

HCR

58

STATE OF ALASKA
THE LEGISLATURE

POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3800

LEGISLATIVE AFFAIRS AGENCY

M E M O R A N D U M

May 1, 1986

SUBJECT: Title change for concurrent resolution
(SCSHCR 58(State Affairs))

TO: Senator Mitch Abood, Chairman
Senate State Affairs Committee

FROM: Teresa B. Cramer *TBC*
Legislative Counsel

You have asked whether the change to the title made by SCSHCR 58(State Affairs) requires the adoption of a concurrent resolution waiving the Uniform Rules.

It is my opinion that the rules prohibiting the second house from changing the title of a bill after the bill is passed by the house of origin do not apply to concurrent resolutions. Uniform Rules 24(c), 35, 41, and 42, addressing the title change question, each apply specifically to bills and do not mention resolutions. Rule 49(a)(3) sets out the method for adopting a concurrent resolution and does not require the formalities used in adopting a bill. Because the rules dealing with title changes specifically apply to bills and because a concurrent resolution is not treated like a bill under the Uniform Rules, the rules dealing with title changes do not apply to concurrent resolutions.

Although it is not necessary to waive the rules before the second house may amend the title of a concurrent resolution, in at least one instance this session the Senate has chosen to introduce a resolution to do so. See SCR 40, relating to HCR 9.

To avoid any confusion should the issue arise in the future, it may be helpful to note that a joint resolution is ". . . treated in all respects as a bill . . ." under Uniform Rule 49(a)(5), so the rules dealing with title changes do apply to joint resolutions.

TC:mkr
m5/057

Original sponsors: Goll, Uehling
and Furnace

1 IN THE HOUSE BY THE STATE AFFAIRS COMMITTEE
2 SENATE CS FOR HOUSE CONCURRENT RESOLUTION NO. 58 (State Affairs)
3 IN THE LEGISLATURE OF THE STATE OF ALASKA
4 FOURTEENTH LEGISLATURE - SECOND SESSION
5 Relating to Alaska Senior Congress.

6 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

7 WHEREAS Alaska's elder citizens represent a valuable source of infor-
8 mation and guidance in the formulation of public policy; and

9 WHEREAS the knowledge and understanding of the state possessed by the
10 elders can make a major contribution to guidance of public affairs; and

11 WHEREAS the conferences of elders held by various state groups have
12 demonstrated the wisdom that elders can impart to their juniors;

13 BE IT RESOLVED by the Alaska State Legislature that the Older Alaskans
14 Commission is encouraged to call a 1987 Alaska Senior Congress at a conve-
15 nient location to be comprised of elders representing all areas of the
16 state; and be it

17 FURTHER RESOLVED that the Alaska Senior Congress is requested to
18 consider both short-range and long-term policies and priorities for the
19 state and its people; and be it

20 FURTHER RESOLVED that a report of the proceedings of the 1987 Alaska
21 Senior Congress may be presented to the legislature and to the state's
22 congressional delegation by the 30th day of the Second Session of the
23 Fifteenth Legislature; and be it

24 FURTHER RESOLVED that, if the legislature considers it worthwhile, the
25 event shall be conducted annually.

26 COPIES of this resolution shall be sent to the Older Alaskans Commis-
27 sion and to all parties and agencies that are directly affected by this
28 resolution.
29

14-2102
Cramer
5/1/86 ✓

1 IN THE SENATE BY THE STATE AFFAIRS COMMITTEE

2 SENATE CONCURRENT RESOLUTION NO.

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 Suspending Uniform Rules 41(b), 24(c),
6 and 35 of the Alaska State Legislature
7 concerning House Bill 539.

8 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 That under Rule 54 of the Uniform Rules of the Alaska State Legisla-
10 ture the provisions of Rule 41(b), Rule 24(c), and Rule 35 of the Uniform
11 Rules, regarding changes to the title of a bill, are suspended in
12 consideration of House Bill 539, relating to reduced rates and discounted
13 service for telecommunication customers.

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*File - my
New Bill
Senior Legislature*

SILVER HAIRED LEGISLATURE

A MODEL
FOR
SENIOR LEGISLATIVE
ADVOCACY



MARY LOU GOEKE
JON B. WOLFE

NATIONAL
RETIRED
TEACHERS
ASSOCIATION



AMERICAN
ASSOCIATION
OF RETIRED
PERSONS

INTRODUCTION

This publication is intended to convey two messages. One, the Silver Haired Legislature is an advocacy strategy by older people which has proven successful in the passage of state legislation. Second, the process of conducting a model session is described in detail so that others can replicate it at state or local levels.

In the six years the Missouri Office on Aging has funded the Silver Haired Legislature many changes have occurred to make the event proceed more efficiently and become more effective in the passage of Silver Haired bills. By following this guide, other states may avoid some organizational problems and, as a consequence, more quickly reap the benefits of this unique event.

This manual is divided into sections with headings above each topic so readers can quickly locate the information they desire.

The appendix contains forms used by the Missouri Silver Haired Legislature and the NRTA/AARP Joint State Legislative Committees. The bibliography should prove useful to those interested in aging legislative advocacy and in model state statutes. It should also demonstrate the relative paucity of written materials and research in this area. Certainly, the field is more active than one would conclude from the extent of information which is available.

Missourians are justifiably proud of the record of the Silver Haired Legislature. The program, with assistance from other groups, has led to the passage of at least three of its five priority bills in each of the past three years. Having passed the "show me" test, older Missourians are eager to share what they have experienced and learned.

LEGISLATIVE ADVOCACY AND THE AGING

The growth of legislative advocacy by the elderly began slowly and really achieved its first major advance with the enactment of the Older Americans Act of 1965. The act accelerated the elderly's identification of themselves as a minority group. Unlike most social or political movements, forces other than the aging themselves were largely responsible for the development of the aging movement. For example, although some aging groups existed at the time, a social movement rather than an aging movement gained the passage of the Social Security Act of 1935. Older persons lacked the sense of group identity and cohesiveness necessary for such a movement. Indeed, retirement itself was virtually unknown to most of them.

With the enactment of the Social Security program more people were able to retire and thus help the growth of aging organizations. County councils on aging, senior citizens centers and similar organizations became the spawning ground for the development of aging consciousness. The development of an aging movement and legislative advocacy became possible as elders gained group identity. One could compare this with the growth of black pride which sprang from the early days of

the civil rights movement. However, the civil rights movement received more of its strength from within.

It is apparent that the aging movement is now becoming a phenomenon of self-development which receives a large share of energy from the aging. Even now, however, professionals in aging and outside forces continue to provide an impetus to the movement.

As a result of the manner in which advocacy has evolved, professionals in aging have experienced a recent shift of their roles. Initially, their activities were oriented toward working for the aging. The increased identity and activities of older Americans have led professionals to take direction from the aging. This shift is healthy and necessary, but has not been readily accepted by some professionals nor, in some cases, by the aging. While the authors hesitate to define words used in this manual, the use of the term "professional" must not be construed to class the aging as non-professional. Rather, the term is applied to persons employed in aging agencies and programs.

A concurrent event which has influenced the structure of present day advocacy has been the increase of grass-roots lobbying. This represents a shift of lobbying strength from professional lobbyists to citizen action. The power and effectiveness of grass-roots lobbying can immediately be recognized by reading advertisements from oil, utility, tobacco, medical and other powerful lobby groups which exhort

readers to write to members of Congress about a specific problem or issue. These advertisements recognize the growing awareness of the potential power within the voting public.

It should be noted that this shift is a moderate one, but one which bears recognition and observation. Even the slow reacting Congress has begun discussing which lobbying laws may be imposed on the grass-roots lobby.

As one combines these two events, the development of aging identity and grass-roots lobbying with future population trends, one may predict rather interesting prospects for the future. It has been well documented that the aging population is increasing in number as well as in percentage of the population. We also are aware that the future will bring improvements in health and a better educated older population. This suggests that there will be not only a larger population, but one which is also more concerned and involved in social and legislative issues than are the aging today. Organizations should plan activities which anticipate this increase in the aging lobby. As part of those plans, it will be important for those organizations to provide a framework in which older adults may function cohesively.

It is appropriate at this point to mention the phenomenon of the elderly backlash. This is the growing negative reaction by the younger population to special programs and legislation for the retired persons. This backlash may become a major problem if it grows, particularly if it extends to lawmakers

and to the aging themselves. Signs of this may be seen in the reaction of employed persons to increased contributions for Social Security. Ignoring the fact that a large share of Social Security financing does not go to retired persons, workers are questioning how much of the financial burden they should bear. In order to avoid this backlash, the silver lobby must not lose sight of the overall impact of their legislative objectives upon society. If this point is ignored, the backlash could undermine even the most modest efforts.

For the first time in the history of aging organizations, a coalition of national aging groups was formed in 1978 for the purpose of orchestrating mutual legislative objectives. The Silver Haired model offers a similar opportunity at the state level and is also a framework to promote conscientious legislative advocacy. The reader is encouraged to explore numerous applications of this model. For example, municipalities and area agencies on aging have expressed interest in replicating Silver Hair in a Silver Haired City or County Council. Through such a council, older persons would be given an opportunity to have an impact on policy and programming at the local level.

THE PURPOSE OF THE SILVER HAired LEGISLATURE

The Missouri Silver Haired Legislature is a three day model legislative session conducted annually in the fall. At this time seniors from all over Missouri come to the state capitol to present and debate legislation which affects the lives of elder Missourians.

The objectives of the Silver Haired Legislature are to inform seniors about the legislative process through actual involvement in it and to serve as a forum in which seniors from diverse interests and backgrounds can reach agreement on priority bills which they will support in Missouri's General Assembly. A major reason for the recognition of the Silver Haired Legislature as a legitimate voice for older Missourians is that it represents a large number of people from different economic groups, organizations, interests and ethnic backgrounds. Seniors who represent the National Retired Teachers Association, American Association of Retired Persons, Gray Panthers, area agency on aging advisory councils and boards meet and come to agreement on the bills they endorse.

Although individual aging organizations are free to pursue their own priorities, there always has been general acceptance of the legislation passed by Silver Hair. The program also provides a legislative voice to retired persons who do not belong to membership groups or belong to groups that do not have lobbying functions. State units on aging are particularly appropriate sponsors of a Silver Haired Legislature because of their advocacy role. Because they tend to be impartial they also can bring various organizations together without threat to their autonomy. Over the years, the reputation and esteem of the Silver Haired Legislature has grown because of its legitimacy. Many State Representatives and Senators now vie to sponsor bills that carry the title of "Silver Haired Priority."

Please support HCR # 58
which provides planning for
a senior legislature, ~~and~~
known in other states as a
silver haired legislature.

This bill has the active backing
of Older Persons Action Group, the
Palmer Senior Citizens, the Wasilla
Senior Citizens and myself as
a statewide Senior Advocate.

Zero fiscal note.

Thank you.
Rose Palmquist
Box 870294
Wasilla AK 99681

1 copy to each member of
Senate State Affairs Comm.

STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : HCR 58
 Title : Relating to Alaska Senior
Legislature

 Sponsor : Goll
 Requestor : Goll
 Date of Request : February 20, 1986

FISCAL DETAIL

Agency Affected : Older Alaskans Commission
 BRU : Older Alaskans Commission

 Components : Older Alaskans Services

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES	-0-	-0-				
TRAVEL	-0-	-0-				
CONTRACTUAL	-0-	-0-				
SUPPLIES	-0-	-0-				
EQUIPMENT	-0-	-0-				
LAND & STRUCTURES	-0-	-0-				
GRANTS, CLAIMS	-0-	-0-				
MISCELLANEOUS	-0-	-0-				
TOTAL OPERATING	-0-	-0-				

CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
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REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
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FUNDING : (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS	-0-	-0-				
OTHER	-0-	-0-				
TOTAL	-0-	-0-				

POSITIONS :

FULL-TIME	-0-	-0-				
PART-TIME	-0-	-0-				
TEMPORARY	-0-	-0-				

ANALYSIS : Attach a separate page if necessary

See attached

Prepared by : Jon B. Wolfe *Jon B. Wolfe* Phone : 465-3250
 Division : Older Alaskans Commission Date : February 21, 1986

Approved by Commissioner : Eleanor Andrews *Eleanor Andrews* Date : _____
 Agency : Department of Administration

Distribution (by Agency preparing fiscal note) :

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

CONTINUATION OF FISCAL NOTE ANALYSIS

for Bill/Resolution No. HCR 58

SUBJECT OF PROPOSED BILL:

HCR 58 requests the Older Alaskans Commission to develop recommendations for the first session of the Fifteenth Alaska Legislature regarding legislation necessary to empower the Older Alaskans Commission to collect funds to support an Alaska Senior Legislature; call a 1987 Alaska Senior Legislature; and report proceedings of the Senior Legislature to the second session of the Fifteenth Alaska Legislature.

SUMMARY/EXPLANATION OF INTENT:

The Older Alaskans Commission currently has the statutory requirement to provide educational programs for senior citizens and to advocate on their behalf. This resolution calls upon the Commission to focus such efforts on the development of an Alaska Senior Legislature. These Legislatures, also known as Silver Haired Legislatures, have been successfully carried out in other states. The first such legislature was held in the State of Missouri in 1973.

This Resolution recognizes the critical need to develop solutions to the problems of aging and the ability of the State's elders to provide those solutions.

ANALYSIS:

The fiscal note is zero for fiscal year 1987. The Resolution requests the Older Alaskans Commission to develop recommendations during FY 87 for legislation necessary to enable the Commission to raise funds to support an Alaska Senior Legislature. This will require the Commission to develop preliminary cost estimates, research the availability of foundation and other resources for private funds, and to determine what statutory limitations may exist as to the Commission's authority to obtain such funds. These activities are compatible with current administrative duties of the Commission. Therefore, they may be accomplished with no additional funding if the Commission's FY '87 budget is funded at the requested level.

The fiscal note for 1988 and beyond cannot be determined at this time. However, the resolution directs the Commission to sustain an Alaska Senior Legislature without state appropriations. General Funds are shown as zero. It will be necessary for the Legislature to approve the Commission's receipt of "Other" funds beginning in FY '88 for the purpose of sustaining the cost of the Legislature.

It may also be possible to obtain Federal Funds for this program. The required expenditures and non-State funding will be included in the Commission's FY '88 budget.

STATE OF ALASKA 1986 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date : _____

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 Requestor : Goll
 Date of Request : February 20, 1986

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CONTRACTUAL	-0-	-0-				
SUPPLIES	-0-	-0-				
EQUIPMENT	-0-	-0-				
LAND & STRUCTURES	-0-	-0-				
GRANTS, CLAIMS	-0-	-0-				
MISCELLANEOUS	-0-	-0-				
TOTAL OPERATING	-0-	-0-				

CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
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REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
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FUNDING : (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS	-0-	-0-				
OTHER	-0-	-0-				
TOTAL	-0-	-0-				

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FULL-TIME	-0-	-0-				
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Approved by Commissioner: Eleanor Andrews *Eleanor Andrews* Date: _____
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BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF ADMINISTRATION

POUCH C (MS 0218)
JUNEAU, ALASKA 99811
PHONE: (907) 465-2180

DIVISION OF RISK MANAGEMENT

April 28, 1986

The Honorable Peter Goll
Alaska State Legislature
P. O. Box V
Juneau, AK. 99811

Dear Representative Goll:

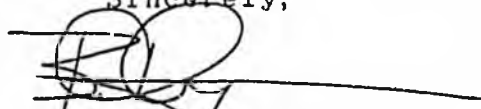
Re: House Concurrent Resolution No. 58

Bob Berry of your office called us requesting our review of this resolution; asking that we comment on any substantial increase in risk or exposure to the state's risk management program.

Based on the limited information of the resolution as proposed, we do not anticipate any measurable increase in risk or related cost to the state's self insurance program. It is our assessment that this proposed activity is similar to the present activities of the state and will not affect our existing insurance programs.

Please call if you need any further information from us.

Sincerely,



Brad Thompson
Deputy Director

BILL SHEFFIELD, GOVERNOR

REPLY TO:

1031 W 4th AVENUE
SUITE 200
ANCHORAGE, ALASKA 99501
PHONE: (907) 276-3550

1st NATIONAL CENTER
100 CUSHMAN ST.
SUITE 400
FAIRBANKS, ALASKA 99701
PHONE: (907) 452-1568

POUCH K - STATE CAPITOL
JUNEAU, ALASKA 99811
PHONE: (907) 465-3600

DEPARTMENT OF LAW

OFFICE OF THE ATTORNEY GENERAL

April 25, 1986

Honorable Peter Goll
Alaska State Legislature
P.O. Box V
Juneau, AK 99811

Re: HCR 58 Alaska senior legis-
lature

Dear Representative Goll:

You have inquired whether added insurance liability would result from a senior legislature held at the capitol under HCR 58 and whether HCR 58 can empower the Older Alaskans Commission to collect and hold in trust private funds for the purpose of conducting the senior legislature. We believe that the state's liability coverage contemplates use of the capitol building for uses authorized by the legislature such as model legislatures and youth programs such as Close Up and is adequate to cover use of the capitol by the senior legislature. The concurrent resolution cannot itself empower the Older Alaskans Commission to collect and hold private funds in trust. A concurrent resolution only expresses the will, wish, view or decisions of the legislature, speaking concurrently.

Please let us know if you need further advice in this matter.

Very truly yours,

HAROLD M. BROWN
ATTORNEY GENERAL

By: *Virginia B. Ragle*
Virginia B. Ragle
Assistant Attorney General

VBR/pjg