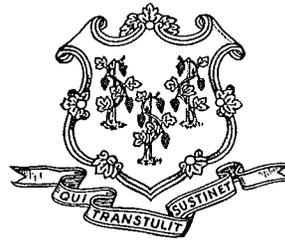


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State of Connecticut

SENATE

Chair
Higher Education & Employment
Advancement Committee

Member
Appropriations Committee
Education Committee
Internship Committee
Judiciary Committee

March 7, 2011

**Testimony to the Government Administration and Elections Committee
House Bill 5984: An Act Reducing Legislative Printing Costs**

Good morning Chairman Slossberg and members of the committee, and happy birthday Chairman Morin. My name is Beth Bye, and I am the State Senator for the 5th district, representing West Hartford, Farmington, Burlington and Bloomfield.

I am here today to testify in support of House Bill 5984, a bipartisan measure to reduce the fiscal and environmental impact of our day-to-day work at the General Assembly.

Each year, printed and bound copies of the general statutes or their addenda, the state register and manual, public acts, and summaries of public acts are delivered to each member of the General Assembly. And each year, for days or weeks after the delivery of these documents, hallways in the caucus offices become littered with boxes stuffed full of expensive material ignored by the vast majority of legislators and aides. Just one complete set of statutes costs around \$85 to print. Most of these sets are used as nothing more than as showpieces in office bookshelves – others remain in their boxes for months.

Current state law requires the delivery of these documents as well as the printing of hundreds of reports from other state agencies. We also require, by default, budget documents already available online to be produced.

Finally, each year, the General Assembly internally produces millions of pages of printed material. Lists of bills, file copies, the Bulletin, calendars, and journals are all produced at a rate far exceeding their need, given the availability of all of these documents on the CGA Web site.

In the year 2011, all of the printing I just described is no longer a necessity.

I understand that some legislators prefer paper documents to their electronic versions, which is why this proposal allows those individuals to continue to receive these documents by request at the beginning of each session. This proposal also allows for some official documents to be printed in minimal numbers for staff, such as attorneys who prefer to work with paper documents which can be easily annotated.

Paperless efforts in other states have resulted in a significant level of savings. In a four year period between 2007 and 2010, the Hawaii State Senate undertook a paperless initiative which caused printed pages to drop from 8.33 million in 2007, to 1.54 million in 2010. This 82 percent reduction in the amount of paper printed saved the state of Hawaii \$1.2 million dollars over two

years. This data does not include the sets of bound books I mentioned at the start of my testimony, indicating even more savings are possible.

I believe that in Connecticut, we have taken some responsible first steps to reduce our fiscal and environmental impact. Each legislator has a laptop which can be used in chamber, eliminating the need to print bills and amendments. Our legislative Web page updates continuously with each new fiscal note and amendment filed, allowing immediate access to new materials during the course of a floor debate. However, we underutilize these tools during the committee process leading up to floor sessions.

This bill, which covers nearly every type of document produced for this legislative body, will result in a measurable savings in both our Legislative Management budget and in the budgets of other agencies required to produce materials for the Assembly. In this year of a multi-billion dollar budget deficit, reducing our printing costs is a painless way to begin to reshape our government, if in only a small way.

I am open to input on this bill for copies that you feel are needed and would be happy to work with any committee member on this proposal. I urge the committee to support the underlying concept.

Thank you.

Location:

LEGISLATIVE BODIES - CONNECTICUT;



February 1, 2010

2010-R-0039

**PRINTING COSTS OF PUBLICATIONS PRODUCED
FOR THE GENERAL ASSEMBLY**

By: Terrance Adams, Legislative Analyst

You asked for information about the cost of printing certain publications produced for the General Assembly. Specifically, you wanted to know (1) what publications are required to be produced for the General Assembly by statute or special act, (2) how much it costs to print these publications, and (3) what other parties receive these publications.

SUMMARY

According to the Legislative Library, Connecticut General Statutes and special legislative acts mandate approximately 500 publications to be produced for the General Assembly in a given year. These range in scope from the complete set of Connecticut General Statutes to one-time reports by legislative task forces. By far the most costly publication is the 16-volume set of Connecticut General Statutes, which cost approximately \$ 490,000 to print in FY 09, followed by the State Register and Manual, which cost approximately \$ 75,000 in FY 09. However, beyond a handful of major publications, the printing costs for individual reports are generally not itemized.

Under CGS § 11-4a, reports produced for the General Assembly must be filed with the House and Senate clerks, Office of Legislative Research (OLR), and state librarian. Other recipients may include legislative committees, the governor, state and federal agencies, and municipalities. Some publications are offered for sale to the public, and some are available online.

REQUIRED PUBLICATIONS

According to the Legislative Library, Connecticut General Statutes and special legislative acts mandate approximately 500 publications to be produced for the General Assembly in a given year. These publications fall into three broad categories: (1) major publications, such as the Connecticut General Statutes and the State Register and Manual; (2) reports produced on a regular basis, such as an annual report by an agency; and (3) special one-time reports, such as the report of a legislative task force.

The Legislative Library reports that 419 reports are required to be produced regularly. The frequency of these reports varies, but most are produced annually. In addition, each year the General Assembly mandates a number of special, nonrecurring reports. In 2008, it passed legislation requiring 80 such reports. In 2007, it required 96.

PRINTING COSTS AND DISTRIBUTION

According to the Office of Fiscal Analysis (OFA), the state in FY 09 spent \$ 4,332,172 on printing and binding and \$ 249,381 on photocopying. These figures represent expenditures from the state's 10 operating funds. OFA notes that these line items generally reflect the cost of contracts with outside vendors and do not include agencies' internal printing costs.

Besides certain major publications described in the next section, agencies are generally unable to isolate the cost of printing individual reports. According to the Department of Administrative Services, agencies' internal printing costs are not uniformly accounted for statewide. Internal printing costs are often reflected in an office supplies line item, but this line item is an aggregate total of many supplies beyond paper and printing equipment, and agencies generally do not itemize the costs of mandated reports printed internally.

Under CGS § 11-4a, reports produced for the General Assembly must be filed with House and Senate clerks, OLR, and state librarian. For archival and recordkeeping reasons, the State Library and the House and Senate clerks generally require hard copy submissions of mandated reports. In addition, some major publications, such as the statute books, have their own specified distribution requirements, as described in the next section.

Beyond these printing requirements, agencies increasingly disseminate their reports electronically. A May 2009 executive directive from Governor Rell required state agencies to “cease printing all brochures, leaflets, annual reports, and similar communications or informational materials, unless such materials are required to fulfill a federal or state mandate.” This directive follows a 2003 executive order by then-Governor Rowland that directed state agencies and employees to make every effort to reduce printing costs and, whenever possible, to make information available electronically.

PRINTING COSTS OF SELECTED MAJOR PUBLICATIONS

Table 1 shows the FY 09 printing costs of certain major publications. Most of these publications are also available online.

Table 1: Printing Costs of Selected Major Publications

<i>Publication</i>	<i>FY 09 Printing Cost</i>	<i>Statute Requiring Publication</i>
General Statutes of Connecticut	\$ 489,921	CGS §§ 2-60, 2-61

Connecticut State Register and Manual	Approximately \$ 75,000	CGS § 3-90
Governor's Budget Documents	Approximately \$ 47,000 (total for 2009-2011 biennium)	CGS § 4-71
Public and Special Acts	\$ 46,356	CGS §§ 2-58, 2-61
OLR Summary of Public Acts	\$ 7,270	N/A
Legislative Guide	\$ 5,961	N/A
OFA Budget Book	\$ 5,372	N/A
Assembly Journals	\$ 4,663	CGS § 2-49
Legislative Record Index	\$ 4,663	CGS § 2-13

Source: Figure for State Register and Manual provided by Secretary of State's office. Figure for governor's budget documents is in vendor contract. All other figures provided by Office of Legislative Management

Connecticut General Statutes

The 16-volume set of the Connecticut General Statutes is by far the most expensive of the mandated publications to produce, with printing costs of \$ 489,921 in FY 09. The Legislative Commissioners' Office (LCO) currently publishes 5,402 complete sets of statute books annually and 3,962 individual volumes.

The secretary of state is required to distribute a complete set of the Connecticut General Statutes to a number of parties as follows:

1. 500 sets to the State Library for its general purposes and for exchange with other states and libraries;
2. 400 sets to the Judicial Department for the use by state-maintained courts, plus additional copies if certified as necessary by the executive secretary of the Judicial Department;
3. as many sets as necessary to state agencies for the performance of their duties;
4. one set each to the governor, lieutenant governor, treasurer, secretary of state, attorney general, comptroller, and adjutant general;
5. one set to each town clerk, probate court, municipal police department, assistant to the attorney general, and county law library; and
6. one set to each legislator, the House clerk, and the Senate clerk (CGS § 2-61).

State Register and Manual

The Secretary of State's Office estimated that it cost \$ 75,000 to print the State Register and Manual in FY 09. Under CGS §3-90, the secretary of state determines

the number of copies to be published in a given year and allocates these copies to federal, state, and municipal agencies. CGS § 7-35 requires town clerks to have the latest edition.

According to the contract with the vendor, 9,500 soft cover copies of the manual must be produced, as well as 500 hard cover versions and 15,000 copies of a 16-page color section. Under the contract, softbound copies of the Register and Manual are distributed as follows:

1. 3,205 to Connecticut's town clerks, each clerk receives between eight and 53 copies depending on the town's size;
2. 1,500 to the State Board of Education;
3. 545 to the Commission on Official Legal Publications;
4. 475 to the State Library;
5. 100 to the Attorney General's Office; and
6. all remaining softbound copies, along with the 500 hardbound copies, to the secretary of state.

Governor's Budget Documents

For the 2009-2011 biennium, the base cost for printing the governor's budget documents is approximately \$ 47,000, according to the vendor contract. The actual cost may be higher or lower depending on the number of pages and copies ultimately produced. These budget documents include the (1) biennial budget, (2) biennial budget summary, (3) biennial budget highlights, (4) governor's biennial economic report, (5) midterm budget adjustments, (6) midterm budget highlights, and (7) governor's midterm economic report. The most costly of these documents is the biennial budget, with a base cost of \$ 12,246 for 900 copies.

Public and Special Acts

The FY 09 printing cost of the public and special acts is \$ 46,356. According to LCO, 5,215 sets of Public and Special Acts are now produced annually. The distribution of the public and special acts, with some exceptions, is similar to that of the statute books, as described above.

Other Major Publications

Legislative Record Index. The Legislative Record Index cost \$ 4,663 to print in FY 09. Copies of the publication must be made available to representatives of the press, the State Library, the Governor, the secretary of state, the attorney general, and such other persons as the House speaker or Senate president may designate.

House and Senate Journals. Together, the House and Senate Journals cost \$ 4,663

to print in FY 09. By law, 375 copies of both the House and Senate journals must be published within three months of the end of the legislative session. One copy of each journal is certified to be the true record of proceedings and deposited with the secretary of state (CGS § 2-49). The journals of each house are distributed as follows:

1. 50 copies to the secretary of the state;
2. 50 copies to the State Library;
3. one copy to each requesting incorporated or associated library in the state;
4. one copy to each county bar library;
5. one copy to each state officer and each legislator;
6. one copy to each town, at the request of the town clerk; and
7. the remaining copies to the secretary of state.

Resource Publications. The OLR Summary of Public Acts (\$ 7,270 FY 09 printing cost), OFA's Budget Book (\$ 5,372), and the Connecticut Legislative Guide (\$ 5,961) are produced as a resource for legislators and the public, but are not mandated by statute.

TA: df

**PAPERLESS EFFORTS IN STATE LEGISLATURES AND AUTHENTICATING
ELECTRONIC DOCUMENTS**
2 of 2 document(s) retrieved



December 13, 2010

2010-R-0511

**PAPERLESS EFFORTS IN STATE LEGISLATURES AND
AUTHENTICATING ELECTRONIC DOCUMENTS**

By: Kristin Sullivan, Principal Analyst

Terrance Adams, Legislative Analyst II

You asked for information on state efforts to transition from print to electronic documents. You are particularly interested in legislative initiatives and authentication methods for their electronic documents. (See OLR Report 2010-R-0039 for information on printing costs for Connecticut legislative documents.)

SUMMARY

The Connecticut General Assembly passed legislation establishing a task force to study converting legislative documents from paper to electronic form (see PA 10-179 § 42, as amended by PA 10-1 § 43). We know of 17 other states that have implemented a paperless initiative or policy for certain legislative documents. (Several more have replaced other printed legal documents with online only versions, including court opinions, the administrative code, or the state register). Legislative initiatives commonly substitute electronic files for print copies of bills, amendments, and calendars. Some have dispensed with print copies of fiscal analyses and public hearing and committee meeting transcripts and agendas. Hawaii's Senate has undertaken one of the most extensive paperless initiatives, reducing its paper usage by about 80% in a three-year period.

None of the states with paperless legislative initiatives appears to have an established authentication policy for their electronic documents. Toward that end, the National Conference of Commissioners on the Uniform State Laws (NCCUSL) is in the process of drafting a model law on the authentication and preservation of state electronic legal materials to provide states with guidance on these issues (see BACKGROUND). "Authentication" methods (i. e. , processes by which electronic documents are determined to be equivalent to print documents) include checksums, encryption, digital signatures, public key infrastructure (PKI), and digital watermarking, among others. (For more information on authentication methods, see Appendix B in the American Association of Law Libraries (AALL) 2007 survey, *State-by-State Report on Authentication of Online Legal Resources*)

PAPERLESS INITIATIVES IN STATE LEGISLATURES

Table 1 provides information on the 17 states we found that have paperless initiatives for legislative documents. Of these, at least three conducted a paperless pilot program, 11 eliminated or reduced the number of printed documents in at least one chamber, and three publish their statutes online only. (For the purpose of this report, we include state statutes as legislative documents since legislative offices are generally responsible for producing and publishing them.)

Table 1: Legislative Paperless Initiatives

State	Paperless Policy
California	The online statutes have no print official version and are available through the Office of Legislative Counsel website. The resource does not specifically represent that it is official and gives an extensive disclaimer and limitation of liability.
Florida	Conducted a pilot program for paperless Senate committee meetings. Senate and its committee meetings are now paperless. Paper records available upon request.
Hawaii	Extensive paperless effort in Senate (see description below).
Kansas	Conducted a pilot program for paperless committee meetings. In the process of building an XML database for drafting and storing legislative documents. Also passed legislation establishing a digital archive for all legislative, executive, and judicial records; system will allow state archivist to authenticate these records and (see HB 2195, 2010). According to the Office Legislative Computer Services, the archive project is considering several authentication technologies for the project including checksums, PKI, steganography, and digital signatures.
Maine	House conducted a pilot project, issuing RFPs for laptops and software for a paperless chamber. Launched software, allowing members instant access to bills, amendments, committee reports, and fiscal notes. The system also includes a note-taking function, instant messaging system, and digital version of the House calendar that is updated in real time. According to the Office of the Revisor of Statutes, members may choose whether to receive paper copies.
Maryland	The Maryland General Assembly, Department of Legislative Services, publishes the statutes in the form of statutory database. It maintains no print version of statutes.
New Jersey	Senate Resolution 48 (2010) authorizes the Senate president to eliminate paper documents for Senate sessions, committee meetings, or public hearings.
Ohio	Bills appear online only. A 2007 article in <i>Governing</i> magazine estimates savings of \$ 1.5 million in paper costs.
Oklahoma	Implemented paperless system that allows legislators to receive and file bills electronically.
Rhode Island	Senate and House switched to a computerized, paperless bill system that replaced most paper copies of bills on the floor. One copy of each bill is passed between chambers as the official bill and committees continue to work off paper copies for members and onlookers during public hearings.
South Dakota	Reduced (1) number of bills printed from 850 in 2000 to 135 presently and (2) number of House and Senate journals to 140 from a high of 600. Noted that financial savings are not as dramatic as paper savings because pre-print costs constitute the bulk of overhead costs in legislative printing.
Tennessee	The law authorizes the secretary of the state to publish text of session laws online only,

	but they are still printed.
Utah	Online official statutes substitute for discontinued print official resource.
Virginia	Reduced printing of legislative documents by two-thirds, provides laptops to all legislators and printing on demand in several locations in the capitol.
Washington	Senators have electronic bill books providing access to bills, amendments, fiscal notes, and testimony, which has decreased printing by about 50%. Senate committees cut back on printed bills for hearings. Screens in committee hearing rooms allow public to see the bill under discussion. Still have capacity to print documents as needed.
West Virginia	House switched to a paperless bill system; Senate and committees still use paper copies.
Wisconsin	House is paperless all its bills and amendments appear online. All legislators issued laptops.

Sources: AALL, National Conference of State Legislatures, and state legislative websites

Hawaii Senate

The Hawaii Senate began a paperless initiative during its 2008 session. It ceased the automatic distribution of legislative documents, such as bills, resolutions, committee reports, hearing notices, and Orders of the Day. Instead, it now only prints these documents for senators upon request. It reduced hard copy documents in public hearings, accepting testimony electronically and placing it online before the start of the hearing. The Senate also reduced, from as many as 45 to one, the number of copies required from people submitting printed testimony.

The Senate additionally eliminated the mail boxes that members of the public could subscribe to in order to receive hard copies of every legislative document. It still allows people to request printed copies of the documents, but limits the number of copies each person may receive.

To compensate for the paper reduction, the Senate enhanced the online accessibility of information. It accomplished this by expanding wireless capability in the Capitol building, adding an RSS feed to its website, sending hearing notices electronically through e-mail, and posting its Order of the Day and hearing notices online with hyperlinks to the agenda items. It also placed the legislative documents on text-searchable CDs distributed daily free of charge. Finally, the legislature houses a public access room with computer terminals and other resources.

Table 2 shows selected indicators that display the progress of the paperless initiative. In February 2010, the Senate reported that the initiative had produced a total savings of \$ 1. 2 million during the previous two years.

Table 2: Hawaii Senate Paperless Initiative Statistics

<i>Year</i>	<i>Pages Printed (in millions)</i>	<i>E-Mail Subscribers</i>	<i>Visits to Website per Month</i>	<i>RSS Feed Hits per Month (in millions)</i>
2007	8. 33	No data	No data	No data
2008	2. 66	1,550	176,661	1. 93

2009	1.76	1,770	197,085	1.94
2010	1.54	2,543	200,862	3.17

Source: Hawaii Senate (data covers January to April each year, when the Senate is in session)

AUTHENTICATION

According to AALL's 2007 50-state survey, an authentic text:

"...is one whose content has been verified by a government entity to be complete and unaltered when compared to the version approved or published by the content originator. Typically, an authentic text will bear a certificate or mark that conveys information as to its certification, the process associated with ensuring that the text is complete and unaltered when compared with that of the content originator. An authentic text is able to be authenticated, which means that the particular text in question can be validated, ensuring that it is what it claims to be. "

Most states have not addressed the issue of authenticating legislative documents. But according to AALL, some states have addressed the issue of authenticating other legal documents. Kansas is in the process of building a database for authenticating archived documents from all three branches of government and Virginia has a joint legislative subcommittee that is studying the official authentication of electronic records. Arkansas uses watermarks and digital signatures to authenticate decisions by its Supreme Court and Court of Appeals, while Ohio applies digital signatures to its state Supreme Court decisions. Additionally, the U. S. Government Printing Office applies digital signatures and seals of authenticity to certain federal documents that it posts online.

BACKGROUND

NCCUSL Model Law

NCCUSL is currently drafting a model law on the authentication and preservation of state electronic legal materials, which it intends to finalize by July 2011. The most recent draft, presented at the commission's November 19-20, 2010 meeting, establishes criteria for designating electronic legal resources as official. Such legal resources could include statutes, administrative rules, agency and court decisions, and other resources designated by the state.

The draft law designates an official publisher for each covered resource. If the publisher does not produce a print version of the legal resource, it must designate the electronic version as official, following steps prescribed by the draft law (if a print version exists, designating the electronic version as official is optional). For an electronic record to be official, the official publisher must first authenticate it by (1) certifying that the electronic record is a true and correct copy of the legal material, (2) providing sufficient information to determine that the certification is valid, and (3) providing a method for users to determine that the electronic record is unaltered from the one published by the official publisher. The official publisher must also preserve and protect the electronic records and provide for permanent public access to them.

The draft law does not prescribe a specific method or technology for authenticating a record. Instead, it allows states to make these decisions for themselves.

HYPERLINKS

2010-R-0039

<http://cgalites/2010/rpt/2010-R-0039.htm>

PA 10-179

<http://www.cga.ct.gov/2010/ACT/PA/2010PA-00179-R00SB-00494-PA.htm>

PA 10-1

<http://www.cga.ct.gov/2010/ACT/PA/2010PA-00001-R00SB-00501SS1-PA.htm>

Appendix B

http://www.aallnet.org/aallwash/authen_rprt/Appendices2.pdf

HB 2195

<http://www.kslegislature.org/bills/2010/2195.pdf>

KS: df