

SUMMARY OF PLANS FOR IMPLEMENTATION OF DATA PROCESSING
TO THE BILL DRAFTING SYSTEM FOR IOWA GENERAL ASSEMBLY
MEETING IN THE YEAR 1971

At the July 8, 1970 meeting of the Iowa Legislative Council the Legislative Procedures and Facilities Committee recommended that the Legislative Council approve a new bill drafting style which would indicate amendments to the Code of Iowa by reprinting total sections, subsections, or parts thereof which are to be amended and indicating by strike-throughs the words it is proposed to be deleted and by underlines the words to be added to such sections. The Council discussed this procedure at length and although the reaction to such a format appeared favorable, no formal action recommending such procedure was taken.

A substantial amount of preliminary work will have to be done prior to implementing this recommendation, and in fact quite a bit of work has been done as of this date. This report is a summary of the plans for implementing such a bill drafting system.

At this point a brief description of the bill drafting system should be made. Since the system anticipates the use of computers, an updated Code, and the bill drafting services of the Legislative Service Bureau, the cooperation of the Data Processing Division, Code Editor's Office, and Service Bureau is essential. All three agencies have been working for implementation of the system and as of this date sufficient progress has been made so that implementation of the system might commence.

The 1971 Code of Iowa is presently being printed in page proof form. Hopefully complete sets of the Code page proofs will be available by the middle or end of October. This will provide the full text of the Code of Iowa for bill drafting purposes, which is absolutely essential for full use of computerized bill drafting. When the complete updated text of the Code is placed on the computer, proper coding of the computer has been made, and the programs properly developed, it will be possible to use the strike and underline method of amending bills by determining the material within a section which is to be amended, repealed, or added; instructing through a computer terminal that the pertinent section be typed to the point of the amendment, manually typing in the strikes, new language, and underlines; recording the bill as it is typed within the memory bank of the computer for future amendments or enrolling; and placing the bill on proper bill paper for introduction. Any material which is not being changed will not have to be proofread. This is a very brief description of the system. Costs for programs to implement this type of system, if such programs were to be purchased from private vendors, would range from \$50,000 to \$100,000. Several states have purchased such systems, Wisconsin and Minnesota being two of them. In Iowa plans call for the development of the system by state personnel at a great savings to the state.

Before the system can be implemented in full the complete text of the Code must be sent to Aspen System's Corporation in order that this company might update the present text. It then must be returned to the state data processing division in order that proper coding may be inserted and the programs that are presently being developed can be applied. Assuming these two steps are successfully completed on a timely basis, the system would then be ready for use for the next session of the General Assembly. It might be noted at this point that the methods applicable to the actual drafting of bills would be available in the case of amendments to bills. This would allow updating of a bill with amendments in place in a relatively short time. When all amendments have been correctly entered and the bill approved by the general assembly, the bill would be enrolled directly from the computer, with the total text of the printed bill without the language which was stricken and the underlines under new language. This will allow the reader to see the total section enacted, will allow for substitution of the amended section for the old section without counting lines to determine the effect of the legislation, and will allow for immediate update of the text of the Code on computer and rapid printing of the Code or the new legislation. It will provide a printed text of the Code within a relatively short time for the use of interested citizens and in a form conducive to easy amendment.

It appears to be the more prudent approach to be somewhat pessimistic and assume that the total system cannot be implemented in time for drafting of bills in time for the convening of the next session of the General Assembly. This is because of the time of printing of the Code and the update involved. Therefore the Director of the Legislative Service Bureau and the Director of the Data Processing Division of the Comptroller's Office are offering the following plan for implementation.

It is proposed that the new bill drafting system be implemented as soon as possible. Bills will be typed on the computer terminals with a direct line to the computer center. Since the computer will not be able to type text immediately, Service Bureau typists will type the complete text of the section being amended. This will require proofreading the entire text of the proposed bill. However, the text of those bills being typed will be stored within the computer bank and can be retrieved for amendments or enrollment or printing purposes.

The director of Data Processing is of the opinion that his division has, or will, have the technical personnel to implement this system. The Service Bureau will need from 4 to 6 computer terminals and some miscellaneous other equipment. The data processing division may need some equipment. The Service Bureau will have to order from 4 to 6 extra tables to be placed beside the computer terminals. All

costs have not yet been determined and it may be that the Service Bureau will not be able to absorb all equipment costs, even though each terminal rents for less than the MT/ST typewriters presently being used (which do not have the capabilities of the computer terminals).

The Service Bureau presently has 4 or 5 expert bill typists who can probably adapt to the new terminals and system with comparative ease. It may be advisable to hire three additional typists. The Service Bureau normally carries four proofreaders during a legislative session. It may be advisable to hire six proofreaders for this session.

In implementing the computer bill drafting system, it may be advisable initially to modify certain procedures. Thus not all bills need necessarily be typed on the computer. Short bills could be typed on standard electric IBM typewriters and entered on the computer at a later date. This would allow the drafting and introduction of a larger number of bills at an earlier period. The more controversial and complex bills would be typed on the computers by the more experienced bill typists in order that amendments and enrollments could more easily be accomplished. In addition, it may be advisable during the early stages of implementation to merely type out a complete paragraph of a long section, rather than the total section. This would save typing and proofreading time, but yet would not unduly lead to misunderstanding. It would still allow for expeditious updating.

A new bill drafting manual is presently being written by the Service Bureau and is nearing completion. It should be reviewed by the Legislative Procedures and Facilities Committee, the Code Editor, Chief Clerk of the House, Secretary of the Senate, and Director of Data Processing before presentation to the Legislative Council for final approval. The manual contains directions for the proper drafting, amending, and enrolling bills as well as many guidelines to proper bill drafting. Several proposals for administrative changes are contained in the manual. Examples of these are the use of a title page for bills, new paper for the enrollment of bills, and new procedures for enrollment of bills. Standard forms for amendments will have to be implemented and it is anticipated that amendments will have to be carefully reviewed.

Assuming that the proposed course of action is implemented and works satisfactorily, it will be a more simple task to move completely to a complete computer operation. If such a procedure is not implemented at this time, it will probably not be possible to implement it until 1973 because no updated data base will be available.

Respectfully submitted,

Serge H. Garrison, Director
Legislative Service Bureau

STATE OF IOWA - STATE COMPTROLLER
Recapitulation of Budget Request - 1971-73 Budget

Do not complete until all Schedules have been completed:

Department LEGISLATIVE SERVICE BUREAU Division _____

	63rd Biennium		
	Actual 1969-70	Estimated 1970-71	Biennial Total
EXPENDITURES:			
1. Salaries	144,700.39	163,030.88	307,731.27
2. Travel	2,411.00	2,113.00	4,524.00
3. Office Supplies and Expense	23,514.71	27,100.00	50,614.71
4. Printing and Binding	50.60	2,500.00	2,550.60
5. Telephone and Telegraph	3,378.87	3,500.00	6,878.87
6. Equipment			
7. Other (Attach List) (Below)	51,119.46	17,300.00	68,419.46
Per Diem & Travel - Committee Members	225,175.03	215,543.88	440,718.91
8. Total Expense			

	Departmental Request			Additional Amount Requested
	1971-72	1972-73	Biennial Total	
EXPENDITURES:				
9. Salaries	207,275.20	226,755.05	434,030.25	\$126,298.98
10. Travel	3,500.00	3,500.00	7,000.00	2,476.00
11. Office Supplies and Expense	35,000.00	35,000.00	70,000.00	19,385.29
12. Printing and Binding	-	2,500.00	2,500.00	50.60 (less)
13. Telephone and Telegraph	3,800.00	3,800.00	7,600.00	721.13
14. Equipment				
15. Other (Attach List) (Below)	99,200.00	99,200.00	198,400.00	129,980.54
Per Diem & Travel - Committee Members	348,775.20	370,755.05	719,530.25	\$278,811.34
16. Total Expense				