

M I N U T E S

Legislative Procedures and Facilities Committee
of the
Legislative Council

September 9, 1969

The second meeting of the Legislative Procedures and Facilities Committee of the Legislative Council was called to order by Committee Chairman, Speaker William H. Harbor, at 1:40 p.m. on September 9, 1969 in the Speaker's Room, State House, Des Moines, Iowa. Members present were:

Speaker William H. Harbor, Chairman
Senator Eugene M. Hill
Senator Elmer F. Lange
Representative Dale M. Cochran
Representative Andrew Varley

Members absent were:

Senator Arthur A. Neu
Senator David M. Stanley
Representative Ralph F. McCartney

Also present were:

Mr. William Roach, Aspen Systems Corp.
Mr. George Seaton, Aspen Systems Corp.
Mr. Carroll A. Lane, Secretary of the Senate
Mr. William R. Kendrick, Chief Clerk of the House
Mr. Wayne Faupel, Code Editor
Mr. Verne Tanner, Data Processing Division
Mr. Jerry Lewis, Data Processing Division
Mr. Serge H. Garrison, Director, Legislative Service Bureau
Miss Diane Devin, Research Analyst, Legislative Service Bureau

Senator Lange moved that the Committee dispense with reading the minutes of the previous meeting. The motion carried, and the minutes were declared approved as mailed to the members.

Chairman Harbor called upon Mr. Garrison to introduce the representatives of Aspen Systems Corp. Mr. Garrison introduced Mr. Roach and Mr. Seaton and noted that several of the Legislative Council members had the opportunity to hear Mr. Roach illustrate and explain Aspen Corporation's bill drafting system at the National Legislative Conference in St. Louis. He stated that Chairman Harbor had requested that Aspen Systems Corp. prepare a cost proposal with regard to a complete computer system for bill drafting and printing of session laws and statutes.

Mr. Roach stated that Aspen Systems Corp. has prepared a cost proposal for purchase or rental of Aspen's Qwik-Draft System, a bill drafting system. He observed that Iowa has already installed Aspen's Search System and will be able to use the data base of the Search System for the bill drafting system.

Mr. Roach commented that the cost for installing the bill drafting system may be difficult to justify without considering the future use of computerized printing of the session laws and the statutes. He commented that Aspen Computype, Inc. of St. Paul, Minnesota, has developed a system which sets type from computer tape and provides printed copies of session laws within thirty days after the adjournment of a session.

Mr. Roach noted that the state of Iowa has negotiated a contract with Aspen Systems Corp. which provides for updating the Code of Iowa after the 1969 and 1970 legislative sessions for \$13,000. He indicated that if Iowa were to utilize the entire Aspen system, the cost for updating will decrease to between \$4,000 and \$5,000 every two years. In response to a question from Senator Lange relating to the manner in which the present computer tape containing the Code of Iowa can be utilized, Mr. Roach replied that the computer tape can be used for retrieval purposes and as the initial data base. He further commented that the state of Iowa is presently one step into the bill drafting system.

Senator Hill inquired whether the equipment in the subsidiary corporation in St. Paul has the ability to select different sizes and styles of type. Mr. Roach replied in the affirmative. Senator Hill further inquired whether Aspen's equipment is better than the equipment of other systems. Mr. Roach indicated an affirmative reply and noted that Aspen Systems Corp. has recently signed a contract with Harris Intertype, the largest printing system in the world, to establish a system for computerized printing.

Representative Varley inquired about the present arrangement between Aspen Systems Corporation and the State of Iowa. Mr. Roach replied that the State of Iowa is renting the Aspen Search Program and is using its own computer equipment.

Senator Hill inquired whether computers possess printout capabilities to print the Code. Mr. Roach replied that in order for computers to print the Code, expensive equipment must be installed to enable the computer to change type sizes and styles. He added that Aspen Computype, Inc. sets the type, but the actual printing can be performed on any offset printing machinery. He noted that the proposal submitted to Iowa is for purchase or rental of the programs for performing bill drafting and printing.

Mr. Faupel asked whether the computer tape containing the Code of Iowa is composed of both upper and lower case letters. Mr. Tanner replied in the affirmative. Mr. Roach commented that although the computer tape containing the Code of Iowa can be used as a data base, printing from the computer tape requires the addition of signals to indicate italic and bold face types. In response to a question from Senator Hill, Mr. Roach commented that he is unable to estimate the cost for adding such signals to the computer tape.

Mr. Roach stated that the cost of purchase of Aspen's Qwik-Draft System is \$50,000 and the cost of rental is \$25,000 for the first year and \$10,000 for each succeeding year during which the system is rented. Purchase or rental of this system includes the following services:

1. A bill drafting system programmed to Iowa's specifications.
2. Installation of the program on Iowa's computers.
3. Training of personnel to use terminals.
4. Training of computer personnel to operate the system.
5. Maintenance of the system.

Mr. Roach noted that under a rental agreement the services are retained as long as the system is rented. However, if the system is purchased, the services are available for one legislative session. Mr. Roach further commented that fifty percent of all moneys paid for rental can be applied to eventual purchase of the Qwik-Draft System. He estimated that maintenance cost, if the system is purchased, will be \$5,000 per year. The estimated cost for updating the Aspen Document Retrieval System at the end of each session is \$2,500.

Senator Hill asked for a definition of maintenance. Mr. Roach answered that maintenance includes program modifications resulting from updating of equipment and training of new personnel.

Chairman Harbor asked for the names of states which have purchased or rented the Qwik-Draft System. Mr. Roach replied that the system has been demonstrated only during the last five months and no state has thus far purchased it.

Mr. Roach commented upon the estimated cost of computer hardware necessary to operate the Qwik-Draft System. Mr. Roach estimated that the following equipment will be necessary:

Two 2701 Transmission Control Units - \$1,160
Six CRT Terminals - \$900
One Hard Copy Output Device (Subject to change; specific
device still under consideration) - \$150
Phone equipment - \$240
Estimated monthly cost (excluding computer time on
state computer system) - \$2,450 per month

Senator Hill inquired about the feasibility of purchasing rather than renting the equipment listed. Mr. Tanner responded that the State of Iowa has purchased some computer equipment but is leasing the majority of its equipment. He noted that the necessary equipment for computerized bill drafting listed will be leased. It was noted that such equipment is in an evolutionary stage and it appears to be impractical to purchase. Mr. Tanner, in response to a question from Senator Lange, replied that the State of Iowa does lease some of the needed equipment for bill drafting presently so that the additional cost would be considerably less than \$2,450 per month.

Chairman Harbor called upon Committee members to review the agreement between Aspen Systems Corp. and the State of Iowa for placing the session laws from the 1969 and 1970 sessions of the General Assembly on computer tape. A copy of the agreement is attached to the minutes and by this reference made a part thereof. Mr. Garrison commented that Aspen Systems Corp. agreed to update the Code for two sessions for \$13,000. He further commented that the Committee might wish to consider the adoption of the bill drafting system after the 1970 session when the Code will be reprinted.

Senator Hill inquired about changes made by the Code Editor. Mr. Roach replied that Aspen Systems Corp. will not update the Code without instructions from the Code Editor.

Chairman Harbor thanked the representatives from Aspen Systems Corp. for attending the meeting and called upon Mr. Tanner for comments.

Mr. Tanner stated that the Data Processing Division is developing a bill drafting system which will be concerned more with amendments to bills after they have been drafted, whereas Aspen's system will be concerned more with drafting the original bill.

Mr. Faupel asked whether the Aspen System appears to be better than the system devised by Data Retrieval Corp. of America. Mr. Tanner replied that the Aspen System appears to have more flexibility since it utilizes video terminals rather than a typewriter. Mr. Tanner further commented that he questions statements made by representatives from Aspen that the system will work perfectly since the Data Processing Division has had some difficulty with the Aspen Search System.

Mr. Kendrick asked whether Iowa, if it purchased or rented the bill drafting system, might be serving as a "guinea pig". Mr. Tanner replied in the affirmative. Mr. Kendrick asked whether the Data Processing Division might be able to accomplish some bill drafting objectives without purchasing the Aspen System. Mr. Tanner replied in the affirmative.

Representative Cochran asked Mr. Tanner for further comments relating to Iowa's development of its own system. Mr. Tanner responded that although his Division is devising a bill drafting system, the system will not be ready for several years. Aspen must be used now to update the session laws.

Chairman Harbor thanked Mr. Tanner and Mr. Lewis for attending the meeting.

An Appendix, entitled Priority Areas of Study Suggested by Committee Members, was attached to the minutes of the previous meeting of the Committee and is attached to the minutes and by this reference made a part thereof.

Chairman Harbor called upon Mr. Kendrick and Mr. Lane to comment upon the first item which relates to facilities changes needed for the 1970 legislative session. Mr. Lane commented that other than the usual housekeeping duties, the public address system needs to be updated. Mr. Kendrick asked the Committee for permission to submit a written list of facilities changes needed. He noted that the House and Senate Bill Rooms require additional equipment and suggested that the installation of a rotary bin filing system at a cost of approximately \$1,000 will provide additional space in the bill rooms and will also eliminate the necessity for climbing stepladders to obtain copies of the bills. Chairman Harbor asked whether such a rotary bin filing system can be installed by the beginning of the 1970 session. Mr. Kendrick replied in the affirmative.

Senator Hill asked Mr. Lane whether he had considered asking the Senate for authorization to install a voting machine. Mr. Lane agreed that the use of a voting machine in the Senate will save time, but commented that the Senate must agree upon the necessity for a voting machine.

Chairman Harbor asked whether the House public address system will be improved before the 1970 session convenes. Mr. Kendrick replied that completely revising the public address and wiring system will cost approximately \$25,000 and such a system might not be ready for the 1970 session. He suggested that after the 1970 session, since the House will be reduced to 100 members, the public address system should be revised.

Representative Varley inquired about the feasibility of air-conditioning the Capitol. He commented that several new

individual air-conditioning units were added last summer and air-conditioning the entire Capitol will eliminate the need for individual air-conditioners. Mr. Kendrick commented that authority for authorization for air-conditioning appears to be unclear. Senator Hill observed that air-conditioning the entire building appears reasonable and noted that cool air vents are already present in the House and Senate Chambers. Senator Hill suggested that the Committee invite the State Architect to discuss such a project and request a cost estimate from a contractor. A recommendation can then be made to the General Assembly. Mr. Lane commented that the Executive Council has initiated a study of the feasibility of air-conditioning the Capitol building. It was requested that the Legislative Service Bureau contact the Executive Council for a progress report.

Mr. Kendrick commented that Iowa is the only state that he knows of which allows other state agencies to use the legislative chambers during the interim. He noted that such use of the legislative chambers saves the State of Iowa \$25,000 per year. He suggested that the General Assembly should be generous with its appropriation for maintaining legislative facilities.

Chairman Harbor asked Mr. Kendrick and Mr. Lane about the fourth item in the Appendix relating to the establishment of a public information service. Mr. Lane expressed the belief that a public information service will be useful in improving the image of the legislature in Iowa. He complimented WOI radio for broadcasting the proceedings of the General Assembly. He suggested that the General Assembly might encourage other radio stations to use the broadcasts by WOI. Mr. Lane noted that the State of Wisconsin has employed public relations personnel for each political party in each house of its legislature and he suggested that it might be advisable to visit Wisconsin and observe the procedure. Mr. Lane also suggested that the leadership in the General Assembly invite executives from the Des Moines Register and Tribune to a meeting and discuss coverage of news of the General Assembly.

Mr. Kendrick concurred that an information center is needed, but did not outline a specific implementation procedure. He agreed that the idea for establishment of a public relations director for each political party has merit, but questioned whether the directors might antagonize press personnel. He further noted that employment of a qualified public relations director will be quite expensive. Mr. Kendrick further suggested that the legislative leadership issue press releases rather than having individual members releasing news. He expressed the belief that such a procedure might be implemented by means of the party caucuses. Mr. Kendrick expressed the belief that the use of joint press conferences will improve the image of the General Assembly.

Chairman Harbor thanked Mr. Kendrick and Mr. Lane for their suggestions. He called upon members of the Committee to comment upon the second item in the Appendix relating to names and numbers of standing committees and their activities. Representative Varley stated that in the future he would be reluctant to authorize the use of special interim study committees and believes that the standing committees can conduct the studies. Senator Hill expressed agreement and observed that because of overlapping in subject matter of studies of standing committees and interim study committees, many state officials are being requested to appear before several committees for the same purposes. He suggested that in the future the General Assembly can direct a standing committee to undertake a study. He noted that any recommendation for change will be a recommendation for the 1971 legislative session and expressed the belief that consideration should be given to a reduction in number of committees.

Chairman Harbor observed that the first part of the third item in the Appendix, relating to voting rights of non-legislative members of study committees, was resolved at the last Council meeting. In regard to the second part of the third item relating to the financing of standing committee activities, Mr. Garrison commented that the chairmen of standing committees had requested authorization to attend meetings of their subcommittees and to receive per diem and actual and necessary expenses. He further commented that the Legislative Service Bureau personnel are attending and taking minutes at all meetings of standing committees and their subcommittees, but that in November the Bureau will be receiving research requests and bill draft requests which must be completed before the legislative session. Mr. Garrison suggested that the Committee consider recommending to the Legislative Council that the secretaries of the committee chairmen be authorized to attend committee meetings, write minutes, and be compensated for such attendance. Senator Lange stated that such a plan appears to be a good idea. He noted that it is important to have a record of proceedings at meetings.

Chairman Harbor asked whether the Committee is in accordance with the statements made by Committee members relating to the items in the Appendix. The Committee expressed agreement. Chairman Harbor called for comments with regard to Mr. Kendrick's request for a rotary bin file system in the bill rooms. Representative Varley moved that the Committee recommend to the Legislative Council that the Council authorize the adaptation of facilities in the bill rooms for the installation of rotary bins for filing bills. Representative Cochran seconded the motion and recommended that the motion be amended to provide that the Legislative Council authorize the Secretary of the Senate and the Chief Clerk of the House to purchase the necessary equipment to install rotary bin files. Representative Varley

agreed to the changes in his motion, and the motion carried.

With regard to the fourth item in the Appendix relating to the feasibility of establishing a public information service, Senator Lange suggested that the Committee allow the Legislative Council to take final action. The Committee agreed.

Representative Cochran inquired whether the Committee should suggest to the Legislative Council at its meeting on September 10 that the secretaries of the committee chairmen be authorized to attend meetings and take minutes after November 1. Senator Hill noted that a Committee secretary's presence at pre-session activities may be beneficial in her understanding of committee activities during the session. Chairman Harbor observed that salaries for the clerks can be paid from the House and Senate administration budgets. The Committee agreed that such a procedure will be recommended to the Legislative Council.

With regard to the future use of electronic data processing, the fifth item in the Appendix, Representative Cochran asked Mr. Garrison for suggestions. Mr. Garrison responded that the Committee might consider recommending continued review of future applications of electronic data processing, but the Committee might wish to recommend that the Legislative Council authorize signing the contract with Aspen Systems Corp. for updating the Code. It was noted that Mr. Tanner had indicated that the Data Processing Division will probably not have developed its bill drafting system by the 1971 legislative session.

Representative Varley expressed the belief that a complete electronic data processing utilization program should be agreed upon before any individual projects within the program are approved and so that needless duplication will not occur. Representative Cochran inquired whether Mr. Garrison requires authorization from the Legislative Council to sign the contract with Aspen System Corp. Mr. Garrison replied in the affirmative, and the Committee agreed to recommend to the Council that it approve the contract. Representative Varley recommended that the Legislative Council have a complete electronic data processing program developed by 1971 and begin implementing the first step of the program, probably bill drafting, in 1971. The Committee agreed to the recommendation.

With regard to the printing and publishing of the session laws, Chairman Harbor called upon Committee members to review the correspondence from Code Editor Faupel. A copy of Mr. Faupel's letter is attached to the minutes and by this reference made a part thereof.

With regard to the seventh item in the Appendix, relating to the feasibility of having the standing committees establish procedures for continuous Code revision, Senator Lange noted that the Conservation Commission has requested an

immediate Code revision. Senator Hill asked how the standing committees might accomplish such revisions. Mr. Garrison commented that some states have employed large revision staffs to work with standing committees. He noted that Code revision is a very technical field and the staff of the Service Bureau is obtaining experience in revision by working with the two study committees, Municipal Law Revision and Criminal Code Revision. Senator Hill inquired whether the Iowa State Bar Association might be helpful in any revisions. Mr. Garrison replied that the Bar Association has completed a revision of the Criminal Code, and its revision, which was never approved in toto by the Bar Association, is being used as a starting point. Chairman Harbor expressed the belief that the standing committees do not possess the capability for Code revision. Mr. Garrison agreed that members of standing committees may not be able to revise the Code because of lack of time and because each standing committee has many other areas which it must study. Chairman Harbor suggested that the Committee recommend to the Legislative Council that not enough time or staff is available for standing committees to conduct continuous Code revision.

Chairman Harbor called for comments on the eighth item in the Appendix relating to the feasibility of abolishing the Budget and Financial Control Committee, Appropriations Committee, and Departmental Rules Review Committee. Representative Cochran expressed the belief that some legislative committee must replace the Appropriations Committee. He inquired about the function of the Budget and Financial Control Committee since the standing committees have been given additional authority in H.F. 390. Senator Hill noted that the Legislative Processes Study Committee had recommended that the Budget and Financial Control Committee be abolished. He agreed that H.F. 390 has given the standing committees some of the authority of the Budget and Financial Control Committee and there appears to be some duplication of effort. Senator Hill stated that the Budget and Financial Control Committee should be abolished. Representative Cochran observed that the General Assembly in 1965 deleted the Budget and Financial Control Committee's two million dollar appropriation and some of its responsibilities were transferred to the Executive Council.

Chairman Harbor noted that the visits to state institutions by members of the Budget and Financial Control Committee have resulted in savings of hundreds of thousands of dollars for the General Assembly. He suggested that if the Budget and Financial Control Committee is abolished, a subcommittee of the Legislative Council might be assigned to visit state institutions. Representative Cochran suggested that some functions of the Budget and Financial Control Committee might be undertaken by a committee of the Legislative Council. He noted that there appears to be lack of communication between the Budget and Financial Control Committee and the General Assembly.

Senator Hill suggested that the feasibility of abolishing the Budget and Financial Control Committee, the Appropriations Committee, and the Departmental Rules Review Committee be studied at the next meeting of the Legislative Procedures and Facilities Committee. He observed that the functions of each committee must be considered separately and further commented that the functions of the Budget and Financial Control Committee might be transferred to the standing committees rather than to a committee of the Legislative Council. Chairman Harbor suggested that the chairmen of the committees be invited to the next meeting to discuss the duties of their committees. It was noted that recommendations will probably not be implemented until the 1971 legislative session.

Chairman Harbor called for a date for the next meeting of the Committee. It was decided that the Committee will meet on the afternoon of the day preceding the next Legislative Council meeting.

The meeting was adjourned at 4:30 p.m.

Respectfully submitted,

Diane Devin
Research Analyst

APPENDIX

Priority Areas of Study Suggested by Committee Members:

1. Facilities changes needed for 1970 legislative session.
2. Names and numbers of standing committees, and present activities of standing committees with recommendations for future operations.
3. Voting rights of nonlegislative members of study committees, and financing of standing committee activities.
4. Feasibility of establishing a public information service.
5. Possible future use of electronic data processing devices.
6. Obtain report from Code Editor. In consultation with Code Editor, study the manner of printing and publishing the Code.
7. Feasibility of having standing committees, within their individual fields of study, establish procedures for continuous Code revision.
8. Feasibility of abolishing: Budget and Financial Control Committee, Appropriations Committee, and Departmental Rules Review Committee.