# PEOPLE AND THE PROCESS A Legislative Study Guide



Minnesota House of Representatives
Public Information Office



## PEOPLE AND THE PROCESS A Legislative Study Guide

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"If you like laws and sausages, you should never watch either one being made."

— widely attributed to Otto Von Bismarck, 1st chancellor of the German Empire, 1871-1890

### INTRODUCTION

### People and the Process: A Legislative Study Guide

### **BACKGROUND**

The famous quotation attributed to Otto Von Bismarck is often recited at the Minnesota State Capitol in St. Paul. While the quote is probably a bit harsh, there's an element of truth to it.

The way laws are pieced together toward the end of a legislative session may seem chaotic by anyone's standards. In fact, it brings to mind all-night study marathons in college. Just as some of the subjects studied in school are fascinating, so, too, are many of the issues dealt with by the Legislature.

Why, then, is there such a lack of information about the state legislative process, particularly on the high school level? No one seems to have a good answer. That's why the Minnesota House of Representatives Public Information Office decided to write this legislative study guide.

We designed "People and the Process: A Legislative Study Guide" for Minnesota's social studies teachers to use in grades 7 through 12. It's a flexible plan — simple enough for those who want to touch lightly on the subject, yet complex enough for those who want to

dive head-first into the sometimes turbulent waters of the process.

Whichever route you choose, remember that the topic is probably more pertinent today than ever before. Why? Because the federal government is shifting more responsibilities — and costs — to state government. Whether the issue is abortion or toll bridges, the problem will probably be resolved on the state level.

Another reason lies in the fact that although Minnesota perennially leads the nation in the number of voters who show up at the polls, apathy has made heady inroads here just as it has in other states.

With those thoughts in mind, we strove to present the material in the study guide in an easy to understand fashion, using real life examples as illustrations for points along the way. We hope our approach will help trigger teacher and student interest in the process that, indeed, affects everyone.

### How a bill becomes a law

In the study guide, we divided the process of how a bill becomes law in Minnesota into seven steps:

- Part 1 describes the structure of the Legislature;
- Part 2 discusses how ideas can grow into bills;
- **Part 3** describes the general process through which a bill must pass before it can become law;
- **Part 4** explains the role of the *committee* in the law process;
- **Part 5** focuses on what happens to a bill when it reaches the House floor:
- **Part 6** examines the *executive branch* of state government and how it relates to the law process; and
- **Part 7** looks at the *judicial branch* of state government and how it relates to the law process.

Each section includes: background material with references to additional sources; definitions of new terms (which are boldfaced in the text); suggestions for class activities, and annotations about appendix references (which are cited throughout the text).

#### Activities on three levels

The class activities we suggest in each of the sections may be used on any of three levels depending on teacher and student interest and the amount of time allowed for the study of state government. We refer to those levels of intensity as "beginning," "intermediate," and "advanced."

On the beginning level, you might simply lecture about the process, taking what you need from this packet to give students a basic working view of the Legislature. For the lower grades, the guide includes general information about the state of Minnesota such as background on the official state symbols and the origins of county names. On the intermediate level, you might again lecture, but

then add any number of role-playing activities, such as setting up a mock floor session or committee hearings, to give students a feel for what really goes on. On the advanced level, you might outline the legislative basics, then have students track actual bills through the legislative process. This can be done either during a legislative session or after the session has adjourned.

The last option is the most instructive, but it can take a great deal of time and energy to retrace the sometimes serpentine journey of a bill through the Legislature. Longtime legislators concede that it can take years to really understand the process.

Keep in mind that even though this study guide contains enough information to give you a good grasp of the process, the House Public Information Office will be on hand to help you with unanswered questions.

Unlike some ingredients that make up sausages, we hope you'll find this description of the lawmaking process well worth digesting. "No one pretends that democracy is perfect or all-wise. Indeed, it has been said that democracy is the worst form of government except all those others that have been tried from time to time."

- Winston S. Churchill, British statesman, prime minister, 1940-45; 1951-55

### PART 1

### Focus on the Legislature

### **BACKGROUND**

Armchair critics may think the democratic system of government is inefficient, but, as Winston Churchill said, it's the best of what we've known so far. One way to make the system better is to educate our youth so that they can participate in the process. Since people rarely become involved in something they know nothing about, we think an informed electorate is the key to preserving and nurturing what we have.

### Three branches of government

In order to understand how the Legislature works, it's helpful to study governmental structure as a whole.

On both federal and state levels, there are three branches of government: the legislative branch, the executive branch, and the judicial branch. The legislative branch is made up of two bodies — the Senate and the House of Representatives — which make the laws for the state and its people; they also propose changes to the state constitution. The executive branch is comprised of administrators who carry out the laws the Legislature passes; they also see that government runs efficiently and correctly. The judicial branch

is made up of judges who interpret the meaning of the law and decide when the law has been broken. Though all three branches are important, this guide focuses heavily on the legislative branch. Discussions on the executive and judicial branches center on how they relate to the legislative branch (see Appendix D-8).

### The legislative branch

Because the Legislature has two bodies, it's called a **bicameral** legislature. All but one state in the United States have bicameral legislatures. Nebraska is the only state that has a **unicameral** legislature, or a legislature with just one house.

In the Minnesota House of Representatives, there are 134 representatives whom the people elect to two-year terms. In the Senate, there are 67 senators whom the people elect to four-year terms. Senators and representatives come from all walks of life (see Appendix C-11).

In the state of Minnesota, there are 67 legislative districts. Each district is divided into two sections, A and B. Approximately 30,000 people live in each section, making the total population for one district 60,000.

Voters in each district elect one senator per district, one representative for section A, and one representative for section B. So every Minnesotan is represented by one senator and one representative at the Capitol in St. Paul. Senate districts are numbered from 1 to 67; House districts are numbered from 1A and 1B to 67A and 67B (see Appendix D-4).

To ensure equality of representation, and to take into account shifts in population area, the state undergoes reapportionment every 10 years when the census is taken (see Appendix C-1).

The Legislature meets in two-year time blocks. One of these time blocks is called a **biennium**. A biennium corresponds with the state's two-year spending cycle. During the first, or odd, year of the cycle, the Legislature typically meets from the beginning of January to the middle of May. During the second, or even year of the cycle, the Legislature meets from February to middle or late April. The Legislature is said to be in **session** at these times, but the term "session" has other meanings as well. The second year of the biennium often is called the "short year." For an explanation of the varying lengths of sessions, see Appendix E-3.

### Majority and minority caucuses

In both the House and the Senate, the **majority** (the party, either Democratic-Farmer-Labor or Independent-Republican, having the greater number of representatives or senators) controls the leadership offices (speaker of the House, majority leader, Senate president) and committee assignments. And because of that control, the majority party has much more power than the minority party. The

speaker of the House appoints committee chairs, vice chairs, and names members of both parties to committees. The Senate nominates and votes on their committee chairs.

The House and Senate majority leaders head the majority caucuses. Several assistant majority leaders help in providing leadership and direction to the rest of the members of the majority party. Majority caucus divisions, with their own staff members, handle matters relating to research, constituent services, and media relations from the majority caucus' point of view.

Likewise, the House and Senate **minority** leaders, along with several assistant minority leaders, head the minority caucuses. One of the roles of a minority leader is to offer alternatives to the majority party's initiatives and to improve upon that party's legislation. Minority caucuses have divisions that handle research and media relations from the minority caucus' point of view, but their allotted staff is much smaller.

It's interesting to note that in 1978, voters elected 67 DFL representatives and 67 IR representatives to the Minnesota House. It is the only time an even split has occurred in the history of the Legislature.

#### Service offices

One of a legislator's most important jobs is to pass judgment on the many proposed laws that are considered each session at the Capitol. It may sound a bit odd, but sometimes the Legislature as a whole is judged by what it doesn't pass, rather than what it does.

Exercising sound judgment on the numerous proposals that come before the Legislature has become much more difficult as society has become more complex. Thirty years ago, there were only a handful of full-time Minnesota House employees, and the Legislature was largely dependent upon executive agencies and **lobbyists** for information. Some people maintain that legislatures of a generation ago were 18th century relics that were incapable of performing the job before them.

Today, there are about 260 full-time House employees that perform a variety or tasks, ranging from research to keeping track of bills as they move through the process, and from answering constituent questions to informing the public of developments at the Legislature. In addition, there are also several joint, non-partisan offices to help House and Senate members perform their jobs.

The Legislative Reference Library, for example, maintains vast clipping files on public policy issues, and has resources available to research how other states have dealt with a particular issue (see Appendix B-2). And the Office of the Revisor of Statutes translates ideas for bills into the proper legal form so they can be introduced in either the House or Senate (see Appendix B-3).

There are also 14 major legislative commissions that have been created by the Legislature — each of which is empowered to study a particular issue in-depth. The Legislative Commission on Minnesota Resources, for example, provides the Legislature with the background information necessary to evaluate programs proposed to preserve, develop, and maintain the natural resources of the state.

More information about other service offices is contained in the appendices. For a description of the House Research Department, see Appendix B-1; for the Chief Clerk's Office, see Appendix B-4; for the Sergeant at Arms Office, and the High School **Page** and College Intern programs the office coordinates, see Appendices B-5, C-8, and C-9; and for the House Public Information Office, see Appendix B-6.

Now that you have an overview of the basic structure of the legislative branch of state government, you're ready to take a step-by-step look at the process of how a bill becomes law.

### **NEW TERMS**

bicameral: a legislature containing two houses.

**biennium:** the two-year period by which the state budget is set and under which the legislative session operates. Money is appropriated for a two-year budget cycle during the odd-numbered years.

**caucus:** 1) a group of House members or senators who affiliate with the same political party or faction, as the "DFL Caucus," the "IR Caucus," the "Majority" or the "Minority" Caucus; 2) a meeting of such a group.

**lobbyist:** a person, acting individually or for an interest group, who tries to influence legislation.

majority: the party, either DFL or IR, that has the most members elected in either the House or the Senate.

minority: the party, either DFL or IR, that has the fewest members elected in either the House or Senate.

**page:** a person employed by the House or Senate to run errands, to assist committees, and to perform a variety of other legislative tasks.

session: 1) the biennial period during which the Legislature meets; 2) regular session, the annual meeting of the Legislature between the first Tuesday after the first Monday in January and the first Monday after the third Saturday in May; 3) special or extra session, a meeting of the Legislature after the end of 120 legislative days in the biennium or after the date set by law for adjournment;

4) **daily** session, a meeting of the House or Senate in its chamber. (Note: The House and Senate meet only two days a week during the early part of the session; every day after the session's midpoint.)

unicameral: a single body legislature.

### SUGGESTED ACTIVITIES

### **Beginning**

A general discussion about the state of Minnesota could serve as a stepping off point for studying the legislative process. All eight of the "D" appendices would be a good place to start. Appendix D-2 explains Minnesota's unique symbols, ranging from the blueberry muffin to the agate. How were the Minnesota symbols selected and why? How did the popular loon get its name? Examine the state flag and determine what its various images represent? Remember that it was the Legislature that officially adopted all of these symbols. Do students have any ideas about other potential state symbols that could be adopted? It's interesting to note that the blueberry muffin was adopted in 1988 as part of a class project on how bills become laws.

Another fun activity would be to explore how Minnesota counties got their names (Appendix D-3). What better way to get a feel for the diversity of the state? What is the derivation of the word "kanabec," as in Kanabec County? What about the etymologies of several other Minnesota place names?

For a slightly more advanced discussion, teachers could draw on information contained in "State Profile," an overview of Minnesota's history, geography, and economy (see Appendix D-1).

The "Publications List" (Appendix E-5) also may be of help. It contains a list of publications that are available from various government offices.

### Intermediate

Students could conduct a mock election for governor, state senator, and two state House of Representatives positions. Students could create their own political parties — each with its own platform — and hold an election. The election of these key people will set the stage for other role-playing activities that will be explained in more detail in succeeding chapters. Other students can assume the roles of lobbyist, reporter, interest group partisan, or any number of key players in the political process.

#### Advanced

Students could identify for themselves who their elected representatives are, and find out a bit of biographical information about each of them. This can be done by calling the House Public Information Office, or by calling your county auditor. The local chapter of both major political parties (DFL and IR) could assist in

providing biographical information about the elected officials. Appendix D-5 describes how to contact legislators.

[For additional ideas for activities on the beginning, intermediate, and advanced levels, see "Getting Started" (Appendix F-1).]

### APPENDIX REFERENCES

- Appendix B-1: "House Research Department," an interview with an HRD director, who describes the function of the office.
- Appendix B-2: "Legislative Reference Library," an interview with the LRL director, who describes available library resources.
- Appendix B-3: "Office of the Revisor of Statutes," an article detailing the function of the revisor's office.
- Appendix B-4: "Chief Clerk's Office," an interview with the chief clerk.
- Appendix B-5: "Sergeant at Arms Office," an interview with the chief sergeant at arms.
- Appendix B-6: "House Public Information Office," an article describing services available to the public.
- Appendix C-1: "Agenda '92: Legislative Redistricting," a description of the reapportionment process.
- Appendix C-8: "Pages, Interns Get 'Insider View' of Capitol," a description of student work programs at the Legislature.
- Appendix C-9: "Say 'Thanks' to the House Pages," a description of what it's like to be a page.
- Appendix C-11: "Minnesota House Profile '91," statistics from the 1991 Minnesota House.
- Appendix D-1: "State Profile," an overview of Minnesota's history, geography, and economy.
- Appendix D-2: "State Symbols," facts about each of Minnesota's 11 state symbols.
- Appendix D-3: "State Counties," the origins of the names of each of Minnesota's 87 counties.
- Appendix D-4: "State Lawmakers," background on state lawmakers and who they are; includes legislative district maps.
- Appendix D-5: "State Legislative Information," describes how to get information on the law process; how to contact a legislator.
- Appendix D-8: "Three Branches of Minnesota State Government" brochure, an explanation of the basic responsibilities of each branch of government.
- Appendix E-3: Commonly Asked Questions #14: "Explains the lengths of sessions."
- Appendix E-5: "Publications List," a list of publications that are available upon request.
- Appendix F-1: "Getting Started," a list of guidelines and project options to implement activities on all three levels.

"After all is said and done, ideas dominate legislative life."

— Jack Davies, former state senator, 1958-1982

### PART 2

### How Ideas Become Bills

### **BACKGROUND**

Who comes up with the ideas for laws? Actually, they come from men and women in all walks of life. Legislators' ideas can stem from personal experience, constituent pressure, strong beliefs, or certain areas of expertise. An individual's idea may come from a personal need for change or innovation. Special interest groups are keenly aware of what might further their causes. And government agencies often propose legislation for sweeping reforms.

### Ideas come from . . . legislators

When a teacher, who is also a legislator, noticed that some students in his high school class had a hard time staying awake, he found out why. It wasn't that his classes were boring; it was because some of the students had been working late the night before at a job. So he decided to propose a **bill** to place limits on the hours students can work on school nights.

And when a high school student was killed in a car crash after attending a high school graduation party where alcohol was served, the Legislature, prompted by an injury compensation study, had a bill drafted that could make hosts of such a party — as long as

they're over 21 — liable for damages in certain cases.

Another legislator sponsored a bill that regulates electric garage door openers, in part, because a friend of one of his relatives was crushed to death beneath an automatic garage door that failed to operate properly.

... individuals

A handicapped woman from Anoka was the driving force behind a law that was recently passed allowing people who are physically impaired to automatically receive absentee ballot applications before each election. The law makes it easier for people with handicaps to vote. (See Appendix C-2)

... special interest groups

And the Minnesota Herpetological Society inspired a bill to prohibit the payment of bounties for rattlesnakes. Members of the organization feared that certain species of rattlesnakes would become extinct if the snakes weren't protected. (See Appendix E-5)

... government agencies

More often than not, ideas for new laws, or changes to old ones, begin with a government agency. The governor, for example, may see a need to reform drug laws. Or the state Attorney General's Office might suggest more severe penalties for people who commit sex crimes and abuse their spouses. Or the Department of Agriculture might have a sure-fire idea aimed at saving certain crops.

These are just a few examples of ideas that are the catalysts for new laws. *Any* person or group can come up with an idea for a new law. But a raw idea for a new law is one thing; putting it into proper legal form is another.

Proper legal form

First, each idea needs to have a **sponsor** in the Legislature. Only a legislator — a senator or a representative, or both — can begin to move an idea through the legislative process. The sponsoring legislator, who is called the **chief author**, may seek other legislators who have an interest in the idea to serve as co-authors. The House and Senate allow from one to five authors for each bill.

Next, the idea must be prepared as a formal bill, **resolution**, or **House advisory** before it can be **introduced** to the Legislature for consideration. A bill or a resolution may be drafted by anyone, but a sponsor must submit it to the Office of the Revisor of Statutes (see Appendix B-3) for final preparation before presenting it to the Legislature. The drafting process may take anywhere from a few days to several weeks, depending upon the complexity of the idea (see Appendix E-2).

A House advisory, on the other hand, need not be submitted to the revisor; an informal draft in layman's language is all that's re-

quired. Advisories, which are used only in the House, do not undergo the rigors of legislative debate; they merely present ideas for consideration. Sometimes lawmakers use the form of an advisory when they want to bring a problem to the attention of a committee or see how others feel about a subject. For example, one legislator introduced an advisory calling for a new design on the state flag. He simply wanted to see how people would react to the idea. (See Appendix C-4)

So then, once an idea has attracted at least one sponsor in each body, and the revisor has put it into proper legal form, the legislative journey is ready to begin.

### **NEW TERMS**

**bill:** a proposal calling for a new law, a change in current law, the repeal of current law, or a proposed constitutional amendment. It consists of a title, enacting clause, and body (text), which is examined and approved by the revisor of statutes.

**chief author:** the main author, or sponsor, of a bill.

**House advisory:** a proposal for the initiation, termination, alteration, or study of a law or program which may be drawn up informally in everyday terms. Advisories are used only in the House.

**introduced** (n., introduction): the formal presentation of a bill to a body of the Legislature. The bill gets its first reading at this time and is then referred to a committee.

**resolution:** a proposal introduced as a House or Senate file that urges another governmental body to take or refrain from a certain action. A resolution can also simply express the sentiments or intent of a body, or both, if the resolution is a joint one.

**sponsor:** a chief author or co-author of a bill.

### SUGGESTED ACTIVITIES

### **Beginning**

Do students have ideas for new laws? Should the voting age be lowered to 12, as a state representative once suggested? Should limits be imposed on tobacco advertising — particularly those aimed at minors? Should bicycles be equipped with bells, as another lawmaker once proposed? How about people who ride motorcycles? Should they be required to wear helmets as was once the law in Minnesota? What about a similar requirement for people who ride bicycles? A lively discussion is sure to develop.

#### Intermediate

As on the beginning level, students could be encouraged to discuss ideas they have for new laws. But they could take the activity one

step further by drafting each of the proposals into bill form using a real bill (Appendix E-2) as a guide. Students could draft bills individually or as a group. Once the bills are drafted, students could then begin ushering their proposals through the mock legislative process.

#### Advanced

At this level students could be encouraged to obtain a copy of an actual bill, such as the one calling for a work curfew on school nights for students, and study the language. (An example of what a bill looks like is contained in Appendix E-2.) With these bills in hand, students could discuss the pros and cons of the proposals, and offer suggestions as to how they might alter them. Bills can be obtained from either the Senate Information Office (612-296-0504) or the Chief Clerk's Office (612-296-2314). Sometimes a bill summary is available, which helps to decipher the proposal.

[For additional ideas for activities on the beginning, intermediate, and advanced levels, see "Getting Started" (Appendix F-1).]

### APPENDIX REFERENCES

- Appendix B-3: "Office of the Revisor of Statutes," an article detailing the function of the revisor's office.
- Appendix C-2: "Disabled Say 'Aye' to Absentee Ballot Proposal," an article about a woman who initiated an idea for a bill that ultimately became law.
- Appendix C-4: "Resolutions Run the Gamut of Legislative Concerns," an article that cites examples of resolutions and House advisories.
- Appendix E-2: "A Sample Bill," a reduced copy of an actual bill with notations.
- Appendix E-5: "Publications List," a list of publications that are available upon request. See *How Six Bills Became Law*, a collection of stories about the evolution of bills; includes a story on the rattlesnake as a "special concern" species.
- Appendix F-1: "Getting Started," a list of guidelines and project options to implement activities on all three levels.

  Appendices F-2, F-3, and F-4 are samples of projects that teachers have used on both high school and college levels.

"Monarchy is like a splendid ship, with all sails set; it moves majestically on, then it hits a rock and sinks forever. Democracy is like a raft. It never sinks, but, damn it, your feet are always in the water."

- Fisher Ames, United States representative from Massachusetts, 1789-1797

### PART 3

### How Bills Become Law

### BACKGROUND

If democracy is like a raft, then the Legislature is a lot like a river filled with thousands of bits of wood, each one representing a bill. Just as there are numerous ways for the wood to move downstream, so, too, are there many paths for a bill to become law.

### Introducing the bill

In Part 2, we learned that the Office of the Revisor of Statutes translates the idea for a bill into the proper legal form. The next step is to introduce the bill on either the House or Senate floors, or both. Most bills can begin the process in either body, but bills that appropriate money begin in the House.

In the House, the speaker assigns each bill, resolution, and advisory to one of about 20 standing committees that make up that body. The chief clerk then assigns each bill (commonly called a **House file**) a number, which will identify it in its travels. It's much like a social security number that identifies a person throughout life; no matter how many changes he or she makes along the way, the number remains the same.

Bills in the Senate are handled in a slightly different way. The Senate president assigns numbers to the bills and resolutions (**Senate files**) and refers them to a committee. Both assignments are handled through the administrative procedures of the secretary of the Senate.

The chief clerk of the House and the secretary of the Senate introduce the bills before each body by reading the bill numbers. Legislators have copies of all bill titles that are introduced that day. The bill introduction (or reading) counts as the first of three required readings. It is called a **first reading**. The state constitution specifies that each bill must be "read" on three separate days in each body before a final vote can be taken. Now, only the bill titles are read. In the past, however, when immigrants often couldn't read English, the entire bills were actually read aloud.

Each reading is a signal that an action or a series of actions have taken place. Normally, a full day must pass between each reading. The rule holds unless two-thirds of the body where the bill is pending votes to sidestep the requirement. The legislative procedure is purposely slow to prevent hasty and ill-founded decisions on important matters.

### On to a committee hearing

After the bill is introduced, it goes to its assigned committee for further consideration. A bill dealing with pesticides, for example, would likely go to the Agriculture Committee in the House, and the Agriculture and Rural Development Committee in the Senate. And a bill about health insurance would probably be referred to the respective Health and Human Services committees in the House and Senate. Bills can be discussed in either one committee or several, depending upon the complexity of the measure. The legislation that established the Minnesota lottery, for example, was examined by five different House committees and the same number of Senate committees before it progressed to the House and Senate floors. (We'll discuss committee meetings in greater detail in Part 4.)

As we've mentioned, the chief author of a bill is responsible for the measure as it moves through the process. It's up to this person to appear before the committee to argue on its behalf. Testimony from the public, both pro and con, is also heard at this time. Proponents and opponents of a bill often call on experts to testify about the proposal.

A **companion bill**, or identical bill, is typically introduced in both the House and Senate at about the same time. One bill progresses through various House committees, the other through Senate committees. Imagine identical twins walking across a bridge and meeting in the middle. The path identical bills take is much the same, although the bills are usually **amended** many times along the way. As a result of the different committee experiences, the

bills look a bit different from one another by the time the "twin bills" reach the middle of the bridge. Sometimes, however, the bills remain exactly the same, particularly in non-controversial cases.

### Ready for floor action

Committee recommendations are recorded in a committee report which is sent back to the House or Senate floor for discussion, a **second reading**, and adoption. The second reading is when a bill is reported to the floor after it has been recommended to pass by a committee. After this, a bill generally is put on one of two lists to await floor action.

Non-controversial bills are put on the **Consent Calendar**, where they are quickly considered and given a **third reading** and **final passage**. But most bills are placed on **General Orders**, a list of bills awaiting debate by the **Committee of the Whole**, when the full House or Senate each act like one large committee. If the bill is recommended to pass on General Orders, it is then placed on the **Calendar** to await final passage (see Appendix E-3). So a bill that takes this path is really voted on twice on the House floor.

Under special circumstances, bills can be placed on two other bill lists for debate on the floor: **Special Orders** and through a procedure referred to as **Rule 1.10.** Both of these bill lists are used toward the end of a legislative session when time is running short. They are explained further in Appendix E-3. If this sounds very confusing, that's because it is. But floor procedures will be discussed further in Part 5. In addition, Appendix D-6 offers a concise explanation on the process.

After a bill receives final passage in one body, it's then sent to the other body for consideration. If that body passes the bill, it's sent to the governor for his or her signature. But sometimes the bill is significantly different from the companion bill in the other body, so it's rejected. What happens then?

#### Reaching a compromise

In the case of rejection, a **conference committee** is named to work out the differences between the House and Senate versions of the bill. Conference committees are made up of either three or five members from each body.

In the House, the speaker appoints conference committee members. In the Senate, the Rules and Administration Committee appoints members. Although a conference committee is referred to as just one committee, actually it is two separate committees meeting as one. That's why a majority of House members on a committee, and a majority of Senate members, must approve of the compromise. After a compromise is reached on the two bills, the agreement is sent back to the House and Senate to be voted upon again.

No amendments can be made at this stage. If both bodies vote to approve the bill, it is then sent to the governor for his or her signa-

ture. If one or both bodies reject the bill and if there is time before the session adjourns, it is sent back to the conference committee for a more palatable compromise. If a compromise can't be reached, then the proposal fails. (See Appendices E-3 and C-6)

In the 1989-90 Legislative Session, legislators introduced 2,833 bills in the House and 2,642 bills in the Senate. Of those, only 608 became law. That gives you a sense of the enormous amount of paperwork that flows through the legislative chambers at the Capitol.

### **NEW TERMS**

**amend:** the action a legislator takes to change or propose a change in a bill, motion, report, or even another amendment by adding, omitting, or altering language.

**Calendar:** a list of bills that have passed General Orders and are awaiting their third reading, or final passage, in either the House or the Senate.

**Committee of the Whole:** all members of a legislative body acting as a committee to debate and/or amend bills on General Orders.

**companion bills:** identical bills introduced in the House and Senate.

**conference committee:** a group of six or 10 members, with equal numbers from the House and Senate, who are appointed to reach a compromise between the House and Senate versions of a bill.

**Consent Calendar:** a list of non-controversial bills that are awaiting their second reading. These bills bypass the Committee of the Whole and can receive final passage in one day.

**final passage:** the vote taken on a bill after its third reading, requiring a majority of all elected members of a legislative body for approval.

**first reading:** the reporting of a bill to the body at the time of its introduction and referral to committee.

**floor:** after a bill passes through the committee process, legislators commonly say it is sent to the "floor" in either the House or the Senate, meaning it is placed on any of the various bill lists while awaiting debate by all members.

**General Orders:** a list of bills that have had second readings and may be debated and/or amended by the body acting as the Committee of the Whole.

**House file:** the number assigned to a bill before it is introduced. It is listed at the top of the bill. HF2379, for example.

**Rule 1.10:** the House rule that allows the chairs of the House Taxes or Appropriations committees to call up for immediate consideration any bill which has gone through their committee and has had its second reading.

**second reading:** reporting of a bill to the body, following the adoption of the committee report, that places it on General Orders or the Consent Calendar.

**Senate file:** the number assigned to a bill before it is introduced. It is listed at the top of the bill. SF1354, for example.

**Special Orders:** a list of bills designated for priority consideration by the Rules Committee, that can be debated and/or amended, immediately given a third reading, and considered for final passage.

**third reading:** the final reporting of a bill to the body before its final passage. No amendments, except amendments to the title, may be offered after the third reading unless unanimous consent is granted.

### SUGGESTED ACTIVITIES

### **Beginning**

In Part 2, we discussed several ideas for new laws — giving 12-year-olds the right to vote, for example, or requiring motorcyclists to wear helmets. At this stage, students could be encouraged to develop persuasive arguments for and against each proposal. How could 12-year-olds be any less informed than average adult voters who often know little about the people for whom they vote? And while it can be argued that motorcyclists should be free to not wear helmets at their own risk, it's also true that a lot of taxpayer money is used to care for motorcycle accident victims who have no medical insurance. What is the best strategy to persuade people that a position on a bill — pro or con — is the correct one? For help, see Appendix E-6, which lists many of the new laws that became effective Aug. 1, 1990, and Appendix F-1, "Getting Started." Appendix E-1, which explains the legislative process in a condensed form, is a good source to prepare for student questions.

#### Intermediate

Students could be encouraged to formulate their arguments in support of a bill or bills they wish to submit to the mock legislature. And they could also begin devising their strategy on how to get it passed. For example, what types of experts should be lined up to testify at committee meetings in support of the bill. On the motorcycle helmet issue, for instance, a student posing as a biker could

testify how he should be free to do whatever he wants. Another student could pose as a motorcyclist who was severely brain injured in an accident where he wasn't wearing a helmet. At this stage, students should also decide which student should be the sponsor and which students should be co-sponsors of the bill. Meanwhile, the teacher, with student help, can begin organizing the mock legislature. Ideally, another social studies class, serving as the other body, could become involved. If that's not possible, the class should be divided into a House and Senate. A few committees need to be formed, their chairs must be named, a president of the Senate and speaker of the House should be elected, as well as the majority leaders and minority leaders of the two major political parties in both bodies. Appendix F-1, "Getting Started," contains explicit instructions on how to set up a mock legislature to mirror the Minnesota Legislature.

### Advanced

This is where students can get serious about tracking or backtracking a bill through the Legislature. Ideally, students could tour the Capitol complex when the Legislature is in session. The Minnesota Historical Society offers tours that are designed for students in grades seven through 12 (see Appendix E-4), which provide students with an overview of the process. But the tours aren't necessary to track a bill; they just make the bill-tracking concept easier to understand. Next, students should select the bill they wish to track and outline how they intend to do it (see Appendix F-1). If the class is offered at the same time the Legislature is in session (January through mid-May in odd-numbered years and February through late-April in even-numbered years), students may want to track a bill as it progresses through the process. Keep in mind, however, that bill-tracking involves a lot of work. If the class meets when the Legislature is not in session, it would probably be easier to backtrack a bill through the process. Appendix F-1 contains instructions on how students should proceed on this level.

[For additional ideas for activities on the beginning, intermediate, and advanced levels, see "Getting Started" (Appendix F-1).]

### APPENDIX REFERENCES

- Appendix C-6: "Conference Committees Work Out Differences," an article describing the work of a conference committee; lists actual bills under consideration at one time.
- Appendix D-6: "State Law Process," a discussion on how a bill becomes a law; includes a condensed, step-by-step explanation.
- Appendix E-1: "Legislature at a Glance," a concise explanation of the law process that could be used for lecture notes or tracking bills.
- Appendix E-3: Commonly Asked Questions #3: "How are conference committees chosen and how do they work?"

- Appendix E-3: Commonly Asked Questions #11: "What is the difference between General Orders, Calendar, and Special Orders?"
- Appendix E-4: Minnesota Historical Society classes, tours; how to make arrangements.
- Appendix E-6: "New Laws Effective August 1," an eight-page news release from the House Public Information Office that outlines many of the new laws that became effective Aug. 1, 1990.
- Appendix F-1: "Getting Started," a list of guidelines and project options to implement activities on all three levels.

  Appendices F-2, F-3, and F-4 are samples of projects that teachers have used on both high school and college levels.

"Congress in session is Congress on public exhibition, whilst Congress in its committee-rooms is Congress at work."

- Woodrow Wilson, 28th president of the United States, 1913-1921

### PART 4

### Behind the Scenes in Committee

### **BACKGROUND**

Woodrow Wilson was referring to the U.S. House and Senate, but the description is just as apt for state legislatures. Floor sessions are generally what make the news at 10, but the real decisions are made in committee.

It's here where each bill is pored over and dissected, where amendments are added and sections of bills deleted. If the makeup of a committee is skewed to one side of the political spectrum, a bill could be defeated in committee even though it has the support of the House or Senate as a whole. Likewise, if a committee chair doesn't particularly like a bill, he or she generally has the power to make sure it isn't approved.

Why are there committees? Because literally thousands of bills are introduced during each two-year legislative session, it's virtually impossible for any one legislator to become an expert in all areas. So, the House and Senate are divided into about 20 committees each, allowing every member to focus on a few areas of public policy. In a sense, the committee structure forms the heart of the Legislature.

#### How committees work

Each member is assigned to three or four committees, which then examine all issues pertaining to a certain topic such as crime or taxes. After serving on a committee for several years, members become experts in a given field or fields and their colleagues come to rely on their judgment.

In committee, members make **recommendations** to the House or Senate as a whole. They can recommend that a bill pass and send it to the floor; amend the bill, recommend it to pass, and send it to the floor; recommend it to pass and refer it to another committee; and not recommend that the bill pass, which is another way of saying the bill was defeated.

The chief author of a bill appears before the committee to answer questions and usually has a cast of experts to testify on behalf of the bill. Likewise, opponents of the measure are given a chance to speak. And just as it takes a majority of members to approve a bill on the House or Senate floor, a majority must agree to recommend that a bill pass out of committee. Bills may be approved by only one committee and sent to the floor, or they can pass through several committees before heading there.

### Reflection of society

Because virtually every facet of human experience is touched by the Legislature, it should come as no surprise that the committee titles themselves are a reflection of society. There are committees on Agriculture, Education, Environment and Natural Resources, and Health and Human Services — all areas that are of great importance to Minnesotans. (See Appendix C-3)

But just 40 years ago, the committee structure was vastly different. The committees on Temperance and Liquor Control, State and County Fairs, and Dairy Products and Livestock are an indication of what was considered important to society then.

#### **Committee control**

Because committees are so important to the legislative process, control of them is the ultimate goal of the two major political parties. The party with the majority in each body gets to name the chairs of each committee and its membership.

Thus, if the Democratic Farmer-Labor (DFL) Party has a majority of seats in the House, the speaker in the House and the Rules and Administration Committee in the Senate will name all DFL chairs to committees, and they'll appoint more DFL members than Independent-Republicans (IR) to ensure their proposals have enough votes to pass.

Geography and occupation are taken into consideration when committee assignments are made. But make no mistake about it. Political power — control of the committees — is the ultimate goal of each political party. (See Appendix E-3)

### Committee divisions/ subcommittees

Most committees are also broken down into divisions and/or sub-committees. For example, the House Appropriations Committee, which has about 40 members, is made up of five divisions: Education; Human Resources; State Government; Economic Development, Infrastructure, and Regulation; and Environment and Natural Resources. Each of those divisions has about 10 members who make decisions within their given areas, then make recommendations to the full Appropriations Committee.

Being named chair of one of these divisions is considered just as important, if not more so, than being head of some of the other full committees that are considered less influential. Generally, the committees on Taxes, Appropriations, Judiciary, and Education are considered among the most important.

Some committees also have subcommittees which focus on a particular topic and function much like divisions do. The Judiciary Committee, for example, is broken down into three subcommittees: Civil Law; Data Privacy; and Family Law. The Criminal Justice Division of the Judiciary Committee also has a subcommittee on Family Violence.

Committees meet at regular times and locations early in each session. The meetings are normally scheduled to last an hour and 45 minutes. But as the legislative pace becomes more hectic toward the end of session, they may meet more often and for longer times.

### Committee deadlines

Each year, the Legislature also imposes deadlines by which bills must pass through committees in order to be considered further that session. The goal of the deadlines is to winnow the list of topics to be dealt with that year.

The first deadline requires bills to have passed through a policy committee in either the House or Senate; the second deadline sets a date after which bills will not be considered unless they have passed through a policy committee in the other body. In 1990, for example, the first deadline was March 9, and the second one was March 16. Of course, there are exceptions to every rule: these deadlines generally don't apply to tax and appropriations bills. Exceptions are sometimes made in other cases, too.

### Committee administrators/staff

Each committee has legislative staff members, including researchers and analysts from the House Research Department, assigned to it who specialize in that area of public policy (see Appendix B-1). Pages are also assigned to committees to hand out bill amendments, prepare packets of information for legislators, tape the meetings, and do whatever is needed to assist the committee (see Appendix C-9). If you have a question about what happened to a particular bill in a committee, the committee administrator or committee legislative assistant can probably answer it.

#### Committee speak

The method of speaking in committee may also appear a bit strange to people who are exposed to the Legislature for the first time. All questions are asked through the chair, so a typical exchange between two members would go something like this:

Rep. Anderson: "Madam Chair, Rep. Johnson. You're absolutely wrong that an increase in the sales tax would not place a disproportionate burden upon the poor . . . ."

Rep. Johnson: "Madam Chair, Rep. Anderson. You misunderstood what I said . . . . "

This may make the discussions appear somewhat cumbersome, but it helps when listening to tape recordings which are preserved as part of the public record of the committee meetings. That way you always know who is speaking. The tapes are available from the Legislative Reference Library, which is on the sixth floor of the State Office Building in St. Paul.

#### Committee seating

All meetings are open to the public, and seating and committee agendas are available on a first come, first served basis. Some of the committee meetings are packed with people, particularly ones that deal with controversial topics such as abortion or gun control. For less controversial bills, sometimes the only people in attendance are legislators and staff members.

The House committee meetings are held in the State Office Building, which is next door to the Capitol. The Senate committee meetings are held in the Capitol Building.

To testify before a committee, make arrangements with the committee administrator well before the committee meets. He or she will try to get you on the agenda.

### **NEW TERMS**

**recommendation:** the action a committee takes on a bill. Although in common usage a committee is said to pass a bill, technically, it *recommends* a bill to pass.

*Journal of the House*: the official record of the daily proceedings of the House, which is kept by the chief clerk.

*Journal of the Senate*: the official record of the daily proceedings of the Senate, which is kept by the secretary of the Senate.

### SUGGESTED ACTIVITIES

### **Beginning**

In Part 2, students were asked to propose ideas for new laws, and in Part 3, they were asked to formulate arguments — for and against — the proposals. At this stage students could be asked to determine the general topics under which each proposed bill would fall, and therefore which committee at the Legislature should discuss the idea. Appendix C-3 contains a complete list of the 1991 committees in the House. Keep in mind that because bills often touch on many different subjects, they are typically debated in several committees before being sent to the floor for debate. A proposal to require motorcyclists to wear helmets, for example, would probably first be heard in the Transportation Committee. But it could also be referred to the Health and Human Services Committee because of the health issues involved. And such a proposal could possibly be referred to other committees, too.

In a separate exercise, students could also be asked to divide their world into 20 or so committees, just as the Legislature is carved up into various committees. It would be interesting to compare the students' committees with the ones the Legislature has established. What committees, if any, would students like to see the Legislature establish?

#### **Intermediate**

At this point, students should have a bill, or several bills, ready to present to a committee that has been created in the mock legislature. Here, students should be encouraged to add amendments to the bill — whether the chief author wants them or not. The bill that would give 12-year-olds the right to vote, for example, could be amended to give people 16 and over that right. Another amendment could be offered that would give 16-year-olds the right to vote only if they passed a test administered by the state Department of Education. Another amendment could be offered to allow only 16year-old girls that right because studies have shown they mature faster. A committee discussion on the girls-only amendment will surely raise constitutional questions. But keep in mind that the Legislature has passed many laws that were subsequently declared unconstitutional by the courts. Remember that a separate committee, composed of entirely different members, should discuss the same topic in the other mock body. So the original bill could emerge from the different committees in the mock House and Senate in very different forms. And those differences could help illustrate the way in which conference committees operate.

### Advanced

At the bill-tracking level, students should be prepared to spend a lot of energy finding out what happened in committee. Ideally, students should attend at least one committee meeting when the bill they are tracking is discussed. A schedule of the upcoming committee meetings can be obtained from the House Public Information Office and the Senate Information Office. Students will probably be unable to attend all committee meetings where their

bills are being discussed. But there are several sources to find out what happened. First, have students check the newspapers on the day after their bills were to be discussed in committee. Second, scan Session Weekly and Senate Briefly, which are newsletters covering the House and Senate, respectively. Third, if all else fails, call the House Public Information Office (612-296-2146) or Senate Information Office (612-296-0504) to inquire about the status of a bill.

For backtracking bills, students should check with House Index (612-296-6646) and the Senate Information Office (612-296-0504) to obtain a complete history of a bill's progress through the system. Again, it would be easier for students to come to the Capitol to do this research. A log of each committee a bill passes through, and the vote tally on the floor if a roll call vote is taken, are kept on computers that are available for public use. The computer records also list the page number of the **journals** where more information about a particular committee action or vote can be found. The journals are available from some of the larger libraries. The truly ambitious students can also listen to tape recordings of committee hearings. They are stored in the Legislative Reference Library, but keep in mind that listening to the tapes can be very tedious.

[For additional ideas for activities on the beginning, intermediate, and advanced levels, see "Getting Started" (Appendix F-1).]

### **APPENDIX REFERENCES**

- Appendix B-1: "House Research Department," an interview with an HRD director, who describes the function of the office.
- Appendix C-3: "1991 Committee Scopes," a list of all House committees and their divisions and their functions; includes specific concerns for the 1991 Legislative Session.
- Appendix C-9: "Say 'Thanks' to the House Pages," a description of what it's like to be a page.
- Appendix E-3: Commonly Asked Questions #1: "How are committee chairs selected, and how are appointments to committees made?"
- Appendix F-1: "Getting Started," a list of guidelines and project options to implement activities on all three levels.

  Appendices F-2, F-3, and F-4 are samples of projects that teachers have used on both high school and college levels.

"Democracy . . . is a charming form of government, full of variety and disorder, and dispensing a sort of equality to equals and unequals alike."

— Plato, The Republic, 428-348 B.C.

### PART 5

### Floor Action in the Chamber

### BACKGROUND

What better way to witness the variety and disorder of democracy than a visit to the chamber of the Minnesota House? On any given day when the House is in session, you'll find members milling about on the floor, conferring with colleagues, talking on the phone, and sometimes even reading the newspaper. All the while, another colleague may be giving an impassioned speech.

That may surprise some people, but when you understand the reason behind the apparent disorder, the floor process begins to make a little more sense. It all goes back to Woodrow Wilson's observation that we learned about in Part 4, "Congress in session is Congress on public exhibition, whilst Congress in its committeerooms is Congress at work."

So why do floor sessions appear so chaotic and unorganized?

#### First impressions

First, more than half the members usually have heard the major bills in committee before they reach the floor. So most people have already made up their minds on how they will vote — regardless of the speeches pro and con.

Second, oftentimes the only time members see many of their colleagues is on the floor. So they take that opportunity to line up support for other bills that they want to pass. While one bill is being debated, members are busy discussing bills that will be debated later that day or later in the session.

Third, sometimes legislators make speeches and ask questions on the floor to clarify the subtleties of a bill — points the courts can look to should there be a legal challenge of the law. So although some speeches are redundant, they are made to include key points in the official record.

Fourth, some of the speeches have more to do with the next election than with the merits of a bill. Speeches are sometimes designed to attract the attention of the media, with an eye on the November elections. It's usually the majority and minority leaders who are responsible for putting forth their party's views on legislation, and who lead the charge during a spirited public policy debate.

#### **Party caucuses**

Frequently, toward the end of a daily session or sometimes even in the middle, you'll hear the majority and minority leaders announce the time of their respective political party's caucus meetings, which are held in separate rooms. It's during these meetings, which are closed to the public, where both major parties plot their political strategies. Then, back on the floor, those strategies are played out.

Because there are no rules to limit debate on bills, the discussions sometimes go on for hours and can continue well into the night. In recent years, however, the leadership has attempted to minimize the late-night floor sessions.

#### Seating

You've probably heard the terms "left-wing" and "right-wing" before. But what you probably didn't know is that the terms can be traced to early legislative seating arrangements. And those labels still hold true today in the Minnesota House.

When facing forward, DFLers, who are considered more liberal, are generally on the left while Independent-Republicans, who are considered more conservative, are on the right. Because the DFL has had a sizable majority in the House in recent years, some DFLers do sit to the right because there wouldn't be enough room otherwise.

Seating charts that show where each senator and representative sit in their respective chambers are available from the House Public Information Office and Senate Information (see Appendix E-5).

There are also two alcoves in the back of the House chamber where people can sit. One is for the media; the other is equipped with a telephone for use by members. Only accredited members of the media and some House staff people are allowed on the House floor. The Senate is much more strict about who is allowed on the floor, and requires men to wear a suit and tie in the Senate chambers. There is no dress code in the House.

Although members of the public are not allowed on the House or Senate floor when they are in session, they can watch from the galleries of each body (see Appendix C-10).

### The speaker

The speaker of the House is often referred to as the second most influential person in state government. He or she is the person who sits at the front of the House chamber, conducts floor sessions, and makes the final rulings on parliamentary procedure. Sitting just below the speaker is the chief clerk and several assistant clerks. They are responsible for processing the paperwork in the House (see Appendix B-4). In the Senate, the secretary of the Senate and his or her assistants make sure the paperwork is done correctly.

The young people sitting just below the chief clerk and the secretary of the Senate are pages, who in the words of one supervisor, "are there to do almost anything that will help a House member or a staff member get their work done" (see Appendix C-9).

### **General Orders**

In Part 3, we learned some of the more normal paths a bill takes through the floor on its way to becoming law. After being sent to the floor from committee, most bills are placed on General Orders. Here, the full House or Senate, acting as the Committee of the Whole, votes on the bill, and can add amendments if a majority agrees to the idea. The electronic voting panels on either side of both chambers allow you to see how every member voted (see Appendix C-7).

If a bill passes on General Orders, it is then placed on the Calendar, where it will be voted on a second time on the floor on a different day; this is often called final passage. This is the normal procedure for passing bills. But, as we will see, it is by no means the only path a bill can take on the floor.

#### **Consent Calendar**

There are three shortcuts that essentially bypass the placing of bills on General Orders, and eliminate the need to vote on bills a second time. The first shortcut involves non-controversial bills. These bills — ones that legislators would likely agree to — are placed on the Consent Calendar, as we learned in Part 3. Here, a bill is voted on just once on the floor to receive final passage. But a bill can be taken off the Consent Calendar if at least 10 House members or at least three senators vote to remove it. The bill is

then placed on General Orders and debated under the normal procedure.

### **Special Orders**

The second shortcut is known as Special Orders. Basically, this is a method by which bills on General Orders are bumped to the head of the line to be debated, and it's usually used toward the end of session to speed the process along.

Before each floor session late in the legislative year, the rules committees in both the House and Senate meet to decide which bills should be debated that day. The rules committees in each body include the leaders in the respective houses. Essentially, it's the leaders who decide which bills will be considered; the other members lobby to have their proposals taken up.

A bill on Special Orders receives its final passage that day and does not need to be voted on a second time. Bills that do not get placed on Special Orders can stay on General Orders before being brought up. Sometimes, the House or Senate isn't able to debate all the bills on General Orders so the proposal dies for that year.

#### **Rule 1.10**

The third shortcut is simply called Rule 1.10, which refers to House Rule 1.10 that authorizes the maneuver. This allows bills sent from the House committees on Taxes and Appropriations, and the Senate Finance Committee, to be sent to the floor for final action one day after it's passed from committee. Bills called up under Rule 1.10 are voted on just once by the House or Senate and receive final passage at that time. Like Special Orders, this is usually done to speed up the process.

### The midpoint

When a bill receives its final passage in one house, it may seem that the journey has reached the end. But, in fact, it's only half way through the Legislature.

What happens here? The bill is sent to the other body for comparison with its companion bill — provided one exists and it usually does. If the bills are identical, the one that has received final passage in one house is sent to the other body and substituted for the bill pending there. The bill that has been approved by one body is sent to wherever the other bill is pending. If it's pending on the floor, it's sent there; if it's pending in the Environment and Natural Resources Committee, it's sent there.

If companion bills emerge from the House and Senate in identical form, the measure is then sent to the governor for his or her signature. This often happens with non-controversial bills, but rarely, if ever, with large tax and appropriations measures.

But that doesn't mean the body where the bill is now pending must

accept the language from the other house. It can change the bill as it sees fit — just as if the bill originated in that house from the beginning.

### Concurrence and Repassage

But if amendments are made in one body and not in the other, the process becomes even more complicated. Here's how it works:

If one body amends a bill that has been sent to it from the other, it must be sent back to the original body to allow members to consider the amendment. If the other body approves the amendment, the measure is then sent to the governor. This is called **concurrence** and **repassage**, meaning that the other body concurs, or accepts the amendments, and repasses the bill.

#### Conference committees

But if the original body doesn't accept the amendments, a conference committee is named. As we learned in Part 3, conference committees, which are composed of both House and Senate members, are named to work out the differences between the two bills. The conference committee can do whatever it wants to the bill as long as a majority of House members on the committee, and a majority of the Senate members on the committee, agree to the changes. After a conference committee reaches an agreement, the agreement is sent back to the House and Senate once again for each body's approval. No amendments to bills are permitted at this stage.

So even though a bill is said to receive *final passage* shortly before it reaches its midpoint, the measure's journey is hardly final. It still has a long way to go and can easily get sidetracked along the way.

### **Voting requirements**

Most bills can be passed by a majority vote, which is 68 members in the House and 34 members in the Senate. But to pass some bills, a larger majority is needed.

Bills dealing with banking must be passed with a two-thirds majority, as does a measure calling for the expulsion of a member or a vote to override the governor's veto of a bill.

Bills that authorize state borrowing authority, or bonding, to finance state projects, such as university buildings, need to be passed with a vote of three-fifths of the members in each house.

Once a bill is passed by both houses, it is sent to governor for his or her signature.

### **NEW TERMS**

**concurrence:** action in which one body approves or adopts a proposal or action taken by the other house.

**repassage:** a final vote on a bill previously passed in another form to include amendments of the other chamber, a conference committee or amendments.

### SUGGESTED ACTIVITIES

### **Beginning**

Students could do a study of the recently renovated House chamber. They could examine old photos of the chamber, read *Restoration*, a booklet describing the renovation process (see Appendix E-5), and then take a Capitol tour paying particular attention to the details in the "new" House chamber (see Appendix E-4).

#### Intermediate

Remember those amendments that either failed or were approved in committee in Part 4? Those same arguments can be resurrected during a debate of a mock floor session. Just because an amendment, or a bill, failed in committee doesn't mean it can't be brought up again on the floor. There are, however, a few restrictions. The legislator who sponsored an amendment that failed in committee can now lobby his or her colleagues to support the measure on the floor. Perhaps that legislator can promise to support a colleague's bill in exchange for his or her support for the bill in question. Thus, a vote for granting the right to vote to 16-year-old girls could be traded for a bill requiring motorcyclists to wear helmets, for example. Maybe sheer persuasion can lure a colleague to support the bill. Don't count out the factor of the next election, which is always in the background when a legislator casts a vote. How would his or her constituents react to the so-called "hate-crime bill," which increased the penalty for an assault that is committed because of a person's race, religion or sexual preference, among other motives? There are some very strong lobbying groups that "target" legislators who vote against their wishes. These groups often work to defeat such legislators in the next election.

Remember that a bill must emerge from both the Senate and House in identical form for it to be sent to the governor for his or her signature. So a student or students, acting as the Office of the Revisor of Statutes, must compare the two versions to see if they are identical. If not, one body must send its bill to the other to see if that body will concur with the changes that were made. If so, the bill is then sent to the governor. If not, a conference committee is named to work out the differences. The conference committee can do whatever it wants to the bill as long as a majority of House members on the committee, and a majority of the Senate members on the committee, agree to the changes. Once a compromise is reached, it is sent back to each body for approval. At this stage, no amendments are permitted. The bill is then sent to the governor.

(See Appendix F-1 for more information on how to set up a mock legislature.)

### **Advanced**

Ideally, students should attend a floor session when their bill is being debated. The Chief Clerk's Office in the House and the Senate Information Office in the Senate can tell students when a bill is scheduled for debate. But it always pays to check again just before coming to the Capitol. Things change quickly and often at the Capitol. If you are unable to attend, students can check the newspapers and the House and Senate journals to see what happened. The journals list all of the amendments that were offered and whether they were approved. Of course, students will have to monitor developments in both houses, paying close attention to amendments that are approved. If one body or the other refuses to concur with the amendments, students should be prepared to follow the process through conference committee.

For backtracking bills, students should follow the same procedure that was outlined in Part 4. It's important to find out as much information as possible from newspapers, journals, the computer tracking system at the Legislature, and *Session Weekly* and *Senate Briefly*. Once that has been done, it can be helpful to contact the principal players in the debate: the chief authors in the House and Senate, and key lobbyists. But keep in mind that these people are often very busy.

[For additional ideas for activities on the beginning, intermediate, and advanced levels, see "Getting Started" (Appendix F-1).]

### **APPENDIX REFERENCES**

- Appendix B-4: "Chief Clerk's Office," an interview with the Chief Clerk.
- Appendix C-7: "Electronic Voting: A Real Time-Saver," an article comparing today's voting methods with those of yesterday.
- Appendix C-9: "Say 'Thanks' to the House Pages," a description of what it's like to be a House page.
- Appendix C-10: "Come to the Capitol," a how-to guide about where to park and what to do when visiting the Capitol.
- Appendix E-4: Minnesota Historical Society classes, tours; how to make arrangements.
- Appendix E-5: "Publications List," a list of publications that are available upon request. See *Seating Arrangement*. See *Restoration*, a booklet describing the 1989-90 renovation of the House chamber.
- Appendix F-1: "Getting Started," a list of guidelines and project options to implement activities on all three levels.

  Appendices F-2, F-3, and F-4 are samples of projects that teachers have used on both high school and college levels.

"Oh, if I could only be president and Congress too for just ten minutes."

-Theodore Roosevelt, 26th president of the United States, 1901-1909

## PART 6

#### Executive Branch: The Governor's Signature

#### **BACKGROUND**

Theodore Roosevelt's quip about the tension between the executive and legislative branches of government speaks volumes about the sometimes adversarial relationship between the two, whether it's the president and Congress or the governor and the Legislature.

The Legislature is certainly not obligated to do everything the governor requests — and it usually doesn't. But the Governor's Office will lobby the Legislature for coveted items that are included in its proposed budget to the Legislature.

If the Legislature rebuffs the governor too many times, there is always the threat of a **veto**. That gives the governor a lot of leverage to get what is wanted.

Once a bill has passed both the House and Senate in identical form, it's ready to be sent to the governor for his or her consideration. But first, the governor's staff begins analyzing the bill to see how it would affect various departments and agencies and the state as a whole. The staff then makes a recommendation to the governor.

#### Governor's options

The governor's options when considering whether to sign a bill are

- sign the bill and it will become law;
- veto the bill, which kills the measure unless two-thirds of the members in each house vote to override the veto;
- line-item veto certain sections of an appropriations bill, which allows the governor to eliminate portions of a bill that he or she doesn't approve of; or
- do nothing. This, strangely enough, has the opposite effect on bills depending upon when it occurs (see Appendix C-7).

When the Legislature is in session, a bill will become law without the governor's signature if he or she doesn't act on it within three days of receiving it.

But a bill won't become law if the governor doesn't act on it in some cases. The governor has 14 days following adjournment to act on a bill that was passed during the last three days before final adjournment in even-numbered years, or the second year of a biennium. This is often called a **pocket veto** (see Appendix E-1).

If it sounds confusing, that's because it is. But after each session the House Public Information Office and the Senate Publications Office publish the Session Review, which is a comprehensive listing of all bills that were signed into law after each session (see Appendix E-5).

#### Governor's legislative agenda

Although the focus of this brief description of the executive branch is on whether the governor will or won't sign a bill, the governor is involved in the process much earlier.

He or she invariably has an agenda for the Legislature to consider, which is outlined in the governor's state-of-the-state address. That provides an overview of the financial and social conditions of the state, and is usually delivered toward the beginning of a legislative session.

To shepherd legislation through the Legislature, the governor must find bill sponsors in either the House or Senate, or both — just as special interest groups and lobbyists do.

The governor recently proposed a multi-faceted drug program, for example, and found an author to sponsor the legislation. But when the proposal finally emerged from the Legislature, it had changed significantly from the governor's original blueprint.

The governor also submits a proposed budget to the Legislature every two years that outlines the spending proposals of his administration. For example, the governor may propose that a new engineering building be built on the Winona State University campus

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and include a request in his voluminous proposed budget, which is typically hundreds of pages long.

The governor's office, and the many departments and agencies under its jurisdiction, does have a lot of impact on proposed legislation. But the office has many other responsibilities as well. Namely, it runs state government and carries out many of the laws passed by the Legislature.

### Executive branch structure

The executive branch includes six offices that are required by the Minnesota Constitution, including the governor's office. The other five are:

*lieutenant governor* — serves as the governor's representative and assumes the responsibilities of governor in the governor's absence or if a vacancy occurs;

secretary of state — administers elections as the chief election official; certifies official documents such as governor's executive orders or laws the Legislature passes (see Appendix C-5); and regulates Minnesota businesses and acts as custodian of official records;

auditor — monitors financial affairs of the state; collects, checks, and standardizes financial information from local units of government; and investigates audit reports;

*treasurer* — administers state funds and acts as the state paymaster; and

attorney general — provides legal services to state government; represents the state in court cases; enforces laws concerning charitable corporations, and protects public rights.

## **Executive departments** and agencies

In addition to the six offices that are mandated by the state Constitution, in 1990 there were about 20 executive departments, such as the Department of Human Services and the Department of Corrections. It's these departments, operating under the direction of the governor and the Legislature, that operate the bulk of state government. The commissioners of these departments are appointed by the governor, subject to approval by the state Senate.

There are also numerous state agencies, such as the Minnesota Pollution Control Agency, which function in basically the same way departments do. Agencies also include many government appointees.

In addition, the executive branch includes semi-state agencies, which are not under direct appointive control of the governor. The Minnesota Humane Society is an example of a semi-state agency.

#### **Special sessions**

The governor also has the power to call a special session of the Legislature. A special session is convened for extraordinary reasons such as passing a budget if lawmakers cannot do so during regular session, or rewriting a tax bill that the governor had rejected.

But special sessions aren't as special as they once were. There have been 34 special sessions since Minnesota became a state; 10 of them were held between 1980 and 1990.

#### **NEW TERMS**

**veto:** the constitutional power of the governor to refuse to sign a bill, thus preventing it from becoming law unless it is passed again (with a two-thirds majority) by both houses of the Legislature.

**veto, line item:** the power or action of the governor, rejecting a portion or portions of an appropriations bill, while approving the rest.

**veto, pocket:** the rejection of a bill by the governor after the Legislature has adjourned, preventing its reconsideration by the Legislature.

## SUGGESTED ACTIVITIES

#### **Beginning**

How many Minnesota governors have there been and who are they? Students could be encouraged to research the life of one governor and write a report on him. There are several sources from which to draw information, including Theodore Blegen's *Minnesota History* and William Folwell's *A History of Minnesota*. The Legislative Reference Library, which is located on the sixth floor of the State Office Building in St. Paul, also has biographical information about each of the governors.

#### Intermediate

The student who was elected governor in Part 1 now has an opportunity to exercise his or her discretion. The governor can sign the bills that have passed the mock legislature, or veto them. If the measure is vetoed, the governor must provide the legislature with a written explanation of the rejection. Of course, the mock legislature has the opportunity to override the veto if two-thirds of the members in each body vote to do so. Also keep in mind that the governor can play an active role in the earlier stages of a bill's development to ensure it's more to his or her liking.

#### Advanced

For bill-tracking purposes, the most important thing to know at this stage is whether the governor signed the bill in question. The House Public Information Office can answer this question. The governor's staff usually compiles a report on what the impact of a bill would be.

## **APPENDIX REFERENCES**

- Appendix C-5: "Bill-Signing Process Not All That Simple," an article explaining the secretary of state's role in the law process.
- Appendix C-7: "What are the Governor's Options?" a short article on bill signing.
- Appendix E-1: "Legislature at a Glance," a concise explanation of the law process that could be used for lecture notes or tracking bills.
- Appendix E-5: "Publications List," a list of publications that are available upon request.

"There is hardly a political question in the United States which does not sooner or later turn into a judicial one."

— Alexis de Tocqueville, French statesman and author, 1805-1859

## PART 7

#### Judicial Branch: Interpreting the Law

#### **BACKGROUND**

Imagine driving down a winding road with a map that has a fairly clear picture of the state. Then imagine seven people — all wearing black robes — in the back seat who collectively have the power to decide that one road, or several, are no longer safe to travel.

The driver in this analogy, of course, is the Minnesota Legislature — the chief architect of the varied legal avenues that have been charted in Minnesota. And the people in the robes comprise the Minnesota Supreme Court, which can determine whether the laws are safe — from a constitutional standpoint — to travel. When passing laws, legislators are continually looking over their shoulders at the courts and wondering how Minnesota Supreme Court justices would view a law. These seven people ultimately determine whether a law passed by the Legislature violates the Minnesota Constitution.

The car-backseat driver analogy would probably be lost on Alexis de Tocqueville, who wrote in the 19th century. But his poignant observation still has merit today. During debates at the Legislature, hardly a day passes, it seems, when one lawmaker or another doesn't question the constitutionality of a proposed law.

In 1986, for example, several representatives wondered whether a controversial "fetal death" bill would hold up in court. And in 1987, there was discussion about whether a bill requiring the Amish to display the orange, slow-moving vehicle triangle would violate the Amish right to freely practice their religion. Here's a brief discussion of those two laws passed by the Legislature and the court's subsequent interpretation of them.

#### Fetal death law

Following a Ramsey County case in which an 8-1/2-month-old fetus was killed in an auto accident, the Legislature passed a law that established several crimes of murder when a fetus is killed. Because there was no such statute at the time of the accident, the judge in the case dismissed the charge of killing the fetus.

The concern at the Legislature was that the Minnesota fetal death law, which is said to be the most stringent in the nation, protected all fetuses — not just ones that are "viable" (sometimes defined as more than 20 weeks old).

Just two years after the bill was approved and signed into law, the fetal death law was challenged in court by a man who was accused of killing a woman and her four-week-old embryo. Sean Patrick Merrill of Rochester argued that he was denied equal protection under the law because he was accused of killing a fetus that wasn't viable. Merrill said that women who seek abortions essentially do the same thing and aren't charged with a crime, so he shouldn't be charged either. The Minnesota Constitution states that everyone should be treated equally by the law.

But after several court battles, the Minnesota Supreme Court upheld the fetal-death law, ruling that the two situations are not similar because the person who assaults a pregnant woman kills the fetus without the woman's consent.

After the U.S. Supreme Court refused to hear the case, Merrill admitted killing the woman and her embryo and pleaded guilty to two counts of second-degree murder.

So, in this case, the Minnesota Supreme Court upheld a law that was approved by the Legislature.

#### Minnesota Amish

The Minnesota Supreme Court, however, doesn't always rule in favor of a law the Legislature approves. Take a bill approved by the Legislature that was tailored for the Amish living in southeastern Minnesota.

The law permitted the Amish, some of whom object on religious grounds to the orange, slow-moving vehicle emblem, to affix a dull, black triangle to the back of their horse-drawn buggies during the day. But the law specified that the orange triangle had to be displayed at night and during inclement weather.

Some of the Amish refused to abide by the law, arguing that it infringes on their constitutional right to freedom of religious expression. Some of the plain-living Amish, who shun the use of bright colors, maintained that the orange triangle was a "worldly symbol." The Amish place a high priority on remaining separate and distinct from the rest of society.

In a unanimous opinion, the Minnesota Supreme Court upheld the Amish position, and ruled that they cannot be forced to follow the sign law.

The court said that although the state has a compelling public safety interest which the sign law serves, a less restrictive alternative (silver reflective tape and red lanterns) is available. The law as it applies to the Amish is invalid, the court ruled.

So, in this case, the Minnesota Supreme Court struck down a law that was approved by the Legislature, and the law was subsequently removed from the statute books.

Although the judiciary and the legislature are two separate branches of government, it's easy to see how intertwined they can become.

#### **Court structure**

The courts in Minnesota are broken down into three basic levels: district court, the Minnesota Court of Appeals, and the Minnesota Supreme Court, the highest state court in Minnesota. A case typically originates on the district court level and can be appealed to successively higher levels all the way to the U.S. Supreme Court provided the higher courts agree to hear the case, which they don't always do. The Minnesota Supreme Court, for example, hears only about 5 percent of the requested appeals arising from decisions of the Minnesota Court of Appeals. The Court of Appeals is required to consider all **appeals** from the district court level.

#### **District court**

There are 241 district court judges working across Minnesota, which is divided into 10 judicial districts. District court judges hear a variety of different types of cases, ranging from felony criminal cases to divorce hearings, and from disputes between landlord and tenant to lawsuits between people involved in car accidents.

District court judges are elected to six-year terms, but they are usually first appointed to the position by the governor when a judicial vacancy occurs. Decisions from district court can be appealed to the Minnesota Court of Appeals. However, when a person is convicted of first-degree murder in a district court, the decision is automatically appealed to the Minnesota Supreme Court.

#### Minnesota Court of Appeals

This court was created in 1983 to relieve the burden on the Minnesota Supreme Court. The Court of Appeals is broken down into rotating, three-judge panels that travel throughout Minnesota to hear appeals from the state's district courts. The Court of Appeals meets regularly in the following cities: Anoka, Bemidji, Duluth, Hibbing, Litchfield, Minneapolis, Moorhead, New Ulm, Owatonna, Rochester, St. Paul, and Shakopee. Court of Appeals judges are also elected to six-year terms, but the governor generally appoints them whenever a vacancy occurs. The governor also appoints the chief judge of the appeals panel. The court currently has 16 members.

#### Minnesota Supreme Court

The seven-member court hears appeals from the Minnesota Court of Appeals, but it also hears many other cases directly. All first-degree murder convictions are automatically reviewed by the Minnesota Supreme Court, as are decisions from the Workers' Compensation Court of Appeals and Tax Court. These two courts are really part of the executive branch and specialize in particular areas of the law. In addition, disputes arising from legislative elections are heard directly by the Minnesota Supreme Court.

The state Supreme Court also makes rules for all of the state's courts and decides when attorneys should be disciplined. Members of the Supreme Court are referred to as **justices** rather than **judges**. They, too, are elected to six-year terms, although the governor has the authority to fill a vacancy whenever it occurs. The governor also appoints the chief justice.

#### Federal court system

The federal court system operates separately from the Minnesota court system and normally doesn't concern itself with Minnesota laws. Instead, it hears cases where there is an alleged violation of federal law, where there is a question about the U.S. Constitution, or where there is a lawsuit between citizens of two states that involves more than \$50,000.

In Minnesota, the federal district court holds hearings in Minneapolis, St. Paul, and Duluth. Decisions can be appealed to the Eighth Circuit Court of Appeals, which, in turn, can be appealed to the U.S. Supreme Court.

So the U.S. Supreme Court can hear appeals from several sources: any of the 11 federal circuit court of appeals and any of the state supreme courts, such as the Minnesota Supreme Court.

#### **NEW TERMS**

**appeal:** a resort to a higher court from a lower one.

**justice:** a title given to judges, usually to those who serve on the U.S. or state supreme courts.

judge: a person who presides over a court.

## SUGGESTED ACTIVITIES

#### **Beginning**

Choose a controversial law passed by the Minnesota Legislature and discuss its ramifications. Should some people who throw parties in their homes where alcohol is served be held liable for damages in certain cases? The Legislature, in 1990, left the door open a crack for these types of lawsuits to be brought. For more information on this law and others passed in 1990, see Appendix E-6. This could provide some ideas to generate class discussions.

#### Intermediate

As part of the mock legislature, a student could pose as a district court judge, or a group of students could preside as the Minnesota Supreme Court. The student or students could then decide whether a law was constitutional. Although the state Supreme Court is the court of last resort for interpreting laws under the Minnesota Constitution, it's probably easier for students to use the U.S. Constitution as their guide. The U.S. Constitution is probably more familiar to students and is often included in a section of an ordinary dictionary. If the question of constitutionality is too difficult to decide, the debate could be limited to whether the law is simply good or bad.

#### Advanced

Select a controversial law that has been passed by the Legislature which has subsequently been challenged in court such as the laws addressing fetal death and the Amish. Then, obtain the court's decision on the law, whether it's from a district court, the Minnesota Court of Appeals, or the Minnesota Supreme Court. This information could be used for the final chapter in the backtracking-a-bill exercise. Daily newspapers are a good source for these types of court cases. As was mentioned before, Minnesota laws and laws from other states are often challenged on constitutional grounds.

## **APPENDIX REFERENCES**

Appendix E-6: "New Laws Effective August 1," an eight-page news release from the House Public Information Office that outlines many of the new laws that became effective Aug. 1, 1990.

## APPENDIX A

Term Definitions

## **Term Definitions**

**amend:** the action a legislator takes to change or propose a change in a bill, motion, report, or even another amendment by adding, omitting, or altering language.

**appeal:** a resort to a higher court from a lower court.

bicameral: a legislature containing two houses.

**biennium:** the two-year period by which the state budget is set and under which the legislative session operates. Money is appropriated for a two-year budget cycle during the odd-numbered years.

**bill:** a proposal calling for a new law, a change in current law, the repeal of current law, or a constitutional amendment. It consists of a title, enacting clause, and body (text), which is examined and approved by the revisor of statutes.

**bill, House advisory:** a proposal for the initiation, termination, alteration, or study of a law or program which may be drawn up informally in everyday terms. Advisories are used only in the House.

**bill, resolution:** a proposal, introduced as a House or Senate file, that urges another governmental body, to take or refrain from a certain action. A resolution can also simply express the opinion, sentiments, or intent of a body, or both, if the resolution is a joint one.

**Calendar:** a list of bills that have passed General Orders and are awaiting their third reading, or final passage, in either the House or the Senate.

**caucus:** 1) a group of House members or senators who affiliate with the same political party or faction such as the "DFL Caucus," the "IR Caucus," the "Majority" or the "Minority Caucus"; 2) a meeting of such a group.

**chief author:** the main author, or sponsor, of a bill.

**Committee of the Whole:** all members of a legislative body acting as a committee to debate and/or amend bills on General Orders.

**companion bills:** identical bills introduced in the House and Senate.

**concurrence:** action in which one body approves or adopts a proposal or action taken by the other house.

**conference committee:** a group of six or 10 members, with equal numbers from the House and Senate, who are appointed to reach a compromise between the House and Senate versions of a bill.

**Consent Calendar:** a list of non-controversial bills that are waiting for their second reading. These bills bypass the Committee of the Whole and can receive final passage in one day.

**enacting clause:** the constitutionally required portion of a bill which formally expresses the intent that it become law: "Be it enacted by the Legislature of the state of Minnesota . . ."

**engrossment:** the current text of a bill or resolution which includes or incorporates all adopted amendments to the title and/or text.

**enrollment:** a bill that has been passed by both houses and has been put in final form to be presented to the governor for his signature.

**final passage:** the vote taken on a bill after its third reading, requiring a majority of all elected members of a legislative body for approval.

**first reading:** the reporting of a bill to the body at the time of its introduction and referral to committee.

**floor:** after a bill passes through the committee process, it is sent to the "floor" in either the House or Senate, meaning it is placed on any of the various bill lists while awaiting debate by all members.

**General Orders:** a list of bills that have had second readings and may be debated and/or amended by the body acting as the Committee of the Whole.

House advisory: (see bill, House advisory)

**House file:** the number assigned to a bill before it is introduced. It is listed at the top of the bill. HF2379, for example.

**introduced** (n., introduction): the formal presentation of a bill to a body of the Legislature. The bill gets its first reading at this time and is then referred to a committee.

**journals:** refers to either the *Journal of the Senate* or the *Journal of the House*, which are the official records of the respective bodies.

**justice:** a title given to judges, usually those who serve on the U.S. or state supreme courts.

judge: a person who presides over a court.

**legislative intent:** what the Legislature really meant when it approved a specific law.

**legislative session:** the term session is used loosely and has many different meanings — l) the two-year period during which the Legislature meets; 2) **regular** session refers to the annual meetings of the Legislature; 3) **daily** sessions refer to the times when the House and Senate meet in their respective chambers.

line item veto: (see veto, line item)

**lobbyist:** a person acting individually or for an interest group who tries to influence legislation.

majority: the party, either DFL or IR, that has the most members elected in either the House or the Senate.

minority: the party, either DFL or IR, that has the fewest members elected in either the House or Senate.

**new language:** the language in a bill that is added, or proposed to be added, to existing state law. New language in bills is always underlined.

**omnibus:** a term used to describe large bills, such as tax, education, and appropriations bills, that contain many different proposals.

**page:** a person employed by the House or Senate to run errands, to assist committees, and to perform a variety of other legislative tasks.

pocket veto: (see veto, pocket)

**recommendation:** the action a committee takes on a bill. Although in common usage a committee is said to pass a bill, technically, it *recommends* a bill to pass.

**repassage:** a final vote on a bill previously passed in another form to include amendments of the other chamber, a conference committee or amendments.

**repeal:** to eliminate a law, or section of a law, by an act of the Legislature.

resolution: (see bill, resolution)

**Rule 1.10:** the House rule that allows the chairs of the House Taxes or Appropriations committees to call up for immediate consideration any bill which has gone through their committee and has had its second reading.

**second reading:** reporting of a bill to the body, following the adoption of the committee report, that places it on General Orders or the Consent Calendar.

**Senate file:** the number assigned to a bill before it is introduced. It is listed at the top of the bill. SF1354, for example.

session: 1) the biennial period during which the Legislature meets; 2) regular session, the annual meeting of the Legislature between the first Tuesday after the first Monday in January and the first Monday after the third Saturday in May; 3) special or extra session, a meeting of the Legislature after the end of 120 legislative days in the biennium or after the date set by law for adjournment; 4) daily session, a meeting of the House or Senate in its chamber. (Note: The House and Senate meet only two days a week during the early part of the session; every day after the session's midpoint.)

**sine die:** when the Legislature adjourns "without a date certain" in the even-numbered years, the second year of the biennium.

**Special Orders:** a list of bills designated for priority consideration by the Rules and Legislative Administration Committee, that may be debated and/or amended, immediately given a third reading, and considered for final passage.

**sponsor:** a chief author or co-author of a bill.

**stricken language:** language that is proposed to be eliminated from existing state law. Stricken language in bills is always crossed out.

**third reading:** the final reporting of a bill to the body before its final passage. No amendments, except amendments to the title, may be offered after the third reading unless unanimous consent is granted.

unicameral: a single body legislature.

**veto:** the constitutional power of the governor to refuse to sign a bill, thus preventing it from becoming law unless it is passed again (with a two-thirds majority) by both houses of the Legislature.

**veto, line item:** the power or action of the governor, rejecting a portion or portions of an appropriations bill, while approving the rest.

**veto, pocket:** rejection of a bill by the governor after the Legislature has adjourned sine die, preventing its reconsideration by the Legislature.

**yield:** to surrender the floor temporarily to another member for the purpose of hearing a question or inquiry. "Madam Speaker, will Rep. Brown yield to a question?"

## APPENDIX B

## Support Services

B-1	House Research Department
B-2	Legislative Reference Library
B-3	Revisor of Statutes' Office
<b>B-4</b>	Chief Clerk's Office
B-5	Sergeant at Arms Office
B-6	House Public Information Office

# Legislative Reference Library

## Legislative library works to answer questions

There is no traditional card catalogue but every piece of information is meticulously filed. The room appears to hold as many study tables as shelves and there is an endless wealth of information available.

This is the Legislative Reference Library (LRL), the department where a broad range of information is found and obscure questions are answered.

Legislators preparing bills use the library to gather statistics and background information, says Jan LeSuer, one of four reference librarians. They also read how other states deal with issues, the local response to proposed bills, and the fate of past proposals.

The clipping files, a collection unique to the LRL, are frequently used as a resource, LeSuer says. The files, started in 1969, contain articles clipped from almost every Minnesota newspaper. They are arranged topically from crime and disabled housing to public lands and U.S. presidents.

"Legislators are very interested in how issues are covered in the press. The files provide great background information and give a sense of how an issue is growing," he says.

The majority of library users belong to the Legislature or a state government agency.

"Our first duty is to legislators and their staff. If the public or a state agency or even the governor comes in, great. But they may have to work independently," LeSuer says.

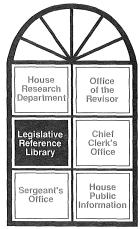
The priority given to legislators and their needs is why the library emphasizes research materials, according to Director Marilyn Cathcart.

"We do just about anything to get information for a legislator or legislator's staff—call other states and national associations and connect into various computer data bases. We're like detectives," Cathcart says.

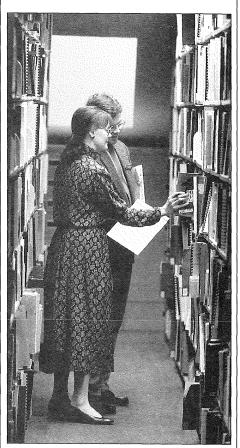
#### Computer network

Originally located in a small room in the Capitol, the department has grown as the needs of patrons have grown.

Because legislators want up-to-date



information from all levels of government, the LRL uses extensive on-line database systems. In 1983, the library's records became a part of the State University System's on-line catalog, PALS. The computer search service gives quick and easy access to the library's collection of books, government publications, and reports.



Marilyn Cathcart and Dan Gjelten inspect part of the Legislative Reference Library's collection. Cathcart is the director; Gjelten, the assistant director

NEXIS, an electronic news service, includes information from major newspapers, magazines and wire services, and SISP (State Information Systems Project) indexes information collected by Minnesota state agencies.

Another valuable service is DIALOG, a vendor of several hundred data bases which LRL uses to fetch a wide range of information.

"DIALOG bursts our ability to get information beyond our walls," Cathcart says. With it and other data bases, LRL staff are able to answer almost any question.

#### The information connection

When a person needed information on Eurasian water milfoil, for example, Cathcart reached for the computer. The search yielded valuable background articles about the algae that has contaminated Minnesota lakes.

Other questions are more straightforward. Cathcart says some people call and ask for the governor's address or a quotation from former Senator and Vice President Hubert H. Humphrey. The LRL staff receives an average of 80 questions every day, she says.

"During session, most of our questions come from legislators. After session, we get questions from the public wanting to know what the Legislature did," Cathcart says.

Instead of waiting for questions to come up, the staff gathers information they know is of interest to legislators.

Cathcart emphasized that the library is non-partisan, and keeps requests for information confidential.

"Most library users are concerned about confidentiality because they have a political agenda, but we don't reveal—and never will—what we're doing for someone or who we're doing it for," she says.

While the LRL can't do as much research for state agencies or the public as it does for legislators, the staff helps them find the information they need and will refer them to information sources.

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## House Research Department

Editor's note: This is the first in a series of stories highlighting some of the departments that work behind-the-scenes in the legislative process. Watch for "A Window on the House."

#### Information is key to good legislation

Many involved in the legislative process feel that laws that work well are backed up by good research. The House Research Department, in many cases, is a key provider of information for legislators.

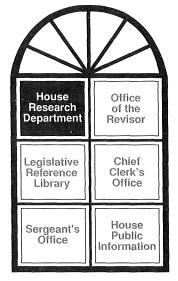
"There's always a glut of information that members have to deal with and then evaluate to determine what's useful," says House Research Director Carole Pagones. "We help with that."

House Research's major contributions are committee work, bill drafting, and producing publications that provide three types of information: descriptive (information briefs, reference books), analytical (policy and legal analyses), and quantitative (research studies and computer simulations.)

#### Complexity increases with time

Before the department was created in 1968, life was a lot less complicated for members, Pagones says. The legislators could answer questions more easily because state government was less complex. Legislators also relied more on lobbyists for their information.

Now every bill passed into law complicates matters for legislators. Information sources are more extensive and complex as a result, Pagones says. Instead of each member doing his or her own research, the department gathers information and conducts research projects for the entire House.



Committee needs and individual requests dominate the department's time during session.

In addition to drafting bills, writing bill summaries and amendments are major department activities. Last year almost 4,000 summaries and amendments were produced. Other session work includes conference committee reports, riders (a clause added to an appropriations bill under consideration), and resolutions.

In addition to responding to questions, House Research, which is nonpartisan, initiates studies and reports on legislative topics and issues.

"We try to chip out time to be pro-active and not just a reactive office," Pagones says.

Long-term projects are also conducted on behalf of committees and representatives. Research reports are the result of substantial analytical research that may require months to complete and often involve several analysts and the design and use of special computer programs.

Current studies include one on open enrollment in the schools and another on identifying issues in designing a local government aid program. Some studies, such as one on the stability of Minnesota's sales tax, are initiated by the legislative analysts. After some preliminary research, the project idea is presented to legislators for reactions to its usefulness.

Information models created by analysts provide members with a quick, flexible way to see the effects of legislation. An income tax model completed last year shows how a change in tax rates or the number of deductions affect the income tax. The Department of Finance uses this model to prepare state revenue

#### Staff workload increases every year

The workload increases yearly, Pagones says, adding that an analyst may do as many as 130 bill summaries during a session. Summaries run from one to 100 pages.

"Our best resources go home at night," Pagones says. "These people are the most talented, gifted, committed people I've ever had the privilege to work with." Pagones has worked in five state governments during the past twenty years.

"The better information you have, the better decisions you can make," Pagones says.



Capitol visitor John Phillips reads a House Research report.

#### Legislative Reference Library

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#### Collections benefit public

The LRL encourages the public to use its unique collections, Cathcart says. These include special topical files, minutes of state boards, commissions and agencies, legislative tapes, and the largest, most complete collection of state documents in Minnesota.

In addition to the special collections, a broad range of current and historical information can be found on the library shelves.

Statistical abstracts, association lists, minutes from meetings of state associations, and over 700 periodicals and newspapers from around the country are filed in the LRL.

And new information is regularly added to the personality files, which contain clippings on prominent people from throughout the state.

The LRL, which is under the jurisdiction of the Legislative Coordinating Commission, was created by the Legislature in 1969. It's required to keep copies of consultants' reports, all reports and publications from state agencies, and to distribute a monthly list of state documents.

Library staff members pride themselves on being able to obtain accurate information quickly, helping to fulfill their belief that access to good information is an essential factor in the legislative process, says Cathcart.

#### Legislative Reference Library collection:

- about 26,000 books, pamphlets, and documents;
- 500 active magazine subscriptions;
- specialized clipping files filed by subject, district, state agency, or person's name;
- House and Senate Journals from 1909:
- Minnesota Statutes from 1941;
- Minnesota Session Laws from 1871:
- Depository collection of Minnesota state documents;
- Minnesota Legislative Manuals from 1871;
- Governors' proposed budgets;
- State agency and commission files;
- Minutes of state boards, commissions, and agencies;
- Interest group ratings of legislators;
- the monthly *LRL Checklist* of Minnesota documents; and
- the bi-monthly *LRL Resources* listing of new acquisitions.

## Revisor of Statutes

### Revisor corps in the trenches for lawmakers

One of the oldest Minnesota state legislative staff offices also has one of the lowest public profiles. The Office of the Revisor of Statutes, created in 1939, is a vital behind-the-scenes link in the legislative process.

The nonpartisan office translates legislative bill proposals into proper legal form so they can be introduced into the House of Representatives and/or the Senate. It also publishes state laws and administrative rules, and provides computer services to many departments involved in the legislative process.

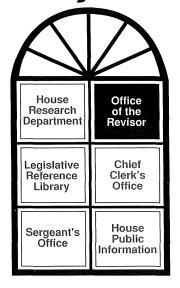
Most of the session is spent working with legislators. The first step in the process is for a bill drafter to discuss a proposed bill with a legislator, and then write a draft.

"We try to deliver what legislators want, when they want it," says Steve Cross, the revisor since 1978. The more lead-time drafters have, the better job they can do, he says.

As the bill moves through committees, other drafts are sometimes substituted for the original and amendments are written and added. Whenever the bill is changed, the office produces an engrossment which combines the bill and its amendments.

After a bill passes both the House and the Senate, the revisor's office checks the House and Senate files to ensure the passed bills are identical. The bill is then printed on special paper and sent to the governor to be signed or vetoed. If a bill passed by both houses of the Legislature differs from the one signed by the governor, the measure would be declared invalid.

While only a fraction of the bills proposed each year cross the governor's desk, all involve the revisor's office. During the 1989 session, over 3,400 bills were introduced in the House and the Senate. The governor signed 353 into law.



#### **Publishing is interim priority**

The focus during the interim (the time between sessions) is publishing. Three major publications come out of the revisor's office: Laws of Minnesota, Minnesota Statutes, and Minnesota Rules.

Laws of Minnesota records the bills and resolutions adopted during a particular session. Published each year, it provides a historical record of the Legislature. It's a good place to look up new laws, but an inefficient way to find all the law on a particular topic, Cross says.

Minnesota Statutes, a 10-volume set that lists all Minnesota laws, is more con-venient, he says. It's published every two years, with the *Minnesota Statutes Supple-ment* published in the intervening years.

Also published is *Minnesota Rules*, a compilation of Minnesota's administrative rules. All of the publications are indexed, which is a major undertaking. The office is now double-indexing the *Minnesota Statutes*.

#### Present builds on past

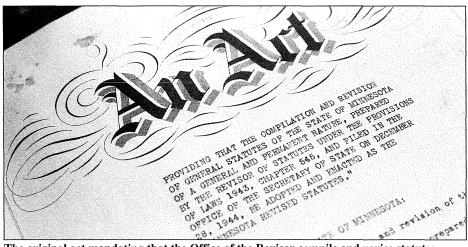
Other responsibilities of the office include examining other states' laws; giving a yearly report on court decisions that criticized, or declared invalid, Minnesota laws; and giving advice on statutes upon request.

The department has 60 staff members during session, including 13 attorneys and 18 bill-drafting and editorial assistants. But the total staff is cut to 48 during the interim.

When the department was created, it was placed under the jurisdiction of the Minnesota Supreme Court. Its job was to compile the state laws passed each year.

In 1947, it was given the task of drafting bills. But it was not until 1973 that the office was moved from the judicial branch to the Legislature.

The office computerized in 1970, making it the first in the Legislature to do so. The office's computer staff recently completed work on the electronic mail and scheduling system, which is known as the MLIS, or Minnesota Legislative Information System.



The original act mandating that the Office of the Revisor compile and revise statutes of Minnesota.

Chief Clerk's Office

When people apply to work for the Chief Clerk's Office, Edward Burdick says he first asks if they have "any outside activities that would prevent them from working 25 hours a day during session."

All joking aside, Chief Clerk Burdick says the staff often works 75 or more hours a week during session, including weekends. They spend the time processing the enormous paperwork that flows through the House, including the bills, reports, amendments, motions, and resolutions that legislators act on.

And because Minnesota is one of the few states that use the *Journal of the House* as legal evidence to determine the validity of a law, the office has to be particularly careful with its editing, says Burdick,

Last year, for example, the Chief Clerk's Office published the largest *Journal* in state history, which was more than 10,000 pages long.

Each day's journal is carefully audited, indexed, corrected, and proofed so that every bill the state passes will stand up in court, says Burdick.

The chief clerk is in charge of processing all the bills, amendments, resolutions, and motions, and he also reads them to members during each floor session. The chief clerk and his assistants also teach classes on parliamentary procedure to new representatives and staff, so members know exactly what they're doing on the floor of the House. The Chief Clerk's Office staffs about 25 full-time people, adding three more during session.

At the House desk in the front of the chamber, the *Journal* editor records House action for the *Journal*, including bill introductions, committee reports, and roll call votes.

In addition to the *Journal*, the House Desk publishes the daily agendas to let members and the public know what will happen on the floor each day.

The agendas list bills under four general headings: General Orders (bills awaiting preliminary House action);



Calendar (bills awaiting final House action); Consent Calendar (noncontroversial bills which usually pass without debate); and Special Orders (bills the House can consider, amend, and pass in one day).

The Index Department indexes bills by number, author, topic, and section of law being amended. The department is computerized which allows easy access for members, staff, and the public when trying to find the status of a bill.

"It's amazing how many bill inquiries the department gets during a session," says Burdick.

In Minnesota, every time a bill is successfully amended, it is rewritten and reprinted, notes Burdick. Thus, members and the public can always get a current version of a bill.

"This is not true in every state," says

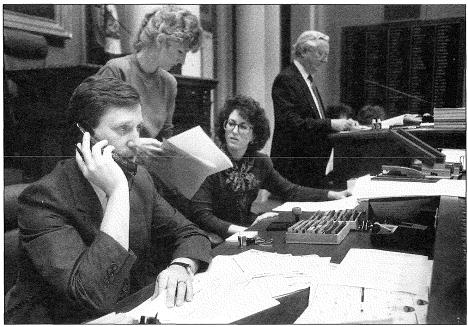
Burdick. "Pressure is being put on legislatures to become more accountable, and I think Minnesota is a leader in this field."

Tight deadlines are a fact of life in the Chief Clerk's Office. "When the speaker raps the gavel and the House is going to meet at 2 p.m., we have to be ready at 2 p.m.," says Burdick. When the gavel comes down signaling adjournment, the staff hurriedly prepares all the paperwork for the printer so it can be copied and delivered back to the House by the following morning.

"For example, we'll print a 400-page *Journal* overnight, which is unheard of in a lot of other areas," says Burdick. "That's what we do and we have to do it."

Burdick says if a day's *Journal* is small, staffers are "lucky to go home by 8 p.m.; if it's large, which it frequently is, we're here until midnight or later."

The Chief Clerk's Office, established when Minnesota became a state in 1858, is the oldest legislative office in Minnesota. Burdick began working in the House in 1941 as a page. He started work at the House Desk in 1947 and became an assistant to the chief clerk in 1953. House members have elected him chief clerk every session since 1967.



The front desk in the House chamber is the heart of the Chief Clerk's Office.

## Sergeant at Arms Office

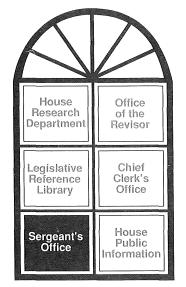
## Got a question? Talk to the sergeant

Andy Remke, chief sergeant at arms for the Minnesota House of Representatives, describes his job as similar to that of an "ombudsman . . . someone House members [or the public] can ask any question of or make a complaint to."

Remke heads up the Sergeant at Arms Office, which staffs four assistant sergeants at arms, a postmaster and assistant postmaster, and about 40 full-time pages.

"The sergeant at arms is someone who is visible to all the House members and generally the person they'll get a hold of if they've got a problem," says Remke. "We're usually able to help them; if not, we can at least steer them in the right direction [for help]."

Whether it's quieting a heckler at a committee meeting, passing out parking spots, coordinating House members' transportation needs, or hiring and training 40 new pages every session, the sergeant at arms gets the call.



"Every day is a little bit different," Remke says.

The sergeant at arms also acts as a security liaison between the House and Capitol Security. "In the case of an audience member shouting obscenities to committee members, I would first explain the policy to the person, and then if there's still a problem, bring in Capitol Security," he says.

Other duties of the sergeant at arms

include: supervising any ceremonial functions of the state Legislature, controlling access to and maintaining decorum on the House floor, galleries, and committee rooms; overseeing the College Intern and High School Page programs; advising House leadership on the use of House building space; and keeping all the House keys.

Toward the end of a legislative session, the sergeants at arms will often spend their time locating rooms for last minute conference committees, and finding scattered House members when it's time for them to sit down and vote. The interim is largely spent coordinating any travel or staffing needs for mini-sessions and interim hearings.

Remke has been the chief sergeant at arms since January 1987. The office was created in 1857 — one year before Minnesota became a state.



Sergeant at Arms Charlie Ward urges a group of people outside the House chamber to keep an aisle open so representatives can enter.

## House Public Information Office

The Minnesota House of Representatives Public Information Office is the "first point of contact" for people who want state government information but aren't sure where to find it, says David Cummiskey, acting public information officer.

Whether constituents need to know their districts, the phone number of their representative, or directions to committee hearings, the purpose of the non-partisan office is to help people participate in the government process, he says. The office serves a variety of publics including the media, House members, staff, and all Minnesotans.

"We walk a tight line by serving the public as well as all 134 House members," says Peg Hamerston, assistant public information officer. "We try to stay with the issues and give fair coverage to all committees and divisions."

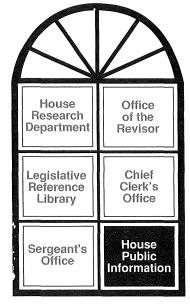
During each legislative session, the staff publishes a weekly newsletter, the *Session Weekly*, which covers committee and floor action on bills, lists bill introductions, highlights the week's legislative activities, gives the upcoming week's committee schedule and agendas, and provides other useful information about the House. Between sessions, the office reports on statewide minisessions, interim hearings and studies, and other state government news.

The Session Weekly staff aims to produce a weekly product that makes the legislative process easier to understand and more approachable. Writers cover committees and attend all scheduled hearings.

The office opens before the legislative day begins so that staff members can help people find committee hearing rooms. After the legislative day ends, the staff is available to answer questions about the day's events.

The office's radio line provides radio stations throughout Minnesota with access to up-to-date committee and floor action. A weekly news release service keeps media throughout the state informed of legislative action.

Two 24-hour call-in lines also provide



session information: (612) 296-9283 gives committee schedules and agendas; (612) 297-1264 reports bill actions from the preceding day. For general information, the public can call (612) 296-2146 or 1-800-657-3550. The staff answers telephone queries between 7:30 a.m. and 9 p.m.

A TDD, or telecommunications device for the deaf, is also provided by the office. Those with hearing impairments can ask questions or leave messages on the TDD line, (612) 296-9896, during

#### Publications

- Session Weekly Newsletter that highlights daily House and committee action, lists bill introductions, advance committee schedules, and provides other information to help you follow the legislative process.
- Interim Report A newsletter covering all legislative activity when the House is not in session.
- Session Summary Book published after a legislative session adjourns summarizing all bills the governor signed.
- Membership Directories A listing of House and Senate members.
- Educational Materials Pamphlets and informational brochures explaining how government works, including "Your House on the Hill Coloring Book."
- Chamber Seating Charts For both the House and Senate.

regular office hours.

The office staff publishes informational material about the lawmaking process. The material explains how to contact elected representatives, how a bill becomes law, and other helpful facts about the state and its government.

The House Information Office's main outreach program is a booth at the State Fair. "It takes a big piece of effort but it's a good way to let people know what our office does," says Cummiskey. Informational brochures, publications about the Legislature, and colorful district maps are available to locate representatives. And legislators and staff are there to discuss issues.

At the beginning of each biennium, the office sponsors a Media Day in which Minnesota journalists who are new to the Legislature learn how the process works. The journalists participate in a mock committee hearing and sit in on a legislative session in the House chamber. During the day, representatives and other state officials are available for press conferences.

Beginning with the 1990 session, the House Information Office added a new form of publishing geared to help the public find what they want faster and more easily.

Committee hearing information is now available on the Minnesota Legislative Information Systems (MLIS) computer. Previously, this information has been on the office's telephone recordings, but only on a limited basis.

The service is for those who are at the Capitol regularly and want to look up bill information on their own, Cummiskey says. This means lobbyists or members of the public can now find the hearing history of a bill without having to go to several sources, he adds.

The computer service also makes it easier for people doing legislative history research to find the committee hearing history of a bill after session ends. "In the past, it has been very difficult to reconstruct a committee hearing history for those seeking more clarification of legislation," says Cummiskey.

## APPENDIX C

### Articles from Session Weekly

C-1	"Agenda '92: Legislative Redistricting"
C-2	"Disabled Say 'Aye' to Absentee Ballot Proposal"
C-3	"1991 Committee Scopes"
C-4	"Resolutions Run the Gamut of Legislative Concerns"
C-5	"Bill-signing Process Not All That Simple"
C-6	"Conference Committees Work Out Differences"
C-7	"Electronic Voting: A Real Time-saver" and "What are the Governor's Options?"
C-8	"Pages, Interns Get 'Insider View' of Capitol"
C-9	"Say 'Thanks' to the House Pages"
C-10	"Come to the Capitol"
C-11	"Minnesota House Profile '91"

#### Political eyes focus on . . .

## Agenda '92: legislative redistricting

The Census Bureau of the U.S. Department of Commerce wants to know where you 'll be on Sunday, April 1.

Your residence as of that date will help reshape the state's congressional and legislative districts. Federal courts have ruled on many cases to give body to the soul of the "one person, one vote" principle of representation.

Every 10 years the federal bureau mails to house addresses census information requests, expecting to learn more about the number of people living in households, the number of home owners or renters, and most important, the number of eligible voters.

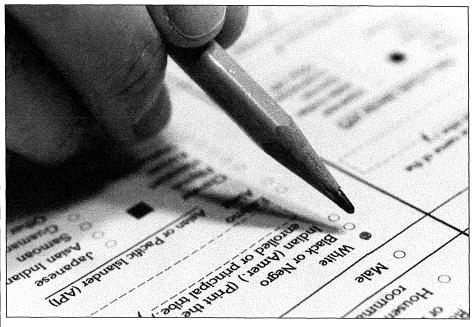
Where people reside when they return their census information helps states realign — or redistrict their legislative and congressional districts. The remapping helps states adjust for population shifts to maintain equality in representation at state legislatures and on Capitol Hill in Washington.

States this year will redistrict themselves via the computer. The system will divide the state into census units that the computer operator can move from one district into another. The computer also can keep a running total of the number of people in each unit, and the number of units needed to achieve a redistricting plan that is as equal as possible.

"It's like working an enormous jigsaw puzzle," says Sam Rankin of the House Research Department and staff assistant to the Legislative Coordinating Commission's Subcommittee on Redistricting. "In Minnesota's case, there are 203,000 pieces to the puzzle."

Redistricting can be divided into two parts: the academic preliminaries and the actual remapping. The subcommittee handles the academic areas of administration, finding the equipment, and determining what is necessary for data preparation. The DFL and IR caucuses in both the state House and Senate will handle the actual remapping.

Each caucus team will have a secure work area. The subcommittee, Rankin says, "is confident we can block any



People are busy filling out U. S. census forms this week.

security breach, at least at the computer."

The state allocated \$700,000 for redistricting. The subcommittee expects preliminary counts from the federal government in September and anticipates that both the state House and Senate will name redistricting committees shortly after the November 1990 general election. According to the timetable, the Legislature should receive detailed population figures April 1, 1991, begin to draw new legislative and congressional districts by May 1, 1991, and complete the process by March 26, 1992. The new districts need to be in place by the 1992 general election in November.

If the House and Senate agree on a plan, it goes to the governor for his approval. If someone successfully challenges the approved plan through a lawsuit, a three-judge federal court panel would then redistrict the state. Federal laws require that court challenges must be decided before the 1992 election.

Rankin says he expects that more than 100 people will work on the redistricting project, with each devoting hundreds to thousands of hours to the task.

A computer could develop a plan that would divide Minnesota into districts that have equal populations, are contiguous, and contain one Senate and two House seats, and are reasonably compact. But there's a problem with a machine-only plan.

"It wouldn't take into account minorities or the existing addresses of incumbents," says Rankin. "It might not consider the 'neighborhood' aspect the center of interest. It wouldn't be sensitive to minority voters and clustering minority populations to maximize the chance for electing minority representatives.

"That's why people have to draw the plan," he adds. "And it has to be done well enough that the legal system says it's a reasonable plan."

#### An idea grows . . .

## Disabled say 'aye' to absentee ballot proposal

People with physical disabilities can find voting a trying experience because getting to the polls is not always an easy job. But that may change soon.

Because of the efforts of Sandra Shanley, a resident of Anoka, physically impaired and permanently ill people may be placed on a list to automatically receive absentee ballot applications before each election.

That would eliminate having to apply for an absentee ballot at least two weeks before every election — a process Shanley described as a "stumbling block" to voting because it's difficult to keep up with all the local elections for school board and mayor.

Shanley has Multiple Sclerosis (MS), which restricts her ability to walk. She gets around with a walker or a cane, but on longer outings to a museum or polling place she uses a wheelchair.

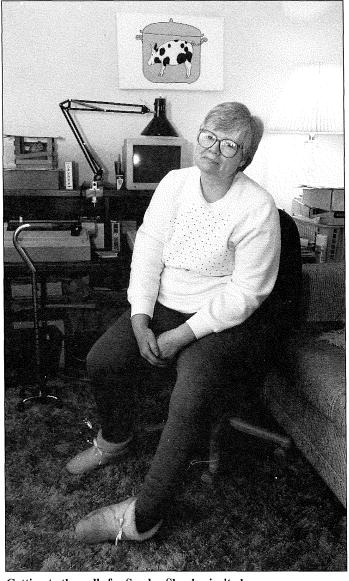
"I only have so many steps in a day," she says, adding that it's hard for her to stand in line for a long time.

But she is also very politically active. She's a member of the League of Women Voters and believes in the importance of participation.

"It's very important to be heard," she says.

A few years ago she went to California to visit her family and learned that that state has an automatic absentee ballot application system for the permanently ill and disabled. She thought it was a good idea and told local officials about it three years ago. Shanley also contacted Rep. Linda Scheid (DFL-Brooklyn Park), who chairs a House division that oversees election laws. Scheid passed the idea along to Rep. Richard Jefferson (DFL-Mpls) whom she felt might be interested in such a proposal.

Jefferson agreed and translated



Getting to the polls for Sandra Shanley isn't always easy.

Shanley's idea into a bill, which since has been rolled into one of Scheid's omnibus elections bills, which the House approved during the 1990 session.

"If you are not handicapped and are fully capable of walking to the polls, you have to do nothing in order to vote once you register. You merely have to go," says Jefferson. "I think the present system places an undue burden on people who are not able to go to the polls on a regular basis, and that an automatic application form is a very small move to grant them equal rights to the opportunity to vote as other people."

Jackie Alfonso, executive director of the United Handicapped Federation, says her organization supports the bill because equal access to the electoral process should be available to everyone.

Providing absentee ballots to the disabled isn't glamorous, and "isn't likely to attract national attention or the national press," but it is important nevertheless, she says.

The measure affects a small number of Minnesota voters. Typically, only about 100,000 people vote by absentee ballot during a general election. Only a small portion of those people would be eligible for a permanent absentee ballot application because only people with permanent illnesses or disabilities would qualify.

Shanley says county auditors already maintain lists of absentee voters, and the local and state officials she's approached have been very responsive. She says she has also received assistance from the League of Women Voters, the MS Society, the United Handicapped Federation, and other groups.

Last year, Jefferson authored a bill to provide sign language interpreters, Braille translation materials, and handicapped-accessible buildings for people attending political gatherings. That bill, and this bill from Shanley's idea, will help those people who most often need to reach political and government officials.

## Minnesota House of Representatives 1991

# SCOPES

The Minnesota Legislature is divided into many different committees, divisions, and subdivisions, which form the heart of the legislative process.

Although many people believe the majority of the legislative process occurs on the House and Senate floor, it's in committee where the most substantive action occurs. It's here where each bill is pored over and dissected, where key amendments are added and sections are deleted.

In the House, the speaker names the committees, appoints members to the committees, and selects chairs to lead them. Once the committee assignments are made and the House convenes for its session, the speaker assigns bills to the appropriate committees.

The Session Weekly staff asked House committee chairs and administrators for brief, general descriptions of the functions of their committees and divisions. More specifically, they asked what topics were likely to be considered this session.

Here's a complete list that describes the functions of each committee and division, as well as the specific concerns of each for the 1991 Legislative Session.

#### **AGRICULTURE**

Reviews farm policies and programs to assist farmers, promotes interstate and international trade, develops strategies for marketing commodities, and develops programs to encourage soil conservation.

#### Agenda '91:

- Wetlands
- Dairy fee issues (raising or maintaining fees for producers)
- Ethanol promotion
- Corporate farming issues
- · Food safety issues

#### **APPROPRIATIONS**

Recommends objectives and goals in appropriating state money; reviews the governor's budget proposals; recommends funding levels for all state agencies and programs the state finances; provides estimates of appropriations to the Ways and Means Committee; reviews every bill where a state appropriation is required (even if the bill has had its first reading in another committee). The committee has five divisions, which specialize in different appropriations issues.

#### Agenda '91:

- Budget issues for fiscal year 1991
- Budget issues for fiscal year 1992-93
- Funding for health care access
- Education

#### Economic Development, Infrastructure & RegulationDivision/ APPROPRIATIONS

Reviews and recommends funding for transportation projects; all public safety projects; the departments of Commerce, Gaming, Labor and Industry, Transportation, and Public Safety; the Office of Secretary of State; the Iron Range Resources and Rehabilitation Board; the Greater Minnesota Corporation; The World Trade Center; and the Minnesota Historical Society.

#### Agenda '91:

- State debt service, infrastructure
- Transit and transportation issues
- Greater Minnesota Corporation

#### Education Division/ APPROPRIATIONS

Handles legislative funding for the state's four public higher education systems and the Higher Education Coordinating Board.

#### Agenda '91:

- Funding for higher education
- Enrollment (especially proposed lim its)
- Minnesota Study of Post-Secondary Access & Needs (MSPAN)
- Financial Aid

### Environment & Natural Resources Division/ APPROPRIATIONS

Oversees the budgets of agencies related to the environment, natural resources, and agriculture.

#### Agenda '91:

• Omnibus Environment and Natural Resources Appropriations Bill

## Human Resources Division/ APPROPRIATIONS

Reviews governor's budget; recommends funding for state health, human services, corrections, and housing programs; reviews funding needs for legislation that policy committees recommend to pass.

#### Agenda '91:

• Maintaining social service "safety net"

#### State Government Division/ APPROPRIATIONS

Reviews and recommends appropriations for state departments and agencies.

#### Agenda '91:

- Balancing the budget for current fiscal year
- Budgeting review/balancing budget for fiscal year 1992-93
- Placing public-public and public -private partnerships in state government

#### **COMMERCE**

Deals mainly with consumer affairs, professional licensing, tourism, and smallbusiness issues.

#### Agenda '91:

- Consumer affairs/protection
- Tourism
- Real estate
- Professional licensing

#### **ECONOMIC** DEVELOPMENT

Covers rural development, community development, international trade, technology development, and the application of research and technology to the marketplace; considers job development, business finance and technical assistance issues; and reviews programs in the Department of Trade and Economic Development.

#### Agenda '91:

- · Review of existing economic development entities
- International trade
- Quality work force and work place
- · Agricultural Resources and Technology
- · Access to capital

#### International Trade & Technology Division/ **ECONOMIC** DEVELOPMENT

Examines Minnesota's economic and job needs, emphasizing world competitiveness; makes recommendations for small- and medium-sized businesses to improve manufacturing techniques and enhance exporting opportunities; promotes technology transfer from learning institutions to industry.

#### Agenda '91:

- Strategic planning for informationmanagement
- · Coordination of efforts in relation to projects in trade and technology in the state
- · Legislative use of office automation and new technologies to enhance citizen participation of government

#### **EDUCATION**

Handles policy areas such as statewide funding and structure of public education for K-12, and organization of educational districts.

#### Agenda '91:

- Budget issues—possible cuts and general revenue levels
- Funding equity—constitutionality of our current funding formula is being challenged in court
- School building needs—school district facilities need major repairs or replacement
- Outcome-based education—attempts to measure what a student has learned rather than what courses the student has taken
- University of Minnesota Regents—the Legislature will elect four regents from the first, fourth, sixth, and seventh congressional districts

#### **Education Finance** Division/EDUCATION

Provides policy direction and funding of the state's K-12 education system, which includes all public school districts and the Department of Education.

#### Agenda '91:

- General education funding formula
- Funding equity
- · Restructuring the education system
- Coordination and collaboration of education and other services

#### Higher Education Division/ **EDUCATION**

Makes recommendations for the goals and objectives of technical colleges, state universities, community colleges, the University of Minnesota, and the Higher Education Coordinating Board; assesses the quality, availability, governance, and administration of these institutions.

#### Agenda '91:

- Needs, use of the state's higher educational systems
- · Examining institutions' ability and success with student job placement
- · Matching curricula with needs of prospective employers
- Institutions' budget requests and possible re-allocation of funds within the systems

#### **ENERGY**

Reviews energy policies and conservation issues.

#### Agenda '91:

- State energy policy
- · Energy costs
- Energy efficiency
- · Alternative fuels
- Integrated resource planning

#### **ENVIRONMENT &** NATURAL RESOURCES

Examines issues relating to pollution, waste management, wildlife protection, forestry and mining, groundwater protection, solid waste reduction, and recycling; also examines hunting and fishing regulations and promotion.

#### Agenda '91:

- Wetlands
- · Toxic emissions and deposition
- Packaging regulations (SCOPE)
- · Pollution enforcement
- · Game and Fish issues

#### **FINANCIAL INSTITUTIONS** & INSURANCE

Reviews laws pertaining to banks, savings and loans, credit unions, and industrial thrifts. Examines consumer rights in insurance and and availability of insurance for individuals and companies, and other aspects of the insurance industry.

#### Agenda '91:

- Insurance company solvency
- Health Care Access Commission Report

#### **Banking Division/ FINANCIAL INSTITUTIONS** & INSURANCE

Examines fiscal condition of the banking industry and how best to meet the needs of financial institutions and consumers and the businesses they serve.

#### Agenda '91:

• Examination of fiscal condition of finan cial institutions in Minnesota

- Review of how financial institutions are serving consumers and business entities in Minnesota
- Study of the farm credit system and how it is serving rural communities
- Review of concerns at financial institutions in Minnesota
- Work with the Department of Commerce and senate and interested public to provide accurate and honest information in regard to the industry

#### GENERAL LEGISLATION, VETERANS AFFAIRS & GAMING

Reviews gambling issues and regulations, election concerns, veterans' programs, and miscellaneous legislation.

#### Agenda '91:

- Gambling issues: off-track betting, video pulltab, video lottery; charitable gambling/enforcement, audit, prize posting
- Election issues: withdrawl of candidates, mail elections, election judges time off with pay, fair/unfair campaign practices
- Veterans issues: veterans hospital issues, MIAs/POWs
- Canterbury Downs: industry (horse owners) issues
- State Fair: divestment of multiple ownership
- High School League issues

# Elections Division/ GENERAL LEGISLATION, VETERANS AFFAIRS & GAMING

Considers election laws, campaign finance issues, and campaign practices.

#### Agenda '91:

- mail ballot elections
- uniform municipal election day
- fair/unfair campaign practices
- withdrawal of candidates from a race
- voter participation and election judge pool issue

#### Veterans Affairs Division/ GENERAL LEGISLATION, VETERANS AFFAIRS & GAMING

Addresses policy matters concerning various veterans programs and issues; considers legislation concerning veterans and military affairs.

#### Agenda '91:

- Silverbay Veterans Home (code violations)
- The "It's the Right Thing to Do" program (aims to bring attention to the MIA/POW issue)

## GOVERNMENTAL OPERATIONS

Reviews any bill that substantially changes or creates a new state department, agency, commission, board or bureau, although a bill may have had its first review and hearing in another committee; deals with public employee pension plans, and state workers' bargaining procedures.

#### Agenda '91:

- Reorganization of State Government Agencies
- Underfunded pension plans
- Health insurance; State Health Plan
- State employee collective bargaining agreements for next biennium
- Lease/rental issue on state buildings

# Government Structures Division/ GOVERNMENTAL OPERATIONS

Examines the organization of the state's executive branch agencies and departments to effectively manage the growth of state government.

#### Agenda '91:

- Reviewing state government agencies and departments
- Pension issues
- Issues of importance to state employees
- Rule making authority

## HEALTH & HUMAN SERVICES

Receives all bills relating to health issues and various social services in the state; reviews issues relating to health maintenance organizations; deals with the licensing of health care providers and social workers; reviews and recommends welfare programs, policies, goals, objectives, reform and creation.

#### Agenda '91:

- Health care access
- Wage enhancement for direct care employees
- Nursing home and alternative care grant funding
- Child care

#### **HOUSING**

Examines all aspects of housing programs; focuses on revitalization and rehabilitation projects, targeting housing for those with the greatest need; focuses on preserving existing affordable housing.

#### Agenda '91:

- Targeting affordable housing to those with the greatest need, ie., homeless, low income people, and renters
- Developing creative financing to leverage limited dollars, i.e., public/private partnerships, federal matches
- Focusing on neighborhood-based revitalization and rehabilitation
- Linking housing to human services which promote self-sufficiency, i.e., STRIDE, youth employment, housing for disabled and elderly
- Preserving existing affordable housing, i.e., lead abatement and replacement housing strategies

#### **JUDICIARY**

Considers all areas of Minnesota law and the structure and organization of the courts.

#### Agenda '91:

- Corrections/Crime
  - —examination of probation/intensive supervision
  - —incarceration of juveniles in adult jail

- —gang escalation and increase of violent juvenile crime
- Domestic Violence
  - —reform of response system for battered women
  - —child protection measures, including trial expedition for child sex-abuse and elimination of statute of limitations for same
- Drugs
  - —redefinition of penalties for powdered and crack cocaine possession
  - —drug use and revocation of driver's license
  - —elimination of ex parte detox release powers for judges
- Divorce
  - —reform to expedite simple divorces; affordability
- Civil Law
  - -reform of joint liability

## Criminal Justice Division/JUDICIARY

Examines several aspects of criminal law, including the state's sentencing guidelines, court procedures in juvenile delinquency cases, and questions concerning child abuse.

#### Agenda '91:

- Domestic abuse/child protection
- Drugs—penalties, treatment programs for abusers
- DWI
- Juvenile justice
- Correction resources

## LABOR-MANAGEMENT RELATIONS

Considers unemployment insurance, workers' compensation, and labor standards concerning issues about hours worked, wages paid, and working conditions. Also deals with certain public employee labor issues, but not pensions.

#### Agenda '91:

- Minimum wage
- Permanent replacement workers
- Worker privacy issues
- Dislocated workers
- Workers' compensation

## LOCAL GOVERNMENT & METROPOLITAN AFFAIRS

Examines local government and makes recommendations concerning the relationship between state and local governments. Also examines local governments' jurisdiction, control, and bonding authority; reviews metropolitan agencies' structures, goals, and programs; considers transportation, sewers, roads, bridges, parks, and airports in the metropolitan area.

#### Agenda '91:

- Local government structure
- Light rail
- Metropolitan agencies
- Airports
- Land use planning issues

#### REDISTRICTING

Responsible for the process of redrawing the boundaries for legislative and congressional districts. Redistricting takes place once every ten years. The re-mapping will take place to reflect the 1990 census in order to equalize the populations of each district while also respecting natural physical boundary lines and local governmental boundaries whenever possible.

#### Agenda '91:

- Legislative redistricting
- Congressional reapportionment
- Metro Council Redistricting

#### **REGULATED INDUSTRIES**

Examines controls on state-regulated industries such as liquor, telephone, utilities, and commercial soliciting.

#### Agenda '91:

- Integrated resource planning for electric utilities including financial incentives for conservation and public utilities commission approval
- Continued scrutiny of electric utility service area boundaries and measures to resolve disputes between utilities
- Telecommunication issues
  - -resale of telephone service
  - —telephone assistance plan reform
  - —caller identification
- Evaluation of the Public Utilities Commission rate setting process for utilities

 Regulating sales and service of appliances, energy-consuming products, and equipment by public utilities

#### **TAXES**

Reviews bills that affect state income, sales, use, and property tax policy.

#### Agenda '91:

 Fair and affordable taxation based on ability to pay

#### **TRANSPORTATION**

Addresses policy matters concerning highways, trucking, transit systems, airports, and the departments of Transportation and Public Safety.

#### Agenda '91:

- Transportation Study Board report
- Truck regulation/deregulation
- Motor vehicle excise tax

## SPECIAL COMMITTEES

#### **ETHICS**

Reviews ethical complaints concerning members of the House of Representatives; sets procedures on dealing with ethical problems.

## RULES & LEGISLATIVE ADMINISTRATION

Establishes the budget for the House; approves personnel matters; determines House rules and joint rules of the House and Senate. Acts on bills and resolutions referred to the committee.

#### WAYS & MEANS

Sets overall spending and taxing policies and limits for the Appropriations and Taxes committees, and the Education Finance Division of the Education Committee.

# Resolutions run the gamut of legislative concerns

From Roosevelt to Roseau, legislators have spoken their minds — even when it has little or nothing to do with state business.

They do so in the form of resolutions: those stiff, formal expressions of law-makers' collective thought.

In 1945, for example, lawmakers let the family of President Franklin Roosevelt know they were thinking of them when the popular president died in office. They passed a resolution of condolence.

This year, when tiny Roseau's hockey team won the state hockey tournament in Hoosier-like fashion, legislators once again spoke their collective minds:

"BE IT RESOLVED... the House of Representatives of the State of Minnesota congratulates the Roseau High School Rams Hockey Team for winning the 1990 State High School Hockey Tournament."

Resolutions run the gamut of legislators' feelings. Iran and the Soviet Union, for example, each have been targets of recent resolutions.

Legislators used resolutions to condemn Iran for its treatment of author Salman Rushdie; they also memorialized Congress and the president to try to halt Iranian persecution of its Baha'i minority.

Resolutions targeted at the Soviet Union have protested discrimination against Jews, and asked that it provide exit visas for Soviet Jews being held as prisoners of conscience.

But there have also been a number of resolutions on the domestic front. They have been used to ask for more funding from Congress for agriculture, environment, and veterans' programs.

Resolutions have also dealt with less pressing topics. For example, a 1984 resolution proclaimed that Minnesota and Bayaria had become sister states.

Other resolutions notified the United States Olympic Committee of the state's support for the XXVI Olympiad and for the enactment of a national health insurance program.

The Legislature also passes resolutions

to ratify state and federal constitutional amendments. Last year, they adopted a resolution that called on members of the U.S. Congress to delay their pay raises until after the next election occurs.

The Minnesota resolution was an attempt to ratify a proposed U.S. constitutional amendment that was first suggested back in 1789, but has yet to be adopted.

Resolutions are also used to adjourn the Legislature or invoke changes in rules governing its operation.

Resolutions are treated much like bills. They usually have bill numbers, move through committees, and are voted on by both houses of the Legislature. Some resolutions even have the effect of law if they're signed by the governor.

#### House advisories

In 1973, then-Speaker Rep. Martin Olav Sabo created House "advisories," which are internal requests for studies on particular issues.

Advisories are introduced like bills and are sent to committees for study, usually during the interim.

They start with the words "a proposal to study . . ." and usually involve an issue a legislator is concerned about.

This year, 14 advisories have been introduced. Among them are proposals to study the possibility of a state-sponsored group health insurance plan, affirmative action programs for Minnesota financial institutions, and links between cancer and exposure to electromagnetic fields.

Depending on the outcome of their studies, representatives may or may not choose to introduce a bill on the topic.

## Bill-signing process not all that simple

Ninth grade civics books usually include a chapter about how a bill becomes law, offering an explanation something like this: "A bill must pass both houses of the Legislature, then be signed by the governor before it becomes law."

That's usually it. But in reality a whole lot more happens between the time the House and Senate approve a bill, and the governor signs it.

That's the time when the governor's office, and his various departments and agencies, kick into gear. The civics books always dwell on the checks and balances in the legislative process.

But the executive branch has a few checks and balances of its own.

Once both houses of the Legislature approve a bill, the revisor's office lets the governor's State Planning Agency know the measure is on its way.

The agency then begins to analyze the bill anew. Since the early 1980s, the agency has been the governor's "agent" in the bill-signing process.

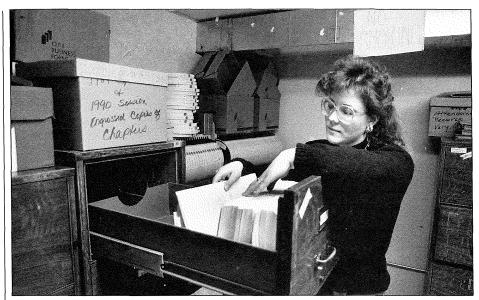
"We have an overall view of state government," says Cass McLaughlin, legislative coordinator. "We don't have that narrow focus that most agencies have."

McLaughlin and co-workers Suzanne Plass and John Jernberg analyze all angles of the bill, including statewide impact, the constitutional questions it may present, its fiscal impact, and the duties it may place on state agencies.

They seek opinions from all the agencies or departments the bill could possibly affect, ranging from the Attorney General's Office to the Department of Finance to the individual agencies that would carry out the bill's directives.

Once this information is collected, the state planning commissioner assembles a packet and coordinates the analysis to develop a recommendation for or against the bill — or, simply, whether the governor should sign it.

In addition, the packet also includes the vote in each house and whether the bill generated any controversy along the way. This information can prove helpful if the governor has mixed feelings about



Renee Coffey of the Secretary of State's Office unceremoniously files a bill in the office's basement storeroom. The bills are housed there until they are compiled and bound with all of this session's laws.

the bill.

"The governor has a deep respect for the legislative process," McLaughlin says. "It would be very unusual for him to veto a bill that passed unanimously in the Legislature."

Every bill — no matter how brief — goes through this rigorous process.

"It's a good system of checks and balances," McLauglin says. "It helps to let all agencies know what's going to happen if the governor signs a particular bill."

Once the governor acts on a bill, his office notifies the Secretary of State's Office, which is the official keeper of state documents. The office gets two copies of the bill — the original enrolled bill and the engrossed copy.

The *enrolled* bill lists the signatures of the speaker of the House, president of the Senate, House clerk, Senate secretary, the revisor, the governor, and the secretary of state.

The *engrossed* copy contains a legislative history of the bill, which outlines the history of the bill as it traveled through committee and floor hearings through which it passed, but does not include the signatures.

"All official documents are filed with the Secretary of State's Office," says Renee Coffey of the Secretary of State's elections division, which oversees the bill signing process.

The enrolled bill is bound in a leather book of chapter laws. "If anything ever happens to a law book or if there's some question about the intent, we can look at the original bill," Coffey says.

While the original bill is included in books that line the office, the engrossed copies are tucked away in file cabinets in the basement, then sent to the Minnesota Historical Society.

The possibility of losing a bill is remote, and that's probably a good thing considering the trouble it would cause.

"The whole process starts all over again," McLaughlin says.

But they haven't lost a bill yet. At least not since "Jolly Joe" Rolette holed up in a St. Paul hotel room with the only copy of a bill that would have moved the Capitol from St. Paul to St. Peter back in 1857.

### Conference committees work out differences

Conference committees meet to work out differences between the Senate and House versions of a similar bill.

The speaker of the House and the Subcommittee on Committees of the Rules and Administration Committee in the Senate appoint members from their respective houses to the conference committees.

But as a practical matter, it's really the majority leader who appoints members from the Senate.

Either three or five members from each house are appointed to the committees, depending on the topic. And the composition of the committees usually has a mix of both DFLers and Independent-Republicans.

Whenever there is a difference between the House and Senate version of a companion bill, a conference committee must be named unless one side agrees to accept the other house's language.

Another important function of conference committees is to balance the total financial picture of the state budget.

They are a sort of clearinghouse to balance available state revenues with appropriations made in several different committees in both the House and Senate.

The leadership in the House and Senate keeps a tight rein on the various committees to ensure that more money isn't spent than is available.

The following major spending bills are now being debated in conference committees:

- Omnibus Tax bill (HF2478).
- Omnibus School Aids bill (HF2200).
- Omnibus Agriculture, Transportation and Semi-States bill (HF2617).
- Omnibus Higher Education bill (HF2269).
- Omnibus Health and Human Services bill (HF2621).

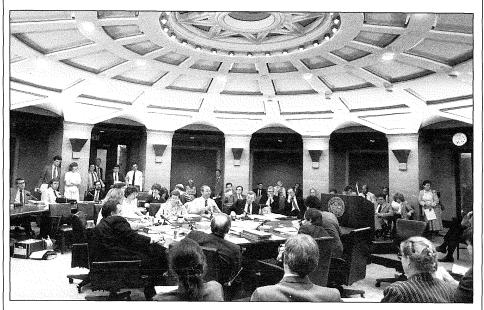
Conference committees on the bonding and state departments appropriations bills were named late April 5.

The following bills are also being discussed in conference committees:

• Department of Administration—changes (HF257).

- Prostitution—penalties for patrons (HF1846).
- Public furniture—flammability requirements (HF1730).
- Long-term care insurance—changes (HF2474).
- Life insurance—cancellation renewal (HF2500).
- Labor disputes—security guards, agents (HF1928).
- Wildlife management—farmer agreements (HF1960).
- Seed potatoes—growing area restrictions (HF2025).
- Peace officers—jurisdictional increase (HF2056).

- Wild land arson—penalties (HF2131).
- Water statutes—recodification (HF771).
- Eurasian water milfoil regulation (HF2092).
- Wild rice—promotion council establishment (HF2253).
- Presidential primary—changes (HF2325).
- Motor vehicle registration—harassment (HF1952).
- Driver's licenses—electronic pictures (HF2294).
- Comprehensive health insurance—data (HF2343).



Sen. Doug Johnson, *on left at head of table*, is a veteran of several tax conference committees. He is shown here at last year's conference committee.

### Electronic voting: A real time-saver

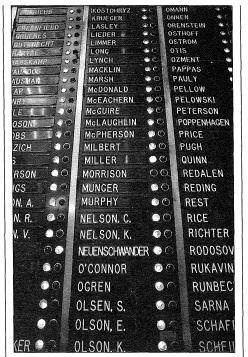
Legislators missed their targeted ending date of April 9, but their tenure at the Capitol would have stretched at least two weeks longer if not for a convenience many take for granted.

An electronic voting system has made the actual voting on bills a quick and easy process — unlike the old-fashioned system of voting of more than 50 years ago.

Two large panels, one hanging on each side of the House chamber, are the most noticeable components of the electronic voting system.

When the speaker of the House calls for a vote, the panel looks like a Christmas tree as red and green lights appear beside each representative's name.

Members cast their vote by pushing either the aye or nay button on the tops of their desks. The speaker then "closes the board," locking the votes into the system. The aye and nay votes are then automatically tallied.



The House voting panel.

The process takes less than 15 seconds — in contrast to the 15 to 20 minutes it takes to count votes when they are announced orally.

If the 300-plus votes taken this session had been done the old-fashioned way, it would have added at least nine 10-hour days to the session, based on those time estimates.

When the House chamber was being remodeled last summer, House members met in the Senate chambers and got a taste of how long the manual votetallying process takes.

The first electronic voting system was installed in the House in 1938, but wasn't used until the 1939 session. It was upgraded in 1969 and replaced in 1984 with a system using computer-dedicated lines.

These "lines" display the bill number, order of business, vote totals, and amendments on a screen over the chamber doors.

To sign or not to sign . . .

#### What are the governor's options?

During an even-numbered legislative year — the final year of a biennium — the governor has several options to exercise when considering a bill.

The governor can, for example, sign the bill into law, sign the bill to veto it, or do nothing.

If a bill is to become law and is passed by the Legislature before the final three days of session, the governor must sign it and deposit it with the Secretary of State within three days of presentment.

Before the end of the session, the governor must veto a bill and return it to the house of origin within three days of receiving it, or the bill becomes law without his signature.

If a bill is passed during the last three days of session, the governor must sign it and deposit it with the Secretary of State within 14 days of adjournment or the bill will not become law (pocket veto). The governor also has line item veto privilege for appropriation items only. If the governor uses this option, he/she must attach a statement listing the items vetoed. The timetable is either within 14 days after adjourn-

ment for bills passed during the final three days of session, or within three days after presentment.



Gov. Rudy Perpich signs the minimum wage bill as labor leaders and lawmakers look on.

## Pages, interns get 'insider view' of Capitol

This year more than 160 Minnesota high school and college students have pushed aside their government textbooks and let experience be their teacher. The High School Page and College Intern programs, both part of the Minnesota House of Representatives' Educational Programs division of the Sergeant at Arms Office, give students an opportunity to become directly involved in Minnesota's legislative process.

#### **High School Pages**

During their week stay, high school pages get a first hand look at how a bill becomes a law. They meet with their district representatives, serve on the House floor handing out bills and vote tallies, participate in seminars, and attend committee meetings. Pages also get the opportunity to meet and discuss ideas with the governor, lieutenant governor, secretary of state, and a Minnesota Supreme Court justice.

"The High School Page Program has been so successful that it is hard to accommodate all of the applicants," says LeClair Lambert, educational programs coordinator, noting that over 500 students from around the state apply each year. About 125 high school pages — 14 per week — have served during the 1990 session.

All interested Minnesota high school juniors are eligible to participate. High schools nominate the student. Ideally, one page is chosen from each of the 134



legislative districts.

The House reimburses at least 80 percent of a student's lodging and transportation expenses.

Lambert says that most metro students stay at home during their week as a page. House staff members supervise the students from 8:30 a.m. until 4:30 p.m. After that, they're on their own. Many students will use their free time to tour the Capitol and visit with other pages from around the state. The High School Page Program is 15 years old.



High school page Pelina Wilson of St. Paul straightens out a member's desk before session.

#### **College Interns**

College interns perform a variety of tasks for lawmakers, ranging from conducting research, constituent work, and surveys to monitoring committee meetings and summarizing reports or bills.

Interns, usually juniors or seniors, are paired with representatives based on "what they want to accomplish, and what the needs are of a House member," says Lambert.

For example, if the student is interested in health issues, they would likely intern for a Health and Human Services Committee member. Interns, who are not paid, are mainly political science majors, but Lambert says this is not a prerequisite.

"As long as they have an interest in state government, we try to accommodate them," he says.

Most interns apply for college credit. The interns are given weekly briefings that feature a guest speaker or discussion leader who focuses on different aspects of the legislative process or current issues facing lawmakers.

Lambert says the interns number about 35 this session. Most come for a quarter; others stay for a month or a semester.

The majority are students at the University of Minnesota, but many are from outstate schools. Some interns are Minnesota residents but are attending schools in Wisconsin.

Tom Keliher, an economics major at the University of Minnesota, is an intern for Rochester Rep. David Bishop. Keliher says he has "learned the legislative process from the top down."

"Later in my life I would like to become an elected official. Right now, I want to learn about the process and this is the perfect way to go about it," he says. "You couldn't pay for an education like this."

Prior to the internship, the student and member-supervisor must complete a "basic working agreement" which outlines mutual responsibilites and individual goals in the internship. A report or research paper is usually required by the student's college at the end of the internship.

Lambert says his job is mainly to provide advice and help with any problems that may arise during the internship.

## Say 'thanks' to the House pages

The hours are long. Sometimes very long. There's no overtime pay and the stress at times can be great. So why would anybody want to be a House page?

"People want to be pages because it allows them to get their feet wet in the political arena and gain more knowledge about the legislative process," says Toya Farrar-Orr, assistant sergeant at arms for the House.

Farrar-Orr and Muggs Olsen, also an assistant sergeant at arms, supervise 35-40 full-time pages every session. Andy Remke, chief sergeant at arms, is responsible for hiring and training the group.

"The experience really builds character . . . the people who make it through and still come out with a very positive attitude probably got the legislative experience they were yearning for," says Farrar-Orr. "A lot of these people come back again, too."

Farrar-Orr says there is a lot of "physicalness" in being a page. "Basically they are there to do almost anything that will help a House member or staff member get their work done," she says.

Serving in the various House commit-

tees is one of the primary responsibilities for a page. A typical day of work might include passing out bills and amendments to the committee members, bringing up jugs of water for thirsty House members, or running the recording system.

The number of pages assigned to each committee depends on the size of the committee. The large Judiciary Committee, for example, might need four pages, while a subcommittee may need only one or two.

When the House is in session, it's the page who makes sure the chamber and the retiring room are ready. During session, pages sit on a bench in the front of the chamber waiting for the light signal that means they're needed by a representative. After session, it's the pages' job to clean up the chamber.

Farrar-Orr says that 65-70 percent of



pages are recent college graduates, mostly political science majors. However, pages come from a variety of backgrounds and range in age from 18 to 80. Many are using the job as a "stepping stone" to other state government positions. Legislators, staff members, the chief sergeant at arms, and chief clerk of the House, Edward A. Burdick, have all started out as pages.

The pages become a "real close-knit group" during sessions, Farrar-Orr says, and many lasting relationships have come out of the experience.

As for the stress factor, she says that toward the end of session when things are tense, "legislators and staff can sometimes snap at you. . . . We try to prepare the new pages for that kind of pressure during orientation." Hours during that hectic time can go into the early morning, which is especially rough for pages who have to be back for an 8 a.m. committee meeting.

"Many times pages go without any verbal thank-you's," she says. "The important thing for everyone to remember is how hard they work."



Pages gather around Muggs Olsen to get last minute instructions before the House meets in session.

Planning to be in the St. Paul-Minneapolis area soon? You might block out some time for a visit to the state Capitol, particularly when the Legislature is in session.

The Minnesota Legislature is divided into the House of Representatives and the Senate. The House has 134 members; the Senate has 67.

The Legislature can meet up to 120 days during a biennium (a two-year period which begins on odd-numbered years). Beginning in January of the first year of the biennium, the Legislature convenes for up to five months. The second year's session usually begins early in the year and lasts between two and three months.

During the first half of each session, legislators spend most of their time in committee meetings; they spend the latter half meeting as a full body in the House and Senate chambers. All committee meetings and House and Senate sessions are open to the public.



## The Capitol location

The Capitol complex is to the north of I-94, just minutes from downtown St. Paul. It is accessible from the east and west on I-94, and from the south and north on I-35E.

#### To arrive at the complex:

- On I-94 eastbound, exit at Marion Street. Turn left. Go to Aurora Avenue and turn right. Go one block, cross Rice Street, and enter Parking Lot D.
- On I-94 westbound, exit at Marion Street. Turn right. Go to Aurora Avenue and turn right. Go one block, cross Rice Street, and enter Parking Lot D.
- On I-35E southbound, exit at University Avenue. Turn right. Go to Rice Street and turn left. Go one block and enter Parking Lot D.



• On I-35E northbound, exit at Kellogg Boulevard. Turn left. Go to John Ireland Boulevard and turn right. Metered parking spaces line both sides of the boulevard.



## Parking at the Capitol

Public metered parking is available at Lot Q, north of the complex at Cedar Street and Sherburne Avenue; Lot D, next to the State Office Building at Aurora Avenue and Rice Street; and the orange level of the Centennial Building Ramp at Cedar Street and Constitution Avenue. All-day parking is available in Lot Q and in the Centennial ramp. Public street metered parking is available along John

Ireland Boulevard and Fuller Avenue, which are near the Transportation Building. St. Paul meter patrols will issue tickets for expired parking.

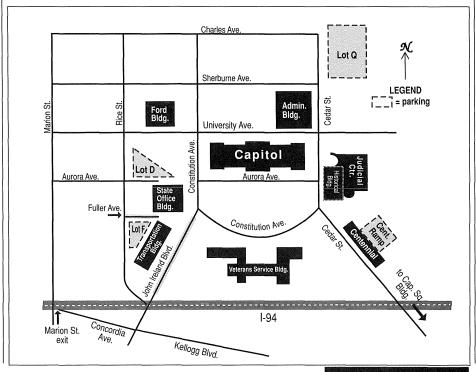
Since parking is limited during legislative sessions, busing may be easier. Call the Metropolitan Transit Commission (MTC), (612) 827-7733, for specific route information.



### The Capitol complex

The Capitol, designed by architect Cass Gilbert and famed for its four golden horses, is the cog of the Capitol complex. The Capitol, bound by University and Aurora avenues on the north and south. and Cedar Street and Constitution Avenue on the east and west, is central to the other buildings on the hill.

House of Representatives' offices are in the State Office Building at 100 Constitution Avenue, just in front of the Capitol. Committee meeting rooms, the House Public Information Office, the Office of the Revisor of Statutes, the



House Research Department, the Legislative Reference Library, and most of the legislative commission offices are also in the State Office Building.

Other office buildings in the Capitol complex (see map) are:

- Ford Building, 117 University Ave. Minnesota's Bookstore, Consumer Division of the Attorney General's Office.
- Administration Building, 50 Sherburne Ave.

Department of Administration (including Materials Management Division).

• Minnesota Judicial Center, 25 Constitution Ave.

Minnesota Supreme Court, Court of Appeals, State Law Library, Clerk of Appellate Courts, Attorney Registration Office.

• Historical Society Building, 690

Minnesota Historical Society, Exhibits, Museum Shop.

• Centennial Office Building, 658

Department of Finance, State Planning Agency, Health Care Access Commission, Legislative Advisory Commission.

• Veterans Service Building, 20 W. 12th St. and Columbus.

Department of Veterans Affairs, Department of Military Affairs, Minnesota Veterans Homes Board, Veterans of Foreign Wars of the U.S. State Headquarters, Disabled American Veterans.

• Transportation Building, John Ireland Blvd. (between Wabasha and Rice streets).

Department of Transportation, Department of Public Safety, Driver and Vehicle Services, Office of Drug Policy.

A tunnel system links the Capitol complex buildings. Entrances are on the lower levels of each building. The tunnel system closes after business hours.

The Revenue Building is in River Place Plaza on Fillmore Avenue at Plato Boulevard, near the Lafavette Bridge and I-94. It houses the Department of Revenue.

The Capitol Square Building is on Cedar and 11th streets. It houses the Department of Education, State Board of Education, Minnesota Academic Excellence Foundation, State Board for Community Colleges, Higher Education Coordinating Board.

### **Capitol tours**

The golden horses. Civil war relics. Weathered documents. Tattered state flags.

Symbols of Minnesota's heritage grace the Capitol. Visitors may learn more about the state in general and the statehouse in particular by taking a Capitol tour conducted by the staff of the Minnesota Historical Society's Historic Site Program.

Society tour guides lead the free, 45minute tours on the hour during the business day. Tours are given from 9 a.m. to 5 p.m. Mondays through Fridays; from 10 a.m. to 4 p.m. Saturdays; and from 1 to 4 p.m. Sundays. The tours begin at the society's information desk at the end of the corridor to the right of the Capitol's main entrance. Brochures in several languages, including Japanese, German, and Spanish, are also available here.

Tour participants may request customized tours that emphasize either the building's art and architecture or state government. Tours also may be customized for senior citizens or grade school children.

Historical Society officials ask that groups of 10 or more call in advance to reserve a tour time.

For more information about the tours or to reserve a time, call the Minnesota Historical Society, (612) 296-2881.

## Representation

Visitors can find out who their representatives are at the House Public Information Office in the State Office Building. The office has directories that list representatives' office room and phone numbers, home and work addresses and phone numbers, committee assignments, and biographical information.

The information office also can provide names and addresses of the state's members of Congress.

House members' offices occupy most of the State Office Building. The offices of Independent-Republican (IR) legislators are generally on the second and third floors, while the Democratic-Farmer-Labor (DFL) members are on the third

through fifth floors.

The offices of the House speaker, majority leader, and most of the assistant majority leaders are on the fourth floor. The offices of the minority leader and most assistant minority leaders are on the second floor.

There is a floor-by-floor listing of representatives near the elevators on all floors. This listing does not have room numbers. Floor receptionists are at the north and south ends of each floor to help visitors.



### House Information

The House of Representatives Public Information Office, 175 State Office Building, offers publications and brochures on House activities and the legislative process in general.

The office publishes a newsletter called the Session Weekly. It includes a digest of House committee action, bill introductions, bill status, and a number of feature articles. The office also produces "Today" and "This Week," daily and weekly committee schedules with meeting times, places, and agendas.

Visitors also may use a computer terminal to check on the status of a bill if they know the subject or have a bill number.

The information office makes available chamber seating charts for House and Senate members, legislators' office room numbers and phone numbers, and legislative and staff directories.

The office also publishes brochures on how a bill becomes law, the state governmental process (a seven-part series), and an introduction to the House of Representatives. And it offers a youth-oriented brochure on how a bill becomes law, and a coloring book of Capitol landmarks for pre-school and elementary school children.

### Chief Clerk's Office

Visitors can get answers to questions on House proceedings and copies of bills and resolutions at the Chief Clerk's Office in Room 211 of the Capitol building.

The office, located next to the House chamber on the second floor of the Capitol, also has copies of House agendas available before the House convenes. The agendas — the Calendar, General Orders, and Consent Calendar - carry an explanation of their content.

The office also publishes the Journal of the House, the official daily record of legislative action.

Next to the Chief Clerk's Office is the House Index Department. The computerized index available in this office allows visitors to get information about a bill's author, status, or committee assignment. House Index lists bills by committee and by more than 150 topics (such as education, agriculture, health) on a computer screen that is available to the public.

House Index also lists bills that the governor has signed into law.



### House sessions

All members of the House of Representatives can debate bills when the House is in session

In the beginning of a legislative session the pace of floor sessions is generally slow as new bills are assigned to committees and non-controversial items are debated. At about the session's midpoint, however, the pace and debate pick up.

The House meets on Mondays and Thursdays at 2:30 p.m. during the first few weeks. Floor sessions are scheduled for the afternoon because committees meet in the morning. As the session nears the end, however, the House will meet several times every day, often into the night.

Bills the House will consider are on agendas called Consent Calendar, Calendar, and General Orders, among others. The calendar indicates what action, if any, will be taken on measures listed on it. Debate and amendments occur on General Orders bills.

All House floor action is open to the public. Visitors interested in observing House floor action may call the Chief Clerk's Office or the House Public Information Office to find out the schedule. Spectators may sit in the gallery on the third floor.

## Committee meetings

When many people think of the Legislature, they may have visions of flashy oratory and impassioned speeches on the House or Senate floor. But actually, most of the important changes in bills occur during committee meetings.

Committees consider bills usually several weeks after the session starts. Visitors wanting to attend a committee meeting may call the House Public Information Office to find out what the agenda is, for each day. Agendas also appear in each issue of the Session Weekly.

Each committee has a chair, vice chair, secretary, and administrator. A list of all committees and their membership is available in the House Public Information Office in Room 175 of the State Office. Building.

Committee meetings are open to the public. If a public hearing is scheduled, the committee may listen to comments from the audience (when time permits) in addition to the scheduled speakers. Committees have different policies on hearing testimony depending upon their size and workload. Some committees hear general testimony at the subcommittee level, while others allow general testimony during meetings of the full committee. Information that committee members receive during meetings or hearings is considered public and is available to the audience on a first-come, first-served basis.

Controversial or major proposals, such as open enrollment or groundwater legislation, often have several public hearings so committee members may listen to all arguments for and against a bill.

The committee system starts at the beginning of the session. The first few meetings generally are informational.

During these meetings, delegates from organizations or other state agencies provide legislators with information about the topic in question.

Committees consider bills shortly after the informational meetings end. Also, committees face deadlines on when they may hear, refer, or vote on House or Senate bills. The deadlines help ensure that a bill receives as thorough an airing as possible before the full House votes on

The committee meetings are usually held in the State Office Building or the Capitol. The House Public Information Office provides daily committee meeting schedules to those interested. Advance committee schedules also appear in the Session Weekly.



### Dining at the Capitol

All buildings in the Capitol complex have their own cafeterias. The Capitol and State Office Building dining areas are in the basement. The Transportation and Centennial cafeterias are on the ground floor of each building. The Veterans Service Building cafeteria is on the fifth floor, and the Capitol Square Building's dining area is on the lower level. The Capitol also has a snack bar on the second floor (where the House and Senate chambers are located) during session.

Visitors may dine away from the Capitol complex. Several restaurants are within two to three blocks' walking distance north on Rice Street. Other restaurants are within an easy walk or drive west on University Avenue.

Visitors also may eat in downtown St. Paul by riding an MTC bus for a dime. Board a 94 or 16 bus at the bus stop on Constitution Avenue between the State Office Building and the Transportation Building, and get off the bus on Cedar Street at either Seventh or Sixth streets. To return to the Capitol area, board a 94 or 16 bus on any corner along Minnesota Street (one block north of Cedar) and get off at the bus stop on Constitution Avenue across from the State Office Building entrance.

## Minnesota House Profile '91

Party Affiliation		Gender	
DFL	79	Women	29
IR	53	Men	103

The Minnesota Legislature began the 77th Session with 23 new members, but the balance of power between the two major parties remains virtually unchanged from the 76th Session.

The Democratic-Farmer-Labor Party controls the House by a 79-53 margin over Independent-Republicans, with two seats still open. Before the November elections, DFLers held control by an 80-54 margin.

Likewise, the rankings of the most common professions among House members remained about the same, although the number of farmers has decreased slightly from earlier levels.

And the number of women serving in the House has reached an all-time high, with 29 members — up from 27 a year ago.

Farming, the traditional number one occupation in the House, is now tied for first as the most common occupation among members. A total of 20 members listed farming as their main job this year—down from 23 a year ago.

That's a pronounced drop from the 27 members who cited farming in 1987, but still above the all-time low for farmers in 1977, when only 18 members listed it as their occupation.

Business was also cited by 20 members as their occupation, which was in second place a year ago. That gives farmers and business 30 percent of House membership, or 15 percent each.

Farming and business were followed by educator (19) and full-time legislator (19) among occupations. The number of full-time legislators remains unchanged from a year ago, but the ranks of educators increased by two during that time.

	Ag	е	
Range	No.	Range	No
21-30	6	51-60	26
31-40	23	61-70	12
41-50	44	71+	1

Not Available-20

The biggest change in the makeup of the House was in the number of attorneys. There are now 18 attorneys serving in the House, up from 15 in 1990.

That's a significant increase from the 12 attorneys who served in the House in 1987, but still below the 27 attorneys who served in 1963. At that time, when the Legislature met every other year, it was easier for attorneys, as it was for many other professions, to take time off to serve.

Many other occupations remained relatively stable between 1990 and 1991. Homemaker was cited by seven members, followed by trades/labor (4), real estate (3), and auctioneers (2).

Occupations that showed an increase over 1990 are consultants (5 to 7) and government workers (2 to 4).

Among other occupations cited were banker, counselor, pharmacist, engineer, certified public accountant, loan officer, securities representative, executive director for a non-profit organization, and a social issues program director.

Many of the occupations were some-

Terms	•
1st	21
2nd	15
3rd	27
4th	12
5th	16
6th	9
7th	9
8th	6
9th	5
10th	10
11th	1
18th	1

Occupatio	n
Farming	20
Business	20
Educator	19
Full Time Legislator	19
Attorney	18
Homemaker	7
Consultant	7
Trades	4
Government	4
Real Estate	3
Auctioneer	2
Other	9

what difficult to categorize, however. For example, seven additional members listed legislator as a secondary occupation and eight listed it as their primary job, while also citing a secondary occupation. But these members were not included in the count of full-time legislators.

Education	
High School	7
Some College	18
4 yr. Undergraduate Degree	45
Graduate Work	17
Graduate Degree	29
Vo-Tech	6
2 yr. Undergraduate Degree	3
No Listing	7

There have also been some shifts in the educational makeup of the House.

The number of legislators who hold some kind of college undergraduate degree has increased significantly from 31 in 1990 to 48 in 1991. However, those who have done some graduate work has declined from 27 to 17, as have those with vo-tech or some college (32 in 1990 compared to 25 in 1991). Members holding graduate degrees dropped sightly from 31 to 29.

The average age of House members is 47, with the youngest member at 26 and the oldest at 79. The largest group of legislators are the 27 who are currently serving their third term. The next largest group is the 21 who are in their first term (the two other members elected in November had previously served in the House). There are 16 fifth-term members, 15 second-term members, 12 fourth-term members, and 10 tenth-term members.

Rep. Willard Munger (DFL-Duluth) continues as Minnesota's elder statesman, serving his 18th term and will have his 80th birthday later this month.

This breakdown was based on 132 members — two short of the 134 House districts. Special elections are expected to be held next month for the seats previously held by Reps. Elton Redalen (IR-Fountain), who was named commissioner of the Department of Agriculture, and Joe Quinn (DFL-Coon Rapids), who was named a district court judge.

## APPENDIX D

## Minnesota State Government Series

D-1	State Profile
D-2	State Symbols
D-3	State Counties
D-4	State Lawmakers
D-5	State Legislative Information
D-6	State Law Process
D-7	U.S. Congress
D 0	State Covernment

he late Sen. Hubert Humphrey once quipped that contrary to what the rest of the country may believe, there is no provision in the state Constitution requiring that a Minnesotan run for president.

Humphrey was making a small joke, of course, but the one-liner spoke volumes about the place government holds in the minds of many Minnesotans.

Yes, Minnesota is the land of forests, farms, and lakes. But ask a Minnesotan about the state and he or she is just as likely to mention good government.

State government and programs such as the highly touted open enrollment education initiative and the Minnesota Clean Indoor Air Act have consistently led the way for the rest of the nation.

But the state is perhaps more widely known for the steady stream of national leaders it has produced, from Harold Stassen, the "boy wonder" governor and one-time serious presidential candidate, to the trio of Minnesota senators who also ran for president: Hubert

Humphrey, Eugene McCarthy, and Walter Mondale.

From the beginning, the Minnesota tradition has largely been a liberal one. One of the first acts of the Minnesota Legislature was to authorize the sale of \$5 million in railroad bonds to stimulate business in the wake of the economic Panic of 1857.

And when business is perceived as posing a threat to the people, Minnesota hasn't been afraid to impose regulations to keep companies in check.

In 1871, when big railroads were commonly looked upon as the enemy, Minnesota created its own railroad commission — years before the federal Interstate Commerce Commission was formed.

At the turn of the century,
"conservative" governor Samuel
Van Sant began a lawsuit against
the Northern Securities Company, a massive railroad conglomerate. Its later breakup was
the first step toward making
then President Theodore
Roosevelt's reputation
as a trust buster.

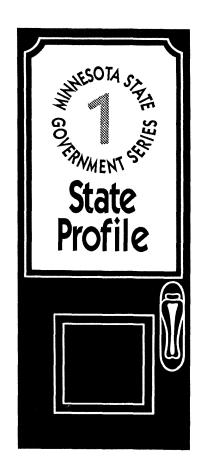
That strong tradition of government regulation of business, borne

from the Populist roots of the Democratic-Farmer-Labor Party (DFL) in 1944, continues to this day. And it's a constant point of friction at the state Capitol between the DFL and Independent-Republicans, whose tradi-

tional roots are also very strong in the state.

There have been long stretches of Republican domination — despite Minnesota's reputation as a liberal state. In 1932, Franklin Delano Roosevelt was the first Democratic presidential candidate to win Minnesota's electoral votes. And it wasn't until 1972 that the DFL gained a majority in both the state House and Senate.

Despite the vigorous two-party



system in Minnesota, the politics on both sides of the aisle, with the exception of the 1990 gubernatorial campaign, have historically been very clean. Where else, for example, would a Minneapolis City Council candidate be indicted for unfair campaign practice for handing out \$31 worth of Twinkies to campaign workers?

## Legend

he popular slogan on
Minnesota license plates
boasts that the state is the
"land of 10,000 lakes."
Actually, there are 15,291
lakes of more than 10 acres
each, giving the state more
shoreline than California, Florida,
and Hawaii combined.

And as can be expected, water has been a central theme in the lore of the people who have inhabited Minnesota for centuries. The creation myth of the Ojibway Indians of northern Minnesota holds that the earth was created when Winabijou, the legendary trickster who finds himself at the

top of a pine tree surrounded by water. He asks a muskrat to retrieve mud from the bottom. The muskrat does, and Winabijou makes an island which grows to the size of the earth.

Minnesota pioneers turned to Paul Bunyan and Babe the Blue Ox for their creation story. Legend has it that Paul and Babe, headed west from Maine to Washington, are responsible for creating "the land of 10,000 lakes" with their deep footprints.

But the textbook explanation is that four large glacier systems melted as they receded north and created Lake Agassiz, which at one time was larger than all the Great Lakes combined. As the lake level receded, the many depressions on Minnesota's landscape were filled in. The 10,000 lakes slogan, although inaccurate, is a holdover from 19th century promotion brochures designed to lure immigrants to the state.

## History

he abundance of water in Minnesota is also reflected in the very name chosen for the state. "Minnesota" is the Dakota Indian word for "cloudy" or "sky-tinted water" that was applied to the river of that name because of its color.

The two main groups of Indians in Minnesota are the Ojibway and the Dakota. Their presence is most visible in the place names of many Minnesota towns and counties. Fifteen of Minnesota's 87 counties took their names from the Dakota language, either directly or through translation; 12 came from the Ojibway language.

The French were the first Europeans to explore the area that is now known as Minnesota. So extensive was their contact with the Indians that the French greeting, "bonjour," is still used by Ojibways. The greeting, however, is pronounced "boozhoo."

Minnesota became a territory in 1849 and became the nation's 32nd state in 1858. The first

U.S. Census, conducted in 1850, listed the state's population at 6,077 — a fraction of the 4.3 million people who live here today.

Although
Germans comprised the largest group of settlers,
Minnesota is said to be the only state in the country where Smith isn't the most common name in the telephone book; it's Peterson, an indication of the state's deep Scandinavian roots.

Since that initial wave of Germans, Norwegians, Swedes, Danes, Irish, and other nationalities, many other immigrants have flocked to Minnesota. St. Paul is now home to the largest group of Hmong people living in the United States.

## **Economy**

innesota's early
economy was dominated by the lumber,
agriculture, and mining
industries. And those
industries continue to

play a large role in the state's economy.

Minnesota is the nation's top producer of iron ore, supplying about 70 percent of the ore mined in the U.S. for the steel and auto industries. And the state ranks sixth in the nation in agricultural production.

But for the first time beginning in 1948, the value of manufactured products produced in the state exceeded the value of Minnesota farm crops.

The rise of the computer industry has played a major role in the state's continued economic vitality. Minnesota has

more than four times the national share of employment in the computer industry.

Because of Minnesota's burgeoning hitech industry, world trade has been booming

in recent years. Minnesota is one of the few states in the nation to enjoy a trade surplus.

And despite relatively high tax rates, the business climate in Minnesota is often cited as good. Fortune magazine in 1989 ranked the Twin Cities as one of the nation's top 10 areas in which to do business. St. Paul was listed by Newsweek in 1989 as one of the top 10 cities in which to live and work, and Minneapolis was cited as one of 16 "new boom towns" by U.S. News & World Report in the same year.

Why does Minnesota rate so high in the national surveys? It has a lot to do with the quality of life and the solid public education system.

Minnesota's high school graduation rate has consistently been the highest in the country, and its students ranked among the top four in ACT college entrance exam scores.

As for quality of life, Working Mother magazine ranked the Twin Cities as the top area in the nation for working mothers. Likewise, Savvy Woman said the Twin Cities is the best metropolitan area in the country in which to raise children.

But perhaps the most telling statistic was revealed in a University of Minnesota study. Researchers there found that 93 percent of Minnesota residents wouldn't want to live anywhere else. ake Superior agates. Common loons. Pink and white lady-slippers and Norway pines. Walleyes and wild rice. All are characteristic of Minnesota, and all capture the essence of the state. Over the course of Minnesota's statehood, the Legislature has adopted 11 such symbols to identify the state.

### The State Seal

he Great Seal of Minnesota has been around for more than 130 years — even before Minnesota became a state. But its existence has not been without controversy.

It was on May 25, 1858 — two weeks after Minnesota became a state — that then Secretary of State Francis Baasen said to Governor Henry H. Sibley that, "My office

being without a seal,
I can of course do
no official act
unless you
make some
direction in
the matter."
Sibley
immediately
authorized the
use of the
territorial seal until

territorial seal until a new design could be created and agreed upon. That seal, essentially the same one in use today, was used while the Legislature debated the creation of a new one.

In 1858, the Legislature approved a vastly different seal, but for some reason it was never officially adopted into law that year. Historians still aren't sure why, but speculation has it that Sibley didn't like the design and conveniently "lost" the bill in favor of the territorial design. In any case, the Legislature, in 1861, when notified that the governor may have acted outside his authority, approved the design and it was signed into law.

So the essential elements of the territorial seal — a barefoot settler

plowing a field near the Mississippi River, an Indian riding a horse, and a sunset — have remained ever since.

But it, too, has changed slightly over the years. Prompted by Indian objection, the Legislature, in 1983, decreed that the Indian should face the settler by riding south rather than fleeing west.

Captain Seth Eastman, an artist who was also the commanding officer at Fort Snelling, designed the seal.

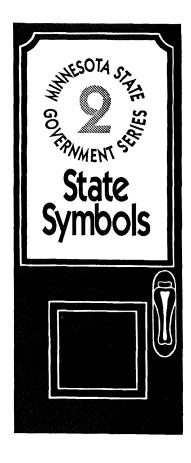
## The State Bird

he Legislature adopted the common loon as the state bird in 1961. Since then, it has taken hold as one of the most revered of Minnesota symbols.

The sleek-looking bird can attain speeds of up to 60 miles per hour and can travel great distances under water. The loon's legs are near the rear of its body, enabling it to dive under water quickly, quietly, and with great speed.

But its legs weren't made for walking. The loon earned its name

from the old English word "lumme," meaning awkward person. The loon ventures



on land only when nesting and breeding. And even then, the nest is always very close to water.

Its wings are also somewhat unusual in that they are very small. As a result, the loon, which averages about nine pounds, needs between 20 yards and a quarter mile to take off.

Its distinctive features include a black-and-white checkered pattern on its back and an intense red eye, which is found only in adults. Its head is a dark green but is often mistaken for black. The description applies to both males and females, making it difficult to distinguish them.

Loons are loners and prefer Minnesota's isolated lakes, leading some to label their distinctive call as "the loneliest voice on earth."

### The State Grain

been a staple for the Indians of northern Minnesota.

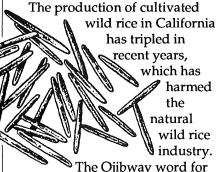
To recognize that, and the fact that Minnesota is a leading producer of wild rice in the nation, the state Legislature adopted wild rice as the official state grain in 1977.

or centuries, wild rice has

Wild rice, which is really a grain, grows naturally in the many lakes and rivers in the northern half of the state.

Like oats, the grain of wild rice is surrounded by a hull that is removed during processing.

Although Minnesota is still the nation's leader in the production of natural wild rice, California is now the leading producer of cultivated wild rice, which is grown in paddies as is white rice.



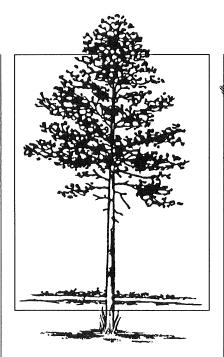
rice is "manomin," whose root word is "mano," or spirit — an indication of how important the rice was and is to the Ojibway.

The rice was traditionally harvested by women in late August and early September. Today, the season is regulated by the Minnesota Department of Natural Resources.

Sticks or flails, no longer than 30 inches long, are used to bend the wild rice grass into a boat or canoe. The stalks are then gently flailed to knock the grains loose and into the

boat or canoe.

As of 1990, Minnesota ranked' second in the production of both natural and cultivated wild rice.



## The State Tree

any people are familiar with the description that Indians gave to the Mississippi River: father of waters. But far fewer know that the Ojibway refer to Norway, or red, pine trees as "grandfathers."

In 1953, Minnesota adopted the Norway pine as the official state tree. Norway pines typically reach heights of 80 feet and diameters of up to three feet; exceptional trees have grown as high as 150 feet and as wide as five feet.

The largest Norway pine in Minnesota is in Itasca State Park. The tree is over 120 feet tall and is

more than 300 years old. It's called a red pine because of the pale red color of its heartwood and the reddish color of its bark.

Two-thirds of a mature Norway pine's trunk is free of

branches. Its crown is generally cone-shaped and symmetrical. Needles, half-round and glossy

green, grow in pairs four to six inches long.

## The State Song

ou rarely hear it on the radio and it has never made the top 40, but that doesn't mean it's not a popular song — especially among Minnesotans.

The song is "Hail! Minnesota," and it has been the state song since 1945.

The song dates back to 1904 when it was sung in a University of Minnesota play, "The Apple of Discord, a Travesty," a comedy about a football game.

The song was originally written by student Truman E. Rickard, then later rewritten by another student, Arthur Upson. It became the school's alma mater.

Through the 1920s, legislators battled over state song proposals and considered at least four, but reached no agreement. Finally, "Hail! Minnesota" was proposed.

In 1945, the university gave permission to the state to use it, as did author Rickard (Upson had died). Then the words were changed slightly from "Hail to thee our college dear," to "Hail to thee our state so dear."

## Hail! Minnesota

Minnesota, hail to thee!
Hail to thee our state so dear,
Thy light shall ever be
A beacon bright and clear.
Thy sons and daughters true
Will proclaim thee near and far,
They will guard thy fame
And adore thy name;
Thou shalt be their Northern Star.

Like the stream that bends to sea, Like the pine that seeks the blue; Minnesota, still for thee Thy sons are strong and true. From thy woods and waters fair; From thy prairies waving far, At thy call they throng With their shout and song; Hailing thee their Northern Star. eople from Willmar, Minn., may be unaware that the county in which they live — Kandiyohi — means "where the buffalo fish come" in the Dakota, or Sioux, language.

And some people from Mora may have no idea that the county in which they live — Kanabec — is the Ojibway word for "snake."

Those are just a few of the derivations of the names of Minnesota's 87 counties — little-known facts that are largely overlooked in the bustle of ordinary life.

But those names are perhaps the best indicator of the patchwork quilt that is Minnesota. Each county has a distinct flavor all its own.

Minnesota's diversity isn't surprising given the state is the nation's 12th largest in size. But the regional differences, from the flat potato and sugar beet country of the Red River Valley in northwestern Minnesota to the dairy farms and hardwood forests of the

Kittson

southeast, and from the lush lake country of the northeast to the rich prairie lands in southwestern Minnesota, have been largely put aside since Minnesota became a state in 1858.

Just as the 50 United States are different, so, too, are the 87 counties of Minnesota. But there is clearly a united sense of Minnesota.

ifteen county
names came
directly from the
Dakota, or Sioux,
language, and 12
are derived from
the Ojibway language—
the two principal Indian
groups in Minnesota.
Fifty-two counties were
named for early explor-

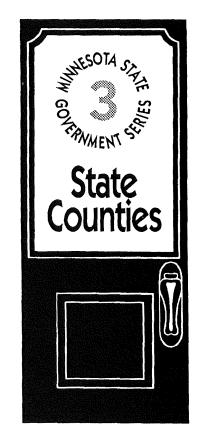
ers, fur traders, Minnesota pioneers, and prominent U.S. citizens.

Wilkin County, for example, was named for Colonel Alexander Wilkin, who was shot and killed in the Civil War in 1864 during the battle at Tupelo, Miss.

Six more counties were named by pioneers for prominent geographic features of the area. Pine County, for example, was named for the abundant pine forests in the region.

If it's true that the most telling glimpses of a culture are revealed by studying what is most overlooked, then the following origins

of county names should offer a brief sketch of the Minnesota character.



itkin County: Named for William Alexander Aitkin, a fur trader with the Ojibway Indians, who married into an influential Indian family. Est. May 23, 1857.

Anoka County:

Taken from
the town of that
name, which, in
the Dakota language,
means "the other side, or
both sides." The town lies on
both sides of the Rum River.
Est. May 23, 1857.

ecker County: Named for lawyer George Loomis Becker, one of three people elected to Congress in 1857. But upon gaining statehood, Minnesota was allotted only two House spots, and Becker lost the draw. His reward, in part, was having a county named after him. Est. March 18, 1858.

Beltrami County: Named for Giacomo Constantino Beltrami, an Italian explorer who searched for the source of the Mississippi River.

Accused of plotting to establish an Italian republic, he was exiled and came to America.

Est. Feb. 28, 1866.



amsey County: Named in honor of Alexander Ramsey, the first governor of the Minnesota
Territory, the second mayor of St. Paul, and the second governor of the state of Minnesota. He later served as a U.S. senator and secretary of war. Est. Oct. 27, 1849.

Red Lake County: Named after Red Lake and Red Lake River. The Ojibways named the lake for its winelike color at sunset. Est. Dec. 24, 1896.

Redwood County: Named for the cedars and willows in the area. Est. Feb. 6, 1862.

Renville County: Named for Joseph Renville, an early settler in Minnesota. He served with the British in the War of 1812, leading a company of Dakota warriors against U.S. forces. He later served as an interpreter, trader, and source of information about the Dakota. Est. Feb. 20, 1855.

Rice County: Named after Henry Mower Rice, one of the first two U.S. senators from Minnesota. Est. March 5, 1853.

Rock County: Named after the prominent rock deposit in the county. The rock plateau, covering three or four square miles and a height of 175 feet, also gives its name to a river within the county. Est. May 23, 1857.

Roseau County: Named after Roseau Lake and Roseau River, the French translations of the Ojibway references to the many reeds in the lake and river. Est. Dec. 31, 1894.

t. Louis County: Named for the St. Louis River, the largest river flowing into Lake Superior. It is the largest county in the state. Est. March 3, 1855, and March 1, 1856.

Scott County: Named for General Winfield Scott, who served in the War of 1812, the Mexican War, and, for 20 years, was commander-in-chief of the U.S. Army. Est. March 5, 1853.

Sherburne County: Named for Moses Sherburne, an associate justice of the Supreme Court of the Minnesota Territory. Est. Feb. 25, 1856.

Sibley County: Named in honor of General Henry Hastings Sibley, an early pioneer, governor, and military defender of the state. Sibley was the first governor of Minnesota. Est. March 5, 1853.

Stearns County: Named after Charles Thomas Stearns by mistake. The county was to be named after Isaac Ingalls Stevens, but a clerical error changed the name to Stearns. The Legislature decided Stearns was worthy of the honor, and another county was later named after Stevens. Est. Feb. 20, 1855.

Steele County: Named after Franklin Steele, a prominent pioneer of Minneapolis. The Legislature elected Steele to the first Board of Regents of the University of Minnesota. Est. Feb. 20, 1855.

Stevens County: Named after Isaac Ingalls Stevens, who commanded the expedition surveying for a Pacific railroad. An earlier attempt to name a county in his honor failed due to a clerical mistake in the Legislature. Est. Feb. 20, 1862.

Swift County: Named for Henry Adoniram Swift, governor of Minnesota in 1863. Elected lieutenant governor, he succeeded to the governorship when Governor Alexander Ramsey resigned to take a U.S. Senate seat. Est. Feb. 18, 1870.

John Blair Smith Todd, commander of Fort Ripley from 1849-56. He was a veteran of the Seminole and Mexican wars and later became a trader. Est. Feb. 20, 1855.

Traverse County: This county's name comes from Lake Traverse which lies "transverse" to Big Stone and Lac qui Parle lakes. The name comes from a Dakota word meaning "lake lying crosswise." Est. Feb. 20, 1862.

abasha County: Named after three successive chiefs of Mississippi bands of Dakota Indians. Est. Oct. 27, 1849.

Wadena County: Received its name

from an old trading post. It stems from an Ojibway word meaning "a little round hill." It's also a common Ojibway name. Est. June 11, 1858.

Waseca County: Named for the Dakota word meaning "rich," a reference to the fertile soil in the area. Est. Feb. 27, 1857.

Washington County: Named in honor of George Washington, a founding father and first president of the United States. Est. Oct. 27, 1849.

Watonwan County: Taken from the Dakota word, "watanwan," meaning "fish bait," or "where fish bait abounds." Est. Feb. 25, 1860.

Wilkin County: Named, for the third time, after Colonel Alexander Wilkin, a lawyer who served as Minnesota's U.S. marshal and was later killed in the Civil War. Earlier, it was named for a U.S. senator from Georgia who later became the Confederacy's secretary of state; then, for Andrew Johnson, who succeeded Abraham Lincoln to the presidency. Neither of them were acceptable to county residents, so they petitioned the Legislature to change the name to Wilkin. Est. March 6, 1868.

Winona County: Named in honor of Winona, a female cousin of Wabasha, who was the last of three successive chiefs of the Mississippi band of Dakota with that name. Winona, in the Dakota language, means "first-born female." Est. Feb. 23, 1854.

Wright County: In a compromise, this county was named after Silas Wright, a New York statesman. The delegation traveling to St. Paul to propose the establishment of the county was unable to agree on a name. A member of the delegation, who was a friend of Wright, proposed Wright's name for the county; the delegation agreed. Est. Feb. 20, 1855.

ellow Medicine County: Named after the Yellow Medicine River that crosses the county. Yellow Medicine stems from the Dakota word, "pajutazee," for the long, yellow grasses that are abundant in this region. Est. March 6, 1871.

become representatives? The easiest answer to that question is that — they are us.

The 134 members of the House of Representatives are from all walks of life and from all regions of the state. They are farmers, teachers, attorneys, and homemakers. And each has their reason for getting involved in the political process.

ho are these men and women in the Legislature? Where do they come from, and how did they

Perhaps it was a problem encountered on the job that perked an interest to get a law changed. Maybe it was the belief that the representative from his or her area hadn't done a good job.

For whatever reason, the 134 representatives who serve in the House were elected to represent the people. And each year they meet in the state Capitol in St. Paul to discuss ideas for new laws and changes to old ones.

The Legislature is divided into 67 legislative districts, with about 60,000 people in each district. Voters elect one senator from each of those districts.

And each of those
Senate districts is
divided into two
sections. Voters elect
one House member,
or representative, from
each of those sections,
making a total of 134 representatives. These districts,
which are made up of about
30,000 people each, are identified on the accompanying map
with an "A" or a "B."

Farming and business have been listed as the most common occupations in the House in recent years, followed by educator, fulltime legislator, and attorney.

Although most legislators consider their governmental duties as a part-time job, that trend is changing. In 1991, "full-

time legislator" was tied for second as the most commonly listed occupation behind farming and business, which were tied for first. In 1981, no House members considered themselves full-time lawmakers.

There are also many more women represented in the Legislature today than in the past. In 1991, 29 women served in the House, or about 22 percent of the body — more than at any other time in history.

Legislators also represent a wide variety of ages and educational backgrounds. In 1991, members ranged in age from 80 to 26, and the overwhelming

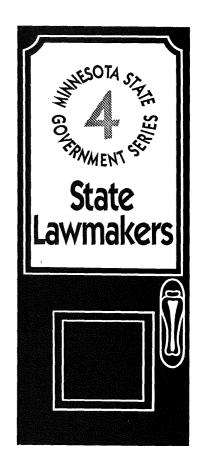
majority had some educational training past high school.

Why do people want the job of being a representative? Some have an interest in

particular topics such as health care or children's issues and want to change state law. Others are intrigued by the political process. Still others are re-

cruited by party leaders — Independent-Republicans or Democratic-Farmer-Laborites to run for election.

People elect members, also known as representatives, to the House every two years. And if the people don't like the way their representatives vote on issues, they have the power to vote them



out of office.

## Your legislator

embers of the House of Representatives are elected to represent us. But how do they it and what do they really do?

Perhaps the most important job of House members is to pass judgment on the many proposed laws that are considered each session at the Capitol.

Every year, representatives introduce more than a thousand bills for consideration, but only a few hundred of those become law. The proposed laws touch just about every facet of human experience.

Would a bill, or proposal, to limit the draining of the state's wetlands, for example, unfairly restrict the ability of farmers to make a living?

Would a proposal calling for the state to pay for the spraying of hordes of grasshoppers kill off too many honey bees and possibly harm the food chain?

Appendix D-4

the beginning of January to mid-May. During the second, or even, year of the cycle, the Legislature usually meets from February to mid- to late-April. The second year of the cycle is often referred to as the "short year."

Aside from their legislative duties at the Capitol, representa-

B • Jeff Bertram-DFL

A • Marcus Marsh-IR

B • Dave Gruenes-IR

Sen, Joanne Benson-IR

Sen. Joe Bertram, Sr.-DFL

tives also meet with people and groups from their districts to hear their concerns, and they often serve on various commissions during the time between legislative sessions.

In addition, representatives sometimes work as "caseworkers" to solve problems encountered by people living within their districts. Oftentimes, your representative, who understands the ins and outs of government and carries some clout as a legislator, can help sort things out.

And sometimes these problems give rise to an idea for a new law.

## Minnesota House and Senate Membership 1991-92

A • Jim Tunheim-DFL A • Linda C. Runbeck-IR A • LeRoy. Koppendrayer-IR A . Gary L. Schafer-IR B • Wally Sparby-DFL B • Jerry J. Bauerly-DFL B . Larry D. Bodahl-DFL B • Richard M.Pellow-IR Sen. LeRoy A. Stumpf-DFL Sen. Charles R. Davis-DFL Sen. Earl W. Renneke-IR Sen. Steven G. Novak-DFL A • Bernard L. Lieder-DFL A • Harold Lasley-DFL A • Becky Kelso-DFL A • Philip B. Krinkie-IR B • Edgar Olson-DFL B . Loren G. Jennings-DFL B • Bill Macklin-IR B • Brad Stanius-IR Sen, Roger D. Moe-DFL Sen. Janet Johnson-DFL Sen. Terry D. Johnston-IR Sen, Fritz Knaak-IR A • Irv Anderson-DFL A • Doug Peterson-DFL A • Eileen J. Tompkins-IR A . Don J. Valento-IR B . Loren A. Solberg-DFL B • Ray Welker-IR B • Dennis Ozment-IR B • Dennis R. Newinski-IR Sen. Bob Lessard-DFL Sen. David FredericksonDFL Sen. Pat Pariseau-IR Sen. Jerome M. Hughes-DFL A • Doug Swenson-IR A • Bob Johnson-DFL A • Steve Dille-IR A . Connie Morrison-IR B • Anthony G. Kinkel-DFL B • Roger Cooper-DFL B • Arthur W. Seaberg-IR B • Harriet McPherson-IR Sen. Harold R. Finn-DFL Sen. John Bernhagen-IR Sen. Charles C. Halberg-IR Sen. Gary W. Laidig-IR A • Tom Rukavina-DFL A • Bob McEachern-DFL A . Thomas W. Pugh-DFL A • Jeff O. Hanson-DFL B • Jerry R. Janezich-DFL B • Tony Onnen-IR B . Robert P. Milbert-DFL B • Pat Beard-DFL Sen, Ronald R. Dicklich-DFL Sen. Betty A. Adkins-DFL Sen. James P. Metzen-DFL Sen. Len R. Price-DFL A • David P. Battaglia-DFL A • Edwina Garcia-DFL A • James I. Rice-DFL A • Terry Dempsey-IR B • Joseph R. Begich-DFL B . Don Ostrom-DFL B • Joyce Henry-IR B • Richard H. Jefferson-DFL Sen. Douglas J. Johnson-DFL Sen. Dennis Frederickson-IR Sen. Phil J. Riveness-DFL Sen. Carl W. Kroening-DFL A • Willard Munger-DFL A . John Dorn-DFL A • Paul Hufnagle-IR A . John J. Sarna-DFL B • Mike Jaros-DFL B • Phyllis Kahn-DFL B • Marcel "Sal" Frederick-IR B . Kathleen Blatz-IR Sen. Sam G. Solon-DFL Sen. John C. Hottinger-DFL Sen. William Belanger, Jr.-IR Sen. Lawrence Pogemiller-DFL A • Dee Long-DFL A • Mary Murphy-DFL A • Sidney Pauly-IR A · Robert Vanasek-DFL B • Ben Boo-IR B • Peter G. Rodosovich-DFL B • Myron W. Orfield-DFL B • Ron Erhardt-IR Sen, Allan H. Spear-DFL Sen. Jim Gustafson-IR Sen. Thomas M. Neuville-IR Sen, Donald A, Storm-IR A • Kevin Goodno-IR A . Steve Smith-IR A • Karen Clark-DFL A • Steven A. Sviggum-IR B • Marvin K. Dauner-DFL B • Jerry Knickerbocker-IR B • Bob Waltman-IR B • Linda Wejcman-DFL Sen. Keith Langseth-DFL Sen. Linda Berglin-DFL Sen. Lyle G. Mehrkens-IR Sen. Gen Olson-IR A . Loren P. Thompson-DFL A • Jim Girard-IR A • Sally Olsen-IR A • Lee Greenfield-DFL B • Bob Anderson-IR B • Andy G. Steensma-DFL B • Gloria M. Segal-DFL B • Wesley J. Skoglund-DFL Sen. Cal Larson-IR Sen. Gary M. DeCramer-DFL Sen. Ted A. Mondale-DFL Sen. Carol Flynn-DFL A • Chuck Brown-DFL A • Ted Winter-DFL A • Ron Abrams-IR A • Ken Nelson-DFL B • Hilda Bettermann-IR B • Katy Olson-DFL B • Peggy Leppik-IR B • Jean Wagenius-DFL Sen, Charles A. Berg-DFL Sen. Jim Vickerman-DFL Sen. Judy Traub-DFL Sen. Jane Ranum-DFL A • Syd G. Nelson-DFL A • Gene Hugoson-IR A • Ann H. Rest-DFL A • Mary Jo McGuire-DFL B • Richard Krueger-DFL B • Henry J. Kalis-DFL B • Lyndon R. Carlson-DFL B • Alice Hausman-DFL Sen, Dallas C, Sams-DFL Sen. Tracy L. Beckman-DFL Sen. Ember Reichgott-DFL Sen. John J. Marty-DFL A • Kris Hasskamp-DFL A • Kathleen Vellenga-DFL A • Dean Hartle-IR A . Linda Scheid-DFL B • Howard Orenstein-DFL B • Stephen G. Wenzel-DFL B • Richard H. Anderson-IR B • Phil Carruthers-DFL Sen, Don Samuelson-DFL Sen. Richard H. Day-IR Sen. William P. Luther-DFL Sen. Richard J. Cohen-DFL Paul Anders Ogren-DFL A • Bob Haukoos-IR A • Warren E. Limmer-IR A • Andy Dawkins-DFL B • Becky J. Lourey-DFL B • Leo J. Reding-DFL B • Bill Schreiber-IR B • Carlos Mariani-DFL Sen, Florian ChmielewskiDFL Sen. Pat Piper-DFL Sen. Patrick D. McGowan-IR Sen. Sandra L. Pappas-DFL A • Sylvester Uphus-IR A • Charlie Weaver-IR A • Tom Osthoff-DFL A • Donald L. Frerichs-IR B • Alan W. Welle-DFL B · Gregory Davids-IR B . Ioel Iacobs-DFL B • Rich O'Connor-DFL Sen. Dean E. Johnson-IR Sen. Duane D. Benson-IR Sen. Gene Waldorf-DFL Sen. Gene Merriam-DFL A • Bernie Omann-IR A • Iim Farrell-DFL

(February 18, 1991)

B • Steve Trimble-DFL

Sen. Randy C. Kelly-DFL

A • Teresa Lynch-IR

Sen. Gregory L. Dahl-DFL

A • Alice M. Johnson-DFL

B • Wayne Simoneau-DFL

Sen. Don Frank-DFL

B • Phil Heir-IR

A • Gil Gutknecht-IR

Sen. Nancy Brataas-IR

A • Virgil J. Johnson-IR

Sen. Steven Morse-DFL

B • Gene Pelowski, Jr.-DFL

B • Dave Bishop-IR

ntimidated by the complexity of government? Does the political process seem too unwieldy? Rest assured. You're not alone if you feel overwhelmed. But there *are* several government agencies that can help you find information.

### Who is my representative?

f you're unsure about who your state representative is, call the House Public Information Office at (612) 296-2146 or 1-800-657-3550, or stop by Room 175 in the State Office Building. To locate your representative, all that's required is your address.

### What's going on in the House?

ach year, more than a thousand bills are introduced in the House. And of those, several hundred become law. One way to keep abreast of legislation is through the Session Weekly, a free, weekly newsletter published by the House Public Information Office. The newsletter contains a brief synopsis of the many bills that are being considered by the Legislature, a complete listing of all House bills that are introduced. and the committee schedule for the coming week. To subscribe to the newsletter, call the House Public Information Office at (612) 296-2146 or 1-800-657-3550.

## When are committee meetings scheduled?

he House Public Information Office operates a 24-hour recording that gives committee meeting schedules and agendas. Call (612) 296-9283 for the recording. The House Information and Chief Clerk's offices also provide daily and weekly schedules of committee meetings, which can be picked up at either office.

# Where in the process is the bill I'm following?

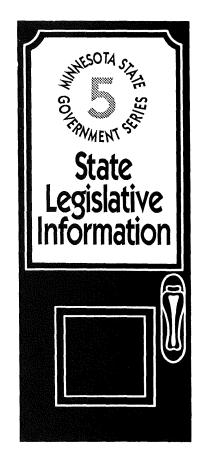
f you want to find out the status of a particular bill during the legislative session, call House Index at (612) 296-6646. The office can tell you about the most recent action on the bill. If you need a copy of a particular bill, call the Chief Clerk's Office at (612) 296-2314.

### How did my representative vote?

ecause there are literally hundreds of votes taken each legislative session, the Chief Clerk's Office doesn't provide separate listings of the way each representative votes. But the Journal of the House, which is available at the Chief Clerk's Office and at many public libraries, does contain a complete record of all House action and votes. The final, bound version of the Journal contains an index to help find all action and votes on each bill. In addition, several special interest groups do rate legislators based on their votes on specific issues. The ratings, which are available from the interest groups, are an effective way of assessing legislators' positions on issues of importance to

The Chief Clerk's
Office can help you if
you have questions
about how to use the
Journal to look up information.

you.



### House Public Information Office

175 State Office Building St. Paul, MN 55155 (612) 296-2146 1-800-657-3550 TDD Line: (612) 296-9896 FAX: (612) 296-1563

#### Chief Clerk's Office

211 State Capitol St. Paul, MN 55155 (612) 296-2314

### House Index Department

211 State Capitol St. Paul, MN 55155 (612) 296-6646



## How do I let my representative know how I feel about an issue?

eel free to give your representative a call. But perhaps the best way to get his or her attention is with a short, well-reasoned letter. Here are a few do's and don'ts on how to write an effective letter to your representative:

### Do . . .

- Be brief never write more than one page.
- Make your letter neat and easy to read (type or print).
- Identify the issue at the top of the letter and cover only one issue per letter. If you have more than one issue that needs to be addressed, write separate letters for each issue.
- Remember you're the expert; make your letter informative.
- Identify yourself and the reason for your expertise.
- Get right to the point. For example, you may wish to begin your letter like this: "I hope you will support (oppose) HF\_\_\_." Give your reasons for support ing or opposing the measure. Tell your legislator why you think the bill, if it becomes law, will help or hurt you, your children, your business, or your community. Explain what it means to you.
- Use terms they will understand and avoid using abbreviations.
- Offer to be of assistance. Offer to testify if there is a hearing regarding the issue you're concerned with.

- Ask for a reply if you want one. However, keep in mind how many meetings and hearings your legislator must attend. They will call or write you back as soon as possible.
- Be polite and reasonable.
   Lawmakers can't please every one. They may disagree with you. Try to respect their views.
   Don't lose your temper, even on paper. Tell your legislator what you think and why, but be polite.
- And finally, be sure to say "thanks."

### Don't . . .

- Don't use form letters or post cards. Use your own words. Legislators say, "I'd rather get one short, simple, handwritten letter than a hundred form letters that organizations gear people up to write. The letters come in stacks 300 deep. Even if they're handwritten, they're word for word the same." Also, use personal or business stationery, or a plain sheet of paper.
- Don't threaten legislators.
  Legislators say, "Some folks don't know how you stand on an issue, but they'll attack you right off the bat. They'll say, 'Vote for HF\_\_\_ or else,' and you may already think it's a wonderful idea. Or they'll write, 'Why aren't you supporting this bill, you crummy rat?' and you're the author of the bill. Threats and insults don't work."
- Don't address a legislator as "Congressman."

## This is the proper way to address your letter:

#### The salutation should read:

Dear Representative \_\_\_\_\_: or \_\_\_\_: Dear Senator \_\_\_\_\_:

ere are a few more tips on how to get in touch with your representative:

- Make an appointment. It's best to let your representative know when you're going to be at the Capitol so he or she can arrange to spend some time with you. Call or write.
- If you're calling about a specific piece of legislation, find out the House or Senate file number and status before you contact your legislator. For help, call House Index at (612) 296-6646.



here's a human story behind many of the laws that are passed each year by the Minnesota Legislature.

Often, an idea for a new law comes from an ordinary citizen.

When 6-year-old Katie Fritz of Farmington was killed by a garage door opener, her parents and others successfully lobbied the Legislature for a law — the first in the nation — to regulate the openers.

When reports of a brutal dog beating were first aired, Deb Lester of Minneapolis and other animal rights activists sprang to action. They mounted a drive in a few short months to get a law passed which would prevent dogs that are the victims of abuse from being returned to their abusive owners.

And when Sandra Shanley of Anoka, who suffers from multiple sclerosis, tired of the bureaucratic process of applying for absentee ballots before each election, she spoke with her representative. The result was a new law that allows permanently disabled people to automatically receive absentee ballots before each election, which will help ensure their right to vote and prevent an often trying trip to the polls.

Those were just a few of the 255 bills that were signed into law during one legislative session.

Former St. Paul senator Jack Davies, who served in the state Senate from 1958 to 1982, summed it up nicely when he said, "After all is said and done, ideas dominate legislative life."

o how does a bill become a law? The answer? In many different ways. But the basic process works like this:
The Office of the Revisor of Statutes translates the idea for a new law into the proper legal form. A legislator, who either initiated the idea or acted upon a

suggestion, becomes the chief

author of the bill.

The bill is then introduced in either the House or Senate and referred to a committee — the Agriculture or Environment and Natural Resources committees, for example — where members will discuss it, invite public testimony, and take amendments. Normally, the identical bill (called a companion bill) is introduced in the other body at the same time.

Committees in both bodies can either recommend the bill to pass, amend it and then recommend it to pass, or defeat the measure.

If the bill is recommended to pass, it can then be re-referred to another committee for consideration or to the full House for a vote by all the members. Typically, a bill must be voted on twice by the full House - once in the "committee of the whole" when amendments can be offered and adopted by a majority, and a second time when amendments can be offered only if all members consent to the additions. For most bills, 68 votes is all that's needed for a bill to pass in the House; 34 in the Senate.

If the bill is passed by both the House and Senate, it's then sent to the governor for a signature. Although this often happens with minor, non-controversial bills, it rarely occurs with major spending or tax bills.

The Senate and House typically approve much different bills in addressing the same topic. When that occurs, a conference committee — either three or five members from each body — is named to work out the differences.

Once a compromise is reached, the bill is then returned to both the House and the Senate for final approval, and then sent to the governor for his or her signature.



Although the process is simple in theory, it can often be confusing in practice. A bill that is defeated or amended in committee early in a session is often resurrected in a different form a few weeks later.

That's just what happened with a bill to appropriate money to help pay for the investigation of the Jacob Wetterling kidnapping, for example. The appropriation request wasn't approved in a committee, so on the House floor, the chief author added the proposal as an amendment to a separate bill on taxes. It passed, and later the governor signed it into law.

he legislative process in practice is akin to those long balloons that can be twisted into various shapes. Squeeze the air out of one section and it'll pop up in another.

For that reason, legislators, during legislative sessions, often recite the immortal words of baseball great Yogi Berra: "It ain't over 'til it's over."

## **Questions and Answers**

### How are bills amended?

ills going through the Legislature are often amended, which can greatly change the thrust of a bill. Most often legislators make

amendments to bills when they are being considered in committee.

Committee members are usually well versed in the subjects of the bills, and they have the time at this point to consider making changes.

Legislators can also amend bills when they reach the House floor.

In both cases, amendments are adopted by a majority vote.

Generally, the legislator offering the amendment will have the proposal drafted by a lawyer in the Office of the Revisor of Statutes, or another lawyer, before offering it for discussion.

## What are first, second, and third readings?

"reading" is the presentation of a bill before either house by the reading of the title. Bills must have three readings, one on each of three separate days, before they can receive final approval. Each of these readings is a stage in the enactment of a measure.

The Minnesota Constitution outlines this procedure to ensure that legislators know exactly what bills are before them, and to allow time for legislators to study the proposals.

The first reading occurs when a bill author introduces a bill on the House or Senate floor, after which it is sent to a committee for consideration.

The second reading occurs when either body accepts the committee report regarding the action the committee took on the bill. This happens in advance of the floor debate on the bill.

The third reading occurs

immediately preceding the final vote on the bill.

Even though the Minnesota Constitution requires this process, it permits legislators to dispense with the rule when necessary.

# What happens to bills remaining on calendars at the end of the first session of a biennium?

ills of this nature are returned to the last committee from which they were reported to the floor. But before they can be reported to the floor in the succeeding year, the committee must again recommend action.

## Are there any legislative deadlines?

ills can be introduced at any time during a session, but there are committee deadlines after which a bill will no longer be considered that session.

Committee deadlines are announced during the first half of a session in order to winnow the list of topics to be dealt with that year. The first deadline requires bills to have passed all House or Senate policy committees in order to be considered further that session.

The second deadline sets a date after which bills will not be considered unless it has passed through all policy committees in the other body.

In 1990, the first deadline was March 9; the second March 16. Of course, there are exceptions to every rule; these deadlines generally do not apply to tax and appropriations bills. Exceptions are sometimes made in other cases, too.

## How do legislators vote on various issues?

lthough people frequently call and ask for a legislator's voting record," no such complete document exists. In reality, each legislator cast hundreds of votes on assorted bills that are subsequently recorded in the *Journal of the House*. The Senate has a comparable journal.

If you want to know how a legislator voted on a specific bill, the House Index Office and the Senate Information Office can help you.

Probably the best way to get a feel for a legislator's "voting record" is to contact any number of special interest groups that rate legislators based on issues that are important to them. Several business associations and environmental groups, for example, issue regular ratings.

## When do new laws go into effect?

ost new laws go into effect on Aug. 1 following a legislative session unless a bill specifies another date. Exceptions are bills that appropriate money, which become effective July 1, the same date the fiscal year begins.

### What is an omnibus bill?

n omnibus bill is a large bill that includes several different issues under one general topic such as education. It is usually an appropriations bill, contains many pages, and is often comprised of several individual bills. Legislators often say the smaller bills are "rolled into" the larger one. This is necessary to produce a balanced budget.

innesotans are represented at the capitols in both St. Paul and Washington, D.C. The U.S. Senate and U.S. House in Washington function much like the state Legislature with one major difference. The bills U.S. senators and representatives debate apply to the whole country — not just the state.

The U. S. Senate has 100 members; two senators are elected from each state. They are elected to six-year terms and about one-third of the seats are elected every two years. Senators are elected statewide and each represents the entire state.

The U. S. House of Representatives has 435 members; the number of representatives a state has is based on the state's population.

Minnesota has eight representatives in the U. S. House, each

elected from

one of the

state's

often informally referred to as Congress, that term really refers to both the U.S. House and U.S. Senate taken together.

## Minnesota's Representation in Washington, D.C.

**U.S. Senators** 

Senator

Paul Wellstone (DFL)

2550 University Ave. Room 100 N. St. Paul, MN 55114 (612) 645-0323

> 702 Senate Hart Building Washington, D.C. 20510 (202) 224-5641

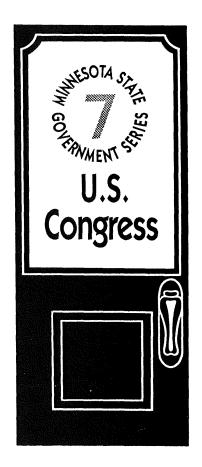
eight congressional districts. Each U.S. House member repres

member represents about 500,000 people.

Unlike U.S. senators, U.S. representatives only represent those people who live within their districts. They each serve a two-year term and are elected on even-numbered years.

Although the U.S. House is

Federal Information 1-800-366-2998



### Senator

Dave Durenberger (IR)

1020 Plymouth Building 12 S. 6th St. Minneapolis, MN 55402 (612) 370-3382

154 Russell Senate Office Building Washington, D.C. 20510 (202) 224-3244

## U.S. Representatives

First District
Timothy J. Penny (DFL)

Park Towers 22 N. Broadway Rochester, MN 55906 (507) 281-6053

Blue Earth County Government Center 410 S. 5th St., Box 3148 Mankato, MN 56001 (507) 625-6921 1-800-862-8632

436 Cannon House Office Bldg. Washington, D.C. 20515 (202) 225-2472

### Second District Vin Weber (IR)

Box 279 New Ulm, MN 56073 (507) 354-6400

P.O. Box 1214 Marshall, MN 56258 (507) 532-9611

919 S. 1st St. Willmar, MN 56201 (612) 235-6820

106 Cannon House Office Building Washington, D.C. 20515 (202) 225-2331

## Third District Jim Ramstad (IR)

8120 Penn Ave. S. Suite 152 Bloomington, MN 55431 (612) 881-4600

504 Cannon House Office Building Washington, D.C. 20515 (202) 225-2871

## Fourth District Bruce F. Vento (DFL)

727 Galtier Plaza 175 E. 5th St. Box 100 St. Paul, MN 55101 (612) 224-4503

2304 Rayburn House Office Building Washington, D.C. 20515 (202) 225-6631

## Fifth District

Martin Olav Sabo (DFL)

462 Federal Courts Building 110 S. 4th St. Minneapolis, MN 55401 (612) 348-1649

2201 Rayburn House Office Building Washington, D.C. 20515 (202) 225-4755

## Sixth District

## Gerry Sikorski (DFL)

277 Coon Rapids Blvd. N.W. Suite 414 Coon Rapids, MN 55433 (612) 780-5801

403 Cannon House Office Building Washington, D.C. 20515 (202) 225-2271

## Seventh District Collin Peterson (DFL)

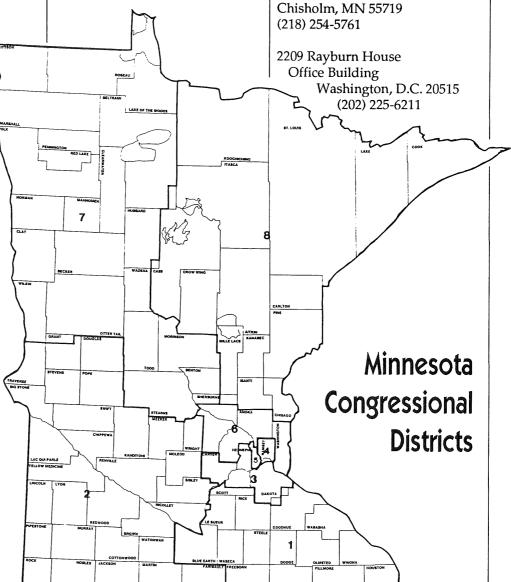
714 Lake Ave. Suite 107 Detroit Lakes, MN 56501 (218) 847-5056 1725 Longworth House Office Building Washington, D.C. 20515 (202) 225-2165

# Eighth District James L. Oberstar (DFL)

231 Federal Building Duluth, MN 55802 (218) 727-7474

Brainerd City Hall 501 Laurel St. Brainerd, MN 56401 (218) 828-4400

Chisholm City Hall 316 Lake St. Chisholm, MN 55719 (218) 254-5761



e, the people of the state of Minnesota, grateful to God for our civil and religious liberty, and desiring to perpetrate its blessings and secure the same to ourselves and our posterity, do ordain and establish this Constitution.

MINNESOTA

dopted October 13, 1857.

-Preamble to the Constitution of the state of Minnesota

The present system of state government stems from the people who wrote the Minnesota Constitution back in 1857, less than a year before Minnesota became a state. Their creation is the blueprint for Minnesota government.

Much has been written about the United States Constitution. But did you know that the Minnesota

Constitution, like those of many states, is actually longer than the United istribution **States** Consti-Legislative tution? That's because it contains more specific information on how to set up state government. Three of its 14 articles (the U.S. Constitution has only seven articles) pertain to the legislative,

branches of government. Though the state Constitution provides basic guidelines for government, it's flexible enough

to allow legislators, governors, and judges enough leeway to finetune the system by passing

laws.

executive,

and judicial

Take, for example, the Legisla-

ture. The Constitution states that there should be a House and a Senate, but leaves it to legislators to determine the size of each body by passing a law.

Likewise, the Constitution says that the executive department must consist of a governor, a lieutenant governor, secretary of state, auditor, treasurer, and attorney general, but allows the

> governor, with the consent of the Legislature, to establish many other executive departments such as the Department of Natural Resources and the Minnesota Pollution Control Agency.

And although the Constitution specifies the makeup of the state Supreme Court and of a defendant's right to a jury trial, the state Supreme Court is free to set

up a system of discipline for the state's lawyers and judges.

Like the United States Constitution, the Minnesota Constitution isn't exactly cut in stone. It has been amended more than 100 times — always with the approval of the voters — since it was first adopted. In 1988, for example, the Constitution was altered to allow



a state-operated lottery and to establish an environmental trust

Just as political arguments in the Legislature are sometimes heated, so, too, was the process that created the state Constitution. In fact, the Minnesota Republicans and Democrats who were called to draw up the Constitution refused to meet together in the same convention.

Instead, the two parties met separately, and through a conference committee composed of five members from each of the conventions, reached a compromise. But even then the delegates from the respective conventions refused to place their signatures on a document alongside those of the opposing party. The result was two identical constitutions — one on white paper; the other on blue.

But in 1974, the Constitution was restructured and revised, without changing the meaning, to make it easier to use and understand. The original document, however, remains the final authority.

## APPENDIX E

## General Teaching Helps

E-1	"Legislature at a Glance"
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- **E-2** "A Sample Bill"
- **E-3** "Commonly Asked Questions"
- **E-4** Minnesota Historical Society classes; tours
- **E-5** "Publications List"
- **E-6** "New Laws Effective August 1"

# Legislature at a Glance

Information in this section is intended to be used as a basis for class lectures.

### The legislative branch of government

The legislative branch consists of the House of Representatives and the Senate. The 134 House members are elected to two-year terms while the 67 senators are elected to four-year terms.

The Legislature is responsible for making new law, changing or abolishing old law, setting a state budget and tax policy, proposing changes in the state Constitution, electing University of Minnesota regents, and overseeing the work of state government.

#### Selection of House committee chairs and committee assignments

The number of standing committees and their names are set each biennium by the speaker. The number of committee assignments per member can vary from session to session.

The speaker names the chair, vice chair, and committee members. After the general election, members can indicate which committees they prefer. These preferences are given to the speaker-designate for those in the majority party and to the minority leader for those in the minority.

Committees achieve a balance in several areas: party, occupation, and geographic area.

### The committee process

During the early part of the session almost all of a legislator's work is done in committee, often where a bill's fate is decided.

Committees meet on a regular basis and have a weekly committee schedule. Most panels meet once or twice a week, while others meet more often.

Committees usually spend the first few meetings to bring members up to date on issues they may expect to face. As more bills are introduced and referred to committees, their schedules become more hectic. Near the end of session, a committee's work is completed (except for Taxes and Appropriations committees), so legislators focus their attention on floor sessions and conference committees.

#### Floor session

According to the state Constitution, the Legislature cannot meet in regular session for more than 120 legislative days during a two-year legislative cycle. A legislative day is defined as any day on which the House or the Senate convenes, and doesn't include days when only committees meet.

The Legislature cannot meet in regular session after the first Monday following the third Saturday of May in any year.

#### **Daily sessions**

The convening time for daily sessions is set by House rules. The daily convening time is 2:30 p.m., unless another time is asked for by the majority leader when requesting that the House adjourn for the day. The House spends most of the early part of the session in committee. The full House conducts sessions only a few days a week during the early going. Later, committee

meetings become fewer and sessions become more frequent.

The guidelines for House session procedures come from a number of sources — the state Constitution, *Minnesota Statutes*, House rules, joint rules of the House and Senate, customs and usage, and finally, *Mason's Manual of Legislative Procedure*. The chief clerk of the House serves as the unofficial parliamentarian and offers advice to the speaker in cases when a question arises as to appropriate procedure.

#### **Bill introduction**

In the House, the speaker assigns all bills, numbered resolutions and House advisories to one of the standing committees. The chief clerk assigns each House file and House advisory a number, which will identify the proposal as it moves through the legislative process.

Each bill is given its *first reading* at the time it is introduced.

The state Constitution requires that each bill be reported three times in each body before members can vote on its final passage. These reports are called "readings," which signal that an action (or a series of actions) has occurred.

The Constitution requires that a full day must pass between each reading unless the rules are suspended, or a special procedure allows an exception.

#### The committee

The committee is the core of the legislative process. It is in committee where the most detailed work of the Legislature takes place.

Each committee's job is to conduct public hearings on bills, to put each bill it hears in its best form, and to recommend to the full body only those bills which the committee believes merit further consideration.

When a bill is referred to committee, copies are made available to legislators and the public. This version is known officially as the "first engrossment." (As a bill moves from committee to committee or from committee to floor, the latest versions of a bill are called "second engrossment," "third engrossment" and so on.) Each engrossment contains the most recent language adopted in the bill.

The first time a bill can be amended (changed) or killed (voted down, tabled, or simply ignored), is in committee.

The committee has a number of options for action:

- 1) recommend a bill pass as introduced with its original wording;
- 2) recommend changes (amendments) in a bill to correct wording, or add or delete provisions; or offer alternative language that may clarify, weaken, or strengthen the bill;
- 3) combine two or more bills on the same subject into a single proposal;
- 4) send detailed, complex, or controversial bills to a division or subcommittee which can conduct a public hearing, suggest amendments, report the measure back to the full committee, ignore it, table it, or vote it down;
- 5) recommend that a bill pass and send it to another committee for further study;
- 6) write a committee bill; or
- 7) kill a bill by voting it down, tabling it, delaying action, ignoring it, or returning it to the author.

The bill's chief author, or sponsor, is the spokesperson for the bill in committee. Since committee members can quiz the author about all aspects of the bill, it is essential that the author have a good understanding of the measure, or have experts available to answer questions. Also, opponents and proponents may testify before the committee. Citizens, too, may express their views during these hearings.

After the hearing, the committee members try to reach a consensus. They must use their best collective judgment as to whether changes should be made to the bill or if it should retain its original wording.

Votes in committee are "voice votes" unless a roll call is requested. That means legislators on each side of the bill voice their sentiment together, saying "aye" or "nay" as a group. In a "roll call" vote, legislators state their positions individually. Votes are recorded in the minutes of the meeting. A majority vote is needed to amend a bill, or to change its status within the legislative process. If the committee can't reach agreement or doesn't conduct a hearing on a bill, the legislation has, in effect, ended its journey.

No committee hears every bill that is referred to it. They usually have hearings on bills after requests from chief authors. In previous legislative sessions, less than 20 percent of the bills introduced became law, and the majority of proposals were eliminated in committee.

### Second reading

Committee actions are recorded in the committee report, compiled by the committee secretary and approved by the chair. These reports are recommendations only until the reports are adopted by a majority vote on the floor. Approval is routine.

After the committee report is adopted, the bill is given its *second reading*. It is placed on General Orders, an agenda of bills to be considered by the House or Senate acting as the Committee of the Whole.

When a bill goes on the General Orders agenda, it is printed in a version that includes all committee amendments and is known formally as the second engrossment if it goes from one committee straight to the General Orders agenda. At least one day separates second reading and consideration in the Committee of the Whole unless the rules are suspended.

When the House becomes the Committee of the Whole, it has the same powers as any standing committee. The House speaker is the committee chair. Debate is unlimited and any member can offer an amendment.

#### Third reading and final passage

Preliminary approval by the Committee of the Whole advances the bill to the Calendar, the agenda of bills ready for *third reading* and final action. The bill faces one more debate and vote by all members.

Unless the rules are suspended, there is a one-day wait between a bill's movement from General Orders to Calendar.

Bills on the Calendar are given their third reading, which incorporates any changes made by the Committee of the Whole and indicates that no more portions of the bill, except its title, may be amended without unanimous consent.

#### The midpoint

When a bill passes one house, it has reached its midpoint en route to the governor's desk. A bill must pass both houses in identical form before it can become law.

When one house passes a bill, it is transmitted to the other house, where it goes through the committee and hearing process again.

When one house amends a bill that was approved by the other body, it sends the bill and its changes back to the house of origin. If the changes are minor or non-controversial, the house of origin usually accepts — or concurs in — the amendments, gives the bill a new third reading *as amended*, and repasses the bill.

When a body refuses to accept the version of the bill approved by the other body, a conference committee may be appointed. An equal number of representatives and senators (either three or five) are named as conferees to uphold their chambers' respective positions on the bill, but are given latitude in trying to reach a compromise.

If a consensus is reached, the conference committee reports an *identical version* of the bill to each house. Representatives and senators must either accept or reject the report. If it is accepted, the bodies give the bill a new third reading and re-pass it "as amended by conference."

If a compromise isn't reached, or either house rejects the conference committee report, the conferees may be instructed to try to reach another compromise, or a new conference committee may be appointed. The bill dies if a new committee isn't called or if further conference deliberations fail.

Information from the Minnesota House of Representatives Legislative Handbook

**REVISOR'S INFORMATION** 

PRINTED PAGE NUMBER IN BILL BINDER

292

### State of Minnesota

### HOUSE OF REPRESENTATIVES

SEVENTY-SIXTH ) SESSION

**HOUSE FILE NUMBER** 

**BILL HISTORY** 

Introduced by Williams, Pugh, Orenstein and Johnson, A. Read First Time Feb. 6, 1989 and Referred to the Committee on Governmental Operations.

Committee Recommendation and Adoption of Report:

To Pass Apr. 12, 1989. Read Second Time Apr. 12, 1989.

Special Orders, Amended and Read Third Time as Amended Apr. 17, 1989. Passed by the House as Amended Apr. 17, 1989. Transmitted to the Senate Apr. 17, 1989.

TITLE

A bill for an act

relating to human rights; allowing results of job evaluation systems as evidence in discrimination 3

actions; amending Minnesota Statutes 1988, sections 5 43A.05, by adding a subdivision; and 471.997.

**ENACTING** CLAUSE

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

BODY

1

Section 1. Minnesota Statutes 1988, section 43A.05, is

amended by adding a subdivision to read:

NEW LANGUAGE 9

Subd. 7. [HUMAN RIGHTS.] The commissioner of human rights

- or any state court may use as evidence the results of any job 10
- evaluation system established under subdivision 5 of this 11
- section and the reports compiled under subdivision 5 of this 12
- section in any proceeding or action alleging discrimination. 13
- 14 Sec. 2. Minnesota Statutes 1988, section 471.997, is
- 15 amended to read:
- 471.997 [HUMAN RIGHTS ACT EXCEPTION.] 16
- Neither The commissioner of human rights nor or any state 17
- court shall may use or-consider as evidence the results of any
- 19 job evaluation system established under section 471.994 and the
- reports compiled under section 471.995 in any proceeding or 20
- action commenced alleging discrimination before-August-1,-1987,
- under-chapter-363.

STRICKEN LANGUAGE

# **Commonly Asked Questions**

### On committees

- 1. How are committee chairs selected, and how are appointments to committees made?
- 2. Why do committees have so much power?
- 3. How are conference committees chosen and how do they work?

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- 4. How are bills amended?
- 5. Why are there so many bills on the same subject?
- 6. After a bill is dead, how is it resurrected?
- 7. Why is unrelated legislation permitted to be attached to unrelated bills?
- 8. Why are bills still being introduced after committee deadline? Will they remain in the hopper for the next legislative session? How late can a bill be introduced and still get worked on?
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- 15. Why do we need both the House and the Senate?
- 16. What is the prognosis for passage of a one-house legislature, and when are we going to have a chance to vote on a unicameral legislature?
- 17. Why does Minnesota need such a large Legislature in comparison with other states which have a larger population and land area?

### On lobbyists

18. Who are the lobbyists at the Capitol, and whom do they represent? Describe the work of lobbyists, both pro and con. What real influences do lobbyists and political contributions have on the legislative process? What is the significance of lobbying — paid versus grass roots?

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19. What is the difference between a statute and a law?

## On legislative staff

20. Who makes up the staff? What are their duties? How many of them are there? How has the staff grown since 1972?

### On committees

### 1. How are committee chairs selected, and how are appointments to committees made?

All committee appointments, including the naming of powerful committee chairs, are made by the speaker of House. Members of the speaker's caucus request assignment to certain committees, and the minority leader submits to the speaker a list of desired committee appointments for the minority caucus. The speaker — balancing the various requests — then makes the appointments.

In deciding on a committee chair, the speaker usually chooses a senior member with some expertise in the committee's work. But oftentimes less senior members are chosen over their more experienced colleagues.

The method of selecting committee chairs in the House is different from the Senate, where the decisions are made by the Rules and Administration Committee. The Senate majority leader does exercise a great deal of influence on the final decisions, however.

Ideally, committee memberships reflect the balance of DFLers and IRs in the House. Each committee, therefore, would be a representative sample of the whole body.

### 2. Why do committees have so much power?

Because of the large volume of legislation proposed each session, legislators couldn't possibly make informed decisions on all issues without specialists passing judgment on them first. That's why the House and Senate are divided into several different committees.

The House relies on the specific committees to make sound judgments within their respective areas of expertise. If a committee says no to an idea, the full House generally doesn't second-guess the decision — although it does happen on occasion.

After a committee studies and decides what bills to recommend for passage, the committee members will explain to their caucus' membership what position they recommend on the bill.

Consequently, committees and their chairs have quite a bit of power over what moves through the House. However, a bill voted down by a committee can be resurrected. If the House votes to do so, a bill can be moved to another committee, or it can be moved out of a committee and considered on the House floor. This can happen if a committee chair refuses to grant a hearing to a bill the leadership believes should be discussed.

In addition, a bill defeated in a committee can be amended into another bill in another committee, on the House floor, or in a conference committee.

Sometimes political maneuvering like this takes place in order to do an "end run" around a particular committee that is considered by other members to be hostile to a proposal.

#### 3. How are conference committees chosen, and how do they work?

The House and Senate will often pass vastly different versions of a bill dealing with the same general topic such as taxes or appropriations.

But to become law, a bill passed by both the House and the Senate must be identical. Conference committees, with either three or five members from each body, are named to work out a compromise between the House and Senate positions on specific bills.

House members of conference committees are appointed by the speaker. The author of the bill, and usually the chair of the committee that first approved the bill, are automatically chosen. In

addition, at least one and as many as two supporters of the bill, or opponents, may also be chosen.

In the Senate, the Rules and Administration Committee appoints members to conference committees. But the Senate majority leader does wield a lot of influence in those decisions. Generally, the author of a bill in dispute, and members of the standing committees which helped craft the bill, are considered first.

The House and Senate conferees then meet, much like a regular committee, and decide on a final version of the bill. The bill is then sent back to each body to be voted on. No amendments are allowed to the conference committee's final bill.

If one body or both bodies reject the conference committee report, the bill — provided there is enough time — is then sent back to the conference committee so a more palatable compromise can be reached.

#### On bills

#### 4. How are bills amended?

Bills going through the Legislature are often amended. These amendments can greatly change the thrust of a bill.

Bills are most often amended when they're being considered in a committee. Legislators considering a bill in a committee are well versed in the subject of the bill and have the time to consider making any necessary changes. Bills can also be amended when they're considered on the House floor. Amendments are adopted by a majority vote.

Theoretically, amendments to bills have to be relevant, or germane, to the bill in question in order for them to be considered. But as a practical matter, the "germaneness" test is often interpreted very liberally (see Question 7).

That makes it possible for an amendment to be added to a bill that is very different from the bill that is being considered.

Generally, the representative offering the amendment will have the proposal drafted by a lawyer in the Office of the Revisor of Statutes, or another lawyer, before offering it for discussion.

### 5. Why are there so many bills on the same subject?

Several bills are often introduced on the same or similar topics because more than one legislator supports the proposal for a new law.

There can be only one chief author of a bill, and a maximum of four co-authors. That doesn't leave much room for a particularly popular idea. Sometimes many bills are introduced intentionally to show widespread support for an idea. It's also done so legislators can claim authorship of a bill during election time.

But more often than not, legislators approach a specific topic in different ways. So although bills may appear identical, there are actually slight differences.

#### 6. After a bill is dead, how is it resurrected?

If a bill has been voted down, has failed to reach the House floor before the committee deadlines, or just doesn't get voted on by the House, it may still become law. There are several ways for this to happen. The bill could be amended into a similar bill being passed by the House. If its companion bill has been passed by the Senate, it could be attached to a related bill that is being discussed in conference committee, where compromises are reached between House and Senate positions on particular bills.

For that reason, toward the end of session, legislators often recite the immortal words of baseball great Yogi Berra, "It ain't over till it's over."

### 7. Why is unrelated legislation permitted to be attached to bills?

Under the Minnesota Constitution, only single-subject laws may be passed by the Legislature. Theoretically, this requires that only germane legislation be attached to a bill.

But in practice, many amendments, which many people would consider non-germane, have been added to bills. The term "garbage bill" is used when a bill contains what some people feel are unrelated subjects.

Why does this happen?

It happens because the courts have been reluctant to hold such bills unconstitutional when they have been challenged — even when it is apparent that more than two subjects are contained in a bill, according to Royce Hanson in his book, *Tribune of the People*.

And because of the judiciary's reluctance to wade into legislative territory — recognizing the separation of powers — legislative leaders have liberally interpreted the germaneness rule, wrote Hanson.

Most often, complaints of multiple-subject bills center around large appropriations and tax bills. Amendments people consider non-germane to the bill are sometimes included during conference committees, when time is running out during the session and compromises are made quickly.

When a bill is being amended in committee, the committee chair rules on whether an amendment is germane; on the House floor, the speaker of the House rules on whether an amendment is germane.

In recent years, however, the number of garbage bills has been curbed substantially.

## 8. Why are bills still being introduced after committee deadline? Will they remain in the hopper for the next legislative session? How late can a bill be introduced and still get worked on?

Bills can be introduced at any time during a session — even if there are only a few days left before adjournment and there is no chance the bills will be acted upon.

Legislators introduce bills late in the session for a number of reasons. Sometimes it's done in anticipation of next year's session because bills in the hopper in the first year of a two-year spending cycle remain active in the second year. But bills do not carry over from one biennium to the next.

Bills are also introduced to show support for an idea or a proposal even though there is little chance the matter will be brought to a vote. And finally, legislators sometimes introduce bills so they can tell voters back home that they strongly supported such a measure.

Although there is no deadline for introducing bills, there is a committee deadline after which bills will no longer be considered. Committee deadlines are announced during the first half of a session in order to winnow the list of topics to be dealt with that year. The first deadline re-

quires bills to have passed at least one House or Senate committee in order to be considered further that session. The second deadline sets a date after which bills will not be considered unless it has passed through at least one committee in the other body.

In 1990, the first deadline was March 9, and the second one March 16. Of course, there are exceptions to every rule; these deadlines generally don't apply to tax and appropriations bills. Exceptions are sometimes made in other cases, too.

### 9. Why are tax and appropriations bills put off until the end?

To some it may seem the Legislature puts off the tough tax and spending decisions until the last minute — like waiting to write that dreaded term paper until the night before it's due.

While procrastination does probably play a small part in the delay, tax and spending bills are also the biggest, most complicated and politically-charged bills of the session.

The bills can be as long as 500 pages. And to complicate matters, they are pieced together by many people. So coordinating the various components of a bill is no easy task.

Generally, the Legislature settles the easier policy questions contained in these bills first, saving the tax and spending ones for last. That provides the basic framework for the bill. For example, if the state is faced with a budget shortfall, what should be cut: state aid to cities, counties, school districts, or all of the above?

As these bills move through committees, many legislators, lobbyists, and ordinary citizens want to have a say in how they're written. Just passing one of these bills on the floor can take a whole day of session because of the lengthy speeches — pro and con — that are given.

In an attempt to better focus the House on necessary tax and spending bills, the Ways and Means Committee does adopt, during session, a "budget resolution." This resolution sets the amount of money available for spending and serves as a working guideline for tax and spending bills.

So the simple answer to the question is that crafting and passing tax and appropriations bills is an enormous task.

#### 10. What are the first, second, and third readings and their purposes?

Bills are generally "read" on the House floor three times before they receive final passage. Why? Because the Minnesota Constitution requires it.

"Every bill shall be reported on three different days in each house, unless, in case of urgency, two-thirds of the house where the bill is pending deem it expedient to dispense with this rule," states the Minnesota Constitution.

The process was originally outlined to ensure that legislators know exactly what bills are before them and to allow time to study the proposals. The texts of the bills are not really read on the House or Senate floors — just their file numbers and a brief title. The first reading is given when a bill is introduced on the floor and sent to a committee. The second reading is given when the committee report is accepted on the floor in advance of the floor debate on that particular bill. During this Committee of the Whole floor debate — where the entire House membership functions as one large committee — amendments can be accepted provided a majority of members agree to them.

The third reading is given on the day the bill is reported on the Calendar from the Committee of the Whole. This occurs sometime before the final vote on the bill. Amendments can only be

added then if *all* members voting that day approve of the idea (see Question 11 for an explanation of the different calendars).

### 11. What is the difference between General Orders, Calendar, and Special Orders?

After a bill moves through the committee process and is ready for consideration by the whole House, it is generally sent to two different calendars before receiving final passage.

Bills of a non-controversial nature can be sent to the Consent Calendar, where they are debated by the House and can receive final passage. Bills placed on the Consent Calendar are ones that all legislators would likely vote for.

But most bills are placed on the General Orders calendar. When a bill is debated here, it can be amended if a majority in the House agrees to the idea. If approved, it is then placed on the Calendar on the next legislative day for final action. Here, an amendment can be added only if *all* of the legislators present agree to vote for it.

Most bills follow this process and are consequently voted on twice by the full House — once on General Orders and a second time on the Calendar.

Of course, there are exceptions to the process, particularly at the end of session when the legislative pace is somewhat hectic. Toward the end of session, the Rules and Legislative Administration Committee typically meets meets just before the House convenes and decides which bills will be considered that day.

This is done by removing bills from General Orders and having them placed on Special Orders. A bill approved on Special Orders receives its final approval then and does not need to be voted on again by the House.

These bills are usually taken up before those on any other calendar, and the only way to know what bills will be considered that day on Special Orders is to check with the Chief Clerk's Office. In essence, bills on Special Orders are bumped to the front of the line.

There is also another common exception to the normal route of bills. This is commonly referred to as Rule 1.10, when the House votes to suspend its rules.

This allows the chair of the House Appropriations or Taxes committees to call a bill before the House for final action one day after it is passed from a committee. A bill approved through Rule 1.10 also receives its final approval and does not need to be voted on again.

The House can also bring a bill up for final action at any time by suspending the rule requiring a bill to have three readings on three different days. When the rules are suspended like this, the bills are not placed on any type of calendar.

The rules are also suspended during special sessions, which are often only one or two days long — making it impossible for a bill to have three different readings on three different days.

## On legislators

#### 12. How do legislators vote on various issues?

Although people frequently call and ask for a legislator's "voting record," no such document exists. In reality, each legislator casts hundreds of votes on assorted bills that are subsequently recorded in the *Journal of the House*.

If you want to know how a legislator voted on a specific bill, the House Index Office and the Senate Information Office can help you.

Probably the best way to get a feel for a legislator's "voting record" is to contact any number of special interest groups that rate legislators based on issues that are important to them. Several business associations and environmental groups, for example, issue regular ratings.

### 13. What is the current pay scale of the members?

The 1991 salary for state representatives is \$27,979 per year, although that doesn't include the per diem payments legislators are able to collect. During the 1991 session, representatives are entitled to collect \$48 per day, seven days a week.

Legislators are also able to collect per diem payments when the Legislature is not in session if they are performing legislative work. In 1990, the payments were \$48 per day in the House and \$50 per day in the Senate.

In 1989, the average per diem payment for representatives was \$8,063. That, in addition, to the base salary of \$25,138 that year, brought the average pay for legislators to \$33,201.

The most a legislator accepted in per diem payment in 1989 was \$12,144, and the lowest was \$1,200. Some representatives accept the per diem and donate it to charity.

House and Senate leaders earned \$10,558 more per year in 1990 — \$36,953 — than their colleagues, or 140 percent of legislators' salaries. In the House, the speaker, majority leader, and minority leader are entitled to the higher salary. In the Senate, only the majority leader and the minority leader are paid the higher salary.

According to *The Book of States*, Minnesota ranked 11th among the 50 states in the "annual salaries" it pays its legislators as of Jan. 31, 1990, and 12th when you include the District of Columbia.

That comparison does not include per diem payments, which are paid in many different ways from state to state. But Minnesota's rate is substantially below the daily rates paid in many states, although exact comparisons are difficult to make.

In 1990, the District of Columbia paid the highest salary at \$71,885, and was followed by New York (\$57,500), Pennsylvania (\$47,000), Michigan (\$45,500), and California (\$40,816).

Some states pay no "annual salary," but instead compensate legislators with a "per diem salary," which is paid in addition to per diem living expenses.

While Minnesota legislators set their own salaries, the Department of Employee Relations calculates the cost of living increases as it does for state employees.

### On legislative structure

### 14. Explain the lengths of sessions. Why are some short and some long?

The date for convening a session of the Legislature is explicitly stated in Minnesota statutes.

The law says that the "legislature shall meet at the seat of government on the first Tuesday after the first Monday in January of each odd-numbered year."

Therefore, the Legislature convened on Jan. 8 in 1991, for example. If the first Monday in January falls on New Year's Day, the law states that the Legislature would meet on the first Wednesday after the first Monday.

How long will the session continue in the first year, or odd year, of the biennium?

Usually until the first Monday following the third Saturday in May. That's the date after which the Minnesota Constitution prohibits the Legislature from meeting in any year.

The Legislature doesn't have to stay in session that long, but usually it does. That is May 21 in 1991.

Before adjourning in the odd-numbered year, the Legislature will set a specific time to reconvene in the even-numbered year, or second year of the biennium. They usually set sometime in February.

How long will they stay in session during the second year of the biennium?

Basically, legislators remain in session until their work is done — provided they remain within the limits proscribed by two provisions of the state Constitution.

First, the Constitution states that the Legislature can't meet for more than 120 "legislative days" during a biennium. A "legislative day" is defined as any day in which either the House or Senate is called to order; this does not include the days in which only committees meet.

Second, the Constitution prohibits the Legislature from meeting after the first Monday following the third Saturday in May in any year.

So, in the second, or even, year of the biennium, the Legislature must adjourn before either of those limits is reached, whichever is first.

The second year of the biennium is often referred to as "the short year" because the Legislature doesn't remain in session as long. Historically, this is the year where lawmakers focused on fine-tuning the laws passed in the first year, or debating the bills there wasn't time for in the first year. But more and more, legislators are proposing new initiatives in the second year.

The session in the first year of the biennium is when legislators try to pass the most important tax and appropriations bills.

#### 15. Why do we need both the House and the Senate?

Some say we don't need both the House and Senate. In fact, a recent book, *Tribune of the People*, which was funded, in part, by the Minnesota Legislature, concluded that switching to a one-body legislature would be in the best interest of the state.

But the theory behind two-body legislatures, which are modeled after the U.S. Congress, is deeply imbedded in the political culture of the United States.

American government is based on the system of checks and balances, and "bicameralism" extends that theory to the legislative branch. Congress and 49 states have worked under bicameral systems since their creations, and no state has yet chosen to change to a one-body, or unicameral, system. One state, Nebraska, chose a unicameral Legislature from the outset.

Two deliberative bodies, a house of representatives and a senate, share most powers, while each body has certain unique powers. For example, bills raising revenues must originate in the House; likewise, the Senate alone confirms executive and judicial branch appointments.

Differences in the membership of the two bodies tend to lead each to view legislation in different ways. Senators are elected for twice as long and represent twice the number of people as representatives.

It's sometimes said senators take a wider view of state issues, and are less likely to pass rash legislation. On the other hand, House members tend to introduce more legislation than sena-

tors, and are thought to be a better gauge of public opinion.

The differences in the two bodies generally lead Senate members to pursue legislation more slowly than House members, but allow House members to respond more quickly to changing public attitudes. That's the prevailing theory, at least.

Proponents of a one-body legislature, however, say such a system would eliminate the need for conference committees, which meet at the end of each legislative session to work out differences between House and Senate versions of bills. Conference committees have been criticized for adding sections to bills that were not approved by either the House or Senate.

Proponents of a unicameral legislature say such a system is actually more accountable to the public because it eliminates conference committees, which some say are tainted with a smoke-filled-room aura.

## 16. What is the prognosis for passage of a one-house legislature, and when are we going to have a chance to vote on a unicameral legislature?

Although bills calling for a one-house, or unicameral Legislature are introduced each year in the House and Senate, the chances of such a bill passing seem pretty remote.

First, some of the state's legislative leaders aren't thrilled with the idea. And if they are against the change, it's a sure bet the proposal won't go too far.

Second, creating a one-house legislature would likely eliminate some House and Senate positions. It's doubtful legislators would vote to eliminate their jobs.

Third, most people, including legislators, resist wholesale change. Although the public seems to have a somewhat cynical view of politicians, an unofficial poll conducted at the 1990 Minnesota State Fair showed that people want the political structure kept the way it is.

Only 26.7 percent of the 5,817 people polled voted in favor of a unicameral legislature, while 67.7 percent said they wanted the two-body system kept intact. In other words, why fix something that many people believe isn't broken?

Changing the current two-body Legislature to a one-body, or unicameral system, would require approval of an amendment to the Minnesota Constitution.

The Legislature would first have to pass a law that would put a proposed constitutional amendment before the voters, and the voters would then have to approve it.

## 17. Why does Minnesota need such a large legislature in comparison to other states which have larger populations and land areas?

While it's true that Minnesota does have the largest state Senate in the country with 67 members, the House is far from the top with 134 members.

Tiny New Hampshire has 400 House members, Massachusetts has 160, both Maine and Connecticut have 151 House members, and Vermont has 150 — the same number as Texas, according to *The Book of States*.

The size of the House in Minnesota ranks 12th in the country, and Minnesota, coincidentally, is also the 12th largest state in area. But in terms of population, Minnesota is the 21st largest.

States are free to set up any size legislature their inhabitants want. Alaska, geographically the largest state in the country, has only 20 senators and 40 House members.

### On lobbyists

18. Who are the lobbyists at the Capitol, and whom do they represent? Describe the work of lobbyists, both pro and con. What real influences do lobbyists and political contributions have on the legislative process? What is the significance of lobbying — paid versus grass roots?

There are lobbyists of all stripes and colors at the Legislature — so many, in fact, that they outnumber legislators by slightly more than 6 to 1. In 1990, there were 1,237 lobbyists registered with the Minnesota Ethical Practices Board.

That's nearly twice the 690 lobbyists who were registered just 10 years ago. Does lobbying work? Obviously many people and businesses think so; otherwise, they wouldn't have paid the reported spending of \$2.1 million on lobbyists during the 12-month period ending June 30, 1990.

Although the public perception of lobbyists is not all that favorable, they do play an integral role in the legislative process. Legislators often look to lobbyists to explain portions of a bill, whether it concerns the environment or another unit of government.

Because legislators are required to pass judgment on hundreds of topics each session, it's nearly impossible to keep abreast of all the complex issues. That's when they turn to lobbyists — particularly ones who have provided reliable information in the past.

The rapid growth in the number of paid lobbyists in recent years has caused some legislators to question their necessity and effectiveness. Some lawmakers say it is much more effective for grass roots citizens to plead their cases with lawmakers rather than to rely on paid lobbyists.

How do they work? The term "lobbyist" stems from "lobby" — the place where these men and women originally congregated while awaiting lawmakers to emerge from the House and Senate chambers.

That's where lobbyists frequently caught up with members to plead their cases, and it still holds true today.

#### On law

#### 19. What is the difference between a statute and a law?

This is the type of question that could be posed in the form of a riddle: When is a law also a statute, or conversely, when isn't a law a statute?

In most cases, you can use the two terms interchangeably and not get called on it. But there is a slight difference.

Laws refer to all laws passed by the Legislature, which are subsequently bound in the *Laws of Minnesota* for each year. Statutes are a codification of those laws, which are compiled and published every year as *Minnesota Statutes*.

By codifying laws into *Minnesota Statutes*, the laws are placed into context of statutes that have been on the books in previous years. Sometimes, it is difficult to understand a law unless it is placed into the proper context in *Minnesota Statutes*.

But remember that not all laws will become statutes. Some laws, such as ones passed for a specific town or city, and appropriation measures, aren't included in *Minnesota Statutes*. So you won't find the appropriations made by the 1990 Legislature in the same set of books that contain the Minnesota statutes prohibiting drunk driving.

The appropriations bills are probably the best examples of laws that aren't statutes. Why are

some laws not included in statutes?

The main reason is that appropriations laws are applicable for only two years, whereas laws included in the statutes are intended to be permanent. And because local laws do not apply on a general level, they are not included in the statutes.

#### On legislative staff

## 20. Who makes up the staff? What are their duties? How many of them are there? How has the staff grown since 1972?

Before 1972, when the Legislature met only once every other year, there were only about 60 full-time House employees. That number jumped to more than 100 in 1973, when the Legislature went to annual sessions.

Since then, House full-time employment has grown to about 250. The staff's job is to ensure that any work necessary for the operation of the House is completed.

House employees work for the Chief Clerk's Office, the House Research Department, the Sergeant's Office, the Public Information Office, and Administrative Services. Employees working for these offices, among other things, help run floor sessions, committee meetings, and provide information to the public.

In addition, staff working for the Office of the Revisor of Statutes, the Legislative Reference Library, and the various legislative commissions, serve both the House and Senate.

Staff members working in all of the above departments are considered non-partisan.

Both political caucuses also have their own staffs. Caucus employees work as writers, researchers, administrative assistants, legislative aides, and receptionists. Although it can be argued that the staff increase is attributed to yearly sessions, state legislatures across the country have experienced large staff increases.

According to *The Book of States*, legislative staffs, on average, grew 24 percent between 1979 and 1988. Most of the increase was for full-time professional staff, while session-only employment decreased by 12 percent during that period.

The states with the most staff members in 1988 were, in order: New York, California, Pennsylvania, Texas, Florida, Illinois, and Michigan.



## MINNESOTA HISTORICAL SOCIETY

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#### "HISTORY AND GOVERNMENT LESSON"

Student classes studying government from grades 7th - 12th can become participants in a unique and educational "History and Government Lesson" offered free of charge by the Minnesota Historical Society Capitol Historic Site Program.

This engaging and informative lesson allows each student to see how the legislative process works. This includes observation of a committee meeting hearing, discussion time with your state Senator and Representative; and a walking lesson of the State Capitol focusing on important historical and present day issues in the very place they were debated.

Your students will enter the State Capitol with classroom knowledge but will leave with first hand experience on how the governmental process functions and how they as citizens are a part of present day concerns in the state government.

The lessons are presented during the 1991 Legislative Session every Tuesday, Wednesday and Thursday from January 29 - April 18 from 9:15 a.m. - 12:15 p.m. The schedule includes:

9:15-10:30 Lesson in the Capitol 10:45-11:15 Attend Committee Hearing 11:30-12:00 Meet with Legislators 12:00-12;15 Questions/Lesson Summary

As you plan your students learning experiences in government, we hope you will call us at (612) 296-2881 to make reservations for the lesson.

#### 45-MINUTE GOVERNMENT TOUR

The Capitol Historic Site Program offers a 45-minute government emphasized tour that introduces the State Capitol building and the past and present political issues and events that are the cornerstone of state government today.

Like all tours at the Minnesota State Capitol, government tours are free of charge. For more information on the 45-minute government lesson call 296-6808. For reservations please call 296-2881.

We look forward to seeing you at your Minnesota State Capitol.

## **Publications List**

## Minnesota House of Representatives Public Information Office

The following publications are available at no charge from the Minnesota House of Representatives Public Information Office. Quantities, however, may be limited. To request materials, you can call 612-296-2146 or 1-800-657-3550 between 8 a.m. and 4:30 p.m., or you can write to: House Public Information Office, 175 State Office Building, St. Paul, MN 55155. Publications also can be picked up at the office.

**Session Weekly,** a newsletter published once a week during sessions, reports daily House and committee action, lists all bill introductions, provides advance committee schedules, and features other information to help you follow the legislative process.

**Session Review**, a publication that comes out at the end of each session, summarizes and indexes all bills that both the House and Senate passed during a legislative session, and lists their chapter numbers as they appear in *Laws of Minnesota*.

*How a Bill Becomes Law in Minnesota* brochure describes the legislative process from the introduction of a bill to the governor's signature.

*How Six Bills Became Law*, a collection of stories about the evolution of bills that is geared for fifth and sixth graders, although adults find it useful, too.

**Legislators' Directory Card**, a listing of the entire membership of the House and Senate, including office and telephone numbers.

Welcome to the Minnesota House of Representatives, a booklet that serves as an introductory guide to the Capitol, the House chamber, and the legislative process.

**Restoration**, a four-color publication describing the recent restoration of the House chamber.

*Minnesota State Government Series*, a series of eight separate handouts that explain a variety of things about state government:

- #1 State Profile gives a brief political history of the state.
- #2 State Symbols describes the official state symbols.
- #3 State Counties lists the derivations of all Minnesota county names.
- #4 State Lawmakers discusses who legislators are and what districts they represent.
- #5 State Legislative Information tells how to get information; how to contact a legislator.
- #6 State Law Process explains how a bill becomes a law in Minnesota.
- #7 Congress lists U.S. senators and representatives with office addresses and phone numbers.
- #8 Three Branches of Minnesota State Government lists the functions and powers of the legislative, executive, and judicial branches of government.

*The Road to Minnesota Laws* cartoon book illustrates the entire legislative process for young people.

Your House on the Hill Coloring Book includes the Capitol, Golden Horses, state seal, and House chamber.

*Minnesota Legislative District Maps* show Senate and House Districts for 1) the state of Minnesota; 2) the Twin Cities metropolitan (seven-county) area; and 3) the metropolitan interior (detail).

**Seating Arrangement**, a chart showing seating arrangements in the House and the Senate chambers, includes alphabetical listings of House and Senate members, their photos, party designations, home addresses, and district and seat numbers.

**Election Directory,** an unofficial listing (published immediately after elections) of the newly elected legislative bodies with photos, district numbers, party designations, home addresses, home and office phone numbers, and number of terms served.

*Minnesota Legislature: Members Directory* (green directory) includes, for both House and Senate: membership by district, leaders and officers, membership directory (including individual photos and brief biographies), service offices, majority offices, minority offices, House and Senate offices, committee schedules, and committee assignments. It also lists state constitutional officers and U.S. congressional representatives.

Official Directory of the Minnesota Legislature (red book) includes all information that is in the Members Directory. It also lists House and Senate employees and the permanent rules for both bodies. A joint Senate and House section gives information about the Legislative Reference Library, Office of the Revisor of Statutes, legislative commissions, joint rules, constitutional provisions, statutory provisions, state government, state departments, news reporters, Minnesota's representatives in Congress, and other legislative information.

#### 24-Hour Recorded Information

House Calls: 612-296-9283 (up-to-date committee meeting times and agendas)

Committee Report: 612-297-1264 (a report on the day's committee action in the House)

House TDD Line: 612-296-9896

### **Senate Publications Office**

*Inside the Senate*, a question and answer booklet designed to provide a thorough knowledge of the Senate's internal operations.

Guide to the Minnesota Senate, an introduction to state government and companion to Inside the Senate, which is designed to aid in understanding and participating in the democratic process.

**Senate Briefly,** a weekly newsletter published during the legislative session that provides a summary of the week's legislative activity and the committee schedule for the next week.

**Session Review**, an annual compilation of all bills signed into law, published shortly after completion of the legislative session. Highlights of major bills are presented along with bill summaries.

**Perspectives**, a magazine focusing on issues before the Senate that is published periodically.

**Today in the Senate**, a daily committee schedule published during the session for distribution in the Capitol complex.

**Senate Hotline:** 612-296-8088

**Senate TDD Line:** 612-296-0250

### **Senate Media Services Department**

**Senate Report,** a 30-minute weekly public affairs program about legislative issues and senators. The program is broadcast by outstate PBS stations across Minnesota and airs every Sunday at 11:30 a.m. The program also appears on Channel 6, the Metro Cable Network, on Mondays at 6:30 p.m. and Wednesdays at 7:30 p.m. Slightly different programs are produced for each region of the state, with each featuring the senators from that region.

**Channel 6, the Metro Cable Network**, broadcasts committee hearings and floor sessions live. The hearings are broadcast every weekday from 8 a.m. to 5 p.m. Selected special events in the Senate are broadcast to outstate Minnesota.

*Videos.* Two education videos, "How a Bill Becomes Law" and "Lobbying: The Art of Persuasion," are available. To check out the videos, contact Senate Information, 231 Capitol, St. Paul, MN 55155; or call 612-296-0504.

### **Minnesota Court System**

*I'll See You in Court: A Consumer Guide to the Minnesota State Court System,* a study guide intended for grades five through 12, but also useful for adults. For more information, contact Rebecca Fanning, Minnesota Supreme Court, Minnesota Judicial Center, 25 Constitution Ave., St. Paul, MN 55155; or call 612-297-5532.

Fairness and Freedom: Courts as a Forum for Justice, a curriculum guide for grades five through 12. For more information, contact the Minnesota Center for Community Legal Education, Hamline University School of Law, 1836 Hewitt Ave., St. Paul, MN 55104; or call 612-641-2279.

A Look at Law, a teachers' manual intended for use in grades four, five, and six. For more information, contact the Minnesota State Bar Association, 430 Marquette Ave., Minneapolis, MN 55401; or call 612-333-1183.

FOR RELEASE: Aug. 1, 1990, or before

Contact: Grant Moos (612) 296-7592

## New laws effective August 1

Two laws passed by the Minnesota Legislature this year probably wouldn't have saved the lives of three Minnesota women who, shortly before their deaths, had obtained court orders for their protection.

But the measures, which will become effective Aug. 1, did address the growing problem of domestic violence by making it easier to prosecute offenders and offering more protection for victims.

Had the killings occurred after that date, it's possible that one or more of the alleged assailants could have been charged with first-degree murder — regardless of whether the killing was premeditated, the standard that generally must be met to sustain a first-degree conviction.

Under the new law approved by the Legislature, a first-degree murder charge can now be sustained whenever a person "causes the death of a human being . . . while committing domestic abuse, when the perpetrator has engaged in a past pattern of domestic abuse upon the victim. . ." (Chapter 583)

That law adding another definition of first-degree murder was one of 255 bills signed into law this year, most of which will go into effect Aug. 1. And it is only one provision of many to address the issue of domestic violence.

Another section of that same law requires the Department of Public Safety to develop 10 pilot projects in an effort to prod five county and five city attorneys with high domestic abuse dismissal rates to improve their conviction rates.

The law also spells out that a police officer can arrest a person who violates a protection order even when the violation didn't occur in the officer's presence. Advocates for victims of domestic abuse say officers have long had that power but didn't always use it.

"It evidently has been unclear," said Julie Tilley, program coordinator for the Minnesota Coalition for Battered Women.

The victims of domestic abuse should also benefit from another law that is designed to shield harassment victims from their tormentors. After Aug. 1, victims will be permitted to keep their addresses on their driver's and automobile licenses private — provided a mailing address is given, accompanied by a statement outlining why the private address is necessary for the applicant's safety. This section of the law also increases the penalties against anyone who commits multiple acts of harassment. (Chapter 461)

The following is a brief synopsis of some of the more notable laws that will become effective Aug. 1. Keep in mind, however, that the Legislature passed many more laws that are already in force, or will become effective at a later date.

#### DWI penalties and social host liability

When someone is killed in an accident involving a drunk driver, the charge leveled is often "criminal vehicular operation resulting in death." That title will be changed to "criminal vehicular homicide" to more accurately reflect the offense. The Legislature also eliminated "negligence" as a separate element of the crime, making it easier for prosecutors to obtain a conviction. In the wake of recent allegations against Northwest Airlines pilots, Minnesota revised its prohibitions against drinking and flying. The Minnesota law will make it a misdemeanor to fly with a blood-alcohol level of more than 0.04. The standard under current law is 0.05 — half the legal limit of 0.10 for drinking and driving. The law parallels state laws governing commercial truck drivers. Another section of the law will make it a crime for anyone whose driver's license has been suspended, canceled, or denied within the past five years to refuse a chemical test to determine the driver's blood-alcohol level. Under current law, it is a crime to refuse the test only for those whose licenses were revoked. The crime is a misdemeanor. More people may be convicted of open bottle violations as passengers. Another provision in the law expands the definition of possessing an open bottle to make it easier to prosecute such offenses. Police officers will be able to seize the license plates of three-time DWI offenders (within five years) and four-time offenders (within 10 years) at the site of an arrest, but this provision won't go into effect until Jan. 1. The plate seizure will be subject to a later court impoundment hearing. The idea behind the bill is to get repeat drunk drivers, who sometimes ignore judicial mandates, off the road. (Chapter 602)

In another law, the Legislature opened the door a crack toward making social hosts liable for damages in certain cases. The law does not specify that social hosts are liable for damages, but instead leaves it up to the courts to decide liability, explained Kathy Pontius, counsel for the Senate Judiciary Committee. Specifically, the provision says state law does not preclude "common law tort claims against any person 21 years old or older who knowingly provides or furnishes alcoholic beverages to a person under the age of 21."

"The Legislature is making it clear that courts may allow these actions to be brought," said Pontius. (Chapter 555)

#### Drug laws

People caught transporting drugs across state lines will face a much more severe penalty. A person convicted of transporting enough controlled substances to sustain a first-degree drug charge could face up to 35 years in prison and a \$1.25 million fine. The Legislature also increased the penalties for selling and possessing marijuana. The new law will cut in half the amount of marijuana needed to sustain a charge of first- or second- degree sale of marijuana; the amount for first degree will drop from 100 kilograms to 50 kilograms, and for second degree from 50 kilograms to 25. Selling five kilograms or more of marijuana, or possessing 10 or more kilograms, will be a third-degree offense — up from the current fifth-degree level. The penalties will also be increasing for possessing, with the intent to sell, a relatively small amount of marijuana. It will be a fifth-degree felony to possess, with the intent

to sell, more than 42.5 grams — about 1.5 ounces of marijuana. The law also changed the method crack is measured to determine first, second, and third degree sale crimes. (Chapter 602)

#### Charitable gambling penalties

In the wake of widespread abuses found in the charitable gambling industry, the Legislature created several criminal penalties for violations of charitable, or lawful, gambling laws. For example, it will be a gross misdemeanor to provide information to a player that would give him or her an unfair advantage. And it will be a felony to provide false information on a license application or other document submitted to a government agency. There are also penalties for the unlawful expenditure of profits from charitable gambling. An unlawful expenditure of more than \$2,500 will be a felony; an unlawful expenditure of less than \$200 will be a misdemeanor. (Chapter 590)

#### Child protection

A new category of felony was created to punish whoever assaults a minor if it can be shown the offender has engaged in a "past pattern of child abuse against the minor." The maximum penalty for the offense is five years in prison and a \$10,000 fine, and twice that if the assault resulted in great bodily harm. The law will also create a legislative commission on child protection to be made up of five state senators and five state representatives. In addition, the measure added the terms "mental injury" and "threatened injury" to the list of criteria to be considered by local welfare agencies when determining whether a child has been "maltreated" at home. There is also a provision in the law to educate pregnant women about the dangers of alcohol. The law specifies that the Minnesota Department of Health should "encourage" bars and liquor stores to display posters with the message, "Warning: drinking alcoholic beverages during pregnancy can cause birth defects and prematurity." (Chapter 542)

#### Miscellaneous crimes

Wearing a bulletproof vest will be a crime itself if a person commits a gross misdemeanor or felony while wearing it. The offense is a felony, punishable by a maximum of five years in prison and a \$10,000 fine. (Chapter 439)

The Legislature provided one more way to have juveniles tried as adults. A new law will allow adult prosecution of any juvenile who commits a felony during or after escaping from a juvenile correctional facility. (Chapter 499)

The 1989 Legislature passed the so-called "bias crime" law that made it a felony to assault people based on their race, color, religion, sex, or sexual orientation. This year, the Legislature urged city and county prosecutors to receive training by mandating that a course be established to focus on the "devastating impact" these crimes have on victims and society. The course is to be developed by several agencies, including the state Attorney General's Office, Department of Human Rights, and the Minnesota County Attorneys Association. (Chapter 459)

Soliciting a prostitute could be a lot more costly if it is done in a public place — and you are arrested. The Legislature imposed a minimum fine of \$1,500 for the offense, but judges are allowed to deviate from that amount

if they find that the offender has little money, or that the fine would create "undue hardship" on the offender or his family. If a motor vehicle was used during the solicitation, the offense will be listed on the offender's driving record. That information, however, will be classified as private. (Chapter 463)

#### **Environmental laws**

Counties that enter into a contract with the state to locate hazardous waste or other waste facilities will be required to let county residents make the ultimate decision for themselves. The law requires that a binding referendum be held to determine whether the contract should be implemented. The law was prompted by concerns in Red Lake County about a waste facility. (Chapter 359)

There should be fewer batteries tossed into the waste stream after Aug. 1. A new law prohibits any government agency or "industrial, communications or medical facility" from dumping batteries into the wastestream. It also requires battery manufacturers to ensure that there is a system in place to collect the batteries. Another section of the law requires manufacturers to lower the mercury content in batteries, but that provision won't go into effect until Jan. 1, 1991, with further restrictions effective Feb. 1, 1992. (Chapter 409)

An advisory task force will be created to examine the issue of low-level radioactive waste deregulation, and to design and initiate a cost-benefit analysis of the deregulation of low-level radioactive waste. Another provision of the law, which went into effect earlier this year, bans low-level radioactive waste from being dumped in Minnesota. (Chapter 600)

#### Consumer laws

You will have a chance to change your mind next time you get one of those phone calls offering discount lodging and travel rates on trips. A new law will give you three days to cancel such a membership travel contract. The right to cancel must also be spelled out in large print on each contract. (Chapter 411)

Your chances of buying a Minnesota-produced beer at the Minnesota State Fair, St. Paul Civic Center, Hubert H. Humphrey Metrodome, or the Minneapolis-St. Paul Airport should get a little better. A new law will require that a Minnesota-produced beer be sold at each station where beer is sold at "any permanent or temporary building or structure owned or operated by the state (or) a political subdivision." (Chapter 554)

Confused about the difference between natural wild rice and cultivated wild rice that is grown in paddies? The Minnesota Natural Wild Rice Promotion Advisory Council hopes to set you straight. The Legislature created the council, which will be under the wing of the Department of Trade and Economic Development. (Chapter 515)

Minors in Minnesota could find it even more difficult to buy cigarettes from vending machines after Aug. 1. A new law will restrict the location of such vending machines so they are not generally accessible to minors. The machines can no longer be located in a coatroom, restroom, or unmonitored hallway, for example. In some cases, the vending machines are required to be equipped with an electronic device to activate the machine, which will be controlled by an employee. The law, however, does not preempt local ordinances, and it is far less restrictive than the outright bans on cigarette vending machines enacted by 20 Minnesota cities, and the partial restrictions enacted by 22 others, according to the Association for Nonsmokers-Minnesota. (Chapter 421)

#### Education

In response to ongoing problems at the University of Minnesota, the Legislature passed a law that "recommends" college teachers and administrators get additional training. Administrators are urged to get training in management, affirmative action, human relations, and contract negotiations; faculty are urged to get training in educational psychology, teaching methods, and how to advise students. (Chapter 569)

In response to reports about problems with the state's technical colleges, the Legislature adopted a law requiring the state Board of Technical Colleges to provide students with "consumer information" before they enroll. The board is directed to prepare the consumer information. (Chapter 430)

In 1989, the Legislature changed the name of the state's technical institutes to "technical colleges." In 1990, the Legislature made a few more name changes. The "state director" will now be known as the "chancellor" of the Technical College System, and the State Board of Technical Education will be referred to as the "State Board of Technical Colleges." (Chapter 375)

Teachers will specifically be immune from civil liability in certain cases when force is used against a student. A section of a new law states that, "It is a defense to a civil action for damages against a teacher to prove that the force used by the teacher was reasonable, was in the exercise of lawful authority, and was necessary under the circumstances to restrain the pupil." (Chapter 555)

#### **Elections**

The next time someone loses a state primary or general election by 200 votes or less, the state will conduct an automatic recount. The margin had been 100 votes or less. (Chapter 486)

The date for the presidential primary in Minnesota has been changed from the fourth Tuesday in February to the first Tuesday in April. The change was made to conform with national Democratic Party rules. (Chapter 603)

#### **Employment and labor**

The Legislature placed certain restrictions on the ways companies can fire their sales men and women. "Sales representative agreements" with such people cannot be terminated unless there is "good cause" and the person is given 90 days notice in advance of the firing. In addition, the sales people would be given 60 days to correct the problems. There are several exceptions to this section of law. (Chapter 539)

Private security guards who are authorized to pack a gun will be required to undergo a firearms training program developed by the state Board of Private Detective and Protective Agent Services. The law was adopted after an off-duty security guard shot and injured two men in Rochester. Another section of the law restricts the actions of security guards during labor disputes. The actions of security guards will essentially be confined to the premises of the business they have been hired to protect. Surveillance and photographs will be prohibited as long as both the guard and the labor dispute participant are off the building site. Vehicles also can't be detained by guards unless the vehicles are on the business site. The law was adopted in response to the recent labor dispute at Boise Cascade Corp. in International Falls. (Chapter 485)

Employers will be required to give their employees up to 16 hours off per year so they can attend school

conferences or classroom activities for their children — provided the events can't be scheduled during non-working hours. The leave does not have to be paid, but the employee can use accrued vacation pay or other paid leave. The law applies only to those businesses that employ more than 21 people, and to employees who worked an average of 20 or more hours per week during that past year for the company. Another section of the law also specifies that employees can use personal sick leave benefits in order to take care of their sick children. (Chapter 577)

The law dealing with comparable worth is clarified. The term "equitable compensation relationship" was amended to read that "the compensation for female-dominated classes is not consistently below the compensation for male-dominated classes of comparable work." The idea was to clear up any misconceptions about existing law, and, some say, to prod some local governments to comply with the law. The measure also provides for a 5 percent withholding of state aid, or a fine of \$100 per day, whichever is greater, against those government agencies that are not complying with the rules. The measure also requires the commissioner of Employee Relations to issue a report each year on the rate of compliance with the law. (Chapter 512)

#### Other laws

Police from other states will be allowed to pursue people into Minnesota who are suspected of committing traffic and misdemeanor offenses — provided Minnesota officers are granted the same authority. A similar law has been on the Minnesota books for several years, but applies to felonies only. This law extends the authority to lesser crimes. (Chapter 449)

Phone calls from cordless telephones will now fall under the "Privacy of Communications Act." By placing such phone calls under the Privacy of Communications Act, an eavesdropper could face a maximum penalty of five years in prison and a \$20,000 fine, and a civil lawsuit. The penalty will not apply to calls heard "inadvertently." (Chapter 455)

Motorists will now specifically be required to switch on their headlights during inclement weather "at any time when it is raining, snowing, sleeting or hailing." The old law specified that the lights had to be turned on "at any other time when visibility is impaired by weather." A section of that same law also forbids law enforcement agencies from requiring or suggesting to peace officers that they meet a *ticket quota* during any time frame. (Chapter 482)

Public utilities providing telephone service will be required to provide current customer names, addresses, and telephone numbers to 911 systems, and will be required to update the information on a regular basis. (Chapter 543).

One of the major measures approved by the 1989 Legislature was the recognition of "living wills," which allow people to map out, in advance, the health care they want should they become unable to make those decisions for themselves. In 1990, the Legislature decided that a living will designation could be added to Minnesota driver's licenses — much like the current organ donor designation. The law states that the designation does not impose any additional duties on health care providers. (Chapter 510)

Some farmers may have to be a little more careful how they secure their loads after Aug. 1. A new law will require that farmers ensure that produce they transport be secure. But the law specifically excludes "small grains,

shelled corn, soybeans or other farm produce of a size and density not likely to cause injury to persons or damage to property on escaping in small amounts from a vehicle." The driver of a vehicle transporting sand and gravel is exempted from the law — provided the load is filled to no more than six inches from the top of the sides, measured from the inside wall. (Chapter 548)

## APPENDIX F

## **Guidelines for Activities**

F-1	"Getting Started"
F-2	Sample College Syllabus
F-3	Sample College Assignment
F-4	Sample High School Assignment

## **Getting Started**

This appendix is designed to supplement the Suggested Activities sections contained in each of the chapters in the guidebook. There are some additional activities listed for use at the beginning level. For the intermediate and advanced levels, there are some teacher guidelines listed to help students get started.

Although the activities are divided into three levels, the following information could be used on all levels. At a minimum, the House Public Information Office suggests teachers subscribe to *Session Weekly*, a weekly compendium of legislative action in the Minnesota House of Representatives. This is published only when the Legislature is in session.

#### Session Weekly

The weekly newsletter lists all bill introductions, gives a synopsis of committee and floor action for the past week, provides an advance committee meeting schedule, and offers feature articles on the people and the process. You'll want to save each issue for reference purposes, so we suggest that you subscribe before the session begins to receive a complete set. The *Session Weekly* is mailed on Fridays. To subscribe, write to the House Public Information Office, 175 State Office Building, St. Paul, MN 55155, or call 612-296-2146 or 1-800-657-3550. There is no charge for the newsletter. The *Session Weekly* will provide teachers with the information they need to lead timely discussions on topics before the Legislature.

#### Daily newspapers

Subscribe to one or both of the metropolitan daily newspapers (the Minneapolis-based *Star Tribune* or the *St. Paul Pioneer Press*), or one of the larger outstate daily newspapers (Duluth, Fargo-Moorhead, Rochester, or St. Cloud) that staff a Capitol bureau when the Legislature is in session. Newspapers generally have Newspaper in Education programs and sometimes offer reduced rates for educators. For more information, you could contact:

Star Tribune, Education Services Department, 425 Portland Ave., Minneapolis, MN 55488, or call 612-673-4929; or

St. Paul Pioneer Press, Newspaper in Education Department, 345 Cedar St., St. Paul, MN 55101, or call 612-228-5133 or 612-228-5171.

#### **Guest speakers**

Schedule guest speakers, if possible, to breathe life into the process. Who better to discuss the ins and outs of government than a current or former legislator? A news reporter could offer a slightly different perspective, as could a lobbyist, a judge, an attorney, or a government official. If you call a legislator, do it early. They are very busy toward the end of a legislative session and become closely tied to the Capitol.

#### Legislative trips

Schedule a trip to the Legislature to watch lawmakers work in committee and on the floor. You might ask your home representative to suggest a day. The more interesting floor sessions occur about a month to six weeks after the session begins. The Minnesota Historical Society offers special government tours for students (see Appendix E-4).

#### **BEGINNING ACTIVITY OPTIONS**

#### **Beginning games**

Students could divide into teams to field questions about the legislative process. The teacher could pose questions drawn from Term Definitions (Appendix A) and Legislature at a Glance (Appendix E-1). Students could be asked to define terms such as "bicameral" and "biennium," for example. The winning team could receive a reward or prize of the teacher's choice.

The same general activity could be devised with one slight difference: the contest could be an individual one similar to a spelling bee. Under this activity, it would probably be best to limit questions to the Term Definitions section (Appendix A). If more than one student is able to answer all those questions, information could then be drawn from other sources in the study guide such as Legislature at a Glance (Appendix E-1) and/or Commonly Asked Questions (Appendix E-3).

A few students from a class could also develop a short skit based on a proposal for a new law, then have the remaining students act as the jury to test whether or not the law is fair. Does the law in question make good sense? For example, one student, posing as a motorcyclist, could argue that bikers should not be required to wear helmets. Another student, posing as a doctor or nurse, could explain the injuries he or she sees from motorcycle accidents. Should motorcyclists be allowed to ride as they see fit? Let the students decide.

Students could also be urged to collect signatures on a petition in support of a student proposal for a new law, or a change in an old one. The signatures could be obtained from throughout a school and then brought to the class in order to show support for the proposal — the same way petitions are sometimes used in the political arena. For example, a group of fifth-grade students from Oakdale collected more than 600 signatures in support of a proposal to ban the sale of cigarettes in vending machines. The students actually testified in a Senate committee hearing in support of a similar proposal that was before the Legislature. The breadth of public support for such a measure can sway lawmakers into voting for or against a bill. The exercise could give students a window into the diversity of public opinion on a topic. Not everyone thinks alike.

#### INTERMEDIATE ACTIVITY GUIDELINES

#### Mock legislature

Perhaps the most entertaining way of learning about the legislative process is to set up a mock legislature, provided students and teachers have enough time. This way, students get to act out the parts they are learning about, which is probably the next best thing to actually being at the Capitol.

The stage was set in Part 1 for creating a mock legislature when students conducted an election. In Part 2, students went one step further in drafting a bill using a real one (Appendix E-2) as a guide. Students could be encouraged to dream up their own proposals for new laws, or they could base the proposals on ideas that have already been debated at the Legislature. For topic ideas, see the House Public Information Office news release (Appendix E-6), which lists many of the new laws that became effective Aug. 1, 1990.

#### Legislative leaders

Ideally, two classes should collaborate in setting up a mock legislature. That way one class could serve as the House and the other as the Senate. After the initial election of representa-

tives, senators and governor described in Part 1, several legislative leaders should be elected. In the mock House, a speaker, majority party leader, and minority party leader should be elected. In the Senate, a president and the majority and minority party leaders should be elected. The Senate presides over the Senate in much the same way the speaker presides over the House, but the president doesn't have nearly as much power. For example, the speaker of the House appoints members to the various committees. But in the Senate, it's the majority leader — not the president — who is generally regarded to have that authority. (Technically, it's the Rules and Administration Committee, of which the majority leader is chair, that makes these appointments.) The speaker, who chairs the Rules and Legislative Administration Committee in the House, also plays a pivotal role in deciding which bills can be debated on the House floor. Likewise, it's the Senate majority leader who has a lot of influence on those decisions in the Senate.

#### Minority leader

The minority leader typically leads the opposition against a proposal that is supported by the majority party. But because he or she does not have the votes to defeat the measure, the minority leader has little power, as do virtually all minority party members.

But party members — in both the majority and the minority — don't always vote the way their leaders want them to. Sometimes, they "break the ranks," which can cause them problems in the future. The speaker, who is a member of the majority party, may not honor their requests for committee assignments, or may prevent their bills from being brought up for a vote on the floor. And the minority leader can block a minority member's request to sit on a certain committee.

#### Forming committees

The classes probably won't be large enough to form as many committees as there are at the Legislature. But the creation of four or five different committees will be sufficient for a mock legislature. A member generally serves on three or four committees, but for the mock legislature, you might want to limit membership to one or two committees.

Only members of the majority party are appointed as chairs of committees. In the House, the speaker appoints the committee chairs; in the Senate it is the Rules and Administration Committee, which is chaired by the majority leader. In practice, the majority leader in the Senate selects the committee chairs.

Committee chairs have a lot of power and can decide which bills will and won't be heard. Of course, the majority leaders in both bodies, and the speaker in the House, can express their opinions on which bills are to receive a hearing. A committee chair who defies the speaker may not be a committee chair for long.

#### Parliamentary procedures and rules

Mastering all the legislative rules and procedures is an overwhelming task in itself. Here are just a few procedures that should be adhered to in setting up a mock Legislature:

- All bills should have at least one committee hearing before being sent to the floor for debate on the House floor, meeting in what is referred to as the Committee of the Whole.
- During the Committee of the Whole floor debate, amendments can be added to a bill if a majority of members agree to the idea. At this stage of the legislative process, a bill is on General Orders (see Appendix E-3). Votes in the Committee of the Whole are usually voice votes and are therefore not recorded. But if a member requests a roll-call vote and 10 or more members support the request, then a roll-call vote is taken. A class can feel free to adopt its own

standard on requests for a roll-call vote. (This generally is done to force legislators to "go on record" with their vote — a decision that sometimes makes lawmakers think harder over a vote because of its possible impact on voters back home.

- That same bill is then voted on a second time after the measure has been placed on the Calendar. A roll-call vote is taken at this time, and amendments can't be accepted unless all members agree to the proposal.
- If an identical bill is passed by the other body, the measure can then be sent to the governor for his or her signature. If not, a conference committee should be named to work out the differences between the two bills. (The real process at the Legislature is a bit more complicated). At the Legislature, either three or five members from each body serve on conference committees; their membership usually includes the chief authors of the bill and the chairs of the policy committees involved in the House and Senate.
- Once the conference committee reaches an agreement, a majority of those members must sign a document stipulating that they agree to the compromise.
- The bill and the document are then sent back to the full House and Senate, where the compromise is voted on. No amendments are permitted at this time. If both bodies agree to the compromise, the measure can then be sent to the governor. If one body, or both, fail to approve the compromise, it can be sent back to the conference committee for more work. If an agreement that is palatable to both bodies still can't be reached, the measure fails. (The real procedure is somewhat more complicated, but follows the same basic outline).
- If a bill is approved by the mock House and Senate and is then vetoed by the governor, it can still become law if two-thirds of the members in both the House and Senate vote to approve it.

#### **Protocol**

Members of the mock Legislature should also remember to speak through the committee chair or the speaker of the House/president of the Senate whenever speaking on the floor (see Part 4, Behind the Scenes in Committee).

And the speaker usually recognizes the person who wishes to speak by referring to him as the "gentleman from Ramsey County" or the "representative from Rice County," for example. This practice is probably both a holdover and a reflection of the state's agrarian roots.

#### **ADVANCED ACTIVITY GUIDELINES**

Gene Pelowski, a social studies teacher at Winona Senior High School, and Don Ostrom, a political science professor at Gustavus Adolphus College in St. Peter, no doubt have an easier time fielding student questions on the legislative process than most teachers do. That's because in addition to being teachers, they're also members of the Minnesota House of Representatives.

Both Reps. Pelowski and Ostrom require students to track bills through the Legislature. They each take slightly different approaches as you can see from their class assignments (see Appendices F-2, F-3, and F-4). But they both follow the general direction of the suggestions for advanced activities listed at the end of each section.

Since most teachers do not have the advantage of personal legislative experience to draw on, here are a few guidelines and hints that may make bill-tracking easier:

#### Tracking bills

The six stories in the booklet, *How Six Bills Became Law*, could serve as a rudimentary guide to explain how bills become law. But here are a few other examples of bills students could

track. Keep in mind that there are two ways for students to track bills: they can choose a bill that has already been approved and then backtrack it through the process, or they can track a bill that is currently before the Legislature as it moves through the system. Students could select a bill either individually or as a class. The suggestions are followed by questions that could form the basis for a short paper on the exercise.

#### Bills offering new language

Sometimes bills offer entirely new language to law. For example:

- 1. The 1989 Legislature approved the "bias crime" law that made it a felony to assault people based on their race, color, religion, sex, or sexual orientation. But another, entirely separate law was added in 1990. That year the Legislature mandated that a course be taught for city and county prosecutors on the impact such crimes have on victims. Students could be asked to explore a number of the following questions: Is such a course needed? If so, why, and how much would it cost taxpayers? What's the difference between passing a law such as the 1989 bias crime law and actually enforcing it? Why did the chief author sponsor the bill? Did prosecutors use the 1989 law? Does the chief author expect to see more people prosecuted for bias-motivated crime? How many bias-motivated crimes were reported in your community? How many of those cases were prosecuted by your local county attorney's office? How do people in the community feel about the issue?
- 2. Fetal alcohol syndrome has long been a matter of concern, although many people are unaware of the risks of drinking alcohol while pregnant. In 1990, the Legislature passed a law requiring the Minnesota Department of Health to "encourage" bars and liquor stores to display posters with the message, "Warning: drinking alcoholic beverages during pregnancy can cause birth defects and prematurity." Students could be encouraged to ask several of the following questions: Does anyone believe the law will be of any real benefit? Are there any studies showing that women are unaware of the dangers? If so, who are they and what is the best way to reach them? Why aren't bars and liquor stores required to post such signs? Why not place such a warning on the can or bottle similar to the warnings on packs of cigarettes. Are any liquor stores or bars heeding the "encouragement" from the Department of Health? Does the chief author of the bill intend to amend the bill during future legislative sessions? What role did the lobbying of the alcohol and beverage industry play in the passage of the law?

#### Bills repealing state statutes

Students could look into laws that have, for the most part, remained unenforced. For example:

- 1. A law had been on the books since the Great Depression forbidding dancing in the dark. In 1989, a new law was passed that repealed the antiquated law. With the assistance of the Legislative Reference Library, students could research why such a bill was passed in the first place, why it remained on the books for so long, and why anyone would bother to have it repealed.
- **2.** In 1989, the Legislature became involved in a fray with the Minnesota State High School League (MSHSL) over a two-tier state hockey tournament. In that year, the Legislature passed a bill requiring the MSHSL to hold a two-tier tournament. But in 1990 the MSHSL, high schools, and coaches agreed to work together in setting up a new format for the tournament in time for the 1992 state finale. So the Legislature repealed the law it passed in 1989. Students could ask why the Legislature got involved in the discussion in the first place? Did the passage of the 1989 law force the MSHSL into reaching an agreement with the high schools and coaches? What does the hockey coach at your school think of the issue? To what extent do

personalities become involved in the passage of laws?

#### Bills amending state statutes

Students could examine bills that amend, or change, current statutes. For example:

- 1. The 1990 Legislature passed a law requiring motorists to switch on their headlights during inclement weather "at any time when it is raining, snowing, sleeting or hailing." The old law specified that lights had to be turned on "at any other time when visibility is impaired by weather." What is the practical difference, if any, of the change? Will the new law make it easier to prosecute people who don't turn on their headlights during bad weather? Did a legislator or someone who contacted him or her have a personal experience that led to the law change? Students could contact the chief authors of the bill, officials at the Department of Public Safety, and your local county attorney's office to get their opinions on the change.
- **2.** For several years there has been a trend toward making juveniles more accountable for the crimes they commit. More juveniles are being tried in adult court, where there is more emphasis on punishment, rather than through the juvenile court system, where the emphasis is on rehabilitation. In 1990, the Legislature added one more way for prosecutors to have juveniles tried as adults. The amendment will allow the adult prosecution of any juvenile who commits a felony during or after escaping from a juvenile correctional facility. Why was this particular aspect of juvenile crime chosen? Was there an incident that triggered passage of the amendment? What's wrong with processing juvenile offenders through the juvenile court system? Is it too lenient? Are juveniles not being adequately punished for their misdeeds?

#### Bills that failed

Students could look into legislation that didn't pass and find out the reasons behind the failure. For example:

- 1. In both 1989 and 1990, the House overwhelmingly approved a bill that would have imposed restrictions on the hours students could work on school nights. But the measure failed in the Senate both times. Why did it fail in the Senate and not in the House? What prompted the bill in the first place? What impact would such a law have on students? How do students feel about the proposed restrictions? Would such a measure hurt the fast food industry, which employs a lot of students? What role did lobbyists play in the bill's defeat in the Senate?
- 2. One of the key environmental proposals during the 1990 legislative session was a bill to preserve the state's remaining wetlands. The bill would have prohibited the draining of most wetlands in excess of one acre unless they were replaced by comparable wetlands in the same area. Although a greatly watered down version of the "no net loss" bill was approved by the House Agriculture Committee, it never made it to the House floor and never passed through any Senate committees. What happened to the proposal? Is there a need for such a "no net loss" bill? What has happened to the state's wetlands over the years? Did environmentalists and farmers agree on the issue? What would the cost be to taxpayers? Is there a good chance the bill could be approved by a future legislature?

#### The nature of bills

Some bills are straightforward, require only one committee hearing, and they pass the House and Senate without a problem. They may not have the legislative pizzazz of other bills, nor the allure of impassioned debate, but these bills may be better suited for a legislative research project that involves tracking bills.

While tracking bills that spark spirited debate may seem exciting, students should remember a few things about bills and the nature of the Legislature:

- **1.** Highly charged bills, such as ones concerning fetus viability or artificially produced bovine growth hormone, likely will have a drawn-out visit to both houses of the Legislature. (Remember, both houses must pass *identical* bills before they are sent to the governor.) While such bills may be exciting to follow, they may be impractical to track simply because of time.
- 2. Money bills all money bills must go through the House Appropriations Committee (and an appropriate division) before reaching the floor. The Appropriations Committee begins its work slowly, building to a busy flourish near the Legislature's end. In fact, after a certain point, only the Appropriations Committee, and its divisions, will meet. Think carefully before choosing a bill that carries a large price tag you may never know the final result because the project could end before lawmakers act on your bill.
- **3.** Bills that create new government programs or industries, such as the state lottery, will go through several committees en route to House floor action. During their travels, committee chairs may try to mold the bill better to their liking through amendments. Therefore, the bill you first read may not be the bill you see on the floor. Even after the bill passes the House, it must travel through the Senate. If irreconcilable differences exist between the two versions of the bill, a conference committee of representatives and senators must be appointed to resolve the problems.
- **4.** Even if a bill *seems* innocuous, it may have far-reaching impact. For example, the Legislature passed several bills that change two county offices from being elected to appointed. A separate bill combined the duties of the two offices. Although these bills were for specific counties, they set a precedent that could change the structure of all county government.
- **5.** Some bills may be offered to test the waters for future legislation or provide a springboard for discussion. One member, feeling concern about a particular issue, may introduce legislation calling for the regulation of a certain trade or industry. During a hearing on the bill, the law-maker indicates he or she has no intention of having the bill go further than the policy committee to which it has been assigned; he or she just wants to see if there would be support and who would support it. Although advisories (exploratory legislation) on topics the Legislature could consider in the future can be introduced, some lawmakers prefer introducing a bill, which can serve the same purpose.
- **6.** Some bills are created in a committee's division. A division will sometimes create one large bill by incorporating several smaller bills. For example, the House Education Committee fashions the budget for kindergarten through 12th grade. The budget bill is created in the committee's Education Finance Division. That budget bill also could contain other equally important provisions, such as ones dealing with student transportation, school board election modifications, library legislation, and a host of other education-related proposals. Typically, these bills were once separate bills that were incorporated, or folded into the omnibus finance bill. In fact, during hearings on the omnibus bill, portions will be referred to as "Rep. Anderson's bill" or "Rep. Johnson's portion." The term "omnibus," which, to the French, is a vehicle that carries many passengers, is usually attached to such bills. So a bill's disappearance from the legislative agenda doesn't mean it's out of sight. It may just mean it has been incorporated into another, more inclusive bill.
- 7. All bills will have at least one committee hearing; bills that are more controversial and/or

overlap into several areas could visit other committees as well. When lawmakers considered the proposal to establish a state lottery, the bill visited committees on General Legislation and Veterans Affairs, Judiciary, and Appropriations (and its State Departments Division) before reaching the floor. Even after a bill goes to the floor, it can be re-routed to another committee if either the author and/or the committee chair believe another hearing is necessary.

- **8.** The original language in some bills may be gutted during the committee process, or even in conference committee. During the last few days of the 1989 session, a relatively non-controversial bill about benefits for a specific group became a hotbed of debate after a conference committee amended the measure to overhaul the state's workers' compensation system. Sometimes bills undergo such a metamorphosis that they are unrecognizable as originally presented.
- **9.** The House will sometimes wait until the Senate has passed a bill before working on it. Sometimes a committee will use a Senate measure to incorporate House language (the same is true in the Senate). For example, a Senate bill may deal with a non-controversial money item related to the University of Minnesota. It passes the Senate and is sent to the House. Since the House Appropriations Committee's Higher Education Division handles university matters, it may use that bill as the basis for the omnibus spending bill for all higher education systems and the Higher Education Coordinating Board. Thus a simple bill may become an omnibus spending bill, with that single provision of the original bill included.
- 10. One bill may be carved up into other bills. The 1990 rural health care bill, a comprehensive plan to bring adequate health care to outlying areas of the state, began as one rather lengthy bill. As it moved through the House, however, portions of it were parceled to various committees, mainly during its visit to the Appropriations Committee. Portions of the bill found their way into the higher education funding bill, the K-12 omnibus bill, the omnibus health and human services bill, leaving only one part in the original bill intact. Just because a bill is introduced as a comprehensive package doesn't mean it will end up that way. It could be divided among other bills for a number of reasons. That can make it difficult to find out the full impact of the Legislature's action on a topic.
- **11.** No bill is ever dead until the Legislature adjourns at the end of a biennium. Even if a bill is defeated, lawmakers can often revive the bill for further debate.

#### STATE AND LOCAL GOVERNMENT Political Science 75 Spring Semester, 1990

Instructor: Don Ostrom

Offices: 115 Social Science Center 401 State Office Building

GAC, St. Peter, MN 56082 St. Paul, MN 55155 (507) 931-7437 (612) 296-7065

Also, most weekends I can be reached at home at (507) 931-5486.

Texts: Harrigan, POLITICS AND POLICY IN STATES AND COMMUNITIES

Hanson, TRIBUNE OF THE PEOPLE Klobuchar, UNCOVERING THE DOME

Requirements: The class sessions which I lead will largely consist of discussions based upon: (a) reading in our textbooks and (b) the research you will be doing on legislation being considered at the Capitol in St. Paul. We will also be bringing in guest speakers — legislators, local government officials, lobbyists, journalists, others. It is important that you attend class and participate in the discussions, preferably orally but at a minimum with close attention. There will be two hour-long examinations during finals week which will cover the last segment of the class <u>plus</u> the rest of the semester.

The other major requirement is a research project on a specific piece of legislation being considered by the Minnesota state legislature during the 1990 session. You should select your topic by Sunday, February 18. A two-page paper, giving a brief background of the issue and the status of the legislature at that is due Sunday, March 4. Your final paper should be no more than 10 double-spaced pages in length (plus a bibliography), and follow the form for citations and references indicated in "The Political Science Writing Guide." It should be presented in two drafts. The first is due Sunday, April 29. After you present the paper and we have class discussion, the final paper is due Sunday, May 13.

How can you gather information for this research project? The most important need is to get started early. The legislature convenes February 12, and will in all probability adjourn in mid- to late-April. After adjournment the legislators and many of the other participants scatter, and it is much harder to track them down than when they are at the Capitol. Also, the later in the session, the more hectic the pace for the participants, and therefore the more difficult to secure an interview.

The major metropolitan newspapers, the <u>Star-Tribune</u> of the Twin Cities and the St. Paul <u>Pioneer Press</u>, both cover the legislature extensively. You should try to read the articles on state government

in at least one of these newspapers on a daily basis. Other daily newspapers, such as the ones in Mankato, St. Cloud, Duluth, Willmar, give less extensive coverage, but may provide greater information on a subject of local interest. The Legislative Reference Library on the 6th floor of the State Office Building, next to the Capitol in St. Paul, contains files of newspaper clippings, classified by subject matter. The researchers there are also a great source of knowledge.

But this is not a paper you can write just using library sources. You have to talk to the principal participants in the legislative process — legislators, staff members (especially committee staff, probably the most knowledgeable and accessible participants), lobbyists, executive branch officials, journalists, and others. This generally involves talking with them at the Capitol or on the phone. You can use the phones in the Political Science Department for your calls to the Twin Cities, but the phone conversation generally goes best if you have made prior, personal contact at the Capitol. Toward that end the Political Science Department will reimburse you \$10 toward your trips during the week to the legislature; doubling up and more is encouraged for these trips. It works best if you schedule your trips when your legislation will be considered in committee and on the floor, but it is even more important that you also talk one-on-one with the legislative participants.

The paper will have an outline that you develop. But it should include the background, major interest groups and lobbyists, major legislators, and outcome of the legislation. Normally you would develop the story in a chronological framework. But this is a paper of analysis, not just description. It is more important to give the reader an understanding of the subject, rather than just the dates and votes of each subcommittee meeting. Tell why it happened, not just what happened. Were there major events that influenced the legislation? Was this an issue that was widely publicized and involved lots of people, or were only a few involved? What were the major factions - partisan, regional, ideological, or something else? What is the evidence for everything you present — do you have roll call votes analyzed by party and region, interviews, press clippings, or other information? Finally, for those who have scholarly ambitions, does your subject of study relate to other studies or larger theories in the social science literature?

Grading: The final grade will include approximately the following:
 First research paper 3%
 Final research paper, first draft 10%
 Final research paper, second draft 25%
 First exam 10%
 Second exam 15%
 Final exam 22%
 Class participation and attendance 10%

#### Rep. Gene Pelowski, Jr.

District 34B

Winona, Goodview, Minnesota City, Rollingstone, Winona Township, Rollingstone Township



## Minnesota House of Representatives

VICE CHAIR, ECONOMIC DEVELOPMENT-INTERNATIONAL TRADE AND TECHNOLOGY DIVISION

COMMITTEES: COMMERCE, TOURISM SUBCOMMITTEE; EDUCATION-HIGHER EDUCATION DIVISION, LIBRARY SUBCOMMITTEE, CHAIR; ECONOMIC DEVELOPMENT, ENTERPRISE DEVELOPMENT SUBCOMMITTEE, CHAIR

# COLLEGE COURSE <u>Legislative Assignment for 1989-90 Session</u> <u>Legislative Process</u>

Name		Date
	ch an issue for the 1989- nute presentation on its ota.	
	ect a topic that is being lative Session. No two st	
A. If the student House File or Senate Fi appendix to their paper tacting (a letter is re Senator or the House or green book. The student	ft a bill that addresses is using a bill that has le copy of that bill must. A copy of the bill can quired) their State Represente author. Their add must rewrite the bill so long bill should be edit	been introduced the be included as a be obtained by consentative or State dresses are in the bit is not an exact
B. A copy of this	letter and the Representa as an appendix to their p	
impact of this legislat verifiable sources must and bibliography are re	te a one or two page pape ion on Minnesota and Dist be used and cited in the quired. Local impact coul uals most directly involv	rict 34. At least two e paper. Footnoting d best be described
1989. It is worth a tot	beginning of the hour on al of 100 points. It show draft must be included w	ald be typed or word
Topic selected =		
on date	Teacher's initials	
People and the Process: ALegislative Study Guide		Annualis E 2

257 Wilson, Winona, Minnesota 55987

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Appendix F-3

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#### Rep. Gene Pelowski, Jr.

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Winona, Goodview, Minnesota City, Rollingstone, Winona Township, Rollingstone Township



## Minnesota House of Representatives

VICE CHAIR, ECONOMIC DEVELOPMENT-INTERNATIONAL TRADE AND TECHNOLOGY DIVISION

COMMITTEES: COMMERCE, TOURISM SUBCOMMITTEE; EDUCATION-HIGHER EDUCATION DIVISION, LIBRARY SUBCOMMITTEE, CHAIR; ECONOMIC DEVELOPMENT, ENTERPRISE DEVELOPMENT SUBCOMMITTEE, CHAIR

#### HIGH SCHOOL Legislative Assignment for 1989-90 Session American Government

Name		Date
Topic	Bill #	

The student will research an issue for the 1989-90 legislative session and write a 3-5 page report on its impact onDistrict 34 and the State of Minnesota.

- 1. The student will select a topic that is being considered in the 1989-90 Minnesota Legislative Session. No two students will select the same topic.
- 2. The student will summarize a bill that addresses that subject.
- A. If the student is using a bill that has been introduced the House File or Senate File copy of that bill must be included as a appendix to their paper. A copy of the bill can be obtained by contacting (a letter is required) their State Representative or State Senator or the House or Senate author. Their addresses are in the green book. The student must rewrite the bill so it is not an exact copy of the HF or SF. A long bill should be edited to about two pages.
- B. A copy of this letter and the Representative's or Senator's reply must be included as an appendix to their paper.
- 3. The student will write a 3-5 page paper that describes the impact of this legislation on Minnesota and District 34. At least two verifiable sources must be used and cited in the paper. Footnoting and bibliography are required. Local impact could best be described by citing those individuals most directly involved such as local government officials.
- 4. Paper is due at the beginning of the hour on Tuesday, January 23, 1990. It is worth a total of 100 points. It should be typed or word processed and the first draft must be included with the final draft.

Dates Assignments Due.

Mon., Jan. 15, 1990 = Copies of letters sent to legislators. Thurs., Jan. 18, 1990 = Names and brief summary of local sources. Tues., Jan. 23, 1990 = Completed 3-5 page report with sources.

People and the Process: ALegislative Study Guide

**Appendix F-4**