

M I N U T E S  
BUDGET COMMITTEE  
OF THE  
LEGISLATIVE COUNCIL

July 26, 1971

The meeting of the Budget Committee was called to order at 12:40 p.m. in the library of the Legislative Service Bureau. Members present were Representatives Dennis Freeman and Delwyn Stromer, Senators Vernon Kyhl and William Palmer. In addition members of the Personnel Committee of the Legislative Council that were present were Representatives Dennis Freeman, Delwyn Stromer, and Michael Blouin, and Senators S. J. Brownlee and Lee Gaudineer. Representative Ed Skinner and Senator Arthur Neu were absent from the Budget Committee and Senator James Briles was absent from the Personnel Committee. Serge H. Garrison, Director of the Legislative Service Bureau, was also present at the Budget Committee meeting.

It was moved that Senator Brownlee be elected as chairman of the Personnel Committee. It was moved that Representative Stromer be elected as chairman of the Personnel Committee, however Representative Stromer requested that his name be withdrawn from consideration as chairman of the Personnel Committee and that a unanimous ballot be cast for Senator Brownlee as chairman of the Personnel Committee. Without objection it was agreed that Senator Brownlee would serve as chairman of the Personnel Committee.

It was moved, seconded, and carried that a unanimous ballot be cast for Representative Dennis Freeman as chairman of the Budget Committee.

The members of the Budget Committee asked the Director to present the proposed Iowa Legislative Service Bureau budget for fiscal year 1971-1972. The proposed budget had previously been mailed to members of the Legislative Council and a copy of the proposed budget is attached to these minutes.

Mr. Garrison stated that perhaps the simplest way of analyzing the budget would be to take those items following the salary account which begin on page 2 and then return to discussion of salaries for personnel. This procedure was agreed to by members of the Budget and Personnel Committees. Mr. Garrison first commented that the item for travel should be sufficient for both in-state and out-of-state travel for Bureau members. This item is only used for travel by staff members and ordinarily will be sufficient since the staff does not usually engage in a great amount of travel.

The next item "General Office Supplies and Expenses" was discussed by the Director. The Director noted that this account is

the account which provides funds for the bulk of all purchases and supplies used by the Bureau. It is the account in which expenditures have increased at the greatest rate since the commencement of annual legislative sessions. Paper supplies, postage, telephone, mailing expenses, and miscellaneous publication costs have almost doubled for the Bureau since the commencement of annual sessions. In addition, the budget for the last fiscal biennium, since it was developed before the approval by the electorate of annual sessions, did not anticipate annual sessions. Because of this fact the budget of the Service Bureau was very inadequate during the past interim as far as various expenses were concerned. It was not possible because of inadequate funds to purchase any great amounts of new equipment during the past interim at a time when the use of the equipment practically doubled. The Bureau presently has several typewriters, some dictating equipment, and other items which are from five to ten years old and will have to be replaced. The funds allocated for the General Office Supplies and Expense account anticipates the purchase of such equipment. The increase in staff will require the purchase of some furniture supplies. Equipment rental has also increased because of annual sessions although the cost for individual computer terminals, which are now being used to type bills, is less than that which was expended for the MT/ST typewriter, the use of which is now being deemphasized in the Bureau.

The Director noted that no funds were allocated for printing and binding purposes since with shorter interims it is not possible to produce a report and have it printed for timely submission to the General Assembly. Because of this fact the Bureau has been using the copy center for reproducing reports, rather than regular printed reports, and the expenses for this type of printing are paid from funds allocated to the General Office Supplies and Expense account.

The expenditure for telephone and telegraph is hopefully adequate, although the Director did note that telephone rates may be increased as was the case of postage rates, both of which were not anticipated at the time the budget was developed.

The "Per Diem and Travel--Committee Members--Account" provides for meetings of the Legislative Council and attendance at the National Legislative Conference. In addition, it provides for six committees of approximately ten members meeting eight times per year and two committees of approximately fifteen members meeting twelve times per year. A reduction of members would possibly allow more of the smaller type meetings. In any event, this account should be closely watched to make sure that funds are not overexpended. The Director noted that it is the general practice

of the Comptroller's office to allocate annual appropriations by accounts on an even quarterly basis. He stated that such an even quarterly basis is not appropriate for the "Per Diem and Travel--Committee Members" account because the expenditure is not great from this account during the third quarter of each fiscal year because this is the time when the General Assembly is in session. He stated that it will be necessary to ask the Comptroller to allocate uneven quarterly amounts for this account because of the seasonal operation of study committees.

The next account to be considered was that of salaries of Bureau staff members. Mr. Garrison distributed a compilation of attorneys' salaries as of March 15, 1971 to legislators present for the purpose of making a comparison of salaries paid to Bureau attorneys and attorneys employed by other state departments. Mr. Garrison also distributed a copy of proposed rates by the Jacobs Report for secretarial staff as well as a compilation of salaries of directors, assistant directors, and research analysts of the various states, which compilation was based upon a survey by the Oklahoma Legislative Council compiled January 31, 1969. Mr. Garrison noted that this compilation is somewhat out of date in regard to various salaries and stated his belief that salaries in the questionnaire have been shifted upward within the last two years. He noted that the salary compilation was being offered for comparison purposes.

Mr. Garrison proceeded to review the individual staff member positions of the Service Bureau. He noted that in regard to the salary of the Director no proposed increment had been listed since Iowa statutes direct the Legislative Council to set the salary of the Director of the Legislative Service Bureau. However, Mr. Garrison stated that he felt the salary of the Director is not at the present time competitive with salaries being paid elsewhere based upon the nature of the Iowa Director's job and the qualifications required.

In regard to salaries of legal counsels, Mr. Garrison stated that it is his belief that the attorneys employed by the Service Bureau have not been receiving salaries comparable to attorneys employed by other state agencies and it is because of this fact that he is recommending a salary scale for fiscal 1971 over and above that which attorneys and other staff members would receive if increments contained in the salary scale in effect the past biennium were granted as of July 1, 1971. Mr. Garrison stated that he has withheld all increments due on July 1 pending approval by the Legislative Council of the budget for fiscal year 1971 since it is the duty of the Council to set the budget for the Bureau and no budget had been set for the 1971 fiscal year. Mr.

Garrison proceeded to review the qualifications and work experience of the various attorneys on the Bureau noting the salaries they would be entitled to if no changes were made in salary scales. He noted that the salary scale for attorneys is approximately \$700 higher for each attorney than he would otherwise receive under the old salary scale, however such an increase will in many cases still not grant attorneys employed by the Bureau salaries greater than attorneys employed by other state agencies.

Senator Gaudineer stated that he is opposed to the salary scale recommended by Mr. Garrison since the General Assembly did not see fit to raise salaries of executive officers to any appreciable degree although Senator Gaudineer favored raising such salaries higher than they in fact were raised. Senator Gaudineer stated that he did not feel the legislative branch should raise its employees to a level higher than raises granted to members of the executive branch although he agreed that the staff of the Legislative Service Bureau certainly were entitled to receive such salary levels. However he stated that the principle of denying members of the executive branch salaries while at the same time raising salaries of staff members of the legislative branch was the point of his disagreement. Several members of the Budget and Personnel Committees stated that they felt that Bureau employees were not being paid a competitive salary and were required to work unusually long and hard hours and had done so without complaint. The members present were particularly complimentary in regard to the services rendered by Mr. Philip Burks, Senior Research Analyst. Mr. Garrison noted that Mr. Burks has ten years service as an employee of the Iowa Legislature and has always performed his work in an outstanding manner. Mr. Garrison stated that he felt his staff has now reached the point where they have a considerable amount of experience and can perform a job entailing twice as much work as would a new staff member. Several staff members performances have been noticed by other departments and at least two staff members have been asked to apply for jobs which pay them substantially more than they are presently receiving and more than they would receive under the proposed salary scale. The Committee members continued to discuss the professional staff of the Service Bureau. Mr. Garrison noted that the research analysts have also accumulated a great amount of experience, Miss Devin has served for three sessions, and Mr. Johnson, who is a former assistant director for the South Dakota Service Bureau, has now accumulated in excess of five years experience.

The Committee asked Mr. Garrison to discuss the salaries for the clerical staff of the Service Bureau. Mr. Garrison noted that the clerical staff has also accumulated a number of years of experience, particularly those persons listed either as an

administrative secretary, executive secretary, typing supervisor, and Mrs. McGhee and Mrs. Wyer. He stated that all of these persons are considered by him to be persons of outstanding ability, with administrative duties and a very high degree of secretarial skill required from them. He noted that the Bureau is now using computer terminals to type all bills which should result in not having to employ additional permanent secretaries within the near future because of the great time saved in typing bills and amendments and the greater degree of accuracy that the computers contribute to the bill drafting process. Typing on computer terminals is more complicated than typing on a regular typewriter and requires a person who is not only able to type with a high degree of proficiency, but a person who must be able to work with complicated machines and able to study and understand the product being typed. In this regard Mr. Garrison noted that the bill typists have reached a point where they have become highly proficient and have aided the bill drafters in many cases in ferreting out errors and suggesting changes in format. Mr. Garrison stated that he felt that the clerical staff was highly competent and although some salary scales might be considered very competitive, the loss of an experienced secretary would cause difficulties until a certain amount of experience is gained by a replacement.

Several Committee members commented that it would be difficult for the clerical staff to be employed at some of the rates suggested by Mr. Garrison at a different job. Mr. Garrison said this is possibly true but he considers members of the secretarial staff in most instances to be highly skilled and to possess the ability and qualifications which would qualify them in administrative positions as well as clerical positions.

Mr. Garrison stated that he is not asking for any additional employees for the present fiscal year since generally the second session of a General Assembly is not as difficult to staff as is the first session and he feels through the use of the computers more can be accomplished than has been assigned to secretaries in the past with the same number of employees. For this reason Mr. Garrison has listed an item for part-time help at \$12,000 and it is the intention that two persons, Mr. Mark Soldat and Mrs. Martha Baker Frevert, who were employed as researchers during the session, be employed on a part-time and indefinite basis through the interim or possibly through the session until it is determined what staff needs will be required for the second fiscal year of the biennium. Mr. Garrison noted that it is his intention to use Mrs. Frevert, who is a recent graduate of Simpson College and has performed her functions to date in an excellent manner, as a staff person for various interim committees with particular emphasis upon research projects and minutes. He stated that in the

past the minute function has placed a great burden upon skilled professional staff members and it would be to the advantage of the Bureau to use Mrs. Frevert to work on the minutes in order that the experienced professional staff might spend more time on bill drafts and other functions.

It was moved by Senator Kyhl that the salary of the Director of the Legislative Service Bureau for the fiscal year 1971-72 be set at \$20,000 and that the recommended salary scales for all other positions be approved as submitted by the Director and that the total budget estimated by the Director be approved. A detailed discussion followed at which time Senator Gaudineer reiterated his objection to the proposed salary scale based upon the position he had previously outlined. Representative Cochran noted that he believes that the Bureau personnel has worked hard without reference to normal working hours prior to and during the past session and based upon their experience they should be granted the salaries proposed. In response to a question, Mr. Garrison noted that he does not set a normal forty-hour work week for employees. Work time is dictated by legislative directions and in this respect the work and time required is dictated by the work project required. Staff members are frequently required to work on weekends when the legislature is in session. Representative Cochran stated that in his opinion Mr. Burks certainly has demonstrated ability which would qualify him for a directorship. Senator Gaudineer agreed with Representative Cochran, however he maintained his position that because the legislature failed to grant adequate salaries to members of the executive branch of government, the legislative council should provide lower salary scales than recommended by the Director.

Representative Cochran suggested that Senator Kyhl amend his motion to provide that the salaries of all research and legal personnel be approved as submitted but that July, 1971 salaries of the clerical staff be reduced by the proposed January 1, 1972 increment and that such clerical staff receive the increment provided for on January 1, 1972. Pursuant to such suggestion, Senator Kyhl withdrew his motion and moved that the salaries for Bureau personnel be approved as submitted by the Director with the exception that the Director's salary be set at \$20,000 for fiscal year 1971-72 and that the salaries of the clerical personnel be set at the rate suggested by the Director as of July 1, 1971 minus the amount proposed as an increment for January 1, 1972 and that such proposed increment then be granted January 1, 1972 and that in all other respects the Bureau budget be approved as suggested by the Director. Roll call indicated that all members of the Budget Committee voted in the affirmative and the Director was asked to prepare a report of the Budget Committee recommendations for consideration of the Legislative Council.

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Without objection, Representative Freeman adjourned the meeting at 1:55 p.m.

Respectfully submitted,

SERGE H. GARRISON  
Director