

Office of the Revisor of Statutes
PERFORMANCE REPORT

July 1, 2012 to June 30, 2014

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EXECUTIVE SUMMARY

The Office of the Revisor of Statutes is a nonpartisan legislative agency providing a broad range of services to the legislature, legislative staff, constitutional officers, and executive and judicial branches of state government. The services provided by the office are imposed by law, legislative rule, or legislative custom. This report is a review for the legislative biennium beginning July 1, 2012, and ending June 30, 2014, of each of these functions. Included as part of the report are graphs showing long-term trends in selected areas of office activities.

The statistics for the 2012-2014 biennium show legislative drafting activity generally lower than average but above average rule drafting activity, as compared to the previous five biennia. Editing activity was higher than average for legislative materials, but slightly lower than average for administrative rules. Here are some selected statistics:

- Bill and resolution drafts at 6,087 were 11% lower than average
- Desk comparisons and side-by-sides at 445 were 6% higher than average
- Enrollments of 314 were 8% lower than average
- Final rule drafts approved at 167 were 8% higher than average
- New rule drafting files opened at 187 were 26% higher than average
- *Minnesota Laws* pages at 5,359 were 14% higher than average
- *Minnesota Statutes* pages at 26,450 were 5% higher than average
- *Minnesota Rules* pages at 14,370 were 2% lower than average

Peak volume activity – at the end of the 2013 and 2014 regular sessions – remained high, as demonstrated by the side-by-side and desk comparison statistics.

During the last biennium, the Revisor's office focused on materials to improve drafting quality. In January 2013, a new, improved *Revisor's Manual with Styles and Forms* was published and distributed to all members. A revised *Rulemaking in Minnesota: A Guide* was published in 2014. These special publications supplemented ongoing education and outreach efforts, including sponsoring continuing legal education courses on topics of legislative interest.

Once again, the most dramatic chart in this report is the one showing hits on the Revisor's web servers. In 2013, there were 263 million hits on Revisor web servers, an all-time record. A number of new features were added to the Web site, including:

- Access to authenticated PDF's of the Minnesota constitution, laws, statutes, and rules under Minnesota Statutes, chapter 3E, the Uniform Electronic Legal Material Act
 - Authenticated PDF's are official, just like print versions
 - Historical versions published to the web are preserved and accessible
- A yellow banner alerts web users that a statutory section or chapter is affected by newly enacted legislation, with links to the relevant session law
- A beta version of an online Minnesota Rules Status System for rule-tracking

In recognition of these efforts to make Minnesota law readily accessible, the Revisor of Statutes was pleased to accept the 2013 John R. Finnegan Freedom of Information Award.

DUTIES OF THE REVISOR'S OFFICE

This section of the report examines each of the functions of the Revisor's office assigned by law, rule, request, or custom.

LEGISLATIVE DUTIES

Bill Drafting

Source of mandate: Minnesota Statutes, sections 3C.03, subdivision 2; 3C.035; and 3C.05, subdivision 1.

The mandate to draft and review bills and related legislative documents generated for the legislature is the office's chief responsibility during the legislative session. That mandate has many component duties: the work of drafting itself, the management of drafting loads, the maintenance of a bill tracking system, the systems and software that support bill production, the training and documentation associated with those systems, the work of data entry, and the work of supervision and quality control. As mandated by statute, the office drafts bills on request for any member of the House of Representatives and the Senate, the Governor, and state departments and agencies. Bill drafting services are nonpartisan and confidential. All drafting is done by lawyers, and the attorney-client privilege, as well as broad statutory confidentiality protection, attaches. A peer review procedure is utilized as part of the comprehensive quality control system for bill drafting. Computer programs developed in the office transfer data for all introduced bills to the legislative Web site.

In 2013-2014, the office drafted 603 bills for the executive branch and 5,411 for the legislature.

Much of the bill drafting for departments and agencies is done prior to the start of each session of the legislature. We cooperate with the Governor's office in preparing and jacketing agency bills, and with majority and minority leadership in the House of Representatives and Senate in a collaborative effort to deliver these bills to the legislature in a timely manner.

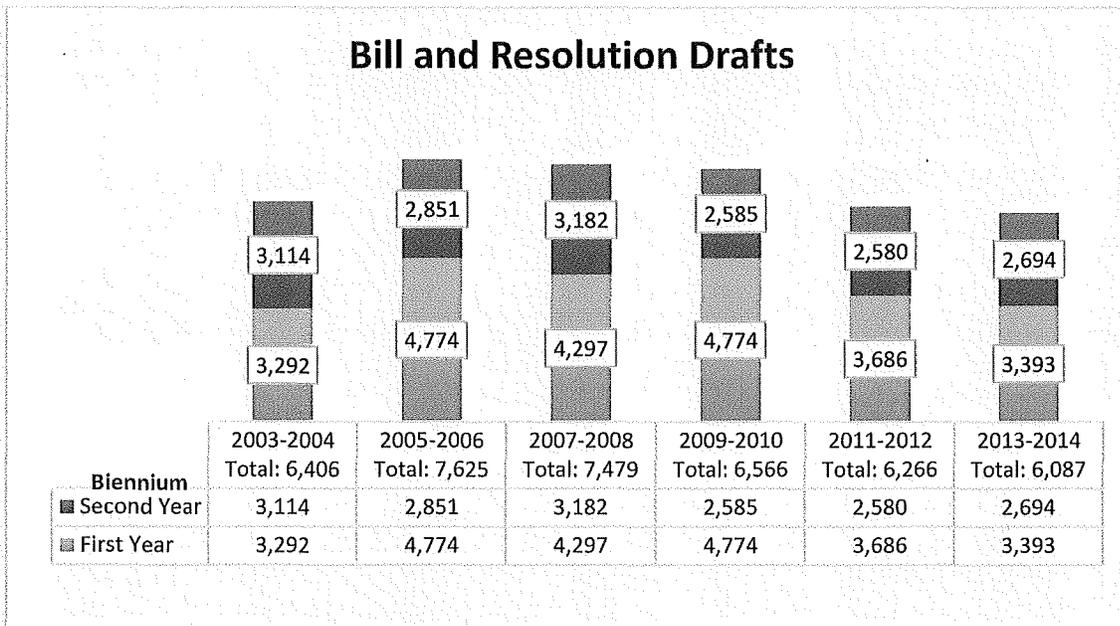
In the first half of the biennium, 3,393 drafting files for bills and resolutions were opened and, in the second half, 2,694 were opened.

Resolution Drafting

Source of mandate: Minnesota Statutes, section 3C.03, subdivision 2

The office drafts memorial, concurrent, simple, and congratulatory resolutions. Memorial resolutions are drafted for the same reasons as are bills: to accomplish public goals. A memorial resolution contains a statement of facts referred for action by a governmental official, agency, or body. Concurrent resolutions are drafted to do the internal business of the legislature, such as establishing budget limits; some simple resolutions also do internal business. The majority of resolutions drafted by the office are congratulatory resolutions, which are drafted to help individual legislators maintain good constituent relations. Resolutions are often presented at public functions by legislators or their designees. They are prepared and delivered directly to the requesting legislator who in turn obtains the proper signatures. In addition to formal resolutions, the office prepares text that can be used by the Governor's office in drafting proclamations if that is the form of congratulation the requester prefers.

The office prepared 569 congratulatory resolutions in the first half of the biennium and 693 in the second half.

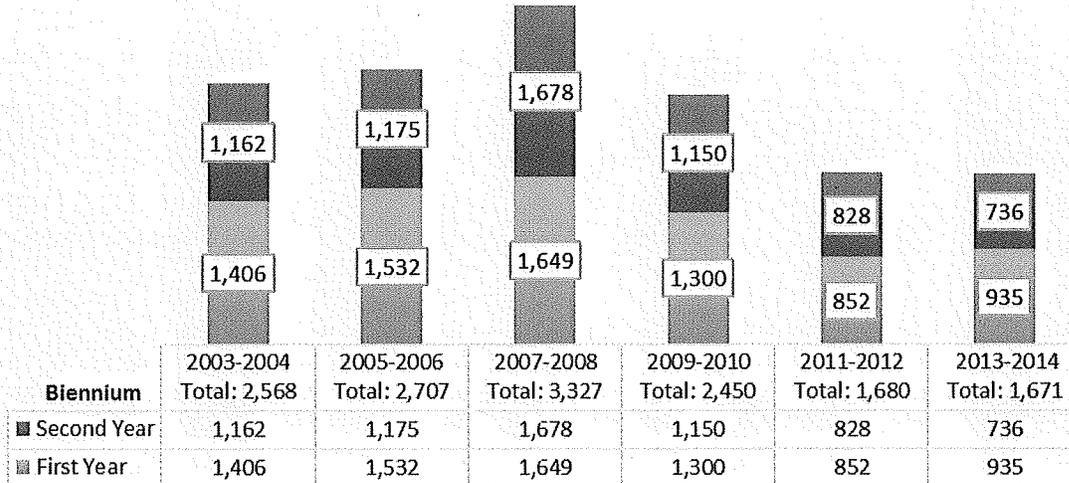


Amendment Drafting

Source of mandate: Minnesota Statutes, section 3C.03, subdivision 2

Amendments are prepared at the request of legislators, the Governor and other constitutional officers, and state agencies for Senate committees, House committees, and floor sessions. In addition, one lawyer from the office is available on the House floor during floor sessions to draft amendments and to provide related legal advice. The office also provides support staff to prepare amendments on the House floor. The office prepared 935 amendments in the first half of the biennium and 736 in the second half.

Amendment Drafts



Revisor's, Corrections, and Style and Form Bills

Source of mandate: Minnesota Statutes, section 3C.04

Three types of bills are researched, proposed, and drafted by the office and introduced for consideration by members who sit on the House committees and Senate committees with jurisdiction over civil law matters. They are bills to correct technical errors in the statutes, called the Revisor's bill; bills to correct errors in a given session's bills, called the session corrections bill; and bills to improve the style and form of statutory chapters, called style and form bills. Office staff attends committee hearings on these bills and testifies as requested by the members.

Revisor's bills to correct obsolete and redundant language, erroneous and obsolete references, and conflicting amendments were passed in Laws 2013, chapter 125, and Laws 2014, chapter 275.

The session corrections bill is customarily one of the final bills passed during a session. Because of end of session time constraints, an abbreviated procedure developed with legislative leadership is used for session corrections bills. Session corrections bills to correct session errors were passed in Laws 2013, chapter 144, and Laws 2014, chapter 313.

Style and form bills produced by the office are not generally introduced as stand-alone bills but are often added as an article to the Revisor's bill or integrated into more substantive pieces of legislation.

Form Approvals of Bills

Source of mandate: House rule 4.01, Joint Rule 2.01, and custom and usage of the legislature

The office examines each bill and endorses approval of its form and its compliance with the Joint Rules of the House and Senate, with the Rules of the House, and with the provisions of the Minnesota Constitution relating to bills, such as the single subject and enacting clause requirements. Technically, this requirement of approval applies to bills prepared for introduction

in the House of Representatives. In practice, it applies to all bills, since bills drafted for a Senate member have both House and Senate copies. Form checks and approvals are a standard part of the quality control component of the bill drafting process.

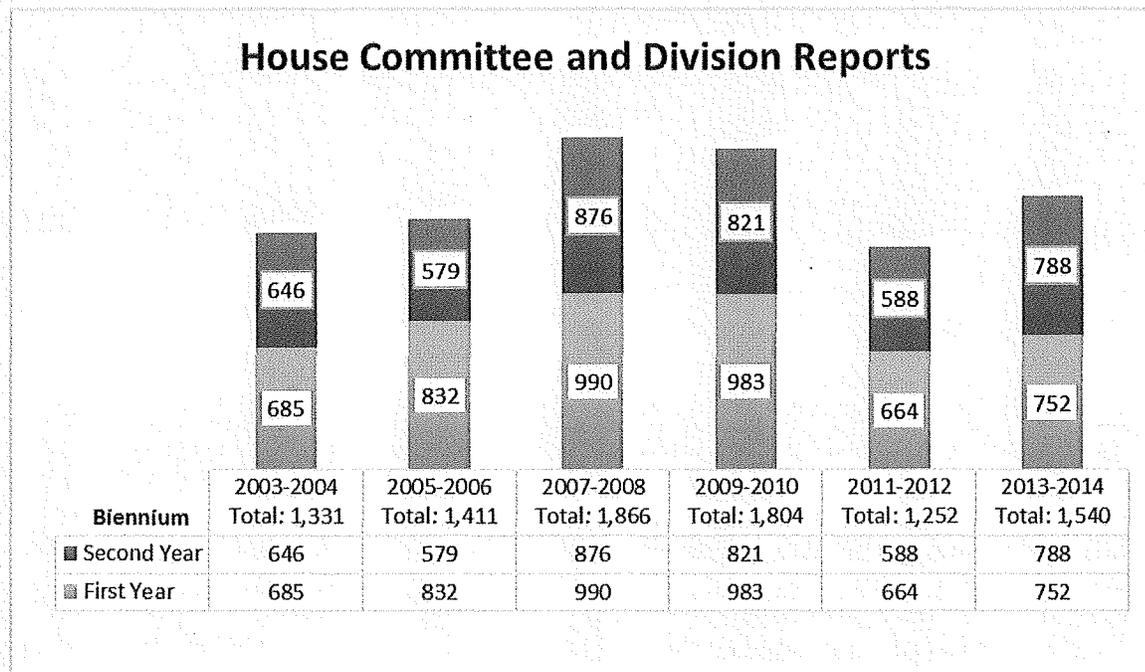
House Committee and Division Reports

Source of mandate: Minnesota Statutes, section 3C.04, subdivision 6 (requested by the Speaker and Chief Clerk of the House)

The office drafts and approves all committee reports from standing committees of the House. Since 1999, committee reports were prepared each time a committee took action on a bill. Prior to that, a committee report was prepared only when a committee amended a bill. Beginning in 2007, the office also began preparing division reports for House subcommittees. Staff works closely with House committee staff and members to make sure the reports are technically accurate and legally sufficient.

During the 2013 session, 752 committee reports were prepared for the House. During the 2014 session, 787 committee reports and one division report were prepared.

The office also prepares minority reports for committees upon request. Three minority reports were prepared for the House in 2013 and one in 2014.

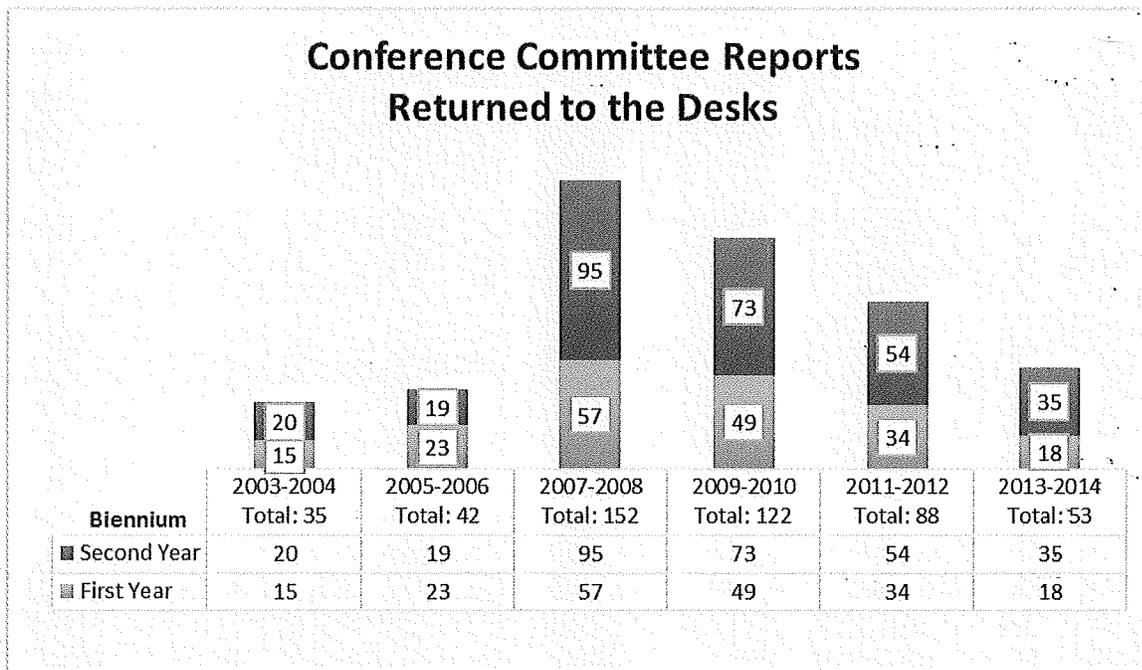


Conference Committee Reports

Source of mandate: Minnesota Statutes, section 3C.04, subdivision 6; custom and usage of the legislature

The office drafts and approves all conference committee reports of the House and Senate. Staff works closely with members and conference committee staff to make sure the reports are technically accurate and legally sufficient. These reports are usually prepared under time constraints during the last few days of session. Computer programs developed by our office transfer data for conference committee reports to the legislative Web site.

During the 2013 regular session, the office prepared 18 conference committee reports that were returned to the desks. There were 10 conference committee reports on House bills and 8 on Senate bills. There were 7 alternative and unofficial versions of reports. There were no conference committee reports in the 2013 First Special Session. For the 2014 session, the figures are as follows: 35 total reports returned to the desk, 25 on House bills and 10 on Senate bills, and an additional 7 alternative and unofficial versions of reports.



Comparison Reports

Source of mandate: Minnesota Statutes, section 3C.04, subdivision 6; custom and usage of the legislature (requested by members, Secretary of the Senate, and Chief Clerk of the House)

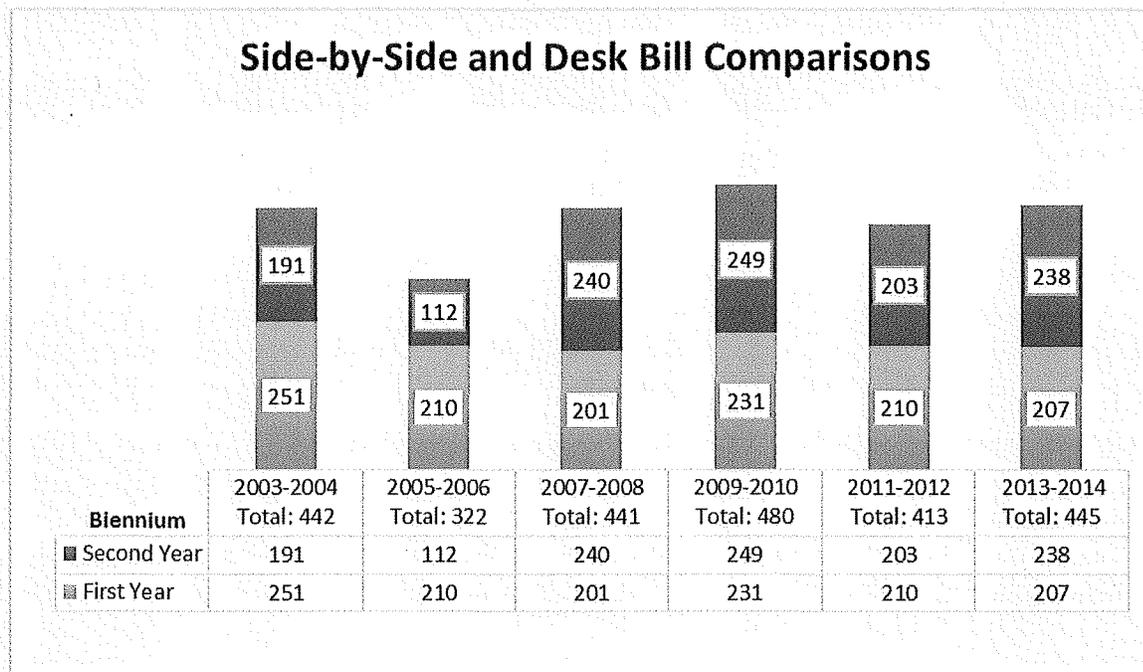
The office prepares two types of comparison reports for the legislature: side-by-side comparison reports and House and Senate desk comparison reports.

Side-by-side comparisons are usually requested for House and Senate bills under conference committee consideration. These documents show the text of the bills in a side-by-side presentation.

In 2013, 61 side-by-side comparison reports were prepared, and 71 side-by-side comparison reports were prepared in 2014, for a total of 132 reports.

Desk bill comparison reports are also prepared in a different form for use by the House and Senate desks. The reports are used to determine differences in companion bills. The office prepares a short form for the Senate that reports only that the bills are identical or not identical. For the House, we prepare a detailed report showing the differences in language in each companion bill.

In 2013, the office completed 95 reports for the Senate and 51 for the House. In 2014, the office completed 103 reports for the Senate and 64 for the House.



Engrossments

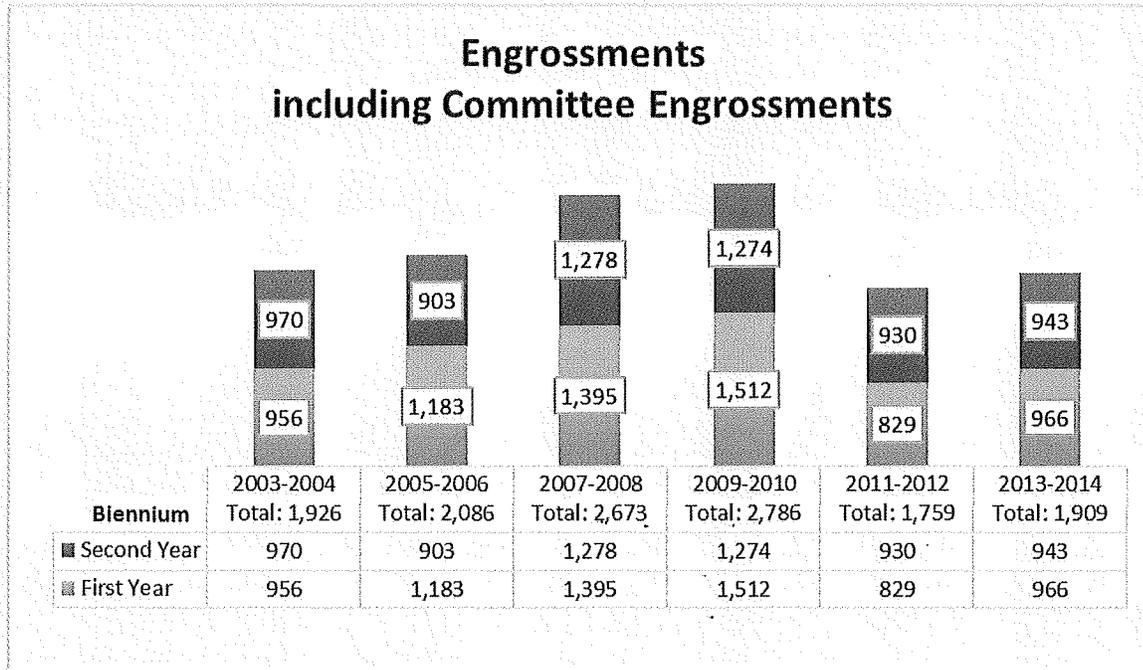
Source of mandate: Minnesota Statutes, section 3C.04, subdivision 5, and Joint Rule 2.07

When bills are amended in committee or on the floor in the house of origin, the office merges the amendments into the bill text to produce engrossments, which help readers understand the effect of the amendments. The office also prepares "unofficial" engrossments of amendments adopted by one house to a bill that originates in the other house, "unofficial" engrossments of amendments that are being considered in committees, and other similar working documents. Beginning in 2007, the office prepares a committee engrossment for every division report created.

If amendments cannot be engrossed, the reviewing attorney suggests journal corrections for minor technical matters, or works with interested members and staff to correct substantive problems that are found.

Computer programs developed in our office transfer data for engrossments to the legislative Web site.

In the 2013 regular session, 966 engrossments were completed, and 943 engrossments were completed in the 2014 session. The figures include committee engrossments and unofficial engrossments requested by the desks. Of those numbers, the office prepared 523 engrossments on House bills in the 2013 session and 529 in 2014. The office prepared 443 engrossments on Senate bills in the 2013 session and 414 in the 2014 session.



Enrollments

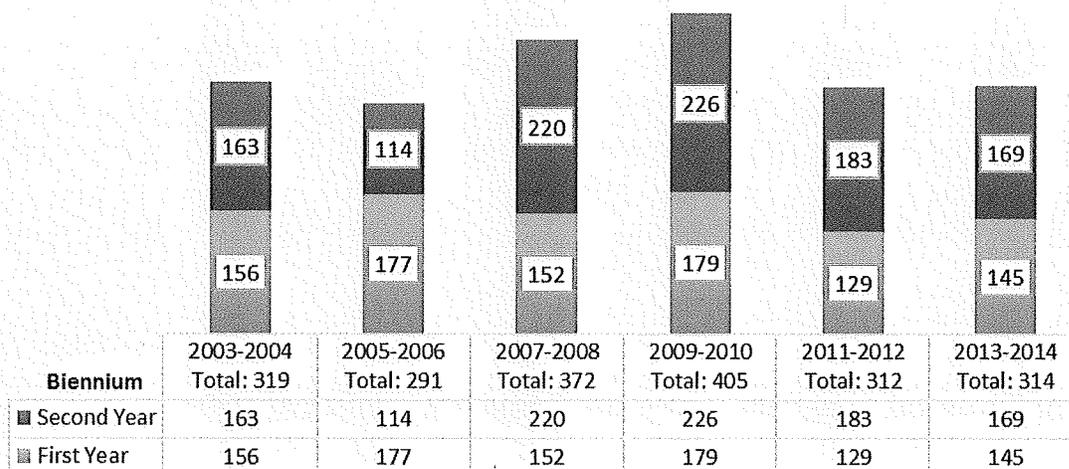
Source of mandate: Minnesota Statutes, section 3C.04, subdivision 5, and Joint Rule 2.07

After a bill has passed both houses in the same form, either as introduced or as finally engrossed, the bill is ready to be enrolled and presented to the Governor. Each enrollment is checked for technical accuracy and legal sufficiency.

Signatures of the presiding and chief administrative officers of each house, and the Revisor, are obtained and the bill is formally presented to the Governor on behalf of the legislature. This work is done under time constraints imposed by the Minnesota Constitution.

In the 2013 regular session, 144 enrollments were prepared, and 1 enrollment was prepared in the 2013 First Special Session. In the 2014 session, 169 enrollments were prepared. There were no resolutions enrolled during the 2013-2014 biennium.

Enrollments



ADMINISTRATIVE RULE DRAFTING

Rule Drafting and Form Approval of Rules

Source of mandate: Minnesota Statutes, sections 3C.03, subdivision 2, and 14.07, subdivisions 1, 2, and 4

The office provides administrative rule drafting services to agencies, providing assistance in proposing and adopting rules that are written clearly and concisely, consistent with legislative direction, and free of common drafting errors.

The office reviews and approves the form of all rules to ensure that they are numbered, formatted, and edited in a way that will fit smoothly into the published compilation of *Minnesota Rules*. As part of this approval, the office certifies that documents incorporated by reference in rules are conveniently available to the public. In addition to form approval, substantive review is provided as a part of the drafting assistance performed by the office.

Quality controls for rule drafting include review and approval by the drafting attorneys and peer review by senior legal staff. Many redrafts of documents are typical as a part of the agencies' development of language for rules (see the bar graph illustrating the Average Document Drafts per File). Other elements include clerical review, the use of specifically adapted computer programs, the Xtend document production system, regular review of all processes, and formal and informal instruction of staff in quality control.

A relational database, for use by the office, stores status information on every action taken by executive branch agencies to adopt administrative rules. The database contains information from 1981 to the present. In 2006, the data was converted to an Oracle database from an OpenText database. As part of the conversion, a new user interface was coded to allow staff to enter status

information directly into the Oracle database. This conversion allows the office to minimize complexity by standardizing on Oracle databases exclusively.

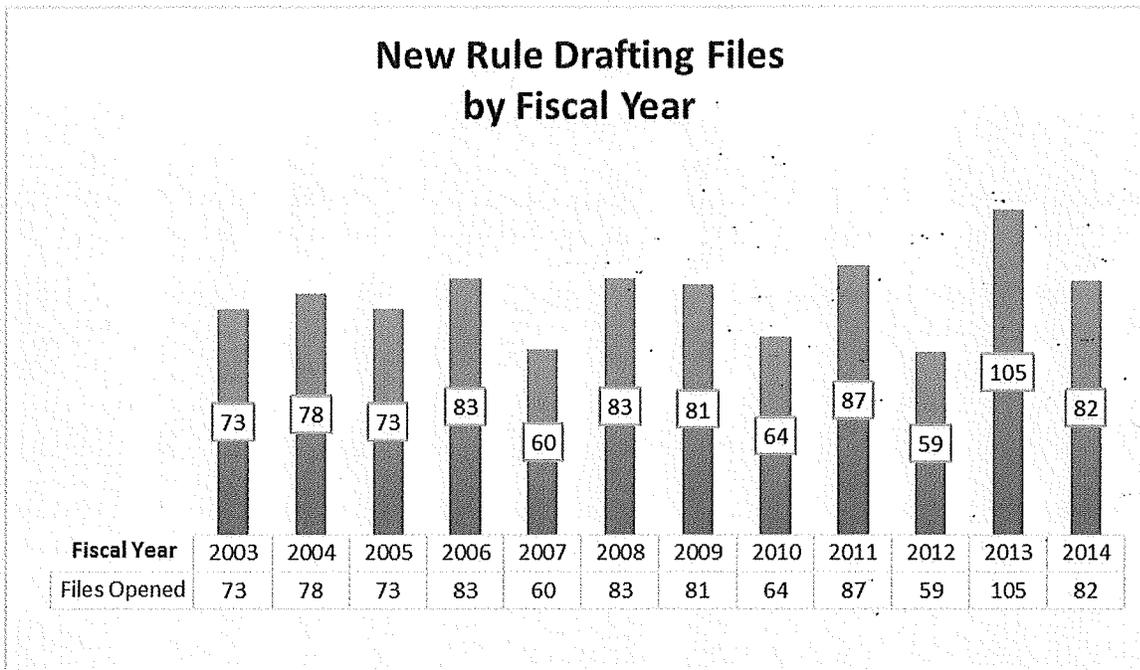
In 2013, a beta version of a public rules status system was created to allow easy public access to the information contained in this database. The system is hosted on the Revisor's Web site and allows the public to track administrative rulemaking actions by executive branch agencies.

The office opened 105 rule drafting files in fiscal year 2013 and 82 in fiscal year 2014.

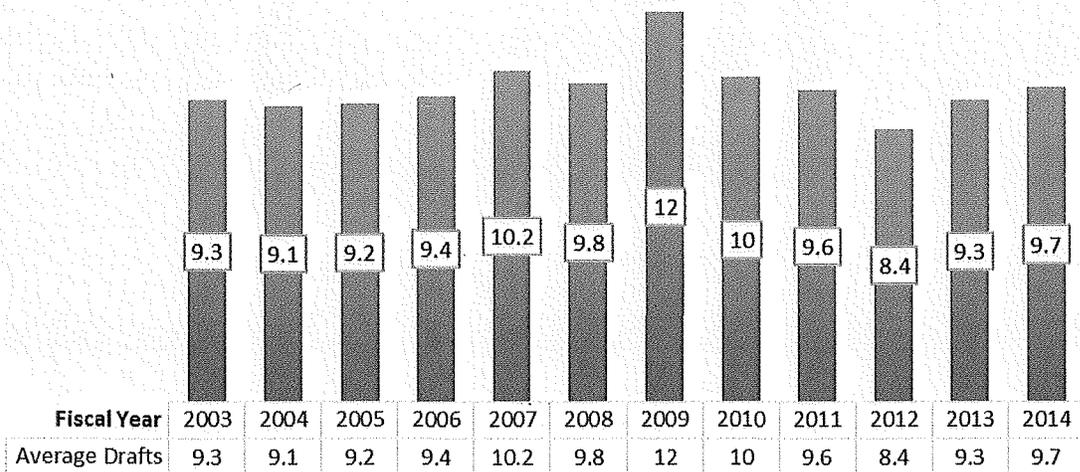
Proposed Rules

Source of mandate: Minnesota Statutes, sections 14.07, 14.14, and 14.20

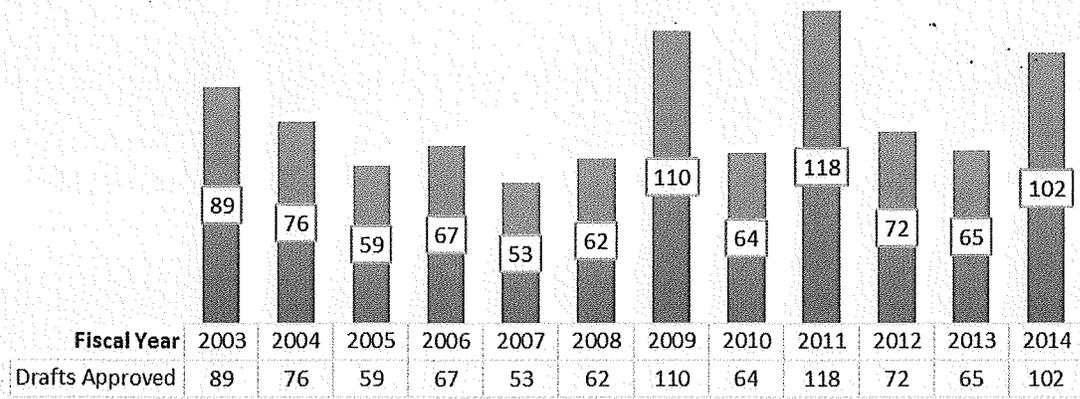
The office prepares the document that contains the text of a proposed rule, certified approved as to form, for publication in the *State Register*.



Average Document Drafts per File by Fiscal Year



Final Proposed Rule Drafts Approved by Fiscal Year

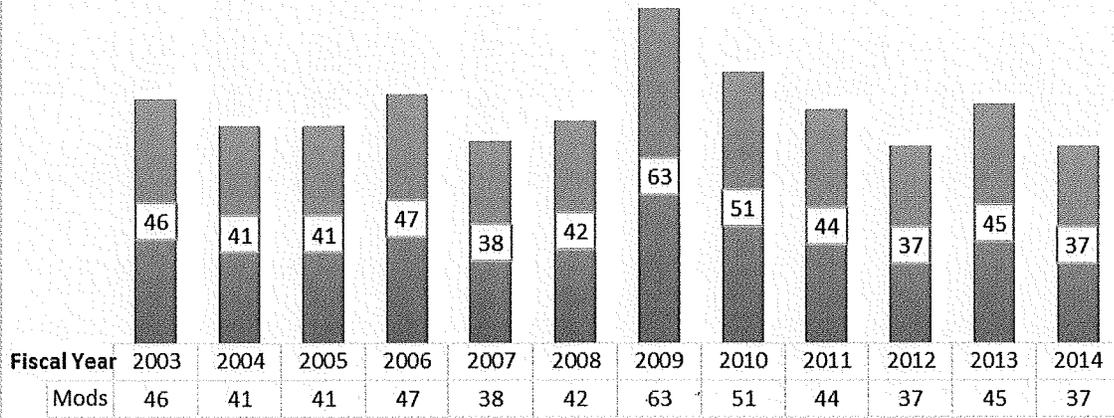


Modifications

Source of mandate: Minnesota Statutes, sections 14.07 and 14.08

Agencies sometimes modify or change rules during the rulemaking process to correct defects found by the Office of Administrative Hearings, in response to public comment on the rules, on their own initiative, or to reflect suggestions made by the reviewing attorney in the office. The office prepares the text of these modifications to rules, approved as to form, for use by agencies.

Modifications by Fiscal Year

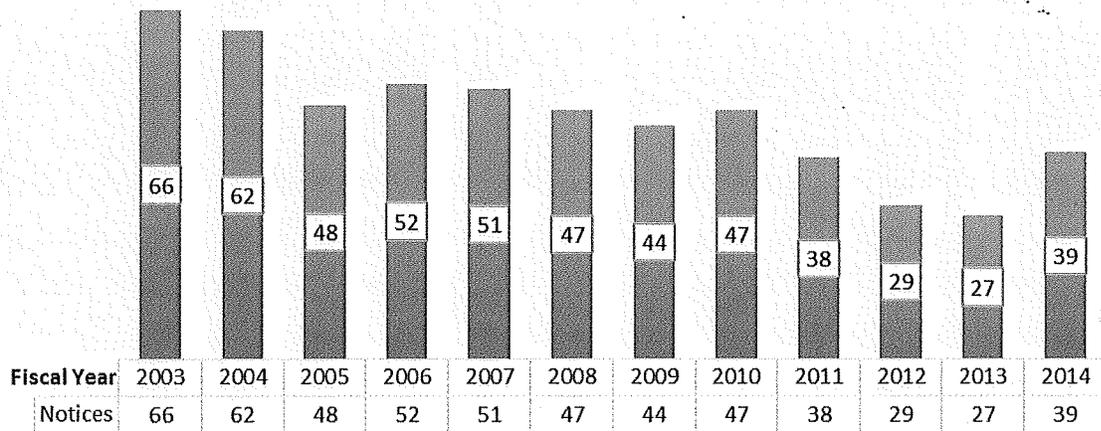


Notices of Adoption

Source of mandate: *Minnesota Statutes, sections 14.18 and 14.27*

Agencies are required to give the public notice of the adoption of rules. The office prepares and approves the form of these notices of adoption, which are then published in the *State Register*.

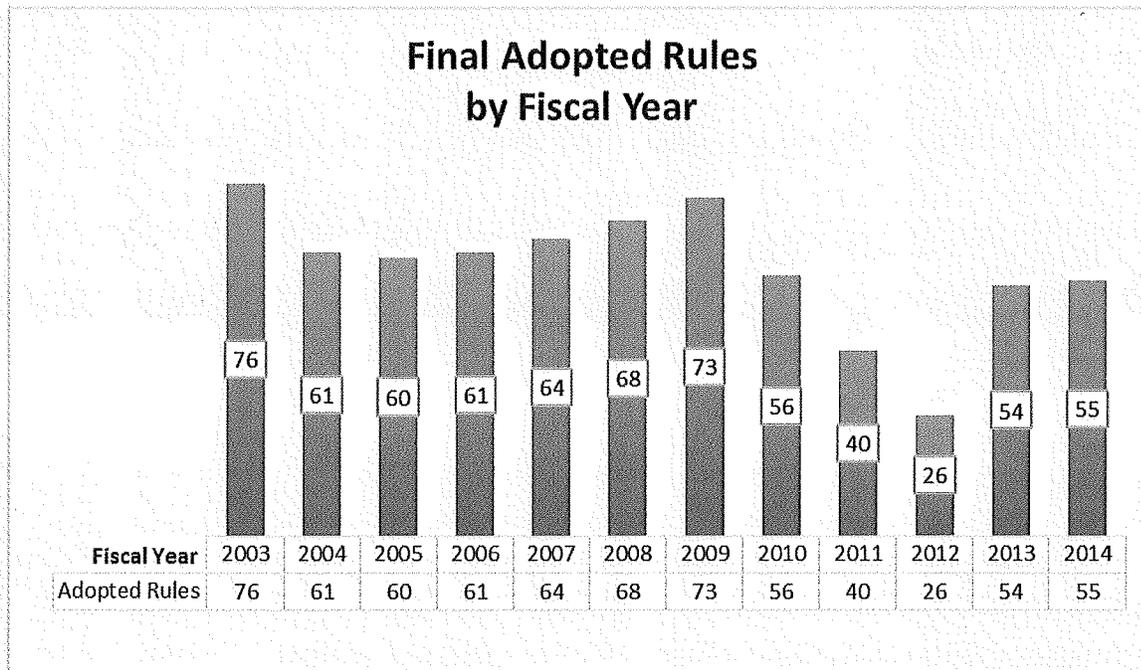
Notices of Adoption by Fiscal Year



Adopted Rules

Source of mandate: *Minnesota Statutes, sections 14.08, 14.20, 14.28, 14.38, 14.386, and 14.388*

The office prepares copies of rules that have been adopted by agencies, approved as to form, for filing with the Secretary of State.



PUBLICATIONS AND ACCESS TO DATA

Laws of Minnesota

Source of mandate: *Minnesota Statutes, sections 3C.06 and 3C.08, subdivision 1*

After each regular legislative session, the office publishes all laws enacted during that session. A computer program is used to check the integrity of the source statutory language in *Laws of Minnesota*. Various finding aids and an index are published as part of the *Laws*.

Laws of Minnesota 2013 contains 144 chapters from the regular session. In total, 2,254 sections of *Minnesota Statutes* were affected. The 2013 numbers, when compared with the comparable odd-numbered year session in 2011, represent an increase in acts passed and sections affected. The number of pages in the printed set increased by 1,118 pages.

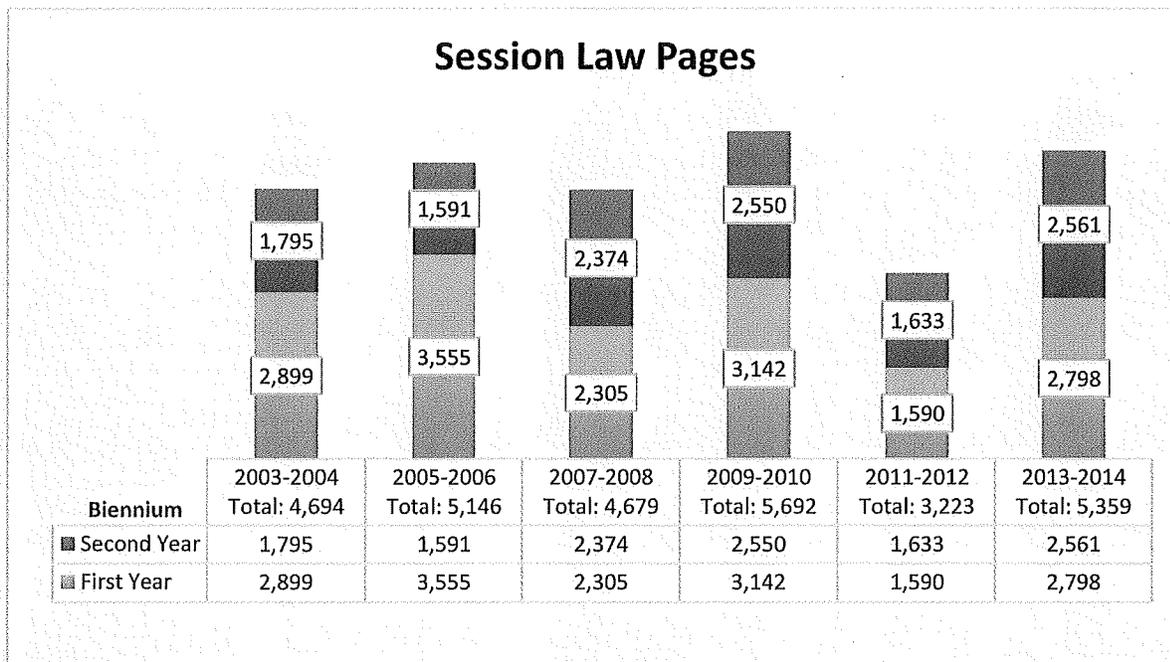
Laws of Minnesota 2014 contains 169 chapters affecting 2,758 sections of *Minnesota Statutes*. The 2014 numbers, when compared with the comparable even-numbered year session in 2012, represent a decrease in acts passed and an increase in sections affected. The actual bulk of the set, when comparing numbers of pages, increased by 928 pages.

After the 2014 legislative session, banners were placed above sections of *Minnesota Statutes* that were amended in that legislative session. These banners contain links to the amended language

in *Laws of Minnesota*. The banners alert readers that the statute has been recently amended and allows readers to more easily find and view the amended language. The banners are removed when the updated statutes are published on the Revisor’s Web site.

Minnesota Statutes, section 3C.12, provides for free distribution of the session laws to certain listed bodies. The remainder are sold and the revenue is directed to the general fund; in recent years sales have decreased, probably due to the online availability of the material. Laws 2010, chapter 217, required the office to survey recipients of free 2010 session laws and statutes and only distribute free copies to those who respond affirmatively. Due to the results of the survey, the Revisor was able to further reduce the press run. The press run for *Laws of Minnesota 2013* was set at 1,250 sets, and the *Laws 2014* press run was reduced to 1,200 sets.

Laws of Minnesota 2013 and *Laws of Minnesota 2014* are available to the public on the Revisor’s Web site, as well as in book form. All laws dating back to the 1849 First Territorial Legislature have been scanned and are also available on the Revisor’s Web site.



Minnesota Statutes and Supplement

Source of mandate: Minnesota Statutes, sections 3C.08 to 3C.12

Minnesota Statutes 2013 Supplement supplemented the 2012 edition of *Minnesota Statutes*. The full edition of *Minnesota Statutes 2014* is available online and will be available in book form in early December 2014. The publication includes section histories, tables, an index, and other editorial aids. The full set of *Minnesota Statutes* includes a volume of *Court Rules*. The entire publication is composed in house.

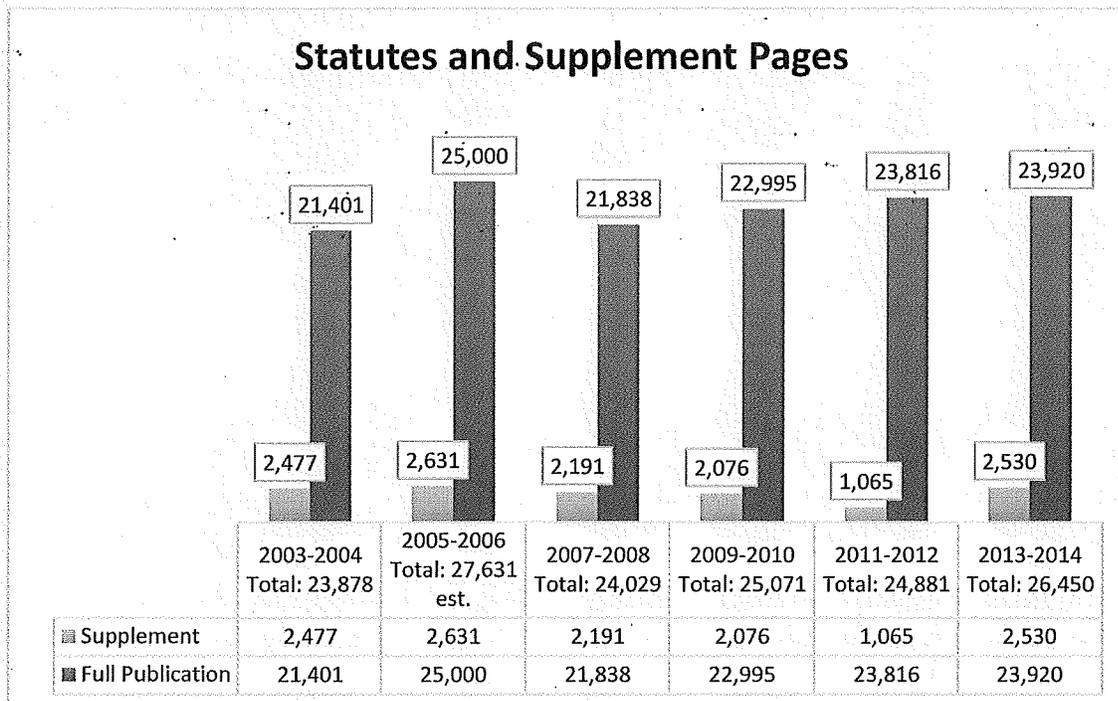
Minnesota Statutes 2014 is based on *Minnesota Statutes 2012*, incorporating *Laws of Minnesota 2013* and *2013 First Special Session*, and *Laws of Minnesota 2014*. The edition remains at 15

volumes, with the statutes text printed in 12 hard cover volumes and the tables, index, and court rules and indexes printed in three soft cover volumes.

All materials for the statutes are reviewed by staff attorneys and editors in two stages of editorial work. First, the amended sections are checked and notes are composed to indicate delayed repealers or special effective dates. If sections are amended more than once during the session, the amendments are merged or, if not mergeable, notes are prepared to indicate a conflict. In the second editing stage, the amended sections are merged into the statutory database, and all notes are reviewed and updated or removed. Revisor’s instructions are applied. Headnotes, first grade headings, and chapter names are reviewed for accuracy.

Like the session laws, free distribution of the statutes to certain listed bodies is provided for in Minnesota Statutes, section 3C.12. The remainder are sold and the revenue is directed to the general fund. Sales have decreased over time, probably due to the online availability of the statutes. As a result of the survey of recipients of free statutes publications as required by Laws 2010, chapter 217, the press run for the 2010 edition and the 2011 supplement was reduced by 1,000 sets to 2,200. The press run for the 2012 statutes was reduced to 1,950 sets. For 2014 statutes, the press run is 1,750 sets.

All statutes dating back to the 1851 Territorial Statutes have been scanned and are available on the Revisor’s Web site.



Laws Tables

Source of mandate: Minnesota Statutes, section 3C.08, subdivision 1

Laws that pertain to specific political subdivisions are infrequently coded in *Minnesota Statutes* and need finding aids to make them accessible. The Revisor's office produces tables of these laws to accompany both the session law publication and the statutes. The tables are compiled by a staff attorney, not generated by a computer program. *Laws of Minnesota 2013*, Tables 4 to 6, and *Laws of Minnesota 2014*, Tables 4 and 5, list enacted local laws alphabetically by the names of local government units. Also listed are the dates of local approval and the filing of approval with the Secretary of State if local approval has been filed. Table I of *Minnesota Statutes* also lists the acts alphabetically, from 1849 through the 2014 session.

The office also publishes other tables to help users find the law, including Table 1 of the session laws, which indicates each time a previously enacted session law has been acted on in that legislative session. In 1999, the office began a project to prepare a consolidated, comprehensive Table 1. It now dates back to 1945 and is available on the Revisor's Web site.

Other tables in *Laws of Minnesota* include a table to coordinate *Laws of Minnesota* with the permanent statutes and a table showing House or Senate file numbers with corresponding chapter numbers. *Minnesota Statutes* includes a New Statutes table.

Statutory Editorial Operations

Session Year	Session Chapters	Session Law Pages	Average Pages Per Chapter	Statute or Supplement Pages	Statutory Units – Amended	Statutory Units - New	Statutory Units - Repealed	Total Statutory Units - Other	Statutory Units - Affected	Session Laws Press Run	Statutes and Supplement Press Run
2001	218	3,346	15.35	2,450	2,468	804	706	29	4,007	2,600	4,000
<u>2002</u>	<u>251</u>	<u>2,011</u>	<u>8.01</u>	<u>21,423</u>	<u>1,455</u>	<u>458</u>	<u>399</u>	<u>58</u>	<u>2,370</u>	<u>2,500</u>	<u>4,000</u>
Total	469	5,357	11.42	23,873	3,923	1,262	1,105	87	6,377	5,100	8,000
2003	156	2,899	18.58	2,477	2,230	837	625	44	3,736	2,500	4,000
<u>2004</u>	<u>163</u>	<u>1,795</u>	<u>11.01</u>	<u>21,401</u>	<u>1,630</u>	<u>627</u>	<u>311</u>	<u>31</u>	<u>2,599</u>	<u>2,500</u>	<u>4,000</u>
Total	319	4,694	14.71	23,878	3,860	1,464	936	75	6,336	5,000	8,000
2005	163	3,555	21.81	2,631	2,841	941	576	46	4,404	2,500	4,000
<u>2006</u>	<u>114</u>	<u>1,591</u>	<u>13.96</u>	<u>25,000 est.</u>	<u>1,218</u>	<u>501</u>	<u>342</u>	<u>16</u>	<u>2,077</u>	<u>2,500</u>	<u>3,500</u>
Total	277	5,146	17.89	27,631 est.	4,059	1,442	918	62	6,481	5,000	7,500
2007	152	2,305	15.16	2,191	1,977	770	466	26	3,239	2,300	3,500
<u>2008</u>	<u>370</u>	<u>2,374</u>	<u>6.42</u>	<u>21,838</u>	<u>2,009</u>	<u>604</u>	<u>184</u>	<u>4</u>	<u>2,801</u>	<u>2,100</u>	<u>3,200</u>
Total	522	4,679	10.79	24,029	3,986	1,374	650	30	6,040	4,400	6,700
2009	179	3,142	17.55	2,076	2,443	751	322	6	3,522	1,850	3,200
<u>2010</u>	<u>219</u>	<u>2,550</u>	<u>11.64</u>	<u>22,995</u>	<u>1,939</u>	<u>851</u>	<u>325</u>	<u>0</u>	<u>2,835</u>	<u>1,525</u>	<u>2,200</u>
Total	398	5,692	14.60	25,071	4,382	1,602	647	6	6,357	3,375	5,400
2011	117	1,590	13.59	1,065	1,225	365	227	21	1,817	1,400	2,200
<u>2012</u>	<u>182</u>	<u>1,633</u>	<u>8.97</u>	<u>23,816</u>	<u>1,482</u>	<u>497</u>	<u>461</u>	<u>6</u>	<u>2,440</u>	<u>1,250</u>	<u>1,950</u>
Total	299	3,223	11.28	24,881	2,707	862	688	27	4,257	2,650	4,150
2013	144	2,798	19.43	2,530	2,388	828	477	0	3,693	1,250	1,950
<u>2014</u>	<u>169</u>	<u>2,561</u>	<u>15.15</u>	<u>23,920</u>	<u>2,447</u>	<u>595</u>	<u>1,213</u>	<u>4</u>	<u>4,259</u>	<u>1,200</u>	<u>1,750</u>
Total	313	5,359	17.29	26,450	4,835	1,423	1,690	4	7,952	2,450	3,700

Minnesota Rules and Supplement

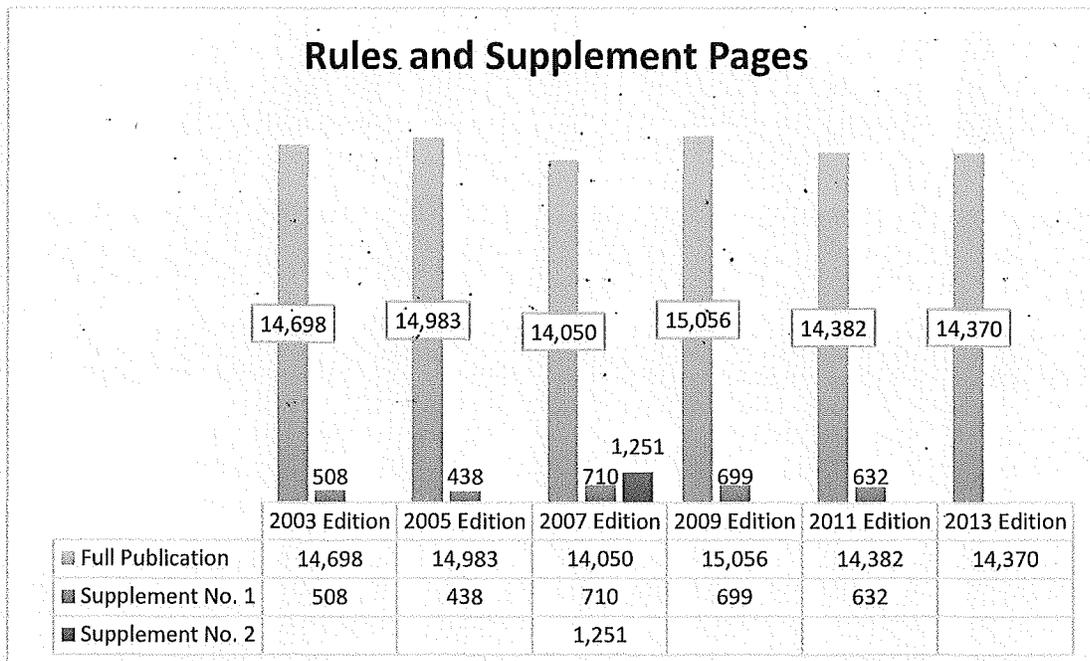
Source of mandate: *Minnesota Statutes, section 14.47*

A full edition of *Minnesota Rules* was published in 2013. In response to budget constraints, the edition was again published in soft, rather than hard, cover. The official publication includes a table of *State Register* citations, a table of amendments, and a table of statutory authority for rules.

Like the statutes, many changes to the rules are directed by the legislature in the form of Revisor's instructions. Legislation in 2013-2014 produced a number of such changes, adding both to the volume and complexity of the editorial work for the rules.

The text of *Minnesota Rules* is available on the Revisor's Web site, as well as in print form. The online text is updated throughout the year as changes are adopted.

The 2013 published edition will be supplemented in December 2014 in pamphlet format.



Indexes

Source of mandate: *Minnesota Statutes, sections 3C.06, 3C.08, and 14.47*

The Revisor's office produced the following indexes in fiscal years 2013 and 2014:

- index to *Laws of Minnesota 2013*
- index to *Laws of Minnesota 2014*
- index to *Minnesota Statutes 2013 Supplement*
- index to *Minnesota Statutes 2014*

- index to *Minnesota Rules 2013* (full set published)
- index to *Minnesota Rules 2014 Supplement*
- index to the *Court Rules 2013 Supplement*
- indexes to the *Court Rules* volume of the statutes set in 2014
- indexes for internal publications as needed

During the biennium just ended, the Revisor's index staff and IT staff have continued to work together to improve the usability of the indexes and the efficiency of indexing work. They have completed the following tasks:

- Periodic review of the manual of indexing procedures. These written procedures will help the office to train new index managers and indexers in future years.
- Updates to the most current version of our indexing software.
- Programming to align the office's in-house applications with the updated software.
- Programming to streamline the checking programs that help us achieve index quality control.

The index to the administrative rules, which was first made available online in 2010, has been updated monthly since that time, on or near the first of each month. The index is coordinated with updates to the text of rules. Online indexes to the court rules are updated on or near the effective dates of changes to the court rules. Indexes to the session laws and the statutes are made available online as soon as editorial work can be completed, usually in June and October following the legislative session.

We continue to produce and publish indexes in the print editions of the session laws, administrative rules, court rules, and statutes.

Court Rules

Source of mandate: Minnesota Statutes, section 3C.08, subdivision 1

Pursuant to Minnesota Statutes, section 3C.08, the office publishes *Minnesota Court Rules* in a separate volume that accompanies *Minnesota Statutes*. Work on the 2013 supplement to the *Court Rules* volume was completed on schedule. The supplement included extensive amendments to the *Rules of Civil Procedure*, *Sentencing Guidelines*, *Rules of Juvenile Court*, and *Professional Rules*, as well as amendments to the *General Rules of Practice*. The *Court Rules* volume was published in the fall of 2014 and includes amendments to existing rules and new sets of rules received through August 1, 2014, including amendments to the *Sentencing Guidelines*, *General Rules of Practice*, and *Rules of Civil Appellate Procedure*.

Revisor's Manual

Source of mandate: Minnesota Statutes, section 3C.03, subdivision 4

The office publishes a manual of form requirements and drafting advice for use by those who draft bills, amendments, and resolutions. A substantially revised edition of the drafting manual was published in January 2013. A PDF version of the manual is available on the Revisor's Web site.

Rule Drafting Manual

Source of mandate: Minnesota Statutes, section 14.07, subdivision 1, paragraph (a), clause (2)

The office publishes a manual of form requirements and drafting advice for use by those who draft administrative rules. A new edition of the rule drafting manual is being prepared to replace the edition published in 1997. It will be substantially reorganized and revised. Many new forms and aids to the user will be included. A PDF version of the current manual is available on the Revisor's Web site.

Rulemaking Guide

Source of mandate: custom and usage

Since 1987, the office has published a guide to help agencies through the process of adopting rules. *Rulemaking in Minnesota: A Guide* describes each of the three types of rulemaking proceedings, explains what is required of agencies at each stage of the process, and provides references to the applicable laws and rules. The guide is periodically revised as necessary to include changes made to these laws and rules. It was last revised in 2014. A PDF version of the current guide is available on the Revisor's Web site.

Computer Searches

Source of mandate: Minnesota Statutes, section 3C.03 (extension of bill drafting assistance)

The office has customized commercial software to perform word and phrase searches in documents. In 2006, the office's Web site became the principal site for text searches. The public uses this software on the Web site to search bills, statutes, session laws, administrative rules, court rules, and the *State Register*:

Legislative staff use customized search capabilities built into the XTEND legislative publishing system. These searches are displayed in a user interface designed to expedite proofing and editing. As well as doing such searches for our own drafting and editorial work, the office does searches at the request of members, agencies, and some outside entities such as the County Attorneys Association.

Copies of, and Access to, Public Data

Source of mandate: custom and usage

The legislative Web site is made available to the public by the office in conjunction with the House and Senate index offices and the Legislative Reference Library. Our office provides access to the text of bills, statutes, and administrative rules as well as finding aids such as indexes and search software. The Web site also provides public access to House and Senate bill status information. Status information is input by House and Senate index staff, but computer support is provided by the Revisor's information services staff. Internet information is set out in more detail on page 33.

The office also makes available, upon request, paper and e-mail extracts containing the text of portions of *Minnesota Statutes* and *Minnesota Rules*. Extracts are done for bills, statutes, and

rules for state agencies, as well as for the general public. During the biennium, 53 paper and electronic extracts were requested for a total of 8,644 pages. Many of these extracts were customized combinations of statutes and rules. The office charges a fee for the extracts of 50 cents per page. Revenue from the extracts is transferred to the general fund.

The office also sells copies of its entire databases or portions of its databases to outside sources as requested. Currently, the largest purchasers are Lexis-Nexis for use on its online services and Thomson Reuters for use on the online Westlaw service.

LEGAL ASSISTANCE AND LIAISON

Counsel to Subcommittee on Claims

Source of mandate: Minnesota Statutes, section 3C.04, subdivision 6, and custom and usage of the legislature (requested by LCC)

At the request of the Legislative Coordinating Commission, since 1991 the office has assigned an attorney to act as counsel to the Joint House/Senate Subcommittee on Claims. During this biennium, Revisor of Statutes Michele Timmons served as the subcommittee legal counsel. Duties include reviewing the hundreds of claims made to the subcommittee, making recommendations on each claim, acting as counsel at subcommittee hearings, responding to telephone calls and correspondence from claimants and their lawyers, and drafting the annual claims bill.

Five claims were paid in the 2013 claims bill (Laws 2013, chapter 122), and nine claims were paid in the 2014 claims bill (Laws 2014, chapter 252).

Court Opinions Report

Source of mandate: Minnesota Statutes, section 3C.04, subdivision 3

As required by Minnesota Statutes, section 3C.04, subdivision 3, the office prepares a biennial report on Supreme Court and Court of Appeals opinions declaring a statute unconstitutional, pointing out deficiencies in a statute, or recommending statutory changes. To produce the report, staff attorneys read and review every case from the preceding two-year period. Reports are submitted in November of each even-numbered year. Senior Assistant Revisor John McCullough and Assistant Revisor Ryan Inman acted as lead coordinators and reporters for the report submitted in November 2012, which contained 18 cases. John McCullough, Ryan Inman, and Assistant Revisor Evan Powell were lead coordinators and reporters for the report submitted in November 2014, which contained 15 cases.

Uniform Laws Conference

Source of mandate: Minnesota Statutes, section 3.251

The Revisor or the Revisor's designated representative is one of Minnesota's four appointed Uniform State Laws commissioners. Michele Timmons attended the 2013 and 2014 meetings of the National Conference on Uniform State Laws. In 2013, the conference approved four new acts, including the Uniform Act on Prevention of and Remedies for Human Trafficking, the Uniform Powers of Appointment Act, the Uniform Harmonized Business Organization Code, and Amendments to the Uniform Child Custody Jurisdiction and Enforcement Act Pertaining to

International Proceedings. Four additional acts were approved in 2014, including the Uniform Fiduciary Access to Digital Assets Act, the Uniform Recognition of Substitute Decision-Making Documents Act, Amendments to the Uniform Voidable Transactions Act, and Amendments to Section 3-116 of the Uniform Common Interest Ownership Act.

To date, the Minnesota Legislature has adopted more than 80 uniform acts. During the 2013-2014 biennium, four acts were enacted:

- The Uniform Electronic Legal Material Act (Laws 2013, chapter 7);
- The Uniform Disposition of Community Property Rights at Death Act (Laws 2013, chapter 24);
- Updates to the Uniform Interstate Family Support Act (Laws 2014, chapter 189); and
- The Revised Uniform Limited Liability Company Act (Laws 2014, chapter 157).

The Revisor's office is in the process of implementing the Uniform Electronic Legal Material Act by providing authentication methods for online Minnesota laws, statutes, administrative rules, and the Minnesota Constitution. For her work in making Minnesota legal materials accessible online, Michele Timmons received the 2013 John R. Finnegan Freedom of Information Award.

Information for Other State Offices and the General Public

Source of mandate: Custom and usage of the legislature

Attorneys and other staff in the office respond to numerous questions from the public relating to laws, statutes, and rules. Attorneys and the office's language specialist also act as faculty for continuing legal education courses, address classes in law or public administration, and participate in organizations such as the Interagency Rules Committee. The computer searches we provide are also a source of information to state agencies and the public.

We provide information to state agencies in conjunction with our drafting duties. We have offered or assisted in offering seminars to agency staff on drafting in general and on specialized areas in drafting.

In 1999, the office began a series of educational seminars for attorneys and other staff. A total of 88 hours of continuing legal education credit has been obtained for these seminars, which have been attended by hundreds of legislative and executive branch staff, members of the legislature, and members of the public. The office offers as many seminars as it can fit into its workload each year. During the 2013 legislative interim, the office offered four seminars for a total of 5-1/2 hours of continuing legal education credit. In 2014, at least five seminars are expected to be offered, for a total of 5-1/2 hours of continuing legal education credit. Notices announcing the seminars are sent legislature-wide and to the executive branch departments, the judicial branch, and various other members of the Minnesota bar. Seminars have been offered on a variety of topics with a focus on topics that may be of interest to the legislature. The topics have included professional responsibility, elimination of bias, statutory interpretation, cultural diversity, legislative process, data privacy, uniform laws, and current Minnesota Supreme Court decisions.

The seminars are offered to provide educational opportunities particularly to legislative staff because of the very minimal number of seminars on topics with a legislative focus offered by outside vendors. Also, the seminars provide a service to all attorneys employed by the legislature who are required by the Minnesota Supreme Court to earn legal education credits. These free seminars reduce the cost of continuing legal education credits for all legislative, executive branch, and judicial branch staff attorneys, particularly during these times of tight budgets.

During the biennium, office staff have also participated in meetings of the National Conference of State Legislatures and the Minnesota Bar Association. The office also helped to staff the NCSL Legislative Summit in Minneapolis, the House of Representatives' State Fair booth, and the legislature's new member orientation.

Legislative Fellows Program

Source of mandate: custom and usage

For two years, the Revisor's Office has participated in the Legislative Fellows Program with the Partners of the Americas organization by mentoring two attorneys from Paraguay who had a background in the National Congress in their country. Both individuals were excited to learn how the Minnesota Legislature operated in the context of passing laws and to learn about independent overview by the courts. Of note, there were specific procedures from our work processes that they felt would be beneficial to bring back to their national government.

The Legislative Fellows Program, sponsored by the U.S. Department of State, connects civil society and government officials to improve good governance and transparency in the region. The program engages Fellows in Bolivia, Brazil, Colombia, the Dominican Republic, El Salvador, Guatemala, Haiti, Mexico, Nicaragua, Paraguay, and the U.S., placing them in organizations that enable them to shape sustainable cross-border linkages, build professional skills, and meet learning goals specific to their areas of expertise.

Compiling Data on Operation and Effect of Laws

Source of mandate: Minnesota Statutes, section 3C.04, subdivision 2

Statutes Table I Completed. Table I of *Minnesota Statutes* lists all special laws enacted in Minnesota from 1849 to the present that are not coded in *Minnesota Statutes*. The table, representing a substantial amount of legal research, was the result of a joint venture between the Revisor of Statutes and Hamline University School of Law. It was first published in *Minnesota Statutes* in 1982. In the decades following its initial publication, the table had not been maintained or updated in a uniform manner or in a manner consistent with the original methodology used to create the table. Revisor staff attorneys, led by the Assistant Deputy Revisor for Editing, thoroughly reviewed the entire table (260 published pages), researching all entries that had been added since 1982. Along with incorporating additional entries discovered during research, this process also resulted in the elimination of hundreds of erroneous records from the table. The version published in the 2014 *Minnesota Statutes* is an improved and more accurate and consistent Table I.

Ongoing Efforts. There are a number of ongoing projects that fall under the category of compiling data on the operation and effect of laws:

- Court Opinions Report. Described more fully in a separate section of this report, the court opinions report highlights cases which involve the interpretation of statutory law.
- Unconstitutional Statutes. The Revisor's office adds notes to *Minnesota Statutes* when a court has spoken on the constitutionality of a statute, and also maintains a table of statutes declared unconstitutional.
- Uniform Acts. To assist in identifying and finding uniform acts enacted in Minnesota, the Revisor's office maintains a list of uniform acts, which can be found on the Revisor's Web site.

Internal Operations

Source of mandate: custom and usage

The Revisor's office made a number of internal improvements over the past two years, several of which also benefit the legislature as a whole. Continuing the trend of the last decade, many of the improvements involve enhanced technology.

Minnesota Revisor's Manual with Styles and Forms – 2013 Edition. The Revisor's office bill-drafting manual was completely reorganized and updated, with a focus on providing many clear examples of good drafting. The Deputy Revisor for Drafting led a small group of Revisor attorneys to accomplish this major revision. The manual was completed by the beginning of the 2013-2014 biennium, and was published both in hard copy and on the Internet. All legislative members received a copy of the manual in early 2013.

Rulemaking in Minnesota: A Guide. An updated rulemaking guide was published in 2014, authored by the Deputy Revisor for Drafting. The guide is organized in a chronological fashion and explains the rulemaking process in detail. The guide is a resource for Revisor staff in drafting rules, as well as for state agency staff who work on proposed rules. The Rulemaking Guide is published in hard copy and is also available online.

Authentication and Preservation of Legal Material. During this past biennium, the Revisor's office continued to focus on the authentication of online legal material, as well as its preservation and accessibility for the long term. The Uniform Electronic Legal Material Act was enacted in Minnesota as Laws 2013, chapter 7, and is now codified as Minnesota Statutes, chapter 3E. Authentication, which offers the user of online legal materials a method to verify that the material shown on the screen matches the original in the Revisor's database, essentially results in the online equivalent of a certified copy of a law in PDF format. Authentication has been implemented for the online 2014 session laws, 2014 statutes, and 2013 and later administrative rules, and will soon be available for the Minnesota Constitution. The method of achieving authentication chosen in Minnesota – storing a hash value for each statutory section or rule part published online – permits the creation of a version list that will be invaluable to legal researchers in the future.

Beta Version of Administrative Rules Status System. Using \$35,000 in legacy funds appropriated in 2012, matched by Revisor's office funds, a beta version of an Administrative Rules Status System is now available online. The program makes available historical state agency rulemaking documents (back to the early 1980's when the Revisor's office was given the responsibility by the legislature to publish administrative rules). This new system is very useful for finding older rulemaking documents that were previously difficult to access. The limited

funding available for the system allowed only a beta version of the system to be created. If this system were to be used as a prototype for building an official online rulemaking record, both enabling legislation and additional funding would be necessary.

INFORMATION SERVICES

New System Development Project - Completed

Source of mandate: custom and usage

In September 2002, the office began a six year, \$6.5 million project to replace the existing 30 year-old bill-drafting system with an XML-based system. The new system called XTEND (XML-based Text Editor, New Development) is now in production. XTEND was first used for the 2006 legislative session. In June 2008, the development phase of this new system was completed. Maintenance of the system is ongoing and includes the addition of user suggested features.

The XTEND system is a complete document production system. This means the system can create, edit, print, publish to Web server, and transmit documents electronically. Table 1 shows the document types and the year XTEND became the production system for the document.

Table 1. XTEND’s Production Responsibilities

Year	Document Type
2006	<ul style="list-style-type: none"> - Legislative Documents - Senate Journal and Calendars - Minnesota Session Laws - Minnesota Statutes
2008	- Administrative Rules added
2010	- Court Rules added

XTEND runs on readily available computer hardware. The core of the software is commercial off-the-shelf products for the editor, composer, and data repository. Custom Java programs were written to provide features unique to the Minnesota legislature. These features include the ability to:

- (1) compute and insert page and line numbers;
- (2) automatically check statutory order within a bill;
- (3) automatically generate bill titles;
- (4) e-mail bills in PDF format;
- (5) automatically generate a committee report from amendments;
- (6) automatically engross a bill (i.e., apply amendments to a bill);
- (7) produce side-by-side comparison documents;
- (8) search for text in all document types;
- (9) customize print options;
- (10) print directly to House and Senate printers;
- (11) transmit documents to House and Senate servers;
- (12) generate Session Law Table 2;

- (13) utilize custom tools for editing and proofing of Statutes, Session Laws, and Administrative Rules; and
- (14) create the Senate Journal, calendars, and agendas.

Successful completion of XTEND development realized the following benefits:

- (1) elimination of two, earlier, custom-developed document production systems (TE & XTE);
- (2) elimination of the computer hardware needed to run the earlier systems, and termination of the hardware and software support contracts;
- (3) termination of consulting contracts for software development services. However, two consultants are currently augmenting staff to maintain the database, Web site, and XTEND; and
- (4) using XML file format for all document types. XML is an open-standard for digital document storage, exchange, and archiving.

Maintaining Information Systems (IS) Infrastructure

Source of mandate: custom and usage

A. Revisor's Office Systems

Revisor's Office information systems provide computer programs and equipment to support drafting and publication work of the office. The IS infrastructure supports the work of House, Senate, and LCC offices. Approximately 130 users create and edit documents. The public, members, and staff access bill text and status from the office's Web servers.

Revisor's Office information systems are used in the following offices:

House

- Chief Clerk's Office
- House Research Department
- House Index
- House Information Technologies
- House Public Information Services

Senate

- Secretary of the Senate's Office
- Office of Senate Counsel, Research and Fiscal Analysis
- Senate Index
- Senate Information Systems
- Senate Information Office

Legislative Coordinating Commission

- Legislative Commission on Pensions and Retirement
- Revisor's Office

The core information technologies (IT) include:

- (1) a secure and environmentally controlled computer room;

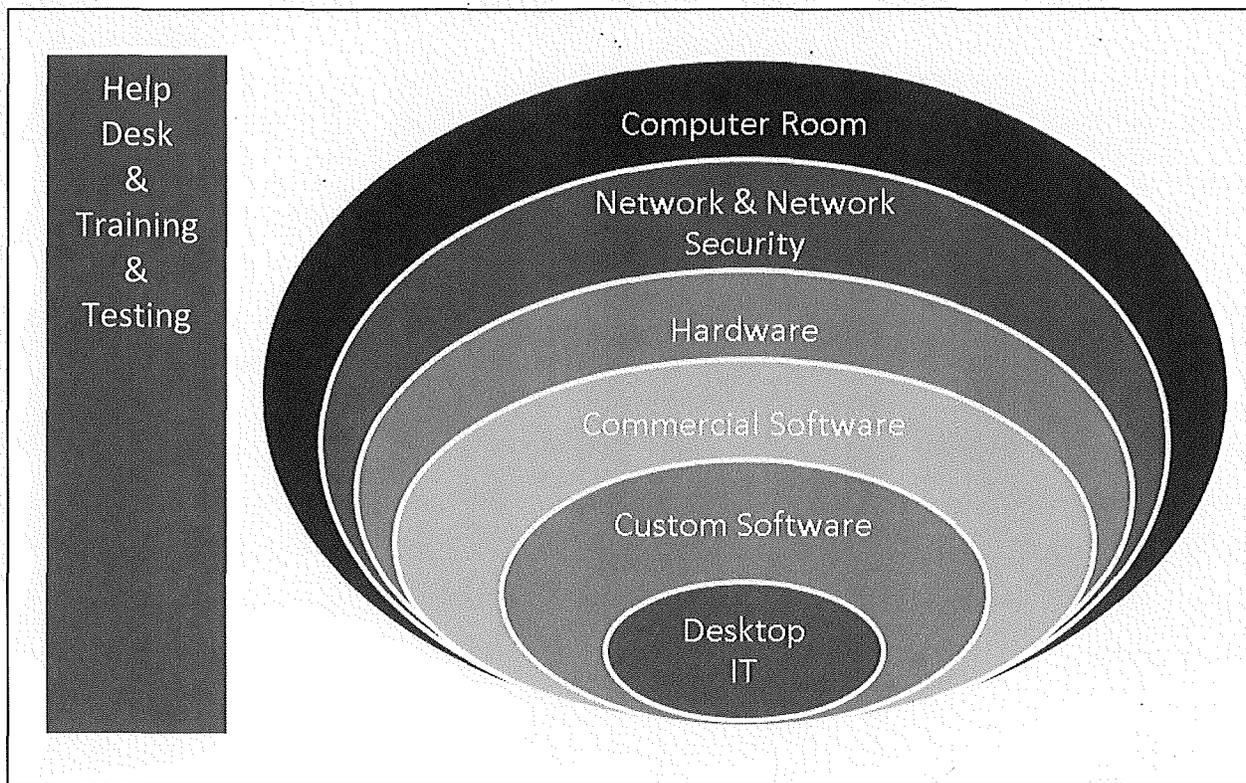
- (2) network equipment;
- (3) data storage devices: network attached storage (NAS) and storage area network (SAN);
- (4) computer servers;
- (5) relational database management system (RDBMS);
- (6) commercial software products;
- (7) custom software applications; and
- (8) end-user devices (e.g., phone, desktop computer, printers, etc.).

The information technologies are combined to create information systems (IS). The core information systems include:

- (1) a secure local area network (LAN) for digital communication within and outside the legislature;
- (2) desktop Citrix terminals and office productivity software for revisor staff;
- (3) the XTEND system, a customized software application for production of legislative documents, administrative rules, and court rules;
- (4) the public bill status system for data entry and retrieval;
- (5) the public administrative rule status system for data entry and retrieval;
- (6) Revisor Track system for document tracking within the office; and
- (7) the Revisor’s Office Internet Web site.

Figure 1.1 shows the hierarchical dependencies of these technologies and systems.

Figure 1.1. Revisor Computer Technology Hierarchy



B. Computer Room

The office maintains a secured and environmentally controlled computer room. This room contains network and computer hardware. This room has a raised floor and contains three air conditioning units and a Liebert UPS with battery backup. The Revisor, House, Senate, and LCC use this room.

Between 2005-2006, the office contracted to install an FM200 fire suppression system and to improve the smoke and fire detection system to comply with Saint Paul fire code. In 2008, obsolete 1980's and 1990's era computers were removed from the computer room. The recovered floor space allowed the Senate to install two racks in the computer room and provided additional floor space to the House, LCC, and Legislative Reference Library. In October 2008, the Department of Administration installed a new emergency generator for the State Office Building. This new generator also supplies electricity to all equipment in the computer room during electrical outages, thereby preventing hardware from "crashing." Continuous electrical power to the computer room eliminates the time consuming process (anywhere from one to 24 hours) of restoring crashed hardware, operating systems, and applications. In 2009, a thirty-year-old air conditioner was replaced by a newer refurbished unit.

C. Network & Network Security

Network security is a serious responsibility. Breaches in network security can render information systems unusable for a period of time, potentially interfering with the operation of the legislature. The network hardware and software described below seek to minimize this pervasive risk. Additionally, the office participates in the Legislative Security and Infrastructure Group (LSIG) and plays a key role in network security. One staff person serves as the Security Firewall System Administrator (consuming approximately 33% of his time). This person performs firewall administration duties for the Senate and LCC offices.

The office network consists of hardware and software components dedicated to reliable and secure delivery of data. The core of the network is a pair of Cisco layer three switches responsible for the data routing decisions. The layer three switches are the network connection point for servers, access switches, and security appliances. Servers connected to the layer three switches include: Red Hat Linux Servers, Microsoft Windows Servers, and the network attached storage device (NAS). Access switches are the connection point for devices such as client machines and printers. They are located near end users and are distributed in nine locations in the Capitol, State Office Building, and the Park Street office. Security appliances are Cisco ASA hardware.

Network security functions are performed by redundant Cisco ASA (Adaptive Security Appliance) hardware. This multifunction device integrates a firewall, a virtual private network (VPN), intrusion prevention (IPS), and content security services in a single platform. A firewall protects a computer network from unauthorized/malicious access from the outside. The firewalls connect the Revisor's network to the Internet and act primarily as a security gateway. Through the use of access lists, the firewalls permit or deny inbound and outbound traffic based on certain criteria, such as source and/or destination IP addressing, and source and/or destination application port numbers. A VPN uses a public Internet connection to provide a user working remotely with secure access to the revisor network. The VPN is used by certain staff during the legislative session to work from home, allowing them to immediately resolve issues without first

commuting to the office. The IPS monitors network data arriving from the Internet looking for known virus and malware code in the incoming data through the use of predefined strings.

The network uses monitoring software to alert support staff anytime problems occur. This software communicates with each network device and sends a page and/or an e-mail when a critical device or service stops responding. Other software is used to monitor bandwidth usage and device resources, such as CPU and memory utilization.

D. Hardware

The computer hardware in use consists of servers and data storage devices.

Computer Servers

Red Hat Linux and Microsoft Windows servers run the revisor's commercial and custom software applications. Twenty servers are in use to run these production applications. Five additional servers form the test environment supporting continuous software maintenance.

In 2012 the office completed a project to migrate from individual servers to virtual servers. Special software is installed on a physical server. This software allows multiple instances of an operating system to run simultaneously on the server. Each instance is called a virtual server and can be configured independently. Many virtual servers run on one physical server. Switching to virtual servers provides cost savings and benefits:

- Fewer physical servers are purchased. To date, the office has purchased six physical servers to host 68 virtual servers.
- Reduced electrical usage. Fewer physical servers consume less electricity. They also create less heat so the air conditioning system consumes less electricity too.
- Higher availability. A virtual server image is a single computer file. For the rare instances when a server becomes corrupted, a new virtual server can be created in five minutes by activating a copy of the virtual server file. A physical server needs to be reinstalled from CDs and can take hours.

Data Storage Devices (NAS and SAN)

The office maintains a three terabyte (TB) network attached storage (NAS) and a one terabyte storage area network (SAN). The NAS and SAN are high availability, expandable devices. Each consists of a cabinet of disk drives that can be logically combined and allocated to multiple servers. Each connected server reads and writes data to the NAS or SAN, in addition to its internal disks. Using data storage devices, disk space can be added and removed without disrupting server operations. Additionally, a data storage device automatically monitors its health, rearranges data on the disks for fastest access, and employs RAID technology to prevent loss of data in case of a disk drive failure. The primary difference between a NAS and SAN is the network protocol used to connect individual servers. The NAS uses Ethernet (ten Gbit/sec) and the SAN uses Fiber Channel (eight Gbit/sec).

E. Commercial Software

The office renews license agreements for multiple commercial software products. These products provide essential features that would be cost prohibitive to develop and maintain in-house. These products can be extended by adding custom code to provide the unique functionality required by the Minnesota Legislature.

Relational Database Management System (RDBMS)

The Oracle Database is a commercial software application for organizing many different types of information and making it available via the network to software applications. The Oracle Database contains all revisor documents and all data used by XTEND, the bill status system, and the office's Web server. It is queried directly by House and Senate IS applications.

Application Server

In distributed applications such as XTEND, an application server runs custom code needed by many client programs. For example, programs on the application server perform all database operations for client programs. The JBoss Java Application Server is used by XTEND.

Document Creation and Publishing Applications

The PTC/Arbortext family of products are the base-line XML processing applications upon which XTEND customizations are built. The Arbortext Editor is used by legislative staff to create and edit documents. The Arbortext Publishing Engine is used by staff to add page-and-lines to a document, and to convert XML documents to standard display formats such as HTML and PDF. Three other Arbortext products are used exclusively by programmers.

Cindex is a product for creating indexes. This product is used to create indexes for *Laws*, *Statutes*, *Minnesota Rules*, *Court Rules*, and selected tables.

Office Productivity Applications

The Microsoft Office suite of applications is used for office productivity tasks. The office's e-mail system consists of open-source components: Linux sendmail server and the Thunderbird client.

Custom Software Application

Source of mandate: custom and usage

A. TE (Text Editor) Retired in 2008

TE was the first generation computerized document production system, customized for the Minnesota Legislature. TE system design began in the mid-1970s and was used from 1980 to 2005. TE was written in the assembler language and ran on one IBM mainframe computer.

B. XTE (X-windows Text Editor) Retired in 2008

XTE was the second generation document production system, customized for the Minnesota Legislature. XTE entered production in 1995 and was used until 2005. XTE was written in the C, X-Windows, and Uni-Rexx languages and ran on three Hewlett-Packard UNIX servers.

C. XTEND (Xml-based Text Editor, New Development)

XTEND is the third generation document production system, customized for the Minnesota Legislature. XTEND provides all features found in prior TE and XTE systems. XTEND architecture minimizes long-term maintenance costs by using popular computer hardware (Intel servers running Windows and Linux operating systems), and commercially available software

products (Arbortext and Oracle) for common functionality. These products are extended with custom-written software to provide features unique to the Minnesota Legislature.

XTEND system development began in September 2002. The system reached production-ready status for the 2006 legislative session. All legislative document types were produced for the 2006 session. Support for administrative rules and court rules was added in 2008 and 2010, respectively. Support for *Minnesota Statutes*, chapter 3E, the Uniform Electronic Legal Material Act, will be added in 2015.

XTEND is written using multiple languages.

- Document structure definition
 - XML Schema Definition (XSD)
- Document display and conversion
 - Arbortext FOSI
 - Arbortext Styler
 - XSL Transformations (XSLT)
- XML operations
 - XPath
- Software operations
 - Arbortext ACL
 - Java
 - J2EE (on the application server)
 - SQL (for database operations)
 - Ant (for deployment)

Many legislative offices use the XTEND system.

- (a) The Revisor's Office produces resolutions, bill drafts, engrossments, amendments, House committee reports, conference committee reports, side-by-side comparison reports, enrollments, session law editing and publication, and statute editing and publication.
- (b) House Research and the Office of Senate Counsel, Research and Fiscal Analysis prepare resolutions, bill drafts, and amendments.
- (c) Offices under the Secretary of the Senate produce Senate agendas, calendars, daily and permanent journals, committee reports, and floor amendments.
- (d) The Chief Clerk's Office staff use XTEND to export documents that are then processed and included in the daily and permanent journals.

D. Bill Status System

The office maintains a bill status system that is utilized by the House and Senate. The purpose of this system is to record each body's actions on each introduced bill and make this information publicly available. The bill status system consists of a user interface for entering information, a

database for storing the information, and reporting programs to retrieve and display the actions on a specific bill.

In the 1998 biennium, the House and Senate bill status systems were migrated from the IBM mainframe to a commercial database product, called BASIS, running on a UNIX server. In the 2005 biennium, the system was again migrated to an Oracle database running on Linux. In preparation for the 2005 session, House and Senate status information was exported from BASIS and imported into Oracle database tables. New user interface programs were written using Oracle Forms. Oracle Forms allows House and Senate Index staff to enter information on a form and the data is then saved in the database. New reporting programs were written to retrieve and display the information for a user specified bill. These programs run on the office's Internet Web site.

In 2008, significant updates were done to the system. The forms for entering information were converted from OracleForms to PHP. PHP is free, open-source software. The conversion to PHP allowed the office to terminate annual license fees for using OracleForms. Database tables were redesigned and replaced to simplify programmatic access to authors, committees, actions, and topics. The redesigned tables require less House, Senate, and Revisor's Office IS labor to maintain.

E. Administrative Rule Status System

In 2013, the office made available public Web pages showing the status of rule drafts. The system is the result of collaboration by the Revisor's Office, the Office of the Governor, the Office of Administrative Hearings, the *State Register*, and the Legislative Reference Library. The key to the status system is the consistent use of a Revisor rule draft number across all organizations. In Phase 1 of the system, the office has created custom code and public Web pages that show the status of a rule draft together with Web links to relevant documents held by the above offices.

Notices published in the *State Register* record the progress of a rule draft through the rulemaking process. *State Registers* from 1977 – present are available as textual PDF files on the Revisor Web site. In support of this status system, the office has scanned *State Registers* from 1977 – 1997. *State Registers* from 1998 – present are available from the Minnesota Bookstore Web site. The Revisor's Office is storing the scanned historical registers plus copies of all Web-accessible registers.

F. Uniform Electronic Legal Material Act

The Uniform Electronic Legal Material Act was enacted in 2013 as Minnesota Statutes, chapter 3E. The chapter applies to four of the office's electronic legal materials that are published on the Web:

- (1) the Minnesota Constitution;
- (2) Laws of Minnesota;
- (3) Minnesota Statutes; and
- (4) Minnesota Rules.

For these legal materials, the office must authenticate, preserve, and provide public access. To meet these requirements, new custom software was developed and added to the office's existing

software applications: XTEND and the Internet Web site. Significant database development was done to support these requirements and enable document versioning.

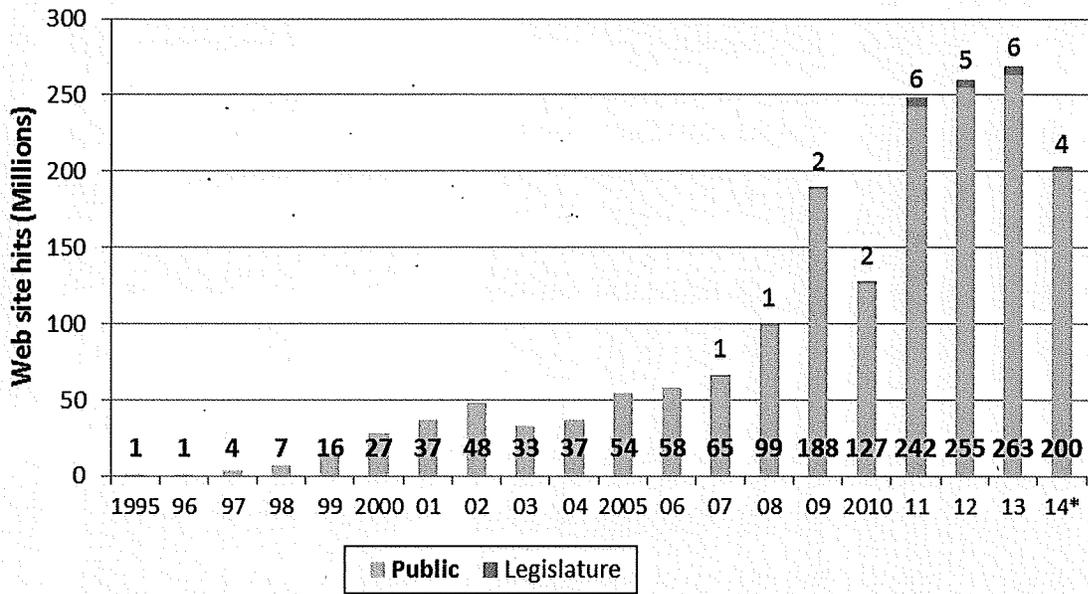
Chapter 3E is effective January 1, 2015.

G. Internet Web Site

The office’s efforts in providing Internet access to data have been very successful. We have been able to contribute a considerable portion of data to the main legislative Web site. Statistical counts for access to data on our Web applications are consistently high, especially during the legislative session when counts exceed 1,000,000 for a weekly time period. To accommodate this high volume of requests, the office installed two identical Web servers in 2006. One Web server is dedicated to public requests; the other is dedicated to legislative members and staff. Starting in 2007, separate statistics were accumulated for each server.

Figure 1.2 shows the annual number of browser requests ("hits") to the office’s Web site since the 1995 introduction of a Gopher server. 2014 values are for January through August.

Figure 1.2. Total annual access to revisor Web server



*2014 figures as of August 2014

Most official office publications are available on the Internet via the legislative Web site, including *Minnesota Statutes*, *Laws of Minnesota*, and *Minnesota Rules*. *Court Rules* are published concurrently on both the Revisor and Judicial Branch Web sites.

Minnesota Statutes and index are fully updated annually online, while the printed publication is fully updated biannually. The text of all statute chapters is searchable using the office’s Web site. A new Statutes Archive, going back to 1851, has been added to the Web site. A legacy grant provided funding to scan older statutes from books and make the resulting electronic files searchable and accessible. Before the updated statutes are available online, banners are placed

above sections of Minnesota Statutes that were amended in the previous legislative session. These banners contain links to the amended language in the session laws, and they are removed when the updated statutes are posted online.

Laws of Minnesota and each session's index are available online from 1849 to the present. In 2007, the office initiated a project to scan paper-only session laws from 1849 to 1983. These laws are available in a textual PDF format. The text of all laws is searchable using the office's Web site.

During session, the office updates an online, preliminary Table 2: "Minnesota Statutes new, amended or repealed." Shortly after each legislative session, the office has begun to make a preliminary version of session laws available online. This new practice provides session laws to the public much earlier than they could be made available in printed form.

Minnesota Rules and index are available online from 1982 to the present. Rules on the Revisor Web site are updated continuously, while the printed publication is fully updated biannually. In 2009, with funding from a legacy grant, the office initiated a project to scan paper-only full publications of *Rules* from 1982 to 2009. These rules are available in a textual PDF format. The text of all rules is searchable using the office's Web site.

The office maintains and publishes *Court Rules* for the judicial branch. After applying requested changes to these documents, the updated documents are simultaneously published to the Revisor's Office Web site and transmitted to judicial branch servers. Consequently, the court rules are now available through the Minnesota Supreme Court's Web site. The office is meeting with the judicial branch to refine procedures for updating court rules and posting the rules on the office Web site.

In 2006 the office's Web site assumed responsibility for performing text searches of session laws, statutes, and administrative rules. Previously, the state's North Star Web site provided this service. Combined with online indexes, users have a powerful arsenal of tools to quickly find relevant documents.

H. Education for Legislative Staff

Annually, Help Desk and IS staff provide training classes to legislative staff. For permanent staff, new features in office applications are demonstrated. For seasonal employees new to the office's custom applications, approximately one day of hands-on training is provided. The Help Desk is staffed all year long to answer questions about office software applications and to answer the public's questions about the office Web site.

IT Coordination in the Legislature

Source of mandate: Laws 2007 c 148 art 1 s 3 subd 4(e)

A. Voice over Internet Protocol¹

Background. Voice over Internet Protocol (VoIP) is a technology where an organization uses its computer network to not only process data, but to also process phone calls. These systems are

¹ This section was taken from an LCC report prepared by Greg Hubinger entitled "Information Technology Coordination in the Minnesota Legislature," dated February 11, 2008.

attractive because the organization needs to support only one network (instead of two), and there are significant cost savings. The House converted to VoIP in early 2005.

With support of leadership, staff from House, Senate, and joint legislative offices met in various combinations for almost a year working through the concept of a centralized phone system. In late fall 2007, staff reached consensus across all of the affected offices about how to locate, manage, and maintain a single phone system that would serve the legislative branch. The House's core system was significantly supplemented by additional hardware to support the additional demands of the joint offices and the Senate. In 2010, the system's core hardware and software reached their end-of-support date. They have been replaced as part of a new five-year support agreement.

Description of system. The centralized VoIP system requires an integrated core system of computer devices that in turn connect with House, Senate, and joint legislative agency computer networks.

The core system is managed day to day by the Information Services Office in the Office of the Revisor of Statutes. The VoIP system is generally overseen by a committee of IT staff and other managers from each of the offices involved in the system. In addition, each office provides staff supports to deal with the myriad of administrative tasks involved in adding, changing, and deleting users of the phone system.

B. Wireless Internet Access in the Capitol and State Office Building

Members and staff in both houses discovered during the 2007 session that having wireless access was becoming critical in the legislative process. Especially during conference committees, members of the House were in the Capitol, unable to access files that were on the House network. When Senate members and staff were in the State Office Building, they found that files they could access wirelessly in the Capitol were inaccessible in the State Office Building.

IT staff in the House and Senate concluded that for their members and staff to have on-going access to files on their respective networks, no matter where they were in the Capitol or State Office Building, they would need a centralized system that allowed secure access to both.

The legislative wireless network, implemented for the 2008 legislative session, covers all legislative spaces in both the Capitol and State Office Building, allows all legislators and legislative staff access to their own networks from any location within the two buildings, and provides Wi-Fi access to members of the public within the same spaces.

The project was designed, developed, and implemented jointly by the House, Senate, and LCC technology staffs, with the review and guidance of the OET Security staff. The Revisor's Office configured and maintains the core network hardware, while House and Senate staff maintain committee room hardware.

C. Legislative Networking Group (LNET)

Membership of the Legislative Networking Group (LNET) includes staff members from the House, Senate, Revisor's Office, Legislative Reference Library, and Legislative Coordinating Commission. LNET manages the Legislative World Wide Web service and acts as a forum for all legislative offices to share and discuss technology issues. IT staff from the House, Senate, and

joint legislative offices work within LNET to plan upgrades to the legislative Web site. The group meets year-round to continuously improve usability and content on the legislative Web pages. Recently, the LNET group collaborated to achieve a redesigned Minnesota Legislative Web site with easier navigation and a more consistent look that works for both desktop and mobile devices.

D. Legislative Security and Infrastructure Group

Membership of the Legislative Security and Infrastructure Group (LSIG) includes staff members from the House, Senate, Revisor's Office, Legislative Reference Library, and Legislative Coordinating Commission. Through LSIG, general, technical, and security topics and issues are discussed and addressed by the members. Each office is kept abreast of projects or changes in systems and architectures that may have relevance to their respective operations and computer networks. The group meets year-round to proactively address security threats.

E. Evaluation of Cloud-Based Office365

Microsoft's Office365 product will be evaluated by multiple offices during the 2015 legislative session. The e-mail component of Office365 will be used by the Senate, Legislative Reference Library, and Legislative Coordinating Commission. The office will obtain a small number of licenses to be used for e-mail performance testing. If performance and reliability are acceptable, the office may convert its e-mail system to Office365 in 2015.

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