

Research Department, Kansas Legislative Council October 30, 1967

M I N U T E S

Joint Committee on Legislative Facilities

October 13, 1967

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

Conferees for the morning session were Robert Sanders, State Printer, and William Smith and Dale Smith from the printing plant. Skip Gladfelter, B. T. Spurrier, Andy Shaw and Bob Teter represented the IBM Corporation.

Other persons present were Orville Hazen, Chief Clerk of the House; John Webb, architectural services division, Department of Administration; Fred Carman, Office of Revisor of Statutes, and Richard Ryan, Reed Whitaker and Ben Barrett from the the Research Department.

Legislative Supplies. The Committee reviewed the proposed list of legislative supplies to be purchased for the 1968 session. A motion was adopted directing the Research Department to prepare an order for the supplies for the signature of the Chairman. The Committee was authorized to purchase supplies by House Concurrent Resolution No. 1044 of the 1967 session.

Pages. The staff reported on the number of pages that were employed by the House and Senate in 1967. It was noted that the House had used more than 1,300 pages; the Senate, 900, during the session. About one-fourth of both House and Senate pages were from Shawnee County.

It was reported that in the House, as long as a member of the legislature kept track of the pages, managing the system was not too difficult. Recently, an employee has been handling the page scheduling, and it has been more difficult to keep the number down. Senator Warren cautioned against too rigid a control on pages because it would have the effect of eliminating

the system. Representative Van Cleave said that the Employees Committee should establish some fair rules for scheduling pages and limiting their number, and apply them to everyone. Senator Warren said that in the Senate there has been a reasonably effective effort to schedule the pages and to assign a given number to each member.

A motion by Representative Van Cleave, seconded by Senator Warren, was adopted by the Committee favoring tightened administration of the page system. The Committee will transmit a suggestion to the Speaker and the President Pro Tem that the respective Employees Committees be asked to establish more rigid rules concerning the page system, and encourage members to adhere to the rules.

Hearing Room (529). John Webb reported on steps that have been taken to improve Room 529 for public hearings. Room 529 is used primarily for meetings of large committees (such as the House Judiciary Committee), and for public hearings. Mr. Webb said that six 20" x 7'6" tables had been ordered from the reformatory to seat members of the legislature at hearings in that room. There will be a space provided for press and television personnel. Webb estimated the cost of the tables at less than \$50 each. In addition, a movable sectioned platform which would cover about one-third of the room is being built for use in the south part of the room. The estimated cost of the platform is \$100. There will be a speaker's podium and provision for a public address system for the room.

Webb stated that coordination with the custodial staff is important so that the room can be made ready for a hearing in advance.

Printing of Legislative Documents. Representatives from IBM reviewed their proposal for printing bills and resolutions. The proposal includes two Model V recorders, and a Model IV recorder, which would be located in the State House, and a Magnetic Tape Selectric Composer, which would be located at the printing plant.*

Senator Bennett asked how many tapes would be needed during a session and how many times the printer could use an original tape at the plant. Gladfelter said that the tapes are limited to 2,600 characters. He said that information is not

* For a discussion of the features of each of these pieces of equipment see minutes of the Joint Committee on Legislative Facilities, August 3, 1967, pp. 6-9.

now available about the number of tapes that would be needed. The printer could use the original tape until the second change in the bill had occurred. At this point, it would be more economical to prepare a new tape from the original and correction tape. Otherwise, the original tape-correction tape merge-edit process would be used at the printing plant. Senator Bennett asked who would make the decision to prepare a new original tape. Gladfelter said the decision would be made in the Revisor's office, possibly by the typist herself after she had gained some experience with the system.

Gladfelter stated that the changes in a bill made at each stage could be shown by changing type fonts on the Selectric typewriter. Font changes would have to be shown in the hard copy that goes to the printing plant, and would have to be made at the plant in preparing copy for the offset press. Gladfelter said that one problem encountered is that the different type fonts are not always so strikingly different from one another to be easily distinguishable.

Fred Carman pointed out that appropriation bills are typed in the Budget Division and that some typing is being done in the Secretary of State's office. This will necessitate some study by IBM concerning the location of the Model IV and V recorders.

Representatives from the printing plant explained several items that should be considered before finally recommending a change to a new bill printing process.

Mr. Sanders said that there will be a cost to the state for new equipment and manpower if bill printing is done by the offset process.

In offset, the plates cannot be reused if changes have occurred when subsequent bill printings are needed, or when the session laws are produced. With the letterpress process, much of the type can be reused in subsequent printings. The printer must add new type to indicate the changes made in the legislature, and often reset the remaining portion of the paragraph in which the change occurred. The theory involved in the reuse of the type in the "hot metal" process and the use of plates in the offset process applies to bill printings, as well as to preparation of the session laws. Printing plant personnel said that the preparation of the offset plates (under the proposed IBM system) for the type of printing required by the

legislature would be slower and probably more expensive than the present process.

The printer reported that tapes for the IBM system would cost about \$13 each. Probably 1,000 to 2,000 tapes would be needed for use in a regular session. In addition, the printer believed that there would be an increased cost for competent stenographic help, additional offset printing equipment, and, possibly, more skilled help at the plant.

Sanders said that the offset process had its place in printing. The jobs that can be done more economically on offset than on the letterpress are now being done on offset at the printing plant. The offset press is particularly economical when more than 25,000 copies are needed.

Sanders stated that he is familiar with the IBM offset press, manufactured at Emporia, and that although it is a very good press, it is not large enough to handle legislative work.

Dale Smith compared the proposed IBM bill preparation and printing process to the present system. In comparing the two types of presses, the offset printing itself is twice as fast as the letterpress printing. The offset cost is increased by the preparation of press-ready copy. The capacity, in terms of the number of pages run in one printing motion, is greater on the letterpress.

In scheduling work, the printer is not concerned by the number of bills he must run, but rather by the number of 16-page forms that have to be prepared. Smith made the point that press time alone is not the most important consideration from the standpoint of speed or economy. The most significant difference is the man hours required to prepare press ready copy -- the composition time.

Smith explained that with the IBM system, once the printing plant received a 16-page bill tape and hard copy from the State House, until the bill was prepared for the press, would require about 4.25 man-hours. This excludes the time spent in proofreading which Smith assumed would be about the same for both the IBM system and the present printing procedure. It would require 1.50 man-hours to print out a 16-page bill copy, with about an average number of font changes, on the Magnetic Tape Selectric Composer. Stripping the bill would take two men thirty minutes to complete, or a total of one man-hour. Camera work, which would require two impositions on a 16-page bill takes one man 1.25 hours, and processing the plates takes a man one-half hour. In terms of "straight" time, the process would take about 3.75 hours.

In "hot metal", the printing plant can work with 10 machines in preparing press ready copy. To "set" a bill requires 10 men a total of 18 minutes to complete. This is the equivalent of 3 man-hours. Two men can lock-up the bill in 15 minutes or in one-half man-hour. Thus the bill would be ready for press in 3.5 man-hours, but the "straight" time required would be only slightly more than one-half hour as compared to 3.75 hours on the IBM-offset press procedure. Except for the MTSC, the estimates are based on the facilities presently available at the printing plant. The "straight" time involved is important, Smith said, because of the kind of demand placed on the plant during a session of the legislature.

In terms of time spent in making a bill copy ready for the press, Smith explained that there is a much more significant amount of time saved when the 16-page bill is amended in the legislature and returned to the plant for another printing. He estimated that it would still require 4.25 man-hours on the IBM system because the identical steps would be followed at the plant as for the original printing. The "hot metal" process would require a maximum of 1.5 hours to prepare the same amended 16-page bill. Only the new material and portions of the paragraphs in which the new material is found would need to be reset to make the bill press-ready.

Smith explained that the time factor would apply equally to all reprintings of amended bills, as well as enrolled bills. He said that it must be remembered that, on the IBM system, the hard copy prepared by a playout of the original tape is the key to the tape for the printing plant personnel and would be used for making changes through the various bill stages. It is envisioned that the hard copy would be "flagged" with a number of colored pencils to show alterations from the original hard copy "key" to the IBM tapes, could become quite confusing to read.

Dale Smith recommended that the legislature use an isolated amendment.* In this way the plant could more easily give the legislature the various type styles they preferred, and amended bills could be produced more rapidly, and more economically.

A motion by Senator Bennett was subsequently adopted that the Committee not recommend the use of the isolated amendment.

* A sample of the "isolated" amendment is on file in the Research Department.

It was believed that it would make the bill too confusing to the reader.

IBM officials will study the work flow patterns in the bill drafting and printing process during the 1968 session. Some sample equipment may be placed in the Revisor's office for testing during the session. The Committee asked Fred Carman to provide some assistance in locating the equipment and personnel for the IBM tests. The equipment would be demonstrated at state legislative expense, if possible; if not, IBM would be willing to provide it at their own expense.

Spurrier said he believed California is on the verge of going to an IBM system, probably in 1969. He said that during the session, IBM will be able to show the legislators how the bill processing work would be done on the IBM system. By the end of the session, IBM will be prepared to propose the number of machines and types that would be needed in Kansas.

A motion by Senator Bennett, seconded by Senator Warren, requested the staff to work with the Revisor's office and the printer in preparing a sample draft of a bill that would show:

1. Original new material in Italic type.
2. Existing material being deleted in Roman strike type.
3. Existing material in Roman type.
4. House committee amendments in boldface.
5. New material being deleted in Italic strike-type.
6. House Committee of the Whole amendments in bold-face and set off by brackets.
7. Senate committee amendments in boldface Italic type.
8. Senate Committee of the Whole amendments in bold-face Italic and in brackets.

Alternative procedures for preparing a cumulative working bill will also be considered.

Bill Locator. The staff explained the format and distribution procedures of the Oklahoma and New Mexico bill locators. Samples were studied showing the changes that could be made in the present bill locator format to make it more useful.

The Committee approved a sample which:

1. Allows more room for an explanation of the subject matter in a bill.
2. Has journal citations for each action.
3. Provides more space for information relating to conference committees and their reports.
4. Changes the order by putting the subject heading ahead of the author.
5. Adds a page for notations to carry explanations relating to unusual actions on bills that cannot be shown on the bill locator format.

Senator Bennett said he believed that at least, an embryonic subject index to the bills was needed. Chairman Hill stated that experimentation with a subject index could begin with the 300 carry-over bills now pending in committees in the Kansas Legislature.

In New Mexico, a subject index is distributed each week. There are 26 subject headings arbitrarily selected for the index. Each bill is indexed briefly under only one heading. The House and Senate bills are kept separate in the index.

One possibility for Kansas is to clip the bill titles from the House and Senate calendars, index them according to subject, paste up sheets showing the titles listed by subject and Xerox and distribute the index to legislators.

The Committee concluded its discussion on the bill locator, subject index, and statutes being amended by making the following recommendations:

1. The staff should work with Mr. Stevens and Miss Wheatley to see what must be done to provide a simple subject index as a supplement to the bill locator.

2. Details should be worked out for handling both the preparation of the bill locator and index. This includes determining who would do the job and what staff arrangements would be needed to provide the service.
3. The staff and state librarian should proceed on the assumption that the State Librarian would be compensated out of the legislative expense appropriation for the service.
4. An IBM print-out of the sections of statute that would be amended by the carry-over bills should be considered for distribution to legislators early in the session. Fred Carman said that the statutory amendments and repealers are now being programmed for IBM equipment. The availability of the list depends in part, upon the completion of the IBM programming.
5. The bill locator should be distributed twice each week until the final two weeks of the session; thereafter, it should be published daily.

Document Binders. The staff reported that the firm which prepares the binder for the CCH reports could also provide custom binders for legislative documents.* It would, however, be necessary for the state to change the punching of the documents to fit the rings of the CCH Binder. The Committee viewed a similar type binder manufactured by McMillan Book Company. The McMillan binder could be custom made (with up to a 2½ inch capacity) and the rings could be spaced to fit the punching now used for the legislative documents.

Representative Van Cleave suggested that some binders be ordered for experimental purposes in 1968. Senator Bennett said that for a session each man would probably need six or eight of the binders.

A motion by Representative Turner, seconded by Representative Van Cleave, was adopted which directed the staff to contact binder distributors to see if samples could be purchased for experimentation during the 1968 session. The staff was authorized to make arrangements to purchase six to ten

* Costs estimates for the binders are filed in the Committee notebooks and in the Research Department files.

binders from each of several distributors not to exceed a total of one hundred. The binders should be hard cover, two inch capacity notebooks.

The Committee will ask the Speaker and President Pro Tem to distribute the experimental notebooks to members of each house.

Legislative Index Service. The Committee reviewed a staff memorandum* on the legislative indexing services provided by the State Library, Secretary of State, Revisor of Statutes, and the House and Senate secretaries in charge of preparing the permanent journals. No recommendation with regard to these services was made.

Engrossment Procedure. The Committee has recommended that cumulative bill printings show the changes made by the House and Senate committees by using different type styles. Presently, amended bills that pass from the one house to the other are engrossed. For printing purposes, this means that the bill is printed for the second house, and all of the type styles that have been used to identify amendments are removed. The bill is printed in Roman type in its entirety.

The Committee adopted a motion (by Senator Bennett and seconded by Representative Doyen) requesting Fred Carman to study the legal implications if the Secretary of State's role in engrossment were eliminated and the present engrossment procedure were dropped.

Enrolled Bills and Session Laws. The Committee requested the Revisor's office to prepare a draft bill which would allow enrolled bills and session laws to be printed with strike type showing existing law which had been stricken, and Italic, or some other type face, to show new material added within a section. In the session laws, whole new sections of law, or the section headings, would be shown by some particular kind of type face.

If changes are made in bill printing and in preparation of session laws, the 1968 laws would be a mixture of the carry-over bills and those bills introduced in 1968.

Representative Van Cleave suggested that perhaps the Revisor's office should be responsible for preparing the session laws.

* Memorandum to Joint Committee on Legislative Facilities, October 11, 1967.

Journal Format. The Committee has considered a recommendation of the state printing plant for reducing costs in preparing the House and Senate Journals. The savings would be accomplished by changing the journal format from the present double column arrangement to a single column. The staff has consulted with persons in the two houses to see if a single column format would present them with any difficult problems. They said the change should create no major difficulties.

A motion was adopted by the Committee requesting the Revisor to draft an appropriate resolution for submission to the 1968 Legislature to accomplish the journal format change.

Conference Committee Reports. A motion by Representative Van Cleave, seconded by Senator Bennett, put the Committee on record recommending that conference committee reports should be made available for all members of the House or Senate before they are required to vote on adoption of same. The Committee recommended that the two houses adopt rules, that could be suspended by emergency motion, requiring that the conference committee reports be made available before members are required to vote. This rule would not apply when the report is merely an agreement to disagree.

Electrical Roll-Call Equipment. The Committee reviewed the recent communications with the CEECO Company, including the letter of notice to the state of Kansas, that CEECO intends to terminate the existing lease-rental agreement on the equipment after the 1968 session.

Chairman Hill explained to the Committee that in Texas, the state had purchased one of the older model roll-call units and had hired a retired electrician from the telephone company full time during the legislative session to maintain it.

The Committee agreed to invite some technically qualified persons in during the second week of the legislative session to look over the equipment for the purpose of determining what skills and abilities would be needed to repair the machine. Expenses for these persons would be paid for out of legislative expenses. If Kansas should choose to purchase the present machine, it would be necessary to find a person competent in electrical work to maintain the system.

Other Matters. Representative Turner brought up the subject of housing in Topeka for the legislators. He reported that prices at some establishments had increased considerably

over rates for the 1967 session. Representative Turner plans to contact the Topeka Chamber of Commerce to get an idea of the facilities that will be available and the prices that might be charged.

Representative Turner had polled members of the legislature concerning the adequacy of secretarial services to House members. He will work with the House Committee on Employees to secure the secretarial assistance he needs during the coming session.

→ The staff was directed to check into the cost of providing four-drawer file cabinets, one drawer for each member of the House. Prices, product descriptions, and delivery will be reported on at the next meeting of the Committee.

Chairman Hill said the members of the Committee and legislature might begin thinking about the desirability of holding party caucuses during the first part of December for the purpose of choosing the Speaker and the President Pro Tem. This would give the newly selected leaders an opportunity to work out committee assignments and other details which immediately confront them. The leaders should have secretarial assistance available to them during the month prior to the session. Also, during this time a day should be reserved for orientation of the new members to familiarize them with all of the aids available to them.

The meeting was adjourned.