

M I N U T E S

LEGISLATIVE PROCEDURES AND FACILITIES COMMITTEE  
OF THE  
LEGISLATIVE COUNCIL

June 9, 1970

The fourth meeting of the Legislative Procedures and Facilities Committee of the Legislative Council was called to order by Committee Chairman, Speaker William H. Harbor, at 1:35 p.m., June 9, 1970 in the Speaker's Room, State House, Des Moines, Iowa. Members present were:

Representative William H. Harbor, Chairman  
Senator Elmer F. Lange  
Senator Robert R. Rigler  
Representative Dale M. Cochran

Also present were:

Mr. Paul Martin, Data Processing Division, Comptroller's Office  
Mr. Dale Nelson, Data Processing Division, Comptroller's Office  
Mr. Serge Garrison, Director, Legislative Service Bureau  
Miss Diane Devin, Research Analyst, Legislative Service Bureau

Chairman Harbor introduced Mr. Martin and Mr. Nelson, and called upon Mr. Garrison to comment upon a memorandum which had previously been distributed to Committee members which pertains to bill drafting techniques and the use of the computer. Mr. Garrison noted that the Legislative Council possesses the authority to establish and approve a bill drafting style, and noted that several alternative forms of bill drafting may be selected. He explained that bill drafting can be accomplished by means of a computer, and the bill drafting style should be changed so that the entire section of the Code which is being amended will be printed. Mr. Garrison stated that words to be added to the section and words to be deleted from the section will be identified in different distinguishable manners.

Senator Rigler asked whether the length of bills will be increased. Mr. Garrison replied in the affirmative noting this would only be an increased paper cost with the same amount of staff time and a reduction in printing costs if offset printing is used. Mr. Garrison also explained that bills recodifying chapters of the Code would not have to reprint each section as amended, but the old sections might be repealed. Mr. Garrison indicated that amending with the proposed bill drafting style will be similar to the present method of amendment. The bill will be enrolled exactly the way it will later appear in the Code except for editorial changes. Mr. Garrison suggested that if the proposed bill drafting method is adopted, the Code Editor can prepare a supplement to the Code after each session since amended sections will be continuously updated after each session of the General Assembly.

Mr. Garrison explained that under the present system it is necessary that Mr. Wayne Faupel, Code Editor, hire proofreaders to

proofread the entire Code, including sections that have not been amended. He explained that once the Code of Iowa is on computer tape and is continuously updated, it will not be necessary to proofread sections which have not been amended.

Senator Lange asked whether the present computer tape which contains the Code of Iowa can be used for bill drafting purposes. Mr. Garrison replied that it will be possible to use the tape after it is updated to include the 1970 session, certain computer codes have been inserted into the tape, and the Code Editor has finalized the manner in which the next Code will be printed. He further noted that the tape does contain some typographical errors. Mr. Garrison stated that both Aspen Systems Corporation and the Data Retrieval Corporation wish to sell Iowa their bill drafting systems, but the Data Processing Division has been developing its own bill drafting system and the expense will be considerably lower than the proposals received from the private companies.

Mr. Garrison observed that if the present bill drafting system is used for the 1971 legislative session, the proposed bill drafting system cannot be implemented until the 1973 legislative session since bills will carry over to the 1972 session and it would not be desirable to have two bill drafting formats used by the same General Assembly. Mr. Nelson commented that Iowa has a contract with Aspen Systems Corporation to update the computer tape so that it will include the Acts of the 1970 Session, and this will require at least two months. Mr. Garrison stated that the proposed bill drafting system can be used without computer aid, but bill drafting time will be increased because extra typists and proofreaders will be required.

Chairman Harbor called upon Mr. Wayne Faupel, Code Editor, who was present, to disclose both the date for which page proofs will be available, and the date which the published Code will be available. Mr. Faupel replied that type is presently being set by the printer and galleys are being transmitted daily from the printer to the Code Editor for proofreading. He stated that corrected page proofs should be available by September or early October. In response to a question regarding the name of the printer, Mr. Faupel replied that Wallace Homestead Co. is printing the Code of Iowa and also the 1970 session laws.

In response to a question by Chairman Harbor, Mr. Faupel expressed the belief that the use of the computer for bill drafting and for printing the Code will save a great deal of time. Mr. Faupel questioned Mr. Nelson and Mr. Martin concerning the changes that can be made to the computer tape. They explained that historical references can be inserted at the end of each section and sections can be renumbered.

Senator Rigler asked whether the reprinting of the Code will be completed by the convening of the 1971 legislative session. Mr. Faupel replied that all volumes may not be completed. He noted that a recent Act of the General Assembly authorizes the Superintendent of Printing to distribute volumes of the Code as they are completed, and the first volume will probably be completed in October

or November. Mr. Faupel agreed that proof sheets will probably be available for the entire Code by the beginning of the legislative session.

In response to a question relating to the use of the computer for bill drafting for the 1971 legislative session, Mr. Nelson answered that the use of the computer is feasible, but the time factor is critical. He explained that the computer tape must be edited, updated, and the proper computer codes must be inserted, the system must be tested, and then bill drafting by computer can be accomplished. Mr. Nelson responded to a question from Mr. Faupel relating to variations in type style, that it is possible to utilize different type styles.

Discussion followed relating to the best method for improving the present computer tape for bill drafting purposes. Mr. Garrison noted that Aspen Systems Corporation had suggested preparing the present computer tape for bill drafting purposes. Mr. Faupel emphasized that the computer tape must be accurate.

Chairman Harbor asked what the Legislative Procedures and Facilities Committee can do at the present time. Mr. Garrison replied that it is necessary to determine when Aspen Systems Corporation can have the computer tape updated to include the 1970 session laws, but noted that no definite action can be taken immediately for implementation of the bill drafting by computer. Mr. Garrison observed that once the Code has been placed on computer tape for bill drafting purposes, it may be possible to reprint the Code or a supplement in six weeks. Rapid reprinting can be accomplished since sections which have not been amended will not require proofreading and type will not have to be reset for them.

Chairman Harbor introduced Mr. Ted Little, Wallace Homestead Company, and asked him when the Code will be ready for distribution. Mr. Little explained that Wallace Homestead is setting sixty galleys per day and sending printed copies of the galleys to Mr. Faupel for proofreading. He noted that the session laws will be printed this week. The members of the Legislative Procedures and Facilities Committee expressed concern at not having the Code available at the beginning of the session.

Chairman Harbor called upon Mr. Garrison to explain the information materials which had been distributed to Committee members. Mr. Garrison replied that at its last meeting the Committee had requested information relating to states which convene in session fewer than five days per week. It was noted that if Iowa adopted such a plan, the primary election date might have to be moved to later in the year. Senator Rigler expressed the belief that it appears more workable to meet five days per week. It was noted that Chapter 69, Acts of the Sixty-third General Assembly, First Session, requires that the annual salary for legislators be paid during the first six months of a year. Representative Cochran observed that for farmers, having three or four consecutive days at home during the session appears to be very beneficial. Mr. Garrison noted that there are many different alternatives for meet-

ing patterns. The Committee agreed to continue to study alternatives for meeting dates at its next meeting.

Chairman Harbor called upon Mr. Garrison to explain a chart which had been distributed to Committee members which relates to the amendment process in other states. Mr. Garrison explained that questionnaires were sent to the legislative service agencies of the other 49 states and responses have been received from a majority of the states. It was noted that some states restrict the filing of amendments to bills by individual legislators during floor debate. Representative Cochran expressed the belief that poor legislation results when long amendments are filed and legislators are not given adequate time to study the amendments. Senator Rigler suggested that the General Assembly might require that a certain number of individuals sponsor each amendment. Chairman Harbor suggested that if there were fewer committees established, and legislators served on only two or three committees, each committee would be able to give more adequate study to the bills assigned to it. It was agreed that a strong committee system and limiting amendments during floor debate are inter-related, and the Legislative Procedures and Facilities Committee should devote time at its next meeting to further study possibilities for improving the Committee system and limiting amendment of bills during floor debate. Chairman Harbor suggested that the chairmen of standing committees might only serve on their committee, and each chairman's clerk might serve as committee clerk. Mr. Garrison noted that in some states the sponsor of an amendment filed during floor debate is given a maximum period of time to explain why the amendment was not filed with the standing committee to which the bill was referred and why the specific house should consider the amendment on the floor. The question of whether the floor amendment should be considered is then voted upon.

Representative Cochran moved that the Legislative Procedures and Facilities Committee recommend to the Legislative Council that further study be continued by the Committee and the Council to determine possible improvements in the following legislative procedures:

1. The number of working days per week for the General Assembly, including the feasibility of meeting fewer than five days per week.
2. Possible rules changes concerning the process of amending bills.
3. Possible improvements of the committee system.

Senator Rigler seconded the motion, and it carried unanimously. Mr. Garrison suggested that Committee members who attend the National Legislative Conference converse with legislators from other states concerning their legislative procedures. Senator Rigler suggested that that the ideas discussed during the meeting be presented to the Legislative Council at its meeting on June 10.

The meeting was adjourned at 3:10 p.m.

Respectfully submitted,

DIANE DEVIN  
Research Analyst