

Report  
of the  
LEGISLATIVE IMPROVEMENTS  
COMMITTEE



November, 1974

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REPORT OF  
THE  
LEGISLATIVE IMPROVEMENTS COMMITTEE

SUBMITTED TO MEMBERS  
OF THE  
FIFTY-EIGHTH LEGISLATIVE ASSEMBLY

NOVEMBER, 1974

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## ACKNOWLEDGEMENTS

As Chairman, I wish to publicly thank each member of the Legislative Improvements Committee for their dedication and commitment to the study of the Oregon Legislative Assembly. In addition, I should like to extend sincere appreciation to the members of the Legislative Administration Committee who contributed their time and valuable input to our deliberations. The committee joins me in thanking the Legislative Fiscal, Legislative Counsel and Legislative Administration staffs who have given so unselfishly of their time and expertise, and the staffs of departments and agencies of the State of Oregon on whom we have depended for advice.

On behalf of the committee, I wish to thank Secretary of State Myers and the many legislators for their constructive suggestions throughout our study.

The Legislative Improvements Committee was created by the Legislative Administration Committee during the 1973 interim. The committee held its organizational meeting in November of 1973 and immediately thereafter began its work. During the past twelve months, members of the committee have spent many hours attending meetings and hearings in Salem. They have worked without compensation, although they have been reimbursed for their expenses. As Chairman, I appreciate their unselfish participation and valuable ideas.

Your Legislative Improvements Committee hereby transmits the report of our recommendations. We have endeavored to make suggestions that will benefit the Legislative Assembly in its effort to effectively deal with the problems of a growing state of Oregon.

Again I wish to express my sincere appreciation to the legislative and public members of the Legislative Improvements Committee.

Jack B. Lively  
Chairman  
Legislative Improvements  
Committee

## MEMBERS OF THE LEGISLATIVE IMPROVEMENTS COMMITTEE

Mr. Jack B. Lively, Springfield, Chairman

### Facilities Subcommittee

Senator Keith A. Burbidge, Salem, Chairman  
Representative Philip D. Lang, Portland  
Mr. Lynn Blumenstein, Salem  
Mr. Verne Duncan, Milwaukie  
Commissioner Al Flegel, Roseburg  
Mr. Del Isham, Florence  
Mr. Irv Luiten, Portland  
Ms. Cynthia Ripley, Portland  
Ms. Dena Sweeney, Salem

### Management Subcommittee

Representative Al Densmore, Medford, Chairman  
Senator Victor Atiyeh, Portland  
Mr. Phil Bladine, McMinnville  
Mr. Don Butler, Portland  
Mr. Richard L. Gustafson, Portland  
Mr. John Helfrich, Portland  
Mr. Howard Rankin, Portland  
Mr. George Reed, Salem  
Mr. Dale Ward, Portland

### Staffing Subcommittee

Representative Robert C. Ingalls, Corvallis, Chairman  
Representative Les AuCoin, Forest Grove  
Ms. Jane Cease, Portland  
Mr. David Dierdorff, Bend  
Mr. Tom Enright, Salem  
Mr. Carl Mays, Portland  
Mr. Robert A. Oleson, Salem  
Mr. Joe Richards, Eugene  
Ms. Phyllis Wiener, Portland

## Technology Subcommittee

Senator Wallace P. Carson, Jr., Salem, Chairman  
Senator Fred Heard, Klamath Falls  
Mr. John P. Cooney, Medford  
Mr. Floyd J. McKay, Portland  
Ms. Kennon McKee, Portland  
Mr. Wally Newton, Corvallis  
Mr. John R. Shepherd, Eugene  
Mr. Herb Snow, Portland  
Mr. Richard Weinman, Corvallis

## Committee Staff

Virginia A. Jennings, Coordinator  
Linda Jones, Clerk  
Carol Parsons, Clerk  
Jan Perry, Clerk

## INTRODUCTION

The Legislative Improvements Committee was authorized by the Legislative Administration Committee during the 1973 interim. Eight members of the Administration Committee along with twenty-eight private citizens were appointed to this study group by the co-chairman of the Legislative Administration Committee. The Improvements Committee held its organizational meeting in November of 1973 and immediately thereafter began its deliberations.

In creating the Improvements Committee the Legislative Administration Committee perceived a need for the legislature to continually review the legislative process, to assure that procedures are efficient, to provide an appropriate atmosphere for thoughtful deliberation and to ensure the public easy access to the decision-making process.

The Legislative Improvements Committee was directed to review the activities, organization and procedures of the Oregon Legislative Assembly, and to recommend changes that will improve operations in as many ways as possible.

To meet this challenge, the committee was organized into four subcommittees: Facilities, Management, Staffing and Technology. Each subcommittee consisted of two legislators and seven citizen members. Within this structure over thirty hearings and work sessions were conducted. Testimony was received from legislators, legislative staff persons, state agency personnel, interested citizens, and out-of-state specialists.

Information received from these resource people, together with research materials from the Council of State Governments,

Citizens Conference on State Legislatures and other sources provided the basis for the committee's recommendations. Some of the recommendations must be implemented by the voters of Oregon by constitutional amendment, some by the Legislative Assembly, and some by the presiding officers.

The report of the 1968 Advisory Committee on the Oregon Legislature, Oregon's Legislative Future, was most valuable to the committee. A large percentage of their recommendations have been implemented but, as the Improvements Committee soon realized, much is left to be accomplished. It is the hope of the committee that its suggestions and recommendations will be carefully examined, keeping in mind the goal of a strong and effective legislative branch of government.

Summary and Comparison of Accomplishments of  
1968 ADVISORY COMMITTEE on the OREGON LEGISLATURE  
and the

1974 LEGISLATIVE IMPROVEMENTS COMMITTEE

M A N A G E M E N T

Recommendations of 1968  
Advisory Committee

Recommendations of  
1974 Legislative  
Improvements Committee

Accomplishments  
to Date

- |   |   |   |
|---|---|---|
| <p>1. Both Houses create 11 identical standing committees</p>   | <p>1. House 12, Senate 14 in 1973 session</p>   | <p>1. Limit each house to not more than 12 committees to serve through the biennium.<br/>Management Sub. Rec. #4</p>  |
| <p>2. Committees meet jointly during interim</p>  | <p>2. HJR 11 in process during 1973-74 interim</p>  |   |
| <p>3. Joint committees vote separately</p>  | <p>3. Positive action on recommendation</p>   |   |
| <p>4. Legislative Fiscal Committee and Legislative Counsel abandoned in favor of Ways and Means and Rules and Resolutions Committee</p> | <p>4. Legislative Fiscal Committee abandoned; Legislative Counsel Committee title changed to Rules and Resolutions Committee, but original title restored in 1971</p> |   |
| <p>5. Emergency Board duties assigned to Ways and Means Committee</p>   | <p>5. No action</p>   |   |
| <p>6. Program analysis by Legislative Fiscal staff (post audit)</p>   | <p>6. Some activity</p>   | <p>6. Continued performance of fiscal-legal audit by the Secretary of State; additional staff for operational auditing; Legislative Fiscal Office responsible for compliance review<br/>Management Sub. Rec. #5</p> |

Recommendations of 1968  
Advisory Committee

- |  | <u>Accomplishments<br/>to Date</u>                                 |
|--|--|
| 7. Create Legislative Administration Committee   | 7. Positive action on recommendation by 1969 Legislative Assembly  |
| 8. Adopt pre-filing and pre-printing procedures  | 8. Positive action on recommendation                               |
| 9. Adopt Consent calendar  | 9. House Rule 4.05<br>Senate Rule 4.05<br>1973 session             |
| 10. First and second readings combined   | 10. No action  |
| 11. Shorten period on agenda allotted to committee reports                             | 11. No action  |
| 12. Joint rule, 2/3 vote to remove bill from committee                                 | 12. Uniform rule adopted, majority vote only required 1973 session |
| 13. Majority vote to take bill from table  | 13. House Rule 8.25 Senate Rule 8.25 1973 session                  |
| 14. Every bill assigned to committee be disposed of by action of majority of committee | 14. House Rule 8.20 1973 session                                   |
| 15. Majority of committee can require meeting to be called                             | 15. House Rule 8.15 1973 session                                   |
| 16. Measure an idea, not a piece of paper  | 16. Tried in House of Representatives, 1973; results questionable  |
| 17. Maintain watch over Chapter 302 OL 1967 (Governor's budget)                        | 17. No change in Governor  |
| 18. Increase Senate to 31, House to 61   | 18. Rejected by voters 1970, 1972                                  |

Recommendations of  
1974 Legislative  
Improvements Committee

Accomplishments  
to Date

Recommendations of 1968  
Advisory Committee

19. Pre-session orientation by Legislative Administration Committee
20. Amend constitution to permit emergency clause on all legislation

19. Positive action on recommendation

20. Rejected by voters

21. Limit introduction of measures; ten per legislator per biennium, co-sponsoring unlimited Management Sub. Rec. #2

22. Measures which fail during the regular session by a majority of negative vote in committee or on the floor would be "dead" for the biennium. Measures could be reintroduced during subsequent session: Management Sub. Rec. #3

F A C I L I T I E S

Recommendations of 1968  
Advisory Committee

Accomplishments  
to Date

Recommendation of  
1974 Legislative  
Improvements Committee

- |   |  |   |
|---|--|---|
| <p>1. Additional office and committee room space be added to the Capitol for 1971</p> <p>2. New plan to be drawn up for additions</p> <p>3. Reconditioning and remodeling of existing hearing rooms</p> <p>4. Legislative Fiscal Office and Legislative Counsel Office move to first floor</p> <p>5. Reference bureau in Legislative Counsel's office</p> <p>6. Improved telephone communications</p> | <p>1. 48 new offices were added but hearing rooms were reduced in number from 1968 to 1973. Inadequate size continues to be a problem and sufficient space for clerical staff has not been resolved</p> <p>2. Utilization of the Public Service Building and a Capitol Forum located in Willson Park were two alternatives considered. The Forum Building was stopped by action of the courts</p> <p>3. Fourth floor rooms remodeled</p> <p>4. Positive action on recommendation</p> <p>5. No action</p> <p>6. Positive action on recommendation</p> | <p>1. Utilization of part of the second floor of the Public Service Building for legislative offices committee rooms and staff committee rooms and staff committee rooms. #1</p> <p>2. Alternative plans for legislative expansion in existing buildings and new construction are being considered. #1</p> <p>3. Redesign of hearing room furniture and room arrangement to more efficiently use available space #2</p> <p>5. A legislative information center in the Capitol to accommodate the public when on legislative business #3</p> |
|---|--|---|

Recommendations of  
1974 Legislative  
Improvements Committee

Accomplishments  
to Date

Recommendations of 1968  
Advisory Committee

- |  |  |
|--|--|
| 7. Central messenger or paging service   | 7. No action   |
| 8. Keep switchboard open after 5:00 p.m.   | 8. Centrex system accomplishes this                            |
| 9. Electronic voting   | 9. To be installed for 1975 Legislative Session in the House   |
| 10. Modernize public address systems; House - a microphone on each desk Senate - improved fidelity | 10. Microphones installed in House, 1973; no change in Senate  |
| 11. Senate tape its proceedings  | 11. Chapter 555, Laws of 1973 (HB 2611)                        |
| 12. Room 6 for news media, or larger space for radio and TV  | 12. Press room relocated and enlarged                          |
| 13. Ground floor cleared and remodeled   | 13. Positive action on recommendation                          |
| 14. Area behind Senate on second floor be used for staff   | 14. Completed, but Senate Lounge still located on second floor |
| 15. East and West Summer Streets reserved for legislative parking                                  | 15. Comparable areas captured on Court and Winter Streets      |
| 16. State owned parking for state business   | 16. Positive action on recommendation                          |
| 17. Underground parking on mall  | 17. Bill died in committee in 1969 Legislative Session         |
|  | 17. Included in new construction alternative                   |

Recommendations of 1968  
Advisory Committee

Accomplishments  
to Date

Recommendations of  
1974 Legislative  
Improvements Committee

18. Construction of an additional walkway from west side of Capitol to parking areas  
Fac. Sub. Rec. #4
19. Handrails installed on the grand staircases leading from the rotund to House & Senate Chambers  
Fac. Sub. Rec. #4
20. A coordinated graphics plan for the Capitol  
Fac. Sub. Rec. #5
21. Relocate Secretary of State and State Treasurer's offices  
Fac. Sub. Rec. #7

COMMUNICATIONS

Recommendations of  
1974 Legislative  
Improvements Committee

Accomplishments  
to Date

Recommendation of 1968  
Advisory Committee

- |   |  |   |
|---|--|---|
| 1. Electronic equipment installed in strategic locations in the Capitol (closed-circuit TV) | 1. No action   | 1. Closed-circuit TV system for Hearing Room 315 to be installed  |
| 2. TV facilities in both chambers   | 2. No action (this anticipated a central connection for all channels, one camera to cover)     | Technology Sub. Rec. (LAMP)                                       |
| 3. Produce new film   | 3. No action   |   |
| 4. Produce new publications   | 4. "Your Legislature," "How a Bill is Passed," "Oregon's Legislature and Legislative Process." |   |
| 5. Better understanding of state government in schools                                      | 5. "Government in Oregon"  |   |
| 6. Continue to study public information   | 6. Some activity   | 6. Additional activity by Technology and Management Subcommittees |

S T A F F

Accomplishments  
to Date

Recommendation of 1968  
Advisory Committee

Recommendations of  
1974 Legislative  
Improvements Committee

- |  |   |
|--|---|
| 1. Full-time executive secretary for Joint Committee on Legislative Administration       | 1. Positive action on recommendation  |
| 2a. Clerical pool for session committees   | 2a. Clerks provided for each session committee  |
| 2b. Clerical pool for interim committees   | 2b. Clerks provided for each interim committee  |
| 2c. Ways and Means Committee staffed by Fiscal Office                                    | 2c. Positive action on recommendation   |
| 3a. Tax consultant to majority and minority caucus                                       | 3a. No action   |
| 3b. Taxation committees to have three clerks   | 3b. Two clerks provided   |
| 3c. Executive secretary for Revenue Committees   | 3c. Positive action on recommendation   |
| 4. Additional permanent legal, library, clerical personnel in Legislative Counsel Office | 4. Legislative Counsel increased  |
|  | 3a. Permanent staff of tax consultants should be employed to provide data collection and research for the Revenue Committee<br>Staffing Sub. Rec. #3                                |
|  | 4. Increase Legislative Counsel staff to provide bill drafting service, coordinating comprehensive legal assistance to committee on a subject matter basis<br>Staffing Sub. Rec. #2 |

Recommendations of  
1974 Legislative  
Improvements Committee

Accomplishments  
to Date

Recommendation of 1968  
Advisory Committee

- |   |  |
|---|--|
| <p>5. Three additional analysts and one clerk in Legislative Fiscal Office</p>                      | <p>5. One analyst added</p>  |
| <p>6a. Only Secretary of the Senate and Sergeant-at-Arms elected</p>                                | <p>6a. Secretary only elected</p>  |
| <p>6b. Only Chief Clerk and Sergeant-at-Arms elected</p>  | <p>6b. Positive action on recommendation</p>   |
| <p>6c. Other personnel in each chamber appointed by presiding officer</p>                           | <p>6c. Positive action on recommendation</p>   |
| <p>7. Member's secretary by his own selection</p>   | <p>7. Positive action on recommendation</p>  |
| <p>8. Policy of vacation, retirement and insurance benefits established for permanent personnel</p> | <p>8. Positive action on recommendation</p>  |
|   | <p>8. Employ a personnel officer to hire legislative employees, excepting confidential employees and employes of statutory committees; prepare a classification plan, job descriptions, recommended salary plan etc. subject to approval by the Legislative Administration Committee; Legislative Administration Committee shall formulate a proposal to ensure that permanent legislative employes are accorded rights and benefits of classified employes.</p> |

9. Legislative Fiscal and Legislative Counsel should continue present hiring practices  
Staff Sub. Rec. #1
10. The positions of Chief Clerk and Secretary of the Senate should be continuous and should be funded through the biennium  
Staff Sub. Rec. #4
11. Chief Clerk and Secretary of the Senate should be responsible for the hiring and supervision of the Reading Clerk, Journal Clerk, Calendar Clerk, and other desk personnel as needed.  
Staff Sub. Rec. #5
12. Establish a fund of \$24 per biennium for each member to be used on an authorized basis for additional research, clerical and administrative assistance. \$150 monthly expense allowance be used for in-district travel, inter-district travel, and office postage and office expenses.

Recommendation of 1968  
Advisory Committee

Accomplishments  
to Date

Recommendations of  
1974 Legislative  
Improvements Committee

12. cont. Instead of the \$30 per diem allowance for committee and other legislative business, reimburse members only for actual and necessary expenses.  
Provide each member with 500 first class postage stamps for use only during the regular session  
Staff Sub. Rec. #6
13. Staffing of the Majority/Minority offices shall remain at the discretion of the Majority/Minority leaders of each house, subject to the approval of the presiding officer;

S E S S I O N S

Recommendations of  
1974 Legislative  
Improvements Committee

Accomplishments  
to Date

Recommendation of 1968  
Advisory Committee

1. Constitutional Amendment submitted to voters and defeated, 1970, 1974
  2. Not possible until Constitution amended as in #1 and #3
  3. Amendment submitted to voters and defeated, 1970
  4. Constitutional amendment to require annual session; statutory limit on even year session of thirty calendar days Management Sub. Rec. #1
1. Constitutional Amendment submitted to the people to authorize Legislature to call itself into session
  2. Call irregular session in January of the even-numbered year, upon approval of above
  3. Constitutional amendment to permit majority of each house to request convening at other times