{1}{4} \times 7 \frac{1}{2}$	$4 \times 6 \frac{1}{4}$	$5 \frac{1}{2} \times 7 \frac{5}{8}$
$3 \frac{3}{8} \times 8 \frac{1}{4}$	$4 \times 8 \frac{1}{8}$	$5 \frac{1}{2} \times 7 \frac{3}{4}$
$3 \frac{3}{8} \times 8 \frac{3}{8}$ ^x	$4 \times 8 \frac{1}{4}$	$5 \frac{1}{2} \times 8 \frac{1}{2}$ ^z
$3 \frac{1}{2} \times 7 \frac{1}{4}$	$4 \times 8 \frac{1}{2}$	$8 \frac{1}{8} \times 11$
$3 \frac{1}{2} \times 7 \frac{3}{4}$	$4 \frac{1}{4} \times 6 \frac{3}{4}$	$8 \frac{3}{8} \times 10 \frac{7}{8}$ ^x
$3 \frac{1}{2} \times 8 \frac{3}{8}$ ^z	$4 \frac{1}{2} \times 7 \frac{1}{2}$	$8 \frac{1}{2} \times 14$ ^z

A comparison of the two tables indicates that only those forms in Table II marked with an "x" could have been cut in uniform sizes with a minimum waste of paper. Those sizes marked with a "z" would permit cutting with no waste, however, they do not allow for the contingency of dented basic sheets nor slightly undersized ones. In the preparation of others there was waste reflecting higher prices the territory has been charged for its printing. Figure 1 illustrates this situation.

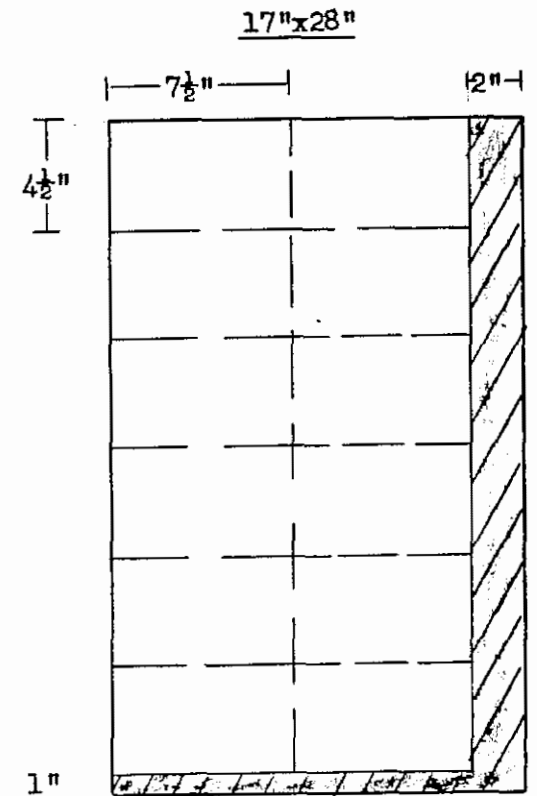
⁵No allowance has been made for the possibility of undersized paper or paper which is creased or torn in handling, thereby reducing usable surface.



(28% waste)



(11% waste)



(15% waste)

Scale: $1/8" = 1"$



FIGURE 1

Cutting From Standard Paper Stock

(Form size selected from one of the receipts in current use.)

Illustration reproduced by Board of Health

Form identification. Numbers and titles are important means of facilitating the classification, use, filing, and ordering forms. That each form be so identified is therefore highly desirable. It is also important that they are placed at a uniform location. Nearly one-half of the forms now in use by the various agencies contain no identifying form number; for 35 there is no means of identification. Although the identifying numbers most commonly are placed at the top left of the sheet, 65 of the forms are numbered at top right, 63 at bottom left and 6 at bottom right.

Type, Ink and Grade of paper. There is little uniformity in the style and size of type currently used on the many territorial forms. In many instances selection of a large size type merely has necessitated larger form sizes; in others, it has resulted in additional lines of type being required, each adds unnecessarily to the cost of printing.

There is a high degree of uniformity in the use of ink by the various departments, with the most economical color, black, being used in nearly all cases. Some departments, however, make extensive use of colored inks on forms.

It appears that not enough attention has been directed to the choice of paper when ordering forms. A cursory examination of the forms submitted disclosed many instances where paper of a higher quality than needed was used. In some cases forms which were to be used but once and then discarded were printed on 25% rag content paper.

Design. Although form designing is concerned with the proper selection of size, paper, type and ink, more basic than the determination of these factors is an appreciation of the place of the form in the administrative procedure.

One of management's major problems is to develop a mechanism for the regular review and control of procedures and organization. Forms are part of the procedures in which they are used. They reflect the activities of the organizational units using them. The continuous review and control of forms, therefore, can be one means of assuring continuous attention to procedural and organizational problems, as well as a basis for assuring economy in the design, production, and use of the forms themselves.⁶

Of particular importance is form design--to assure that a form once chosen will accomplish the results expected of it, as well as to make its reproduction as economical as possible.

The redesigning of one form in one department made it possible to discontinue the use of seven other forms. Still in use, however, in that and many other departments, are forms that do not adequately supply the information that could be gathered, contain space and provision for data that is not necessary for or applicable to the departments, are poorly designed from the standpoint

⁶Simplifying Procedures Through Forms Control, June 1948; Executive Office of the President, Bureau of the Budget, U. S. Government. p. 1.

of economy of reproduction or are drawn up with little or no attention being given to the time factor involved in filling them out. Some forms, which are completed on typewriters are not spaced properly for use in such machines, or are so designed as to make impossible their typing or completion with a minimum amount of travelling back and forth across the form.

Frequently, a particular procedure can be greatly simplified by the adoption of a form to take the place of lengthy, repetitive writing or typing with substantial savings of both time and material.

The present procedure concerned with the disposal of government-owned property was arbitrarily singled out for the purpose of illustrating this point.

Section 1660, Revised Laws of Hawaii 1945, calls for "written application" to be made to the board of disposal by departments desiring to dispose of government-owned property. Six questions are required to be answered by the applicant. Those questions, together with the procedure required for submitting the application is set out in Figure 2. Attention is called to the requirement, stated in paragraph one thereof, that "The question should first be written and then answered."

Inasmuch as the questions never vary (nor does the required statement that application is being made for the disposal of government property) a considerable amount of the time involved in preparing letters of application is concerned with typing the same statements over and over.

Figures 3 and 4 are copies of material on file with the board of disposal and are concerned with the application for disposal of certain government property. Figure 5 indicates the practicability of using a form for the same purpose. On that form only that information that differs with each application is required to be entered--all repetitive data already appears. Approximately 1300 typing strokes were required to prepare the application illustrated by Figures 3 and 4. Only 152 typing strokes were necessary to put essentially the same data on the form--roughly one-tenth the typing time. In addition, under the first illustration, letterhead bond paper is used for the application and a second sheet of paper is required for the examiner's report.⁷ Considering the many applications prepared, such a saving may prove to be a substantial one.

⁷The form outlined in Figure 5 is offered only to illustrate the point involved. It is not offered as the final solution to the problem.

~~Scanned~~

From: The Territorial Board of Disposal.

To: The heads of all Territorial Boards, Commissions, Departments and Institutions.

In filing an application with the Territorial Board of Disposal, the applicant must submit the application in QUINTUPLICATE and according to the law the following set-up should be followed. The question should first be written and then answered. (Questions numbered 1 to 6)

"Application is hereby made for the disposal of Government Property in my custody and under my control and pursuant to Section 1660, Revised Laws of Hawaii, 1945, I do solemnly swear and affirm as follows:

1. Name and official position of applicant.
2. Kind of property and full description thereof.
(Original cost and purchase date must be included)
3. Purposes for which such property is (or was) used.
4. Estimated value of such property.
5. reasons for selling, exchanging or otherwise disposing of such property.
6. What offer, if any, has been made for such property.
(If item is to be discarded, state the method of disposal)
(If item is to be sold, all offers or bids received should be listed)

All copies of application must be notarized.

Fig- 2

Figure 3

SEAL

DEPARTMENT OF HEALTH
TERRITORY OF HAWAII
HONOLULU

(Stamp)

October 31, 1949

Approved: _____

/s/ Paul J. Thurston
Chairman, Board of Disposal

/s/ _____
Member, Board of Disposal

/s/ _____
Secretary, Board of Disposal

Mr. Paul J. Thurston, Chairman
Board of Disposal
Territory of Hawaii
Honolulu, T. H.

Dear Mr. Thurston:

Pursuant to the provisions of Section 1660, Revised Laws of Hawaii, 1945, this application is hereby submitted for approval.

1. Name and official position of applicant:

WAH CHAN CHING, Assistant Business Manager, Department of Health.

2. Kind of property and full description thereof:

One Bates Stapler. Purchased in 1941 @ \$3.25.

3. Purposes for which such property is used:

Stapling Material.

4. Estimated value of such property:

None

5. Reasons for selling, exchanging or otherwise disposing of such property:

It is broken beyond repair.

6. What offer, if any, has been made for such property?

None. It is to be destroyed.

I solemnly swear that the statements set forth above are true to the best of my knowledge.

Subscribed and sworn to before me this _____ day of _____ 1949.

/s/ Wah Chan Ching
WAH CHAN CHING
Assistant Business Manager

Notary Public, First Judicial Circuit, Territory of Hawaii

(Stamp)

My Commission Expires June 30, 1953

Figure 4

C
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BUREAU OF THE BUDGET
REPORT OF EXAMINER

ON: Disposal of 1 Bates Stapler
at Department of Health

Date November 3, 1949

Signature /s/ Geo. McCorriston

This stapler was originally purchased in 1941 for \$3.25.
It is now broken and beyond repair and the department
wishes to send it to the city dump for disposal.

I recommend approval of this application.

Procurement method. Sec. 1635 of the Revised Laws of Hawaii 1945 creates a supplies division in the bureau of the budget making it responsible for purchasing and accounting for "such governmental supplies and equipment for the territorial departments, boards, commissions and offices as the governor may by rule and regulations prescribe." It further states that no person other than those designated by the governor shall contract for supplies or equipment involving the expenditure of territorial funds.

Pursuant to the above provision, Governor Lawrence M. Judd promulgated the following rules and regulations:

C
O
P
Y

EXECUTIVE CHAMBERS
HONOLULU

October 10, 1933.

RULES AND REGULATIONS

TO THE HEADS OF ALL EXECUTIVE DEPARTMENTS, BOARDS,
COMMISSIONS AND OFFICES OF THE TERRITORIAL GOVERNMENT.

SUBJECT: Purchase of, accounting for, and disposal
of, Territorial supplies and equipment.

Pursuant to the authority contained in Act 148, S. L. 1933 (Section 1635, Revised Laws of Hawaii 1945), and for the purpose of establishing and maintaining centralized control so far as possible over all purchases to the end that economies may be effected by (1) mass purchasing on the basis of pooled requirements; (2) transfers of surplus supplies and equipment between branches of the government; and (3) careful purchasing in the open market, the following regulations for the purchasing of all supplies and equipment for all Territorial departments, boards, commissions and offices located on the Island of Oahu alone, are hereby prescribed:

1. Purchases to be made by supplies division, Bureau of the Budget. All supplies and equipment required for all branches of the government on the Island of Oahu, which have not been contracted for, will be purchased by the supplies division upon requisition filed with the Director of the Bureau of the Budget; provided, however, that emergency purchases not to exceed \$25.00 may be made by the heads of the branch [sic] concerned. In all such cases requisitions covering the purchase will be immediately filed with the division of supplies.
2. Periodical requisitions. Requisitions will be prepared by the several branches of the government covering all estimated requirements for such periods as the Director of the supplies division may prescribe.
3. Purchase orders. Purchase orders for supplies and equipment will continue to be issued as at present except, that all such orders will be issued to such vendors only as the Director of the division of supplies shall designate.
4. Expendable and nonexpendable property. Expendable property includes all classes of property, supplies and materials that may be consumed, and non-expendable property includes all property costing \$2.00 or more and having a

Numerous instances have been brought to my attention recently where these rules and regulations have not been complied with and the request is now made that no purchases of supplies and equipment in excess of emergency purchases prescribed in the rules and regulations, shall be made without the approval of the Bureau.

(sgd) J. W. LLOYD
Director, Bureau of the Budget

APPROVED:

(sgd) Arthur A. Greene
Acting Governor of Hawaii

That the situation described in the budget director's letter of June, 1935, has not improved, has in fact become more decentralized, is evidenced by the fact that less than 10% of all purchasing of printed material used by territorial offices is currently being procured through the supplies division.

With but very few exceptions only those few forms which have been "standardized" are presently procured through this division. Even where such standard forms are so obtained, not all departments follow established procedure for their procurement.

Present procedure in the procurement of standardized forms is for the division of supplies to send circulars to the various agencies requesting estimates of forms needed for the year. When the estimates are received, they are tabulated and the total quantity estimated to be required for the coming year is arrived at. To at least some extent, these totals are inaccurate as the supplies division does not request an inventory of forms on hand, thus the estimated requirements of some departments more nearly approaches guess work than actual need. Some allowance is made by the supplies division in the total number of forms let for bid by adding to the estimates submitted an additional quantity for "extras". Not infrequently, however, even these additional amounts prove to be inadequate to meet the department's needs, and printers have many times contacted the supplies division to advise that more orders for forms are being placed than the number to be printed as called for in the specifications. It is reasonable to assume that either this extra press work of the printer is considered when bids are submitted or that the extra orders are charged for at a higher rate.

When the tabulation of the number of forms to be required has been completed, specifications are drawn up by the supplies division for submission to the printers. These specifications are in the following form:

Form A-8-B "Warrant Voucher"

Color: Buff
Size: 8½ x 14
Stock: Hammerill, Hawaiian, Manuscript
Weight: 20 pounds
Remarks: 50 sheets to a pad
Quantity: 100 pads

Billed and delivered direct to all territorial departments and institutions (10 departments).

A copy of the form to be prepared is attached to the specifications. On some of the smaller forms, not all the printers are invited to bid as there is an attempt to distribute a portion of the printing jobs to smaller shops. When the bids are returned the award is made to the lowest bidder and a circular is prepared and distributed to all departments by the supplies division, advising them of the company with whom the orders must be placed. As indicated before, this does not assure that all departments will actually place their orders with the firm designated by the supplies division.

Table III tabulates the bids received for each of the past four years. Also noted is the company submitting the low bid. As shown by Table III, only eight printers have been awarded the bid for standard forms for the past four years. In contrast, during 1949 alone, printing contracts were let by departments to 25 different firms. It appears that either there is not wide circulation of bid invitations by the supplies division or that there is little or no competitive bidding solicited by the several departments. It is obvious that different procedures prevail in the procurement of printing needs for the territory.

What may be more significant is that some agencies of the territorial government tended consistently to deal with only a limited number of companies.

TABLE III

LOW BIDDERS ON STANDARD FORMS

Form No.	Successful Bidder	Bid (in dollars) per sheet, pad, set, etc.			
		1946-7	1947-8	1948-9	1949-50
A-2	Ahana Printing Co. Printshop of Hawaii Public Works Dept.	.31	.40	.3775	.15
A-2-A	Ahana Printing Co. Printshop of Hawaii	.52	.50	.4875	.4875
A-3-B	Ahana Printing Co. Printshop of Hawaii Moore Business Forms	.50	.60	.5775	.493
A-5	Franks Hawaiian Printing Co. Public Works Dept.	.487	.59	.58	.15
A-8-A	Printshop of Hawaii Modern Printing Public Works Dept.		.35	.33	.15
A-8-B	Franks Printshop of Hawaii Modern Printing	.294	.35	.33	.33
A-19	Printshop of Hawaii Fisher Corporation	.867	.90	.88	.95
A-31	Franks Printshop of Hawaii	.155	.33	.33	.2492
A-31-A	Franks Printshop of Hawaii	.045	.12	.12	.12
B-10-A	Fisher Corporation Hawaiian Printing Co. Modern Printing	.408	.48	.36	.45
B-14	Ahana Printing Co. Modern Printing Co.	.38	.38	.38	.39
D-10	Hawaiian Printing Co. Printshop of Hawaii Fisher Corporation	.0072	.00385	.0284	.012
D-10-A	Hawaiian Printing Co. Printshop of Hawaii Fisher Corporation	.0036	.00385	.00425	.0039
D-13-A	Hawaiian Printing Co. Printshop of Hawaii Modern Printing	.79	.75	.75	.55
D-20	Hawaiian Printing Co. Printshop of Hawaii	.263	.215	.215	.192
D-21-A	Hawaiian Printing Co. Printshop of Hawaii	.152	.215	.215	.17
G-1	Tongg Publishing Co. Hawaiian Printing Co. Modern Printing	.0033	.0033	.0032	.0032
G-2	Tongg Publishing Co. Hawaiian Printing Co. Modern Printing Co.	.005	.0033	.0115	.0032
GSC-7	Fisher Corporation Ahana Printing Co. Lum & Feher	.0074	.004	.0118	.009

Of course, with individual agencies dealing directly with different companies, it is expected that diversity in prices exist. One agency purchased a bill form for \$3.96 per thousand, while another agency purchased a similarly sized and styled bill form for \$8.46 per thousand. Another agency purchased at a rate of \$9.70 per thousand its department form, which is identical in size and almost alike in style with the standardized form, which was available through the budget bureau for \$4.50 a thousand.

It should be noted here that not all forms used by the territorial agencies are commercially printed. A large number of forms are reproduced on multilith or mimeograph equipment owned by some departments. In four of the larger departments, considerable savings is reported by producing with their own machines the materials which had previously been ordered commercially.

Annual Reports

Most of the territorial departments and agencies publish some type of annual or biennial report. Preparation and procurement of these reports are made independently by each reporting agency and they differ extensively in size, paper grade, composition and price per page paid by the various agencies to the printers.

The annual reports submitted by fourteen agencies fall into four different sizes ranging from 6 x 9 to 8½ x 12 ¾ inches. Some are popularly styled with many pictures and striking lettering; some contain merely words and statistical tables. The price per 1000 pages of annual reports paid by the various agencies to private companies differed from \$10.09 to \$98.21, as shown in Table IV (following page).

The annual reports, too, are mimeographed by some, hectographed by others and multilithed by still others. The educational bulletins, excerpts of laws and regulations, etc., which are comparatively small in proportion to the total expended for printing and binding are prepared and procured generally in the same manner as are the annual reports, independently by the separate agencies, with no coordinated control exercised.

Legislative Printing

Over \$30,000 was spent by the territory for its legislative printing for the 1947 session. This does not include the amount paid out to staff members of the house and senate printing committees, nor the cost of the materials used in such printing. Neither is the cost of printing the session laws included. The figure represents the cost of printing the forms, stationery and the journals for each house, the journals accounting for the highest costs. The 1947 House Journal cost \$16,287.54 to print and the Senate Journal \$12,218.50.⁸

⁸Total price was computed by the respective printers at the rate of \$7.50 per page for the House Journal; \$8.40 per page for the Senate Journal.

TABLE IV

COMPARISON OF STYLE AND COST OF ANNUAL REPORTS

Agency	Copies Printed	Pages Per Copy	Total Pages	Total Cost	Cost Per 1000 Pages	Size	Process (1)	Official Seal (2)	Paper Stock (3)	Cover Stock (3)
Agr. and Forestry	750	101	75,750	\$1,001.05	\$13.22	6 x 9	P	A	Cumberland #1	90# Index
Auditor	300	90	27,000	1,200.75	44.47	8½ x 11	M	T	60#	65# White
Civil Service	250	34	8,500	238.00	28.00	6 x 9	M	T	60# White	65# Ripple
Farm Loan Board	100	28	2,800	275.00	98.21	6 x 9	P	N	20# - #4	60# Index
Harbor Commission	600	46	27,600	708.75	25.68	6 x 9	P	T	Cumberland #1	80# Ripple
Health	2,000	34	68,000	1,367.50	20.11	8¼ x 10½	P	N	Cumberland #1	110# Cumberland
Health (Supplement) ⁴	500	116				8 3/4 x 13	M	A	20#	#4 Ledger
Housing Authority	500	27	13,500	675.00	50.00	8½ x 10 3/4	P	A	40#	80# Ripple
Institutions	1,000	173	173,000	1,745.00	10.09	6 x 9	P	T	20# - #4	60# Index
Labor and Industrial	500	72	36,000	582.45	16.18	6 x 9	P	T	60# White	65# Index
Military	300	60	18,000	711.90	39.55	6 x 9	P	A	Cumberland #2	60# Index
Public Lands	300	116	34,800	952.32	27.37	6 x 9	P	N	20# - #4	60# Index
Public Works	500	45	22,500	793.00	35.24	8½ x 11	P	T	40#	60# Index
Sight Conservation	200	8	1,600	150.00	93.75	8½ x 11	M	N	40#	-----
Tax Office ⁴		30				8¼ x 12 3/4	M			

(1) M - Multilithed
P - Printed

(2) T - Territorial Seal
A - Agency Seal
N - No Seal

(3) Approximate

(4) Multilithed at
own office.

Time has not permitted a complete survey of the subject of legislative printing. It seems apparent, however, that some inquiry into the cost and methods of procurement of such printing should be undertaken at a later date. Suffice it to say that such inquiry should be concerned not only with the printed materials now procured from commercial firms, but also with the policies in effect with regard to the cost of printing done by the legislative staff.

Several examples will illustrate the problem with respect to the content of the legislative journals. It is the practice for the names of all members voting in the affirmative, as well as the names voting against a measure or motion to be printed in the journal. This means that for each record vote taken during a session there is a cost for printing the names (in the House) of all 30 members. On a unanimous vote no names are actually required to be printed; on any other vote it is only necessary to pay for the printing of the names of those voting in the negative and those absent and not voting.

It is the practice to print the title of each bill and joint resolution at the time of its introduction, on second reading, on third reading and, more than occasionally, at other times during the measure's course through the legislative channels. It is again printed in full when transmitted to the governor and again when received from the governor after his approval. Except where the title of a measure has been amended there would appear no necessity of the constant repetition of identical material.

It is the practice in reprinting committee reports to place the names of the committee members signing the report in a vertical listing following the text of the report. This is also done with respect to resolutions, the text being set out in full and the names of the members offering such resolution being listed vertically. It would appear quite practicable to print only those names of committee members not concurring with the report, with the names being placed on the same line rather than listed vertically.

Figuring the cost at \$7.50 per page (the cost for the 1947 House Journal) substantial savings are indicated by revising the form of the printed journals.

Desirable Goals

Printed materials are indispensable tools of government. They help in gathering, storing and disseminating information, facilitating the discharge of the responsibilities for which the agencies have been established. In no appreciable degree, however, do these printed forms in themselves serve as ends of government. Thus, any change in the direction of simplifying the style so as to promote rapid transmittal of pertinent information leads to more efficient operation of government. Also, any reduction in the cost of materials themselves contributes toward government efficiency for the savings thus accomplished in the means may be channelled to augment the ends of government.

Present practices relative to this phase of governmental activity are indicative of a governmental unit not fully working as a team. Efficiency in an individual agency, though certainly to be desired, cannot alone achieve the degree of efficiency capable of realization in this area of function. Coordinate

activity on a higher level is essential. However dissimilar the function of the various agencies, and consequently the requirement of different types of printed materials, there are many areas here which show promise of providing greater total advantage for the territory if the proper degree of coordination is instituted.

The goals fundamentally to be desired lie in the two areas of proper styling and procurement of printed materials. Proper styling is absolutely essential. Forms being tools for the discharge of the responsibilities of government, unless properly designed, cannot fully aid in the efficient discharge of the government's responsibilities. Forms which make possible the rapid gathering of pertinent information, which are easily handled and stored, as well as serve to transmit information clearly are goals which need to be sought in the styling of forms. The bureau of the budget of the federal government in its pamphlet, Form Control, outlines two balancing principles which should govern in any program designed to achieve the goals sought in the above:

. . . control should be centered at a level high enough to give the broad perspective needed for review, coordination, and across-the-board improvement; and at the same time control should remain close enough to programs . . . so that forms can be planned, designed or revised in the light of actual program needs and with an intimate understanding of operating problems.

In the matter of purchasing the goal to be desired is the procurement of forms at a minimum of cost in terms of price paid to the companies and in terms of time consumed in negotiating and receiving the forms. Certainly when twenty-four or more territorial agencies negotiate separately with a limited number of companies and order materials which are labelled in diverse ways, we cannot expect to achieve the goal of lowered cost. A coordinating unit which has each form identified and filed, which has access to current information on printing, and has the advantage of purchasing in large quantities will greatly advance the steps toward the achievement of the goal.

The federal bureau of the budget suggests the following basic objectives for a coordinated program of forms control--some means of centralizing administrative responsibility, collecting and classifying forms, establishing standards, adopting an identification system, registering and reviewing all forms in use, form analysis (with particular attention being given to writing methods, procedures, design and copy), application of standards and controlling the storage and distribution of forms. Regarding public printing as a whole, and as a result of an extensive study of the administration of public printing in the United States, Dr. Sparlin states:

The procurement of public printing should be centralized. Because of the technical nature of printing, the resulting better specifications, the pooling of needs, more competent personnel, more scientific testing, and better methods of handling printing, the centralized system is greatly to be preferred to a decentralized system. The individual departments cannot procure their printing as efficiently as can a central agency. The state which

fails to relieve departments of the responsibility of printing procurement works an injustice upon itself and upon the taxpayers of the state.⁹

⁹Op. cit., p. 105.