

ALASKA LEGISLATIVE COMMITTEE FILES 1985-1986 8672

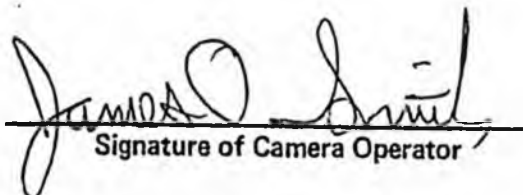
3743 HSTA HCR 56 - HCR 58

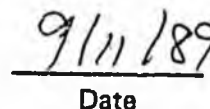
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RECORDS CERTIFICATION

I, the undersigned, an employee of the State of Alaska, do hereby certify that the microfilm images on this microform are accurate reproductions of the original records of the State of Alaska as accumulated during the regular course of business, and that it is the established policy and practice of this State to microfilm its records and to dispose of the original records after microfilm reproductions have been made.


Signature of Camera Operator


Date

HCPR

56

STATE OF ALASKA
THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

LEGISLATIVE REFERENCE LIBRARY

POUCHY - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3000

May, 1986

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS date base CM 14. In order to save space copies of minutes have not been left in the files.

Jeanie Henry

House State Affairs Committee 2/24/1986, 3:00 pm

HOUSE
COMMITTEE REPORT

(7)

Date referred: 2/17/86

FURTHER REFERRALS:

DATE: 2/24/86

The STATE AFFAIRS Committee has considered HCR 56

Relating to the twentieth annual Boy's State."

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with _____ same title
- _____ new title

and recommends _____

further referral to the _____ Committee

- and attaches:
- letter of intent
 - first fiscal note
 - new fiscal note
 - zero fiscal note

SIGNING DO PASS:

SIGNING OTHER RECOMMENDATIONS:

Katie Hurley
Mark Miller
Roger L Jenkins
Bette Cato

Katie Hurley
 Chairman

STATE OF ALASKA 1986 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : HCR 56
 Title : Relating to the twentieth annual Boys' State.
 Sponsor : Rep. Cato
 Requestor : _____
 Date of Request : _____

FISCAL DETAIL

Agency Affected : _____
 BRU : _____
 Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

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

FUNDING : (Thousands of Dollars)

GENERAL FUND					
FEDERAL FUNDS					
OTHER					
TOTAL					

POSITIONS :

FULL-TIME					
PART-TIME					
TEMPORARY					

ANALYSIS : Attach a separate page if necessary

HCR 56 results in no fiscal impact to the State of Alaska as costs are absorbed through sponsorship by the American Legion Auxiliary and cooperating organizations.

Katie Hurley

Prepared by : Rep. Katie Hurley, Chair
 Division : House State Affairs Committee

Phone : 465-4963
 Date : 2/24/86

Approved by Commissioner : _____
 Agency : _____

Date : _____

Distribution (by Agency preparing fiscal note) :

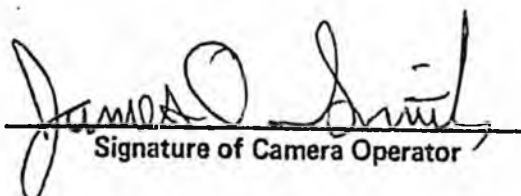
- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

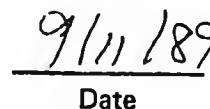


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Signature of Camera Operator


Date

HCR

5

7

STATE OF ALASKA
THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

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POUCHY - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3000

May, 1986

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS date base CM 14. In order to save space copies of minutes have not been left in the files.

Jeanie Henry

House State Affairs Committee 2/28/1986, 3:00 pm

**HOUSE
COMMITTEE REPORT**

(7)

Date referred: 2/17/86

FURTHER REFERRALS:

DATE: 2/28/86

The STATE AFFAIRS Committee has considered HCR 57

Relating to Alaska as the host for the 1988 Arctic Winter Games.

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with (SHCR 57(SA)) same title
 new title

and recommends Do Pass

further referral to the _____ Committee

- and attaches:
- letter of intent
 - first fiscal note 0
 - new fiscal note
 - zero fiscal note

SIGNING DO PASS:

SIGNING OTHER RECOMMENDATIONS:

Katie Hurley
Mike Savane
[Signature]
Bette Cato

Katie Hurley
Chairman

IN THE HOUSE

BY THE STATE AFFAIRS COMMITTEE

CS FOR HOUSE CONCURRENT RESOLUTION NO. 57 (State Affairs)

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - SECOND SESSION

Relating to Alaska as the host for the
1988 Arctic Winter Games.

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

WHEREAS all Alaskans share the spirit of adventure that is common to athletes in the northern latitudes, and the Arctic Winter Games serve as a showcase for developing northern athletes; and

WHEREAS the Arctic Winter Games exist to promote education and understanding among people of the northern regions of the continent, and Alaskans possess the warm hospitality necessary to achieve these goals; and

WHEREAS Alaskan communities and the state have the motivation necessary to ensure adequate support for the athletes and the availability of suitable facilities for the competition;

BE IT RESOLVED by the Alaska State Legislature that it supports Alaska as the host for the 1988 Arctic Winter Games, and urges the Board of Directors of the Arctic Winter Games to select Alaska as the site of the 1988 Arctic Winter Games.

COPIES of this resolution shall be sent to the Board of Directors of the Arctic Winter Games.

STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : CS CR 57
 Title : Relating to Alaska as
host for the 1988 Arctic
Winter Games
 Sponsor : Navarre
 Requestor : _____
 Date of Request : 2/28/86

FISCAL DETAIL

Agency Affected : _____
 BRU : _____

 Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

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

FUNDING : (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS :

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

Prepared by : Representative Katie Hurley Phone : 465-4963
 Division : House State Affairs Committee Date : _____

Approved by ~~Chair~~ : Chair, Katie Hurley Date : _____
 Agency : House State Affairs Committee

Distribution (by Agency preparing fiscal note) :

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



Chevron U.S.A. Inc.
P.O. Box 5555, Kenai, AK 99611

Robert F. Williams
Manager, Alaskan Refinery
Manufacturing Department

February 3, 1986

Representative Mike Navarre
Alaska Legislature
Capitol Building, Room 104
Juneau, Alaska 99801

Dear Representative Navarre:

We believe it would be helpful to both Fairbanks and Kenai/
Soldotna to have a legislative resolution supporting Alaska
hosting the 1988 Winter Games. As we discussed Friday night,
the resolution should not be area-specific at this time. Alaska
location bids will be made to the Winter Games Board in
Whitehorse March 16, 1986. I've included a rough outline of some
facts the resolution might contain.

Please call me or Sue Carter if there is any other informa-
tion you need for this resolution.

Sincerely,

R. F. Williams

vp
Attach.

CC: Honorable Paul Fischer
Alaska State Senate

Honorable Andre Marrou
Alaska House of Representatives

ALASKA HOSTING
THE
1988 ARCTIC WINTER GAMES

PURPOSE: To be a common ground for developing Northern Athletes, promoting cultural and social interchange and providing a vehicle for education and understanding between all people of the Northern Regions of the Continent.

HISTORY: Formed in 1969; first games in 1970; games held every two years. Anchorage 1974 and Fairbanks 1982. The games were held in Yellowknife NWT in 1984 and will be in Whitehorse in 1986.

STATE SUPPORT: Each two years the State supports the Alaska teams attending the games. Each six to eight years since 1970 Alaska has hosted the games. The host area must provide for 1,000 athletes for 6 - 7 days. Some local funds are raised through donations, ticket and miscellaneous sales. The balance of the operating expenses have been funded by the State. To accommodate the large numbers of people and events, some capital improvements of facilities in the area are normally needed. These capital improvements are designed to serve the needs of local citizens and provide a location for State-wide competitions long after the Winter Games have been hosted.

Greater Kenai Chamber of Commerce
Box 497
Kenai, Alaska 99611



Honorable Mike Navarre
House of Representatives
State of Alaska
Capitol Building - Room #104
Juneau, Alaska 99801

Introduced: 2/17/86
Referred: State Affairs

1 IN THE HOUSE

BY NAVARRE

2

HOUSE CONCURRENT RESOLUTION NO. 57

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

FOURTEENTH LEGISLATURE - SECOND SESSION

5

Relating to Alaska as the host for the

6

1988 Arctic Winter Games.

7

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

8

WHEREAS all Alaskans share the spirit of adventure that is common to

9

athletes in the northern latitudes, and the Arctic Winter Games serve as a

10

showcase for developing northern athletes; and

11

WHEREAS the Arctic Winter Games exist to promote education and under-

12

standing among all people of the northern regions of the continent, and all

13

Alaskans possess the warm hospitality necessary to achieve these goals; and

14

WHEREAS Alaskan communities and the state have the motivation neces-

15

sary to ensure adequate support for the athletes and the availability of

16

suitable facilities for the competition;

17

BE IT RESOLVED by the Alaska State Legislature that it supports Alaska

18

as the host for the 1988 Arctic Winter Games, and urges the Board of Direc-

19

tors of the Arctic Winter Games to select Alaska as the site of the 1988

20

Arctic Winter Games.

21

COPIES of this resolution shall be sent to the Board of Directors of

22

the Arctic Winter Games.

Kenai to write lawmakers on Winter Games funds

The directors of the Kenai Chamber of Commerce decided Friday to send a message to the Legislature urging funding for the Arctic Winter Games to be held in Alaska.

The chamber also decided to study the possibility of starting a bingo program as a fundraiser and to study school district construction financing and costs.

Regarding the Winter Games, the board resolved unanimously by a voice vote that a message be sent to the Legislature in support of funding proposed for an Arctic Winter Games sight in Alaska.

Chamber Manager Sue Carter said that Fairbanks and Juneau, and possibly Wasilla, will be making bids, in addition to the Kenai-Soldotna bid. Kenai and Soldotna's bid will be made March 16 in Whitehorse. Carter said the presentation is still being prepared with the photographic aid of John Andrews.

The local bid has been supported by both chambers of commerce and city councils in Kenai and in Soldotna.

Regarding bingo, Carter stressed that the chamber needs to find new and additional sources of funding to support its \$60,000-plus budget. "We've got to do something," she said, "we're looking at a real deficit this year."

The chamber has a state permit that would allow it to hold bingo events. Chamber President Roger Holl appointed directors Harold Dale and Walt Craycroft to serve on a committee that will be formed to study possible bingo operations and prospects. Carter mentioned that the

Soldotna chamber's primary funding is derived from bingo nights the chamber conducts twice weekly.

On schools financing, Kenai City Manager Bill Brighton told the chamber board Friday that he would work on an information report regarding borough school financing, school construction, bond sales and redemption, and the probable costs to the taxpayers for the peninsula school district's building program. He said the chamber board would receive copies within three weeks.

Brighton and members of the Kenai City Council and the chamber have been critical in recent weeks about the amount of information voters had available last fall when they approved selling \$83.5 million of bonds, and questioning whether the public was willing now to pay the increased taxes that are likely as a result.

Brighton, Mayor Tom Wagoner and several chamber directors Friday indicated they had not been satisfied either by a recent joint Borough Assembly-school board meeting or by the information provided a week before at their meeting by Debra Mullins, school board president, or Assemblyman Phil Nash of Kenai.

When it comes to full school costs, including staffing, "they've never given anybody a figure on what the schools are going to cost from that standpoint," Brighton said.

Wagoner said he believes there will be a lot of vacancies in the Kenai and Soldotna high schools after two new high schools open, and he fears that is going to prove costly.

The school board has stood firm with a policy of limiting high schools to 1,000-student capacities, junior highs to 600 and elementaries to 500. Chamber Director Bogue Morgan said he was told that lessened quality of education and greater feelings of anonymity of students would be serious problems with larger schools.

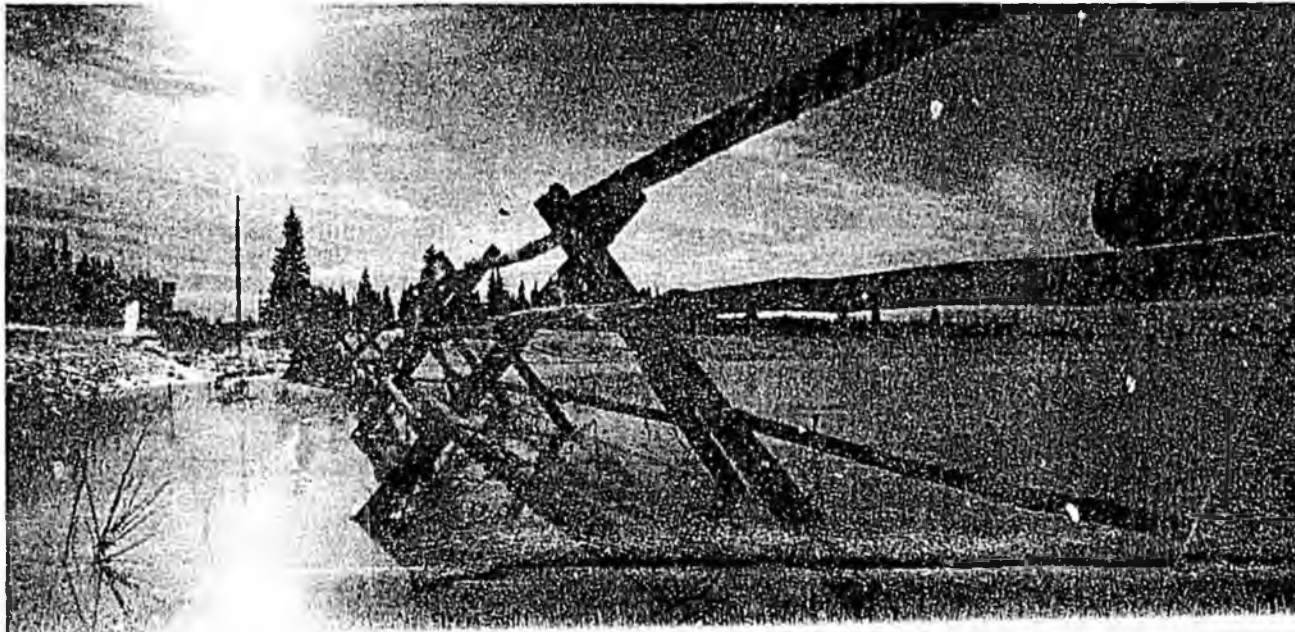
"I was told the kids... tend to lose their identities," Morgan said. "How can they lose their identities?"

"MANAGING STRESS MORE EFFECTIVELY"

The KENAI PENINSULA HOME BUILDERS COUNCIL is sponsoring a special STRESS MANAGEMENT seminar on Saturday, March 1st, from 9:00 AM-5:00 PM at the Kenai Merit Inn. Included in the workshop is information on how couples can deal with the stress of working together. Price is \$50 per person, which includes lunch. This seminar is limited to 35 persons, so call now to make reservations at

283-3529 or 262-7764

4 Weeks for Just \$99⁰⁰





RECORDS CERTIFICATION



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Signature of Camera Operator


Date

HCR

5

8

HOUSE STATE AFFAIRS COMMITTEE

Bill Number HCR 58 Title ALASKA SR. LEGISLATURE Date Rec'd _____

Fiscal Note	Position Paper	Date requested	From	Amount	Date Rec'd	
					Note	Paper
✓		2/19 - Goll	Dept. of Admin			

CONTACTS

BACKUP LIST

Jon Wolfe - OAC - 3250
will attend
Pam Cochrane, SE Sr. Services
586-6233

CALIF. RESOLUTION
CLIPPING
Video

HEARING INFORMATION

2/24/86 - out

NOTES:

Call Goll when ready on Monday
Will show 12 min. videotape.
Get VCR from film library. - reserved 2/21/86

FINAL ACTION out 2/24/86

STATE OF ALASKA
THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

LEGISLATIVE REFERENCE LIBRARY

POUCHY - STATE CAPITOL
FAIRBANKS, ALASKA 99811
907-465-3800

May, 1986

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS date base CM 14. In order to save space copies of minutes have not been left in the files.

Jeanie Henry

House State Affairs Committee 2/24/1986, 3:00 pm

HOUSE
COMMITTEE REPORT

(7)

Date referred: 2/17/86

FURTHER REFERRALS:

DATE: 2/24/86

The STATE AFFAIRS Committee has considered HCR 58

Relating to Alaska Senior Legislature."

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with _____ same title
- _____ new title

and recommends _____

further referral to the _____ Committee

and attaches:

- letter of intent
- first fiscal note
- new fiscal note
- zero fiscal note *w/analysis suppl. 91*

SIGNING DO PASS:

Katie Hurley

[Signature]

[Signature]

[Signature]

SIGNING OTHER RECOMMENDATIONS:

Katie Hurley
Chairman

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-
----------------	------------	------------	------------	------------	------------	------------

REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
----------------	------------	------------	------------	------------	------------	------------

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.

and federal legislative priorities for the 1985 session of the California Senior Legislature below in order of the final voting results. Of the 120 bills introduced this session, 68 in houses and were on the ballot on October 3, 1985. The bills below represent the issues most important for the coming year.

TOP TEN STATE BILLS

1985 CSL

- LP-50 Universal Medical and Hospital Protection - would establish the California State Voluntary Health Service Agency to provide comprehensive medical and hospital services for all California residents who choose to participate. The plan would include all Medi-Cal and Medicare and allow assignment of medical benefits. This resolution also calls for a committee of concerned citizens to be sent to study the operation of the British Columbia medical and hospital service plan.
- LP-68 In-home Services Model Program - proposes ten projects be created to test the feasibility of non-institutionalized community-based Long-Term Care supported services, including in-home supportive services program, with special consideration of rural and isolated areas. Would establish background investigation on prospective service providers and raise the minimum starting wage for in-home workers.
- LP-75 Senior and Handicapped Housing Act - would establish a California Senior and Handicapped Housing Act to be administered by the Department of Housing and Community Development (HCD). Would authorize the issuance of tax-exempt general obligation bonds to develop housing affordable to all low-income seniors, the physically handicapped, and low-income households. HCD to administer long-term leases; permit public lands to be dedicated for this use; provide incentives to utilize air spaces over government owned parking facilities; allow mixed zoning standards.
- SLP-59 Health Preventive Care - proposes that adequate state funding be provided to permit any county demonstrating a need for preventive health education programs to provide them not only for the elderly but all segments of society.
- SLP-84 Mobile Homes: Arbitration of Rent Disputes - would establish a three-year demonstration project for the arbitration of rent disputes between mobilehome park owners and tenants. Studies of the demonstration projects to be used to establish statewide mobilehome arbitration guidelines.
- SLP-6 Medicine - Access to Records Licensing - that access be provided by the Board of Medical Quality Assurance to any records of complaints against individual physicians and hospitals and that physicians be required to renew licenses every five years and in some cases pay higher license fees in relation to the risk factor passed by the physicians relative level of competence.
- SLP-103 Income: Senior Dental, Vision and Auditory Loan Fund Bond Act - submit to voters a proposal of a \$100 million general obligation bond to finance loans for dental, eye and hearing care not covered by Medicare.
- SLP-93 Transportation - Elderly and Handicapped - would propose that no less than 10 percent of the sales and use taxes and taxes imposed on the sale of fuel be allocated to each county to provide transportation services for elderly and handicapped persons.
- SLP-99 Income - Homestead Exemption: Amount - proposes that legislation be enacted to increase the homestead exemption to (1) \$150,000 (adjusted for inflation) for couples and families presently entitled to exemptions of \$45,000 and for households with an elderly or disabled member that are entitled \$55,000 and (2) \$100,000 (adjusted for inflation) for all other persons presently entitled to \$30,000.
- SLP-77 Housing - Seniors: Rent Control - would restrict annual rental increases for all dwelling units as mobilehome park spaces; except those subsidized with Federal Funds, to the annual increase in the statewide composite consumer price index.

(CONCLUDED ON PAGE 8)

Senate Concurrent Resolution No. 44

RESOLUTION CHAPTER 87

Senate Concurrent Resolution No. 44—Relative to the Senior Legislature.

[Filed with Secretary of State August 13, 1982.]

LEGISLATIVE COUNSEL'S DIGEST

SCR 44, Mello. California Senior Legislature.

This measure would commend the California Commission on Aging, the 120 members of the California Senior Legislature, and others for their efforts in making the first session of the California Senior Legislature a success.

This measure would further request the California Commission on Aging to sponsor annual sessions of the California Senior Legislature.

WHEREAS, The California Commission on Aging, with support from numerous private persons and organizations representing older Californians, convened the first session of the California Senior Legislature in July 1981; and

WHEREAS, The commission's action was taken in response to the wishes of the Legislature as expressed in Assembly Concurrent Resolution No. 129 (Res. Ch. 91, Stats. 1980); and

WHEREAS, The 120 members of the California Senior Legislature ably represented the interests of the state's 3.5 million older citizens; and

WHEREAS, The 120 members of the California Senior Legislature have demonstrated the value of and the need for the model legislative session known as the California Senior Legislature; now, therefore, be it

Resolved by the Senate of the State of California, the Assembly thereof concurring, That the California Commission on Aging, the 120 members of the first California Senior Legislature, the Office of the Legislative Counsel, the members and staff of the California Legislature, the staff of the various departments of state government who assisted the members and committees of the Senior Legislature, and the numerous private persons and organizations representing older Californians who assisted in convening and holding this first session, be commended for their efforts in making the first session of the Senior Legislature a success; and be it further

Resolved, That the Legislature commends the Levi Strauss Foundation for its generous support of the Senior Legislature, and that the Legislature similarly commends the hundreds of individuals and organizations who contributed financially to the support of the Senior Legislature; and be it further

Resolved, That the Legislature requests the California Commission

Compliments of
Senator Henry S. Mello
17th Senatorial District

Res. Ch. 87

— 2 —

on Aging, with the support of all interested persons, to sponsor annual sessions of the California Senior Legislature; and be it further

Resolved. That copies of this resolution be made available to the California Commission on Aging, the members of the first session of the California Senior Legislature, the Department of Aging, and to all parties and agencies that are directly affected by this resolution.

What is the Senior Legislature?

- The two-fold purpose of the California Senior Legislature is to provide elders an opportunity to become knowledgeable about the legislative process through actual involvement, and to develop a forum for delegates to set their own legislative.
- The CSL is a non-partisan, grass-roots body of 120 elected members (40 Senior Senators and 80 Senior Assemblypersons) 60 years of age and older who serve as non-paid volunteers.
- The CSL meets annually in a four-day legislative session in the State Capitol to develop legislation in response to needs and concerns of older Californians.
- The CSL drafts bills (108 in 1984), hears testimony, debates and passes bills in floor sessions, and then selects 10 priority-bills for the State government and 4 for the Federal Government.
- Senior Legislators work throughout the year to find State Lawmakers to author their priority bills, and to advocate the adoption of their priority legislation.
- Seven out of ten Senior Legislative 1981 priority bills were enacted into law. Six of their ten priority state bills were enacted into law in 1983.
- The CSL is funded by the California Seniors' Fund — a check-off voluntary donation item on the 1983 state income tax returns. 64,000 California taxpayers contributed \$230,000 to the California Seniors' Fund on their 1983 state income tax forms.
- Any person over the age of 60 who is a registered voter and permanent resident of the Area Agency on Aging planning and service area is eligible to run for the Senior Legislature, for a two-year term.
- Elections are coordinated by the 33 Area Agencies on Aging and their Advisory Councils. The next election of Senior Legislators will be held between January and April 15, 1985. Only persons over 60 who are registered voters of the area may vote.
- The Joint Rules Committee of the Senior Legislature consists of 11 members, elected by their CSL legislative committee to serve for one year. The Joint Rules Committee is the policy-making body for the CSL.

and federal legislative priorities for the 1985 session of the California Senior Legislature below in order of the final voting results. Of the 120 bills introduced this session, 68 passed and were on the ballot on October 3, 1985. The bills below represent the issues most important for the coming year.

TOP TEN STATE BILLS

1985 CSL

- LP-50 Universal Medical and Hospital Protection - would establish the California State Voluntary Health Service Agency to provide comprehensive medical and hospital services for all California residents who choose to participate. The plan would include all Medi-Cal and Medicare and allow assignment of medical benefits. This resolution also calls for a committee of concerned citizens to be sent to study the operation of the British Columbia medical and hospital service plan.
- LP-68 In-home Services Model Program - proposes ten projects be created to test the feasibility of non-institutionalized community-based Long-Term Care supported services, including in-home supportive services program, with special consideration of rural and isolated areas. Would establish background investigation on prospective service providers and raise the minimum starting wage for in-home workers.
- LP-75 Senior and Handicapped Housing Act - would establish a California Senior and Handicapped Housing Act to be administered by the Department of Housing and Community Development (HCD). Would authorize the issuance of tax-exempt general obligation bonds to develop housing affordable to all low-income seniors, the physically handicapped, and low-income households. HCD to administer long-term leases; permit public lands to be dedicated for this use; provide incentives to utilize air spaces over government owned parking facilities; allow mixed zoning standards.
- LP-59 Health Preventive Care - proposes that adequate state funding be provided to permit any county demonstrating a need for preventive health education programs to provide them not only for the elderly but all segments of society.
- LP-84 Mobile Homes: Arbitration of Rent Disputes - would establish a three-year demonstration project for the arbitration of rent disputes between mobilehome park owners and tenants. Studies of the demonstration projects to be used to establish statewide mobilehome arbitration guidelines.
- LP-6 Medicine - Access to Records Licensing - that access be provided by the Board of Medical Quality Assurance to any records of complaints against individual physicians and hospitals and that physicians be required to renew licenses every five years and in some cases pay higher license fees in relation to the risk factor passed by the physicians relative level of competence.
- SLP-103 Income: Senior Dental, Vision and Auditory Loan Fund Bond Act - submit to voters a proposal of a \$100 million general obligation bond to finance loans for dental, eye and hearing care not covered by Medicare.
- SLP-93 Transportation - Elderly and Handicapped - would propose that no less than 10 percent of the sales and use taxes and taxes imposed on the sale of fuel be allocated to each county to provide transportation services for elderly and handicapped persons.
- SLP-99 Income - Homestead Exemption: Amount - proposes that legislation be enacted to increase the homestead exemption to (1) \$150,000 (adjusted for inflation) for couples and families presently entitled to exemptions of \$45,000 and for households with an elderly or disabled member that are entitled \$55,000 and (2) \$100,000 (adjusted for inflation) for all other persons presently entitled to \$30,000.
- SLP-77 Housing - Seniors: Rent Control - would restrict annual rental increases for all dwelling units as mobilehome park spaces; except those subsidized with Federal Funds, to the annual increase in the statewide composite consumer price index.

SILVER HAIRED LEGISLATURE

A MODEL
FOR
SENIOR LEGISLATIVE
ADVOCACY



MARY LOU GOEKE
JON B. WOLFE

NATIONAL
RETIRED
TEACHERS
ASSOCIATION



AMERICAN
ASSOCIATION
OF RETIRED
PERSONS

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The authors wish to recognize the Silver Haired delegates who have given their time, talent and energy to this program. We have merely documented their work, without which there would be no Silver Haired Legislatures.

Many organizations and agencies should also be acknowledged for their continuing support. They include Missouri's area agencies on aging, the Missouri General Assembly, the Missouri Office on Aging, the National Retired Teachers Association and the 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 grounds 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 HAURED 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."

HISTORY

Missouri's Silver Haired Legislature was conceived in 1973 by William Cason who was then President Pro-Tempore of the Missouri Senate. He was concerned that many groups were speaking for seniors yet few were united in their support of legislation to improve the lives of older persons. He met with a recent retiree, Tennie Ross, to discuss the idea of a model legislative session. She agreed a mechanism was needed for coordinating the many aging interest groups. Thus, a grant was made to the Missouri Jaycees from the Missouri Office of Aging to conduct an elders' legislature patterned after the Jaycee's mock legislature.

Perhaps the best thing that can be said about the Silver Haired Legislature is that "it works"! Over the past six years the session has grown in visibility and esteem. Legislative bills that bear the stamp "Silver Haired Priority" now have special significance in the Missouri General Assembly and the Silver Haired track record speaks for this. In 1978, three of the five priority bills became law. In both 1976 and 1977, four of the five priority bills passed. In addition, at least one Silver Haired support bill has passed the General Assembly each year. A support bill is a classification given to bills passed by the Silver Haired Legislature but not selected as one of the top five priorities by the delegates.

The Silver Haired Legislature guards its reputation for being conservative and responsible in its requests to the General

Assembly. The older delegates desire only that which they feel is fair and equitable for those Missourians who have spent their lifetimes contributing time and resources to their communities and state.

The Silver Haired Delegates are interested not only in improving the government's response to elders, but in the general well-being of all Missourians. Of the five 1978 priority bills, for example, four affected persons of all ages: the elimination of sales tax on drugs and prosthetic devices, generic drug substitution, the revision of the probate code, and transportation funding for handicapped and elderly persons. Repeatedly, the Silver Haired Assembly has demonstrated its belief in the state motto: "The welfare of the people shall be the supreme law."

FUNDING AND SOURCES OF ASSISTANCE

Funding for the Silver Haired Legislature is provided by the Missouri Office of Aging and area agencies on aging through the Older Americans Act. Area agencies on aging bear the expense of the local elections of delegates as well as transportation and meals during the training session. The Missouri Office of Aging funds the actual session.

A budget for the three day session would need to include the following items: Silver Haired billbooks, delegate lodging, delegate meals, delegate travel, information packets and speakers' expenses. There are additional indirect costs for agencies which are not budgeted because they are not separated

from normal operating expenses. These include: staff time, supplies and postage in preparing for the event. Total budget estimates are not offered here because the expenses of the session are contingent upon many variables. These include the length and size of the event and the amount of donated resources.

It is important to remember that the bulk of the expenses can be defrayed by in-kind contributions from various agencies and organizations. In Missouri for example, the use of the capitol, parliamentarians, clerks, drafting of bills by the Legislative Research Service and printing of bills is incurred by the state legislature. The National Retired Teachers Association and the American Association of Retired Persons have provided consultation, promotion, training and training materials, as well as given testimony and logistic assistance during the session. Volunteer service such as that provided by the Fulton High School National Honor Society is of tremendous help during the session. Sponsoring agencies are encouraged to explore numerous sources for in-kind and volunteer assistance.

The Silver Haired Legislature is organized and coordinated by the Missouri Office of Aging. The area agencies on aging provide local organization. They conduct town hall meetings and elections for Silver Haired delegates in their areas. Each geographic area elects three Senators and twelve Representatives.

Many local elections occur at senior centers and nutrition sites. In planning the elections, the area agencies should take steps to assure that the elected delegation will have appropriate socio-economic diversity and representation by minority groups. This can be accomplished through an adequate candidate recruitment effort and by conducting some of the elections in neighborhoods in which minority elderly and the poor reside. Cooperating organizations can promote the elections throughout their networks and encourage their members to be involved as candidates and voters.

Running for election as a Silver Haired delegate often takes on the air of an actual legislative race with campaign techniques such as bussing friends to the elections, mailing campaign letters, printing brochures and making speeches. Although it has not become a problem in Missouri's experience, session planners may wish to consider controls on campaign financing, the conduct of candidates, and registering voters. Missouri has not restricted the number of terms of office an older person may serve. There are good arguments for both limiting and not limiting terms. For example, limiting terms guarantees greater turnover of delegates so more people can be involved, but also results in the loss of able people as their terms expire. If a state considers a policy of limiting the number of terms, it should be implemented and clearly stated in the first year. Imposing a limit in subsequent years may be very difficult and certainly would invite criticism.

Any person age 60 or older can run for election and is also

eligible to vote for the delegates. Alternates are also elected at this time. In the event a delegate cannot attend the session, an alternate from the same area assumes the seat. It is important that alternates receive all the information, materials and billbooks so they will be knowledgeable if required to serve. If space and finances permit, the alternates should also attend all training sessions.

DRAFTING LEGISLATIVE BILLS

After the election of the fifteen delegates from an area, they meet to draft the two bills which they will submit. Each area also drafts two alternate bills which are used in the event another area has already submitted a similar bill. Experience indicates that a docket of eighteen bills is the optimum size to receive thorough consideration in a three day session.

Delegates need to be as specific as possible in drafting the two bills submitted by their area. Vague bills, when translated into statute language, often lose the intent of the authors. Local legislators can be of assistance in helping draft Silver Haired bills. This is beneficial as it serves to involve elected officials in the Silver Haired session from its start.

Planners should take particular care to balance the need for permitting delegates to freely introduce and debate bills with the objective of passing and selecting priority bills. Allowing too many bills to be introduced or permitting unlimited debate and amendments may jeopardize this objective.

For example, if four different bills are introduced on one topic it is likely that debate and pride of sponsorship may interfere with reason and none of the bills will pass. One could say this would be instructional because it is exactly how an actual legislature functions. However, the objectives of the Silver Haired Session would be lost.

The experience of Silver Hair has been that most of the bills proposed by delegates are in recognized areas of need. The number of such bills which are passed and ultimately conveyed to the General Assembly would be limited if delegates attempted to amend and perfect every detail. Therefore, it is appropriate to employ procedures which will facilitate the passage of Silver Hair's bills. It will be the General Assembly's responsibility to perfect them. Lobbying groups will be responsible to see that this perfection does not result in losing the intent of the original bills. Several techniques may be employed to facilitate passing bills:

- (1) Limit the number of bills introduced on one topic.
- (2) Emphasize the work of committees so that debate and perfection may occur before bills reach the floor.
- (3) Limit the time of debate or number of persons speaking for or against an issue.
- (4) Prohibit amendments after bills have left the committees.
- (5) Prohibit new bills after the original deadline for submission of bills has passed.

Limiting debate and amendments from the floor makes it imperative that the billbooks be given to the delegates at the training session or at least one month before the actual session. This allows the delegates time to review the bills and prepare amendments which they may wish to offer in committee.

The index of the 1978 Silver Haired Legislature billbook shows the nature of legislation considered by the assembly:

- (1) Increased Penalties for Driving While Intoxicated.
- (2) Revision of Probate Code.
- (3) Nursing Home Patients' Bill of Rights.
- (4) Compensation of Victims of Crime.
- (5) Increase Number of Consumers on the Board of Nursing Home Administrators.
- (6) Certificate of Need/Hospital Cost Containment Legislation and Amendment to Silver Haired Bill #6 to be offered in lieu of a Silver Haired Bill to Audit Cost Containment of Nursing Homes.
- (7) Repeal of the Blue Law Regarding Sale of Certain Retail Goods on Sunday.
- (8) State Transportation Funding for the Handicapped and Elderly.
- (9) Exemption of State Sales Tax on Food.
- (10) Changes in the Exemption for Seniors in State Income Tax Statute.
- (11) Revision of State Circuit Breaker Tax Relief Law.
- (12) No-Fault Insurance.

- (13 & 14) Combined bills for Protective Services to Prevent Abuse and Neglect of Adults.
- (15) Utility Cost Relief.
- (16) Statewide Nursing Home Ombudsman Program for the Missouri Office of Aging and Area Agencies on Aging.
- (17) Increase Funding for Mental Health Facilities.
- (18) Funding for In-Home Services for Seniors.

Of the eighteen bills submitted in 1978, four failed to pass the Silver Haired Legislature, eight passed with amendments and six passed as originally submitted.

SESSION TIMING AND STAFFING

The sample timetable (see appendix page 51) indicates the critical timing requirements for the Silver Haired Session. A goal of the session is to have an impact on the state legislature. Therefore, an early fall model session is important in order to provide time for the delegates to seek sponsors who will introduce their bills in the General Assembly in December.

The Silver Haired Session should also be timed to coincide with an adjournment of the General Assembly so the capitol's facilities are available. From a publicity standpoint, the lull in governmental activity during adjournment allows the Capitol Press Corps to give maximum coverage to the Silver Hair event. The public information officer of the Missouri Office on Aging distributes press releases for the training session and the model session. Radio, newspaper and television

interviews are also arranged to provide delegates with statewide news coverage. Well known speakers such as United State Senators or the Governor help attract the media to the event.

An event of this size needs a large cadre of staff and volunteers to run smoothly. It is essential that one staff person be assigned to coordinate the event and make assignments to others. At least six months prior to the session the coordinator sets the date, secures the facilities, prepares a budget and invites the keynote speakers and alternates. A planning committee begins making preliminary plans at this time. This committee consists of past Silver Haired leaders, an area agency on aging representative, the state unit on aging coordinator, a representative from the Missouri Joint State Legislative Committee of NRTA/AARP and a member of the legislative staff of the National Retired Teachers Association and the American Association of Retired Persons.

Each area agency on aging assigns one staff member to conduct local delegate elections and training, meet with delegates to write bills and arrange transportation to the training event and the legislative session.

As stated earlier, the services of various organizations have been of valuable assistance during the session. Tasks which these groups have performed include: collating billbooks, typing, and serving as pages, bellhops, ushers and waiters.

A general idea of the tasks to be performed can be gleaned from

the following list of Missouri Office of Aging staff

assignments:

- (1) Typing and mailing information to delegates before session
- (2) Stuffing packets for delegates and distributing literature
- (3) Food, drink and flower arrangements
- (4) Banquet invitations to head table
- (5) Coordinator of student volunteers
- (6) Registration, committee room and other directional signs
- (7) Coordinator of public relations-media information packets and photo coverage
- (8) Hotel lodging coordinator
- (9) Development of handbook
- (10) Contact with house printing office
- (11) Develop and print ballots for the election of officers
- (12) Emergency medical assistance and procedures
- (13) Entertainment
- (14) Staff assignments to Silver Hair House and Senate Committees
- (15) Transportation and notification of guards at capitol to secure visitor parking
- (16) Governor's Tea coordinator
- (17) Host to guests
- (18) Welcomers at session registration
- (19) Sunday reception
- (20) Develop and distribute forms for priority ranking
- (21) Information packets, escorts and liaison with observers from aging networks

The Silver Haired Legislature involves the State Legislature by seeking their participation in the model session. Both houses of the Missouri General Assembly annually pass resolutions of support for the Silver Haired Legislature. This action permits the use of capitol facilities. Legislators address the group as keynote speakers. As the section on training reveals, they can also demonstrate proper procedures and rules and serve other training functions. The Governor plays a major role in greeting and welcoming the senior delegates. In addition, the First Lady honors the delegates during a tea at the Governor's mansion. This is one of the most popular social events of the session. Many legislators voluntarily become involved as observers. It is an inspiring reversal to see legislators watching from the visitors' gallery as the seniors take the floor to debate their bills.

COMPOSITION OF BODY

Missouri's Silver Haired Legislature prefers a bicameral model legislature because it most closely resembles the Missouri General Assembly. As an alternative, in the first year a unicameral may be desired because the logistics are less complex, and less staff and fewer facilities are needed. It should be cautioned, however, that the bills are often strengthened when they are reviewed by two houses, and a joint conference committee resolves the differences between the House and Senate versions.

The delegates will also gain a more accurate impression of how their state legislature functions if the Silver Haired Session

is a bicameral. Nebraska is presently the only state which has a unicameral legislature.

ELECTION OF OFFICERS

Immediately before the close of the training session, the delegates meet in the House and Senate chambers to elect officers for the Silver Haired session. Normally, the election of the officers is conducted by the immediate past Silver Haired Speaker of the House and President Pro Tem of the Senate. Voting can be done by secret ballot, electronic voting devices or hand vote. Experience indicates that it is best to accept four nominations from the floor for the top position, elect that person and then proceed to the next office. This permits those not elected as the Speaker to be nominated for Speaker Pro Tem and the other remaining offices.

The officers are called upon, not only to conduct the business of the legislature, but to serve as the official representatives of the group during and after the session. They act as masters of ceremony during banquets, give press conferences, and greet major speakers and elected officials. After the Silver Haired bills are introduced in the regular General Assembly, the officers assist in lobbying for the bills and in planning the next annual Silver Haired Legislature.

The officers of the Senate are: President Pro Tempore, and Majority and Minority Floor Leaders. The House of Representatives elects a Speaker of the House, Speaker Pro Tempore, and Majority and Minority Floor Leaders.

Although Majority and Minority Floor Leaders are elected, they do not represent opposing political parties. Silver Haired Delegates have decided that their platform might be weakened with the state legislature if they were to appear partisan.

The tasks of the Majority Floor Leaders are to bring bills before the body for debate and to present committee amendments. The Minority Floor Leaders serve the important duty of exposing the weaknesses in each of the bills. They also encourage debate which ultimately improves the quality of the bills that pass and promotes understanding of the issues. This role is important because Silver Haired bills deal with issues which are of major importance to the delegates. Without the Minority Floor Leaders' role this common acceptance of the bills could result in minimizing debate and overlooking faults of the bills.

Following the presentation of a bill and its amendments to the floor, the chairman of the committee which heard the bill rises to give the committee report. This includes an explanation of committee amendments. A delegate from the area which submitted the bill then speaks for the bill.

COMMITTEES

Just as the first critical steps of analyzing and amending bills in the legislature are done in committees, so too, the Silver Haired committees determine the form in which bills are presented to the full House and Senate.

The standing committees in the Silver Haired House and Senate are: Consumer Affairs, Health, Judiciary, Social Services and Taxation. Other committees can be formed by the leadership if warranted by the subject matter of the bills.

During the training session, which should occur at least one month before the legislative session, delegates receive the billbooks and are asked to complete committee preference forms. They are then assigned to committees and the committee chairmen are selected by the House and Senate leadership. The delegates then have a month following training in which to study the bills assigned to their committee. Staff persons of the Missouri Office of Aging are assigned to assist each committee chairman in obtaining expert testimony, recording the proceedings of committee meetings and hearings and duplicating the amendments.

The first afternoon and evening of the Silver Haired session consist of committee hearings and debate on the bills. Unlike the regular General Assembly, the Silver Haired House and Senate consider the exact same bills at the same time. Due to time constraints, no new bills can be offered in committee or on the floor of the House and Senate. Amendments, however, can be offered in committee or on the floor.

Many delegates appreciate expert testimony, both in favor of and opposing each bill. In this way they can hear from agency experts, consumers and other citizens on the merits of each bill. Some delegates, however, prefer not to have testimony

from non-delegates in order to preserve the image of a "seniors only" event.

Delegates are very active in their investigation of bills. This fact is demonstrated in that few bills leave the committees in their original form. Also Silver Haired bills are occasionally given a "Do Not Pass" in committee. In these cases, the bill can go no further in that house unless the bill is brought to the floor by affirmative vote of two-thirds of the house. If the bill has passed the opposite house, it may also be considered after being sent over following conference committee action.

A conference committee, consisting of the chairmen of the standing committees, meet on the last morning of the session to work out differences between versions of the bills which have passed the House and Senate. The House and Senate later vote on whether to accept the report of this conference committee. Upon acceptance, the session is adjourned sine die.

THE SESSION

It is difficult to convey the awe and pride one experiences when the seniors congregate in the auspicious House and Senate chambers to debate their legislation. However, the session agenda which follows gives some indication of the nature of the program.

1978 SILVER HAired LEGISLATURE SESSION

OCTOBER 15, 16 and 17

JEFFERSON CITY, MISSOURI

SUNDAY, OCTOBER 15

2:00-4:00 p.m. Registration of delegates at Ramada Inn, 1510 Jefferson. (Delegates cannot check in hotel rooms before 2:00 p.m.)

4:00-6:00 p.m. House and Senate committee meetings, Ramada Inn. (Meeting room locations will be posted in the hotel lobby.)

6:30-7:30 p.m. Dinner, Heritage Hall (lower level) Ramada Inn.

8:00 Continuation of committee meetings.

MONDAY, OCTOBER 16

8:30-9:30 a.m. Shuttle busses run from hotel to Capitol.

9:30-10:30 a.m. Opening joint session, House Chambers, third floor, West, State Capitol.

Welcome and introduction--Mr. E. C. Walker, Director, Missouri Office of Aging.

Invocation--The Reverend Mr. O. G. Tiemann

Remarks--Mrs. Tennie Ross, President Pro Tempore, Silver Haired Senate

Address--The Honorable Thomas F. Eagleton, United States Senate

Remarks--Mr. Evan Agenstein, Speaker of the House, Silver Haired Legislature

Address--The Honorable Joseph P. Teasdale, Governor, State of Missouri

10:30-10:45 a.m. Break

10:45-12:30 p.m. House Session--House Chambers
Senate Session--Senate Chambers

12:30-1:30 p.m. Shuttle buses run from Capitol to First Christian Church.

LUNCH--First Christian Church, 329 E. Capitol Avenue

1:45-5:00 p.m. House Session--House Chambers
Senate Session--Senate Chambers

5:00 p.m. Shuttle buses will run from the Capitol to Ramada Inn.

6:30-7:00 p.m. Social Hour, Heritage Hall (lower level)
Address: Supreme Court
Justice Albert Rendlen

7:00 p.m. Entertainment

TUESDAY, OCTOBER 17

8:30-9:00 a.m. Shuttle buses will run from the hotel to the Capitol.

9:00-11:00 a.m. House Session--House Chambers
Senate Session--Senate Chambers

11:00-12:00 noon Tea, hosted by Mrs. Joseph P. Teasdale, Governor's Mansion, 100 Madison Street.

11:00-12:00 noon Conference committee meeting, Senate Lounge

12:00-1:00 p.m. Closing Joint Session, House Chambers, third floor, west, State Capitol.
Selection of priority bills.

1:00 p.m. Adjournment and box lunches.

Following the adjournment of the session, the delegates select the five bills they consider to be the most important. These become "Silver Haired Priority Bills." In the 1978 session the following were selected for presentation to the 1979 General Assembly: Transportation Funding for the Handicapped and Elderly, Revision of the Probate Code, Nursing Home Patients' Bill of Rights, Funding for In-Home Services for Seniors, and Protective Services to Prevent Abuse and Neglect

of Adults (see appendix, page 77).

TRAINING

Orientation and training are critical components of a successful elder legislature. If they are not provided, the delegates lack mutual understanding of their duties and of the objectives for the session. This section will suggest content and methods for training and orientation. Although needs should not vary widely from state to state, planners should consider variations in the design of this program according to the characteristics of their state.

It is of paramount importance to guarantee broad socio-economic participation and involvement by elderly minorities. The methods which have been suggested for the election of delegates should help to achieve this. As a result, however, the sponsors will note a wide divergence of skills and abilities among participants. To include older persons from diverse backgrounds is not sufficient to promote uniform participation. Sponsors must also provide training that will attempt to equalize their ranges in ability and knowledge. Absent this, some delegates may be lost in an array of rules, protocol, jargon, and confusing bills. Training must be designed to meet this broad range of needs. States which hold annual sessions will further compound the existence of varying training needs as veteran participants are joined by freshmen legislators.

Given these factors, it is suggested that separate or concurrent training be offered. Following the practice of most

state legislatures, an orientation for the freshmen could also be held. This approach will enable training designers to focus on specific training objectives to meet the needs of different groups.

Developers of the training program should recall the caveat that a successful program requires active involvement by the participants in determining its content and in presenting the training. These were accomplished in Missouri by utilizing suggestions from past sessions, by convening a representative group of delegates to suggest and review the training program, and by having participants involved as presenters. The reviewing groups also assist in developing the agenda and procedures for the actual session. Well designed evaluations can be helpful in improving future programs and should be included in the training design, (see EVALUATION page 33).

The discussion of training and orientation is separated into three time periods: pre-election, post election, and post session. The following will outline training and orientation during the pre and post election periods. Post session training and advocacy are discussed in a later section.

PRE-ELECTION ORIENTATION AND TRAINING

Pre-election orientation involves activities which seek to impart information needed by potential delegates and the public. Adequate public relations is an essential aspect. As has been mentioned, this responsibility is assigned to a staff member of the Missouri Office on Aging.

It is important that potential candidates understand what their responsibilities would be, and that these duties would begin before and extend beyond the session. These include such tasks as: meeting with constituents, determining legislative needs, submitting bills, attending training and the Silver Haired sessions, and presenting or arranging for expert testimony.

Post session responsibilities include developing an alert network and contacting legislators to promote priority bills (see Post-Session Advocacy page 34).

The purpose of the session should be understood by the public and by persons more closely involved. It is helpful to refer to the Silver Haired Legislature as a model legislature rather than a mock legislature. The connotation of a "mock" session does not give a positive image to the serious nature of the program, its objectives and long range goals.

METHODS AND CONTENT

From a practical standpoint, pre-election training and orientation must be handled by the area agencies as local sponsors of the program. The training can be achieved at this level through a combination of meetings and distributing written materials.

The role of the state unit on aging in local training should be to develop training objectives and information materials. This will promote consistency throughout the state. To this end, it may be productive for the state unit to hold a meeting

of the area agency coordinators. This would provide an opportunity for the state unit to impart information regarding election procedures, duties of the area agencies and general organizational information about the session.

Designing the local training and determining some of the training needs for their delegation may be left to the areas. Local resources for training funds may be investigated by area agencies. For example, in the St. Louis area the telephone company provided training materials and lunch for the delegates.

The purposes for training and orientation and tasks to be performed by area agencies prior to the elections are as follows:

- (1) Impart a thorough knowledge of the existence of the Silver Haired Legislature and its objectives for the population it serves.
- (2) Begin to determine the legislative priorities of each geographic area and to educate all participants in legislative needs and issues in aging.
- (3) Provide potential candidates with an accurate description of the duties of office.
- (4) Organize forums or caucuses for discussion of the issues and meeting the candidates.
- (5) Offer information on how to conduct campaigns and discuss regulations which govern them.
- (6) Establish the credibility and function of the area agency as a resource for delegates.
- (7) Impart the philosophy that Silver Hair is a project of and by the elderly.

POST ELECTION TRAINING

The most critical training period begins after the elections

have been conducted. If budget and other factors limit the amount of training which can be done, post election training should be given preference.

It is natural that training objectives which began prior to the elections be carried over with increased emphasis on the responsibilities of those elected and on the legislative issues. A review of the elected participants' activities during this period will suggest their training needs. These activities include: surveying the needs of their peers, submitting specific bills or bill concepts for drafting by staff, initiating contacts with their state Representatives and Senators, developing expertise in the issues and evaluating legislative proposals.

It is also important to develop an understanding of the legislative process including: how bills are passed or defeated, legislative procedures and protocol, functions of committees and officers of Silver Hair and how legislation can be influenced by special interest groups. After the officers have been elected and the committee chairmen appointed, it has been very helpful to involve them in an informal training session. This also provides the committee chairmen an opportunity to plan their work with the state unit on aging staff person assigned to their committee.

METHOD

Whereas pre-election training may be accomplished through correspondence and training by the area agencies, strong

consideration should be given to having at least one formal statewide training session after the elections. All persons who have been elected should attend including those serving as alternates. Learning will be most effective if the trainers use techniques requiring active participation in small groups. It bears repeating that planners should involve the participants in designing the training, and that the delegates should have some options in selecting specific sessions which they feel would meet their needs.

Experienced participants and past officers may be utilized in presenting some training. This furthers the objective of involving senior citizens in all aspects of the program. The assistance of leaders from the actual legislature can be helpful and also conveys a sense of importance to the Silver Haired Legislators. Careful consideration should be given, however, to the selection of legislators for training duties.

To involve legislators in the session and training can prove to be politically expedient. But for the same reasons, it follows that it could be politically detrimental if Silver Hair omits the wrong persons. An error could result in the enmity of a legislator whose vote may be desired on a priority bill in the future. The ideal legislators to invite would be those who have good speaking, communicating and training skills and hold leadership positions. However, their training skills are more important considerations. Planners should remember that key legislators may be asked to address the delegates at other times during the Silver Haired Session. Thus, the objectives

of training sessions may be achieved and still permit the involvement of politically influential leaders. Legislators should be discouraged from turning any aspect of the model session into a partisan or political springboard. As the reputation and popularity of Silver Hair grows, politicians will vie for exposure in the session. Program sponsors then will face complex political decisions. The purposes of post election training are as follows:

- (1) To instruct delegates in the formal and informal legislative processes
- (2) To instruct delegates in Silver Haired parliamentary procedure, rules and conduct. The nature of Silver Hair dictates the use of some rules which are a departure from "normal" legislative procedures
- (3) To assist delegates in determining priorities for their geographic areas and in submitting complete bills or ideas from which bills may be drafted. Since the billbooks are distributed at the statewide training session, this must occur well in advance of that training
- (4) To train delegates regarding the function of committees and their duties as committee members
- (5) To train the Speaker of the House, Senate President Pro Tempore, Minority and Majority Floor Leaders, Committee Chairmen and other session officers in their special duties.
- (6) To begin developing an understanding of the role of grass roots lobbying and its techniques.

- (7) To enable delegates to analyze and evaluate legislative bills.
- (8) To continue education related directly to the achievement of the objectives of Silver Hair which are:
 - A. To educate older citizens about the legislative process, issues in aging, and techniques for influencing the passage of legislation.
 - B. To provide a forum whereby diverse aging groups and individuals can determine and agree on what issues are the most important to the older residents of the state.

Additionally, an informal objective has grown out of the Silver Haired Sessions which is important to bear in mind—to demonstrate the dynamic abilities and active interests which characterize older citizens. The training agenda will provide the reader with a detailed overview of the content of Missouri's program (see appendix, page 52).

EVALUATION

In this age of accountability probably more evaluative tools have been developed than programs to be evaluated. Too often, these evaluations fall short of offering concrete and objective data which can be utilized to justify and improve programs. Because some evaluative tools have been poorly developed and administered and because the results are rarely seen by those imposed upon for information, many persons are beginning to respond negatively to participating.

Evaluations are necessary and should be carefully conceived to gain significant participation and data. They should be more than an afterthought of the sponsors. We suggest that time be allocated during a program for the purpose of completing evaluations and that the responses be collected immediately. Brief, carefully worded questions which call for narrative responses may provide more useful data than questions which require a person to decide whether they agree or partially agree.

Training programs should begin with specific objectives. These predetermined objectives become the criteria upon which the program may be evaluated. Further, delegates will have expectations about what they want to learn. They should be asked to write these expectations prior to the training. The evaluation may then ask them to review what they wrote and indicate the degree to which they feel their personal objectives were realized. These expectations may be used in two additional ways. In small group situations, the informal atmosphere permits trainers to use their personal objectives to guide the content of the training. In future planning they may be valuable to assist in determining training content for subsequent years (see appendix page 74).

POST SESSION ADVOCACY

The objectives of Silver Hair, as stated on page 5, relate directly to the ultimate goal of achieving passage of our priority bills in the Missouri General Assembly. This section

discusses how this goal is reached each year.

It is inaccurate to describe the Silver Haired Legislative Session as lobbying. It is not lobbying in the traditional view, but should be viewed as a form of advocacy.

The products of the Silver Haired Legislature are: a well-informed aging population, legislative bills selected as priorities by the delegates, and a mandate to the state legislature regarding the most urgent concerns of their older constituents. It is important for any state unit which sponsors a Silver Haired Legislature to have one or more lobbying groups with whom it can cooperate in order to convert these products into concrete legislative achievements.

After the session adjourns, the Silver Haired Legislature's bills are followed by the Legislative Committee of the Governor's Advisory Council on Aging, a group which meets at least once a month all year and consists of members from many organizations and all geographic areas of the state. Each bill is assigned to a member of the Legislative Committee who is responsible for seeking the sponsors in the House and Senate, preparing testimony and following the bill through legislature.

The Legislative Committee is supported in many of these tasks by the NRTA/AARP Joint State Legislative Committee. While priorities of the Legislative Committee come directly from Silver Hair, the Joint Committee independently determines its legislative priorities. These priorities have never differed significantly from those of the Silver Haired Legislature.

This is undoubtedly because both groups represent the same aging population.

In determining its objectives, the Joint State Legislative Committee surveys the members of NRTA and AARP through units of the retired teachers and AARP Chapters. In 1978, more than 5,000 individuals were surveyed in this manner. The results of this survey were as follows: reform of the probate code, utility cost relief, tax reform, health cost containment, and increased funding for in-home services.

To be elected a Silver Haired delegate, then, means much more than making two trips to the state capitol to participate in the training and model legislature. Delegates are expected to serve year round as the local contact with their elected officials. They are to meet with them to explain the Silver Haired priority bills and to seek their support. Booklets which address the responsibilities of the delegates are prepared to assist them in speaking to their community senior clubs and organizations. Through these contacts the seniors are asked to be involved in passing the priority bills.

As the regular General Assembly gets underway, at least one member of the Legislative Committee attends House and Senate committee hearings of each priority bill in order to testify why the Silver Haired Legislature feels the bill is important. In addition, testimony is given by the Joint State Legislative Committee of NRTA/AARP. This dual support strengthens our collective positions. A biweekly newsletter, "The Silver

Haired Legislature News," is prepared by the Missouri Office of Aging to inform the delegates of the current status of their bills, (see appendix page 88). The newsletter highlights a different bill each week so that the strengths and weaknesses can be explained.

When several bills have been introduced which address the same Silver Haired priority issue, the newsletter compares them. In addition, clippings regarding legislative activities from major newspapers are reproduced in the "News." When a critical committee or full floor vote is expected, seniors are notified through the newsletter to call, write and send telegrams to encourage passage of the legislation.

Often the legislature moves too quickly for letters to be effective. A telephone alert is then put into action which results in the key contact person in each area of the state being called. They in turn call senior centers, nutrition sites and others so that individuals may call and send telegrams to their elected officials. Each network which is involved in Silver Hair is included in these alerts (see appendix page 78).

The Joint State Legislative Committee and the Governor's Advisory Council on Aging Legislative Committee are in constant contact with each other and with the legislature. Whenever one group decides to issue a legislative alert for a bill of mutual interest, the other group is informed so that they may take similar action. Such coordination is essential and will

be discussed in more detail in the following section.

At this point it should be stated that alerts must be used judiciously. All cooperating groups must agree on this point. Favorable votes could be lost because of aggressive and frequent letter writing campaigns.

There are six important activities or tasks which aging advocacy groups must perform in order to achieve the actual passage of legislation. These are:

- (1) Coordinating networks
- (2) Maintaining issue oriented and non-partisan positions
- (3) Educating aging about issues, lobbying techniques and strategies
- (4) Communicating priority bills to the public and to members of the legislature
- (5) Finding bill sponsors
- (6) Determining legislative strategy for each priority and support bill, monitoring bills and alerting older persons whenever they need to contact their legislators

COORDINATING NETWORKS

Coordination involves the drawing together of resources among groups for the purpose of achieving specific and mutually desired goals.

Effective coordination among aging organizations requires that each entity maintain its own identity, goals and network. Legislative priorities themselves should not be mutually

established or binding. That is, coordination must follow rather than precede the development of priorities. Each organization is responsible to its own membership in determining priorities. Thereafter, coordination around mutual objectives is vital in order to achieve them.

There are dangers which caution against expanding coordination into formal coalitions. Coalitions often become membership organizations. The fear of this occurrence impedes coordination more than any other single factor. In a formal coalition, the member organizations are controlled by the will and decisions of the coalition. As a result, they may lose their accountability to their own membership. Without this accountability, membership groups cannot grow and, indeed, survive.

Coordinating organizations, then, must continue to speak and act on their own behalfs and to move independently whenever another direction best serves their memberships.

Coordination should include a determination of who or what group will seek sponsors for mutual priority bills and will accept the primary but not exclusive tasks of monitoring each bill, testifying, and contacting network leaders whenever legislative alerts are needed. Coordination should also include the development of strategy to achieve the passage of bills. To summarize coordination, it simply is a manner of establishing communications in order that advocacy groups which are trying to accomplish identical goals may avoid stumbling

over one another.

ISSUES AND PARTISAN ACTION

Older persons do not vote as a bloc; rather they are more prone to vote along partisan lines. To promote elderly bloc voting will require a move from partisan decision making to positions based on issues. Advocacy or lobbying efforts will encourage this move by being issue oriented.

In order to achieve long-term success in advocacy it is paramount for groups to maintain and practice non-partisan and issue related positions.

Whenever partisan action is taken by a group, some of its members will naturally be alienated. Equally important, while partisanship can create friends among some legislators, it also creates enemies. Partisan action can be an effective strategy only for ad hoc groups with limited goals and only after they have carefully tested the political climate. Post session training should therefore continue to emphasize the issues. To maximize the active involvement of older persons, those issues must be of concern to the majority.

LOBBYING TECHNIQUES

It has been said that citizens' responsibilities do not end at the ballot box but rather at the mail box. Unfortunately, few people exercise their power to influence laws by writing to their elected officials. Older persons as a group seem particularly reluctant to express their need by writing to their legislators. As the composition and demography of the

aging population changes, it has been suggested that we will see increased activity in this area. But for the present, we must give particular attention to encouraging these actions and training people in effective lobbying.

In the past decade we have witnessed the start of a new genre of lobbying, the grass-roots lobby. Elected officials are coming to recognize that they are accountable to their constituents. It is becoming increasingly difficult for lobbyists to influence legislators unless they can mobilize support from a strong and organized electorate. The direct involvement of voting constituents in lobbying is imperative. This is particularly true for the silver lobby which is poorly financed in comparison to other interest groups. Legislative advocacy programs should provide on-going training programs to develop citizen involvement.

Society as a whole holds a somewhat jaundiced view of lobbying. Lobbies, however, serve the useful function of informing lawmakers about the issues. If people are expected to function as grass-roots lobbyists it is important to change their attitudes about lobbying. Older persons must be informed about its valid role because continuing negative views will prevent them from actively seeking legislation. Training should also focus on techniques such as developing a local response network or telephone tree and communicating with legislators.

Citizens of all ages believe that they have to write lengthy and well researched documents if they write to their

legislators. Also many believe that letters are not seen by lawmakers. Both assumptions are incorrect. Legislators welcome correspondence as it lets them know how they are doing. They prefer to receive originally composed and concise letters.

Petitions, form and mimeographed letters have little and sometimes a negative effect. Organizers can be particularly creative when it comes to encouraging a writing campaign. Recently, a bill on nursing homes regulations produced a flood of letters to state legislators. Many of those were mimeographed letters signed by nursing home residents. However, each took the time to write a personal note at the bottom. One nearly illegible note read, "I want you to know that I understand everything in this letter. I have a hard time writing. I hope you will understand and vote for this bill." Active aging lobbies at the state level know if they can produce even a minimal response of fifteen to twenty letters, they can influence votes (see appendix page 82).

The three principal areas upon which post session education may focus are:

- (1) Emphasizing issues as opposed to partisanship.
- (2) Removing negative views of "lobbying" activities and training in techniques of advocacy.
- (3) Developing communications skills and telephone tree networks to promote contact with peers and legislators about priority bills.

COMMUNICATING PRIORITY BILLS

Following the passage of priority bills by the Silver Haired

Legislators, the public and members of the Missouri General Assembly are informed about the results. This is partially a continuation of public relations for the session, but additional steps should be taken to see that the General Assembly is well informed.

A meeting or series of meetings should be organized for the purpose of having the officers of Silver Hair present bill-books and their priorities to the Governor and Senate and House leadership. Each Silver Haired delegation should also arrange to meet locally with their counterparts from the General Assembly for the same purpose.

During these initial meetings, legislators should not be pressured for their support or vote. The Billbook should be presented with the request that they review the Silver Haired bills and consider giving their support to them in the General Assembly. There should be no expectation of gaining their carte blanche support. Their support will be stronger if it is offered voluntarily. A legislator must carefully weigh proposals before considering whether to support them. When that support is given, it should be accepted with thanks even if it is only for one of five bills. This approach is intended to gain long term support for the Silver Haired Legislature. Further into the session, more forceful tactics may be employed to gain votes.

Coordinators must be sure that the delegates do not ask their legislator to introduce a bill. The lobbying groups should

decide on the sponsors and assign someone the responsibility of asking the chosen legislator(s). Much harm may be done if several legislators have been asked to be a bill's prime sponsor.

FINDING BILL SPONSORS

As has been mentioned, the selection of legislators to sponsor the introduction of Silver Haired bills to the Missouri General Assembly is part of the coordination activities. Coordinators must give this careful consideration because the selection of sponsors is extremely crucial to the eventual disposition of legislative bills.

There are basically four motivations behind any legislator's decision to introduce specific items of legislation. First, he may believe a bill is needed by a large or politically strong segment of his constituency. Second, he may be committed to the concept embodied in the bill. Third, the bill may be seen as a popular item and his support would have favorable public relations value. Similarly, the bill may be considered to be a "motherhood and apple pie" issue which will pass easily and help to improve his "passing average." Fourth, a bill may actually be opposed by its sponsor. This frustrating situation may occur because, as a bill's sponsor, a lawmaker can slow its progress, withdraw it or take action to defeat it.

Combinations of these motives are possible. It is apparent the supporters of a bill should look for sponsors with specific

motive. The most desirable sponsor will be committed to the bill. It is not necessarily detrimental if the sponsor also sees it as important for its public relations value. If, however, the motives are solely for public relations value or they oppose the bill, another sponsor should be sought.

In the process of selecting sponsors one should also consider powerful or key lawmakers. Their sponsorship is advantageous if they are committed to a bill. But their office or power should not be considered to be more important than their motivations for sponsoring a bill. In order to determine a potential sponsor's actual position, those who seek sponsors should be aware of the legislator's voting history, philosophy and competence as a bill sponsor.

The number of bills introduced in the majority of state legislatures exceeds 3000. New York had more than 33,000 in 1975-76. Given this volume, legislators cannot be intimately familiar with every bill they are to consider.

Nonetheless, legislators are expected to be experts for their own bills. For this reason we must also consider how well informed a potential sponsor is on an issue and how many other bills he may be sponsoring.

LEGISLATIVE STRATEGY AND MONITORING BILLS

Prior to the introduction of bills into the state legislature, organizations should begin to coordinate strategies to achieve passage. After strategy has been determined it may be helpful to establish target dates for each step of a bill's advancement

(see appendix page 59). As these target dates approach or pass, those who are monitoring bills can take action to assist their movement. These items should be considered when determining strategy:

- (1) What is the legislative history of the proposed bill?
If it has been introduced in other sessions, where did it have difficulty?
- (2) From what organizations or legislators can we expect to receive support or opposition?
- (3) What are the political and financial costs of the bill?
- (4) To what committee (House or Senate) will the bill be assigned?
- (5) How strong are the bill's sponsors?
- (6) What other bills, if any, are going to be introduced on the same subject?

Priority bills of the Joint State Legislative Committee and Governor's Advisory Council on Aging are monitored by each group. The dual purposes of monitoring bills are: to be in a position to take positive action such as testifying at committee hearings and issuing legislative alerts, and to track the status of bills so they may be regularly reported to the networks.

Monitoring can be accomplished through formal means such as reading the House and Senate Journals, weekly schedules or other reports. It is also important to monitor them by informal means such as through legislators. A formal report

can indicate that a bill is being held in committee, but only through informal means can one learn why or who is responsible. This knowledge is needed to determine what must be done to move the bill. Typically, the best informal sources are the bills' sponsors.

Both the Legislative Committee and the Joint State Legislative Committee limit the number of their priority bills to approximately five. Other legislation which may have an impact on the aging are classified as support bills or targets of opportunity. Support bills are not pursued with the same attention that priority bills receive. Frequently, our support bills are the priority bills of another group to which we may lend strength as they request. Target bills are those which may not have been considered for action in the present year or bills which we proposed but failed to pass in Silver Hair. Ordinarily, they receive less attention than either priority or support bills. They also may be bills which are opposed. It is infrequent that we openly oppose legislation. While opposition may be necessary, maintaining a positive position for legislation avoids conflicts which make enemies.

SENIOR CITIZENS LEGISLATIVE RALLY

Each year, during the midpoint of the legislative session, the Silver Haired Legislature sponsors a large legislative rally near the capitol. The rally is attended by senior citizens and legislators. Approximately one thousand seniors attend. The purpose of the rally is to increase the attention being given to our priority bills. State officials and legislators

are invited to address the assembly. The rally affords the opportunity for seniors to have contacts with their legislators and to comment on the proposed legislation. After the rally, seniors may follow-up by visiting their legislators at the capitol.

SUMMARY

The Silver Haired legislature will convene its seventh annual session in 1979. In its six year history many states have expressed interest in this program. Several have sent observers to sessions in order to investigate the potential for replication.

In 1978, the first of these occurred as Florida conducted its initial Silver Haired Legislature and the Iowa Commission on Aging sponsored an Older Iowans Legislature. To encourage more states to follow, we will elaborate on a number of facts:

- (1) Silver Haired Legislatures have demonstrated their success in at least three states.
- (2) This model for legislative advocacy is a viable one which merits consideration by other states. However, alterations of the design to meet state variations is encouraged.
- (3) The strength of this program rests in the fact that it is controlled by the elderly. The primary functions of agencies and staff are to provide a vehicle, gas, and the road map. The delegates do the driving.
- (4) Expenditures of public funds and the use of state

facilities and staff should not be denied by the argument that Silver Hair constitutes lobbying. We know of no state law which would classify it as such. Post session activities involve lobbying or advocacy to achieve the passage of laws. However, these activities are the responsibilities of organizations which are distinct from the Silver Hair Legislature. The organizations simply utilize the products of the session.

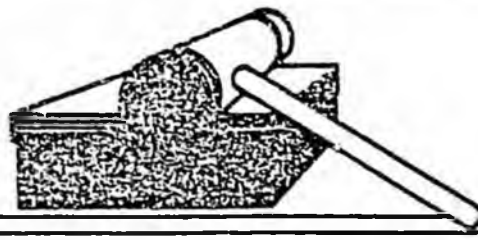
- (5) A properly functioning elders' legislature exceeds the potential of any other program in its ability to accurately determine the legislative needs of older persons. In this regard, all segments of the aging are included in a process designed to achieve the goal of improving the general well-being of a state's older population.

Persons over the age of 60, retired or not, are commonly labeled as retired persons, senior citizens, older Americans, elderly, older adults and other titles. None of these terms enjoys universal acceptance. In contrast, "pioneers" is a term which is actively used and accepted in Alaska. We believe this would also be accepted in Missouri where the Silver Haired Legislature was pioneered.

APPENDIX

SAMPLE SILVER HAired LEGISLATURE TIMETABLE

- May 1, 1977 - Area Agency on Aging Area Plans prepared with funds budgeted for the Silver Haired Legislature Session.
- July 1, 1977 - State Plan prepared with funds budgeted for the Silver Haired Legislature Session.
- December 1, 1977 - Selection of State Unit on Aging coordinator, Area Agency on Aging planning representatives from past session and Governor's Advisory Council on Aging-Legislative Committee.
- February 1, 1978 - Final dates for training and actual session set, hotel confirmed, major speakers invited.
- June 1, 1978 - Fifteen delegates from each area elected (three Senators and twelve Representatives).
- July 1, 1978 - Eighteen Silver Haired bills submitted by delegates (two bills from each geographic area).
- September 1, 1978 - One day training session, officers elected, committee preference forms completed, bill-books distributed.
- September 15, 1978 - Delegates assigned to committees, committee chairmen appointed (by mail).
- October 15, 1978 - Actual session conducted.
- November 15, 1978 - All sponsors for Silver Haired bills in Regular General Assembly sought and confirmed.
- January 1, 1979-
June 15, 1979 - Governor's Advisory Council on Aging-Legislative Committee monitor Silver Haired bills in State Legislature.



SILVER HAired LEGISLATION SESSION

MISSOURI SILVER HAired LEGISLATURE - TRAINING PROGRAM

PROVIDED BY NATIONAL RETIRED TEACHERS ASSOCIATION/
AMERICAN ASSOCIATION OF RETIRED PERSONS (NRTA/AARP)

AUGUST 30, 1978

TIME	TOPIC	SPEAKER/COORDINATOR
10:00-10:10	Welcome/Introductions	E. C. Walker, Director Missouri Office of Aging
10:10-10:30	Keynote Address	James C. Kirkpatrick Secretary of State
10:30-10:45	Announcements and Completion of Committee Preference Forms	Tennie Ross, Chairman Governor's Advisory Council on Aging Legislative Com- mittee
10:45-11:00	Break	
11:00-11:20	The Legislative Process	Jon Wolfe, Legislative Representative NRTA/AARP
	Studying Needs of Constituents - Allocating Resources	Representative Joe D. Holt Majority Floor Leader House of Representatives
	Sponsoring and Presenting Bills	
	Analyzing Bills - What Makes a Good Bill	Senator John D. Schneider Majority Floor Leader Senate
	Presenting Amendments	
	Hearing and Questioning Testimony	
12:00-1:00	Lunch (Buses will be available to take delegates to the Governor Hotel for the buffet luncheon, Ballroom, Second Floor)	
1:00-1:30	The Work of Committees	NRTA/AARP
1:30-2:00	Summary, The Role of Sil' ired Delegates at Home	NRTA/AARP
2:00-3:00	Election of Officers for House and Senate and Announcements of Com- mittee Assignments (Representa- tives remain in the House Chambers; Senators adjourn to the Senate Chambers, third floor East, Capitol Building)	Evan Agenstein Tennie Ross



NATIONAL
RETIRED
TEACHERS
ASSOCIATION



AMERICAN
ASSOCIATION
OF RETIRED
PERSONS

THE LEGISLATIVE PROCESS

TRAINERS STUDY GUIDE AND OUTLINE

20 minute presentation emphasizing three characteristics of the process. The presentation will serve as an introduction to the sessions and will "set the stage" for the program.

1. The process is a cycle, i.e., needs lead to solutions and laws which create new situations and needs.
2. The process is understandable - This will focus on the technical aspects of finding sponsors, drafting legislation, assignment to committees, etc., through to implementation of the law and monitoring its effect. Each aspect will be touched on only briefly as the major aspects will be dealt with in more depth later.
3. The process can be influenced - This will focus on the input which special interest groups can have on legislative decisions. Six steps are suggested as necessary to be influential:
 1. Mastering the legislative process
 2. Defining goals sharply
 3. Communicating goals clearly
 4. Mastering the legislative technicalities
 5. Using your grassroots legislative network
 6. Following through on each part of the process

Technique - Lecturer will present the subject but will attempt to draw the salient point from participants. Visuals, either flip charts or overhead transparencies will be employed. In either case 2 or 3 identical charts or transparencies will be used to insure that everyone can see the visuals. Assistants will be required to turn the charts or transparencies. Copies of the pamphlet "The Legislative Process" will be distributed. So participants need not take notes.

THE TASKS OF LEGISLATORS

40 minutes will be used to present three major tasks which were mentioned during the legislative process.

1. Studying needs of constituents and uncovering problems. The role of special interest and lobbying groups will be emphasized.

2. Drafting and Sponsoring Bills
The strategy of selecting sponsors will be highlighted
3. Making Legislative Decisions
This will deal with analyzing bills (what makes a good bill), legislative bargaining, and presenting amendments.

Technique - one or two members of the Missouri Legislature will be asked to present this section. The presenters will be selected on July 27. An outline will be provided to them to insure the topics will be covered as designed. The presenter(s) will be given an opportunity to review and/or alter the three sub-topics with the concurrence of the G.A.C. The presenter(s) will be asked to allow time for questions and to maximize audience involvement.

THE WORK OF COMMITTEES

30 minutes will be devoted to the process of assigning bills to committees, hearing testimony and presenting amendments. Past questions of Silver Haired Legislators have concentrated on the work of committees. Also great frustration has been expressed with this particular aspect of the process. Therefore, it is felt that this section will generate a great deal of discussion. Understanding will lead to improved functioning of committees in the mock session. This session will emphasize these elements:

1. Assignment of bills to committee and the strategy of assignment
2. Structure of committees and how they function
3. Hearing and questioning testimony
(role play situation may be employed)
4. Presenting amendments
5. Final committee action

Technique - lecture utilizing visuals and maximizing audience involvement. Wrap up the role of Silver Haired Delegates at Home

30 minutes expanding on the section " The process can be influenced"

Major aspects will cover:

1. Telephone tree-developing an alert network
2. How to write to legislators
3. The politics of persuasion

Technique - To be presented jointly by the G.A.C. and NRTA/AARP. A panel may be employed composed of delegates who have been distributed.

All literature and visual materials will be supplied by NRTA/AARP.