

MEMORANDUM

TO: Special Joint Committee on Legislative Facilities

FROM: Research Department, Kansas Legislative Council

RE: Comprehensive Committee Progress Report August 11, 1967

The 1966 Budget Session of the Legislature adopted House Concurrent Resolution No. 506, directing the Legislative Council to study the physical facilities, equipment, and staff and office procedures for members of the Legislature. The Committee (Proposal No. 38) submitted its final report to the 1967 Legislature. The major recommendation of that report was the creation of the present Joint Committee on Legislative Facilities. With the adoption of Senate Concurrent Resolution No. 4, the Committee was created and directed to make studies, reports and recommendations to the Legislature for both immediate and long-term improvements. Pursuant to this directive, the Committee has, to date, given consideration to the items listed below.

We have brought up-to-date the progress of each item and raised some questions regarding possible further areas of study or action by the Committee.

I. Telephone Services

At its first meeting, the Committee agreed to study the possibility of improving legislative telephone services. A report made by the telephone company to the Legislative Budget Committee of the Council on improved telephone facilities (August 29, 1966) was reviewed. The Legislative Facilities Committee considered the desirability of recommending one large consolidated telephone system to service both houses, separate smaller systems to service each house independently, or hooking into the proposed Centrax System which would accommodate all state offices located in Topeka. In a report submitted to the Legislature¹ the Committee recommended the installation of a "740 telephone system", to be installed between the 1967 and 1968 sessions of the Legislature. The estimated monthly cost and level of service were included in that report to the Legislature.

On May 12, 1967, a letter signed by the Lieutenant Governor and the Speaker of the House was sent to Southwestern Bell Telephone Company giving notice to Southwestern Bell to proceed to

¹ Journal of the House, March 8, 1967.

install the "740 System". The new system should be functional when the Legislature convenes in 1968.

Later, the Committee became interested in studying the feasibility of providing telephone jacks in the House Chamber.² Southwestern Bell has reported that there would be a non-recurring charge of \$7.50 for each jack location installed.³ In addition, there is a monthly rental charge for the jacks when they are being used. The State Architect reported on the work scheduled for the House chamber this summer. It involves some construction under the House floor, and representatives from both the Architect's office and Southwestern Bell pointed out that it was an opportune time to install conduit and wiring in case telephones were ever desired on the House floor. After discussion, the State Architect's office agreed to provide some "Greenfield" conduit to house the telephone wiring. The telephone company agreed to provide and install the telephone cable free of charge to the Legislature with the understanding that no commitment had been made for future installation of telephones.⁴

Summary. The Committee's recommendation has been implemented by the Legislature. It has approved installation of improved telephone facilities for the 1968 Session. In addition, conduit and wiring have been planned for installation under the House floor during the summer. It can be used in the future if the House should choose to install telephones at the desks.

II. Typewriters -- Dictating Equipment

The Committee reviewed policies relating to the provision of typewriters for legislators. Also, it considered the need of the Legislature for dictating units.⁵

Several companies provided demonstrator electric typewriters for use during the 1967 Session. A subcommittee (Senator Bennett and Representative Turner) worked out the distribution of the demonstrator typewriters. Ultimately, the Committee recommended to the Legislature the purchase of electric typewriters.⁶ With the adoption of House Concurrent Resolution No. 1044, this Committee was authorized to purchase not more than 80 electric typewriters. After considering proposals by several major companies, the Remington "25" electric was selected.

² Minutes, Joint Committee on Legislative Facilities, April 4, 1967.

³ Letter from Southwestern Bell Telephone Company, May 23, 1967.
Copy on file in the Research Department.

⁴ Minutes, Joint Committee on Legislative Facilities. May 26, 1967.

⁵ Minutes, Joint Committee on Legislative Facilities. January 30, 1967 and February 6, 1967.

⁶ Journal of the House, April 4, 1967

The Committee further recommended that a number of the manual typewriters (68) owned by the Legislature be declared surplus property, and distributed on an equitable basis to the Boys Industrial School, Girls Industrial School, Industrial Farm for Women, and State Penitentiary and Reformatory. In addition, three of the typewriters were sent to the Reception and Diagnostic Center. By June 13, 1967, distribution of the surplus typewriters had been completed.

The 80 electric typewriters ordered by the Committee have arrived and are in storage. The Remington service representative have checked the typewriters and completed service on all but two or three machines.

The report recommending purchase of electric typewriters, also included the recommendation that the Committee be authorized to purchase up to 10 dictating and 10 transcribing units. The adoption of House Concurrent Resolution No. 1044 gave the Committee authority to buy this equipment. To date, no action has been taken on this matter.

III. Legislative Supplies

When the Legislative Budget Committee studied the purchasing procedures for legislative supplies in 1966, it was found that considerable savings could result if many of the common supplies were purchased from state contract prices rather than from retail vendors in Topeka. Therefore, the staff was directed to prepare a list of supplies that could be used during the 1967 Session. Items that could be purchased from state contracts at reduced costs were ordered. The Joint Committee on Legislative Facilities reviewed the advantages of bulk purchases from state contract price lists. When the Committee recommended purchase of electric typewriters and dictating units, it also recommended the Committee be given the authority to purchase office supplies and materials needed in 1968, from state contract price lists or from other appropriate vendors. The adoption of House Concurrent Resolution No. 1044 gave the Committee this authority.

The staff has records of materials ordered prior to the 1967 Session as well as records of the materials purchased by each house during the session. An inventory will be taken and a purchase order will be prepared in anticipating the materials needed in 1968.

IV. Legislative Printing

A. Bills and Resolutions. The Committee first expressed an interest in bill printing when it inquired about the feasibility of providing an attached committee report showing amendments made on the House or Senate floor. Presently, one must check the Journals to determine what changes were offered or made during debate in the House or Senate. The Committee discussed changes in

printing procedures which could make it possible for the reader to determine more easily what changes had been made or what material had been added to bills and resolutions in the various stages. The staff prepared memoranda showing the stages where changes could be made in the bills and resolutions during the legislative process and what typesetting techniques might be employed to show each action. State Printing Plant personnel cooperated in making suggestions about printing techniques, changes and modifications within the present limitations of manpower and equipment.

The Committee has also considered the desirability of making certain changes in the engrossed printing and in preparing the enrolled bill. Although rather complicated, it is possible to prepare bill printings showing nearly every action which has occurred during the legislative process by the use of various type-styles, or marks. It is also possible to prepare a "net effect" bill which would show existing law, existing law being deleted, and new proposed sections. Under the "net effect" approach, if Committee reports were wanted, they could be attached cumulatively as the bill passes through the legislature.⁷ No firm recommendation on bill and resolution printing for 1968 has been made. Questions that could be considered are the following:

1. Does the Committee wish to make any formal recommendation regarding bill printing changes for the near future?
2. If so, what detailed recommendations does the Committee want to make on the use of type-styles or special marks?
3. Does the Committee want to recommend elimination of the engrossment printing or, for that matter, the engrossment process in general?
4. Should the enrolled bill format be changed?
5. Should bill printings be provided showing stages not now printed for the legislature? (For example, should there be a printing of the bill showing actions of the Committee of the Whole in the second House?)
6. Should the Committee recommend implementation of recommendations made by the printing plant for more expeditious handling of bills and resolutions?

⁷ One possible bill printing change has been suggested in a report submitted to the Legislature on April 4, 1967.

B. Session Laws. The Committee has considered the merits of changing the session law format to a form much the same as is used in Oregon. Under this kind of system one type-style could be used to show existing law that remained unchanged, another type-style would show newly added material, and still another ("strike-type") would show the deleted portions of the previous law. Using one such method, the printer estimated that the cost of producing the session laws would be increased by about \$900 -- or nearly 3 1/2% more than the \$27,607 the session laws cost in 1965.

Preparation of the session laws was mentioned in the report submitted by the Committee to the Legislature on April 4, 1967. The primary reason for the session law format change would be to make it easier to detect precisely what changes were made in a given section of statute. The Revisor's office prepared a draft bill for the Committee's consideration (amending K.S.A. 45-102, 75-405, and 75-1011) altering statutory provisions on enrollment to allow printing session laws as suggested by the Committee. If the Committee wants to pursue this matter further, it might:

1. Consider correlating bill printing procedures so that the final printed copy of a bill could be used as the enrolled bill, and/or
2. Approve a bill altering the present enrollment laws and arrange for its introduction and consideration by the Legislature.

C. Journals. A proposed change in the Journal format was presented to the Committee by the State Printing Plant. The proposal was to change the double column format presently used in preparing the Journal to a single column. Costs estimates indicated that, for a nominal increase of \$20 to \$25 in cost of paper, approximately \$1,000 in composition costs could be saved.⁸ Legislative employees who supervise the Journal work were consulted on the proposal. No major objections were voiced.

The Committee has recommended that a concurrent resolution be adopted at the beginning of the 1968 Session ordering a change to a single column format for the House and Senate Journals. The Committee needs to approve a resolution and arrange for its introduction in 1968.

D. Conference Committee Reports. The Committee discussed the possibility of preparing copies of conference committee reports for general distribution among legislators before they are required to vote on adopting them. The Chairman stated that this

⁸ Prior to 1943, the Journal was prepared by use of the single column, but the paper became an expensive item during World War II. Since that time, the cost factors have reversed and manpower is much more expensive than the cost of the paper.

matter could be handled internally by each house and that no formal action was needed.

E. IBM Equipment -- Legislative Printing Proposal. On August 3, 1967, representatives from the IBM Corporation made a presentation to the Committee concerning equipment which potentially could markedly change bill printing techniques and procedures.⁹ Basically, the system proposes to allow a typist to type bills and to record the images on magnetic tape. When a bill has been typed and corrected, the tape can be sent to the printing plant where offset equipment could be used to prepare and duplicate bill copies. A motion was adopted by the Committee authorizing the Chairman to sign a letter which authorizes IBM to place an order for the recommended equipment as per their proposal of August 3, 1967. Since there is a 17 month delivery period on the IBM equipment, expeditious action was required to make it available in 1969. The letter, signed by the Chairman, allows him to cancel the order anytime before the equipment is delivered. IBM representatives said that as a practical matter, cancellation could occur even after delivery. Further actions on this matter by the Committee appear to be these:

1. Submit a report and recommendation to the Legislature concerning acquisition of the IBM equipment.
2. Cooperate in arranging for presentations by the IBM officials to the House and Senate Ways and Means Committees.
3. Either seek a firm commitment on the part of the 1968 Legislature to acquire the proposed equipment, or exercise the option to cancel the order.
4. Consider the extent to which the Committee should recommend alteration of bill printing procedures in the 1968 Session if incorporation of a new system is expected in 1969.

V. House of Representatives Electrical
Roll-Call Equipment

At its May 26, 1967, meeting the Committee directed the staff to explore alternatives for improved roll-call equipment in the House. Meetings were arranged with the two major producers of roll-call equipment (International Roll-Call Corporation and Communications Equipment and Engineering Company). The meetings were held and reports were drafted and studied by members of the

⁹ Copies of the proposal and details of the equipment are discussed in the minutes of the August 3, 1967, meeting.

Committee. The emphasis in the meeting with the CEECO representatives was to secure confirmation that the maintenance provisions of the existing lease-rental contract would be complied with, and that the electrical roll-call system in the House of Representatives would function properly during the 1968 Session.

The Committee adopted a resolution (August 3, 1967) requesting that the Executive Council contact CEECO on September 30, 1967, and secure a guarantee that the company would comply fully with the maintenance provisions of the existing contract. If CEECO responded negatively, the Executive Council was further requested to ask the Attorney General to seek forfeiture of the performance and surety bond, required of CEECO under the contract, or to take any other action deemed necessary. On August 13, 1967, the letter to the Executive Council had been forwarded by the Chairman of the Joint Committee on Legislative Facilities to the Secretary of State.

Further action on this matter could be delayed pending any action taken by the Executive Council. The Committee could consider whether it is desirable to make a report to the Legislature recommending improved service under the present agreement, a new agreement with CEECO calling for a modernization of equipment, or the installation of the electrical roll-call system produced by the International Roll-Call Corporation.

VI. Annual Sessions

Early in 1966, the Revisor's office ordered a computer search of K.S.A. to see what sections would be affected by the annual sessions amendment to the State Constitution.

The section relating to the Legislature was studied by the Committee. On March 8, 1967, the Committee reported its recommendation that certain selected standing committees of the House or Senate should consider preparing bills to take care of any needed legislation resulting from the amendment. Bills were passed on a number of these items.

VII. Legislative Space

Early in the 1967 Session, the Committee began its consideration of legislative space needs. The Committee studied the problems of available space, adequacy of committee rooms, committee room furnishings, scheduling meetings, and providing individual study space for legislators. These matters were considered in view of working both within the framework of existing facilities and with space that might be available if expansion should occur in the Capitol area. The Committee held meetings with members of the Capitol Area Planning Commission, the Building and Grounds Committee of the House, the former State Architect, and the present, State Architect. Staff reports have been prepared showing the

committee room load during the 1967 Legislature and physical characteristics of all rooms on the third and fifth floors. Opinions were solicited from several committee chairmen regarding legislative space needs.

The Black and Veatch report on Capitol Area needs indicates that considerably more office space will be needed by the state in the next few years. On March 7, 1967, the Committee concluded that a substantial rearrangement of space in the Capitol building was probably at least two to five years in the future, depending upon what major steps are taken by the state to provide more space. Thereafter, the Committee has confined itself primarily to considering better utilization of available Committee rooms and recapturing space not now being fully utilized in the Capitol building.¹⁰

In 1968, there will be a television interview area located on the fifth floor of the State House. Space in the typing pool area will be appropriated for this room. Within its authority, the Committee requested the Architect to provide some improvements in Room 529, such as providing a raised platform, some tables, and a rostrum to improve its decorum as a hearing room. The Committee recommended that the Architect consider making a study of allocation and utilization of basement space in the State House. Other actions taken by the Committee relating to legislative space needs were requests to the State Architect, within the limits of authority of the Committee, to take certain specific items into consideration in preparing his budget for Fiscal Year 1969.¹¹ On July 6, the Committee concluded that because the state seems to be in a transition period in expansion that it should not recommend major permanent changes in the Capitol building.

It would appear that the Committee need not make further recommendations on space unless it is interested in changing the location of some of the employee services or revising committee room scheduling.

VIII. Secretarial and Employee Services

A. Pages. The Committee will study the page system to determine what recommendations should be made. This item of business is scheduled for consideration at the next meeting of the Committee. The staff has prepared preliminary material

¹⁰ Minutes, Joint Committee on Legislative Facilities. March 16, 1967, and July 6, 1967. (The minutes of these two meetings contain most of the proposals for rearranging legislative space that were considered by the Committee. Architectural sketches relating to recommendations in the latter set of minutes are included in the Committee notebooks.)

¹¹ These items are listed in the Minutes of the Joint Committee on Legislative Facilities. July 6, 1967.

showing the number of pages during the 1967 Session distributed by county. Total numbers of pages have also been compiled.

Implementation of recommendations on reducing the number of pages, should the Committee choose this alternative, could probably be handled by either reporting to the Legislature and persuading the appropriate persons to instruct legislative employees and legislators as to the number of pages they are allowed each session, or by setting some limit in each house by adopting a simple resolution.

B. Secretaries. The topic of improved secretarial quality in the House has been suggested. The Committee plans to consider this matter at its next meeting. Questions for consideration could be:

1. Does the House need improved secretarial quality?
2. If so, what is the level of quality desired?
3. What staffing arrangements should be made to distribute secretarial services most equitably?
4. How can secretaries with the desired level of skill best be recruited?
5. What salary arrangements must be made in order to implement any changes the Committee might recommend?

C. Bill Books. The Committee discussed the desirability of having clerks prepare bill-booklets for members of the Legislature prior to the beginning of the 1968 Session. The reason being that carry-over legislation creates a totally different problem in preparing the bill-books than has ever been faced in the past.

The Committee should probably decide whether necessary arrangements should be made for having the bill-books prepared in advance. The bill-books could be brought up to date during the first few days of a session when legislative organization occurs. In this case, the employees would probably be supervised by the Chief Clerk and the Secretary of the Senate.

D. Bill Locator. At its meeting of August 3, 1967, the Committee directed the staff to develop some proposals for improving the format of the bill locator. The staff will report on this item at the next meeting of the Committee.

Any changes recommended in format could probably be accomplished by giving the appropriate instructions to the person or agency that will be responsible for preparing the bill locator.

Proper liaison should be maintained in the House and Senate on this item so that instructions can be given on the preparation of the bill locator under the auspices of the House or the Senate rather than this Committee.

E. Computer Bill Indexing. The Committee was informed of the potentials of a computer bill-indexing system. Such a system could, conceivably, improve legislative information while at the same time eliminating the need for some of the present services. At the meeting of August 3, 1967, the Committee asked Mr. Fred Carman to do further research on computer bill-indexing. The staff was directed to hold a meeting with the persons who prepare legislative indexes and to see what recommendations might be developed for reducing any duplication of effort that might be involved. In view of the findings of the staff on indexing services and the relative merits of computer bill-indexing for either statistical data or subject indexing, the Committee may wish to make some recommendation to the Legislature on these items.

F. Miscellaneous Items.

1. Binders. In past sessions pressboard binders have been used for the document books in the House and Senate. The Committee has considered obtaining a better quality binder for the bills, resolutions, and calendars. Some alternatives have been explored. The binders prepared for Commerce Clearing-House are of particular interest to the Committee. The staff is presently checking to see if the same binder service could be used for preparing the bill-books. The staff will report on this item at the next meeting.

The Committee may wish to make some recommendation on the type of binders that should be used, or it could purchase binders under provisions of House Concurrent Resolution No. 1044 if it so desired.

2. Amendments and Repealers. During the 1967 Session, the Committee requested the Revisor's office to circulate lists showing sections of the statutes being amended and repealed and the bill number for each entry.

Does the Committee wish to recommend repeating this service during the 1968 Session on any set schedule?

3. Amendment and Repealer Tabs. The Committee considered the use of small stickers that could be pasted in statute books which show the sections amended and

repealed during a legislative session. Pros and cons of this kind of notation were discussed. The Committee viewed samples from a Colorado service which prepares sticker notations.

No action was taken on this matter.

4. "A Look at Your Legislature". The Committee viewed a pamphlet prepared by the League of Women Voters entitled "A Look At Your Legislature". A design for the cover was provided the Committee by the Department of Economic Development.

If the Committee concludes that the pamphlet should be reproduced and distributed to visitors of the legislature, then some recommendation should be made to provide for its printing. Thought should also be given to what recommendation, if any, should be made with regard to the use of the pamphlet.

5. Page Maps. The Committee directed preparation of small maps of the third and fifth floors of the Capitol for use by the pages during the 1967 Session. These maps were prepared and distributed.

VIII. Legislative Committees

The staff has prepared tables and other data on the committee system in Kansas and on the size and meeting dates of legislatures in other states. According to one table, Kansas ranks fifth in terms of the total number of committees in a state legislature. In 1967, there were 77 committees in Kansas. Mississippi ranked first with a total of 101 committees. New Mexico and Alaska, both of which have bicameral legislatures, rank lowest with 23 and 18 respectively. Some material has been prepared suggesting a possible method of combining and reducing the number of committees along functional lines. A recent consolidation plan adopted in Colorado was used in part as a basis of this suggested plan. Senator Bennett has prepared a list of combined Senate committees for the Committee's consideration which would reduce the number in the Senate from 31 to 19.

The Committee intends to study consolidation of standing committees at its next meeting.

Items that might be considered in addition to reducing the number and size of committees are:

- A. What use should be made of subcommittees?
- B. Will any proposed arrangement facilitate better scheduling of meetings, hearings, and conferences?
- C. On how many committees should a member serve?

VIII. Legislative Committees, concluded

- D. What arrangements should be made for continuity in committee membership if it is assumed that there will continue to be provisions for interim meetings of legislative committees or sub-committees?

The Committee has concluded that if any changes are to be made in the committee structure that they should be made at the beginning of a session. The adoption of rule changes would be sufficient to accomplish the purpose, assuming that no major changes were made in the Ways and Means Committee, the Committee on Interstate Cooperation, and other committees which may also be referred to in various statutes. From a practical standpoint, the Committee might consider making any recommendations effective with the 1969 Session before patterns of committee assignment and responsibility have been established, and after any changes in membership have been made that might occur as a result of the 1968 elections. Does the Committee wish to make a formal report to the Legislature relative to possible reduction of the number of committees and committee assignments? If a committee reduction plan is approved, would it be preferable to ask the Committee on Rules in each house to draft rule changes that would incorporate the committee reduction plan?

IX. Staffing Patterns

Early in the session, the Committee gave some consideration to various methods of providing research services for legislators. Does the Committee desire to make any recommendations relating to general patterns or problems in staffing? For example:

- A. Should the major standing committees of the legislature be provided with permanent staff?
- B. During a legislative session, is the present staffing pattern for bill drafting services, library services, and research services adequate?
- C. If the Committee should consider making changes in the staffing patterns, what sort of administrative control device should be incorporated? (e.g., If standing committees were staffed, would it be desirable to have one staff person handle the same standing committee in both houses?)
- D. Should staffing be provided on a partisan basis, or should some balance between partisan and non-partisan staff research services be sought?

IX. Staffing Patterns, concluded

- E. In view of the fact that in 1967, Kansas is experimenting for the first time with carry-over legislation and with meetings of standing committees and sub-committees thereof (under provisions of Senate Bill No. 299) as well as Legislative Council Committees, should anything be done to provide increased or better staff coordination during interim periods?

X. Legislative Council Structure

Earlier in the session, the former Director of the Research Department briefed the Committee on a new Legislative Council approach being used in Michigan. Under this system, there is a small Legislative Council which meets to consider proposals. Other members of the legislature are made non-voting members of the Council Committees. Does the Committee wish to make any recommendations with regard to the structure of the Legislative Council, the system providing for meetings of standing committees and sub-committees during interim periods or, does the Committee wish to continue the present system for a longer trial period? The Committee has given no formal study to this matter since the passage of Senate Bill No. 299.