

REPORT

OF THE

SECRETARY OF THE SENATE

October 12, 1972

LEGISLATIVE REFERENCE LIBRARY  
STATE OF MINNESOTA

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## I N T R O D U C T I O N

In August the Committee on Rules and Administration requested the Secretary to prepare a review of all significant Senate developments including management practices, procedure, staffing and facilities. This report is the result of that request.

The last five years have been a period of dynamic modernization for the Minnesota Senate. It is the opinion of the Secretary of the Senate that this process has in terms of facilities, management practices and operating procedures made the Minnesota Senate one of the most open and functional legislative bodies in the nation.

Ultimately a legislative body must be judged on the quality of the laws it produces. By adopting the improved practices discussed in this report the Senate has eliminated, within existing Constitutional limitations, many unnecessary obstacles which have and will continue to hinder other legislative bodies in the production of quality legislation.

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This opinion is based in part on a review of the following literature:

Organization for State Policy Making ; Twenty-nine Proposals For Strengthening the Minnesota Legislature. Citizens League (1968)

Report on an Evaluation of the 50 State Legislatures. Citizens Conference on State Legislatures (1971)

Legislatures Move To Improve Their Effectiveness. Citizens Conference  
on State Legislatures (1972)

Report of The Committee on Organization of Legislative Services of The  
National Legislative Conference. The Council of State Governments. (1963)

Key Points In Legislative Procedure; Twenty Ways to Expedite the  
Legislative Process. The Council of State Governments. (1970)

### PHYSICAL FACILITIES

The Minnesota Senate will have excellent physical facilities available for the 1973 and subsequent legislative sessions.

### STATE OFFICE BUILDING

For the first time in State history, approximately half of the Senators will be officed in the State Office Building. Supporting services will be provided as required.

### PRIVATE OFFICES

Each senator will have a private office. A "committee suite" concept was adopted for Senate committees providing flexible, functional work areas for committee chairmen, staff and supportive staff. Senate Counsel facilities have been expanded and will provide private work areas for much of the research staff.

### SENATE CHAMBER AND RETIRING ROOM

The Chamber and Retiring Room are of particular historical and architectural interest. The remodeling of these areas has attempted to restore them to their original color, design, structure and beauty while integrating the necessary improvements to make them modern functional work areas. New lighting has been installed. Each senator will have an intercom from his chamber desk to his office. New press facilities have been installed in the west gallery.

### COMMITTEE HEARING AND CONFERENCE ROOMS

Four full-sized and fully equipped committee hearing rooms will be available for exclusive Senate use. One additional committee room will be shared with the House. Eight conference rooms have been added and are of sufficient size for subcommittee, conference committee, caucus and constituent meetings. Wire conduits required to provide closed circuit television capability from the Capitol to other buildings in the Capitol area are being installed.

### SECRETARY OF THE SENATE

The Secretary's office has been remodeled and combined with Senate index in such a manner that it will provide a modern, functional and efficient work area for the Secretary's staff. An area in the Capitol basement has been designated for Senate storage and will allow a consolidation of Senate property and records in a convenient single area for the first time.

### PRESS FACILITIES

New press facilities which are double the size of the old are being provided in the remodeled area of the Capitol basement.

### COUNTY DELEGATION WORK AREAS

Senate work areas are to be provided for the staff of the county delegations of Hennepin, Ramsey and St. Louis Counties.



### PERMANENT LEGISLATIVE COMMISSIONS

Office space is being provided for the four permanent legislative commissions in the Senate area of the State Office Building. The commissions include the Legislative Building Commission, Claims Commission, Minnesota Resources Commission and the Legislative Retirement Study Commission.

### REVISOR OF STATUTES

The Revisor of Statutes' work area has been expanded and remodeled. Many private work areas will be available.

### CLIMATE CONTROL

The entire Capitol Building will be air-conditioned and have climate control. Offices in the State Office Building will be air-conditioned, including Senate offices.

### PARKING

New parking arrangements have been made for senators and staff. A significant improvement can be anticipated for the 1973 session from the situation which existed in 1971. Implementation of present parking plans will provide 48 metered parking stalls on Aurora Avenue in front of the Capitol for the use of the general public.

## WORK FLOW PROCEDURES

From 1961 to 1971 the volume of Senate work based on the number of introductions of Senate bills increased 45.7%. In the same period the number of bills introduced in the House of Representatives increased by 68.3%. The number of bills passed by the Senate increased 43%. To meet the demands of this increased work load many Senate procedures have been modified and where necessary, new procedures developed.

### PRESESSION ORIENTATION

In 1970 a pre-session orientation program was initiated for newly elected senators. A significant expansion of this program is anticipated prior to the 1973 session.

Current discussion centers on a three day orientation session which will include staff members where applicable. An introductory manual on Senate procedures and practices is being prepared for new senators and staff.

Consideration has also been given to an after-election effort to coordinate caucus organization with the pre-session orientation program.

### PRESESSION ORGANIZATION

In recent years, pre-session organization by the majority and minority caucuses has been an accomplished fact. Caucus leadership is elected and committee appointments made subject to ratification on the opening day of the session. Staff organization has been handled in the same manner.

It should be noted that a proposed amendment to the Minnesota Constitution would remove the Lieutenant Governor as presiding officer of the Senate. (Laws 1971, Chapter 958). Laws 1971, Chapter 949 permits a significant expansion of the Lieutenant Governor's powers and duties within the executive branch of state government.

### PRESESSION BILL DRAFTING

In recent years pre-session bill drafting by the Revisor of Statutes has greatly increased.

As of October 12, 1972, the number of requests for bill drafts received by the Revisor has increased 12 % over the pre 1971 session level. Pre-session drafting permits timely introduction. Every effort should be made to insure maximum utilization of the Revisor's drafting services in the pre-session period.

In addition to requests made earlier in the year, the Revisor will again invite requests for bill drafts on or about November 10, 1972.

### INTRODUCTION OF BILLS

Senate Rule 32 provides that a member of the Senate or a committee desiring to introduce a bill deliver it to the Secretary of the Senate. The informal procedure of delivering bills to the Secretary one day prior to introduction in the Senate did not prevent last minute introduction of bills in exigent circumstances.

Uniformity of bills as directed by Senate Rule 33 was beneficial.

Serious consideration has been given to establishing effective deadlines on introduction of bills. These deadlines would be designed so as not to restrict the right of any senator to introduce a bill at any time.

(See deadlines discussion on Page 9 - 11)

## COMMITTEE REPORTS

The informal procedure of having committee secretaries submit committee reports to the Secretary one day prior to reporting on the floor proved most beneficial. This procedure did not prevent last minute reporting of bills in exigent circumstances.

During the 1971 session newly designed committee report forms proved most effective. Improved methods for comparison bill indexing all but eliminated bill crossovers.

Effective deadlines for committee reports were established by Joint Rule 20 in the 1971 session. The success of Joint Rule 20 can be demonstrated in part by pointing out that despite an 8% increase in the number of Senate bills introduced, there was a reduction of 19% in the number of bills passed (Senate and House) during the last two weeks of the 1971 regular session. Serious consideration has been given to establishing even more effective deadlines for the 1973 session.

(See deadlines discussion Page 9 - 11)

## THE AGENDA SYSTEM

The agenda system, created by the 1970 Rules and Administration Subcommittee on Procedures and used in the 1971 session, represented a major new innovation in legislative procedure.

The principle benefit of the agenda system was to increase by 27% the amount of floor time available for necessary legislative work by reducing time spent reading from the front desk.

The agenda permitted senators, staff and other participants in the legislative process to determine two to three hours prior to the session if business of interest to them was scheduled for action by the Senate. Use of the agenda also expedited the preparation of the daily journal.

#### SUBSTITUTION PROCEDURE

Senate Rule 49 adopted in the 1971 session resulted in an improved comparison and substitution procedure. The improved procedure resulted in a savings of one to two days in the time required to effect a comparison and substitution of bills.

#### REFERRAL PROCEDURE

Senate Rule 35 adopted in the 1971 session resulted in an improved procedure for referral of bills on introduction.

#### DEADLINES

The Joint Committee on Flexible Sessions devoted considerable attention to the establishment of deadlines for the introduction and

reporting of bills from standing and conference committees. The deadlines suggested by the joint committee would be among the most comprehensive in the nation. Failure of the flexible session amendment to pass in November would necessitate adoption and enforcement of deadlines even more effective than those used in the 1971 session. Deadlines recommended by the flexible session committee include:

1

For 120 day sessions subject to present constitutional requirements.

INTRODUCTION OF BILLS: Bills requested of the Revisor of Statutes after the 48th legislative day shall be referred for disposition to the Committee on Rules and Administration in the Senate and to the Committee on Rules and Legislative Administration in the House upon introduction.

COMMITTEE REPORTS: Except for reports from the Committee on Finance and the Committee on Taxes and Tax Laws in the Senate, and the Committee on Appropriations and the Committee on Taxes in the House, all committee reports on bills in the house of origin received after the 65th legislative day, and committee reports on bills originating in the other house received after the 85th legislative day, shall be referred for disposition to the Committee on Rules and Administration in the Senate, and to the Committee on Rules and Legislative Administration in the House.

CONFERENCE COMMITTEE REPORTS: Conference Committees

shall report on bills in each house within 10 legislative days after conferees have been appointed in the other house, and every 10 legislative days thereafter until the conference committee is discharged.

1. From final report, Joint Committee on Flexible Sessions, Page 20.



## COMMITTEE ORGANIZATION

As is evidenced by the chart on the following page, standing committees of the Legislature have undergone significant changes over the past years. Equally significant changes are anticipated for the 1973 session.

NUMBER OF STANDING COMMITTEES  
MINNESOTA LEGISLATURE

1945    -    1971

|      | <u>House</u> | <u>Senate</u> |
|------|--------------|---------------|
| 1945 | 35           | 42            |
| 1947 | 30           | 28            |
| 1949 | 38           | 36            |
| 1951 | 38           | 36            |
| 1953 | 39           | 38            |
| 1955 | 41           | 32            |
| 1957 | 39           | 32            |
| 1959 | 39           | 20            |
| 1961 | 33           | 20            |
| 1963 | 36           | 23            |
| 1965 | 33           | 22            |
| 1967 | 32           | 18            |
| 1969 | 28           | 18            |
| 1971 | 24           | 21            |

### NUMBER OF COMMITTEES AND ASSIGNMENTS

Considerable attention was directed by the Joint Committee on Flexible Sessions to the possibility of reducing the number of standing committees in the Senate and House of Representatives. A corresponding reduction in the number of assignments per senator to committees was also recommended.

Experience in other states indicates that a reduction in the number of committees gives rise to an increase in the number of sub-committees. Some states over-reduced the number of standing committees to the point that difficult committee hearing and staffing problems resulted. Unfortunately, a reduction in the number of committees does not reduce the total work load of the committee structure. Somewhere an optimum point exists in terms of division of jurisdiction, work load and complexity of legislation dealt with. Current efforts are being made to determine just what that point would be for the Minnesota Senate.

If the number of standing committees is reduced, a corresponding decrease in the number of assignments per senator to various committees may also be reasonably anticipated.

### PARALLEL JURISDICTION

The Joint Committee on Flexible Sessions strongly recommended that where possible, parallel jurisdiction of Senate and House committees be established. Efforts in this direction may reasonably be anticipated for the 1973 session.

### APPOINTMENT OF MINORITY CAUCUS MEMBERS TO COMMITTEES

With the exception of the Committee on Rules and Administration, the minority caucus has, since 1967, named its members on a proportional basis to each standing committee of the Senate. In the recent past, members of the minority caucus have also served on a proportional basis on the Committee on Rules and Administration subcommittees, including Staffing, Procedures, Remodeling, Press, Federal-State Relations, Election Contest Costs and Procedures, and the Ad Hoc Committee on Flexible Sessions.

The Joint Committee on Flexible Sessions has recommended that the Committee on Rules and Administration of the Senate and the Committee on Rules and Legislative Administration of the House be composed of bipartisan membership in the 1973 and subsequent legislative sessions.

### INTERIM COMMISSIONS AND COMMITTEES

M. S. 3.921 (1) provides statutory authority for the continuation of standing committees of the Senate and House of Representatives during

the interim. Since the close of the 1971 session, all Senate committees have been active with the exception of two whose jurisdictional areas were covered by the activities of interim commissions. The increase in interim staff man-day activity was 1411% in the period from 1963 to mid 1970. The 1971-1973 interim has been a period of unprecedented activity.

Minutes of nearly all interim commission and committee meetings are transcribed verbatim and are available for distribution.

## STAFFING

As is evidenced by the chart on the following page, Senate staffing has undergone significant changes in the past ten years. Equally significant changes are anticipated for the 1973 session.

SUMMARY OF STAFFING THE SENATE FOR  
INDICATED REGULAR SESSIONS

|  | <u>1963</u> | <u>1965</u> | <u>1967</u> | <u>1969</u> | <u>1971</u> | <u>Five<br/>Session<br/>Change</u> |
|--|-------------|-------------|-------------|-------------|-------------|------------------------------------|
| Administrative (Sec. of<br>Senate - front desk - Senate<br>office - index - comparison -<br>bill room - duplicating) | 24          | 21          | 25          | 25          | 23          | - 1                                |
| Committee Staff (Secretaries -<br>stenos - interns - clerks)   | 32          | 31          | 33          | 32          | 42          | + 10                               |
| Research - (legislative<br>analysts - researchers)   | 2           | 4           | 6           | 14          | 20          | + 18                               |
| Member assistance (Admin-<br>istrative assistants - steno-<br>graphic)   | 19          | 19          | 18          | 23          | 38          | + 19                               |
| Security and Communications<br>(Sergeants - messengers -<br>janitors)  | 47          | 44          | 41          | 50          | 43          | - 4                                |
|  | <u>124</u>  | <u>119</u>  | <u>123</u>  | <u>144</u>  | <u>166</u>  | <u>+ 42</u>                        |

## RESEARCH STAFFING

The philosophy of Senate research staffing has been directed toward the creation of a pool of highly capable individuals assigned to various projects as the need arises. Senate Counsel has been charged with and is currently selecting additional research personnel for the 1973 session. Selection is being made totally on the basis of demonstrated intellectual ability and individual merit. These individuals will include the following:

Senate Counsel's office will be staffed by ten attorneys who will be permanent Senate employees. All ten have been employed and are currently engaged in interim research activities.

Four specialized research personnel are being employed in the areas of taxation, school finance, public administration and statistics. These individuals will be permanent Senate employees.

Six additional research personnel will be employed for the 1973 session on a session only basis. All ten of the aforementioned individuals will, at a minimum, have a master's degree or equivalent qualifications.

Six legislative interns are being employed for the session. It is anticipated that they will begin work in December, 1972. The goal of the intern program is to provide the interns, who will be college undergraduate or graduate degree candidates, with a significant learning experience while providing dedicated service to the Legislature and individual legislators.



Senate Counsel will have general administrative responsibility and control over the assignment of research staff. Project supervision will, of course, be vested in the committee chairman or individual senator to whom the individuals are assigned.

It should be noted that the Revisor's office and the Legislative Reference Library, in the performance of their respective functions, provide significant research assistance to committees and individual senators.

#### CAUCUS STAFFING

Current plans of majority and minority caucus leadership call for the hiring of four staff members for each caucus. One staff member of each caucus will be a permanent Senate employee. The other three will be employed on a session only basis.

#### ADMINISTRATIVE STAFFING

The 1971 legislative session saw a significant reduction in patronage. What patronage existed was generally limited to portions of the pages and sergeant-at-arms force. Committee clerks, administrative personnel and the Secretary's staff personnel were selected on the basis of qualifications and individual potential. The benefits derived met and in most cases exceeded expectations. Current plans call for a continuation of this type of upgrading in the quality of administrative staff.

### STENOGRAPHIC STAFFING

The 1971 session required an increase of 28% over the previous session in the amount of stenographic assistance available to the Senate. It is anticipated that a further increase may be necessary in the 1973 session.

Current plans of caucus leadership call for the selection of majority and minority stenographic pools by the individual caucuses. There will continue to be committee stenographers assigned as required and a general stenographic pool from which assistance may be obtained.

Card printers and dictation equipment will be available as required. Communication equipment will also be improved.

### COMMITTEE STAFFING

Research personnel will be assigned to committees by Senate Counsel on the basis of need, project complexity and priority of legislative work.

Committee clerks and stenographers will be assigned as required.

The Finance Committee will continue to be staffed by permanent personnel including three legislative fiscal analysts.

#### OTHER STAFFING MATTERS

For the first time in the history of the Senate a position classification and salary plan for employees has been adopted and is now in effect. The plan establishes classes of employees and levels within the classes. Minimum qualifications for each class and level are established as are salary ranges. The plan is intended to serve as a guide to the Committee on Rules and Administration and the Secretary of the Senate in employment matters. The plan will also provide uniformity and fairness in salaries and employment practices. A copy of the plan is to be given to each employee when hired.

A code of ethics for Senate employees is also being prepared. Current plans anticipate its implementation by January, 1973.

## ETHICS

The public has been and continues to be concerned with legislative ethics. Significant developments have occurred in this area.

### SENATE CODE OF ETHICS

During the 1971 session a Senate Special Ethics Committee drafted a comprehensive code of ethics which clearly and effectively establishes guidelines for conduct by senators. (See Senate Rule 81). The Senate adopted the code and published it in the Journal.

(See Extra Session Journal Page 438)

### EMPLOYEE CODE OF ETHICS

A code of ethics is currently being prepared for Senate employees. It is anticipated that the code will be implemented for the 1973 session.

### LOBBYIST REGISTRATION AND REPORTING

Lobbyist registration and financial reporting are required by Senate Rule 80. Financial reporting was required for the first time in the 1971 session. These records are open to the public and are maintained by the Secretary of the Senate.

SECRETARY OF THE SENATE'S OFFICE

Many changes and improvements have been made within the  
Secretary's office.

### STAFFING

The employment of an Assistant Secretary of the Senate who will be a permanent Senate employee has been authorized effective August 1, 1972.

### SENATE INDEX

Senate index will continue to be supervised by a librarian with master's degree qualifications. The position has been a permanent one since 1970.

During the interim a comprehensive comparison of the Senate microfilm bill status system and the House computer system was made. The comparison resulted in the retention of the microfilm system. Minnesota and a number of states have been cautious in their approach to use of computer systems in the legislative process. Caution in the indexing area was wisdom.

### DEVELOPMENT OF PROCEDURE AND EMPLOYEE INSTRUCTIONAL MANUALS

Procedures manuals designed to serve as basic guides for the preparation of agendas, calendars, orders, and the daily journal have been developed. A continuing effort is underway to prepare instructional manuals to assist new Senate employees.

### PURCHASE ORDER SYSTEM

A comprehensive purchase order/inventory control system has been developed and is currently being utilized by the Secretary's office.

### PRINTING

For the 1973 session the Senate will print its own Agendas, Bills, Calendars, and General Orders. It is anticipated that a savings of approximately \$100,000.00 will result in total printing expenses in the 1973 session.

Printing is to be done in quarters scheduled for remodeling in the Capitol basement.

Printing contracts for the Journal are in the early stages of negotiation.

### SECURITY

Significantly increased attention has and will continue to be placed on Capitol and Senate security.

General jurisdiction for Capitol security was vested in the Department of Public Safety by Laws 1969, Chapter 1129. Close working relations with the Capitol Security Division have been established.



In the 1971 session the number of sergeants-at-arms was reduced from 30 to 17. This reduction was partially offset by five men contracted from a private security firm. It is anticipated that the Senate will again utilize contract security forces in the 1973 session.

It is currently planned to place receptionists in the doorways of Senate corridors. This should reduce the number of individuals who "wander about" Senate corridors and create a more orderly flow of constituents and others wishing to see senators. A reduction in the number of sergeant-at-arms force will also result.

In the 1971 session identification cards and name tags were issued to all Senate employees. This practice will be continued.

## INTERLEGISLATIVE RELATIONS

The increase in the Legislature's volume of work has resulted in increased cooperation and co-ordination among concerned agencies.

### SENATE AND HOUSE CO-ORDINATION

The 1971 - 1973 interim has been a period of increased Senate - House co-ordination and cooperation. The Secretary of the Senate and the Chief Clerk of the House of Representatives continue to enjoy and benefit from the close working relationship which has been established between them over the past years.

An unofficial ad hoc committee on improving the legislative process was created in late 1971. Committee members include the Secretary of the Senate, Chief Clerk of the House of Representatives, Revisor of Statutes, Senate Counsel and the Director of House Research. Many legislative leaders in both houses have commented that the Legislature has benefited from the ideas originated by this group.

### FLEXIBLE SESSION COMMITTEE

For the first time in the history of the Minnesota Legislature a bipartisan bicameral group of experienced legislators and staff comprehensively examined all aspects of the Minnesota Legislature including work flow, committee structure, procedure, organization and staffing. The problems identified and answers developed by the committee will, if adopted, make a significant contribution to the legislative process in Minnesota.

(See Flexible Session Report)

### JOINT COMMITTEE ON LEGISLATIVE CO-ORDINATION

In addition to numerous other recommendations, the Joint Committee on Flexible Sessions recommended the creation of a bipartisan joint committee on legislative co-ordination. The Secretary of the Senate and the Chief Clerk of the House of Representatives would serve as ex officio members of this committee. It is anticipated that the committee, if created, would continue the work initiated by the Joint Committee on Flexible Sessions in attempting to identify joint management problems and develop practical workable solutions to them.

### LEGISLATIVE SERVICES COMMISSION

Since 1969 the Legislative Services Commission composed of Senate and House members has had jurisdiction over the Legislative Reference Library. The library has proved to be a most useful source of information for legislators and staff from both houses.

### REVISOR OF STATUTES

A survey of other states revealed that executive, legislative, and judicial appointment of revisors is made. The Minnesota experience indicates that judicial appointment has proven to be highly satisfactory. The services rendered to the Legislature by the Revisor are of incalculable benefit to the Senate and individual senators.

Practically speaking, all bills are drafted by the Revisor's office. All bills are reviewed by the Revisor for the format required by Senate Rule 33 prior to introduction. All engrossing and enrolling functions are accomplished by the Revisor at the direction of the Secretary of the Senate, reducing staffing and supervisory requirements. (See Senate Rule 52).

The computerized bill drafting, statutory search and retrieval system established by the Revisor has justifiably been termed the "most sophisticated in the world". Of even greater importance is the fact that it works and provides the Senate with capabilities which might not otherwise exist. The feasibility of expanding the system to include the capability to search and retrieve session laws as they become law is being studied.

#### NATIONAL LEGISLATIVE CONFERENCE

In August, 1971, the Minnesota Legislature hosted the annual National Legislative Conference. The affair was a complete success. Many long term attendants of the National Legislative Conference stated that the Minnesota meeting was the best planned and organized in the history of the group as well as being the most informative and enjoyable.

## PUBLIC ACCESS TO AND KNOWLEDGE OF THE LEGISLATIVE PROCESS

The past ten years have been a time of increasing public awareness of and interest in the legislative process. The Minnesota Senate in recognition of the public's right to know of and participate in the legislative process has developed procedures and rules that guarantee that right.

## PUBLIC ACCESS TO SESSIONS OF THE SENATE

The public policy of the State of Minnesota as expressed in Article IV, Section 19 of the Minnesota Constitution is that all sessions of the Senate be open to the public. The Constitution and Senate Rule 78 provide that the Senate may meet in executive session, excluding the public from the chamber. Executive sessions, as far as is known, have never been used by the Senate.

Public seating is provided in the Senate galleries.

Limited press facilities have in the past been provided on the Senate floor. (See Senate Rule 74). Improved press facilities are being installed in the galleries as part of the remodeling project.

All proceedings of the Senate and Committee of the Whole are recorded on magnetic tape and are available to the general public in the Secretary's office. (See Senate Rule 65).

Senate Rule 26 provides that "When a question is being taken" any senator may call for a recorded vote and that the vote shall be recorded in the journal.

## PUBLIC ACCESS TO COMMITTEE HEARINGS

Committee hearings have become increasingly open to the general public. During the 1971 regular session over 1200 committee and subcommittee meetings were held by the Senate. Of these, only seven meetings (out of a total of 104) of the Committee on Rules and Administration and its subcommittees were not open to the general public.

Committee meeting schedules are established and published early in the session. Notices of committee and subcommittee meetings are posted on conveniently located bulletin boards. Committee clerks traditionally keep "interested party lists" and will contact parties when action is to be taken on a particular measure.

Senate Rule 56 provides that any author or committee member may request a recorded vote in committee and that the vote shall be recorded. A party interested in determining how a senator voted on a measure in committee may check the committee record book. These books are available in the Senate office.

Wire conduits required to provide closed circuit television capability from the Capitol to other buildings in the Capitol area are being installed.

A new committee hearing room in the State Office Building will permit improved scheduling of Senate committee hearings.



### PUBLIC ACCESS TO LOBBYIST RECORDS

The public is generally distrustful of lobbyists. Senate Rule 80 provides that "any person who is employed for a compensation or whose employment calls for or includes activity in or about the Senate in regard to legislation must register with the Secretary of the Senate".

In 1971 financial reporting was required of lobbyists for the first time. Lobbyist records are open to the general public and the press. The records are retained by the Secretary of the Senate.

### PUBLIC ACCESS TO SENATE BILLS

Senate Rule 41 provides that Senate bills shall be printed after having been reported from committee. The large number of local bills, multiple introduction of essentially identical bills, and the fact that of 2817 Senate bills introduced in the 1971 regular session, only 664 were passed by the Senate indicates that the current printing policy merits continuance.

Prior to printing, Senate bills are available to the general public for reading in the Senate office. When reported from committee all Senate bills are printed and are available for distribution to the general public in the Secretary's office.

Requests for copies of bills submitted to the Secretary's office by Senators are promptly complied with.

In-house printing of Senate bills during the 1973 session will permit selective printing on introduction if a large public demand is anticipated for a particular bill.

Copies of bills on introduction have been and will continue to be available from private sources.

#### PUBLIC ACCESS TO SENATE JOURNALS

Copies of daily Senate journals are available on request in the Secretary's office. Copies of permanent Senate journals are provided to libraries upon request.

The Secretary's office has and will continue to answer requests for information contained in the journal.

#### USE OF BILL SUMMARIES AND FISCAL NOTES

Consideration has been given to the idea of attaching bill summaries and fiscal notes to bills on introduction.

The large number of local bills, multiple introduction of essentially identical bills, the opinion nature of the summaries and the staffing increases which would be required to draft them indicate avoidance of such a procedure.

Selective use of bill summaries and fiscal notes on complex legislation of intense public interest should not be ignored if a strong public demand arises for such a service.

Bill summaries and fiscal notes prepared by Senate Counsel and the Finance Committee staff have been and will continue to be available to individual senators and committees of the Senate.

**FLEXIBLE SESSION**

### FLEXIBLE SESSION

In the 1971 session the Minnesota Legislature passed a proposed amendment to the State Constitution to permit flexible scheduling of legislative sessions. (See Extra Session Senate File 30, Extra Session Laws 1971, Chapter 26). Two things are worthy of note.

(1) The flexible session amendment received bipartisan and near unanimous support of all senators. Results of two votes taken on the flexible session bill were as follows:

| 1971 Extra Session Journal Page | Vote    |        |
|---------------------------------|---------|--------|
| 60                              | 54 yeas | 8 nays |
| 299                             | 49 yeas | 4 nays |

(2) Many responsible legislative leaders believe that the Minnesota Legislature has now done all that can be done, within existing constitutional limitations, to create a sufficient amount of time during session for study and adoption of legislation. Support for this view is suggested by the following figures:

WORK LOAD IN REGULAR SESSION

|  | <u>1961</u> | <u>1963</u> | <u>1965</u> | <u>1967</u> | <u>1969</u> | <u>1971</u> | <u>TOTAL GAIN<br/>OF 1971 OVER<br/>COVERED PERIOD</u> |
|--|-------------|-------------|-------------|-------------|-------------|-------------|---|
| Senate Bills<br>Introduced                           | 1801        | 1893        | 2083        | 2360        | 2682        | 2817        | 56%   |
| House Bills<br>Introduced                            | 1948        | 2010        | 2249        | 2655        | 3094        | 3197        | 64%   |
| All Bills<br>Reported Out<br>of Senate<br>Committees | N/A         | 1187        | 1216        | 1480        | 1692        | 1673        | 40%   |
| All Bills<br>Reported Out<br>of C of W               | N/A         | 464         | 526         | 565         | 718         | 805         | 73%   |
| Senate Bills<br>Passed in<br>Senate                  | 452         | 476         | 534         | 425         | 587         | 664         | 47%   |
| House Bills<br>Passed in<br>Senate                   | 642         | 625         | 668         | 874         | 918         | 554         | -13%  |
| Total Bills<br>Passed in Senate                      | 1094        | 1101        | 1202        | 1299        | 1505        | 1218        | 11%   |
| Enactments   | 757         | 888         | 903         | 908         | 1159        | 966         | 27%   |

These figures do not, of course, reflect the increasing complexity of legislation over the same period.

In 1971 more days were spent in legislative session than any other year in the State's history. Failure of the flexible session amendment to pass in November may well result in a repeat performance.

Respectfully submitted,

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GEORGE G. GOODWIN  
Secretary of the Senate