

LEGISLATIVE PRINTING:
REQUIREMENTS AND COSTS

March 1971
Russell W. McDonald
Legislative Counsel

BULLETIN NO. 102*

*Bulletin No. added 9-21-72

LEGISLATIVE PRINTING: REQUIREMENTS AND COSTS

1. Investigation ordered.

On October 15, 1969, following receipt of a legislative fund status report by the legislative counsel (a copy of which is attached as Exhibit A) the legislative commission directed the legislative counsel to investigate, in cooperation with the superintendent of the department of state printing, possibilities of economic savings in legislative printing, closer controls on legislative printing, and desirable statute and rule changes, and report the results of the investigation to the legislative commission.

2. Who may order legislative printing.

The standing rules of the houses, the joint standing rules and various statutes appear to invest the chief clerk of the assembly, the secretary of the senate and the superintendent of the department of state printing with authority to order legislative printing.

Senate Standing Rule 5 reads:

One thousand copies of all bills and resolutions of general interest shall be printed for the use of the Senate and Assembly, and two hundred and fifty copies of such as are of only local interest; also such other matter shall be printed as may be ordered by the Senate.

Joint Standing Rule 6 reads:

The Standing Committees on Printing of the two Houses shall be a Joint Standing Committee, who shall examine all matters proposed to be printed by concurrent order, and shall report what part of such matter is needful to print. Each House may order the printing of bills introduced, reports of its own committees, and other matter pertaining to such House only; but no other printing shall be ordered except by a concurrent resolution passed by both Houses.

NRS 218.290 provides that the superintendent of the department of state printing shall print as many copies of every bill, resolution or fiscal note for any bill introduced in either house of the legislature as shall be authorized by the secretary of the senate and the chief clerk of the assembly.

NRS 218.460 authorizes the superintendent of the department of state printing "to print a sufficient number of bills and legislative publications" to supply all requests for mailing or distribution, together with such number as may be necessary for legislative requirements; he is directed to fix the cost thereof and deposit the receipts to the state printing fund.

NRS 218.470 and 218.490 direct the chief clerk of the assembly and the secretary of the senate to determine the number of printed copies of the daily journals and daily histories necessary for their respective houses.

During the 1971 legislative session the department of state printing has printed 2,250 copies of each bill introduced: 250 copies on white paper and 2,000 copies on newsprint. On one occasion the chief clerk of the assembly ordered 300 extra copies of a bill, describing it as a "hot item."

Examination of the above quoted and cited rules and statutes demonstrates that no limits on numbers of printed bills and resolutions are specifically set or adhered to, and suggests that some corrective legislation and rule amendments may be in order.

3. Legislators' individual printing.

The legislators' printing allowances set at \$60 for a specific statutory period enacted in 1969 appears to be unrealistic. Rather than set a statutory money limit perhaps the statute (NRS 218.225) should set maximum quantities. The statute should also allow a legislator, after expending the statutory authorization, to order from the department of state printing such amounts as may be personally necessary but be individually responsible for those costs, which when paid would be deposited in the state printing fund.

4. Comparison of various methods of reproduction.

The legislative counsel conducted a study to determine whether a method could be found to reduce the printing costs of legislative bills, and at the same time maintain the excellent service the legislature has been receiving from the department of state printing. Anything less could conceivably increase the number of days the legislature is in session. With daily legislative costs of \$8,000 to \$10,000 there would have to be a substantial savings in printing costs not only to save money but also to break even. The study concerned itself mainly with the letterpress (hot type) process versus the photo-offset (cold type) process, although two different methods of preparing photocopy were considered.

(a) Letterpress (hot type). This process has been in use in the state printing office for many years and has many good points, mainly because of the many times the type is used. First, it is used for the original printing of the bill, next for reprints, then for enrollments, and finally for the bound volume of the Statutes of Nevada. Due to the fine spirit of cooperation between the Legislative Counsel Bureau and the superintendent of the department of state printing, every step from the typing of the original manuscript, the preparation of reprint copy and copy for enrollment, to the finished product, has been worked out to a high degree of efficiency. The state printing plant appears to be adequately equipped to handle the legislative workload if this process is continued. An example of a page produced by the letterpress (hot type) process permitting 50 lines per page is attached as Exhibit B.

(b) Photo-offset (cold type). Several types of equipment which produce photocopy were considered and rejected, since none seemed to fit Nevada's particular needs. The operation of this equipment requires highly trained personnel, backup units to insure that deadlines are met, and additional floor space would be necessary.

A time and motion study was made of a plan whereby the typing would be specially prepared so that copy could be delivered to the printer ready to be photographed and printed, thereby eliminating all type-setting and proofreading at the state printing office. An example of the finished product using this process is included in this report as Exhibit C. While this method would not require the purchase

of more than a few additional typewriters, it would require additional typists and their specialized training. Also, typing costs would increase by at least \$1 per page.

The most serious obstacle in considering adopting this process is that the department of state printing would require additional floor space and equipment totaling approximately \$343,700, broken down as follows:

Equipment

1 25 x 38 press.....	\$120,000
1 M 29 press.....	35,000
1 14 x 20 press.....	22,000
1 30 x 40 contact printer.....	2,500
1 film processor.....	15,000
20 film storage cabinets at \$300.....	6,000
1 30-inch camera.....	25,000
	<u>\$225,500</u>

(This equipment would be used by the printer for other than legislative work at least half of the time so only a small part of the initial cost was considered as a charge against this process.)

Floor Space

Approximately 3,000 square feet at an estimated cost of \$118,200.

(c) Copying machines. This process was explored and rejected. While the cost per page of reproducing the bill copy was within an acceptable price range, the problems to be encountered in completing the process are many. Daily bill introduction in the two houses varies from 10 to 50 bills a day. If we assume an average of 20 bills of eight pages each and a run of 800 copies, this would mean the processing of 124,000 pieces of paper. This would require at least six copying machines working 12 to 14 hours per day. The minimum related equipment that would be required in an operation of this kind would be a collating machine, a three-head drill and two stapling machines. These machines are expensive and could not be operated by clerical personnel.

On the days that bill introduction reached 50, the workload would be impossible to handle. Another problem would be the requirement of additional floor space, which is not available. The bill books would have to be much larger, there would be many more of them, and they would not fit in the new legislative desks.

5. Printing rates and legislative desk time lags.

The audit of the department of state printing recently concluded by the fiscal analyst demonstrates the lack of control which the legislature and its legislative agency have over invasions into the legislative fund. During the course of the study it was developed that, due to time lags in transmitting copy to the printer by one of the legislative desks, several thousands of dollars were paid from the legislative fund for overtime or "waiting" time in the state printing office. Immediate transmittal of available copy to the printer would effect a savings and full utilization of personnel in the state printing office.

In February 1971 the superintendent of state printing made adjustments in printing rates. These changes are illustrated in the schedule attached as Exhibit D. The present overhead rate is 70 percent and is subject to current review.

6. Reduction of mailing lists.

There are several reasons for the rapidly rising costs of legislative printing, but the main reason and the one that could be the most easily corrected is the rapidly growing mailing list of persons who receive free copies of bills, histories and journals. Reducing the number of names on the mailing list would not only effect a savings in printing costs but would lower the cost of operating the mail room by reducing labor and postage expenses.

Outside of the imposition of legislative self-discipline on the number and manner of introduction of legislative bills, the best way to effect a savings is to reduce the number of copies of each bill printed. Instead of printing 2,250 copies, as was done in 1969 and is being done in 1971, it is recommended that only 800 copies be printed. In 1969, 1,350 individuals received free copies of legislative bills and documents. Based on the number of pages (5,912) printed in 1969, the reduced number of printed copies would have provided a savings of \$20,214. Estimating the number of pages to be printed in 1971 to be 7,000, the savings would be \$26,324.

7. Recommendations.

It is recommended that:

(a) The existing method of printing (the letterpress method) be continued in use.

(b) The statute authorizing legislators' individual printing be amended to allow maximum quantities and for payment by the individual legislator when he exceeds the statutory allowance.

(c) The numbers of copies of items to be printed and paid for by the legislative fund not exceed the following amounts:

	<u>No. of copies</u>
Senate and assembly bills	800
Daily histories	800
Daily journals	800

(d) The distribution of copies of bills, daily histories and daily journals to persons without charge by the state printing office mail room be limited to the following:

(1) Each legislator may request that copies be sent to as many as five designees without charge.

(2) State agencies may receive two copies each without charge.

(e) NRS 218.460 be amended to:

(1) Change instructions to the superintendent of the department of state printing to limit the number of copies to be printed and distributed without charge.

(2) Provide that the legislative fund pay only for the printing and mailing costs for the numbers set forth in recommendation (d).

Legislative Fund Status Report

1. Legislative Fund

The legislative fund was created in 1961 as a continuing fund for the use of the legislature. Its sources are appropriations from the general fund. Authorized expenditures from the fund are:

- (a) Compensation of legislators.
- (b) Per diem, travel and telephone expenses of legislators.
- (c) Contributions for legislators' retirement.
- (d) Printing, postage and newspaper allowances for legislators.
- (e) Compensation of legislative officers and employees.
- (f) Per diem expense allowances of the secretary of the senate and the chief clerk of the assembly.
- (g) Costs of legislative printing.
- (h) Purchase of necessary supplies and equipment.
- (i) Payment of routine operating expenses.
- (j) Other expenditures directed by concurrent resolution.

Moneys in the legislative fund are paid out on claims approved by the director of the legislative counsel bureau.

The balance of the legislative fund on January 1, 1969 was \$99,500. The sum of \$733,026 was appropriated to the fund during the 1969 legislative session: \$250,000 on January 23, 1969; \$150,000 on March 17, 1969; and \$333,026 on April 15, 1969. The total sum thus available from January 1, 1969, to the 3rd Monday in January 1971 was \$832,526. The balance remaining in the legislative fund on September 26, 1969 was \$70,675.70.

The director of the legislative counsel bureau has recommended in the past that a working balance of \$100,000 be maintained in the legislative fund. The standing committees on finance and ways and means have accepted this recommendation and in 1969, based upon facts then available, appropriated a sum believed to be sufficient to maintain the recommended working balance. However it now appears there will be insufficient moneys in the legislative fund to pay outstanding and estimated obligations prior to January 1971. Because of the low balance on September 26, 1969, there is still unpaid and due the department of state printing the sum of \$30,893.09. Estimated costs of printing yet to be paid from the legislative fund total \$52,652.31, detailed as follows:

Index to Statutes of Nevada 1969.....	\$1,092.75
Senate Journal.....	9,660.24
Assembly Journal.....	10,128.81
Statutes of Nevada 1969.....	21,964.39
Receipt Books.....	224.25
Forms.....	113.56
Bill Book Covers.....	4,565.25
	\$52,652.31

The total demands on the legislative fund for printing done and to be done will be \$83,545.40. The present balance of the legislative fund is \$70,675.70. The deficit will be \$12,869.70.

2. 1969 Legislative Session Printing

The sum of \$291,903.87 was incurred for printing for the 1969 legislature (all of which has been paid but the sum of \$30,893.09):

Advance Sheets.....	\$2,722.46
Bill Book Covers.....	527.94
Bill File Cards.....	27.67
Bills, Resolutions, Histories, Journals.....	276,678.82
Certificates for Histories, Journals.....	20.00
Committee Lists.....	156.92
Conference Committee Amendments.....	44.44
Desk Cards.....	126.53
Floor Plan.....	13.32
Forms, Various.....	2,276.25
Handbooks.....	1,976.16
Index to 1969 Statutes.....	669.61
Legislators' Printing.....	4,270.99
Legislative Manuals.....	2,018.31
Organization Charts.....	189.83
Parking Permits.....	14.32
Paper, Drilling.....	31.22
Personnel Lists.....	144.08

3. Analysis and Recommendations

NRS 344.110 provides that the superintendent of the department of state printing shall determine the charge to be made for all printing and binding and shall fix a price from time to time that will cover all costs of material and doing the work.

NRS 344.095 requires that the construction costs of \$590,017 for the state printing office and plant be repaid over a 20-year period at 3 percent interest from the state printing fund to the general fund. The following comparative printing costs for the 1967 and 1969 legislative sessions demonstrate, in part, the reasons for the present difficulties of the legislative fund. Costs increased during the 1969 session almost 100 percent, and the then superintendent of state printing "discounted" the 1967 legislative printing costs in the amount of \$62,598.93. The number of bills and resolutions introduced in the 1969 session increased by 322.

1967 Session

1969 Session

In 1967 there were 1,257 Bills

In 1969 there were 1,579 Bills

Senate and Assembly Bills and Resolutions:

There were 1,600 each of 4,211 pages, making total pages printed 6,737,600 at a cost per individual page of .005625 (and a cost per page per run of \$9.00), for a total cost of \$37,899.00.

There were 2,255 each of 5,912 pages, making total pages printed 13,331,560 at a cost per individual page of .008125 (and a cost per page per run of \$18.32), for a total cost of \$108,318.93.

Amended Bills Reprinted:

There were 1,600 each of 3,054 pages, making total pages printed 4,886,400 at a cost per individual page of .003437 (and a cost per page per run of \$5.50), for a total cost of \$16,797.00.

There were 2,255 each of 3,916 pages, making total pages printed 8,830,580 at a cost per individual page of .004963 (and a cost per page per run of \$11.19), for a total cost of \$43,826.17.

Enrolled Bills:

There were 300 each of 2,426 pages, making total pages printed 727,800 at a cost per individual page of .01333 (and a cost per page per run of \$4.00), for a total cost of \$9,704.00.

There were 400 each of 2,802 pages, making total pages printed 1,120,800 at a cost per individual page of .019261 (and a cost per page per run of \$7.70), for a total cost of \$21,587.73.

Senate and Assembly
Daily Histories:

There were 750 each of 2,670 pages, making total pages printed 2,002,500 at a cost per individual page of .006666 (and a cost per page per run of \$5.00), for a total cost of \$13,350.00.

There were 850 each of 3,580 pages, making total pages printed 3,043,000 at a cost per individual page of .009627 (and a cost per page per run of \$3.18), for a total cost of \$29,294.96.

Senate and Assembly Daily
Journals:

There were 900 each of 1,846 pages, making total pages printed 1,661,400 at a cost per individual page of .006666 (and a cost per page per run of \$6.00), for a total cost of \$11,076.00.

There were 1,000 each of 2,390 pages, making total pages printed 2,390,000 at a cost per individual page of .009628 (and a cost per page per run of \$9.63), for a total cost of \$23,010.92.

Subtotal Billing	\$88,826.00	\$226,038.71
1967 Printing costs were discounted by	62,598.93*	
Mailing Room costs	19,956.45	27,955.37
Cost of Stock:	.00**	9,561.78
	<u>\$171,381.38</u>	<u>\$263,555.86</u>

* This figure arrived at from daily time legislative cards.

** 1967 paper costs were included in above figures.

A preliminary discussion of the problem with the acting superintendent of the department of state printing reveals:

(a) "Discounting" of legislative printing costs has been carried on over the past years.

(b) The legislative mailing room perhaps should be a function of the legislative counsel bureau. During the 1969 session the mailing list started at 1,600. On adjournment it had grown to 2,200.

(c) Many legislators and executive departments have requested and received at the expense of the legislative fund a large number of bills and other legislative publications without the knowledge or consent of the legislature.

It is recommended that the legislative counsel be directed to consult with the superintendent of the department of state printing and make joint recommendations to the legislative commission for statute amendments to impose closer controls and effect economies in legislative printing.

October 9, 1969

Russell W. McDonald
Legislative Counsel

Example of page produced by letterpress (hot type) process which permits 50 lines per page.

1 was not entitled. If, after notice to the employee and a hearing, the com-
2 mission determines that an employee has in fact taken sick or disability
3 leave to which he was not entitled, the commission may order the for-
4 feiture of all or part of the accrued sick leave of such employee.

5 SEC. 12. NRS 284.360 is hereby amended to read as follows:

6 284.360 1. Any person holding a permanent position in the classi-
7 fied service may be granted a leave of absence without pay. Leave of
8 absence may be granted to any person holding a position in the classified
9 service to permit acceptance of an appointive position in the unclassified
10 service.

11 2. Any person in the unclassified service, except members of the
12 academic staff of the University of Nevada ~~U.N.~~ System, may be granted
13 by the appointing authority a leave of absence without pay for a period
14 not to exceed 6 months.

15 3. Officers and members of the faculty of the University of Nevada
16 System may be granted leaves of absence without pay as provided by the
17 rules and regulations prescribed pursuant to subsection 2 of NRS 284.-
18 345.

19 SEC. 13. NRS 287.045 is hereby amended to read as follows:

20 287.045 1. Every state officer or employee who is employed on a
21 permanent and full-time basis on July 1, 1963, shall be eligible imme-
22 diately to participate in the state's group insurance program.

23 2. Except as provided in subsection 3, every officer or employee of
24 the state who commences his employment after July 1, 1963, shall be
25 eligible to participate in such program upon the completion of 90 days of
26 full-time employment.

27 3. ~~University of Nevada professional employees~~ Professional
28 employees of the University of Nevada System with annual employment
29 contracts shall be eligible to participate in such program upon the effective
30 dates of their respective employment contracts.

31 4. Every officer or employee who is employed by a participating
32 public agency on a permanent and full-time basis on the date such
33 agency enters into an agreement to participate in the state's group insur-
34 ance program, and every officer or employee who commences his employ-
35 ment after that date upon completion of 90 days of full-time employment,
36 shall be eligible to participate in the state's group insurance program.

37 SEC. 14. NRS 324.030 is hereby amended to read as follows:

38 324.030 1. The selection, management and disposal of such land
39 shall be vested in the state commission of industry, agriculture and irriga-
40 tion, which is hereby created, consisting of the state engineer, the director
41 of the state department of conservation and natural resources and the
42 dean of the college of agriculture of the University of Nevada ~~U.N.~~ System.

43 2. The commission may sue and be sued in any action at law brought
44 under the provisions of this chapter in the name of "The State Commis-
45 sion of Industry, Agriculture and Irrigation."

46 SEC. 15. NRS 333.020 is hereby amended to read as follows:

47 333.020 The following words shall have the following meaning within
48 the purview of this chapter, and shall be so construed:

49 1. "Chief" means the chief of the purchasing division of the depart-
50 ment of administration.

Example of printed bill if photo copy is prepared on a typewriter and reduced by 37%. The average page would permit 37 lines.

A. B. 35

ASSEMBLY BILL NO. 35--COMMITTEE ON COMMERCE

January 21, 1969

-----O-----
Referred to Committee on Commerce

SUMMARY--Authorizes investment of certain public funds in bonds of International Bank for Reconstruction and Development and the Inter-American Development Bank. Executive estimate of cost: None. (EDR 31-55)

-----O-----
Explanation--Matter in italics is new; matter in brackets [] is material to be omitted.

AN ACT relating to the investment of public funds; providing for investment in bonds of the International Bank for Reconstruction and Development and the Inter-American Development Bank; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND ASSEMBLY,

DO ENACT AS FOLLOWS:

- 1 Section 1. NRS 244.9205 is hereby amended to read as follows:
- 2 244.9205 1. The county may provide that proceeds from the sale
- 3 of bonds and special funds from the revenues of the project shall be
- 4 invested and reinvested in such securities and other investments,
- 5 whether or not any such investment or reinvestment is authorized
- 6 under any other law of this state, as may be provided in the pro-
- 7 ceedings under which the bonds are authorized to be issued, including
- 8 but not limited to:
- 9 (a) Bonds or other obligations of the United States of America.
- 10 (b) Bonds or other obligations, the payment of the principal and
- 11 interest of which is unconditionally guaranteed by the United States
- 12 of America.
- 13 (c) Bonds of the International Bank for Reconstruction and Devel-
- 14 opment and the Inter-American Development Bank, if no such bonds are
- 15 in default as to payment of principal or interest at the date of such
- 16 investment.
- 17 (d) Obligations issued or guaranteed as to principal and interest
- 18 by any agency or person controlled or supervised by and acting as
- 19 an instrumentality of the United States of America pursuant to
- 20 authority granted by the Congress of the United States of America.

LEGISLATIVE PRINTING
COMPARATIVE SCHEDULE OF PRINT SHOP RATES

		<u>1969 Legislature</u>		<u>Rates Feb. 1, 1971 (1)</u>		<u>Rates Feb. 8, 1971 (1)</u>	
		<u>Regular</u>	<u>Overtime</u>	<u>Regular</u>	<u>Overtime</u>	<u>Regular</u>	<u>Overtime</u>
<u>Dining Room:</u>							
Machine	(3)	\$.75	\$	\$.90	\$ 1.15	\$.90	\$ 1.10
Door	(3)	.75	(2)	.80	1.05	.80	1.05
Printing						.65	.80
<u>Freeding:</u>	(3)	.75	(2)	.70	.85	.66	.80
<u>Express:</u>							
Usage		.65		.60	.70	.50	.60
Handler & Price				.60	.70	.50	.60
Idelberg		.65		.65	.70	.55	.60
& V2	(3)	.45	(2)	.65	.70	.45	.60
ehle 29	(3)	.75	(2)	.95	1.00	.80	1.00
ehle 41				.95	1.00	.85	1.00
ehle 46	(3)	.80	(2)	.95	1.00	.85	1.00
Printing						.65	.80
<u>et:</u>							
keup		.70		.80	1.05	.80	1.05
ltilith		.65		.75	.90	.75	.90
ief				.75	.90	.75	.90
ehle 29		.80		.90	1.05	.90	1.05
Printing							
<u>ery:</u>							
n	(3)	.75	(2)	1.00	1.30	.95	1.15
eed-Klect				"		1.80	2.00
men	(3)	.45	(2)	.60	.80	.55	.70
Printing						.65	.80

- 1) Rates for Machines include factor for depreciation.
- 2) Overtime was charged Legislative fund only at time and a half and double time, depending upon the union agreement. This was for session work only.
- 3) Machines & cost centers used on 1969 Legislative Session work.