

M I N U T E S

Joint Committee on Legislative Facilities

August 3, 1967

Chairman Hill presided. Senators Arthur, Bennett, and Warren, and Representatives Doyen, Turner, and Van Cleave were present.

Conferees in the morning were: Mr. Fred Carman, Revisor of Statutes' office and Miss Beatrice Wheatley, State Library. Richard Ryan and Ben Barrett from the Research Department also attended.

Morning Session

Computer Bill Indexing

Mr. Carman explained features of a computer bill index system that could be adapted for use in Kansas. Carman stated that most of the information available on this system at the present time is based upon the Iowa experience. Michigan and Florida are other states which have recently installed this type of system. He said that Iowa distributed seven complete indexes to each legislator during the last session. This averaged about one comprehensive index per month with the final copy being distributed shortly after adjournment. Carman distributed Xeroxed samples from the Iowa index together with a short memorandum he had prepared in analysis of the Iowa experience. (Copies are filed in the Committee notebooks.)

The Iowa index is divided into two parts:

1. Statistical information -- bill histories and related information, and a
2. Subject index.

Carman stated that, in his opinion, computer subject indexing of bills requires further refinement before he would recommend its use in Kansas. Iowa is presently experimenting with the subject index. As an illustration of the problem of providing a good

subject index, the sixth booklet prepared in Iowa during the last regular session contained more than 170 pages of subject index entries. Carman said the subject index should be made more compact for use in Kansas.

In addition to the information now included on the Iowa index, Carman recommended inclusion of a list of the sections of statute being amended or repealed. Presently, the Revisor's office keeps this information in a card file, but it is not now compiled for daily distribution to legislators.

Carman said that bill history information is generally displayed by one of two methods. The Kansas House and Senate Journals, published after the legislature has adjourned, illustrates one method. In that publication, bill histories are arranged horizontally, citing journal pages as a reference for various actions on the bills. The second method, used in Iowa, lists bill histories vertically. All actions are listed, and in addition, the dates and the journal reference pages are cited.

The Committee discussed the use of bill titles for identification purposes and it was stated that the Kansas bill locator often did not contain sufficient information to identify the bill content. The Iowa subject index uses the complete bill title for identification purposes.*

Mr. Carman believed the Committee was confronted with answering these questions:

1. Does the Committee wish to make any change in the present services for providing up-to-date bill status information?
2. If so, would the Committee recommend a project magnitude of the Iowa system?
3. If changes are desired, what timetable should be established?
4. If a computer bill indexing system is undertaken, does the Committee wish to forgo the present:
 - (a) collective journal published after the session has adjourned,
 - (b) bill locator, and/or
 - (c) the comprehensive subject indexing now being done by the State Library?

* Carman said that the Iowa index also made limited use of short titles. Official bill titles are short in Iowa, but these are made more meaningful and shortened further.

Carman stated that he had discussed setting up the computer system with Miss Wheatley and Virgil Basgall, and concluded that the time factor would make it impossible to guarantee its success in 1967. He recommended that if the state should go to this type of system, then the state computer programmer (Virgil Basgall) and Miss Wheatly should visit Iowa and possibly Michigan and Florida to observe operational systems.

Representative Turner asked for an estimate of the cost of a proposed program. Carman prefaced his answer by saying that it is impossible to give accurate estimates at this time because there is a great deal of information that must be assembled before the cost variables can be estimated accurately. A guess is that computer programming would be under \$4,000 and reproduction, \$2,000. These figures would cover the preparation and distribution to all members of the legislature of six or seven indexes during a session. Four, six or 12 daily indexes are also included in these figures. Carman said that the \$6,000, would cover the statistical information for the index. The addition of a subject index would cost \$3,000 more. (This figure would cover reproduction costs, salaries for at least two additional employees, and expenses involved in working out the computer techniques.)

Senator Bennett suggested one possibility during the 1967 Session would be to continue to publish the calendar and the bill locator and to maintain the comprehensive subject index in the State Library. In addition, there could be some experimentation with computer indexing to see what results might be obtained and what potential is actually available. Senator Bennett emphasized the importance of a good subject index available on the desks of all legislators.

Representative Turner said that even though the system had merits he did not believe it was needed as badly as other services, such as improved secretarial assistance. Chairman Hill stated that if a change to this kind of system were made, it would be necessary to hold a number of sessions to instruct legislators in making full use of the information that would be available. It was further suggested that a short title, indicating the substance of a bill, should be prepared in the bill drafting department. Since the bill drafters know exactly what change is intended by the author, it would be easy for them to prepare a short title. Carman and Miss Wheatly said that this approach could not be used successfully. Senator Bennett said that one problem with the present bill locator is that there is no alphabetical listing of bill titles, and the titles are not comprehensive enough. It was the consensus of the Committee members that it would be helpful to have some kind of compact subject index accompany the bill locator. Consideration was given to the feasibility of reproducing the State Library's subject index in some form for general distribution among the legislators. No recommendation was made on this point, however. A further suggested improvement in the bill locator was to include the journal entry page numbers at each stage where action is recorded. Senator Bennett said that a series of footnotes might be used to explain any unusual legislative actions at the various bill stages.

Mr. Carman pointed out that one cost item involved in preparing a computer subject index is the coding. Extensive codes are required so that IBM equipment can process the data it receives. There is an initial non-recurring expense involved in setting up the coding system because technical knowledge and expertise are required to develop the computer program. Once the program is properly set up it need not be redone.

Presently, there are subject indexes of various types prepared in four different places. The Revisor of Statutes has a subject index prepared for the statute books, the journal clerks prepare one for the House and Senate Journals, Miss Wheatley keeps a comprehensive subject index on all bills and resolutions, and the Secretary of State prepares an index for the session laws. Miss Wheatley said that the State Library index and information is used to some extent in preparation of the House and Senate Journal indexes. The Committee asked the staff to meet with the persons responsible for preparing the various indexes to determine what differences exist among them. Consideration should be given to determine whether combining certain of the indexing activities is possible. Carman stated that the West* statute indexing method is not suitable for session laws; Chairman Hill and Miss Wheatly expressed agreement.

It was pointed out that both Oklahoma and New Mexico have indexes which are provided for the legislators on a regular basis. The staff was directed to inquire into this service, the costs, and other details relating to the index in those two states. Senator Warren said it is particularly important to make a subject index simple, comprehensive and easy to use. It must be made easy to use if legislators are to take full advantage of it.

Summary. The Committee concluded that further study was needed on the computer bill indexing system. Opinions were expressed in support of some experimentation with the system during the 1968 Session of the Legislature. Others believed that studies should continue and if findings indicate the desirability of such a system, arrangements could be made to install it by 1969. Senator Bennett suggested that in the long run it would be better to use a computer indexing system under the assumption that the information ultimately will be required for all legislators on a day-to-day basis. In the meantime, the Committee recommended that the bill locator format be improved and that the possibility of providing some type of supplementary subject index be explored.

Mr. Carman, Miss Wheatley, and the staff were directed to hold meetings to determine what recommendations could be made relating to the current subject indexing procedures being followed.

* West prepared the original index for the Kansas Statutes Annotated.

Afternoon Session

The conferees from IBM Corporation were Mr. Skip Gladfelter, State Marketing Team; Bill Lissau, Information Records Division; and B. T. Spurrier, Kansas Area Manager.

IBM Proposal - Legislative Printing

Mr. Gladfelter reviewed steps taken in preparing a bill from the original typing through the printed copy. IBM representatives indicated two points where costs could be reduced:

1. Bill composition at the printing plant.
2. Preparation of final typed copy of the original bill.

Gladfelter said that the printing plant was doing a fine job for the state but, by the nature of the job, the type composition in legislative bill printing is an expensive item. It is expensive partly because only a small number of copies (900-1200) are normally run of each bill. Gladfelter said that in 1965, legislative printing costs were \$173,362.54. For the 1966 budget and special session, printing cost \$34,094, and IBM representatives estimated that total costs for 1967 may exceed \$200,000. Of this cost, approximately 40% is bill composition.

IBM based its proposal on the following premises:

1. Any proposed system must maintain the present quality of workmanship.
2. Speed in preparation is very important.* (Most bills must be composed, printed, assembled and delivered to the legislature in one day.)
3. The proposed system should prove economical to the state.

The IBM proposed system uses offset printing to produce bill copies. Offset is an alternative to "hot metal" printing. The state printing plant uses the "hot metal" process for bill printing and both the State Printer and Central Duplicating have some offset equipment that could be used in conjunction with the IBM system.

Mr. Spurrier explained that one of the keys to the IBM proposal is increased speed in typing final copy. The Selectric

* Gladfelter said that presently the state printer is able to maintain his speed by hiring extra persons and working extra hours during the legislative session.

typewriter is used to record images on magnetic tape and on paper. For the system to be effective, the first typing of a copy should be the last typing required at a given stage.

Spurrer said IBM studies have indicated that a good typist makes one error in every 75 or 100 words. If she makes an error in the first one-third of a page, the chances are that she will re-type the page anticipating error-free copy the next time. Even if the typist uses an eraser and some correction technique in place of re-typing, considerable time is lost in preparing final copy.

In typing copy in the bill-drafting department, the typists commonly use "sno-pake" correction fluid and interlining. Perfectly typed clean copy is not required on that job.

On the IBM system the typist begins typing on a Selectric and continues until she makes an error. The imprints are recorded on the paper in the typewriter carriage and on a magnetic tape in a recorder unit. To correct an error, the typist backspaces to the beginning of the error and then begins again to type correct copy. This procedure is followed until the page has been completed. When the page is finished, the perfect copy should be recorded on the magnetic tape even though the page in the Selectric carriage will be imperfect.

Components of the Proposed IBM system

1. Recorder Units. These units house the tapes that are used to record the imprints made on the Selectric typewriter. The IBM proposal includes two types of recorder units, the Model IV and Model V.

The Model IV tape station unit will accommodate two cartridges. A tape can be played back through the Selectric typewriter with this model* producing error-free hard copy. Also, by using an original tape and the Selectric typewriter, a new error-free tape can be produced. Good material on the original tape can be "dumped" on the new tape. Editorial changes or new material can be keyed in with the Selectric typewriter on the second tape. When the second tape has been prepared, the original is no longer needed. (This method can be used to produce error-free copy on one tape. It is, however, considered to be a much slower process than preparing original tapes and correction tapes and using the merge-edit process discussed later in this report.)

The Model V recorder is a single tape station operated in conjunction with a Selectric typewriter. The Selectric can be used to produce an original tape on the Model V, as well as a correction tape. The Model V cannot "playback" through a Selectric typewriter. This can be accomplished only by using the

* The typed copy does not have justified margins nor does it have the appearance of printed work as would be the case if the copy were reproduced through the Magnetic Tape Selectric Composer described later in the minutes.

Magnetic Tape Selectric Composer or a Model IV recorder unit. The Magnetic Tape Selectric Composer contains a computer that can be instructed to playback the tapes.

2. Selectric Typewriter. The IBM Selectric typewriter is a part of each of the equipment consoles.

It is used to record imprints on paper and on magnetic tape. It is also used to "playback" tapes to get hard copy on the Model IV recorder and on the Magnetic Tape Selectric Composer.

3. Magnetic Tape Selectric Composer and Tape Reader. This ensemble has four parts -- a desk, a Selectric Typewriter, a two-tape reader station, and a modified composer (a small computer). The Composer can be used to set type.

The tape reader can be used in preparing copy from a single tape or from an original and a correction tape. Which function it performs is determined by the instructions given the composer. Using an original tape and correction tape to prepare hard copy, is called merge-editing. The Composer can be instructed to select good material from the original tape and, in the appropriate places, material is selected from the correction tape. The result of these instructions should be a correct final copy.

It is the composer unit that is given instructions by the operator to prepare final copy with justified margins and perfect centering. Copy that can be used for making offset printing plates is prepared on the Magnetic Tape Selectric Composer. IBM has recommended that a paper master, prepared by playing tapes through a Selectric typewriter, be used on the offset press* for reproduction and assembly. The bills would then be returned to the legislature and distributed.

The Composer can be instructed to prepare copy for off-set press work which will be at least equal to the present quality of work done on bills and resolutions.

Utilization of Equipment

At this time, IBM envisions locating three Model V recorders and one Model IV under supervision of the Revisor of Statutes. Possibly, there might be a Model V recorder in the Senate or at some other key location. IBM has not taken a firm position on the location of all of the Model V units. The Model IV would be located in the Revisor's office.

* IBM also has a high speed Webb offset duplicator which could be used to reproduce bill copies. This would be a matter for future consideration by the state printing plant, however.

IBM representatives presently contemplate placing two Magnetic Tape Selectric Composers and one Model V at the printing plant.

Original and correction tapes would be prepared on the Model V units in the Revisors' office. Corrections which become too numerous to be continually added on new correction tapes would at some point (decision to be made by someone in the Revisors' office) be "dumped" on a new tape on the Model IV recorder. Good material from the original tape would be salvaged and corrections would be keyboarded in (after hard copy had been produced from a correction tape on the Model IV) on a second tape. The result would be one tape that is correct. If further corrections were required as the bill proceeded through the legislature, correction tapes would be made to accompany the newly corrected tape.

IBM representatives said that normally they would expect an original tape and a correction tape to be sent to the printing plant. There the tapes would be merged, and offset plates prepared in a single operation on the composer unit. If further editing were required at any point, a new correction tape could be prepared on the Model V recorder located at the plant.

IBM representatives stated that more than one bill can be put on a tape, and more than one set of corrections can be recorded on a correction tape. Precise estimates as to the actual number of tapes that will be needed are not presently available. Neither has the feasibility of recording more than one bill each tape been adequately determined.

Correction Tapes

The correction tapes need only contain new information that is added or new instructions on eliminating material from the original tape. Paper used in the IBM operation is numbered on the left margin -- these numbers are identified when corrections are added on the correction tapes. Each time a change in the bill is approved, all corrections after the first new entry must be retyped on the correction tape.* Correction tapes can be prepared on either the Model IV or Model V, though the Model V would normally be used. A corrected tape can be prepared on the Model IV by dumping good material from an original tape on a second tape and keyboarding in corrections from the Selectric at the appropriate places.

Presently, when amendments are added, the printer often must reset the rest of a paragraph and rearrange the type lines in the remaining portion of the bill. Handling of the amendments and corrections on the correction tapes would appear to be one of the critical stages in the proposed IBM system.

* In effect, after a new entry is added to an existing correction tape for a particular bill, a new correction tape has been created.

Type Fonts-Printing Instructions

The Selectric typewriter uses interchangeable type fonts which can be used in bill preparation to show different legislative actions. The change from one font to another is a manual operation, requiring about six seconds.

Presently, the IBM proposal contemplates the use of two fonts. This represents a departure from the present "quality" or procedures now being used in bill printing. (e.g. Boldface and Boldface Italic fonts are used. The IBM proposal presently does not compensate for these type faces.) One would be regular Roman style type and the second, Italic type. In proofing against the original material the typist would underscore material now shown in strike type with a colored pencil. The compositor at the printing plant would then need a hard copy of the bill and the bill tapes in preparing the offset master. The hard copy would be needed to show the appropriate font changes. The compositor would have a strike-type font to be used in place of underscored material.

More type fonts can be used to further identify an action at a given stage in the legislative process or different color codes could be used at the Revisor's office to indicate font changes to the printing plant. Each additional font change or color code required will slow the operation on amended bills considerably both at the Revisors' office and at the printing plant. The computer cannot select the type fonts.

Staffing

At the present time it is not clear exactly what qualifications for operators of the various pieces of equipment would be required. IBM will train employees to operate the system. It will require more skill to run the Composer than some of the other equipment.

Also, coordination of bill drafting, typing and proofreading in the Revisor's office has not been worked out. Gladfelter said that possibly some equipment might be provided the Revisor's office on an experimental basis in 1967. This arrangement would be helpful in analyzing the actual equipment and staffing needs.

IBM plans to study the work procedures and processes during the 1968 Session to future refine its understanding of the needs of the Kansas Legislature.

IBM recommended that the Kansas Legislature purchase the following items:

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| 1. One Magnetic Tape Selectric Composer with desk, tape reader and modified Composer | \$16,550.00 |
| 2. Two Magnetic Tape Selectric Recorders at \$3,975 each with desk, Model V's. | <u>7,950.00</u> |
| | \$24,400.00 |

In addition, IBM recommended that the state rent the following items on a monthly basis:

1. One Magnetic Tape Selectric Composer with desk, tape reader and modified Composer	\$450.00
2. Two Model V's Magnetic Tape Selectric Recorders with desk	201.00
3. One Model IV Magnetic Tape Selectric Typewriter with search and adjust. Two tape stations	<u>242.00</u>
Monthly Rental	\$893.00

Mr. Gladfelter pointed out that all of the equipment cannot be rented on a monthly basis. In order to rent, the state must own or lease some of this equipment on a permanent basis.

Gladfelter said that from the time an order is given for this system the present delivery schedule is 17 months. Therefore, this equipment could not be installed in Kansas before 1969 or 1970. IBM had prepared a letter giving authority to order equipment outlined in their report (items with cost figures listed above), copies of which are on file in the Committee notebooks. The letter reserves the right of the signing authority to cancel the order any time before equipment is delivered. Gladfelter said that as a practical matter, the order could be cancelled even after the equipment had arrived. Senator Bennett pointed out that the Legislative Facilities Committee did not have authority to obligate the state in any way to acquire the equipment. With this understanding, Senator Bennett moved that the Chairman be authorized to sign the letter allowing IBM to place the order. Representative Turner seconded the motion and after discussion, the motion was adopted. It was further suggested that the IBM representatives would be asked to make a presentation before the Ways and Means Committees in the Legislature, to explain and recommend installation of the equipment shown to the Committee.

Staff Reports - Committee Recommendations

The staff reported that Mr. Bob Hoffman, attorney for the Department of Administration, was of the opinion that the 1965 act which transferred housekeeping functions to the Department of Administration did not transfer the authority of the Executive Council to negotiate for electrical roll-call equipment (see K.S.A. 46-601 to 603 and 75-2101, 75-2109).

The report distributed by the staff on its meeting with CEECO representatives was briefly discussed by the Committee. Upon a motion by Representative Turner, which was adopted, the Committee resolved to send a communication to the Executive Council requesting the Council on September 30, 1967 to:

1. Ask the Communication Equipment and Engineering Company, Inc., to perform and guarantee maintenance so that the electrical roll-call equipment will be in good repair for the 1968 Session as set forth in the terms of the lease-rental contract. As an alternative in the case of nonperformance, the Executive Council was requested to ask the Attorney General to begin proceedings to secure forfeiture of the performance and surety bond furnished by CEECO per the terms of the contract in the amount of \$50,000, or to take any other action he deems appropriate.

The staff reported that the auditorium in the Memorial Building could be used as a hearing room for legislative committees. Presently, there are no events scheduled during the early months of 1968 in the auditorium. A sound system and desks and chairs are available for use in the auditorium. For less than \$10 a month, a telephone could be provided in the auditorium with an outlet from each the House and Senate switchboards.

The Joint Committee on Legislative Facilities tentatively agreed to meet at 9:30 a.m. on September 27, 1967. (Subsequently, this date was cancelled.) The staff was directed to prepare a status report on items which are being considered by the Committee. The staff will check on a bill printing change which would, in effect, be a "net result" printing with Committee reports attached accompanying the bill as it passes through the legislature. The Committee may consider making some recommendations with regard to the engrossment procedure. The "page" system and document binders will be discussed. The staff will report on possible format revisions in the bill locator together with information from Oklahoma and New Mexico on their systems of bill indexing.

In the afternoon the Committee will prepare committee consolidation plans, and House members will consider items relating to the roll-call equipment and House employees.

The meeting adjourned.