

1983
IOWA BILL DRAFTING GUIDE

For use in the preparation of legislative bills
and resolutions to be introduced during the
Seventieth General Assembly of the State of Iowa

Prepared and issued by the
Iowa Legislative Service Bureau
in cooperation with the offices of the
Secretary of the Senate,
Chief Clerk of the House of Representatives
and
Code Consultant

P R E F A C E

This bill drafting guide is issued by the Legislative Service Bureau. It is intended to serve as a guide for the proper preparation of bills and resolutions to be introduced and considered by the Seventieth Iowa General Assembly. Bills and resolutions prepared pursuant to the guidelines contained in this document will, nevertheless, be reviewed by the Legislative Service Bureau and the Legal Counsel of the house where the bills and resolutions are intended to be introduced. This guide has been developed for the use of bill drafters employed by the Legislative Service Bureau, the Code Consultant, the two houses of the General Assembly, and other persons who prepare legislation for consideration by the General Assembly. The guide, when properly followed, should enable a person to place in proper form any bill or resolution it is desired to introduce in the General Assembly. However, it should be kept in mind that the house of introduction is the final judge as to the adequacy of the preparation of a bill or resolution and a designated officer of the house of introduction will make a determination as to the adequacy of a bill or resolution before it is allowed to be introduced.

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AUTHORITY TO ESTABLISH FORM AND STYLE

The authority for the formulation of rules as to form and style for the development of bills and resolutions is found in the Iowa Constitution, the Code of Iowa, and the rules governing the House of Representatives and Senate. Such authority is as follows:

1. CONSTITUTIONAL PROVISIONS.

Article III, Section 9. Authority of the houses. Each house shall sit upon its own adjournments, keep a journal of its proceedings, and publish the same; determine its rules of proceedings, punish members for disorderly behavior, and, with the consent of two thirds, expel a member, but not a second time for the same offense; and shall have all other powers necessary for a branch of the General Assembly of a free and independent State.

Article III, Section 15. Bills. Bills may originate in either house, and may be amended, altered, or rejected by the other; and every bill having passed both houses, shall be signed by the Speaker and President of their respective houses.

Article III, Section 29. Acts--one subject--expressed in title. Every Act shall embrace but one subject, and matters properly connected therewith; which subject shall be expressed in the title. But if any subject shall be embraced in an Act which shall not be expressed in the title, such act shall be void only as to so much thereof as shall not be expressed in the title.

Article VII, Section 7. Tax imposed distinctly stated. Every law which imposes, continues, or revives a tax, shall distinctly state the tax, and the object to which it is to be applied; and it shall not be sufficient to refer to any other law to fix such tax or object.

2. STATUTORY PROVISIONS--CODE 1983.

2.42. Powers and duties of council. . . . The powers and duties of the (Legislative) council shall include, but not be limited to, the following:

10. To establish rules for the style and format for drafting and preparing of legislative bills and resolutions.

3.1. Form of bills. Bills designed to amend, revise, codify, or repeal a law:

1. Shall refer to the numbers of the sections or chapters of the Code to be amended or repealed, but it shall not be necessary to refer to such sections or chapters in the title.

2. Shall refer to the number and session of the general assembly and of the sections and chapters of the Acts thereof to be amended in case the bill relates to a section or sections of an Act not appearing in the Code or codified in a supplement to the Code.

3. All references to statutes shall be expressed in words, followed by the numerals in parentheses when specified in the bill drafting instructions promulgated by the legislative council, and if omitted the Code editor in preparing Acts for publication in the session laws shall supply the same.

4. The title to a bill shall contain a brief statement of the purpose of the bill, however all detail matters properly connected with the subject so expressed may be omitted from the title.

3.2. Bill drafting instructions. The legislative council shall, in consultation with the director of the legislative service bureau and the Code editor, promulgate rules and instructions for the drafting of legislative bills and resolutions not otherwise in conflict with the provisions of law and the rules of the senate and the house.

3.3. Headnotes and historical references. Proper headnotes may be placed at the beginning of a section of a bill, and at the end of the section there may be placed a reference to the section number of the Code, or any session law from which the matter of the bill was taken, but, except as provided in the Uniform Commercial Code, section 554.1109, neither said headnotes nor said historical references shall be considered as a part of the law as enacted.

3.4. Bills--approval--passage over veto. If the governor approves a bill, he shall sign and date it; if he returns it with his objections and it afterwards passes as provided in the Constitution, a certificate, signed by the presiding officer of each house in the following form, shall be endorsed thereon or attached thereto: "This bill (or this item of an appropriation bill, as the case may be), having been returned by the governor, with his objections, to the house in which it originated, and, after reconsideration, having again passed both houses by yeas and nays by a vote of two-thirds of the members of each house, has become a law this _____ day of _____."

3.5. Failure of governor to return bill. When a bill has passed the general assembly, and is not returned by the governor within three days as provided in the Constitution, it shall be authenticated by the secretary of state endorsing thereon: "This bill, having remained with the governor three days (Sunday excepted), the general assembly being in session, has become a law this _____ day of _____."

Secretary of State."

3.7. Acts Effective July 1 or August 15. All Acts and resolutions of a public nature passed at regular sessions of the general assembly shall take effect on the first day of July following their passage, unless some specified time is provided in the Act, or they have sooner taken effect by publication. All Acts and resolutions of a public nature which are passed prior to July 1 at a regular session of the general assembly and which are approved by the governor on or after such July 1, shall take effect on August 15 next after his approval. However, this section shall not apply to Acts provided for in section 3.12, Acts which specify when they take effect, or Acts which take effect by publication.

3.8. Publication of Acts. Acts which are to take effect from and after publication in newspapers shall be published in two or more papers.

3.9. Designation of papers. In case either or both of the papers named in the Act shall fail or decline to publish said Act as required therein, the secretary of state may designate another paper or papers in which publication shall be made, and if such papers are not designated in the Act, the same may be designated by the secretary of state, and the Act published accordingly.

3.11. Private Acts--when effective. Acts of a private nature which do not prescribe the time when they take effect, shall do so on the thirtieth day next after they have been approved by the governor, or endorsed as provided in this chapter.

3.12. Appropriation Acts--effective for fiscal year. All annual appropriations shall be for the fiscal year beginning with July 1 and ending with June 30 of the succeeding year and when such appropriations are made payable quarterly, the quarters shall end with September 30, December 31, March 31, and June 30; but nothing in this section shall be construed as increasing the amount of any annual appropriation.

3.14. Certain appropriations prohibited. No appropriations shall be made to any institution not wholly under the control of the state.

3.16. Cost of publishing. The compensation for the publication of laws which are ordered by the general assembly to take effect by publication, unless otherwise fixed, shall be audited and paid by the state, and shall be the rates of legal advertisements allowed by law. There is hereby provided from any money in the state treasury not otherwise appropriated, a sum sufficient to pay for such publication.

17.18. Legislative bills. The bills introduced in the general assembly shall be printed on good paper. The style and format of such bills shall be specified by the rules but in the absence of such rules by the legislative council. . . .

3. RULES OF THE HOUSE AND SENATE--IN EFFECT FOR 1981 AND 1982 LEGISLATIVE SESSIONS.

Joint Rule 3. Sessions of a General Assembly. The election of officers, organization, hiring and compensation of employees, and standing committees in each house of the general assembly and action taken by each house shall carry over from the first to the second regular session and to any extraordinary session of the same general assembly. The status of each bill and resolution shall be the same at the beginning of each session as it was immediately before adjournment of the previous regular or extraordinary session; however the rules of either house may provide for re-referral of some or all bills and resolutions to standing committees upon adjournment of each session or at the beginning of a subsequent regular or extraordinary session, except those which have been adopted by both houses in different forms.

Upon final adoption of a concurrent resolution at any extraordinary session affecting that session, or at a regular session affecting any extraordinary session which may be held before the next regular session, the creation of any calendar by either house shall be suspended and the business of the session shall consist solely of those bills or subject matters stated in the resolution adopted. Bills named in the resolution, or bills containing the subject matter provided for in the resolution, may, at any time, be called up for debate in either house by the majority leader of that house.

Joint Rule 5. Printing and Form of Bills and Other Documents. Bills and joint resolutions shall be introduced, numbered, prepared, and printed as provided by law, or in the absence of such law, in a manner determined by the secretary of the senate and the chief clerk of the house of representatives.

All bills and joint resolutions introduced shall be in a form and number approved by the secretary of the senate and chief clerk of the house.

The legal counsel of each house shall read and approve all bills before introduction.

Joint Rule 6. Companion Bills. When identical bills are introduced in each house they shall be called companion bills. Each house shall designate the sponsor in the usual way followed in parentheses by the sponsor of the companion bill in the other house. The house where the bill is first introduced shall print the complete text. The printed companion bill shall contain the title, enacting clause, and a statement that the bill is a companion bill. However, if the bill is not more than four pages in length, the complete text shall be printed in both houses.

Joint Rule 7. Reprinting of Bills. Whenever any bill has been substantially amended by either house, the secretary of the senate

or the chief clerk shall order the bill reprinted on paper of a different color. All adopted amendments shall be distinguishable.

The secretary of the senate or the chief clerk may order the printing of a reasonable number of additional copies of any bill, resolution, amendment, or journal.

Joint Rule 13. Enrollment and Authentication of Bills. When a bill or resolution has passed both houses, it shall be enrolled in the house of origin under the direction of either the secretary or the chief clerk and its house of origin shall be certified by the endorsement of the secretary or the chief clerk.

After enrollment, each bill shall be signed by the president and by the speaker.

Joint Rule 16. Fiscal Notes. A fiscal note shall be attached to any bill or joint resolution which reasonably could have an annual effect of at least one hundred thousand dollars or a combined total effect within five years after enactment of five hundred thousand dollars or more on the aggregate revenues, expenditures or fiscal liability of the state or its subdivisions. This rule does not apply to appropriation measures where the total effect is stated in dollar amounts.

The preliminary determination of whether the bill appears to require a fiscal note shall be made by the legislative service bureau which shall indicate that a bill requires a fiscal note by stamping "FISCAL NOTE REQUIRED" prominently on the bill jacket. Upon completion of the bill draft, the legislative service bureau shall immediately send a copy to the legislative fiscal director for his review.

When a committee reports a bill to the floor, the committee shall state in the report whether a fiscal note is or is not required.

The fiscal note shall be printed on the bill before introduction if practicable; and in any event the secretary of the senate or chief clerk of the house shall attach the fiscal note to the bill when the bill is reported out by a committee.

The legislative fiscal director shall prepare the fiscal note within a reasonable time after receiving the request. A copy of the fiscal note shall be filed by the legislative fiscal director, for distribution, with the secretary of the senate or the chief clerk of the house unless within one legislative day a request for a revised fiscal note is filed with the legislative fiscal director. The legislative fiscal director may request the cooperation of the state comptroller or any state department or agency. If a fiscal note is prepared by the comptroller or any state department or agency at the request of the fiscal director, that fact shall be stated in the note.

Each fiscal note shall state in dollars the estimated effect of the bill on the revenues, expenditures, and fiscal liability of the state during each of the first five years after enactment. Sources of funds for expenditures under the bill shall be stated, including federal funds. If the fiscal director cannot make an accurate estimate, he shall state his best available estimate or shall state that no dollar estimate can be made and state concisely the reason.

The fiscal note shall be attached or printed in the bill following the explanation or shall be printed in the daily clip sheet.

A revised fiscal note may be requested by a committee chairman or a sponsor of the bill if the fiscal effect of the bill has been changed by adoption of an amendment. However, a request for a revised fiscal note shall not delay action on a bill unless so ordered by the presiding officer of the house in which the bill is under consideration.

If a date for adjournment has been set, then a constitutional majority of the house in which the bill is under consideration may waive the fiscal note requirement during the three days prior to the date set for adjournment.

Joint Rule 18. Time of Committee Passage and Consideration of Bills.

1. To be placed on the house calendar, all bills except appropriations bills, ways and means bills, bills or joint resolutions co-sponsored by the majority and minority floor leaders, companion bills sponsored and introduced by the senate majority leader, after consultation with the senate minority leader, and the house majority leader, after consultation with the house minority leader, beginning with the 16th week of the first session and beginning with the 14th week of the second session, the claims committee report, and conference committee reports must be reported out of committee no later than the following deadlines:

House bills under individual sponsorship must be reported out of a standing committee no later than the Friday of the 10th week of the first session and the 8th week of the second session.

House bills sponsored by a committee must be reported out of a standing committee no later than the Friday of the 11th week of the first session and the 9th week of the second session.

Senate bills under individual sponsorship must be reported out of a standing committee no later than the Friday of the 13th week of the first session and the 11th week of the second session.

Senate bills sponsored by a committee must be reported out of a standing committee no later than the Friday of the 14th week of the first session and the 12th week of the second session.

2. To be placed on the senate calendar, all bills except appropriations bills, ways and means bills, bills or joint resolutions co-sponsored by the majority and minority floor leaders, companion bills sponsored and introduced by the senate majority leader, after consultation with the senate minority leader, and the house majority leader, after consultation with the house minority leader, beginning with the 16th week of the first session and beginning with the 14th week of the second session, the claims committee report, and conference committee reports must be reported out of committee no later than the following deadlines:

Senate bills under individual sponsorship must be reported out of a standing committee no later than the Friday of the 10th week of the first session and the 8th week of the second session. Senate bills sponsored by a committee must be reported out of a standing committee no later than the Friday of the 11th week of the first session and the 9th week of the second session.

House bills under individual sponsorship must be reported out of a standing committee no later than the Friday of the 13th week of the first session and the 11th week of the second session.

House bills sponsored by a committee must be reported out of a standing committee no later than the Friday of the 14th week of the first session and the 12th week of the second session.

3. During the 12th week of the first session and the 10th week of the second session each house will consider only bills originating in that house and unfinished business. During the 15th week of the first session and the 13th week of the second session each house will consider only bills originating in and passed by the other house and unfinished business. Beginning with the 16th week of the first session and beginning with the 14th week of the second session, each house will consider only appropriations bills, ways and means bills, bills or joint resolutions co-sponsored by the majority and minority floor leaders, companion bills sponsored and introduced by the senate majority leader, after consultation with the senate minority leader, and the house majority leader, after consultation with the house minority leader, claims report, bills coming from conference committee, and unfinished business.

4. Rule 18 shall not apply to concurrent or simple resolutions, senate confirmations, or bills passed by both houses in different form prior to being sent to a conference committee, or claims report.

5. A bill reported out of any committee within the deadlines established by this rule and then referred to the same or another committee may be reported out by that committee.

6. A motion to reconsider filed and not disposed of on action taken on a bill or resolution which is subject to a deadline under this rule may be called up at any time on the day of the deadline

or at any time after the deadline by the person filing the motion or by the majority leader, any other rule to the contrary notwithstanding.

Senate Rule 21. Engrossment of Bills. An engrossment is a proofreading and verification in order to be certain that a bill before the senate is identical with the original bill as introduced with all amendments which have been adopted correctly inserted. A bill shall be considered engrossed when ordered to its last reading.

In an engrossed bill, all obvious typographical, spelling or other clerical errors are corrected and section or paragraph numbers and internal references are changed as required to conform the original bill to any amendments which have been adopted. All such corrections or changes shall be reported in the journal by the secretary of the senate. The engrossed bill shall be placed in the bill file with the original bill and amendments.

Senate Rule 26. Time and Method of Introducing Bills and Amendments. All bills to be introduced in the senate shall be typed in proper form by the legislative service bureau and shall be filed with the secretary of the senate not later than 3:00 p.m.

All amendments shall be typed in proper form and filed with the secretary of the senate not later than 4:30 p.m., or adjournment, whichever is later.

An "impact amendment" is an amendment which reasonably could have an annual effect of at least one hundred thousand dollars or a combined total effect within five years after enactment of five hundred thousand dollars or more on the aggregate revenues, expenditures or fiscal liability of the state or its subdivisions.

An impact amendment to a bill which has been on the special order calendar for at least three (3) full legislative days prior to its consideration shall not be taken up by the senate unless:

- 1) A fiscal note is attached thereto, and the amendment is filed at least one (1) legislative day prior to date set for consideration of the bill; or
- 2) the amendment is an appropriation or other measure where the total effect is stated in dollar amounts.

Senate Rule 27. Limit on Introduction of Bills. No bill or joint resolution, except bills and joint resolutions cosponsored by the majority and minority floor leaders, shall be introduced in the senate after 4:00 p.m. on Friday of the seventh week of the first regular session of a general assembly unless a written request for drafting the bill has been filed with the legislative service bureau before that time. After adjournment of the first regular session, bills may be prefiled at any time before the convening of

the second regular session. No bill shall be introduced after 4:00 p.m. on Friday of the second week of the second regular session of a general assembly unless a written request for drafting the bill has been filed with the legislative service bureau before that time. However, standing committees may introduce bills and joint resolutions at any time. Senate and concurrent resolutions may be introduced at any time.

No bill, joint resolution, concurrent resolution or senate resolution shall be introduced at any extraordinary session unless sponsored by a standing committee or the committee of the whole.

Senate Rule 28. Introduction, Reading, and Form of Bills and Resolutions. Every senate bill and resolution shall be introduced by one or more senators or by any standing committee of the senate or the committee of the whole and shall at once be given its first reading.

If the senate is in session when a bill or resolution is introduced, the first reading shall consist of reading its file number, the title and sponsor of the bill. If the senate is not in session but a journal is published for the day, the first reading shall consist of a journal entry of the bill's file number, title, sponsor and the notation "Read first time under Rule 28".

Any bill or resolution approved for introduction by a standing committee during an interim period between sessions of one general assembly shall be introduced without further action by the committee at the next succeeding session of the same general assembly and placed immediately upon the ready calendar.

Every bill and resolution referred to committee shall have received two readings before its passage.

The subject of every bill shall be expressed in its title.

Senate Rule 29. Explanations. No bill, except appropriation committee bills, shall be introduced unless a concise and accurate explanation is attached. The chief sponsor or a committee to which the bill has been referred may add a revised explanation at any time before the last reading, and it shall be included in the daily clip sheet.

Senate Rule 30. Resolutions.

1. A "senate resolution" is a resolution acted upon only by the senate which expresses sentiment or is used for the appointment of special committees within the senate. A senate resolution requires the affirmative vote of a majority of the senators present and voting. It shall be filed with the secretary of the senate and printed in the journal.

2. A "concurrent resolution" is a resolution to be adopted by both houses of the general assembly which expresses the sentiment

of the general assembly or deals with temporary legislative matters. It may authorize the expenditure, for any legislative purpose, of funds appropriated to the general assembly. A concurrent resolution is not limited to, but may provide for a joint convention of the general assembly, adjournment or recess of the general assembly, or requests to a state agency or to the general assembly or a committee. A concurrent resolution requires the affirmative vote of a majority of the senators present and voting. It shall be filed with the secretary of the senate and printed in the journal.

3. A "joint resolution" is a resolution which requires for approval the affirmative vote of a constitutional majority of each house of the general assembly. A joint resolution which appropriates funds or enacts temporary laws must contain the clause "Be It Enacted by the General Assembly of the State of Iowa:", is equivalent to a bill, and must be transmitted to the governor for his approval. A joint resolution which proposes amendments to the Constitution of the State of Iowa, ratifies amendments to the Constitution of the United States, proposes a request to Congress or an agency of the government of the United States of America, proposes to Congress an amendment to the Constitution of the United States of America, or creates a special commission or committee must contain the clause "Be It Resolved by the General Assembly of the State of Iowa:" and shall not be transmitted to the governor. No joint resolution shall amend a statute in the Code of Iowa.

Senate Rule 32. Study Bills.

1. A study bill is any matter which a senator wishes to have considered by a standing committee or appropriations subcommittee for introduction as a committee bill or resolution. The term "study bill" includes "bill drafts" provided for in Rule 36.

2. Upon first receiving a study bill from a senator, a committee chairperson shall submit three copies to the secretary of the senate. The secretary shall number such bills in consecutive order. The secretary shall maintain a record of all study bills and their assigned number. Committee records shall refer to study bills by the number assigned by the secretary.

3. The secretary shall file a report in the journal of each study bill received. The report shall show the study bill number, its title or subject matter and the committee which is considering it. If a study bill is referred to a subcommittee, then the committee chairperson shall report in the journal the names of the subcommittee members to which it is assigned.

4. If a committee bill or resolution is introduced which was not previously the subject of a study bill in the sponsoring committee, the majority leadership may re-refer the bill back to the committee.

House Rule 32. Forms of Bills and Joint Resolutions--Review by Legislative Service Bureau. Every house bill shall be introduced by one or more members or by any standing or specially authorized committee of the house or interim study committee meeting during that general assembly. All bills and joint resolutions introduced shall be of typewritten copy with title, enacting clause, and body of bill as directed by the chief clerk of the house. One copy of each bill shall be presented in a bill cover and be accompanied by the number of copies of the bill and the title as shall be directed by the chief clerk. No bill shall be introduced nor shall the chief clerk accept the same unless an adequate explanation thereof is included at the end of each bill.

A bill or joint resolution which has not been prepared by the legislative service bureau shall not be reported out of committee unless first reviewed by a legislative service bureau staff person. After the review the staff person shall prepare a report for the chairperson and committee members relating to the form and style of the bill under consideration and whether the bill appears to carry out its expressed purpose.

House Rule 33. Joint Resolutions. Joint resolutions shall be framed and treated as bills.

House Rule 34. Time of Introduction of Bills. No bill or joint resolution under individual sponsorship shall be read for the first time after 4:00 p.m. or adjournment, whichever is earlier, on Friday of the 7th week of the first regular session of the general assembly. However, any bill drafted by the legislative service bureau that is not read upon adjournment on Friday of the 7th week of the first session, but is in possession of the house legal counsel, will be given a house bill number and will be assigned to the sifting committee upon the establishment of the sifting committee. No individual requests for a bill draft will be accepted by legislative service bureau after Friday of the 5th week of the first session.

After adjournment of the first regular session, bills may be prefiled at any time before the convening of the second regular session. No bill or joint resolution under individual sponsorship shall be read for the first time after 4:00 p.m. or adjournment, whichever is earlier, on Friday of the 3rd week of the second regular session of the general assembly. No individual request for a bill draft will be accepted by legislative service bureau after the Friday of the first week of the second regular session.

However, bills or joint resolutions co-sponsored by the majority and minority floor leaders, standing committees or sifting committee may be drafted and introduced at any time permissible under joint rule 18. House and concurrent resolutions may be introduced at any time.

House Rule 35. Introduction and Reading of Bills. All bills and joint resolutions to be introduced in the house shall be typed

into proper form and shall be filed with the chief clerk no later than 4:30 p.m. on the legislative day preceding its introduction. When the time for introducing bills is reached in the regular order of business, the chief clerk will proceed in the same manner as if the bills were introduced from the floor. This rule does not deny a member the right to introduce a bill from the floor if the bill has previously been typed in proper form.

Every bill shall receive two readings but no bill shall receive its first and last readings on the same day.

A "reading of the bill" as required by these rules shall consist of a reading of the title and enacting clause unless otherwise demanded by a house member.

House Rule 36. First Reading, Commitment and Amendment.

36.8 No amendment to the rules of the house, to any resolution or bill, except technical amendments and amendments to bills substituted for by Senate Files containing substantially identical title, language, subject matter, purpose and intrasectional arrangement, shall be considered by the membership of the house without a copy of the amendment having been filed with the chief clerk on the day preceding floor debate on the amendment. This provision shall not apply to any proposal debated on the floor of the house after the fifteenth week of the first session and the thirteenth week of the second session. No amendment or amendment to an amendment to a bill, rule of the house, or resolution shall be considered by the membership of the house without a copy of said amendment being on the desk of the entire membership of the house prior to consideration.

House Rule 41. Amendments to Special Order Bills. All amendments, except corrective amendments, to bills special ordered more than five session days in advance of the date set for debate shall be filed prior to the close of the daily clip sheet of the session day two session days prior to the date set for debate.

Amendments, to a special ordered bill, not timely filed as provided in this rule shall not be in order.

A corrective amendment is an amendment which does not substantively change the amendment or the bill.

The daily clip sheet shall close one hour after adjournment or 4:30 p.m. whichever is later.

The time limits set for the filing of amendments on specially ordered bills shall not apply to bills special ordered for less than five session days.

House Rule 46. Printing of Bills and Joint Resolutions. Bills and joint resolutions shall be printed in form as provided by law and by rule. Each house may direct the printing of an additional

number of its own bills. A substitute for a bill offered by a member or by a committee, where it is entirely or substantially a complete substitute for the particular bill, unless otherwise ordered, shall be printed as a substitute for the original bill (and the caption shall so indicate, giving the substitute the same number as the original bill, but reciting "substitute for" such bill), and such substitute bill shall by the file clerk be included in the bill file next to the original bill and such substitute bill shall not be printed in the journals.

Legalizing bills of a local or private nature shall be printed in bill form and placed in the files of the members, the same as other bills, in the order of their introduction. The cost of such printing shall be deposited with the treasurer of state, in advance at a rate to be fixed, and the newspaper publication of the same shall be without cost to the state. No legalizing act may be introduced until all of the provisions of law shall have been complied with.

The preceding constitutional provisions, statutes, and rules are the provisions which directly relate to the authority to provide for the form of bills and resolutions. It may at first glance appear that there are certain contradictions between some of the provisions. However, construing all provisions together, it appears that the Legislative Council in consultation with the Code Editor is given the authority to promulgate rules and regulations for the drafting of bills and resolutions when such rules and regulations are not in conflict with constitutional and statutory provisions or the rules of the House and Senate.

The procedures followed in providing the guidelines contained in this publication are to provide such guidelines consistent with constitutional, statutory, and rule provisions and subject to the approval of the two houses of the General Assembly. Consultation with the proper officers has been carried out in all cases.

There are many other constitutional, statutory, and rule provisions which affect the contents of bills and resolutions, rather than the form. Such provisions and the construction placed upon them are discussed in the next division of this publication.

CONSTITUTIONAL, STATUTORY, AND RULE PROVISIONS AFFECTING THE CONTENTS OF BILLS AND CONSTRUCTION OF SUCH PROVISIONS

There are many constitutional provisions, statutory provisions, and House and Senate rules governing the contents of bills and resolutions. Strict attention should be given to these provisions and the construction given to them by the Iowa Supreme Court and the courts of other states. This is particularly true in regard to those mandates contained in the Constitution. The rules of statutory construction contained in Chapter 4 of the Code of Iowa should be read carefully and followed since they provide very helpful guides which will simplify bill drafting. The same holds true with the rules of statutory construction handed down by the Iowa courts. The following is a list of the pertinent constitutional, statutory, and rules provisions. Excerpts as to the manner in which they have been construed by the courts follow the listing, as well as excerpts as to rules of statutory construction promulgated by the courts.

1. IOWA CONSTITUTIONAL PROVISIONS.

Article I, Section 3. Religion. The General Assembly shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; nor shall any person be compelled to attend any place of worship, pay tithes, taxes, or other rates for building or repairing places of worship, or the maintenance of any minister or ministry.

Article I, Section 6. Laws uniform. All laws of a general nature shall have a uniform operation; the General Assembly shall not grant to any citizen, or class of citizens, privileges or immunities, which, upon the same terms shall not equally belong to all citizens.

Article I, Section 7. Liberty of speech and press. Every person may speak, write, and publish his sentiments on all subjects, being responsible for the abuse of that right. No laws shall be passed to restrain or abridge the liberty of speech, or of the press. . . .

Article I, Section 9. Right of trial by jury--due process of law. The right of trial by jury shall remain inviolate; but the General Assembly may authorize trial by a jury of a less number than twelve men in inferior courts; but no person shall be deprived of life, liberty, or property, without due process of law.

Article I, Section 18. . . . Amendment 13 of 1908. Drainage ditches and levees. The general assembly, however, may pass laws permitting the owners of lands to construct drains, ditches, and levees for agriculture, sanitary or mining purposes across the

lands of others, and provide for the organization of drainage districts, vest the proper authorities with power to construct and maintain levees, drains and ditches and to keep in repair all drains, ditches, and levees heretofore constructed under the laws of the state, by special assessments upon the property benefited thereby. The General Assembly may provide by law for the condemnation of such real estate as shall be necessary for the construction and maintenance of such drains, ditches and levees, and prescribe the method of making such condemnation.

Article I, Section 21. Attainder--ex post facto law--obligation of contract. No bill of attainder, ex post facto law, or law impairing the obligation of contracts, shall ever be passed.

Article III, Section 1. General assembly. The Legislative authority of this state shall be vested in a General Assembly, which shall consist of a Senate and House of Representatives: and the style of every law shall be. "Be It Enacted by the General Assembly of the State of Iowa."

Article III, Section 15. Bills. Bills may originate in either house, and may be amended, altered, or rejected by the other; and every bill having passed both houses, shall be signed by the Speaker and President of their respective houses.

Article III, Section 24. Appropriations. No money shall be drawn from the treasury but in consequence of appropriations made by law.

Article III, Section 26. Time laws to take effect. No law of the General Assembly, passed at a regular session, of a public nature, shall take effect until the first day of July next after the passage thereof. Laws passed at a special session, shall take effect ninety days after the adjournment of the General Assembly by which they were passed. If the General Assembly shall deem any law of immediate importance, they may provide that the same shall take effect by publication in newspapers in the State.

Article III, Section 29. Acts--one subject--expressed in title. Every Act shall embrace but one subject, and matters properly connected therewith; which subjects shall be expressed in the title. But if any subject shall be embraced in an Act which shall not be expressed in the title, such act shall be void only as to so much thereof as shall not be expressed in the title.

Article III, Section 30. Local or special laws--general and uniform--boundaries of counties. The General Assembly shall not pass local or special laws in the following cases:

- For the assessment and collection of taxes for State, County, or road purposes;
- For laying out, opening, and working roads or highways;
- For changing the names of persons;
- For incorporation of cities and towns;

For vacating roads, town plats, streets, alleys, or public squares;

For locating or changing county seats.

In all the cases above enumerated, and in all other cases where a general law can be made applicable, all laws shall be general, and of uniform operation throughout the State; and no law changing the boundary lines of any county shall have effect until upon being submitted to the people of the counties affected by the change, at a general election, it shall be approved by a majority of the votes in each county, cast for and against it.

Article VII, Section 7. Tax imposed distinctly stated. Every law which imposes, continues, or revives a tax, shall distinctly state the tax, and the object to which it is to be applied; and it shall not be sufficient to refer to any other law to fix such tax or object.

Article VII, Section 8. . . . Amendment 18 of 1942. Motor vehicle fees and fuel taxes. All motor vehicle registration fees and all licenses and excise taxes on motor vehicle fuel, except cost of administration, shall be used exclusively for the construction, maintenance and supervision of the public highways exclusively within the state or for the payment of bonds issued or to be issued for the construction of such public highways and the payment of interest on such bonds.

Article VIII, Section 1. How created. No corporation shall be created by special laws; but the General Assembly shall provide, by general laws, for the organization of all corporations hereafter to be created, except as hereinafter provided.

2. STATUTORY PROVISIONS.

Selected statutory provisions affecting the contents of legislative bills follow. While many of these provisions do not dictate exactly what should be contained within a particular legislative bill, they do provide the rules for interpreting statutes which in turn dictate the manner of expressing and writing text of legislative bills and resolutions. Knowledge of the rules of statutory construction will help the bill drafter to properly frame the contents of a bill and express the intent of the legislation in a clear and uniform manner.

Section 4.1. Rules. In the construction of the statutes, the following rules shall be observed, unless such construction would be inconsistent with the manifest intent of the general assembly, or repugnant to the context of the statute:

1. Repeal--effect of. The repeal of a statute, after it becomes effective, does not revive a statute previously repealed, nor affect any right which has accrued, any duty imposed, any penalty incurred, or any proceeding commenced, under or by virtue of the statute repealed.

2. Words and phrases. Words and phrases shall be construed according to the context and the approved usage of the language; but technical words and phrases, and such other as may have acquired a peculiar and appropriate meaning in law, shall be construed according to such meaning.

3. Number and gender. Unless otherwise specifically provided by law the singular includes the plural, and the plural includes the singular. Words of one gender include the other genders.

4. Joint authority. Words giving a joint authority to three or more public officers or other persons shall be construed as giving such authority to a majority of them, unless it be otherwise expressed in the Act giving the authority.

5. Highway--road. The words "highway" and "road" include public bridges, and may be held equivalent to the words "county way", "county road", "common road", and "state road".

6. Mentally ill. The words "mentally ill person" include mental retardates, psychotic persons, severely depressed persons and persons of unsound mind. A person who is hospitalized or detained for treatment of mental illness shall not be deemed or presumed to be incompetent in the absence of a finding of incompetence made pursuant to section 229.27.

7. Issue. The word "issue" as applied to descent of estates includes all lawful lineal descendants.

8. Land--real estate. The word "land" and the phrases "real estate" and "real property" include lands, tenements, hereditaments, and all rights thereto and interests therein, equitable as well as legal.

9. Personal property. The words "personal property" include money, goods, chattels, evidences of debt, and things in action.

10. Property. The word "property" includes personal and real property.

11. Month--year--A.D. The word "month" means a calendar month, and the word "year" and the abbreviation "A.D." are equivalent to the expression "year of our Lord."

12. Oath--affirmation. The word "oath" includes affirmation in all cases where an affirmation may be substituted for an oath, and in like cases the word "swear" includes "affirm".

13. Person. Unless otherwise provided by law "person" means individual, corporation, government or governmental subdivision or agency, business trust, estate, trust, partnership or association, or any other legal entity.

14. Seal. Where the seal of a court, public office or officer, or public or private corporation, may be required to be affixed to any paper, the word "seal" shall include an impression upon the paper alone, as well as upon wax or a wafer affixed thereto or an official ink stamp if a notarial seal.

15. State. The word "state", when applied to the different parts of the United States, includes the District of Columbia and the territories, and the words "United States" may include the said district and territories.

16. Will. The word "will" includes codicils.

17. Written--in writing--signature. The words "written" and "in writing" may include any mode of representing words or letters in general use. A signature, when required by law, must be made by the writing or markings of the person whose signature is required. If a person is unable due to a physical handicap to make a written signature or mark, that person may substitute the following in lieu of a signature required by law:

a. His or her name written by another upon the request and in the presence of the handicapped person; or,

b. A rubber stamp reproduction of the handicapped person's name or facsimile of the actual signature when adopted by the handicapped person for all purposes requiring a signature and then only when affixed by that person or another upon request and in the handicapped person's presence.

18. Sheriff. The term "sheriff" may be extended to any person performing the duties of the sheriff, either generally or in special cases.

19. Deed--bond--indenture--undertaking. The word "deed" is applied to an instrument conveying lands, but does not imply a sealed instrument; and the words "bond" and "indenture" do not necessarily imply a seal, and the word "undertaking" means a promise or security in any form.

20. Executor--administrator. The term "executor" includes administrator, and the term "administrator" includes executor, where the subject matter justifies such use.

21. Numerals--figures. The Roman numerals and the Arabic figures are to be taken as parts of the English language.

22. Computing time--legal holidays. In computing time, the first day shall be excluded and the last included, unless the last falls on Sunday, in which case the time prescribed shall be extended so as to include the whole of the following Monday, provided that, whenever by the provisions of any statute or rule prescribed under authority of a statute, the last day for the commencement of any action or proceedings, the filing of any pleading or motion in a pending action or proceedings or the perfecting or

filing of any appeal from the decision or award of any court, board, commission or official falls on a Saturday, a Sunday, the first day of January, the twelfth day of February, the third Monday in February, the last Monday in May, the fourth day of July, the first Monday in September, the eleventh day of November, the fourth Thursday in November, the twenty-fifth day of December, and the following Monday whenever any of the foregoing named legal holidays may fall on a Sunday, and any day appointed or recommended by the governor of Iowa or the president of the United States as a day of fasting or thanksgiving, the time therefor shall be extended to include the next day which is not a Saturday, Sunday or such day hereinbefore enumerated.

23. Consanguinity and affinity. Degrees of consanguinity and affinity shall be computed according to the civil law.

24. Clerk--clerk's office. The word "clerk" means clerk of the court in which the action or proceeding is brought or is pending; and the words "clerk's office" means his office.

25. Population. The word "population" where used in this Code or any statute means the population shown by the latest preceding certified federal census, unless otherwise specifically provided.

26. If a statute refers to a series of numbers or letters, the first and the last numbers or letters are included.

27. "Child" includes child by adoption.

28. If there is a conflict between figures and words in expressing a number, the words govern.

29. "Preceding" and "following" when used by way of reference to a chapter or other part of a statute mean the next preceding or next following chapter or other part.

30. A quorum of a public body is a majority of the number of members fixed by statute.

31. "Rule" includes "regulation."

32. Words in the present tense include the future.

33. "United States" includes all the states.

34. The word "week" means seven consecutive days.

35. The word "year" means twelve consecutive months.

36. Unless otherwise specifically provided by the general assembly, whenever the following words are used in a statute enacted after July 1, 1971, their meaning and application shall be:

- a. The word "shall" imposes a duty.
- b. The word "must" states a requirement.
- c. The word "may" confers a power.

37. Appellate court. The term "appellate court" means and includes both the supreme court and the court of appeals. Where an act, omission, right, or liability is by statute conditioned upon the filing of a decision by an appellate court, the term means any final decision of either the supreme court or the court of appeals.

Section 4.2. Common law rule of construction. The rule of the common law, that statutes in derogation thereof are to be strictly construed, has no application to this Code. Its provisions and all proceedings under it shall be liberally construed with a view to promote its objects and assist the parties in obtaining justice.

Section 4.3. References to other statutes. Any statute which adopts by reference the whole or a portion of another statute of this state shall be construed to include subsequent amendments of the statute or the portion thereof so adopted by reference unless a contrary intent is expressed.

Section 4.4. Presumption of enactment. In enacting a statute, it is presumed that:

1. Compliance with the Constitutions of the state and of the United States is intended.
2. The entire statute is intended to be effective.
3. A just and reasonable result is intended.
4. A result feasible of execution is intended.
5. Public interest is favored over any private interest.

Section 4.5. Prospective statutes. A statute is presumed to be prospective in its operation unless expressly made retrospective.

Section 4.6. Ambiguous statutes--interpretation. If a statute is ambiguous, the court, in determining the intention of the legislature, may consider among other matters:

1. The object sought to be attained.
2. The circumstances under which the statute was enacted.
3. The legislative history.
4. The common law or former statutory provisions, including laws upon the same or similar subjects.

5. The consequences of a particular construction.
6. The administrative construction of the statute.
7. The preamble or statement of policy.

Section 4.7. Conflicts between general and special statutes. If a general provision conflicts with a special or local provision, they shall be construed, if possible, so that effect is given to both. If the conflict between the provisions is irreconcilable, the special or local provision prevails as an exception to the general provision.

Section 4.8. Irreconcilable statutes. If statutes enacted at the same or different sessions of the legislature are irreconcilable, the statute latest in date of enactment by the general assembly prevails. If provisions of the same Act are irreconcilable, the provision listed last in the Act prevails.

Section 4.9. Official copy prevails. If the language of the official copy of a statute conflicts with the language of any subsequent printing or reprinting of the statute, the language of the official copy prevails.

Section 4.10. Re-enactment of statutes--continuation. A statute which is re-enacted, revised or amended is intended to be a continuation of the prior statute and not a new enactment, so far as it is the same as the prior statute.

Section 4.11. Conflicting amendments to same statutes--interpretation. If amendments to the same statute are enacted at the same or different sessions of the general assembly, one amendment without reference to another, the amendments are to be harmonized, if possible, so that effect may be given to each. If the amendments are irreconcilable, the latest in date of enactment by the general assembly prevails.

Section 4.12. Acts or statutes are severable. If any provision of an Act or statute or the application thereof to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of the Act or statute which can be given effect without the invalid provision or application, and to this end the provisions of the Act or statute are severable.

Section 4.13. General savings provision. The re-enactment, revision, amendment, or repeal of a statute does not affect:

1. The prior operation of the statute or any prior action taken thereunder;
2. Any validation, cure, right, privilege, obligation, or liability previously acquired, accrued, accorded, or incurred thereunder;

3. Any violation thereof or penalty, forfeiture, or punishment incurred in respect thereto, prior to the amendment or repeal; or

4. Any investigation, proceeding, or remedy in respect of any privilege, obligation, liability, penalty, forfeiture, or punishment; and the investigation, proceeding, or remedy may be instituted, continued, or enforced, and the penalty, forfeiture, or punishment imposed, as if the statute had not been repealed or amended.

If the penalty, forfeiture, or punishment for any offense is reduced by a re-enactment, revision, or amendment of a statute, the penalty, forfeiture, or punishment if not already imposed shall be imposed according to the statute as amended.

3. COMPANION BILLS.

Joint Rule 6. Companion Bills. When identical bills are introduced in each house, they shall be called companion bills. Each house shall designate the sponsor in the usual way followed in parentheses by the sponsor of the companion bill in the other house. The house where the bill is first introduced shall print the complete text. The printed companion bill shall contain the title, enacting clause, and a statement that the bill is a companion bill. However, if the bill is not more than four pages in length, the complete text shall be printed in both houses.

4. RULES OF STATUTORY CONSTRUCTION APPLIED BY COURTS TO CONSTITUTIONAL, STATUTORY, AND RULE PROVISIONS AND IN GENERAL.

The Iowa Supreme Court has ruled on the construction of the various constitutional mandates in regard to bill drafts and statutes in many instances. Hundreds of cases exist in regard to word usage, common law rules, and rules of statutory construction. It is most important that a bill drafter be aware of the manner in which the courts have ruled in regard to construing statutes, constitutional provisions, and word usage. The following are samples of court decisions construing the constitution and statutes. They are by no means a complete listing, but should aid by informing the bill drafter of the manner in which particular provisions have been construed by the courts.

Constitutionality presumed. Regularly enacted laws are presumed to be constitutional, and this presumption must be overcome by one attacking the statute by proving its invalidity beyond a reasonable doubt. 105 NW 2d 650. Courts are reluctant to declare a legislative enactment unconstitutional, and will do so only when the violation is clear, palpable and practically free from doubt. 113 NW 2d 724. All presumptions are in favor of the constitutionality of a statute and it will not be held invalid unless it is

clear, plain and palpable that such a decision is required. 95 NW 2d 441.

Initiative and referendum. The legislature has no power to make the operation or repeal of a law dependent upon a vote of the people. 33 Iowa 134. Though the legislature cannot submit to a popular vote of the people the question whether or not an Act proposed by it shall become a law, an Act designed to affect only local government conditions, which is complete in itself, and requires nothing further to give it validity as a legislative act, may be submitted to the electors of a subdivision of the state, that they may determine on popular vote whether they will adopt these provisions. . . 137 Iowa 452.

One subject. Every act shall embrace but one subject, and matters properly connected therewith; which subject shall be expressed in the title . . .

Constitutional requirement that every Act shall embrace but one subject is not intended to prohibit any number of provisions in one bill having one general subject, fairly indicated by the title, and it is not necessary that the title be an index of the act nor that every provision of the several sections be enumerated in the title. 131 NW 2d 5.

The constitutional provision that every Act shall embrace but one subject shall receive a broad and liberal construction and not a narrow, technical, critical one. 131 NW 2d 5. This section is to be liberally construed so that one Act may embrace all matters reasonably connected with the subject expressed in the title and not utterly incongruous thereto.

In 231 NW 2d 882 the court decided that the Act covered two subjects, both of which were expressed in the title, so it was not the situation covered in Art. III, sec. 29 of the Iowa Constitution. The court said that as a general rule an ungermane provision in an Act renders the whole Act void The reason given for this is that a court cannot say which, if either, of the two unrelated parts of the Act the legislature would have enacted had the legislature voted on the two parts separately. (However, in this case the court had no difficulty determining which part was primary and which secondary.)

Headnotes. The headnotes in the various codes form no part of the statutory law of the state. 284 NW 110. (NOTE: Headnotes of the Uniform Commercial Code, Chapter 554, are part of that Code. See Section 554.1109.)

Subject not in title. If an Act embraces a subject not expressed in the title, the Act will be void only as to so much thereof as is not thus expressed. 26 Iowa 340.

Code revision. A codification or revision does not relate to more than one subject, and a title expressing the subject is not

insufficient for failure to specify each subject to which the statute, as revised, relates. 45 NW 2d 33.

A constitutional requirement that a bill shall have but one subject expressed in its title has been held either not to apply to codes or is liberally interpreted to sustain the validity of the title identifying a code. A restrictive title is not regarded as liberally as is a general one. The provisions of a bill which it does not fairly embrace cannot be given force.

NOTE: Particular title provisions. It is sometimes a good course of action to give particular attention to certain provisions which should be placed or emphasized within the title of a bill. Particular attention should be given to penalty provisions, since the courts usually apply a strict construction to penalty provisions, and there is danger that if a penalty provision is contained within a bill and not specifically mentioned within the title, it will be declared void. It is sometimes a good procedure to specify within a title that a bill has a particular effective date especially if the bill is to be effective retroactively or has an especially unusual effective date. It is also a good practice to provide in the title of a bill, which is not primarily an appropriation bill, that an appropriation is contained in the bill, and to note in the title if a bill imposes a tax.

Local and special laws. Under this section the legislature was absolutely prohibited from passing special laws in the enumerated cases. 96 Iowa 521. Generally speaking, laws must be uniform in general and not special in character, but they are not required by the constitution to be general except where a general law can be made applicable. 140 Iowa 163. A statute is general and uniform in its operation, when it operates equally upon all persons who are brought within the relations and circumstances provided for.

Construction of statutes. Following are some statements of the courts of Iowa, and in some cases other courts, which relate to the manner in which statutes are to be construed. Many of these statements have been codified in Chapter 4 of the Code of Iowa.

Tax statutes. If the meaning of a taxing statute is uncertain, it must be construed strictly against the taxing authorities.

Construction of acts as a whole. All provisions or sections of a statute must be considered together in the light of all other provisions or sections, and, if at all possible, harmonized. Presumption in favor of constitutionality is especially strong where a statute was enacted to promote a public purpose.

Reconciliation of acts or statutes. A cardinal rule of statutory construction is that, if reasonably possible, effect should be given every part of a statute. The general rule is that

if by any fair and reasonable construction statutes dealing with the same subject matter may be reconciled, both shall stand.

Definitions. The legislature is its own lexicographer and common law dictionary, and prior definitions by the court must yield when the legislature by express enactment defines its own terms.

Legislative history of act. It is proper to resort to legislative history of an act when its meaning is doubtful, but the plain meaning of a statute cannot be affected by resorting to its legislative history.

Conflicts--special controls. Where there is conflict or ambiguity between a specific statute and a general statute, provisions of the special section control.

Logical result. If a statute is susceptible to more than one reasonable interpretation or application, the court will be constrained to give to it the interpretation which will lead to a logical rather than an illogical result.

Retroactive statutes. The answer as to when a statute is to be considered retrospective or prospective is found in the intention of the legislature as expressed or as implied from what it has said thereon.

Statutes are presumed to be intended to operate prospectively only, and not retrospectively, however, if the intent to bring about retrospective operation clearly appears, the courts will not hesitate to so construe the statute. The courts have evolved a strict rule of construction against retrospective operation and indulge in the presumption the legislature intended its enactments to operate prospectively only. A statute will not be construed to be retroactive unless it is the intent of the legislature to make it so and such intent is clearly expressed. The fact that a statute carries an emergency clause making it effective immediately, which would be unnecessary if its operation were retrospective, is an indication the statute was intended to operate prospectively only.

Repeals by implication. Repeals by implication are not favored by the courts and will not be upheld unless the intent to repeal clearly and unmistakably appears from the language used and such holding is absolutely necessary, and if by any fair and reasonable construction prior or later statutes can be reconciled, both shall stand.

Amended statutes. As a general rule where a statute rewrites a former statute and states it "is amended to read as follows" all provisions in the original law not found in the amending act are repealed. An amended act is ordinarily construed as if the original statute had been repealed and a new and independent act in the amended form had been adopted in its stead, but where an

amendment leaves portions of the original act unchanged, such portions are continued in force, with the same meaning and effect they had before the amendment.

Expression of one excludes others. A rule of statutory construction is that the express mention of one thing implies the exclusion of the others.

Special and general statutes--conflicts. The rule that where a general provision of a statute conflicts with a special one the latter will prevail applies even though the special provision was passed before the general one. To determine the meaning of a statute as amended it is proper to consider the general ones when they cannot be reconciled. (Where a general statute, if standing alone, would include the same matter as a special statute and thus conflict with it, the special statute will be considered an exception to the general statute whether it was adopted before or after the general statute.)

Attorney general opinions. Opinions of the attorney general, while entitled to respectful consideration, are not binding upon the courts whose duty it is to make independent inquiry as to the interpretation to be placed upon a statute.

Historical material. The terms of a statute are to be interpreted in the light of its historical background and the courts may avail themselves of such aid as may be afforded by historical facts, or by antecedent or a contemporaneous legislative history, or history of the statute.

Penal statutes. Penal statutes are strictly construed and doubts, if any, are resolved in favor of the individual. Terms of a penal statute creating a new offense must be sufficiently explicit to inform those subject to it what conduct on their part will render them liable to its penalties. The legislature must inform the citizens with reasonable precision what acts it intends to prohibit so they may have a certain understandable rule of conduct and know what acts it is their duty to avoid.

Statutes with same subject matter. When statutes relate to the same subject matter, when they are in pari materia, they must be construed together.

Publication clause. Where a legislative enactment provided it would be in full force from and after its publication, and its last publication was on April 30, 1953, it became effective on May 1, 1953.

Singular includes plural. The rule that words in a statute that import the singular number may be extended to several persons or things is applicable when one amendment in school reorganization laws uses the singular and another amendment uses the plural.

Rule of ejusdem generis. Rule of ejusdem generis is to the effect that where specific words of the same nature are used in a statute followed by the use of general ones, these general terms take their meaning from the specific ones not restricted to the same "genus", i.e., comprehend only those things of the same kind as the special ones.

"May" and "shall". The verb "may" usually is employed as implying permissive or discretionary rather than mandatory action or contact, and is never used properly in a denial, restriction, or limitation, except in connection with the word "not". In statutory interpretation the mandatory construction is rarely placed on the word "may". When a statute uses the word "shall" in directing a public body to do certain acts, the word is to be construed as mandatory, not permissive, and excludes the idea of discretion.

"All". The word "all" is commonly understood and usually does not admit of an exception, addition or exclusion.

Adopting amended statutes. Whether the adopting statute adopts the general law or a specific statute, the rule is that it applies to later amendments or changes unless a contrary intent or inconsistency appears; and this may appear in the general reference statute, adopting statutes or in the adopted statute or manual.

ELEMENTS OF STYLE AND FORM

1. WORD USAGE.

In bill drafting the more simple the manner of expression, the more understandable the draft. Thus avoiding many words when a few will suffice is a goal one should strive to meet. The use of synonyms, while good form in a literary composition, should be avoided since the courts will interpret words in their ordinary sense and once a word has been used within a statute to provide a certain meaning, the same word should be used in all cases to express that meaning.

As noted in the preceding enumerated rules of statutory construction, certain words will in most cases suffice to cover a number of situations. Thus the singular incorporates the plural, and the plural incorporates the singular. Words of the masculine or feminine gender include the other gender. The word "child" includes child by adoption and words in the present tense include the future. Other words covering several situations can be found in Chapter 4 of the Code.

Frequently bill drafters when referring to statutes feel compelled to use words such as "as amended" or "as heretofore or hereafter amended" or similar phrases. These words are definitely not needed when referring to a state statute because section 4.3 of the Code provides that "Any statute which adopts by reference the whole or a portion of another statute of this state shall be construed to include subsequent amendments of the statute or the portion thereof so adopted by reference unless a contrary intent is expressed." In addition, the courts have almost uniformly held that reference to a statute includes its amendments.

Certain words have traditionally been used in the drafting of legislation, which are not commonly used in other areas of writing and which are usually not used in normal conversations. It is not necessary in most cases to use these words since words more common to normal conversation are available. The words "such", "said", "provided that", "heretofore", "hereinafter", and the phrase "to the contrary notwithstanding" are examples.

At least one treatise on bill drafting indicates that these words' sole function appears to be to make the statute sound legal, when this should not be the objective of the drafter. The words "the", "however", "preceding", "following" and "regardless" are words which convey the same thought and are more commonly used.

There are exceptions to most every bill drafting rule and it is not the intent of this guide to promulgate rules to cover every situation. However, the majority of bill drafting projects can be most adequately performed pursuant to the suggestions

contained in this guide. The drafter should follow the rules of statutory construction in most cases, however, if the drafter intends to provide for a situation different from that which might be affected by the rules of statutory construction, the drafter should be very specific in the bill draft to make the intention clear.

The following is a list of words suggested for use in bill drafting, which it is hoped will provide more understandable language and aid the reader to better comprehend legislation. It is felt that these words will suffice in most instances.

Usage of words.

Avoid Using

Use

any or all	either word, not both (use of a simple article, "a", "an" or "the", is often better)
at the time	when
it is not unlawful to	it is lawful
in cases in which	when, where, if
in case of	when, where, if
shall be construed to mean	means
is defined to mean	means
shall mean	means
be and the same is hereby	is
aforesaid, aforementioned	the, that, those
beforementioned	the, that, those
said	the, that, those
such	the, a, an
same	it, he, him, she, her
party	person (unless referring to party to a suit of action)
no person shall	a person shall not

and/or	Use one or the other, or if any ambiguity exists, use: X or Y or both of them, X or Y or either of them
wheresoever	wherever, or where
whosoever	whoever, or who
whatsoever	whatever, or what
whomsoever	(Archaic; improper)
whensoever	when, if
as may be necessary	as necessary
provided further; provided however; provided that	except, but, however -- or start a new sentence.
provided (conjunction)	if, but
hereinafter, hereinbefore, hereinabove, above, below, following, preceding	(These are objectionable when referring to the position of a section, or other statutory provision. If reference is necessary, specify the chap- ter, section or subsection by number.)
any person, every person, all persons	a person
null and void	void
absolutely null and void and of no effect	void
it is his duty to	shall
is required to	shall
is directed to	shall
is hereby authorized and it shall be his duty to	shall
is hereby vested with power and authority and it shall be his duty in carrying out the provi- sions of this Act to	shall
it is lawful to	may

is empowered to	may
is authorized to	may
is hereby authorized to	may
is entitled to	may
shall have the power to	may
be and the same is hereby	is
shall be	is
utilize (meaning to use)	use
employ (meaning to use)	use
constitute and appoint	appoint
is applicable	applies
necessitate	require
render (meaning "to give")	give
formulate	make
means and includes	"means" or "includes" as required--"means" limits-- "includes" describes, but may also limit
current, presently (meaning "at the time of enactment")	on the effective date of this Act
prior to	before
subsequent to	after
at such time as	when
during such time as	while
until such time as	until
unless and until	"unless" or "until" as required
during the course of	during
for the duration of	during
forthwith	immediately

retain	keep
preserve	keep
possess	have
ordered, adjudged and decreed	adjudged
in cases in which	if, when, where
in case	if
in the event that	if
provisions of law	law
under the provisions of	under
feasible	possible
in order to	to
for the reason that	because
each and all	(either word)
each and every	(either word)
sole and exclusive	exclusive
nothing contained in this section shall	this section does not
full force and effect	"force" or "effect"
bonds, notes, checks, drafts and other evidences of indebtedness	evidences of indebtedness
the place of the abode	the abode
give consideration to	consider
give recognition to	recognize
make application	apply
make payment	pay
make provision for	provide for
have knowledge of	know

have need of	need
or, in the alternative	or
evinced	show
purchase	buy
portion	part
now	(use a definite date)
rules and regulations	rules (if state; regulations, if federal)

Use of the expression "and/or". The general consensus of opinion in cases in many jurisdictions over the nation is contrary to the use of the expression "and/or". This is true in Iowa. See 229 Iowa 1240 and 93 NW 2d 714. In general the term "and" means to add something to what has already been said; "or" means in the alternative. The word "and" is a conjunctive and the word "or" a disjunctive. Use of the terms together is contradictory. The writer should be able to determine which term is correct. In most cases the word "or" is proper to convey the thought of "one, or the other, or any of them". The word "and" is proper to convey the thought of both, or "all of them". If emphasis is needed the use of terms such as "any of the following", "all of the following", "either of the following", "or both", and similar modes of expression should be sufficient.

The expression "and/or" has been attacked by numerous authorities. One authority notes it is "a device for the encouragement of mental laziness"; another authority states "It is a bastard sired by Indolence (he by Ignorance) out of Dubiety."

The drafter of legislation in Iowa should avoid the use of the expression "and/or".

Use of "shall" and "shall be". "Shall" is defined in section 4.1 of the Code to impose a duty. To preserve that meaning, it generally should not be used to state a rule of law or a proposition in the future tense. "Shall" and "shall not" should be used to require or prohibit an act. "Shall not" should be used to state a prohibition, rather than "may not". A proposition of law should be stated with the use of the present tense "be" verb rather than "shall be". "Shall be" may be used where a duty is stated in the passive voice, but statutes should generally use the active voice.

For example:

Use "A violation of this provision is a misdemeanor", rather than "A violation of this provision shall be a misdemeanor".

Use "A person who violates" rather than "A person who shall violate".

Use of pronouns. A pronoun should be used only if its antecedent is unmistakable, and must be singular or plural in accordance with its antecedent.

Use of modifying phrases. Be careful that a phrase cannot be construed to modify something other than is intended. Possible confusion can generally be avoided by moving the phrase within the sentence or by making it into a separate sentence.

Definitions. The use of definitions should be considered when drafting a bill. If the drafter desires a particular word to have a particular meaning, a definition is essential. The length of bills can be reduced and made more clear through the use of definitions. For example, the drafter may wish to refer to facilities offering some type of medical service, having in mind hospitals, nursing homes, mental health institutions, custodial homes, homes for the elderly and other similar facilities. Rather than mentioning each individual facility many times within a bill, it is much clearer and provides a shorter bill draft if "medical facility" is defined to include all of the types of facilities and thereafter the draft uses only the words "medical facility". If one of the types of facilities is to be excluded from a particular section of the bill, this can be done by merely stating, for example, "except nursing homes".

Definitions are useful to:

1. Limit or extend the meaning of a word, particularly if the word is used in other than its normal sense or has several meanings.
2. Translate technical terms or words of art into common language.
3. Avoid repetition of a phrase or term.

Definitions should not be used when a word has a clear and definite meaning since they are unnecessary and could lead to confusion.

If a definition applies to only one section, it should be in that section. Definitions applicable to various sections should be grouped in one section at the beginning of a bill. A definition should not include substantive law. Once a word is defined, the drafter must be careful to use it as defined and not to repeat the definition.

Sentences--subsections. Bill sections and sentences should not be lengthy, since long sections and sentences are hard to understand. If a series is needed, the section may be divided into subsections, paragraphs or subparagraphs. The use of subsections is very helpful in allowing the reader to understand the complete

components of the substance of the legislation. Subsections are easy to amend and should be used when controversial legislation is being drafted which lends itself to the use of a large number of items which may be subject to many amendments.

Reference material. The drafter must be familiar with the state and federal constitutions. The Constitution of Iowa contains many provisions which must be considered in drafting legislation. When drafting legislation, particularly legislation which will add new material to the Code of Iowa, the Code should be thoroughly researched for material pertaining to the subject matter of the legislation. A great many conflicts are created when a drafter does not do a thorough job of researching the Code prior to writing a bill draft. Many persons, including lawyers, are surprised at the many diverse subjects contained in the Code of Iowa and reference to the Code should be the first step when drafting legislation.

The statutes of other states, uniform acts, suggested acts, bills previously introduced in Iowa, and model legislation are prime sources of legislation. The Council of State Governments, Advisory Commission on Intergovernmental Relations, Commissioners on Uniform State Laws, and particular occupational groups and associations have developed many statutes which can serve as the basis for legislation in Iowa. Problem areas in Iowa demanding legislation frequently have been problem areas in other states, and legislation designed to solve such problems may be available as a starting point. The drafter should be cautioned that in using other states' and suggested legislation, changes will probably have to be made in order that the proposed legislation will be adaptable to the state and the Code of Iowa. The changes may be in form or substance.

The drafter. Determining the policy and objectives of legislation is the prerogative of the legislator. The drafter's function is to determine the present laws affected, make proper amendments, devise actual statutory language, and place the bill draft in proper form. The drafter may not express personal ideas but must remain an impartial technician.

Upon the request of a legislator that a bill be drafted which is of doubtful constitutionality, the drafter should inform the legislator of the constitutional problems and, if possible, devise a method of accomplishing the purpose of the bill which is constitutional. If the legislator nevertheless wishes to introduce the bill after the drafter has suggested the constitutional difficulties, the drafter should draft the bill in accordance with the legislator's instructions.

2. PARTS OF A BILL.

General. A bill consists of three major parts: (1) the title; (2) the enacting clause; and (3) a body of provisions to be enacted. Each part is essential and must be complete. The proper form of the title and enacting clause are defined by law, and the

content and length of the body, while subject to certain rules of format, depend upon the purpose to be accomplished.

Explanations. House and Senate bills and joint resolutions proposing constitutional amendments must have explanations of their contents, which explanations follow the body of the document. House and Senate rules may require explanations for concurrent and simple resolutions. An explanation of a bill written by a bill drafter must be concise and accurate, explaining exactly what the bill does, without attempting to comment upon its merits or editorializing. It is the task of the legislative sponsor to sell the bill on its merits within the proper committee or on the floor of the legislative chambers and the bill drafter, when requested to write the explanation, should not make any comments within the explanation as to the merits of the bill. The explanation should include the bill's effective date. If a new chapter to the Code is created in a bill, the explanation should explain that the new chapter is created. It may also be helpful to explain the creation of new sections to the Code especially when Code section numbers are assigned.

Fiscal notes. Senate and House bills other than appropriation bills where the total effect is stated in dollar amounts are required to have fiscal notes attached if they reasonably could have an annual effect of \$100,000 or a total effect within five years after enactment of \$500,000 or more on the aggregate revenues, expenditures, or fiscal liability of the state or its political subdivisions. Fiscal notes are to be attached to the bills following the explanations or printed in the daily clip sheet.

Sponsorship. Each bill introduced must be sponsored by a legislator or several legislators, or a committee of the General Assembly. The sponsorship of the bill must be noted on the first page of the bill as well as the name of the legislative house where the bill is to be introduced. Each bill will receive a number at the time it is introduced. State agencies may, however, prefile bills with committees.

First page of bill--contents. Each bill is required to have a first page which will contain only the name of the house where the bill is to be introduced, the sponsorship, the title of the bill, and the enacting clause. The first section of a bill will commence on page 1. The purpose of providing for a first page and not designating it as page 1, rather than commencing section one of the bill immediately following the enacting clause, is to simplify the process of changing sponsorships and titles on a finally typed bill prior to its introduction. Adding additional sponsors and changing titles of bills has frequently required completely retyping bills because the additional language has run into the body of the bill. Through the use of a simplified first page it is possible to add or delete sponsors on a finally typed bill prior to its introduction, or change titles, by merely changing the first page and substituting a new version, not retyping the entire bill. Samples

of the various parts of a bill are contained in the appendix to this bill drafting guide.

Titles. As noted in this guide, the Constitution and statutes of Iowa require that every act shall embrace but one subject, and matters connected with it; which subject shall be expressed in the title. Furthermore bills designed to amend, revise, codify, or repeal a law must refer to the numbers of sections or chapters of the Code to be amended or repealed, but it is not necessary to refer to the section or chapter numbers in the title. The title of a bill shall contain a brief statement of the purpose of the bill, however all detail matters properly connected with the subject expressed may be omitted from the title.

The above requirements have been liberally construed by the courts, however care must be taken in writing titles to legislative bills. Generally speaking titles should be broad, while at the same time giving notice of the general subject of the bill. This will allow for the insertion in the bill of provisions which have a natural connection with the subject matter of the bill while at the same time complying with the constitutional and statutory provisions. The title should not be an index or table of contents for the bill.

A title which details the provisions of a bill invites trouble since the unconscious omission of one detail from a specific title may result in the provision being declared void. On the other hand, legislators often request that a specific title be drawn to a bill, hopefully in order to prevent amendments from being offered to the bill which are not germane to the subject matter of the bill. When such a request is made the bill drafter should be careful in writing the title.

As previously noted in this guide, it is often a good course of action to note in the title certain provisions that are contained in a bill. Thus a title may contain a general description of the contents of a bill followed by a statement that a bill contains a particular provision. The type of provision that probably deserves the most emphasis is the penalty provision. The courts of Iowa have been strict in holding that penalties must be noted within a title of a bill. Other provisions which should probably be noted are retroactive or long-delayed effective dates, the imposition of taxes, and appropriations.

Sections of the Code affected by the bill need not normally be noted in the title of the bill. It has been the practice in Iowa to omit references to sections amended in the title of the bill. If needed, a reference to the popular name or some other words descriptive of a law may be used, as in: "amending the administrative procedures Act". Examples of titles can be found in the appendix.

Avoid use of "clarifying", "correcting" and similar judgmental words which may be inaccurate. The title should be objective.

Enacting and resolving clauses. The Constitution of Iowa requires that every bill contain an enacting clause. The enacting clause in Iowa is: "Be It Enacted by the General Assembly of the State of Iowa:" and failure to include the enacting clause on a bill approved by the legislature voids the law. The enacting clause must be used in joint resolutions which contain an appropriation or otherwise enact law. Otherwise, joint resolutions generally use the style: "Be It Resolved by the General Assembly of the State of Iowa:". House or Senate resolutions use the style: "Be It Resolved by the (House) (Senate):". Concurrent resolutions use: "Be It Resolved by the (Senate) (House), the (House) (Senate) Concurring, That".

Body of the bill. The body of the bill is divided into sections. Normally a separate section of the bill is used for each section of the Code or session laws which is to be amended or each new section of the Code which is to be enacted.

Bill sections should be kept as short as possible. However, a long section should not be divided if division of the subject matter into two or more sections would be confusing. If a section is unusually long it should be divided into subsections. Long subsections may be divided into paragraphs and long paragraphs into subparagraphs. No further subdividing should be used. The drafter must exercise creativity in renumbering or rearranging to avoid further subdivisions. However, an occasional complex bill such as a model or uniform act requires further division into subparagraph parts. The sequence for Code sections and the manner of citing them are as follows:

<u>Name</u>	<u>Example</u>
Section	136.3
Subsection	2
Paragraph	a
Subparagraph	(3)
Subparagraph part	(a)

Use short, simple sentences if possible. Long, complex sentences are difficult to write, difficult to understand, and conducive to ambiguity. Sentences should be constructed so that the meaning does not depend on the placement of punctuation. This is a most difficult goal in many cases, however, if possible, this should be an objective of the bill drafter. Headnotes, catch words, and titles to sections are not part of the law. Headnotes, catch words, and titles to sections are not always used in bill drafting, however they may be quite helpful in understanding the draft and may serve as an index or guide for the reader. Care should be taken in writing headnotes, catch words, or titles to sections in order that the subject matter of the section is adequately expressed.

The body of a bill should be set forth in an orderly arrangement with the various sections of the bill in logical sequence. Generally sections of a bill are arranged according to the numerical sequence of the Code sections being amended. Thus section 220.1 appears before section 236.1 within a bill draft. However, since clarity and understanding is the most important consideration, this guideline should not be followed in every case. When a bill incorporating new law and amending old law is drafted, the drafter must consider carefully the placement of the various sections. If the bulk of the substance of the draft is new law, and the amendments to the existing Code sections are merely complementary to the new law, the new law should probably be arranged first in the bill. If the substance of the new law is an amendment to an existing Code provision or several existing Code provisions, and new provisions are merely complementary to the amended Code sections, the new provisions should probably be arranged last in the bill. The important consideration is to allow the reader (legislator) to be informed of the primary substance of the bill early during a reading of the bill.

DRAFTING OF THE BILL--FORM AND METHOD

1. AMENDMENTS TO EXISTING LAW.

Form of amendments to existing law. The form for amending existing sections of the Code or session laws is to type the text of the section with the words to be stricken indicated by a line through the words, and the words to be added inserted in the proper place in the text of the section with lines underneath the words.

If punctuation is to be deleted, a strike-through line should be placed through or above the punctuation. Thus a period would be struck as follows: to the comptroller-

Basic mechanics for building a first draft. When preparing a first draft of amendments to existing law, a good procedure which saves time for typists and proofers is to make a photostatic copy of the statute to be amended, tape it on another page of paper, and indicate the needed changes on that copy or by inserts. It is best for the drafter not to retype the statute or use a copy retyped by others (unless it has already been typed in another bill draft and is on the computer) because of the chance of errors and because it is then more difficult to proof the text against the Code. If the statute has previously been typed in another draft and is available on the computer, the drafter should indicate the LSB number and library number of the draft which is being used. If extensive material is to be added it should be indicated on a separate insert and the point of insert indicated on the copy. A short insert can generally be written in the margin next to the copy. Inserted material must be underlined. Use of a wavy line above the line of copy from the point of insert to the margin will avoid confusion with the straight lines used for underlining. Material to be stricken from the copy should be indicated by a penciled line through the material which is distinctly drawn but light enough to permit the stricken material to be read by the typists and proofers. When material from other states' statutes or other sources is to be incorporated into a draft, a photostatic copy of the source material should be placed in the bill draft file for possible later reference. When amending existing statutes the drafter should generally remove excess and obsolete language and should correct word usage in accordance with this guide.

Citations. The Code section to be amended must be cited by number, for instance: Section 3.2, Code 19__, is amended to read as follows:

Administrative rules should be cited as follows:

Example.

Citing administrative rules.

470 Iowa administrative code, chapter 45 (if cite is to chapter only).

b. 470 Iowa administrative code, rule 45.1, subrule 3, paragraph

2. 470 Iowa administrative code, rule 45.1, unnumbered paragraph

If a shorter citation form is appropriate, use 470 IAC, rule 45.1(3)(b). To cite to the Iowa administrative bulletin, for an item published but not yet adopted, use "item 2 in ARC 2870, appearing in IV Iowa administrative bulletin 23 (May 23, 1982)"; or IV IAB 23 (5-23-82).

Federal citations, and others, should be in accordance with "A Uniform System of Citation, Twelfth Edition" published by The Harvard Law Review Association, except that "sec." or "secs." are used instead of the sign for section or sections and a publication date in parentheses following the citation should generally not be used as it may appear to be a limitation which is not intended. Unless a more specific citation is needed, it is also acceptable to cite a federal law by its popular name, as "social security law". The drafter should double-check citations to federal law and citations other than those to the Iowa Code, since it is not practical for the reviewer or proofers to find these and check their accuracy.

The most precise citation is generally best. Thus, a reference in text to chapter 17A is probably more helpful to the reader than a reference to "The Iowa Administrative Procedure Act".

References to "this Act" must be used with care. In case of a reference to "the effective date of this Act" the Code Editor can insert the appropriate date, and in case of a reference to another section of the bill, the Code Editor will insert the correct Code section number when the Code is published. However, references to "the provisions of this Act" may be too vague, particularly if the Act contains amendments to existing law. If the reference is to an existing Code section amended within the same bill, or to a new section to which the drafter has assigned a number, the drafter may refer to the Code section number.

Each regular session of the General Assembly shall be designated by the year in which it convenes and by a number with a new consecutive number assigned with the session beginning in each odd-numbered year. A special session of the General Assembly shall be designated as an extraordinary session in the particular year of a numbered General Assembly. The 1983 Session Laws, for example, should be cited as 1983 Iowa Acts, chapter (or file no.), section (inserting the appropriate number).

Example.Citing session laws.

1 Section 1. 19__ Iowa Acts, chapter 72, section 3, is amended
2 to read as follows:

3 SEC. 3. NEW SECTION. STATEMENT SUBMITTED. A signed state-
4 ment shall be submitted to the department with ~~all applica-~~
5 ~~tions~~ an application for a refund . . .

The amending clause on lines 1 and 2 of the example should be specifically noted since amending clauses are quite important and other variations will be discussed later.

Striking a chapter. If an entire chapter is to be deleted from the Code, it should be repealed, even if the bill contains new material to be inserted in lieu of the deleted chapter. If it is intended that the new chapter have the same chapter number as the chapter deleted, a section in the following form may be placed at the end of the bill:

1 Sec. 10. Chapter 2, Code 19__, is repealed and sections 1
2 through 9 of this Act are inserted in lieu thereof.

The bill's explanation should notify readers that the assigned Code section numbers used refer to the new chapter and not to the existing chapter with that number.

Striking all of a section. If a section of existing law is substantially amended it may be the better course of action to strike the whole section and write in the new language. In this regard the amending clause is quite important because it tells the reader exactly what is being done. Assuming section 12.14 of the Code is to be substantially rewritten and would result in a mass of strike-throughs and underlines, the following form should be employed:

Example.Striking whole section.

1 Section 1. Section 12.14, Code Supplement 19__, is amended
2 by striking the section and inserting in lieu thereof the fol-
3 lowing:

4 12.14 STATEMENT REMITTED. Each deposit shall be remitted to

5 the treasurer of state and deposited to the credit of the gen-
6 eral fund.

Such a form will require the reader to refer to the Code in order to determine the old law, and for this reason is not as advantageous as the use of the strike-through--underline method. However in the case of extremely long sections being replaced by short sections or completely revised sections, this style does have advantages.

If the section is not to be replaced, it should be repealed.

Striking whole subsection and replacing it. If a subsection of a section is to be substantially amended, it may be the better course of action to completely strike the subsection and rewrite it. In this regard the amending clause is important because it tells the reader exactly what is being done. Assuming subsection 30 of section 321.1 is to be substantially rewritten and results in a mass of strike-throughs and underlines, the following form is preferred:

Example.

Striking whole subsection and replacing it.

1 Section 1. Section 321.1, subsection 30, Code 19__, is
2 amended by striking the subsection and inserting in lieu thereof
3 the following:

4 30. "Streetcar" means a car used for transporting persons or
5 property and operated upon rails within a city.

This form is also preferred when rewriting lettered paragraphs and numbered subparagraphs when it is determined that it is necessary to rewrite the statutory language rather than use the strike-throughs and underlines.

Striking whole subsection without replacing it. If a subsection is to be deleted from a section without replacing it, a procedure similar to a repeal but actually an amendment to the section, the following form should be used:

Example.

Striking whole subsection without replacing it.

1 Section 1. Section 321.1, subsection 30, Code 19__, is
2 amended by striking the subsection.

The same form may be used when striking paragraphs and subparagraphs without replacing them.

Amending subsections, paragraphs, subparagraphs, and parts of sections. Since many sections in the Code of Iowa are extremely long, amendments may be made to parts of sections. This will not be difficult in the case of those sections which have numbered or lettered subsections, paragraphs, and subparagraphs. Several subsections or consecutive parts of sections to be amended may be included in one amendatory section, but inclusion of several parts which are not consecutive may cause confusion and should be avoided unless the parts are numbered subsections.

Examples.

Subsections.

1 Section 1. Section 262.39, subsection 3, Code 19__, is
2 amended to read as follows:

3 3. From the income derived from gifts and bequests made to
4 the institutions under the control of ~~said-board~~ the department
5 of social services for dormitory purposes.

Paragraphs (lettered).

1 Section 1. Section 275.8, subsection 3, paragraph c, Code
2 19__, is amended to read as follows:

3 c. A statement of the ~~assessed~~ market valuation of taxable
4 property located within ~~such~~ the potential district.

Subparagraphs.

1 Section 1. Section 511.8, subsection 6, paragraph a, sub-
2 paragraph (1), Code 19__, is amended to read as follows:

3 (1) All of the obligations and preferred and common stocks
4 of the issuing corporation, if any, ~~prior-to~~ at the time of the
5 preferred stock ~~acquired~~ being contracted for must be eligible
6 as investments under this section as of the date of ~~acquisition~~
7 agreement to purchase; and

Unnumbered paragraphs. Since the Code of Iowa contains many lengthy sections and since in many cases only small amendments will be made to lengthy sections, it is proper to amend or add only a paragraph of a section. In many cases the paragraphs are not numbered or lettered in the Code. Because of computer application, it will be necessary to give unnumbered paragraphs a number. Care must be exercised in drafting the amending clause in order that proper notice may be given to the reader as to that provision which is to be amended.

Example.

Amending unnumbered paragraph.

- 1 Section 1. Section 279.7, unnumbered paragraph 2, Code 19__,
- 2 is amended to read as follows:
- 3 Any An appointment by the school board to fill any a vacancy
- 4 in an elective office on or after the day notice has been given
- 5 for a special election to fill ~~such~~ the vacancy as provided
- 6 ~~herein-shall-be-null-and~~ in this section is void.

While gramatically incorrect, there are times when less than a complete paragraph will be amended. It will be designated as an "unnumbered paragraph" but gramatically it may be either a clause or a phrase. An example would be an introductory clause or phrase to a series of subsections. For example "As used in this chapter unless the context clearly requires otherwise:" is not an unnumbered paragraph but rather than listing the material that follows this clause it can be referred to when amending it as an "unnumbered paragraph". The amendment would, for example, read as follows:

Example.

Amending unnumbered paragraph.

- 1 Section 1. Section 229.1, unnumbered paragraph 1, Code 19__,
- 2 is amended to read as follows:
- 3 As used in this chapter and chapter 230, unless the context
- 4 clearly requires otherwise:

Dividing unnumbered paragraphs. Many of the paragraphs in the Iowa Code are long and contain numerous subject matters. This condition is often the result of amendments to the paragraphs which did not consider the construction of the paragraphs but only the substance of the amendment being added. In order to provide for a

more understandable and grammatically correct paragraph structure, the drafter may desire to divide the long paragraph containing more than one subject matter into two or more paragraphs without making a substantive change while doing so. This can be done while drafting a substantive amendment to the section containing the paragraph even though the act of dividing the paragraph is not substantive. The proper form for dividing a paragraph requires that at the point of the division the drafter indent and precede the new paragraph with the words "PARAGRAPH DIVIDED". This will indicate that no substantive change is being made but that the paragraph is being divided for greater clarity. The form would be as follows:

Example.

Dividing unnumbered paragraph.

1 Section 1. Section 123.22, unnumbered paragraph 1, Code
2 19__, is amended to read as follows:

3 The department ~~shall-have~~ has the sole ~~and--exclusive~~ right
4 of importation, into the state, of all forms of alcoholic li-
5 quor, except as otherwise provided in this chapter, and ~~no~~ a
6 person shall ~~so~~ not import ~~any-such~~ alcoholic liquor, except
7 that an individual of legal age may import and have in ~~his~~
8 possession an amount of alcoholic liquor not exceeding ~~one~~
9 ~~quart~~ two quarts or, in the case of alcoholic liquor personally
10 obtained outside the United States, one gallon for personal
11 consumption only in a private home or other private accommoda-
12 tion.

13 PARAGRAPH DIVIDED. ~~No~~ A distillery shall not sell ~~any~~ alco-
14 holic liquor within the state to any person ~~but-only-to~~ other
15 than the department, except as otherwise provided in this chap-
16 ter. It is the intent of this section to vest in the depart-
17 ment exclusive control within the state both as purchaser and
18 vendor of all alcoholic liquor sold by distilleries within the

19 state or imported ~~therein~~, except beer, and except as otherwise
 20 provided in this chapter.

NOTE: The above example contains both a substantive change on lines 8 and 9 and style changes on lines 3, 5, 6, 7, 13, 14, and 19.

2. NEW LAW.

Adding new law. Adding new chapters, sections, subsections, paragraphs, subparagraphs, and unnumbered paragraphs to the Code or sections of the Code will not require the use of underlines and strike-throughs since no change to existing words of the Code is being made. However, in order to avoid confusion as to whether an existing section of the Code or session laws is being amended, or a new section of law is being proposed to the Code of Iowa, the words "NEW SECTION." should be inserted after the bill section number when no chapter is specified to which the new section will be added, and such words should be added before the text of the section when a chapter number is designated in the amending clause. Note that the words "NEW SECTION." are both capitalized and underlined and a period follows the word "SECTION".

If a new subsection, paragraph, subparagraph or unnumbered paragraph is being added, the proper designation before the text and number or letter of the amendment will be "NEW SUBSECTION.", "NEW PARAGRAPH.", "NEW SUBPARAGRAPH." or "NEW UNNUMBERED PARAGRAPH." as the case may be. To avoid confusion when a section includes both lettered and unnumbered paragraphs, the new material may also be designated as a "NEW LETTERED PARAGRAPH." Following such designation the new law need merely be stated in full without using underlines to denote that the material is new. The only time underlines and strike-throughs are required is when an existing provision of law is being amended.

Occasionally, when it is especially helpful to show surrounding textual material, to renumber subsections or paragraphs, or to include cross-references to the new material, a new subsection or other part may be added by underlining the entire new part and showing its placement in the section or subsection.

The words "NEW SECTION." should not be used when writing temporary sections of law or sections which will not be incorporated into the Code of Iowa. Effective date sections, publication sections, appropriation sections and similar temporary provisions will not carry the designation "NEW SECTION." since they are not new sections to the Code of Iowa but pertain primarily to implementation of the Act involved. Again, the amending clause, if used, is important. In many cases, particularly when adding new chapters, no amending clause will be needed and the Code Editor will place the new law in the proper place in the Code.

The drafter may propose tentative numbers for a new chapter or section of the Code in order to indicate its anticipated placement in the Code. Since statutes must be read in context with existing provisions of the law, it is often helpful to show where in the Code the chapter or section may best be placed. It is frequently necessary to read a new proposed section in light of existing definitions and procedures. However, any assignment of a number by a drafter is subject to change or reassignment by the Code editor, since the Code editor has that authority by law subject to Legislative Council approval.

If it is contemplated that a new section would take a number following an existing number which is not the last number in a chapter, the drafter should indicate the placement where it is anticipated the new section will be inserted by appropriate language in the amending clause and may assign a tentative number using a letter after the preceding existing number. The form to be used in creating the new section is:

Example.

New section--numbered.

1 Sec. 3. Chapter 321, Code 19__, is amended by adding after
2 section 321.24 the following new section:
3 NEW SECTION. 321.24A OPERATOR'S LICENSE REVOCATION. An
4 operator of a motor vehicle may have his or her operator's li-
5 cense revoked . . .

Following are other examples for adding new law to the Code.

Examples.

New section--unnumbered.

1 Sec. 12. NEW SECTION. SNOWMOBILES--EQUIPMENT. A snowmobile
2 shall be equipped with at least one head lamp and one tail lamp,
3 and with brakes which conform to standards prescribed by the
4 commissioner of public safety.

New section unnumbered--being added to existing chapter.

1 Sec. 2. Chapter 515, Code 19__, is amended by adding the
2 following new section:
3 NEW SECTION. A third party making payment for ambulance ser-

4 vice shall make the payment either jointly to the person on
 5 whose behalf the payment is made and to the person providing the
 6 ambulance service, or directly to the person providing the ambu-
 7 lance service.

Several new sections being added to chapter. The method for adding several consecutive new unnumbered sections to a chapter is to specify the section numbers of the bill to be added. This method, which is especially useful in a bill involving both new and old law, or where a cross-reference is needed from a new section to another new section, uses the following format:

Example.

Adding several new unnumbered sections to chapter.

1 Section 1. Chapter 515, Code 19__, is amended by adding sec-
 2 tions 2 through 6 of this Act. (Then proceed to specify the new
 3 sections.)

4 Sec. 2. NEW SECTION. (Insert section number if desired--In-
 5 sert text)

6 Sec. 3. NEW SECTION. (Insert section number if desired--In-
 7 sert text)

The proposed Code sections may be numbered if the drafter feels that their placement in the chapter is important. In that case a separate explanatory section is not needed. The sections may be given the appropriate numbers and the bill's explanation should state that they are to be added to the chapter.

New chapter. If it is intended that a group of new sections be codified as a new chapter, this intent can be expressed in a separate section either before or after the group of new sections.

Example.

New chapter.

1 Sec. 8. Sections 1 through 7 of this Act are created as a
 2 new chapter.

Note that this is a section which will not be codified as the words "NEW SECTION." are not used. It may be placed

immediately after the sections to which it refers or at the beginning or end of the bill. The bill's explanation should also mention that a new chapter is created.

If it is desirable to assign tentative numbers to the chapter and its sections, the numbers may be added and an explanatory section is not needed, but the bill's explanation should describe what was done.

New subsections, paragraphs, subparagraphs, unnumbered paragraphs. The addition of new subsections, paragraphs, subparagraphs, or unnumbered paragraphs, where existing law is not included, does not differ greatly from adding new sections to a chapter. However, care must be taken to specifically identify that to which new material is being added.

Example.

New subsection.

- 1 Sec. 3. Section 232.18, Code 19__, is amended by adding the
- 2 following new subsection:
- 3 NEW SUBSECTION. 12. A facility approved by the department
- 4 of social services.

Note that a number is assigned to this subsection. This method is useful where a cross-reference is needed. It should be remembered that other bills may also be creating new subsections of a section. Several bills could be assigned the same number, the result being that the Code Editor would have to change and rearrange the subsections. If several subsections or other divisions are added to a part of the Code, the Code Editor will assign proper numbers or letters.

When adding a new paragraph, it is necessary to state if the paragraph is to be lettered or unnumbered. If a lettered paragraph is to be added and the section has both unnumbered and lettered paragraphs it is sometimes helpful to designate the new material as a "NEW LETTERED PARAGRAPH.", and assign it a letter. Occasionally the drafter may assign subsection numbers or paragraph letters to existing unnumbered paragraphs when dividing a lengthy section.

Amending a section previously amended at the same session. If a section has been amended previously by the same session of the General Assembly, the amending clause to subsequent amendments should indicate this fact, and the section should be set out in its recently amended form but without strike-throughs and underlines from the previous amendment. For instance, a section might be amended in one session as follows:

1 Sec. 36. Section 135.2, Code 19__, is amended to read as
2 follows:

3 135.2 APPOINTMENT. The governor shall~~7-within--sixty--days~~
4 ~~after--the-convening-of-the-general-assembly-in-1925,-and-every~~
5 ~~four-years-thereafter,~~ appoint to a term of four years, with
6 ~~the-approval-of-two-thirds-of-the-members-of~~ subject to confir-
7 mation by the senate, a commissioner of public health who shall
8 be qualified in the general field of health administration.
9 Vacancies shall be filled for the unexpired term in the same
10 manner as regular appointments are made.

The same section might be subsequently amended in the same session as follows:

1 Sec. 13. Section 135.2, Code 19__, as amended by 19__
2 Iowa Acts, Senate File 820, section 25, is amended to read as
3 follows:

4 135.2 APPOINTMENT. The governor shall appoint to a term of
5 four years commencing and ending as provided by law, subject to
6 confirmation by the senate, a commissioner of public health who
7 ~~shall-be~~ is qualified in the general field of health adminis-
8 tration. Vacancies shall be filled for the unexpired term in
9 the same manner as regular appointments are made.

Amending session laws. Amending session laws is complicated because often sections of session laws have no Iowa Code numbers and, in addition, they already may contain strike-throughs and underlines. References to sections in session laws sometimes will be to the section numbers of the chapters of the session laws and at other times to sections of the Code as amended by chapters and sections of session laws.

Generally when amending a Code section which has been amended by a session law, citation will first be made to the Code section and then to the chapter and section of the session law.

Example.Amending session law.

1 Sec. 22. Section 43.78, Code 19__, as amended by 19__ Iowa
 2 Acts, chapter 81, section 25, is amended to read as follows:

Since the Code is published every two years in the even-numbered year and available for the odd-numbered year, session laws which create or amend permanent sections of the Code will only need to be amended during the session which takes place during an even-numbered year. Sections of session laws which do not have a Code section number and are not permanent might be amended during any year and reference will always be to the session law citation only.

Example.Amending session law--temporary section.

1 Sec. 3. 19__ Iowa Acts, chapter 49, section 2, is amended to
 2 read as follows:

Amending a section of a session law which is intended to be a new section of the Code is very similar to amending the Code.

Example.Amending session law--new section.

1 Section 1. 19__ Iowa Acts, chapter 87, section 6, is
 2 amended to read as follows:
 3 SEC. 6. NEW SECTION. AUTHORITY OF STATE DIRECTOR NOT IM-
 4 PAIRED. ~~Nothing in~~ Sections 1 through 5 of this Act ~~shall be~~
 5 ~~construed to~~ do not impair the authority of the ~~state~~ director
 6 of the department of social services over the adult correc-
 7 tional institutions of this state, nor over the inmates
 8 thereof. ~~It is, however, the duty of the--state~~ The director
 9 ~~to~~ shall obtain the advice of the industries board to further
 10 the intent stated by section 1 of this Act.

Amending a session law which has amended a section of the Code and which contains strike-throughs and underlines is somewhat more difficult. This type of section must be treated as if the new

language (underlined) and deleted language (strike-throughs) had been codified in the Code. Thus in amending the section the underlines are eliminated and the stricken words are not included. For instance a section found in the session laws such as:

1 Sec. 3. Section 674.7, Code 19__, is amended to read as
2 follows:

3 674.7 COPY TO STATE DEPARTMENT. When the court grants a
4 decree of change of name, the clerk of the court shall ~~mail a~~
5 ~~certified copy to the state registrar of vital statistics of~~
6 ~~the state department of health and~~ furnish the petitioner with
7 a certified copy of the decree and mail an abstract of a decree
8 requiring a name change to be reflected on a birth certificate
9 to the state registrar of vital statistics of the state depart-
10 ment of health on a form provided by the state registrar.

This session law section might be amended as follows:

1 Sec. 4. Section 674.7, Code 19__, as amended by 19__ Iowa
2 Acts, chapter 136, section 3, is amended to read as follows:

3 674.7 COPY TO STATE DEPARTMENT. When the court grants a
4 decree of change of name, the clerk of the court shall furnish
5 the petitioner and the petitioner's attorney with a certified
6 copy of the decree and mail an abstract of a decree requiring a
7 name change to be reflected on a birth certificate to the state
8 registrar of vital statistics of the state department of health
9 on a form provided by the state registrar.

If only a part of a section is to be amended, and only another part of the section was amended or a new part was added to the section in the session laws of the preceding odd-numbered year, it is not necessary to refer to the session laws.

Another type of amendment to a session law involves the situation where a section of the Code was amended in the session law by adding a new paragraph, subsection, or other part. In this case reference is to the chapter and session law number and the Code number appears in the amendment.

Example.Amending session law--new subsection.

1 Section 1. 19__ Iowa Acts, chapter 106, section 1, is
 2 amended to read as follows:

3 SECTION 1. Section 324.3, Code 19__, is amended by adding
 4 the following new subsection:

5 NEW SUBSECTION. 12. Motor fuel used in the operation of an
 6 Iowa urban or county transit system. Any fuel sold to an Iowa
 7 urban transit system which is used for any purpose other than as
 8 specified in section 3 4 of this Act is not exempt from the tax.

However, if only part of the new material is to be amended, for example, one of several new subsections, the reference might be "19__ Iowa Acts, chapter 106, section 1, third new subsection, amending section 324.3, Code 19__, is amended to read as follows:"

Alternative bill drafting style--exception to normal style.
 Certain bill drafts, because of length and the nature of the amendments being made, may require the use of a bill drafting style used in the General Assembly prior to 1971.

Governmental reorganization bills in particular, which by their nature are quite long, may call for the use of two bill drafting formats. Governmental reorganization bills frequently require new provisions of law which establish a new government agency or reassign duties from existing agencies. Generally the legislation takes the form of providing for a number of sections in the early part of the bill which comprise the substance of the legislation. Subsequent sections, and there may be hundreds of them, provide for corresponding amendments to the Code and usually involve a simple amendment such as a name change.

In such instances where there are a great many changes of the same nature, it may be possible to cite in one section all sections of the Code to be changed and the nature of the change. The following is an example of such a procedure:

Example.Alternative style.

1 Section 100. Sections 62.3, 62.4, 82.1, and 82.2, Code 19__,
 2 are amended by striking from the sections the words "Legislative

3 Service Bureau" and inserting in lieu thereof the words "Legis-
4 lative Research Bureau".

NOTE: It should be noted that use of the alternative bill drafting method discussed is subject to the prior approval of the Secretary of the Senate for Senate bills, or the Chief Clerk of the House for House bills.

Headnotes. It should be noted in the preceding examples that headnotes are used in some instances and not in others. The headnotes are not part of the law, except in the Uniform Commercial Code (Chapter 554), but courts sometimes take notice of them to determine legislative intent. The use of the headnote in Iowa has in the past been optional. It will continue to be optional in many instances. When an entire section is being amended, the headnote should be included. If the headnote is included and an amendment has the effect of making the headnote misleading or inaccurate, the headnote should be amended in the same manner as the text of the section. For instance, if a section of law pertaining to the licensing of dogs was changed to provide for the licensing of cats, the headnote should be changed as follows:

Example.

Amending headnote.

1 632.49 LICENSING OF DOGS CATS.

If the section was being amended to add cats to the licensing requirement the heading would be changed as follows:

1 632.49 LICENSING OF DOGS AND CATS.

Use of headnotes when adding new law. There are two schools of thought as to the use of headnotes when drafting chapters or sections which add new law to the Code. Some drafters feel that headnotes should not be contained in a draft because amendments to the sections might destroy the accuracy of the headnote, particularly when through oversight the headnote is not amended. In such cases the Code Editor writes the headnotes when publishing the Code. Other drafters feel that headnotes should be included because they serve as an index to the bill and can be amended as easily as the bill itself. If a headnote is inaccurate, the Code Editor can make the proper change when publishing the Code. The use of headnotes is encouraged, but is optional with the legislator or drafter.

Headnotes should be brief but sufficient to give notice of the content of the section. Reference to the Code of Iowa for example is suggested. An example of instances where headnotes are useful would be a major tax bill. Tax legislation usually contains certain sections of prime interest to the legislator. Thus within

a major tax bill a legislator would probably first desire to review sections pertaining to definitions, the tax imposed, the rates, and the exemptions. The legislator would look for sections with the following type of headnotes:

DEFINITIONS

RATE OF TAX

TAX IMPOSED

EXEMPTIONS

Other sections would probably pertain to administration of the tax, which would be of secondary importance insofar as quickly learning or determining the essence of the proposal.

3. EFFECTIVE DATE OF ACTS.

Constitutional and Statutory Provisions. Section 26 of Article III of the Constitution reads as follows:

TIME LAWS TO TAKE EFFECT. Sec. 26. No law of the General Assembly, passed at a regular session, of a public nature, shall take effect until the first day of July next after the passage thereof. Laws passed at a special session, shall take effect ninety days after the adjournment of the General Assembly by which they were passed. If the General Assembly shall deem any law of immediate importance, they may provide that the same shall take effect by publication in newspapers in the State.

This provision has been construed to mean that July 1 following a bill's passage by the General Assembly is the earliest an Act can become law unless an earlier date is provided by publication. If a date is specified in a bill, or by a general statute, and that date occurs after the July 1 which follows passage, the date specified in the bill is the effective date of the Act.

It should be noted that Section 26 of Article III refers to laws "of a public nature" and not to private laws. Most laws are of a public nature but some laws of a private nature are acted upon by the General Assembly and they must meet the constitutional standards of Sections 30 and 31 of Article III of the Constitution.

The Constitution is silent in regard to the effective date of laws of a private nature. Section 3.11 of the Code governs in regard to the effective date of laws of a private nature and provides that such laws become effective on the thirtieth day next after they have been approved by the governor, or (in the case of vetoed bills being overridden) endorsed as provided in section 3.4.

The General Assembly in an apparent attempt to clarify and make specific Section 26 of Article III of the Constitution enacted section 3.7 of the Code which reads as follows:

3.7. ACTS EFFECTIVE JULY 1 OR AUGUST 15. All Acts and resolutions of a public nature passed at regular sessions of the

general assembly shall take effect on the first day of July following their passage, unless some specified time is provided in the Act, or they have sooner taken effect by publication. All Acts and resolutions of a public nature which are passed prior to July 1 at a regular session of the general assembly and which are approved by the governor on or after such July 1, shall take effect on August 15 next after his approval. However, this section shall not apply to Acts provided for in section 3.12, Acts which specify when they take effect, or Acts which take effect by publication.

It appears that this section anticipates that a regular session of the General Assembly will in most instances end prior to July 1 of the year in which the session convened. It does, however, recognize the case where bills are passed prior to July 1 by the General Assembly but signed by the governor after July 1, and makes such bills effective August 15 following approval. If a bill is approved in regular session by the General Assembly after July 1 and signed by the governor, the bill will not become effective until the following July 1 unless a publication clause is used to make the bill effective prior to that time. This is because of the provisions of Section 26 of Article III of the Constitution set forth above.

Drafting Effective Date Provisions--Publication Clauses. It is not necessary to draft an effective date provision if the Act is to take effect on July 1 following passage. If a different effective date is desired, a publication clause in accordance with examples (1), (2) or (3) should be used for dates prior to the July 1 (or August 15) following passage, and a provision similar to example (4) should be used for subsequent dates. Sometimes an explanatory statement, such as the tax year for which a change in tax law is first effective, is needed. The effective date section should be at the end of the bill, and the effective date should always be mentioned in the bill's explanation.

The following are effective date clauses to be used depending upon the purpose of the legislator or legislative committee:

Examples.

Publication clauses.

- 1 (1) Sec. _____. This Act, being deemed of immediate impor-
- 2 tance, takes effect from and after its publication in _____
- 3 _____, a newspaper published in
- 4 _____, Iowa, and in _____, a
- 5 newspaper published in _____, Iowa.

If it is desired that the Act take effect after publication but before July 1, the following should be used:

1 (2) Sec. _____. This Act takes effect on _____
 2 _____ after its publication in _____,
 3 a newspaper published in _____, Iowa, and in
 4 _____, a newspaper published in _____,
 5 Iowa.

If it is desired that the bill take effect before publication, that is retroactively, the following form should be used:

1 (3) Sec. _____. This Act takes effect from and after its publication in _____, a newspaper published in
 2 _____, Iowa, and in _____,
 3 a newspaper published in _____, Iowa, and is retroactive to _____.

If a legislator desires that a bill become effective subsequent to July 1, the following form should be used:

Example.

Delayed effective date.

1 (4) Sec. _____. This Act takes effect January 1, 19__.

Fill in the blanks listing newspapers of a publication clause after consultation with the requesting legislator. Never use the publication clause unless specifically requested or unless the text of the bill clearly and definitely requires that the bill become immediately effective. One specific type of law, a legalizing act, by statute must have a provision in the publication clause that the publication is without expense to the state. Legalizing acts must first be published within the territorial limits of the public corporation whose proceedings are to be legalized before introduction in the General Assembly. Although legalizing acts are often published in two newspapers after they have been approved by the General Assembly, Chapter 585 does not require such publication. If published the cost may be paid by the public corporation. (Chapter 585, Code 1981.)

4. AMENDMENTS TO BILLS--METHOD.

Forms required. The form required for drafting amendments must be strictly followed in order that the computerized amendment program can function properly. If the proper form is used the text of the bill, as stored in the computer, can be automatically updated if the amendment is adopted. The following is an outline of the forms required for drafting amendments:

(1) Four Basic Operations: Strike Data; Insert Data; Renumber Sections and Subsections; and Redesignate Paragraphs with Letters.

(2) Numerical Sequence: Each operation must be in increasing numerical order and will be applied from beginning to end of the bill or amendment.

(3) Key Words: Key words must be present to indicate the type of operation.

(4) Page and Line Number: Must be present. Use bill number, page number, and line number. This is the easiest method for amending. Order of page and line numbers should not be alternated in a single operation. All line information must be specified before or after the page number is specified and in one operation. Thus, do not specify part of the line number before the page and part after the page number. Do not say "Page 3, line 2, line 3, by striking the words "is imposed", line 4, by striking the word "tax". The drafter should use the plural in the above example and should provide two operations. For example, "Page 3, lines 2 and 3, by striking the words "is imposed". Page 3, line 4, by striking the word "tax". Also, do not say "Page 5, by striking lines 10 through 35 and page 6, by striking lines 1 through 20". Instead, use "By striking page 5, line 10 through page 6, line 20" or divide the command into two operations.

(5) Insert: Whenever replacement language is used, the words "in lieu thereof" must be present. Merely inserting, adding, etc. does not require these words. See the Key Word index.

Examples.

Some Valid Commands (See detailed explanation for others)

Strike

Amend Senate File 16 as follows:

1. Page 2, by striking lines 1 through 20.
2. Page 3, line 4, by striking the words "a tax of".
3. Page 4, by striking lines 25 through 35.
4. By striking pages 5 through 8 (do not need line numbers).
5. Page 9, line 1, by striking the words "of this Act."
6. By striking page 10, line 4, through page 12, line 2.

Insert

Amend House File 1032 as follows:

1. Page 3, line 8, by inserting after the words "of the department" the words "or the director".
2. Page 4, by inserting after line 6 the following new subsections (or paragraphs or words):
3. Page 5, by striking lines 5, 6, and 7 (or 5 through 7) and inserting in lieu thereof the words "except as provided by law."

Redesignate

Amend House File 1412 as follows:

1. Page 3, by redesignating the paragraph beginning on line 4 as paragraph "f".

Do Not

(1) Indent when a new paragraph or subsection is not intended. Positively stated: Only indent when you intend the material to be indented when inserted in the bill.

(2) Refer to an identical word in a line, for example, the word "section", as "the second word section". Instead refer to two or more words before or after the particular word "section", such as "this section is".

(3) Use the word "division" carelessly. Use "Division" when referring to a part of the bill, and "DIVISION" when referring to a part of the Code.

Key Words and Phrases

Key Word or Phrase	<u>Operations Affected</u>				Notes
	S	I	RN	RD	
Strike	x		x		1
strike	x		x		1
striking	x		x		1
Insert		x	x		1,3
insert		x	x		1,3
inserting		x	x		1,3
Add		x	x		1,3
add		x	x		1,3
adding		x	x		1,3
renumber					2
renumbering					2
Redesignate				x	1
redesignate				x	1
redesignating				x	1
Page(s)	x	x		x	
page(s)	x	x		x	
Line(s)	x	x		x	
line(s)	x	x		x	
after	x	x			
following	x	x			
period	x	x			
comma	x	x			
semicolon	x	x			
question mark	x	x			
word(s)	x	x			
figure(s)	x	x			
numeral(s)	x	x			
section(s)	x	x			
subsection(s)	x	x			
paragraph(s)	x	x			
through	x				
after the enacting clause	x				
Amend the title					2
amend the title					2
amending the title					2
before		x			

*The following abbreviations are used for amending operations:

S - striking
 I - inserting
 RN - renumbering
 RD - redesignating

NOTES:

1. These key words specify the operation to be performed.
2. These key words are recognized as operations, but do not cause an operation to be performed. They are ignored.
3. These words are interchangeable.

Examples.Amendment to bill.

Assuming House File 16 contains the following section:

1 Section 1. Section 81.11, Code 19__, is amended to read as
2 follows:

3 81.11 FEES TO TREASURER. All fees received by the depart-
4 ment or its agencies from the issuance of licenses and registra-
5 tions shall be deposited ~~monthly~~ quarterly with the treasurer of
6 state.

An amendment to the bill provision above might read as follows:

1 Amend House File 16 as follows:

2 1. Page 1, lines 3 and 4, by inserting after the word "de-
3 partment" the words "of public safety".

4 2. Page 1, lines 4 and 5, by striking the words "and regis-
5 trations".

6 3. Page 1, line 6, by inserting after the word "state" the
7 words "and credited to the road use tax fund".

Amendment to delete change and leave language as is. Another type of amendment, which is somewhat difficult to understand and often results in mistakes, is the type of amendment where the object is to provide for no change in a section of law contained in a bill which provides for a change. For example, if a legislator does not desire that section 81.11 (above) provide for a change from monthly deposit of fees to quarterly deposits, the legislator would submit an amendment to line 5 above in the following form:

1 Amend House File 16 as follows:

2 1. Page 1, line 5, by striking the words "~~monthly~~ quarterly"
3 and inserting in lieu thereof the word "monthly".

THIS AMENDMENT IS CONFUSING AND CARE MUST BE TAKEN WHEN DRAFTING SIMILAR AMENDMENTS. THE OBJECT IS TO SHOW THAT NO CHANGE IS TO BE MADE AS TO WHEN FEES ARE TO BE DEPOSITED AND IN ORDER TO CARRY OUT THAT OBJECT THE PROPOSED CHANGES MUST BE REMOVED FROM THE BILL.

The proposed change is indicated in the bill by the words "~~monthly~~ quarterly" and thus removing the words and reinserting the word "monthly" with no strike-throughs accomplishes the object of making no change to the statute. This is a simple example. It must be remembered that if no change is desired, the words must be returned to the form which is found in the Code, i.e., no strike-throughs or underlines.

Complex amendments. When drafting amendments which add new sections to a bill, it is often helpful to assign artificial numbers to the new bill sections. For example, in a bill with fifty sections, an amendment might add sections 501 and 502. Then, needed cross-references can refer to the artificial numbers. This technique will simplify the process of building up and checking the bill later, especially if other amendments have also added new sections. However, if Code section numbers are assigned to the new material, it may be best to cite the Code section numbers in cross-references.

Numbering lines of amendments. It should be noted that the above example of an amendment provides line numbers for amendments. The Secretary of the Senate and Chief Clerk of the House of Representatives will provide amendment paper with numbered lines for the text for amendments.

Amendments to amendments. Amendments to amendments, known as second degree amendments, should be drafted substantially in the same manner as amendments to the bill. No amendments of a greater degree are allowed pursuant to the rules of the House and Senate. Amendments to amendments should cite the page of the amendment being amended and the line number and should be clear in the operations required. Thus, "Page 2, line 3, by striking".

Example.

Amendment to amendment.

- 1 Amend the House amendment (H-86) to House File 16 as follows:
- 2 1. Page 2, line 4, by striking the word "commissioner" and
- 3 inserting in lieu thereof the word "secretary".

Numbering amendments. Amendments to bills will be numbered. The Chief Clerk of the House and the Secretary of the Senate will assign consecutive numbers to amendments at the time the amendments are filed. It should be noted that the assignment of numbers to amendments does not in any manner indicate the order in which the amendments may be considered. The numbering of amendments is for identification purposes only.

5. REPEALS.

General. When an entire act or section is abrogated and no new section is added to replace it, legislatures label the act accomplishing this result a repeal. When a provision is withdrawn from a section, the legislatures generally call the act an amendment, particularly when a provision is added to replace the one withdrawn. The distinction between repeals and amendments is sometimes subtle.

It has been a frequent practice in Iowa to provide for the repeal of a section and enactment of new language to take the place of the section being repealed. Based upon the distinction between a repeal and an amendment as noted in the preceding paragraph, such a procedure results in an amendment rather than a repeal. Therefore, this manual does not provide for the clause "Section __, Code 19__, is repealed and the following enacted in lieu thereof:". Instead it provides for the clause "Section __, Code 19__, is amended by striking the section and inserting in lieu thereof the following:".

Express and implied repeals. According to legal authorities there are only two types of repeals: express and implied repeals. An express repeal generally identifies the provision of law to be repealed, leaving no uncertainty as to whether the statutes or parts of statutes designated have been repealed.

Example.

Express repeal.

1 Section 1. Section 320.20, Code 19__, is repealed.

The above example is the proper method for repealing a statute and any other method should be avoided. Repeals should be placed at the end of the bill, preceding only the effective date section and other temporary sections such as those containing transition provisions.

Because in the course of enacting legislation in accord with the demands of society, it is only natural that subsequent enactments should be declaratory of the intent to repeal pre-existing laws without mention or reference to such prior laws, a repeal may arise by necessary implication from the enactment of a subsequent law. The extent of the repeal of the prior law by a subsequent enactment poses the problem of implied repeals. Little difficulty is encountered in the interpretation of statutory provisions expressly repealing particular legislation or parts of statutes. Cases of implied repeals present a great many difficulties. "Repeals by implication are not favored by the courts and will not be upheld unless the intent to repeal clearly and unmistakably appears from the language used and such holding is absolutely necessary . . ." The preceding sentence is a pronouncement of the Iowa Supreme Court and certainly substantiates the viewpoint that repeals should be expressed.

A frequent procedure used by some bill drafters is to insert a provision in a bill to the effect that all acts or statutes in conflict with the bill are repealed. Many courts have held that an express general repealing clause to the effect that all inconsistent enactments are repealed is in legal contemplation a nullity. Repeals must be either express or implied.

6. ENROLLING OF BILLS APPROVED BY THE GENERAL ASSEMBLY--FORM.

The definition of enrollment differs somewhat from state to state. Generally enrollment refers to a bill which purports to have passed both houses of the Legislature and which has been signed by the presiding officers of the two houses.

The term "engrossment", which is frequently used interchangeably with "enrollment", is generally construed to mean the process of final authentication in a single house. The distinction between the terms is of little, if any, importance. As used in this guide the term "enrollment" means the process of preparing a bill passed by the two houses of the General Assembly for the signature of the presiding officers of the two houses and the Governor.

The typing of the enrolled bill is performed by the Legislative Service Bureau. The Bureau receives its directions as to the material to be embodied in the enrolled bill from personnel of the house where the bill originated.

The Senate and House staff must determine the placement of the various amendments which are made to the legislative bills. The process of preparing the bills with all amendments in place for enrolling is generally called "building the bill" in Iowa. This process is also probably what is meant by the term "engrossment".

The Legislative Service Bureau prepares the enrolled bill. The official enrolled bill, prepared for the signatures of presiding officers of the two houses, contains all strike-throughs and underlines which were contained in the bill as finally approved by the General Assembly. It is the form which is printed in the session laws. An example of a section which might be contained in an official enrolled bill follows:

Example.

Section in enrolled bill.

- 1 Section 1. Section 12.14, Code 19__, is amended to read as
- 2 follows:
- 3 12.14 STATEMENT ~~ITEMIZED~~ DETAILED. Each deposit shall be

4 ~~accompanied-by-an-itemized~~ submitted with a detailed statement
 5 of the sources from which the money has been collected, the name
 6 of the person collecting the money, and the funds to be
 7 credited, a ~~duplicate~~ copy of which shall, at the time, be filed
 8 with the state comptroller.

The same section as above noted (with strike-throughs and underlines) will appear as follows in the Code of Iowa:

Example.

Section in Code.

12.14 STATEMENT DETAILED. Each deposit shall be submitted with a detailed statement of the sources from which the money has been collected, the name of the person collecting the money, and the funds to be credited, a copy of which shall, at the time, be filed with the state comptroller.

When the bill drafting system is fully computerized, the enrolling process will provide an automatic update of the Code stored in the computer, particularly in the case of amendments to present law, and allow for a much faster, more accurate, and less expensive printing process.

It frequently occurs that the same section of law is amended in several different bills without reference to each other. This fact will cause some problems to the Code Editor and the bill drafters. All consistent amendments to the same section will have to be accounted for and when drafting an amendment to a section of law which has previously been amended and the amendments enacted several times, reference will have to be made to several sections of the session laws. The Code Editor when publishing the Code will have to consolidate the amendments to a section which has been amended more than once and printed in several different Acts in the session laws. Such a procedure is not unduly difficult when the amendments are consistent or are to different portions of a section. However, when amendments are inconsistent it may be difficult to determine the manner in which a statute will be printed. Sometimes the dilemma can only be solved through a judicial determination or enactment of corrective legislation.

The best method of avoiding the problem of multiple amendments to the same section is to keep an accurate record of all sections being amended. If a section is amended during a session of the General Assembly, any subsequent bills containing the same section should be amended to reflect prior amendments. This is not always possible to do because many bills containing the same sections are approved during the latter part of a session, often in

the same day, and it is difficult to index the various sections within such bills; or the amendments may be of such a controversial nature that legislators may not desire to add any further amendments to a bill than is necessary to accomplish the original purpose of the bill. When the bill drafting system is fully computerized, it is anticipated that the computer will index the various sections being amended in the individual bills. If a section is contained in a bill under consideration, and was subject to action earlier during the session, the computer will provide information to the effect that the text of the bill being considered at a later date is not correct.

SPECIFIC PROVISIONS, STYLE, PUNCTUATION, AND PREPARATION OF A TYPED BILL

1. GENERAL.

Format--typing. When the language has been determined for a bill draft, the next step is establishing the format. Most bills will be typed by the Legislative Service Bureau and during typing the bills will be reviewed. In many instances a complete review as to language, usage, intent, citations, or any other purpose will be performed. Mechanical errors will be corrected. If questions as to intent or language are detected, the sponsor or drafter (if the bill has been drafted by persons other than those employed by the Service Bureau) may be contacted. The exact procedures are dependent upon the directions given to the Service Bureau.

Two absolute requirements which must be met in drafting a bill are the inclusion of the enacting clause and amendment to the Code or Code Supplement in the case of amendments to the permanent law. Temporary provisions of law are contained in the session laws. Titles are, of course, quite important.

"Purposes" section--citation section. The purpose of a statute should be apparent from its content. However, the legislature often wishes to include a statement of its purposes in enacting the statute, especially if the statute is likely to be subjected to a court test, as is the case with bonding statutes. A "purposes" section should precede the applicable sections of the bill and should generally be enacted as a temporary section. Except in the case of lengthly uniform or model acts, a section stating how the Act may be cited is generally not helpful, as it should generally be cited by its Code chapter or section number for ease in finding.

Severability clause. There appear to be very few cases where it is necessary to provide a severability clause because the severability clause merely repeats that which is already judicially determined law and Chapter 4 of the Code provides for a general severability clause. A typical severability clause provides:

"If any provision of this Act or the application thereof to any person is invalid, the invalidity shall not affect the provisions or application of this Act which can be given effect without the invalid provisions or application, and to this end the provisions of this Act are severable."

This clause should not be used unless the legislator specifically requests it. There may be cases where a legislator would desire that if a provision of an Act is declared invalid, the whole Act should be declared invalid. Since such a situation is contrary to the normal manner of statutory construction and the Code of Iowa, it is necessary in this case to specifically provide that if any portion of the Act is declared invalid the whole Act is void.

Savings clause--"Grandfather clause". A savings clause provides that a change in the law accomplished by enactment of a bill shall not affect matters such as actions or proceedings already commenced, rights and duties that have matured, or penalties that were incurred prior to the effective date of the bill. The savings clause is not generally necessary since Chapter 4 of the Code provides a savings clause but the drafter should be alert for situations where such a provision should be considered.

A type of savings clause is a clause often referred to as the "Grandfather" clause. The purpose of the grandfather clause is to insure that legislation acts prospectively and does not affect persons in a given situation. An example of a situation where a grandfather clause might be useful would be legislation that requires persons owning automobiles to install a particular safety device. If a situation existed where the safety device was impossible to install on cars of a certain age the following grandfather clause might be used:

"This Act does not apply to automobiles manufactured prior to the year 1968."

Grandfather clauses are frequently used in licensing laws where new educational standards will be required for persons entering a field, and persons who have previously qualified and worked in the field will be exempt from the educational standards.

"Sunset" clause. A "sunset" clause, to repeal newly enacted sections at some date in the future, may be placed at the end of a bill if requested by the sponsor. These repeals create codification problems if they apply also to amendments to existing law. In such a case the sunset section should probably be a temporary section. Footnotes may be used in the Code to inform readers that the sunset was enacted. If the sunset section applies only to one or more contiguous new sections, the drafter may wish to designate it as a "NEW SECTION." with the idea that it should be printed in the Code.

Senate confirmation of appointments. Senate File 2301, enacted by the 1980 Session of the General Assembly, established a standard procedure for the submission of gubernatorial appointments for confirmation by the Senate and provided for confirmation by a two-thirds majority. When drafting for a position subject to Senate confirmation, the drafter should simply use the words "subject to confirmation by the senate". When creating a term subject to Senate confirmation, the drafter should use the words "beginning and ending as provided in section 69.19."

Submission of questions to the electors. In providing for the submission of a question to the electors, the drafter should use language similar to "the (board, city, etc.) shall direct the (state or county) commissioner of elections to submit to the qualified electors of the (state, county, city, etc.) at the next

(general, primary, city, etc.) election the question of
". See sections 39.3, 47.1 and 47.2.

Governmental reorganizations--transitions. In drafting provisions to transfer governmental functions, the drafter may need to consider transition provisions for the following:

1. Moneys, and accounts payable and receivable, held or managed by the governmental unit whose functions are to be transferred.
2. Property in the custody of the governmental unit, including both supplies and records.
3. Employees, including their merit standing and IPERS or other pension plan eligibility.
4. Rules, orders and forms. Generally the rules, orders and forms of the existing unit are continued in effect until the adoption of new ones by the unit assigned the functions.
5. The actual functions to be transferred.

It may be helpful to authorize the governor to handle parts of the transfer by executive order, or to direct the state comptroller to transfer moneys or accounts. Generally the details should not be included in the draft but should be left to the appropriate officials. Transition provisions should generally be in temporary sections which will not be codified.

Staggered terms--changes in agency membership. Often the simplest way to provide for staggered terms on a new agency is to state the regular term in the new sections which establish the agency, and to provide for staggering the initial terms in a temporary section which is an exception to the general statement. This technique eliminates the carrying of outmoded material relating to initial terms in the Code, and also simplifies the drafter's job if the membership is later changed. The problems involved in drafting a change in the number of members on a board, commission or other agency or a change in the terms of members tend to differ in each case depending on factors such as whether the positions are elective or appointive, and the controversial or sensitive nature of the work done by the agency. However, the necessary transition provisions can generally be accomplished by a temporary section.

Penalties. Besides being sure that these are mentioned in the title, the drafter should be careful that the prohibition and penalty are clearly expressed, so that they cannot be held void for vagueness or because of a possibility of arbitrary enforcement. If a penalty is to be civil rather than criminal, the words "civil penalty" rather than "civil fine" should be used, and it may be helpful to provide for enforcement by the county attorney or attorney general, and to indicate where the penalty goes.

Establishing administrative agencies. Although the Iowa court tends to uphold delegations of authority to administrative agencies, it seems best for the drafter to suggest reasonably specific standards to define the authority of an agency and prevent arbitrary action by it. The drafter should also consider providing for necessary subdelegation of discretionary authority by the agency head. Administrative rule-making procedures for state agencies are controlled by chapter 17A. If a violation of a valid agency rule is to be punishable as a crime, the statute should so provide. The drafter may also wish to consider the effect of laws such as the open meetings law, chapter 28A, and the examination of public records law, chapter 68A.

Adoptions by reference. Frequently a portion of existing federal statutes, regulations, or other matter may need to be adopted by reference. The general rule for adoption by reference of material other than Iowa statutes is that future amendments to the adopted material are not included; indeed, it is generally an unconstitutional delegation of legislative power to attempt to adopt future amendments by reference. It is also advisable to be as specific as possible in describing the material to be adopted, and to check citations for accuracy. References such as "all provisions of law" are likely to be impractically vague, but have been held to include future amendments. In adopting other provisions of Iowa statutes, it sometimes seems necessary to use a phrase such as "to the extent applicable", although the drafter should be more specific if possible, particularly if there are penalties or other sensitive provisions in the material adopted by reference. Under section 4.3, future amendments of Iowa statutes are included in an adoption by reference. However, there is authority to the effect that the subsequent repeal of a section adopted by reference does not affect the adopting statute, and the repealed statute remains in effect for the purposes of the adopting statute.

It may be necessary in adopting certain federal laws by reference to indicate that amendments to the federal laws or regulations subsequent to a stated date are not adopted. See, for example, the definition of "Internal Revenue Code of 1954" in section 422.5.

Resolutions. Resolutions are of three kinds: Simple (House or Senate), concurrent (House or Senate), and joint.

Simple resolutions (House or Senate) are used mainly to express sympathy or thanks or for appointment of a special committee and are acted on only by the house of the legislature in which they originate.

Concurrent resolutions (House or Senate) are adopted by both houses of the General Assembly. The resolutions may be in the form of memorials to Congress, may provide for a joint meeting of both houses to hear some visiting speaker, may authorize expenditures of funds already appropriated to the General Assembly,

may direct adjournments or recesses, may request legislative studies, or may be used for issuing administrative orders.

Joint resolutions have all the formalities of a bill, must have explanations, and pass through all the stages of a bill. In addition to the ordinary use of a resolution, joint resolutions are employed for the enacting of temporary laws and for administrative orders, the creation of special commissions, and are always used to propose amendments to the Constitution of the State of Iowa. Amendments to the Constitution of the State of Iowa should be drafted in the form of striking and rewriting the applicable sections, rather than showing the changes by strikes and underlines, because the amendments are presently printed in the Code following the original text.

The use of joint and concurrent resolutions is often confused, but the concurrent is more appropriate for mere legislative directives since the resolution does not go through the process of a bill. Joint resolutions appropriating money or otherwise enacting a law require the use of the same enacting clause as a bill instead of the "Be It Resolved by . . ." used for other resolutions.

2. TYPING FORMAT.

General directions. All copies of a bill and amendments are typed as specified by the Legislative Service Bureau. See sample bills in the appendix for spacing requirements.

Identical bills. Identical bills are introduced in each house but they are not companion bills because they do not show who is sponsoring the bill in the other house.

Companion bills. Companion bills are identical bills which are introduced in each house and for which the sponsor is designated in the usual manner followed in parentheses by the sponsor of the companion bill in the other house.

Typing form of bill. The appendix contains sample forms of final bill drafts. Note that the samples contain consecutively lined numbers for each line of the bill and title.

1. First line of title, no indentation; all subsequent lines, indent.
2. No indentation for enacting clause.
3. Indent first line of each section.
4. Space and one-half body of bill.
5. Number pages at bottom.

6. Bill jackets need not be submitted to the Service Bureau with a bill draft. Bureau secretarial staff will type all bill jackets.
7. A companion bill is to be introduced in both houses with the names of the sponsors of the companion bill in each house. Each house shall designate the sponsor in the usual way followed in parentheses by the sponsor of the bill in the other house.

Number of copies needed for introduction.

<u>ITEM</u>	<u>HOUSE</u>	<u>SENATE</u>
Bills	Ten copies	Ten copies
Joint Resolutions	Ten copies	Ten copies
Concurrent Resolutions	Five copies	Five copies
Senate Resolutions		Five copies
House Resolutions	Five copies	
Amendments to bills, etc.	Six copies	Six copies

NOTE: Most bills and joint resolutions are typed into final copy by the Legislative Service Bureau.

Bill covers. The official bill or joint resolution requires a cover. Type the name of the sponsor and title of the bill on the cover. A title which is too long may be shortened by single spacing and using just the descriptive part of the title. Do not fasten the cover to the bill. The fastening of the bill to the cover is done by the respective house.

Abbreviations. Do not use abbreviations in typing bills except that after section 1 of a bill, all other sections are entitled "Sec.".

Numbers. All numbers should be stated in words. Exceptions are: (1) citations and references to statutes which should be stated in numerals; (2) budget bills and sections in which the dollar amount should be expressed in both words and numerals; and (3) dates where the day and year are used. For example:

July 1, 1977
the first of July, 1977

Capital letters. Capital letters are used only for:

1. The first word of a sentence or after a colon.
2. The first word of a subsection, paragraph, subparagraph.
3. Proper names of persons, states and political subdivisions, countries, nationalities, bodies of water, holidays, months, and publications. For example, "Cedar county", "city of Waterloo", "Nishnabotna river", "Grove street", "state of Illinois", "Iowa state university" and "state university of Iowa".
4. The word "Code" and the word "Act" when referring to the Iowa Code or a particular legislative act.
5. Popular names and short titles of federal laws and of state laws when shown with quotation marks.
6. "Title", "Article", "Division", and "Part" when used in a centered headnote with numerals, as "Title X", "Division V", or "Part 3", but not when used in text, as "in this article", or "in this part".

Capital letters are not used for: Titles or names of state or federal officers, agencies, and departments unless used as proper names. For example, the words "governor", "department of revenue", and "supreme court" are not capitalized. Neither are the words "section" or "chapter" capitalized in typing bills. The exception to this rule may be constitutional amendments if the section of the Constitution being amended capitalizes words such as "Governor", "Secretary of State", and "Supreme Court". However, if the constitutional section is to be struck and rewritten, such words should not be capitalized.

Punctuation. Punctuation is very important in amendments which insert or strike part of a Code section. If it is intended to strike or insert a punctuation mark along with the inserted or struck words, the punctuation mark must have a strike over it or through it, or an underline for an insertion. As a general rule punctuation should be used infrequently in bill drafting. It should only be used where sentence structure requires it. A comma, particularly, should not be depended on to show meaning. Preferable form is to use a comma or a period rather than a semicolon. If semicolons seem to be needed, the sentence is

probably too long. Preferable form for a series of subparts is to use explanatory words such as "all of the following" or "any of the following" in the introductory sentence, and end each subpart with a period, rather than to end each subpart with a comma or semicolon and insert the word "or" or "and" before the last subpart in the series. Each subpart of a series should be a separate paragraph. For example, a sentence such as "Copies of (1) a balance sheet; (2) an income statement; and (3) a statement of the source and application of funds shall be filed with the auditor." should be rewritten as:

"Copies of all of the following shall be filed with the auditor:

1. A balance sheet.
2. An income statement.
3. A statement of the source and application of funds."

When a series of three or more terms is used within a sentence, commas should be used between the terms and preceding the "and" or "or" which connects the final term in the series.

Citation of statutes. Section 3.1, subsection 3, of the 1983 Code provides:

"3. All references to statutes shall be expressed in words, followed by the numerals in parentheses when specified in the bill drafting instructions promulgated by the legislative council,..."

The following rules will be in effect in regard to citations:

1. Enumeration of the section to be amended contained in amending clauses shall be by numbers. For example:

- 1 Sec. 2. Section 300.1, Code 19__, is amended to read as
- 2 follows:

Prior to 1981 both words and numbers were used.

2. Citations to a section within text shall cite by number. The words "of the Code" shall not be used following the numeral citation. For example:

- 1 Sec. 2. Section 3.1, Code 19__, is amended to read as
- 2 follows:

- 3 3.1 DUTIES. The director shall carry out all duties pro-
- 4 vided by law and section 3.2.

Numbering pages. All pages of a bill, except the title page,
are numbered.

LEGISLATIVE BILL PROPOSALS

The drafting of legislative bills is sometimes a very time-consuming process. Many times a bill is prepared for a legislator in order that it may be presented to other legislators or a standing committee to determine if there appears to be support for the proposal. If the bill involves a great deal of time in preparation, the legislator may not be able to make the proposal on a timely basis. Also a great deal of staff time may be involved in the preparation of a bill which does not have support, which affects the preparation of other bills by the Legislative Service Bureau. Constituents of a legislator may also request that legislation be introduced without full knowledge of the mechanics of drafting a bill or a determination of the ramifications of the proposal.

In order that a legislator or a standing committee may receive information relating to a proposed bill on a more timely basis, the Legislative Service Bureau will prepare "Legislative Bill Proposals" in lieu of drafting a bill when the legislator requests such a proposal to be prepared. For the purpose of having made a request, the legislative bill proposal is considered by the Bureau to have the same status as a bill request. If there is a great deal of interest in the proposal, the legislator can then request that the bill be prepared, or a standing committee can make the request. The legislator is then assured that the bill has support before it is drafted and a great deal of staff time is saved.

The Legislative Service Bureau will do the necessary research required to determine how the bill will be drafted, the Code sections and chapters which have to be amended, the fiscal impact which may result from the proposal, and the problems involved in drafting the bill. This information will be compiled and on the following form for use by the legislator or legislative committee in presenting the proposed legislative bill:

LEGISLATIVE BILL PROPOSAL

Prepared by the Legislative
Service Bureau for:

Date: _____

1. This bill proposal relates to: _____

2. The purpose of this proposed bill is: _____

3. Research required: _____

4. Method to be used in development of the bill: _____

5. Code chapters or sections affected: _____

6. Fiscal impact of the bill: _____

7. Effective date: _____
8. Estimated time for preparation: _____

The Legislative Service Bureau
is authorized to proceed draft-
ing this bill proposal.

(Signature)

PROPER DESIGNATION OF STATE AND LOCAL OFFICES AND OFFICIALS

It is often necessary to refer to constitutional and statutory offices and officers. Frequently the reference by a bill drafter is inaccurate. For example, the treasurer of state is often referred to as the state treasurer. In order to determine the official name of an office or official the proper constitutional or statutory provision creating the office or position should be reviewed. References to bodies or officers which are not created by statute should be avoided. However, they may be referred to by description, such as "the appropriate financial officers of each district". The following list is offered as a quick reference to many offices and officials.

Code citations for constitutional and statutory names of officials and agencies

Agriculture	Iowa department of agriculture (Sec. 159.1) secretary of agriculture (Sec. 159.5) state entomologist (Sec. 177A.3)
Air quality	See "Environment"
Alcoholism	See "Substance abuse"
Appellate courts	state appellate defender (Sec. 13B.2)
Archaeology	state archaeologist (Sec. 305A.1)
Art	Iowa state arts council (Sec. 304A.1)
Attorney General	attorney general (Art. V, Sec. 12 of Con., Amendment of 1972, no. 32; Ch. 13) department of justice (Sec. 13.1)
Auditor	auditor of state (Art. IV, Sec. 22 of Con., Amendment of 1972, no. 32; Ch. 11)

Banking	superintendent of banking (Sec. 524.201) state banking board (Sec. 524.205) department of banking (Sec. 524.206)
Blind	Iowa commission for the blind (Sec. 601B.1)
Building Code	state building code commissioner (Sec. 103A.4) state building code advisory council (Sec. 103A.14) state building code board of review (Sec. 103A.15)
Campaign Finance	campaign finance disclosure commission (Sec. 56.9)
Citizens' Aide (Ombudsman)	citizens' aide (Sec. 601G.2)
Civil Rights	Iowa state civil rights commission (Sec. 601A.3)
Collective Bargaining	public employment relations board (Sec. 20.5)
Commerce	Iowa state commerce commission (Sec. 474.2) Iowa development commission (Sec. 28.1)
Comptroller	state comptroller (Sec. 8.4) See also "Finance"
Conservation	state conservation commission (Sec. 107.1) department of conservation (Sec. 107.21) state conservation director (Sec. 107.11) department of soil conservation (Sec. 467A.4) administrative officer (Sec. 467A.4, subsec. 2)
Counties	county finance committee (Sec. 333A.2)

County Officers

county attorney
 (Sec. 331.751)
 auditor
 (Sec. 331.501)
 clerk of the district court
 (Sec. 331.701)
 recorder
 (Sec. 331.601)
 sheriff
 (Sec. 331.651)
 treasurer
 (Sec. 331.551)
 public defender
 (Sec. 331.776)
 county medical examiner
 (Sec. 331.801)
 county board of social welfare
 (Sec. 234.1)
 board of supervisors
 (Sec. 331.101)

Crime

criminal and juvenile justice
 planning agency
 (Sec. 80C.1)
 criminal and juvenile justice ad-
 visory council
 (Sec. 80C.2)

Defense

department of public defense
 (Sec. 29.1)
 military division, department
 of public defense
 (Sec. 29.2)
 office of disaster services
 department of public defense
 (Sec. 29.3 and Sec. 29C.5)
 Iowa national guard
 (Sec. 29A.2)
 Iowa army national guard
 (Sec. 29A.2)
 Iowa air national guard
 (Sec. 29A.2)
 militia
 (Art. VI, Section 1)
 adjutant general
 (Sec. 29A.11)

Development

See "Commerce"

Drug Abuse

See "Substance Abuse"

Education	department of public instruction (Sec. 257.19) state board of public instruction (Sec. 257.1) superintendent of public instruction (Sec. 257.11) state board of regents (Sec. 262.1)
Employment	Iowa department of job service (Sec. 96.10)
Energy	energy policy council (Sec. 93.2) director of energy policy (Sec. 93.3)
Environment	department of water, air and waste management (Sec. 455B.102) water, air and waste management com- mission (Sec. 455B.104)
Farming	Iowa family farm development authority (Sec. 175.3)
Finance	city finance committee (Sec. 384.13) county finance committee (Sec. 333A.2) school budget review committee (Sec. 442.12)
Financial Institutions	See "Banking" credit union department (Sec. 533.52) credit union review board (Sec. 533.53) supervisor of savings and loan asso- ciations (Sec. 534.41)
General Services	department of general services (Sec. 18.2) director (Sec. 18.2) superintendent of printing (Sec. 18.74) state vehicle dispatcher (Sec. 18.115)
Geology	state geologist (Sec. 305.2)

Governor	governor (Art. IV, Sec. 1 of Con; Ch. 7) lieutenant governor (Art. IV, Sec. 3 of Con.)
Health	See "Mental health" state department of health (Sec. 135.10) commissioner of public health (Sec. 135.2) division for records and statistics (Sec. 144.2)
Higher Education	state board of regents (Sec. 262.1) college aid commission (Sec. 261.1) university of northern Iowa (Sec. 268.1) state university of Iowa (Art. IX, Sec. 11 of Con.; Sec. 262.7) Iowa state university of science and technology (Sec. 262.7) Iowa braille and sight-saving school (Sec. 262.7) state school for the deaf (Sec. 262.7) Oakdale campus (Sec. 262.7) state hospital-school (Sec. 262.7)
Highways	Iowa highway safety patrol (Sec. 80.4)
History	Iowa state historical department (Sec. 303.1) state historical board (Sec. 303.1)
Housing	Iowa housing finance authority (Sec. 220.2)
Insurance	commissioner of insurance (Sec. 505.1) insurance department of Iowa (Sec. 505.1)
Intergovernmental Relations	Iowa advisory commission on inter- governmental relations (Sec. 28C.2)

Judicial

supreme court
 (Art. V, Sec. 1 of Con.)
 judges of the supreme court
 (Sec. 684.2)
 clerk of the supreme court
 (Sec. 685.1)
 Iowa court of appeals
 (Sec. 684.31)
 chief judge and associate judges
 (Sec. 684.34)
 Iowa district court
 (Art. V, Sec. 1 of Con.;
 Sec. 602.1)
 Iowa district judges
 (Sec. 602.3)
 district associate judges
 (Sec. 602.3)
 judicial magistrates
 (Sec. 602.3)
 clerk of the district court
 (Sec. 331.701)
 court administrator
 (Sec. 685.6)
 commission on judicial qualifications
 (Sec. 605.26)

Labor

labor commissioner
 (Sec. 91.1)
 bureau of labor
 (Sec. 91.1)
 committee on child labor
 (Sec. 92.21)
 occupational safety and health
 review commission
 (Sec. 88.10)

Legislature

general assembly
 (Art. III, Sec. 1 of Con.)
 house of representatives
 (Art. III, Sec. 1 of Con.)
 senate
 (Art. III, Sec. 1 of Con.)
 chief clerk of the house
 (Art. III, Sec. 7 of Con.; Ch. 2)
 secretary of the senate
 (Art. III, Sec. 7 of Con.; Ch. 2)
 legislative council
 (Sec. 2.41)
 legislative fiscal bureau
 (Sec. 2.48)
 legislative fiscal director
 (Sec. 2.48)
 legislative service bureau
 (Sec. 2.58)

Legislature (cont.)	director of the service bureau (Sec. 2.59) Code editor (Sec. 14.1) legislative oversight bureau (Sec. 2.77)
Libraries	Iowa library department (Sec. 303A.1) state library commission (Sec. 303A.1) regional library system (Sec. 303B.1)
Lieutenant Governor	lieutenant governor (Art. IV, Sec. 3 of Con., Amendment of 1972, no. 32)
Liquor	Iowa beer and liquor control department (Sec. 123.4) Iowa beer and liquor control council (Sec. 123.5) director of beer and liquor control (Sec. 123.10) division of beer and liquor law enforcement (Sec. 80.25)
Mental health	division of mental health, mental retar- dation, and developmental disabilities (Sec. 225C.2) mental health and mental retardation com- mission (Sec. 225C.2)
Merit	Iowa merit employment commission (Sec. 19A.2) Iowa merit employment department (Sec. 19A.4)
Military	See "Defense"
Occupations	commission on professional and occupational regulations (Sec. 2B.2)
Planning	capitol planning commission (Sec. 18A.1) office for planning and programming (Sec. 7A.1)

Public Safety

department of public safety
 (Sec. 80.1)
 commissioner of public safety
 (Sec. 80.1)
 Iowa highway safety patrol
 (Sec. 80.4)
 division of statistics and records
 (Sec. 80.17)
 division of criminal investigation
 and bureau of identification
 (Sec. 80.17)
 division of highway safety and
 uniformed force
 (Sec. 80.17)
 division of fire protection
 (Sec. 80.17)
 division of inspection
 (Sec. 80.17)
 division of capitol security
 (Sec. 80.17)
 division of beer and liquor enforcement
 (Sec. 80.25)

Railways

Iowa railway finance authority
 (Sec. 307B.4)

Real estate

Iowa real estate commission
 (Sec. 117.8)

Records

state records commission
 (Sec. 304.3)

Revenue

department of revenue
 (Sec. 421.2)
 director of revenue
 (Sec. 421.2)

Rules

administrative rules review committee
 (Sec. 17A.8)

Secretary of State

secretary of state
 (Art. IV, Sec. 22 of Con., Amendment
 of 1972, no. 32; Ch. 9)

Social Services

council on social services
 (Sec. 217.2)
 department of social services
 (Sec. 217.1)
 commissioner of social services
 (Sec. 217.5)
 county board of social welfare
 (Sec. 234.9)
 institutions: See Sec. 218.1

Soil Conservation	department of soil conservation (Sec. 467A.4) state soil conservation committee (Sec. 467A.1)
Substance Abuse	Iowa department of substance abuse (Sec. 125.3)
Transportation	state department of transportation (Sec. 307.2) state transportation commission (Sec. 307.3) director of transportation (Sec. 307.11) transportation regulation authority (Sec. 307.14)
Treasury	treasurer of state (Art. IV, Sec. 22 of Con., Amendment of 1972, no. 32) state treasury (Sec. 12.2)
Unemployment	Iowa department of job service (Sec. 96.10)
Veterans	Iowa department of veterans affairs (Sec. 35A.2)
Waste Management	See "Environment"
Water	See "Environment"
Women	commission on the status of women (Sec. 601.1)
Workers' Compensation	industrial commissioner (Sec. 86.1)

A P P E N D I XExample: Title page of a bill.

SENATE FILE _____

BY

Passed Senate, Date _____ Passed House, Date _____

Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____

Approved _____

A BILL FOR

1 An Act relating to the regulation and use of explosives and
 2 providing penalties.

3 BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

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Example: Amendment of existing Code section

1 Section 1. Section 12.14, Code 19__, is amended to read as
2 follows:

3 12.14 STATEMENT ~~ITEMIZED~~ DETAILED. Each deposit shall be
4 ~~accompanied--by-an-itemized~~ submitted with a detailed statement
5 of the sources from which the money has been collected, the
6 name of the person collecting the money, and the funds to be
7 credited, a ~~duplicate~~ copy of which shall, at the time, be
8 filed with the state comptroller.

9 EXPLANATION

10 This bill provides for submission of a detailed, rather than
11 an itemized, statement of collections which are submitted to
12 the treasurer of state. It also provides that the name of the
13 person collecting funds must be submitted to the treasurer and
14 that a copy of the statement, rather than a duplicate, be filed
15 with the state comptroller. The bill takes effect July 1 fol-
16 lowing its enactment.

NOTE: The above example should be examined for form only, not substance. The language with the strike-through is present language which the bill proposes to delete from the Code and the underlined language is new words to be added to the section. This section will commence on page 1 of the bill. The explanation follows the last section of a bill. The title page will contain the name of the House of introduction, the sponsor, title, and enacting clause. The title page is actually the first page of the bill. It would probably be in the following form:

HOUSE FILE 16

By DOE, JONES, and SMITH

Passed House, Date _____ Passed Senate, Date _____
 Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____
 Approved _____

A BILL FOR

1 An Act relating to the form of submitting deposits to the trea-
 2 surer of state.

3 BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

Example: Amending section by striking all of contents.

1 Section 1. Section 12.14, Code 19__, is amended by striking
 2 the section and inserting in lieu thereof the following:
 3 12.14 STATEMENT REMITTED. Each deposit shall be remitted to
 4 the treasurer of state and deposited to the credit of the gen-
 5 eral fund.

NOTE: The explanation has been omitted in this example. This type of bill drafting style should only be used when the amendments to a particular section are so substantial that using the strike-through--underline method may result in confusion.

Example: Amending subsections, paragraphs, and subparagraphs.

1. Subsections.

1 Section 1. Section 262.39, subsection 3, Code 19__, is
 2 amended to read as follows:
 3 3. From the income derived from gifts and bequests made to
 4 the institutions under the control of ~~said-board~~ the department
 5 of social services for dormitory purposes.

NOTE: The reader will have to refer to the Code to ascertain the lead-in sentence but there appears little sense in inserting the

total text of a long section in order to amend only one subsection.

2. Paragraphs (lettered).

1 Sec. 2. Section 275.8, subsection 3, paragraph c, Code 19__,
2 is amended to read as follows:

3 c. A statement of the ~~assessed~~ market valuation of taxable
4 property located within ~~such~~ the potential district.

3. Subparagraphs.

1 Sec. 3. Section 511.8, subsection 6, paragraph a, subpara-
2 paragraph (1), Code 19__, is amended to read as follows:

3 (1) All of the obligations and preferred ~~and-common~~ stocks
4 of the issuing corporation, if any, ~~prior-to~~ at the time of the
5 preferred and common stock being contracted for must be eligible
6 as investments under this section as of the date of ~~acquisition~~
7 agreement to purchase; and

Example: Amending unnumbered paragraph.

1 Section 1. Section 279.7, unnumbered paragraph 2, Code 19__,
2 is amended to read as follows:

3 ~~Any~~ An appointment by the school board to fill ~~any~~ a vacancy
4 in an elective office on or after the day notice has been given
5 for a special election to fill ~~such~~ the vacancy as provided
6 ~~herein-shall-be-null-and~~ in this section is void.

Example: Dividing paragraph.

1 Section 1. Section 123.22, unnumbered paragraph 1, Code
2 19__, is amended to read as follows:

3 The department ~~shall-have~~ has the sole ~~and--exclusive~~ right
4 of importation, into the state, of all forms of alcoholic li-

5 quor, except as otherwise provided in this chapter, and ~~no~~ a
 6 person shall ~~se~~ not import ~~any-such~~ alcoholic liquor, except
 7 that an individual of legal age may import and have in ~~his~~
 8 possession an amount of alcoholic liquor not exceeding ~~one~~
 9 ~~quart~~ two quarts or, in the case of alcoholic liquor personally
 10 obtained outside the United States, one gallon for personal
 11 consumption only in a private home or other private accommoda-
 12 tion.

13 PARAGRAPH DIVIDED. ~~No~~ A distillery shall not sell any alco-
 14 holic liquor within the state to any person ~~but-only-to~~ other
 15 than the department, except as otherwise provided in this chap-
 16 ter. It is the intent of this section to vest in the depart-
 17 ment exclusive control within the state both as purchaser and
 18 vendor of all alcoholic liquor sold by distilleries within the
 19 state or imported ~~therein~~, except beer, and except as otherwise
 20 provided in this chapter.

NOTE: The above example contains both a substantive change and
 form changes in unnumbered paragraph 1 of section 123.22. The
 designation "PARAGRAPH DIVIDED." merely indicates that the
 paragraph is being editorially divided without affecting the sub-
 stance of the section. Normally such a designation will be used in
 the case of much longer paragraphs which contain more than one sub-
 ject matter, but for the purpose of this example a shorter
 paragraph is used. The division does appear logical because there
 appear to be two subject matters in this paragraph.

Example: Adding new law to the Code.

1. New section--numbered.

1 Sec. 12. NEW SECTION. 321G.30 SNOWMOBILES--EQUIPMENT. A
 2 snowmobile shall be equipped with at least one head lamp and one
 3 tail lamp, and with brakes which conform to standards prescribed
 4 by the commissioner of public safety.

2. New section--unnumbered.

1 Sec. 5. Chapter 515, Code 19__, is amended by adding the
2 following new section:

3 NEW SECTION. A third party making payment for ambulance ser-
4 vice shall make the payment either jointly to the person on
5 whose behalf the payment is made and to the person providing the
6 ambulance service, or directly to the person providing the ambu-
7 lance service.

New sections may also be given numbers as provided in the examples at the end of this Guide. However, the numbers may be changed by the Code Editor.

NOTE: The headnote in example 2 is optional and in this case omitted. In example 1 the headnote is included, but is optional. Note that sections with only new law do not have underlines indicating the new law. Underlines are not necessary in such cases because no confusion will result between new and old law. The rules for adding new sections apply similarly to new chapters.

Example: Adding new subsections, paragraphs, and subparagraphs.

1 Sec. 3. Section 232.18, Code 19__, is amended by adding the
2 the following new subsection:

3 NEW SUBSECTION. 16. A facility approved by the department
4 of social services.

NOTE: New paragraphs, subparagraphs, and new unnumbered paragraphs will be added in the same manner as new subsections. Note that the new subsection is numbered. This may be done if the drafter wishes, and is occasionally helpful in order to provide a better cross-reference or to indicate desirable placement. If necessary, the amending clause may provide for the existing subsections to be renumbered. However, the Code editor has final authority for numbering.

Example: Alternative bill drafting style.

NOTE: This is the bill drafting style similar to that previously in use by the Iowa General Assembly. It will not be allowed without prior approval of the Secretary of the Senate for Senate bills, or Chief Clerk of the House for House bills. It should be used primarily for bills of exceptional length where the changes in the sections are primarily mechanical or are corresponding amendments to sections of the bill which contain the substance of the proposal and have been written in full. Examples of such bills are reorganization bills where name changes are required. If there are many sections which require the same change, for example a name change, the following form may be used with permission of the appropriate officers.

1 Sec. 12. Sections 3.12, 4.13, 6.14, 9.8, and 12.13, Code
2 19__, are amended by striking from the sections the words "board
3 of control" and inserting in lieu thereof the words "department
4 of social services".

Example: Amendments to bills. Amendments to bills will be by direct reference to the bill number, page of the bill, and line of the page, specifying exactly that which the amendment will accomplish. Assuming the section of the bill it is desired to amend is as follows:

1 Sec. 10. Section 81.11, Code 19__, is amended to read as
2 follows:
3 81.11 FEES TO TREASURER. All fees received by the depart-
4 ment or its agencies from the issuance of licenses and regis-
5 trations shall be deposited ~~monthly~~ quarterly with the treasurer
6 of state.

If the legislator should desire to specify which department is intended in this bill, to omit registrations, to omit quarterly deposits and leave the requirement for monthly deposits, and to specify the fund of deposit, the following amendment might be used:

1 Amend House File 16 as follows:
2 1. Page 3, lines 3 and 4, by inserting after the word "de-
3 partment" the words "of public safety".
4 2. Page 3, lines 4 and 5, by striking the words "and regis-
5 trations".

- 6 3. Page 3, line 5, by striking the words "~~monthly~~ quarterly"
 7 and inserting in lieu thereof the word "monthly".
 8 4. Page 3, line 6, by inserting after the word "state" the
 9 words "and credited to the road use tax fund".

THOMAS A. JONES

NOTE: Amendment number 3 removes the proposed change and indicates that the manner of depositing money will remain unchanged. Striking words with strike-throughs and underlines and inserting the word exactly as it appears in the Code is the correct procedure for this type of amendment.

Example: Amendments to amendments. If it is desired to amend the amendment listed above the following form might be used:

- 1 Amend the House amendment (H-36) to House File 16 as follows:
 2 Page 1, line 9, by striking the words "road use tax" and in-
 3 serting in lieu thereof the word "general".

SMITH of Jasper

Example: Repeals. Express repeals are written as follows:

- 1 Sec. 20. Section 320.20, Code 19__, is repealed.

If a number of sections are to be repealed they should be combined in one repealing section of the bill. Generally repealing sections are listed at the end of a bill, preceding the effective date section.

- 1 Sec. 20. Sections 320.20, 402.2, and 411.6, Code 19__, are
 2 repealed.

Example: Enrolled bills. Bills which have been passed by both houses of the General Assembly will be enrolled in the manner they will appear in the session laws.

Assuming the following section is approved by both houses of the General Assembly, it will be enrolled as passed:

1 Section 1. Section 12.14, Code 19__, is amended to read as
2 follows:

3 12.14 STATEMENT ~~ITEMIZED~~ DETAILED. Each deposit shall be
4 ~~accompanied-by-an-itemized~~ submitted with a detailed statement
5 of the sources from which the money has been collected, the name
6 of the person collecting the money, and the funds to be
7 credited, a ~~duplicate~~ copy of which shall, at the time, be filed
8 with the state comptroller.

Example: Amending session laws. Amending session laws is somewhat complicated because often sections of session laws have no Iowa Code numbers and, in addition, they already may contain strike-throughs and underlines in them. References to sections in session laws sometimes will be to the section numbers of the chapters of the session laws and at other times to sections of the Code as amended by chapters and sections of session laws.

Generally when amending a Code section which has been amended by a session law, citation will first be made to the Code section and then to the chapter and section of the session law.

1 Sec. 3. Section 43.78, Code __, as amended by 19__ Iowa
2 Acts, chapter 81, section 25, is amended to read as follows:

NOTE: Nonpermanent sections of session laws might be amended during any year and reference will always be to the session law citation only.

1 Sec. 3. 19__ Iowa Acts, chapter 49, section 2, is amended to
2 read as follows:

Amending a section of a session law which is intended to be a new section of the Code is very similar to amending the Code.

1 Section 1. 19__ Iowa Acts, chapter 86, section 6, is
2 amended to read as follows:

3 SEC. 6. NEW SECTION. 218.102 AUTHORITY OF STATE DIRECTOR
4 NOT IMPAIRED. ~~Nothing--in~~ Sections 1 through 5 of this Act
5 ~~shall--be--construed--to~~ do not impair the authority of the state

6 director of the department of social services over the adult
 7 correctional institutions of this state, nor over the inmates
 8 thereof. ~~It is, however, the duty of the state~~ The director
 9 ~~to~~ shall obtain the advice of the industries board to further
 10 the intent stated by section 1 of this Act.

Amending a session law which has amended a section of the Code and which contains strike-throughs and underlines is somewhat more difficult. This type of section must be treated as if the new language (underlined) and deleted language (strike-throughs) had been codified in the Code. Thus in amending the section the underlines are eliminated and the stricken words are not included. For instance a section found in the session laws such as:

1 Sec. 3. Section 674.7, Code 19__, is amended to read as
 2 follows:

3 674.7 COPY TO STATE DEPARTMENT. When the court grants a
 4 decree of change of name, the clerk of the court shall ~~mail a~~
 5 ~~certified copy to the state registrar of vital statistics of~~
 6 ~~the state department of health and~~ furnish the petitioner with
 7 a certified copy of the decree and mail an abstract of a decree
 8 requiring a name change to be reflected on a birth certificate
 9 to the state registrar of vital statistics of the state depart-
 10 ment of health on a form provided by the state registrar.

This session law section might be amended as follows:

1 Sec. 4. Section 674.7, Code 19__, as amended by 19__ Iowa
 2 Acts, chapter 136, section 3, is amended to read as follows:

3 674.7 COPY TO STATE DEPARTMENT. When the court grants a
 4 decree of change of name, the clerk of the court shall furnish
 5 the petitioner and the petitioner's attorney with a certified
 6 copy of the decree and mail an abstract of a decree requiring a
 7 name change to be reflected on a birth certificate to the state

8 registrar of vital statistics of the state department of health
9 on a form provided by the state registrar.

Another type of amendment to a session law involves the situation where a section of the Code is amended in the session laws by adding a new paragraph, subsection, or other part. In this case reference is to the chapter and session law number and the Code section number appears in the amendment.

1 Section 1. 19__ Iowa Acts, chapter 106, section 1, is
2 amended to read as follows:

3 SECTION 1. Section 324.3, Code 19__, is amended by adding
4 the following new subsection:

5 NEW SUBSECTION. 12. Motor fuel used in the operation of an
6 Iowa urban or county transit system. Any fuel sold to an Iowa
7 urban transit system which is used for any purpose other than as
8 specified in section 3 4 of this Act is not exempt from the tax.

Example: Resolutions.

1. Simple resolution.

HOUSE RESOLUTION _____

By SMITH

1 BE IT RESOLVED BY THE HOUSE OF REPRESENTATIVES, That the
2 speaker of the house appoint a special bills committee of five
3 to serve until the regular standing committees are appointed and
4 organized to transact business. The committee shall make a
5 study of the proposed bills which are referred to the committee
6 for consideration and action.

2. Memorial resolutions.

HOUSE MEMORIAL RESOLUTION _____

By

1 WHEREAS, The Honorable _____, of Madison
 2 County, who was a member of the Forty-ninth and Fiftieth ses-
 3 sions of the General Assembly, passed away on _____,

4 NOW THEREFORE,

5 BE IT RESOLVED BY THE HOUSE OF REPRESENTATIVES, That a com-
 6 mittee of three be appointed by the speaker of the house to pre-
 7 pare suitable resolutions commemorating his life, character, and
 8 service to the state.

3. Concurrent resolutions.

HOUSE CONCURRENT RESOLUTION NO. _____

By

1 WHEREAS, _____, National Commander
 2 of the American Legion, will be in Des Moines on _____,
 3 19__; NOW THEREFORE,

4 BE IT RESOLVED BY THE HOUSE OF REPRESENTATIVES, THE SENATE
 5 CONCURRING, That an invitation be extended to Mr. _____
 6 to address a joint convention of both houses at 10:30 a.m. on
 7 Monday, February __, 19__.

SENATE CONCURRENT RESOLUTION NO. _____

By

1 WHEREAS, it is necessary that the county auditors be in-
 2 formed of the proceedings of the Iowa general assembly; and

3 WHEREAS, current copies of daily journals of the Iowa gen-
4 eral assembly contain the official proceedings of the general
5 assembly; NOW THEREFORE,

6 BE IT RESOLVED BY THE SENATE, THE HOUSE CONCURRING, That the
7 superintendent of printing be instructed to mail to each county
8 auditor in the state one copy of the daily house and senate
9 journals and one copy of each house and senate bill of the
10 Seventieth General Assembly as soon as printed, and that the
11 bills, with binders, be furnished to the county officers free
12 of charge.

Example: Joint Resolution proposing a Constitutional
amendment First Time

HOUSE JOINT RESOLUTION _____

By JONES

Passed House, Date _____ Passed Senate, Date _____

Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____

Approved _____

HOUSE JOINT RESOLUTION

1 A Joint Resolution proposing an amendment to the Constitution
2 of the State of Iowa to provide means for the general as-
3 sembly to convene itself into special session between regu-
4 lar sessions.

5 BE IT RESOLVED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

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1 Section 1. The following amendment to the Constitution
2 of the State of Iowa is proposed:

3 Section 2 of Article III of the Constitution of the State
4 of Iowa, as amended by amendment number 1 of the Amendments
5 of 1968 to the Constitution of the State of Iowa, is repealed
6 and the following adopted in lieu thereof:

7 ANNUAL SESSIONS OF GENERAL ASSEMBLY. SEC. 2. The general
8 assembly shall meet in session on the second Monday of January
9 of each year. Upon the written request to the presiding
10 officer of each house of the general assembly by two-thirds
11 of the members of each house, the general assembly shall
12 convene in special session. The governor of the state may
13 convene the general assembly by proclamation in the interim.

14 Sec. 2. The foregoing proposed amendment to the
15 Constitution of the State of Iowa is referred to the general
16 assembly to be chosen at the next general election for members
17 of the general assembly and the secretary of state is directed
18 to cause it to be published for three consecutive months
19 before the date of that election as provided by law.

20 EXPLANATION

21 This constitutional amendment provides a procedure for
22 the general assembly to call itself into special session.

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Example: Joint Resolution proposing a Constitutional
amendment First Time

HOUSE JOINT RESOLUTION _____

By SMITH

Passed House, Date _____ Passed Senate, Date _____

Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____

Approved _____

HOUSE JOINT RESOLUTION

1 A Joint Resolution proposing an amendment to the Constitution
2 of the State of Iowa relating to the appropriation of fines
3 as provided by law.

4 BE IT RESOLVED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

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1 Section 1. The following amendment to the Constitution
2 of the State of Iowa is proposed:

3 1. Section 4, subdivision 2 entitled "School Funds and
4 School Lands", of Article IX of the Constitution of the State
5 of Iowa is repealed.

6 2. Section 4 of Article XII of the Constitution of the
7 State of Iowa is repealed.

8 Sec. 2. The foregoing proposed amendment to the
9 Constitution of the State of Iowa is referred to the general
10 assembly to be chosen at the next general election for members
11 of the general assembly and the secretary of state is directed
12 to cause it to be published for three consecutive months
13 before the date of that election as provided by law.

14 EXPLANATION

15 This constitutional amendment repeals the constitutional
16 provisions which relate to the disposition of fines.

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Example: Joint Resolution proposing a Constitutional
amendment Second Time

HOUSE JOINT RESOLUTION _____

By JOHNSON

Passed House, Date _____ Passed Senate, Date _____

Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____

Approved _____

HOUSE JOINT RESOLUTION

1 A Joint Resolution proposing an amendment to the Constitution
2 of the State of Iowa repealing the prohibition against lot-
3 teries in order that they may be regulated by the general
4 assembly.

5 BE IT RESOLVED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

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1 Section 1. The following amendment to the Constitution
2 of the State of Iowa is proposed:

3 Section 28 of Article III of the Constitution of the State
4 of Iowa is repealed.

5 Sec. 2. The foregoing proposed amendment, having been
6 adopted and agreed to by the Seventieth General Assembly,
7 19__ Session, thereafter duly published, and now adopted and
8 agreed to by the Seventieth General Assembly in this joint
9 resolution, shall be submitted to the people of the state
10 of Iowa at the general election in November of the year
11 nineteen hundred _____ in the manner required by the
12 Constitution of the State of Iowa and the laws of the state
13 of Iowa.

14 EXPLANATION

15 This constitutional amendment repeals the section which
16 prohibits a lottery.

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An amendment to the United States Constitution should
be in substantially the following form:

SENATE JOINT RESOLUTION _____

By MILLER

Passed Senate, Date _____ Passed House, Date _____
Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____
Approved _____

SENATE JOINT RESOLUTION

1 A Joint Resolution ratifying a proposed amendment to the
2 Constitution of the United States relative to equal
3 rights for men and women.
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1 WHEREAS, The Ninety-second Congress of the United States
2 has passed a joint resolution proposing an amendment to the
3 Constitution of the United States relative to equal rights
4 for men and women; and

5 WHEREAS, This joint resolution passed the house of repre-
6 sentatives of the United States on October 12, 1971, passed
7 the senate of the United States on March 22, 1972, and now
8 has been submitted to a vote of the States and reads:

9 "JOINT RESOLUTION

10 Proposing an amendment to the Constitution of the United States
11 relative to equal rights for men and women.

12 Resolved by the Senate and House of Representatives of
13 the United States of America in Congress assembled (two-thirds
14 of each House concurring therein), That the following article
15 is proposed as an amendment to the Constitution of the United
16 States, which shall be valid to all intents and purposes as
17 part of the Constitution when ratified by the legislatures
18 of three-fourths of the several States within seven years
19 from the date of its submission by the Congress:

20 "ARTICLE _____

21 "Section 1. Equality of rights under the law shall not
22 be denied or abridged by the United States or by any State
23 on account of sex.

24 "Sec. 2. The Congress shall have the power to enforce,
25 by appropriate legislation, the provisions of this article.

26 "Sec. 3. This amendment shall take effect two years after
27 the date of ratification."

28 BE IT RESOLVED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

29 That the foregoing proposed amendment to the Constitution
30 of the United States is ratified and consented to by the state
31 of Iowa and the general assembly thereof; and

32 Be It Further Resolved that the governor of the state of
33 Iowa forward certified copies of this resolution over the
34 seal of the state of Iowa to the secretary of state of the
35 United States, to the presiding officers of the senate of

1 the United States, to the speaker of the house of
2 representatives of the United States, and to the administrator
3 of the United States general services administration.

4 EXPLANATION

5 This resolution ratifies a proposed amendment to the Consti-
6 tution of the United States providing equality of rights under
7 the law for women and men.

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sg/jw/5

Examples of bills incorporating various types of amendments,
proposed new sections, and repeals.

SENATE FILE _____

By _____

Passed Senate, Date _____ Passed House, Date _____
Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____
Approved _____

A BILL FOR

1 An Act relating to and providing criminal penalties for the
2 illegal termination of a pregnancy.

3 BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

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1 Section 1. NEW SECTION. 707A.1 DEFINITIONS. For the
2 purposes of this chapter:

3 1. "Physician" means a person licensed to practice medi-
4 cine and surgery pursuant to chapter 148, a person licensed
5 to practice osteopathy pursuant to chapter 150, or a person
6 licensed to practice osteopathic medicine and surgery pursuant
7 to chapter 150A.

8 2. "Hospital" means a hospital licensed by the state de-
9 partment of health.

10 Sec. 2. NEW SECTION. 707A.2 UNLAWFUL TERMINATION OF
11 PREGNANCY--PENALTY. A person, other than a physician terminat-
12 ing a pregnancy in a hospital, who willfully administers a
13 drug or other substance to a female person, or uses an in-
14 strument or other means on a female person, with an intent
15 to terminate a pregnancy is guilty of a public offense. A
16 physician terminating the pregnancy of a female person after
17 the twentieth week of gestation is guilty of a public offense.

18 A person violating a provision of this section shall be
19 punished by imprisonment in the penitentiary for not more
20 than fifteen years and a fine of not more than three thousand
21 dollars.

22 Sec. 3. NEW SECTION. 707A.3 REFUSAL TO PARTICIPATE.
23 This chapter does not require a hospital or a person to
24 participate in the termination of a pregnancy. Refusal by
25 a hospital or a person to participate in the termination of
26 a pregnancy does not form the basis for a claim for damages
27 or for disciplinary or other recriminatory action.

28 Sec. 4. NEW SECTION. 707A.4 ADVERTISEMENT. A person
29 shall not advertise or write or print a circular or handbill,
30 card, book, pamphlet, or advertisement or notice of any kind
31 for general distribution, giving information, directly or
32 indirectly, on when, where, how, or by what means a pregnancy
33 may be terminated.

34 Sec. 5. Section 147.56, subsection 6, Code 19__, is amended
35 to read as follows:

1 6. Procurement or aiding or abetting in the procurement
2 of a ~~eximinal-abortion~~ termination of pregnancy in violation
3 of section 707A.2.

4 Sec. 6. Section 773.38, subsection 5, Code 19__, is amended
5 to read as follows:

6 5. An attempt to ~~commit-an-unlawful-miscarriage-of-a-woman~~
7 terminate a pregnancy in violation of section 707A.2, and
8 the homicide resulting from such attempt.

9 Sec. 7. Chapter 701, Code 19__, is repealed.

10 EXPLANATION

11 This bill repeals chapter 701 relating to abortion. It
12 provides that termination of a pregnancy, other than by a
13 licensed physician and surgeon, osteopathic physician, or
14 osteopathic physician and surgeon within a hospital is illegal.
15 No pregnancy shall be terminated after the twentieth week
16 of gestation. The penalty for an illegal termination of
17 pregnancy of not more than a fine of \$3,000 and not more than
18 15 years in the penitentiary is triple the present penalty.

19 A woman cannot legally abort herself as the present law
20 now allows under rulings by the Iowa Supreme Court.

21 No hospital or person is required to participate in an
22 abortion.

23 Abortion advertising is prohibited.

24 Sections 1 through 4 of the bill create a new chapter 707A,
25 and references to section 707A.2 refer to that new section.

26 The bill takes effect July 1 following its enactment.

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HOUSE FILE _____

By _____

Passed House, Date _____ Passed Senate, Date _____

Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____

Approved _____

A BILL FOR

1 An Act to require annual inspection of motor vehicles as a
2 condition of registering or renewing registration of the
3 motor vehicles and providing a penalty.

4 BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

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1 Section 1. NEW SECTION. 321.140 As used in sections
2 321.140 through 321.142, unless the context otherwise requires:

3 1. "Inspection certificate" means a motor vehicle inspec-
4 tion certificate, in the form prescribed in section 321.141.

5 2. "Service agency" means an establishment regularly
6 engaged in the repair or maintenance of motor vehicles, and
7 includes the repair or maintenance department of a firm, which
8 owns and operates, or leases to other operators, two or more
9 motor vehicles.

10 3. "Service agent" means the owner, manager, service man-
11 ager, or other person having immediate supervisory responsi-
12 bility for performance of repair and maintenance services
13 upon motor vehicles in a service agency, or a competent
14 mechanic or other employee of a service agency who is quali-
15 fied to perform and is regularly engaged in the performance
16 of repair and maintenance services upon motor vehicles.

17 Sec. 2. NEW SECTION. 321.141 The department of public
18 safety shall prepare and distribute to all service agencies
19 so requesting, blank motor vehicle inspection certificate
20 forms. The forms shall provide for:

21 1. The name of the owner of the motor vehicle inspected.

22 2. A brief description of the motor vehicle inspected,
23 which shall include the vehicle identification number or mo-
24 tor number.

25 3. The name of the service agency where the inspection
26 is made.

27 4. Indication by the service agent completing the form
28 of the date on which inspection is performed, the repairs
29 necessary, if any, and the date the repairs are made, upon
30 each of the following components of the motor vehicle in-
31 spected:

32 a. Tires.

33 b. Brakes, including the parking or emergency brakes.

34 c. Steering.

35 d. Exhaust system.

1 e. Windshield, all other window glass, and mirrors.

2 f. Windshield wipers.

3 g. Lights, including directional signals.

4 h. Horn.

5 i. Engine.

6 j. Fuel system.

7 5. The service agent's opinion as to the motor vehicle's
8 general condition.

9 6. The service agent's signature and the date of inspec-
10 tion, which shall be directly preceded by a statement sub-
11 stantially to the effect that, to the best of the service
12 agent's knowledge, the motor vehicle described in the certi-
13 ficate is in safe operating condition as of the date of the
14 inspection.

15 7. The signature of the owner of the motor vehicle de-
16 scribed in the certificate or, in the case of a motor vehicle
17 owned by a corporation or which is a part of a fleet, the
18 signature of the assigned operator or of the person directly
19 responsible for assigning the motor vehicle to an operator.

20 Sec. 3. NEW SECTION. 321.142 A person does not have
21 a cause of action against a service agent who has signed an
22 inspection certificate by reason of the motor vehicle described
23 in the inspection certificate being found in any way unsafe
24 for operation at any time after the date the service agent
25 signed the inspection certificate, unless it is shown that
26 the service agent signed the inspection certificate in bad
27 faith.

28 Sec. 4. Section 321.20, Code 19__, is amended by adding
29 the following new subsection:

30 NEW SUBSECTION. 3. A complete inspection certificate,
31 in duplicate.

32 Sec. 5. Section 321.32, Code 19__, is amended to read
33 as follows:

34 321.32 REGISTRATION CARD SIGNED, CARRIED, AND EXHIBITED.

35 ~~Every~~ An owner upon receipt of a registration card shall ~~write~~

1 ~~his-signature-thereon~~ sign it with pen and ink in the space
2 provided. ~~Every-such~~ A registration card shall at all times
3 be carried in the vehicle to which it refers and shall be
4 shown to ~~any~~ a peace officer upon ~~his~~ the officer's request.
5 The duplicate inspection certificate, returned by the county
6 treasurer with the registration certificate, shall at all
7 times be carried in the vehicle to which it refers and shall
8 upon request be surrendered to a peace officer for examination.
9 The peace officer shall immediately return the inspection
10 certificate to the owner or operator of the motor vehicle
11 after the examination.

12 Sec. 6. Section 321.40, Code 19__, is amended by adding
13 the following new unnumbered paragraph:

14 NEW UNNUMBERED PARAGRAPH. A registration of a vehicle
15 shall not be renewed for the year 1981 or any year after 1981
16 unless the application for renewal is accompanied by a
17 completed inspection certificate.

18 EXPLANATION

19 This bill requires annual inspection of every motor vehicle
20 not more than 60 days before application is made for registra-
21 tion or renewal of registration of the motor vehicle. The
22 inspection will be performed by the garage, repair shop, or
23 service station of the vehicle owner's choice, at whatever
24 charge the operator of the establishment normally makes for
25 such service. The department of public safety will provide
26 the forms for certifying that the inspection has been made
27 and the motor vehicle is in safe operating condition, and
28 a complete form must be presented to the county treasurer
29 when application is made for registration or renewal. The
30 bill contains safeguards against fraudulent use of the
31 inspection certificate forms.

32 Sections 1 through 3 of the bill enact new sections
33 tentatively numbered 321.140 through 321.142, and cross-
34 references are made to those new sections.

35 The bill takes effect July 1 following its enactment.

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