

MAINE STATE LEGISLATURE

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STATE OF MAINE
LEGISLATIVE RESEARCH COMMITTEE

**Reports
to the
ONE HUNDRED AND FOURTH LEGISLATURE
Volume Two**

January, 1969

Legislative Research Committee

Publication 104-20 (Vol. II)

LEGISLATIVE RESEARCH COMMITTEE

Senator Horace A. Hildreth, Jr., Falmouth, Chairman
 Resigned August 14, 1968
 Senator Kenneth P. MacLeod, Brewer, Chairman
 Elected September 19, 1968
 Representative Samuel A. Hinds, Vice Chairman

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Sam A. R. Albair, Caribou
 Armand Duquette, Biddeford
 Harvey Johnson, Smithfield
 Carlton D. Reed, Jr., Woolwich
 Appointed October 20, 1967
 Joseph Sewall, Old Town
 Appointed August 16, 1968
 Roger V. Snow, Jr., Falmouth
 Resigned October 18, 1967
 J. Hollis Wyman, Milbridge

From the House:

Ethel B. Baker, Orrington
 David B. Benson, Southwest Harbor
 Albert E. Cote, Lewiston
 William E. Dennett, Kittery
 Louis Jalbert, Lewiston
 Emilien A. Levesque, Madawaska
 Harrison L. Richardson, Cumberland Center
 Raymond M. Rideout, Jr., Manchester
 Rodney E. Ross, Jr., Bath

Ex Officio:

Joseph B. Campbell, Augusta
 President of the Senate
 David J. Kennedy, Milbridge
 Speaker of the House

Office of Legislative Research:

Samuel H. Slosberg, Gardiner, Director
 David S. Silsby, Augusta, Assistant Director

Office of Legislative Finance:

Frederick W. Kneeland, Augusta, Finance Officer
 Resigned July 12, 1968
 William H. Garside, Augusta, Finance Officer
 Appointed July 17, 1968
 Samuel A. Hinds, Assistant Finance Officer
 Appointed November 20, 1968; Effective, January 1, 1969

LETTER OF TRANSMITTAL

January 15, 1969

To the Members of the 104th Legislature:

As Chairman of the Legislative Research Committee of the 103rd Maine Legislature it is with great pride and pleasure that I present a cumulation of findings and recommendations that we as a Committee have developed on our assigned subjects during the past biennium.

This, the second of three volumes, designated as Legislative Research Committee publication 104-20 (Vol. II), combines in a single publication the findings and recommendations developed in nine specific areas of study which are individually reported in committee publications numbered 104-11 through 104-19.

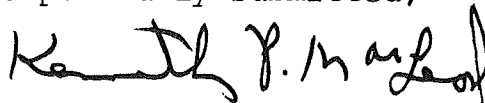
On behalf of the Committee and myself, I would like to take this opportunity to extend our grateful appreciation to Horace A. Hildreth, Jr., formerly our Committee Chairman, to Roger V. Snow, Jr., a former member of the Committee and to Frederick W. Kneeland, the former Legislative Finance Officer, each of whom resigned during the interim after having so faithfully served this Committee.

I also extend, on behalf of the entire Committee, our sincere gratitude and appreciation to the Committee, staff, to the news media and to the many private citizens, organizations and employees of the State, without whose endless cooperation and dedicated

service the Committee could not have reached its conclusions.

The members of the Committee further wish to express their appreciation for being chosen to participate in these assignments and sincerely hope the reports contained herein will prove of benefit to the Members of the Legislature and the people of the State of Maine.

Respectfully submitted,

A handwritten signature in black ink, reading "Kenneth P. MacLeod". The signature is written in a cursive style with a large, stylized initial "K".

KENNETH P. MACLEOD, Chairman
Legislative Research Committee

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STATE OF MAINE
LEGISLATIVE RESEARCH COMMITTEE

REPORT ON
STATE PRINTING
to
ONE HUNDRED AND FOURTH LEGISLATURE

JANUARY, 1969
Legislative Research Committee
Publication 104-17

SUBCOMMITTEE ON STATE PRINTING

CHAIRMAN - J. Hollis Wyman

VICE CHAIRMAN - Ethel B. Baker

Albert E. Cote

Harvey Johnson

Emilien A. Levesque

Horace A. Hildreth, Jr., Ex Officio

Kenneth P. MacLeod, Ex Officio

ORDERED, the House concurring, that the Legislative Research Committee be and hereby is directed to study all phases of State printing and to report its findings and recommendations to the 104th session of the Legislature, and be it further ORDERED, notwithstanding any other legislative orders, that with respect to such part of the State printing as pertains to the Legislature, that the Legislative Research Committee be and hereby is authorized to implement any and all recommendations relating thereto, which in its judgement is for the best interests of the Legislature and the people of the State of Maine.

With the advance technology of our time many unique innovations are being proposed regarding the use of electronic and computerized equipment in the legislative process. Even though still in its infancy, data processing and computer technology of assistance to State Legislatures has now found practicable application within the following categories: Status and history of legislation, statutory retrieval, bill drafting, budget and fiscal information, legislative indexing and more recently, legislative printing.

The Legislative Research Committee having been assigned by legislative order to study state printing, with additional authority specifically provided to implement any and all recommendations pertaining to legislative printing, was particularly interested in developing a more informed view in the latter category. However, the course of committee study was directed in both areas. The early part of the study was devoted to State Government printing and was followed by a survey of legislative printing.

STATE GOVERNMENT PRINTING

After an organizational meeting on August 16, 1967, the Committee held its second meeting with the Division of Public Printing of the Bureau of Purchases on October 18, 1967. At that time the Committee examined the functions and duties of the Public Printing Division, with special emphasis on the effectiveness of the competitive bidding system, and the degree of judgment and control exercised by the division office in serving the printing needs of this State.

The Committee met again on February 15, 1968 to plan its agenda in preparation for a public hearing held April 17, 1968, to which all commercial printers of the State were invited to express their views relative to State Government printing. Testimony received at the hearing indicated that there was a growing concern on the part of commercial printing firms over methods of listing bidders, awarding bids and jobs going to out-of-state firms. Further testimony was presented to show that the Division of Public Printing does not actively do any printing but only serves as a clearing house for printing requests from all departments. Anyone who wants to bid on state work is given that opportunity to demonstrate their ability and listed accordingly. Where no returns are made after being sent 3 offers to bid, the policy of the division has been to remove the firms from the bid list. The printing division's volume runs between 200 and 250 bids for printing per year and, with no exception, the low bidder has always been awarded the job. However, the division does not send any firm bid forms unless they feel a company is capable of doing the job. Three qualifications are considered by the division prior to putting out bids: (1) quality (2) price and (3) delivery. Of the 60 to 80 printers in the State, there are some who are not interested in state work, others that find it necessary to pass up such work when it conflicts with other jobs. Many firms have a limited capacity due to their size and types of equipment. Only in instances calling for a highly specialized work, not available in the State, are jobs sent to out-of-state printing firms.

The Committee suggested, at the close of the hearing, that proper administrative action be taken to send bids to all printers each time so that they may judge whether they wish to place bids or not, and in either event their names should not be removed from the bid list.

In concluding this phase of study, the Committee believes that through its deliberations and close association with the State Printer, and to some extent the commercial printers, a deeper understanding has been reached through the mutual exchange of views which can lead to greater improvements in the administration, economy and public relations of State Government printing under the competitive bidding system.

LEGISLATIVE PRINTING

Legislative printing is unique only unto itself and knows no bounds. Commercial printers, capable of handling such volumes of printing on a biennial basis, are far from numerous. Overnight delivery schedules are next to impossible to meet by the average printer. Only those willing to develop a systemized and coordinated approach can even attempt such work. Unpredictable scheduling of legislative activities can amount to chaos in the tight production schedule of most printers. Skilled work forces retained by printers for such occasions are subject to layoffs when an unpredictable Legislature suddenly adjourns or recesses. In spite of the overnight service, the quality of legislative work is held to high standards of accuracy, legibility and composition. Upon notice of emergency, few printers can toss aside private customers to meet the demand. Consequently, for these reasons,

the costs for legislative printing run high.

Over the years, the Daily Kennebec Journal of Augusta, has organized a service of manpower, equipment and facilities to meet each legislative occasion. Since this service is tailored with know-how, quality of performance and sense of timing felt so necessary in the conduct of legislative affairs, legislative printing has been turned over to the Kennebec Journal session after session, with one brief interruption in 1963, for the session laws only, at a cost per session of now well over \$200,000.

Problems in procuring legislative printing have become so acute in some states that they have involuntarily gone into the printing business. This is especially true where costs are prohibitive or the volume of work has outgrown the capabilities of commercial printers.

Aware of such volume and rising cost factors, the International Business Machines Corporation has entered the field of legislative printing through the development of versatile and sophisticated composing equipment for lease or purchase by State Legislatures. Through the use of an IBM Magnatic Tape Selectric Typewriter and composer system it is claimed that a trained operator can produce camera-ready copy at far less time and expense than conventional printing methods. Once having produced camera-ready copy, the State is in a better bargaining position to solicit bids and have the work printed with speed of offset press.

To demonstrate their capabilities, a survey was undertaken by IBM Office Products Division personnel from Portland, Maine and Washington, D. C., in conjunction with the Legislative Research

Study Committee to determine the feasibility of using such equipment to serve the printing needs of the Maine Legislature. Hearings were held on August 14th and October 16th, 1968 and a mobile unit routed to the State Capitol on two occasions to view the so-called "hardware." The survey revealed that legislative printing of the proof sheets of the Legislative Record (horse blanket) and legislative documents could be processed faster, more accurately and more economically by installation of the IBM typewriter and composer system. For the actual survey results see Appendix I.

At the conclusion of this survey and deliberations on proposals, and alternate proposals including an IBM training session that followed, the Legislative Research Committee took the position that there was little question as to the vast potential of such equipment, but felt that within the limits of the area surveyed, the proposed system was well beyond the existing needs of the Maine Legislature. In reaching this decision the Committee regrets that time did not permit further experimentation which now must be left to the future. In view of the foregoing, the Committee can only submit that there is great satisfaction in knowing that an alternative system for legislative printing is available should present needs change or should the State suddenly be involuntarily placed in the printing business due to exorbitant costs.



APPENDIX I

International Business Machines Corporation

555 Forest Avenue
Portland, Maine 04104
207/774-5611

October 16, 1968

Legislative Research Committee
State of Maine
Augusta, Maine

The ever increasing volumes and subsequent costs of legislative printing make it important to consider new methods and equipment which can handle increased volumes at lower costs.

As a result of our study, we recommend five Model V Magnetic Tape Selectric Typewriters (MT/ST), two Model IV MT/ST's, two Model II MT/ST's, and two IBM Magnetic Tape Selectric Composer Systems. We feel that such a system will be the answer to your present and long range composing needs.

Such a recommendation would not have been possible without the cooperation of the Legislative Finance and Research Departments, as well as various other State Officials. Their suggestions have been most helpful and greatly appreciated.

We have worked toward solving these problems:

1. Preparing the Horse Blanket and legislative documents with speed, accuracy, and neatness in camera ready form.
2. Reduction of Printing Costs
3. Optimum efficiency from existing personnel, with the possible hiring of one new typist.

In summary, we recommend this equipment to enable you to process your legislative printing faster, accurately, and more economically. Your approval of our recommendations will enable us to begin to plan delivery and installation of your system.

Sincerely,

Arthur M. Burton, Jr.,
Sales Representative

G. A. Parr, Branch Manager
Office Products Division

AMB/jb

Enclosure

PRESENT SYSTEM

Proof Sheets of Legislative Record (Horse Blanket)

At present, three typists in the House and two in the Senate type rough drafts of the daily dialog of the two Chambers. This material is typed on regular typewriters and must then be sent to a printer to be set in hot type and then printed. 400 copies are sent to the House and Senate with errors still included. After the session is concluded, the Horse Blanket is proofed, corrected, and printed as the legislative record. The cost of composing and printing the Horse Blanket for the 1967 Session was \$10,025.50. The cost of composing and printing the legislative record for the same session was \$51,259.99, for a total of \$61,285.49.

Legislative Documents

Legislative documents are drafted in the Legislative Research Department. Approximately 60% of them are completely typed by three typists in the Department. The remaining 40% are assembled by two girls using the cut and paste method. The document is then assigned a number and committee and sent to a printer who prints approximately 1,000 copies. These are sent to the House and Senate for action. Once the bill has been engrossed, it is sent to the printer, with amendments, reset and reprinted. The bill is then enacted and sent to the Governor for signature. Of some 1744 legislative documents submitted in the 103rd Legislature, just over 700 were enacted. The cost of composing and printing legislative documents for the 103rd Legislature was \$78,383.90.

PROPOSED SYSTEM

Proof Sheets of Legislative Record (Horse Blanket)

An IBM Model V Magnetic Tape Selectric Typewriter will be used by the reporters to transcribe the day's proceedings from their shorthand and dictation equipment. On the IBM Magnetic Tape Selectric Typewriter, simultaneous to producing a rough copy, a magnetic tape copy is prepared. Instead of sending the rough copy to the printers for typesetting, the magnetic tape copy will be run through an IBM Composer System and a camera ready copy will then be sent to the printer. Under the proposed system, your printer will only have the responsibility of actual press time. Under this system, we are convinced that we will be able to cut off a considerable amount of time in the production of your horse blanket. At present, during the latter part of the legislative session, your Horse Blanket is as much as four or five days behind and with the help of the IBM Composing System, we will be able to cut down considerably on this. The original magnetic tape copy prepared at the initial stage of transcription by your reporter will also be used to produce your final legislative record. The rough copy, in the form of the Horse Blanket, will be proofed and corrected and, by means of a correction tape, produce final camera ready copy on the IBM Composing System.

Legislative Documents

We propose that all bills are drafted through the Legislative Research on IBM Magnetic Tape Selectric Typewriters. There will no longer be any cutting and pasting of bills but all bills will be retyped completely. As they are completely retyped by the Legislative Research, we will have a magnetic tape copy of this initial bill. At present, you have three typists already typing a major portion (60%) of your bills. 40% of your bills are presently produced on a cut and paste method. By drafting all your bills on an MT/ST, we feel there is no longer a necessity to have your initial bill printed by an outside printer. A typewritten copy of a proposed bill will be supplied to each Legislator. This is, at present, done by a number of States, including Texas, Tennessee and Louisiana. The savings here are typesetting done by your printer. After the bill has gone through the House and Senate and is engrossed, we are using the original magnetic tape copy and after editing, proof-reading, and correcting, it will be run through the Composer for final camera ready copy. It will then be sent to your printer for running off on his press, and be enacted and signed by the Governor.

TOTAL COST OF PROPOSED SYSTEM

	LEASE	PURCHASE
5 Model V MT/ST's		
@\$100.50 ea. (Lease)	\$502.50	
@\$4,275.00 ea. (Purchase)		\$21,375.00
2 Model II MT/ST's		
@\$187.00 ea. (Lease)	\$374.00	
@\$7,690.00 ea. (Purchase)		\$15,380.00
2 Model IV MT/ST's		
@\$254.00 ea. (Lease)	\$508.00	
@\$10,435.00 ea. (Purchase)		\$20,870.00
2 Composing Systems		
@\$365.00 ea. (Lease)	\$730.00	
@\$13,100.00 ea. (Purchase)		\$26,200.00
<p>The above prices do not include shipping charges. Prices are effective through June 30, 1969.</p>		
Magnetic Tapes (Estimate of Initial Requirements -500)		
@\$12.00 ea.		\$ 6,000.00

COST JUSTIFICATION

Printing Costs:

Horse Blanket (Proofs)	\$10,025.50
Legislative Record	\$51,259.99
Total	\$61,285.49

Typesetting Savings(50%) \$30,642.75

Annual Rental of:

5 - Model V MT/ST	
2 - Composer Systems	\$14,784.00

Purchase of Above \$47,575.00

Printing Costs:

Legislative Documents	\$53,882.00
Engrossed Acts & Resolves	\$24,501.90
Total	\$78,383.90

Typesetting Savings (50%) \$39,191.95

Annual Rental of:

2 - Model IV MT/ST	
2 - Model II MT/ST	\$10,584.00

Purchase of Above \$36,250.00

The SPEAKER: The Speaker's secretary has just asked me to say that she has been remiss in the past in not passing on to the Speaker information relative to one of the dear members of this House. On June 24 last Representative Baker of Orrington and Mr. Baker celebrated their fortieth wedding anniversary, and judging from Mrs. Baker's charming personality we know the forty years were happy ones and it is our wish that the Bakers may enjoy many more happy anniversaries. (Prolonged applause, the members rising)

The SPEAKER: The Speaker's secretary has just asked me to say that she has been remiss in the past in not passing on to the Speaker information relative to one of the dear members of this House. On June 24 last Representative Baker of Orrington and Mr. Baker celebrated their fortieth wedding anniversary, and judging from Mrs. Baker's charming personality we know the forty years were happy ones and it is our wish that the Bakers may enjoy many more happy anniversaries. (Prolonged applause, the members rising)

Passed to Be Enacted
Bond Issue

An Act to Authorize Bond Issues
in the Amount of \$6,380,000 to
Provide Funds for School Building
Construction under the Provisions of