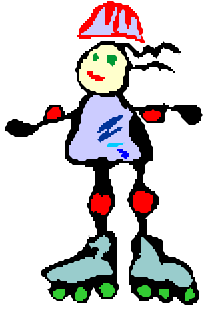


Part II: Legislative Basics



All You Ever Wanted to Know about the Iowa Legislative Process:

A General Assembly is A Two Year Deal

First Session of a General Assembly (G.A.)

- **Happens in Odd Numbered Years – 2001; 2003**
- **This session is supposed to last not more than 110 days.**
- **(Per Diem ends after 110 days)**
- **Bills introduced, but not passed, are eligible for consideration during the next (2nd) session.**

Second Session of a General Assembly (G.A.)

- **Happens in Even Numbered Years – 2002; 2004**
- **This session lasts not more than 100 days.**
- **(Per Diem ends after 100 days)**
- **At the end of the 2nd session, all bills from both sessions that do not pass die**

78th G.A. 1999 and 2000 legislative sessions

79th G.A. 2001 and 2002 legislative sessions

80th G.A. 2003 and 2004 legislative sessions

House Study Bill or Senate Study Bill (HSB or SSB)

- Can be “proposed” by the Governor, a State Agency, or the Committee Chairperson;
- Is a work in progress;
- Will only find in a Committee;
- When voted out of a Committee becomes a House File or Senate File and moves to floor for full debate.

House File or Senate File (HF or SF)

- Can be introduced by an individual legislator, group of legislators or a Committee (see HSB and SSB above);
- If introduced by one or more legislators, then the bill goes to a Committee;
- Committee chairperson appoints a three person subcommittee;
- Subcommittee work is key;
- Consideration of the House File or Senate File by the full Committee is at chairperson’s discretion; Committee can propose an amendment;
- When voted out of Committee, bill heads to the floor for debate.

Enrolled Bill

- A House File or Senate File that made it the whole way.
- Is ready to be signed by the Governor;
- Small font; In landscape;

How a Bill Moves Through the Legislative Process

Bill introduced

Assigned to House Committee

Voted out of House Committee

Passes House of Representatives

Assigned to Senate Committee

Voted out of Senate Committee

Passes Senate

Signed by the Governor

Bill introduced

Assigned to Senate Committee

Voted out of Senate Committee

Passes Senate

Assigned to House Committee

Voted out of House Committee

Passes House

Signed by the Governor

Iowa Law

Effective year after year until the Legislature passes a bill to get rid of it or amend it.

Printed in Code of Iowa, Code of Iowa Supplement AND Iowa Acts

Session Law

Only effective for that fiscal year

From July 1 of one year

To

June 30 of the next year

- Appropriations
- Studies
- Temporary programs

Not printed in Iowa Code

Printed only in annual edition of the Iowa Acts

First Session of the 80th G.A. – 2003 Session
January to April 2003
Legislative FUNNEL

House Committees move House Bills
Senate Committees move Senate Bills

MARCH 9?, 2003

House debates HOUSE BILLS
Senate debates SENATE BILLS

MARCH 12-30?, 2003

House Committees move Senate Bills
Senate Committees move House Bills

MARCH 30?, 2003

**BILLS THAT HAVEN'T
MOVED OUT OF THE
COMMITTEE IN THE
OPPOSING
CHAMBER ARE DEAD
FOR THE SESSION**

Exception:

Appropriation Bills
Ways and Means Bills
can move at any
time.

End of Session
April 27?, 2003
(110th day)

FY03 Budget Process for State Agencies and State Funds

June 2002	July-September	October	October-November	January 2003
<p>State agencies brainstorm on next year's budget</p>	<p>Governor's Enterprise Planning Teams (EPT) link possible budget items with state priorities.</p>	<p>EPTs make recommendations to the Governor.</p> <p>Agencies submit budget requests based on EPT process</p>	<p>Governor considers EPT recommendations and the state's long goals in preparing his budget.</p>	<p>Governor delivers his budget to the Legislature</p>
January – Feb. 2003	Late Feb. – Early March	March – April	April	April-May 2003
<p>Legislative budget subcommittees study department and Governor's budget requests</p>	<p>Legislative leadership releases budget targets</p>	<p>Budget negotiations begin</p>	<p>Budget bill passes House and Senate</p>	<p>Governor signs or vetoes budget bill. (Item veto possible on any budget bill)</p>

FY04 Budget takes effect for July 1, 2003 until June 30, 2004.

When Can I Influence the Process?

You can call, write and visit your legislators all you want, but it is important to be strategic about when these communications will have the most significant impact. This section will discuss when in the legislative process you can make a difference and at what point you should use the tactics discussed above.

Listed below are some of the basic steps of the legislative process with some suggestions of actions that an advocate can take.

Introduction of a Bill/Referral to Committee

- ◆ Propose an idea or point out an unmet need to a policy-maker or committee member interested in young children's issues.
- ◆ Contact your legislators and request that they co-sponsor the bill. The more co-sponsors a bill has, the more likely it is to gain support and move through the legislative process.
- ◆ Develop an "action alert" for your organization's members and partners indicating how they can get involved in supporting or opposing the legislation. Include directions to contact legislators and the position of the organization.
- ◆ Once a relevant bill has been introduced, contact members of the committee to which it is assigned and make them aware of your opinions. Communication can be through calls, letters, personal visits or emails.

Committee Action, Subcommittee Review, Mark Up, Committee Action to Report a Bill and Publication of a Written Report

- ◆ Provide testimony (written or verbal) before the committee or subcommittee as an advocate for children.
- ◆ Contact committee and subcommittee legislators and staff to communicate your position on the legislation.
- ◆ Be prepared to provide alternative language for the legislation and suggestions for strengthening it.
- ◆ Indicate under which circumstances you support or oppose the bill. For instance, with the changes you have proposed, you would support the bill, say so, or if you are clearly opposed, make it clear that under no circumstances could you support the bill. Be clear about how you would like the state legislature to vote.
- ◆ Send letters to committee members supporting or opposing the marked-up version of the bill.

Scheduling Floor Action, Debate and Voting

- ◆ Contact your legislators (call, write or visit) to communicate your support of or opposition to the bill and any amendments. If there are areas of the bill that could be improved, recommend these improvements to legislators and try to find a member who will support amendments.

Starting Over

- ◆ As the process starts over in the other chamber, continue efforts at the committee, subcommittee and full chamber levels.

Conference Committee Action

- ◆ Communicate with members of the Conference Committee and the House and Senate leadership to encourage support of the preferred version of the bill in conference.
- ◆ Contact the Governor's Office to voice your support or opposition to the bill and call for Governor support or veto.
- ◆ Keep in mind that both the House and the Senate must approve the final version of the bill – each legislator must register a final vote. Continue your communication with state legislators by calling, writing or visit in person to indicate support or opposition for the bill in its final version.

Final Actions

- ◆ It is at this point that the Governor either approves a bill or vetoes it. Contact the Governor's Office to voice your support or opposition to the bill and call for Governor approval or veto.

Overriding a Veto

- ◆ Contact the state legislature to make sure they are voting consistently in the direction you want them to. If you can identify "**swing voters**" or those who could go either way, provide them with information and data to support voting in the "**right**" direction.

Good Principles to Remember

1. A bill has to pass both chambers in identical form before it goes to the Governor. (Enrolled bill – tiny type in landscape.)
2. The Governor has to sign a bill before it becomes law.
3. A new law takes effect July 1 of the new fiscal year OR the date specified at the end of a bill.
4. An idea can have several different bill numbers before it becomes law.
5. The House debates House Files and Senate Files but only debates amendments starting with an “H”.
6. The Senate debates Senate Files and House Files but only debates amendments starting with an “S”.
7. Three digit House File or Senate File = 1st session of the General Assembly (G.A.). * HF 123 or SF 123
8. Four digit House File or Senate File STARTING WITH “2”= 2nd session of the General Assembly (G.A.).
* HF 2123 or SF 2123
9. Bills don’t die after the first session of a G.A.
10. All bills die after the second session of a G.A.
11. Don’t trust the “Explanation” at the end of the bill.
12. www.legis.state.ia.us

Strategies on Influencing Legislators

(Compiled by retired state
agency lobbyist, Pat
Sampson)

Know the Process

- Ideas
- Drafting
- Introduction
- Committee Assignment and Action
- Calendar
- Floor Debate, Amendment, Vote
- Second Chamber
- Governor's Action
- Law

Focus on and Research Issue

- Propose only essential changes
- Meet the public need first, then your own
- Define the problem
- Identify the specific problem
- Learn all the pertinent background
- Identify alternative solutions

Know the Legislators

- Meet them on their own turf
- Grassroots
- Know the committee makeup and their positions

Know When to Lobby

- Be timely
- About 2,000 to 2,500 bills are introduced each year, they can't know all

Stay Informed

- Track the Progress
- Anticipate events
- Avoid surprises
- Advise your colleagues

Contacting Legislators

- Types
 - In person
 - By phone
 - By mail, NO form letters
 - E-mail
- Talk to key legislators and staff in both parties
- BE HONEST, ACCURATE, RELIABLE TIMELY, COURTEOUS
- Be brief
- Use local examples
- Use facts
- Prepare a 1-page fact sheet or Q&A or talking points
- Target legislators in your district
- Don'ts
 - Be overwhelming or confrontational
 - Exaggerate
 - Threaten
 - Accuse
 - Be righteous, I pay your salary, I'm a taxpayer
 - Forget to thank them for listening or taking action

Make Allies

- Talk to agencies
- Work with similar organizations
- Find out who supports and who opposes
- Keep a good perspective and sense of humor
- Don't close doors, agree to disagree, you may need them later

REMEMBER THE GOVERNOR HAS TO SIGN ANY BILL

**Iowa Legislative
Committee
Information
Important to
Early Childhood
Initiatives**

I. Committees

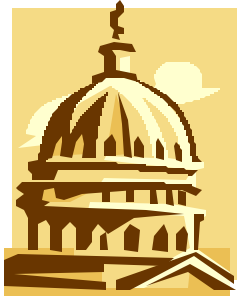
Standing Committees

A standing committee is a group of legislators designated by a chamber to give thorough consideration to and make recommendations on bills assigned to the committee and to introduce legislative bills and resolutions relating to their specific subject areas. Standing committees may conduct investigations and in-depth studies of governmental matters within those subject areas. Further duties of standing committees are listed in section 2.15 of the Code of Iowa. The standing committees of the Iowa General Assembly are listed below.

SENATE	HOUSE
Agriculture	Administration & Rules
Appropriations	Agriculture
Business & Labor	Appropriations
Commerce	Commerce & Regulation
Education	Economic Development
Ethics	Education
Human Resources	Environmental Protection
Judiciary	Ethics
Local Government	Human Resources
Natural Resources & Environment	Judiciary
Rules & Administration	Labor & Industrial Relations
Small Business,	Local Government
Economic Development & Tourism	Natural Resources
State Government	State Government
Transportation	Transportation
Ways & Means	Ways & Means

Members serve on three to five standing committees at a time. In addition, many members serve on one of nine appropriations subcommittees. Standing committees meet at least weekly during the first portion of a session in accordance with a schedule determined by the legislative leadership. The designated chairperson presides over each meeting. Each committee adopts rules of procedure.

The committee chairperson's secretary prepares meeting agendas, completes committee report forms, and assists the chairperson during the meeting. The committee vice chairperson's secretary prepares the minutes of each meeting. The committee ranking member's secretary prepares and distributes meeting notices.



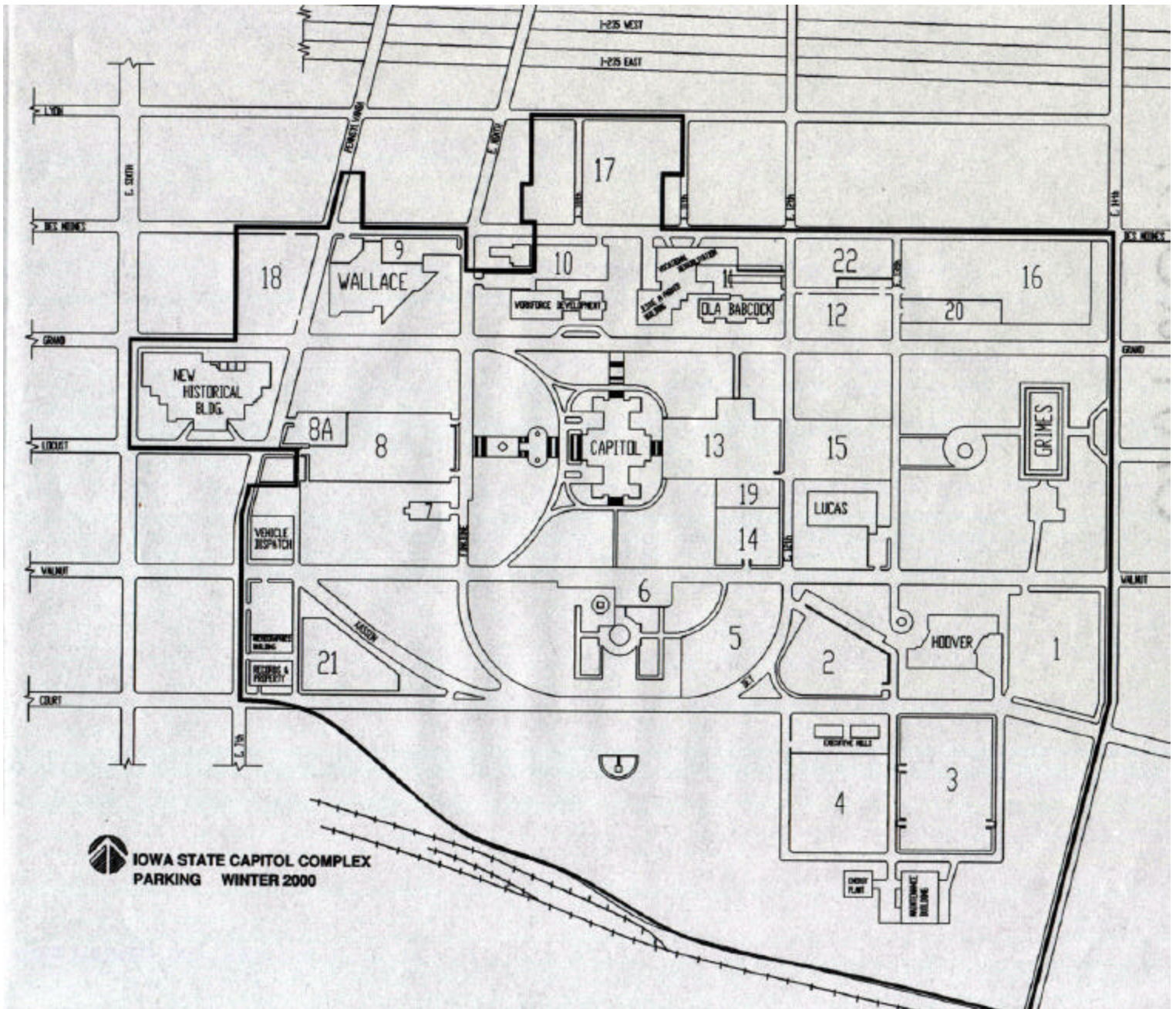
Coming to the Iowa Capitol

The best place to unload items is on the west entrance of the capitol (right by the cannon). This entrance is on the ground level. You should be able to find a cart at this entrance to transport your materials to the first floor by the elevator. Please return the cart when you are finished. A wheeled cart should be used to move furniture and equipment. Dragging items across the floor or steps will damage the restored surface. If at all possible, try not to leave your vehicle unattended and then move the vehicle as soon as items are in the Capitol.

Heightened security is in place at the capitol. Check points and entry doors are available at the NW, SE and South entrances of the capitol. It is very similar to the level of security you experience at the airport. So, please plan on spending extra time entering the building.

Due to the amount of money invested in the restoration of the Capitol building, no tape, duct tape, or fasteners will be allowed to be attached to any part of the building structure, including but not limited to the walls, pillars, staircases, etc. Matting tape may be used to adhere cables to the floors. Do not use any other type of tape.

There are designated visitor parking areas located on the west side (Lot 7) and the south side of the capitol (Lot 6 and Lot 5). If those lots are full, persons may also park in unidentified spaces in the lot east of the capitol by the Lucas Building (Lot 15).

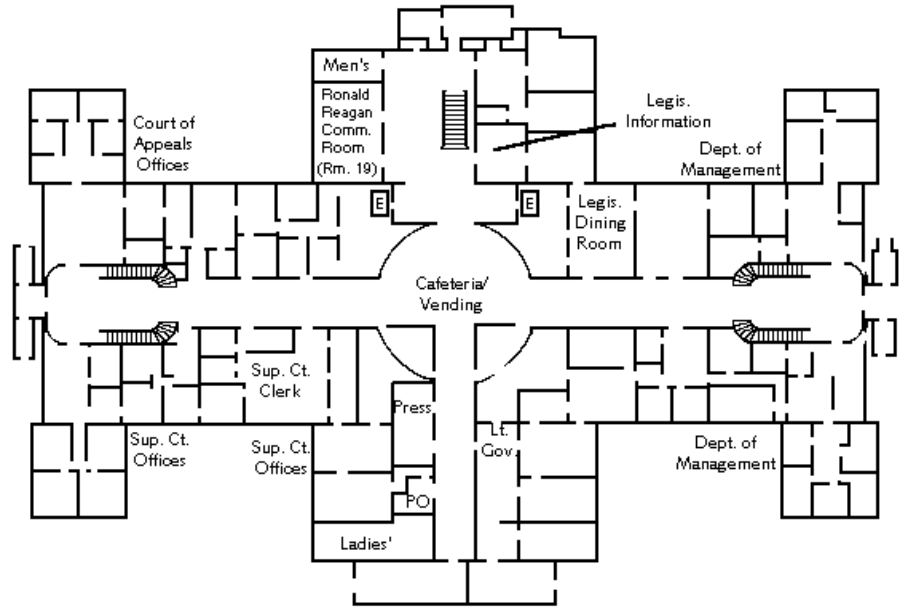


- 1 Visitor & Employee
- 2 Visitor & Employee
- 3 Employee
- 4 Visitor & Employee
- 5 Visitor & Employee
- 6 Visitor
- 7 Visitor
- 8 Employee
- 8a Visitor
- 9 Visitors w/disabilities
- 10 Visitor & Employee
- 11 Visitor & Employee
- 12 Employee
- 13 Legislative
Employee
- 14 Employee
- Legislative Basics

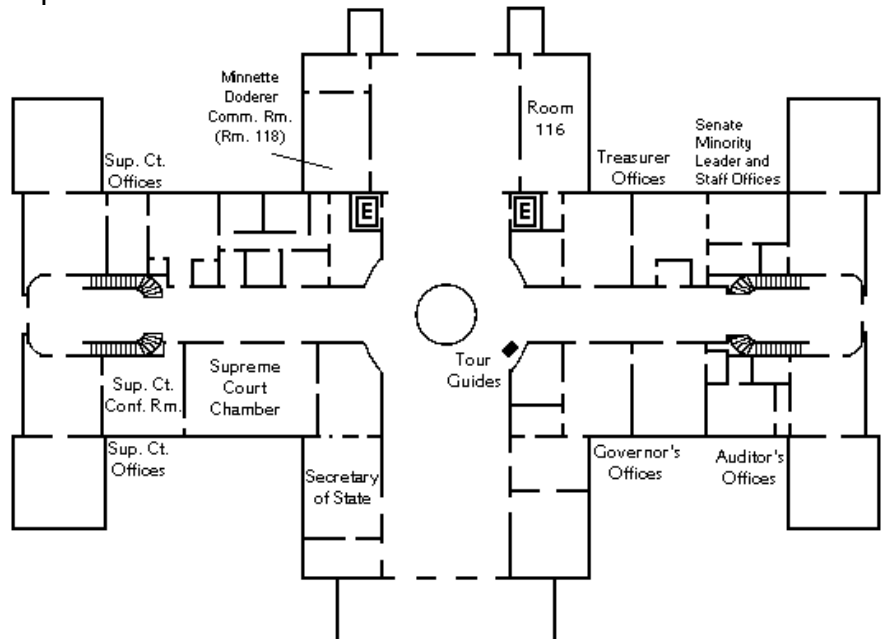
- 15 Visitor & Assigned
Employee
- 16 Employee (Over-
night lot)
- 17 Employee
- 18 Closed for
Construction
- 19 Visitor & Employee
w/ disabilities &
assigned employee
- 20 Visitor
- 21 State Car Lot
- 22 Contractor's Lot

Maps of the Capitol

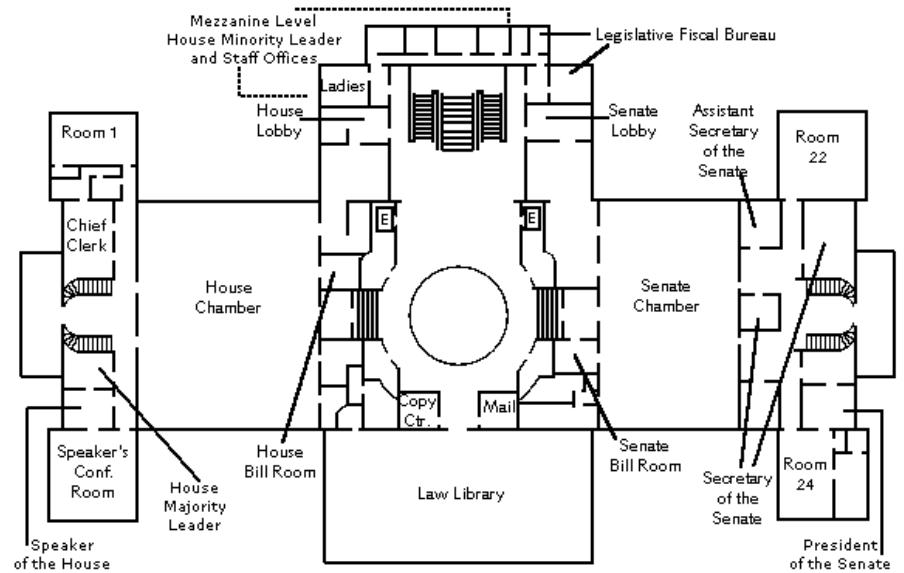
Capitol Ground Floor



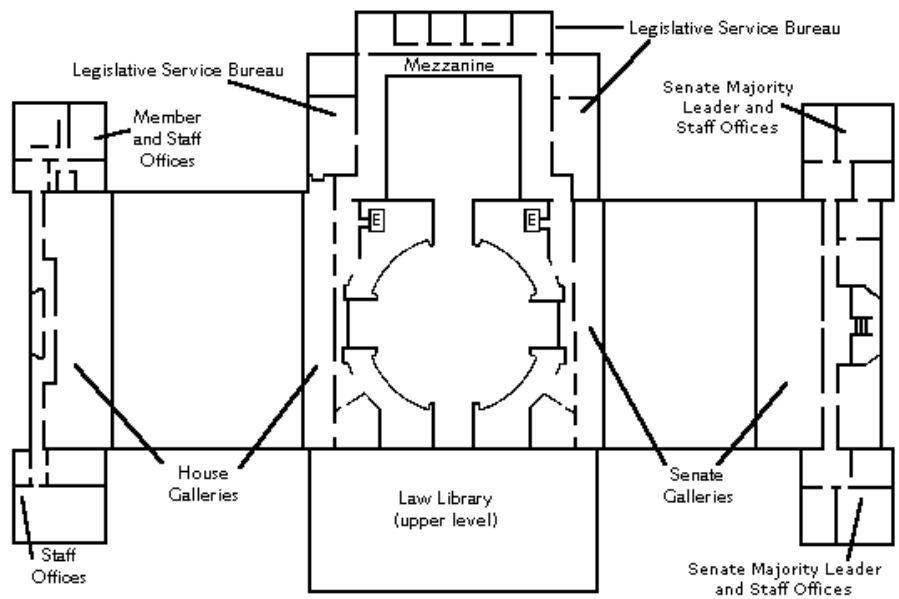
Capitol First Floor



Capitol Second Floor



Capitol Third Floor



How to Contact Your Legislators

State Senators:

By mail:
The Honorable _____ -
Iowa Senate
State Capitol
Des Moines, IA 50319

Begin any correspondence to your senator with the following greeting:
Dear Senator _____

By phone (during the session):
(515) 281-3371

By fax: _____

By e-mail:
Firstname_last name@legis.state.ia.us

State Representatives

By mail:
The Honorable _____
Iowa House of Representatives
State Capitol
Des Moines, IA 50319

Begin any correspondence to your representative with the following greeting:
Dear Representative _____

By phone (during the session):
(515) 281-3221

By fax: _____

By e-mail:
Firstname_last name@legis.state.ia.us

How to Contact the Governor

By mail:

The Honorable _____
Office of the Governor
State Capitol
Des Moines, IA 50319

Dear Governor _____:

By phone:
(515) 281-5211 (ask to speak to the staff member that handles the issue you wish to address)

By email: Rose.Mary.Pratt@igov.state.ia.us

By fax: (515) 281-6611

How to Contact the Lt. Governor

By mail:

The Honorable _____
Office of the Lt. Governor
State Capitol
Des Moines, IA 50319

Dear Lt. Governor _____:

By phone:
(515) 281-5211 (ask to speak to the staff member that handles the issue you wish to address)

By email: Rose.Mary.Pratt@igov.state.ia.us

By fax: (515) 281-6611

Providing Testimony

Another way to participate in the policy-making process is to provide testimony during legislative committee or subcommittee hearings. Testimony can be submitted in written form or can be given in person before the committee. Typically, you must be invited to testify before the committee, but you should be proactive about getting that invitation. To show your interest, you can:

- **Show your support.** Write a letter in support of the bill to the committee members indicating your interest in working with the committee on the bill and your interest in providing testimony.
- **Contact the committee.** Contact the staff of the committee with jurisdiction as soon as you learn that hearings are scheduled to take place.
- **Get invited.** Secure an “invitation” to testify through the bill’s sponsor or committee members. When you are preparing to testify, find out the committee’s procedural rules including length of statement format of panels, and number of packets required. Be sure to find out how far in advance written materials need to be submitted to committee staff.

Written Statement

Your written statement for testimony purposes should include the following:

- A title page;
- A clear presentation of your position: “I/We support _____”;
- Factual arguments and data as evidence to support your position. Consider including research data, news articles; and
- A conclusion that reviews your basic position.

Oral Testimony

Keep in mind that your written statement will become part of the official record and can be longer than your oral statement. Your oral statement is an opportunity to summarize your written testimony. Effective oral testimony includes the following elements:

- An easily understood, jargon-free, five to ten minute statement, focused on the issue before the committee;
- The basic facts, including who you represent and your involvement in the issue;
- A clear statement of your points of agreement or disagreement with what is being discussed;
- Changes you would like made in the pending legislation;
- Real examples of people who will be affected by the matter being discussed and how they will be affected; and

A rebuttal of the opposition's main argument.

Effective Strategies for Legislative Advocacy

Don't be a stranger to your elected officials and their staff. The most persuasive messages come from familiar faces. Know them by name, and make sure they know you by name. Anonymity is the antithesis of effectiveness.

Introduce yourself at every opportunity, hand out your business card like candy at Halloween – always have extras. Invite officials to your programs for conversations and photos. Seeing is believing.

Always say “Thank you” before you say “please.” Even if you disagree with your elected official's positions on some (or even most) issues, they are more likely to listen to you if you've found some way to praise them. If nothing else, thank them for the courage to be a public office holder.

A well-written, brief thank you note is always appreciated. Remember, officials get 25 complaints for every compliment.

Concentrate on principles of policy, rather than the specifics. Trust that your “every day professional advocates” know the details; your job is to set the stage with your elected officials to improve access for other advocates. The hometown connection is essential to help them listen with both ears.

Be concise and to the point. The history of your issue or program needs to be a paragraph or a two-minute presentation. The key to influence is not volume, but precision. Elected officials are not experts, but don't need to be overwhelmed with your knowledge. Have them trust you as someone to turn to.

Engage the media who have the power to send your message far and wide. An expert source is golden to every reporter and editorial/opinion writer – but be careful: they should not perceive you as seeking “publicity.” Once you're viewed as an accessible expert when they're on deadline, you can pitch them ideas anytime.

Write Letters to the Editor, submit guest op-ed columns and encourage allies to do the same. The opinion pages are read word-for-word by every public official. You have their attention if your case is made in print. Never attack, always attract.

Advocacy is focused on the art of compromise, never expect it all. While we strive for unanimity, we work for majority. There's a difference between compromising principles and compromising in policy discussion.

While there's strength in diversity, there's power in unity. Bring as many diverse voices to your cause as possible, but reach a unifying message. Agree on the important goals and success will be achieved.

Credit: Center for Florida's Children

A Word About the Federal Budget Process

It is a good idea to become familiar with the budgeting process at both the state and federal levels. This is another area where you can be active as an advocate for children and families. This section will discuss the federal budget process.

The congressional budget process requires Congress to establish annually the level of total spending and revenues and how total spending should be divided among the 20 major functions of government. These major functions are:

Administration of Justice	Income Security
Agriculture	International Affairs
Allowances	Medicare
Commerce & Housing Credit	National Defense
Community & Regional Development	Natural Resources & Environment
Education	Net Interest
Energy	Social Security
General Government	Transportation
General Science, Space & Technology	Undistributed Offsetting Receipts
Health	Veterans Benefits and Services

Each of these functional levels of spending is the sum of discretionary and mandatory spending for each fiscal year.

Mandatory Spending

Mandatory spending, also known as direct spending, includes all spending for which there is no annual discretion to establish spending levels. Mandatory spending usually involves a binding legal obligation by the federal government to provide funding for an individual, program or activity. Another way to describe mandatory spending is that it is all spending that is not discretionary.

Entitlement spending is a subset of mandatory spending and is the largest component of mandatory spending. An entitlement represents a binding obligation on the part of the federal government. Eligible recipients have legal recourse to compel payment from the government if the obligation is not fulfilled.

Usually, the laws providing for an entitlement contain formulas or criteria that specify who is eligible for federal assistance. Unless the underlying law establishing the entitlement is changed, these individuals retain a legal right to the benefits, regardless of the budget situation. For example, the Social Security law sets formulas that determine the amount of money retired workers receive, based on the length of time they have worked and their earnings. The cost of Social Security for a given fiscal year is thus determined by the number of qualifying retirees rather than by the amount of money in the Treasury or an annual appropriation.

Discretionary Spending

Discretionary spending refers to those programs that are subject to annual funding decisions in the appropriations (or budget) process. If Congress decides to lower funding for a program of this type, it can simply reduce the annual appropriation. Most of the actual operations of the federal government are funded by discretionary spending.

Federal Budget Timetable

This section provides the basics of when and how Congress determines the annual budget.

February

On the first Monday in February every year, the President submits the Administration's budget request for the upcoming year. The federal government's fiscal year is from October 1 – September 30 of the following year. To meet this February deadline, the President's Administration must begin preparing its budget request during the previous spring and summer – nearly a year-and-a-half prior to the start of the fiscal year!

After receiving the President's budget request, the Senate and House Budget Committees hold hearings to receive testimony from Administration officials, experts from academic and business communities, representatives of national organizations, members of Congress and the general public. During this same period, the other committees of Congress review the President's budget submission with respect to programs within their jurisdictions.

The committees then transmit their views and estimates on appropriate spending levels for programs to the Budget Committees within six weeks of the President's submission. Also during February, the Congressional Budget Office (CBO) sends reports on the budget and economic outlook to the Budget Committees. The purpose of the CBO is to provide Congress with the objective, timely, nonpartisan analysis needed for economic and budget decisions.

March

In March, the CBO sends its report, which analyzes the President's budget request, to the Appropriations and Budget Committees. Using the President's budget request, information from their hearings, views and estimates from the other committees, and the CBO's reports, the Budget Committees of both the House and the Senate draft a congressional budget plan during March. This is done through a series of public committee meetings called "mark-ups." It is during this time that members of the committee may offer their own budget plans or amendments to budget plans laid before the committee. Once the mark-up is completed, the committee reports to its respective chamber a concurrent resolution on the budget or a "budget resolution."

Budget resolutions set forth budgetary levels for the upcoming fiscal year and planning levels for the following four fiscal years.

April 15, Congress Adopts a Budget Resolution: When the Budget Committees complete their mark-up of a budget resolution, they report their respective resolutions to the full Senate and full House. All members of the Senate and House then have an opportunity to alter the work of the Budget Committees by offering amendments to the budget resolution as it is debated on the floor of each chamber.