

STATEMENT OF POLICY --- LEGISLATIVE SERVICE BUREAU

1971

(Adopted by the Iowa Legislative Council on October 6, 1971 effective for the period July 1, 1971 through June 30, 1973)

Like the executive and judicial branches of state government, the legislature needs and demands full-time staff assistance. The 1955 General Assembly created the Legislative Research Committee and Bureau to serve Iowa legislators. The services have been provided solely under legislative supervision and control.

The first Legislative Research Committee adopted a statement of policy in the fall of 1955 to clarify and interpret the statutes under which the Committee and Legislative Research Bureau were established. The statement was prepared to inform all legislators of the duties and responsibilities of the Committee and Bureau.

Due to a number of statutory revisions, the Legislative Research Committee found it necessary to revise the statement of policy in July, 1959. With a change in the Research Committee and Bureau law in 1965, it was necessary for some of the policies of the Committee to be changed and the Committee again deemed it necessary to revise the previous statement of policy. The 1967-1969 Legislative Research Committee also updated the statement of policy to reflect the thinking of that Committee.

The Sixty-third General Assembly meeting in its first annual session approved House File 390 which provides for reorganization of the General Assembly and legislative agencies in order to reflect the fact that the General Assembly will be meeting on an annual basis. In carrying out the reorganization of the legislative branch of government the General Assembly changed the name of the Legislative Research Committee to the Legislative Council and changed the name of the Legislative Research Bureau to the Legislative Service Bureau. More duties were assigned to the Legislative Council and the Legislative Service Bureau than were previously vested in these two agencies predecessors. In addition, House File 390 provided that standing committees of the General Assembly may meet when the General Assembly is not in session and that the Legislative Service Bureau shall provide staff for such committees.

A. LEGISLATIVE COUNCIL AND LEGISLATIVE SERVICE BUREAU

The basic policies adopted in establishing the Legislative Research Committee and Bureau emphasized that research, bill drafting, administrative assistance, and other legislative services are necessary and should be made available to legislators for a more efficient and effective operation of the General Assembly. However, in providing these services, the Service Bureau should not perform functions reserved for the General Assembly but should aid the General Assembly to perform such functions. In

-serving the Legislature, it is mandatory that the Legislative Service Bureau staff be employed and work on a nonpartisan basis so that the information resulting from the services will be objective and unbiased. In order to maintain this nonpartisan basis it is the policy of the Legislative Council that former legislators and wives and children of present and former legislators not be employed by the Bureau for at least two years from the time the term of office of the legislator expires. It is also the policy of the Legislative Council that persons who are active in partisan politics, or well known for past partisan activities, not be employed by the Bureau. The Service Bureau is by statute a nonrecommending agency. These policies have been followed in the operation of the Research Bureau in the past and should be followed in the future by the Legislative Service Bureau. The Legislative Council is unanimous that the policies be continued to insure that the work of the Council and Bureau has the confidence of all legislators.

## 1. FUNCTIONS OF THE LEGISLATIVE COUNCIL

The Legislative Council establishes policy for the operation of the Service Bureau, employs the Bureau director, assists the director with staffing the Bureau, keeps informed on the work of the Bureau, makes recommendations for the improvement of Bureau services, authorizes meetings of standing committees and their subcommittees, cooperates with other states in the discussion of mutual legislative and governmental problems, recommends rules changes for consideration of the General Assembly, establishes the style and format for the drafting and preparing of legislative bills and resolutions, recommends legislative procedural changes, surveys, recommends and carries out changes in physical facilities and during interim periods in preparation for the General Assembly, has the authority to recommend the use and purchase of legislative equipment and supplies, establishes and works with legislative study committees between sessions, and has authority to make other recommendations to the General Assembly. The Council and Bureau laws are found in Chapter 2, Code of Iowa (1971).

## 2. RESEARCH

a. Requests for Research Studies. Requests for interim research studies may be made by the General Assembly, either house of the General Assembly, standing or interim committees, the Legislative Council, or by petition of at least twenty legislators.

Prior to the 1965 General Assembly session, almost all research requests had been submitted by petition of legislators. Since that time, a number of joint and concurrent resolutions have been introduced into the General Assembly directing or requesting the Legislative Research Committee and the Legislative Council to undertake interim studies. The Legislative Council believes legislators should be encouraged to use the resolution method to submit most interim study requests. The procedure might result in:

- (1) Interim research being confined to the more important problems of state government.

- (2) More legislators being informed of the studies authorized and conducted and acquiring greater interest in the problems being studied.
- (3) Legislators specifically interested in an interim study can request to be placed on a study committee by the Council if known in advance that the study has been directed or requested.
- (4) Knowledge of the study being conducted prior to the adjourning of the General Assembly presents a basis for planning interim research work by the Council and Bureau.

b. Reference Information (Spot Research). It is recognized that legislators need information during and between sessions that can be obtained by a member of the Bureau research staff with a limited amount of work. A research request to obtain spot research can be submitted by an individual legislator unless the request involves voluminous and detailed research considered a major research project. The research services of the Service Bureau are available to all legislators. Any individual legislator should feel free and be encouraged to write or call the Bureau for this type of service at any time.

c. Study Committees. In accordance with the 1959, 1965, and 1969 changes in statute, the Legislative Council has authority to authorize the appointment of a committee to work with the Service Bureau on a study request. The Council designates the number of individuals who shall serve on the committee and appoints the study committee membership and chairman. Members of the Council, other members of the General Assembly, and nonlegislators may be appointed to a study committee. Any individual appointed to a study committee who is not a member of the General Assembly serves on the committee in a nonvoting advisory capacity.

A study committee has the responsibility for:

- (1) Advising the Legislative Service Bureau in the planning stages of the research.
- (2) Keeping informed of and analyzing the research.
- (3) Reporting the results of the study to the Legislative Council and to members of the General Assembly.
- (4) Making whatever recommendations are necessary in the form of legislation to the Council and the General Assembly.

Study committees provide a means whereby legislators can remain involved in the work of the Legislature and informed of the problems of the State during the interim. With the establishment of study committees, legislators and the public can be assured that the results of interim studies will be brought to the attention of the General Assembly at the next session of the Legislature. Study

committees also help provide more continuity and consideration of legislative matters from one session to the next.

Upon the filing of expense vouchers, committee members are reimbursed for expenses incurred in attending committee meetings. Only legislative members of committees receive per diem for days in attendance at committee meetings. The claim for per diem should be included on each expense voucher filed by the legislator.

d. Priority of Research Studies. In most instances, priority for research shall be as follows:

- (1) Studies assigned to a study committee by the General Assembly.
- (2) Studies assigned to a study committee by the Council.
- (3) Research work for standing committees and interim committees.
- (4) Studies conducted without the assistance of a committee.

### 3. BILL DRAFTING

One of the principal functions of the Service Bureau is to perform research both during and between legislative sessions. However, the Bureau also has the responsibility for providing bill drafting services to legislative committees and individual legislators. This responsibility has increased in recent years and more time and staff is now devoted to bill drafting than to research. The two functions are closely related and generally the object of research is the development of a bill draft. Conversely a bill frequently cannot be drafted without a great amount of research. The major portion of the bill drafting service is performed from November preceding the convening of a session of the General Assembly through the "cutoff" for introduction of individually sponsored bills.

The bill drafting work load has grown from about 300 bill drafting requests in 1957 to approximately 2,500 in 1969-1970. The requests are categorized as requests for drafting and typing and review and typing. All requests are reviewed by a draftsman, whether submitted in draft form or not, prior to final typing.

The work of the Bureau is greatly facilitated if timely requests for research and bill drafting services are made. The development of a full-time bill drafting staff has been undertaken by the Bureau so that legislators and committees may receive drafting assistance both during legislative sessions and during the interim periods. With the approval of annual sessions adjustments in staff work load have had to be made since the Bureau has been assigned the added responsibility for staffing standing committees.

### 4. STAFF OF SERVICE BUREAU

The Legislative Council is responsible for employing a

Legislative Service Bureau Director. The Council, upon recommendation of the Director, determines the staff necessary to provide Bureau services and establishes a pay schedule under which staff are employed.

The Legislative Service Bureau staff is composed of research, legal, and clerical personnel. Administratively the research and legal functions have been separated. Practically speaking the two functions are closely interrelated. Bill typists and other persons working with the research and bill drafting functions must, in addition to having above average skills in the clerical field, have a good working knowledge of legislative procedure. Skill and experience are most important in the development of technical legislation.

## 5. FINANCES

Office space for the Legislative Service Bureau is provided on the balcony of the State House. The Council meets during the interim either in the Speaker's Room or in one of the other committee rooms behind the House or Senate, or at some other location designated. Committees of the Council are also created and meet regularly in order to solve detailed administrative problems assigned to them by the Council. All expenses including salaries, travel, supplies, and equipment are paid from an appropriation made to the Legislative Service Bureau by the General Assembly.

REPORT OF LEGISLATIVE SERVICE BUREAU  
REGARDING PER DIEM EXPENSES OF STUDY COMMITTEES

The original budget projection for the Legislative Service Bureau for per diem and expenses of members of study committees anticipated approximately 8 meetings of the Legislative Council including attendance at the National Legislative Conference, the creation of 6 study committees consisting of 10 members meeting 8 times, and the creation of 2 committees of 15 members meeting approximately 12 times. These projections extend over the 1971-72 fiscal year and thus envisioned both meetings before the second session of the Sixty-fourth General Assembly and after the second session of the Sixty-fourth General Assembly. The figures were arrived at by multiplying the number of members by \$75, which represents both per diem and travel expenses on an average basis. No consideration was given to citizen members, however, the estimated average expenses for a citizen member for a one-day meeting is \$35 which is arrived at by subtracting the per diem figure of \$40 from the total sum of \$75.

The \$35 expense figure was arrived at by estimating the average round trip expense mileage at 200 miles, or \$20, an average lodging expense of \$10, and an average food expense of \$5. Quite likely the average lodging expense is less than \$10 since many persons do not have a lodging expense for one-day meetings, the average meal expense probably exceeds \$5. In any event the \$75 figure has proved to be a fairly accurate figure for estimating the average expenses.

The Legislative Council has thus far created 9 study committees which must be paid for from Bureau funds. This figure does not include the Legislative Council itself and the Mental Health and Juvenile Institutions Study Committee. The Legislative Council must also be paid from Bureau funds whereas a specific appropriation is provided for the Mental Health and Juvenile Institutions Study Committee.

The following projection of per diem and travel for expenses for committee members is based on the actual number of committees presently appointed, the actual members presently appointed to the study committees, and the anticipated citizen members that may be appointed to some study committees. Each study committee is listed separately and the expense figures are arrived at by multiplying the number of members by \$75 or \$35, whichever the case may be, by the anticipated number of meetings.

Report of Legislative Service Bureau Regarding  
Per Diem Expenses of Study Committees - page 2

1. Department of Transportation Study Committee --  
Reporting Date - January, 1973  
--12 legislative members  
-- 6 citizen members anticipated  
Projected number of meetings--7  
Projected attendance--10 legislative members  
5 citizen members  
Total Projected Expenditure ..... \$ 6,475
  
2. School Systems and Standards Study Committee --  
Reporting Date - January, 1973  
--10 legislative members  
-- 5 citizen members  
Projected number of meetings--6  
Projected attendance--9 legislative members  
4 citizen members  
Total Projected Expenditure ..... 4,890
  
3. Higher Education Study Committee --  
Reporting Date - January, 1973  
--8 legislative members  
--4 citizen members anticipated  
Projected number of meetings--5  
Projected attendance--7 legislative members  
3 citizen members  
Total Projected Expenditure ..... 3,150
  
4. Penal and Correctional Systems Study Committee --  
Reporting Date - January, 1973  
--10 legislative members  
-- 4 citizen members  
-- 3 inmate members  
Projected number of meetings--9  
Projected attendance--9 legislative members  
3 citizen members  
3 inmate members  
Total Projected Expenditure ..... 7,695

Report of Legislative Service Bureau Regarding  
Per Diem Expenses of Study Committees - page 3

5. Land Use Policies Study Committee --  
Reporting Date - January, 1973  
--10 legislative members  
-- 5 citizen members anticipated  
Projected number of meetings--6  
Projected attendance--9 legislative members  
4 citizen members  
Total Projected Expenditure ..... \$ 4,890
6. Bank Holding Companies Study Committee --  
Reporting Date - January, 1972  
--8 legislative members  
--No citizen members anticipated  
Projected number of meetings--5  
Projected attendance--7 legislative members  
Total Projected Expenditure ..... 2,625
7. Assistance Grant Programs Study Committee --  
Reporting Date - January, 1972  
--8 legislative members  
--No citizen members anticipated  
Projected number of meetings--4  
Projected attendance--7 legislative members  
Total Projected Expenditure ..... 2,100
8. Criminal Code Review Study Committee --  
Reporting Date - January, 1972\*  
--12 legislative members  
--10 citizen members  
Projected number of meetings--17  
Projected attendance--10 legislative members  
8 citizen members  
Total Projected Expenditure ..... 17,510

\*This committee is projected to report to the General Assembly in January of 1972. However, there appears to be some question as to whether the committee will be able to make a final report at this time because of the very large volume of proposed new laws and the controversial nature of many of them. Therefore the total number of meetings projected has been extended through June 30, 1972.

Report of Legislative Service Bureau Regarding  
Per Diem Expenses of Study Committees - page 4

9. Local Governments Financial Study Committee --  
Reporting Date - January, 1973

--6 legislative members

--No citizen members anticipated

Projected number of meetings--5

Projected attendance--5½ members

Total Projected Expenditure ..... \$ 2,062

Total Projected Expenditure  
for Study Committees ..... \$51,397

10. Legislative Council

--17 members

Projected number of meetings--8

Actual cost of one meeting of  
Council and Procedures &  
Facilities Committee .... \$1,465

.....\$11,720

National Legislative Conference  
and miscellaneous meetings ..... 4,200

Total Projected Expenditure  
for the Legislative Council ..... \$15,920

G r a n d T o t a l ..... \$67,317

Based on the total projected expenses for each study committee and the Legislative Council, the grand total expense would be:

Appropriation -

Per Diem & Travel Expenses - Committee Members ..... \$76,000

Total Projected Expenditure ..... 67,317

Balance ..... \$ 8,683

October 6, 1971

PER DIEM & TRAVEL - COMMITTEE MEMBERS

1971-1972

DIFFERENCE IN EXPERIENCE COST & PROJECTED COST

	<u>Projected Cost</u>	<u>Experience* Cost</u>
1. Department of Transportation Study..	\$ 6,475	\$ 6,656*
2. School Systems & Standards Study....	4,890	6,125*
3. Higher Education Study.....	3,150	3,150
4. Penal & Correctional Systems Study..	7,695	7,695
5. Land Use Policies Study.....	4,890	3,926*
6. Bank Holding Companies Study.....	2,625	2,558*
7. Assistance Grant Programs Study.....	2,100	2,135*
8. Criminal Code Review Study.....	17,510	10,856*
9. Local Governments Financial Study...	<u>2,062</u>	<u>2,062</u>
T o t a l .....	\$51,397	\$45,163
10. Legislative Council.....	<u>15,920</u>	<u>15,920*</u>
G r a n d T o t a l .....	\$67,317	\$61,083

October 6, 1971

## CITIZEN MEMBERS FOR THE DEPARTMENT OF TRANSPORTATION STUDY COMMITTEE

In selecting the citizen members for the Department of Transportation Study Committee, the Membership Subcommittee agreed to select persons knowledgeable in specialized areas of the transportation field. Following is a list of persons selected by the Membership Subcommittee and each person's specialized area:

1. Mr. Richard Petska - Rail & Motor Carrier Transportation
2. Mr. Ralph Kirk - General Aviation
3. Captain Art Bull - Water Transportation
4. Mr. Frank E. Horton - Mass Transit
5. Mr. Kenneth Frazier - Ecology
6. Mrs. Nadean Hamilton - General Interest in Transportation

At the October 1, 1971 meeting of the Department of Transportation Study Committee, the names of these six persons were approved for membership on the Study Committee. The citizen members were requested to attend the October 1 meeting by the Study Committee Chairman, Representative Richard F. Drake.

At its October 1, 1971 meeting, the Department of Transportation Study Committee requested, by motion, that the names of six persons recommended for membership to the Study Committee be submitted to the Legislative Council for approval and further requests that the Legislative Council approve payment of mileage and actual expenses incurred by the citizen members for attending the October 1 meeting.

A resume of each of the six persons is attached.

**RESUME:**

Richard J. Petska  
Manager, Transportation Bureau  
Secretary, International Trade Bureau  
Cedar Rapids-Marion Area Chamber of Commerce

**EDUCATION:**

University of Iowa, Business Administration, 1949  
Graduate College of Advanced Traffic, Chicago, Illinois  
6 years Institute for Organization of Management,  
Michigan State University-East Lansing, Michigan  
1970, one of 30 Chamber of Commerce Executives in the  
United States to be selected by test, to attend  
The Academy for Organization of Management. A  
Three year course will be completed in September, 1972.

**TRANSPORTATION  
BACKGROUND:**

1964 Manager, Transportation Bureau, Cedar Rapids Chamber  
of Commerce. Handles all types of transportation  
situations.

1956 Assistant Traffic Manager, Cedar Rapids Chamber of  
Commerce

1950 Rate Clerk for Cedar Rapids Chamber of Commerce

1949 Worked rate desk, Zifferin Truck Line, Chicago, Illinois

**MEMBER OF:**

Iowa Industrial Traffic League, last two years vice president  
1971-1972, President, Iowa Industrial Traffic League  
1968 Interstate Truck Rate Reciprocity Procedures Study  
Committee

Iowa Regional Export Expansion Council  
Midwest Shippers Advising Board  
Middle West Shipper-Motor Carrier Conference  
National Industrial Traffic League  
Charter member of Iowa Development Commission's Annual  
Economic Development Conference

**EXTRA  
ACTIVITIES:**

Has been on various city traffic committees throughout the years  
Has assisted in forming various Transportation Courses at adult  
education level and community college level.  
Was secretary of International Trade Bureau when it received  
the President's "E Star" award for its advanced assistance in  
the promotion of exports for the Cedar Rapids area.

**RESUME:**

Mr. Ralph Kirk  
909 Park Avenue  
Boone, Iowa 50036

**EDUCATION:**

Graduate of Boone High School  
Graduated from Iowa State University with a  
Bachelor of Science Degree in Engineering

**BACKGROUND:**

Employed in the clay industry from 1930 to 1940.

Joined Quinn Wire & Irons Work in 1940 as  
Secretary, and later served as Vice President,  
General Manager, and in 1959 became President.

Since 1967, has served as Vice President of the  
Ziedler - Quinn Company.

He is a pilot and has vast experience in general  
aviation.

**EXTRA**

**ACTIVITIES:**

Was District Governor of Rotary, 1967-68

Has worked with United Way and Boone YMCA

Has been President of the Boone Chamber of  
Commerce

Is a director of the Citizens National Bank  
of Boone

Is a director of the Iowa Manufacturers Association

Is a director of the I.S.U. Memorial Union

Has served on the Boone Airport Commission

Has served as director of Boone Industrial De-  
velopment Corporation

**RESUME:** Art Bull  
406 Clark Street  
Dubuque, Iowa 52001

**EDUCATION:** Attended the University of Dubuque  
Attended and graduated from the United States  
Maritime School

**TRANSPORTATION**

**BACKGROUND:** Employed three years by the Federal Barge Line.

Employed as a Tug Boat Captain by United States  
Army Transport during World War II.

Employed by Ashland Oil Company and Iowa Barge  
Lines as a Tug Boat Captain.

Bull Towing Company of Dubuque.

Presently owns a river excursion company in  
Dubuque.

Has served as a consultant to the U.S.S.R.,  
Paraguay, Japan, and France on water  
transportation problems.

Is a licensed master for all gross tonnage.

Is a licensed Master Pilot for all gross tonnage.

**EXTRA**

**ACTIVITIES:** Present member and a past president of the  
Propellor Club, an association advancing  
the Merchant Marines.

TO: Ivor Stanley

FROM: Max Hawkins

RE: Frank E. Horton, Professor of Geography and  
Director of the Institute of Urban and  
Regional Research, University of Iowa

Born: 1939, Chicago, Illinois  
Married, 1960  
Four children

Specialization: Urban and Transportation Geography

Education: BA - Roosevelt University, Chicago  
: BS - 1963, Western Illinois University  
MA & PHD, Northwestern University

Experience:

1964-66, Instructor, Lake Forest College

1965-66, Research Assistant for Northwestern  
University Transportation Center

: 1966-until now, University of Iowa

Publications:

National Highway Research Record

Geographical Prospectives on Urban Systems  
(Prentis-Hall Publications)

**RESUME:**

Mr. Kenneth Frazier  
518 Sixth Street  
Boone, Iowa 50036

**EDUCATION:**

Bachelor of Arts Degree in Earth Service  
Master of Art Degree in Earth Science from  
Iowa State University.  
Has completed doctoral dissertation and is a  
candidate for a Ph.D. in Earth Science from  
Iowa State University.

**EXPERIENCE:**

Served in the U.S. Marines during the Korean  
Conflict.

Teaches in the Ames School System.

**EXTRA**

**ACTIVITIES:**

Mr. Frazier is very interested in and knowledge-  
able about ecology and environmental issues.

BIOGRAPHICAL SKETCH OF Nadean Hamilton

SUBMITTED TO SENATOR JOHN WALSH

Re: Appointment to Committee to Study Formation of Department of Transportation

I am married, have four children ranging in age from 8 to 19 and have always lived in Des Moines with the exception of one year. My bachelor's degree was received from the Fine Arts Department, Drake University along with a teacher's certificate which I have never made use of.

My interest in government began in 1950 when I joined the newly formed League of Women Voters group in Belmont, Iowa. Since then I have served on the Board of the Des Moines League for approximately 10 years in different capacities.... with the greatest share of that time as Item Chairman for the various State Government Studies we have undertaken (including Reorganization). This year I also assisted the State Legislative Chairman for the League.

P.T.A. has taken a great deal of my time since the first child started to school. At present I am on the boards of the Jefferson Elementary School, Brody Junior High School and the Des Moines P.T.A. Council. In '68 and '69 I served on the School Bond Committee appointed to investigate the needs of the Des Moines School District. I am past president of Brody P.T.A.

Other activities are as follows: Board member, trustee, past president of Woman's Society of St. John's Methodist Church; Past president and now on the board of the Des Moines Civic Ballet Association; Board of the Iowa Dance Council; board of a local community organization, Southwest Citizens for Community Planning; and, have served as area chairman for drives such as the Des Moines Art Center, Iowa Methodist Hospital, and United Way. I have been a precinct committee woman and served on the Polk County Executive Committee for the Republican party.