

**REPORT OF THE
COMMISSION ON THE LEGISLATIVE PROCESS
To
THE GENERAL ASSEMBLY OF VIRGINIA**



House Document No. 13

**COMMONWEALTH OF VIRGINIA
Department of Purchases and Supply
Richmond, Virginia
1973**

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January 22, 1973

To Members of the General Assembly of Virginia:

The Commission on the Legislative Process has concluded its most productive studies to date. Detailed in the thirty-eight item recommendations which follow is a program designed to help the General Assembly realize its full potential in the following decade. Rather than professionalize the General Assembly, this Commission has searched for means by which the most advantageous aspects of an "amateur" legislature can be enhanced and by which its negative features may be minimized.

Our studies indicated that the General Assembly suffered most from a lack of staff and inadequate facilities. In the area of staffing, we found that, regardless of the index used, the Virginia General Assembly consistently ranked among the least staffed, most poorly equipped legislatures in the union. A 1971 Wisconsin study noted that the Virginia General Assembly, along with Tennessee and Utah, has always "ranked quite low in both total and per capita legislative expenditure." More telling figures, published by the Council of State Governments, show that Virginia, for the last decade, has spent a smaller proportion of its state budget on the operation of the legislature than all but three other states. In fiscal years 1969 and 1970, for instance, only Virginia, Tennessee and North Carolina allocated less than one tenth of one percent of state expenditures to the legislature.

Some may say that these figures reflect economy and planning. In part they do. The last set, however, shows exaggerated frugality where the General Assembly has been involved. Reflecting an "economy starts at home" attitude, the General Assembly has mortgaged much of its planning capability. In spite of extensive budget cutting in past years by the legislative fiscal committees, the total state budget has more than

tripled in little more than a decade. Obviously, this situation cannot continue indefinitely. To curb this trend the General Assembly must employ competent staff and thereby extend its ability to supervise the expenditure of state funds. More legislative time must be spent in the management of state government. At the same time, legislators must not meet continuously, or, like Washington, we will always be meeting and rarely deciding. The answer, in part, is staff.

We are not, however, advocating a massive increase in General Assembly staffing. Rather, the Commission has proposed a series of experiments. For committees we encourage the use of some full-time assistance (from the Division of Statutory Research and Drafting) and continued part-time assistance. The committee chairmen can then evaluate the most suitable service. We have also advocated a limited research department and some expanded fiscal services.

Most importantly, however, we are proposing a methodology by which the General Assembly can have more direct control over the staffs which serve it. In the proposals which follow, a method is set forth to give the General Assembly more flexibility in the recruitment, selection, and direction of its staff. The staffing report was perhaps the most carefully prepared of its type ever done by the General Assembly. Senator Willey and the other members of the subcommittee have struck upon creative proposals which deserve the careful attention of us all.

The facilities study, primarily represented by the appended report, was prepared with great thought and careful deliberation. It becomes increasingly obvious to all who belong to and serve the General Assembly that continued operation in the present facilities is an impossibility. Our makeshift attempts to house the Assembly in separate buildings around the Square has also proven unsuccessful. The General Assembly clearly needs to be under one roof. I urge you all to carefully consider the proposed alternative. The entire report "Facilities for the General Assembly" is reproduced in the appendix for this purpose. We commend it to you for your thoughtful consideration.

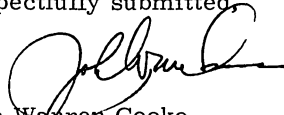
The Commission also prepared indepth studies in the area of computer technology, procedures and other miscellaneous matters. Of particular interest is the computer report. Here we found, as the extensive report will explain, that careful planning can result in improved services and a coincident reduction in costs.

Much work on the part of both members and staff has gone into this

January 22, 1973

report. On behalf of the Commission I would like to express appreciation for the support rendered by the several agencies and departments which contributed to the success of the study. Particular mention should also be made of the invaluable assistance rendered by Kirk Jonas, the Speaker's Administrative Assistant.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "John Warren Cooke".

John Warren Cooke
Chairman

JWC:df

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Report of the
Commission on the Legislative Process
to
The General Assembly of Virginia
Richmond, Virginia

TO: THE GENERAL ASSEMBLY OF VIRGINIA

A. INTRODUCTION

The effectiveness of the response which a legislative body is able to make to the needs of the public is largely contingent upon the efficient operation of the legislative process. In an awareness that modifications were necessary in the legislative process of Virginia, the General Assembly approved Senate Joint Resolution No. 20 in 1968. This resolution stated: “. . . (It) is a matter of great concern that, under the existing legislative process, the members of the General Assembly no longer have the time, information or facilities to consider the vastly increased volume and complexity of subjects of legislation in the efficient and effective manner which the people of Virginia have a right to expect and demand. . . .” With the charge to study facilities and space for the performance of legislative functions, compensation of members of the General Assembly, and staff assistance for the members and committees of the General Assembly, a two year study was undertaken. This study culminated in a report which led to the enactment of legislation providing for more direct legislative control of the chief joint legislative service agency, the Division of Statutory Research and Drafting and more adequate compensation for members of the General Assembly. Other procedural and administrative matters were also improved. Despite the progress brought about by these innovations much work was left to be done and the Commission was consequently continued pursuant to the terms of House Joint Resolution No. 24 of 1970.

The work of the Commission during the second two year period of its existence led to further implementation of innovations designed to streamline the legislative process. Even following the report made to the 1972 Session of the General Assembly, however, major considerations relative to staffing, facilities, and procedures had yet to be dealt with to the degree desirable.

Again the Commission was continued pursuant to a resolution of the Assembly, which is as follows:

HOUSE JOINT RESOLUTION NO. 90

Continuing the Commission on the Legislative Process.

Agreed to by the House of Delegates, March 6, 1972

Agreed to by the Senate, March 11, 1972

Whereas, the Commission on the Legislative Process has initiated, and to a large measure, accomplished, a comprehensive review of facilities and procedures designed to facilitate efficient operations of the General Assembly; and

Whereas, the constant development of new techniques and innovations, the use of which will continue to improve

the effectiveness of the work of the General Assembly, require constant study and review, with the view to adopting such techniques and innovations to the benefit of the Commonwealth; and the further study of the matter of facilities for the General Assembly is required, all of which constitute sound reasons for the continuance of the Commission; now, therefore, be it

Resolved by the House of Delegates, the Senate concurring, That the Commission on the Legislative Process be continued. The Commission shall be composed of twelve members, appointed as follows: The Speaker of the House of Delegates and six persons appointed by him; the President of the Senate, the President pro tempore and three persons appointed by the Committee on Privileges and Elections of the Senate. The Commission shall be composed, insofar as it may be practicable, of the same persons who were appointed to the Commission in nineteen hundred seventy. The members so appointed shall elect from their membership a chairman and a vice-chairman.

The Commission shall continue its study of the legislative process in Virginia. The Commission shall consider, but shall not be limited to (1) facilities for the Legislature, including review of the Capitol Square Complex, in cooperation with the Public Buildings Commission; (2) staff assistance for legislative committees; (3) the continued development of the use of computer techniques and procedures designed to improve the processing of legislation.

Members of the Commission shall receive the compensation provided by law for members of legislative committees and be reimbursed for their actual expenses, which shall be paid from the contingent fund of the General Assembly. In addition, the Commission is hereby authorized to expend a sum sufficient, estimated at twenty-five thousand dollars, from the contingent fund of the General Assembly, to defray the cost of conducting the study, which cost shall include the employment of such personnel as it deems advisable.

The Commission shall complete its study and report its findings and recommendations to the members of the General Assembly not later than November fifteen, nineteen hundred seventy-two. All agencies of the State shall assist the Commission in its study upon request. The Director of the Division of Statutory Research and Drafting shall serve as secretary to the Commission.

By the terms of the Resolution the Speaker of the House of Delegates, John Warren Cooke, President of the Senate, Henry E. Howell, Jr., and President pro tempore of the Senate, Edward E. Willey, were appointed to serve on the Commission. Pursuant to the appointive power delegated by the resolution, the Speaker of the House of Delegates appointed to serve on the Commission Don E. Earman of Harrisonburg, Robert R. Gwathmey, III of Richmond, Lewis A. McMurrin, Jr. of Newport News, Ford C. Quillen of Gate City, J. Lewis Rawls, Jr. of Suffolk and James M. Thomson of Alexandria. The Committee on Privileges and Elections of the Senate appointed Hunter B. Andrews of Hampton, Joseph

V. Gartlan, Jr. of Alexandria and James C. Turk * of Radford. Mr. Cooke was elected to serve as Chairman of the Commission and Lieutenant Governor Howell as Vice Chairman.

The Commission received staff assistance from several agencies serving the General Assembly. John B. Boatwright, Jr. pursuant to the study directive was appointed secretary to the Commission. Also, Louise O. Lucas, Clerk of the Senate; George R. Rich, Clerk of the House of Delegates; J. T. Shropshire, Deputy Clerk of the Senate; Joseph E. Holleman, Assistant Clerk of the House of Delegates; Kirk Jonas, Administrative Assistant to the Speaker of the House of Delegates; Constance D. Sprouse, Legislative Research Associate of the Division of Statutory Research and Drafting; and Laurens Sartoris, Staff Attorney of the Division of Statutory Research and Drafting.

After assessing the nature of the responsibility of the Commission, it was determined that the work of the Commission could best be carried forth in subcommittees delegated with individual areas of responsibility: facilities, staffing, procedures, computer technology and miscellaneous matters. The subcommittees were thereafter constituted in accordance with the appointments made by Mr. Cooke and Lieutenant Governor Howell as follows:

From the Senate

From the House

FACILITIES

Edward E. Willey
Hunter B. Andrews

James M. Thomson
(Chairman)
Lewis A. McMurrin, Jr.
J. Lewis Rawls, Jr.

STAFFING

Edward E. Willey
(Chairman)
James C. Turk

Robert R. Gwathmey, III
J. Lewis Rawls, Jr.
Ford C. Quillen

PROCEDURES

Hunter B. Andrews
(Chairman)
Joseph V. Gartlan, Jr.

James M. Thomson
Don E. Earman

COMPUTER TECHNOLOGY

Joseph V. Gartlan, Jr.
(Chairman)

Robert R. Gwathmey, III
Don E. Earman

MISCELLANEOUS

James C. Turk

Lewis A. McMurrin, Jr.
(Chairman)
Ford C. Quillen

These subcommittees conducted independent investigations of the matters before them with the assistance of the staff. Of special note is

* Subsequent to his appointment as a member of the Commission, Senator Turk received an appointment as a judge in the Federal District Court and thereafter resigned his membership on the Commission.

the work of the Computer Technology Subcommittee which had the assistance of Daniel O'Connell of the Division of Automated Data Processing who traveled with the Subcommittee and certain staff members to Wisconsin and Minnesota to inspect legislative computer systems there and the Facilities Subcommittee which retained the services of the firms of Saunders, Pearson, Appleton and Partners; Oliver, Smith, Cooke and Lindner; and Tecton, Incorporated. Dr. Richard Powers, Implementor of the Governor's Management Study, addressed the Commission. His remarks are included in full in the appendix.

Following the deliberation of the subcommittees, their reports were presented to the full Commission, modified, and adopted as they are presented herein.

SUMMARY OF RECOMMENDATIONS STAFFING

1. A Legislative Fiscal Officer and Secretary should be appointed to serve the Senate Finance Committee for the 1973 Session.
2. Provision should be made in the law for the creation of a research agency to be administered by a Director to be appointed by the Speaker of the House and President pro tempore of the Senate.
3. During the 1973 Session an experimental blend of centralized and decentralized committee staffing should be used. The Division of Statutory Research and Drafting should allocate staff to some standing committees and other committees should retain temporary counsel; the results of the experiment to be evaluated before a final decision on the nature of committee staffing is made. (See appendix for models of centralized and decentralized systems.)
4. The Capitol police, hostesses, and Capitol parking should be placed under the jurisdiction of the Speaker of the House and President pro tempore of the Senate.
5. A comprehensive system of liaison between the State agencies and the General Assembly should be established.
6. The Speaker of the House and President pro tempore of the Senate should be vested with general supervisory responsibility over all key personnel jointly serving the General Assembly. The Speaker and President pro tempore should appoint these key personnel (not to include the Clerks). Day to day administration will be left to the agency heads.
7. A single coordinator should be appointed by the Speaker of the House and President pro tempore of the Senate to oversee all General Assembly agencies with the exception of the Clerks.

COMPUTER TECHNOLOGY

8. Aspen Systems Corporations Qwik Draft bill drafting system should be contracted for operations to begin with the 1974 Session.
9. The following timetable should be used for implementation of the bill drafting system:

Jan. 1, 1973—Decision made.

Jan. 15, 1973—Equipment ordered.

July 1, 1973—System installed and training begun.

Sept. 1, 1973—System operational for prefilng.

10. Equipment for the system should be leased rather than bought, to include one printer, fifteen terminals and other equipment.
11. The computer bill drafting system should be housed in one building, if at all possible, with the printer located in the Capitol.
12. The two Houses should aim for implementation of computer-supported Journal preparation at the earliest feasible time.
13. A printing application of the computer bill drafting system should be made operational for the 1975 Session.
14. A sum sufficient, estimated at \$140,000 for the first year one-time costs, should be appropriated.
15. The Cumulative Index of Bills and Resolutions should be offset printed semi-weekly from the computer printout. The midweek edition to be printed on a limited basis (175 copies), primarily for the membership. The end-of-week edition to be printed for general distribution (1200 copies).
16. The computer technology subcommittee should be continued for study of other long-range applications of computer-supported information technology.

PROCEDURES

17. Prefiling of legislation for introduction should be encouraged, especially with regard to bills relating to local government and State agencies.
18. Analytical summaries of all legislation introduced should be prepared and distributed to members of the General Assembly.
19. The compensation of legislators and other State officials should be reviewed.
20. Meetings of study commissions and the Virginia Advisory Legislative Council and its committees should be open to the public with the scheduling of executive sessions only when exceptional circumstances warrant their need.
21. Fiscal notes should be appended to legislation requiring the expenditure of public moneys.
22. Bills and resolutions should be numbered consecutively from any regular session of the General Assembly convened in an even-numbered year through the next regular session convened in an odd-numbered year.
23. Broader powers should be granted committees of the General Assembly to summon the attendance of witnesses and production of papers.
24. Lengthy calendars of the two Houses should be indexed.
25. Better notice of legislative commission and committee meetings should be circulated in order that the members of the General Assembly and the public be kept aware of matters which are of interest to them.
26. New procedures as proposed by the Clerks for engrossing and communicating legislation should be implemented.

MISCELLANEOUS

27. A redesigned guidebook for new legislators should be prepared.
28. The orientation program for new members of the General Assembly should be expanded.
29. Members of the General Assembly should be given telephone credit cards to be used on official business. The Clerks of the two Houses should monitor the use of this privilege. The office of the Speaker of the House should be tied into the SCATS system in 1973.
30. Action taken on resolutions during sessions of the General Assembly should be recorded in the *Final Cumulative Index of Bills, Resolutions, and Joint Resolutions*.
31. The computer reference number used in the Division of Statutory Research and Drafting should be printed on bills in order that drafted material may be more readily located.
32. A comprehensive study and evaluation of the numerous associations of which the Commonwealth and her agencies are members should be made.
33. Provisions should be made for the availability of legislative library facilities.

FACILITIES

34. The General Assembly should endorse, as does this commission, the concept of the renovation of the Capitol building as outlined in the appended consultant's report.
35. New House and Senate legislative chambers should be included in the new building.
36. The Retirement Act should be amended to provide for a method of financing the planning and construction of the proposed building.
37. The General Assembly should designate the Joint Rules Committees to be responsible for the planning, architectural work, actual construction, and other related matters in providing additional facilities for the General Assembly.
38. The appropriation of a sum not to exceed three million dollars from the general fund of the State treasury to finance the planning stages for new facilities should be made.

STAFFING

1. A LEGISLATIVE FISCAL OFFICER AND SECRETARY SHOULD BE APPOINTED TO SERVE THE SENATE FINANCE COMMITTEE FOR THE 1973 SESSION.

One of the most prominent areas of staffing need is fiscal analysis. The most time-consuming and far-reaching activity of the General Assembly is the consideration of the biennial budget. To properly process the appropriations and related bills, an intimate knowledge of every aspect of Virginia's government is needed. Presently, the Assembly retains only one man to assist in its budgetary process. This task is far more than any individual is able to handle.

It is also difficult for one person to split his services and loyalties between two important committees, the House Appropriations Commit-

tee and the Senate Finance Committee. We recommend that the current Legislative Fiscal Officer work exclusively for, and be paid by, the House of Delegates, and that the Senate employ its own Legislative Fiscal Officer. By this arrangement, both Houses will receive much needed additional fiscal information and services.

2. PROVISIONS SHOULD BE MADE IN THE LAW FOR THE CREATION OF A RESEARCH AGENCY TO BE ADMINISTERED BY A DIRECTOR TO BE APPOINTED BY THE SPEAKER OF THE HOUSE AND PRESIDENT PRO TEMPORE OF THE SENATE.

The ability of the General Assembly to fulfill its responsibilities is directly related to its access to information. Intelligent policy cannot be formulated without adequate background information. If, for instance, a member is evaluating an agency's request for a new program or an interest group's opposition to a proposed piece of legislation, he often has to make a decision without full knowledge of the facts. If an alternative approach suggests itself, there is often little that can be done short of commissioning a study. Especially, in those many areas where the information required for an intelligent decision is beyond the personal resources of the members and yet not of such magnitude to authorize a study commission, study capability is needed. We recommend that a research agency be created legislatively to provide members of the General Assembly with research on request. This service would not only offer policy-related research for members, but provide them with information for response to public queries. This type of service, frequently referred to as "spot research", according to the Council of State Government figures, is available in every state in the Union. Pennsylvania has seven permanent legislative service agencies which perform spot research. In Virginia, only the hard-pressed Division of Statutory Research and Drafting on a limited basis offers this service which it is not equipped to handle.

A small staff of about four persons and a director is proposed initially. The Director of this staff would be appointed by and report to the Speaker of the House and President pro tempore of the Senate who would also specify the terms on which the services of the agency would be offered.

3. DURING THE 1973 SESSION AN EXPERIMENTAL BLEND OF CENTRALIZED AND DECENTRALIZED COMMITTEE STAFFING SHOULD BE USED. THE DIVISION OF STATUTORY RESEARCH AND DRAFTING SHOULD ALLOCATE STAFF TO SOME STANDING COMMITTEES AND OTHER COMMITTEES SHOULD RETAIN TEMPORARY COUNSEL; THE RESULTS OF THE EXPERIMENT TO BE EVALUATED BEFORE A FINAL DECISION ON THE NATURE OF COMMITTEE STAFFING IS MADE. (See appendix for models of centralized and decentralized systems.)

The work of the General Assembly is done largely in its standing committees. Perennially under staffed, the increasing volume of work has hard pressed the standing committees to maintain their high standard of review. The problem of committee staffing was the most discussed aspect of the staffing study.

Two general approaches were considered with respect to committee staffing. One method would see the Assembly expand its current practice of hiring part-time help for the duration of each Session. The other major alternative considered was to expand the Division of Statutory Research and Drafting, allowing its attorneys to assist the committees.

It was reasoned that attorneys would begin to specialize in the subject areas germane to committee functions and bring this expertise to the committees during Sessions. An attorney assigned to a committee would draft many of the bills likely to be referred to his committee, developing further knowledge of the law in that particular area. He would then work with the committee at its meetings, prepare its amendments and substitutes and do other such work as directed by the chairman and committee members. The attorney would also be available to the committee during its interim meetings and would be available for study commission work relative to the committee's function. The committees would have a continuing source of professional expertise not available even under an expanded version of the present arrangement of hiring temporary help.

Because the needs of the different committees are diverse, we recommend that both expanded temporary staffing and the use of the Division of Statutory Research and Drafting attorneys be tried during the 1973 Session. An evaluation and comparison of these two methods would be used to indicate which system is better or if a mixture of these methods is desirable.

4. THE CAPITOL POLICE, HOSTESSES, AND CAPITOL PARKING SHOULD BE PLACED UNDER THE JURISDICTION OF THE SPEAKER OF THE HOUSE AND PRESIDENT PRO TEMPORE OF THE SENATE.

The study group reasoned that, where possible, all persons directly serving the General Assembly should be responsible to and appointed by the Assembly membership represented by the Speaker of the House and the President pro tempore of the Senate. Several alternative methods of exercising this responsibility were considered. The most discussed of these alternatives was the establishment of the Joint Rules Committees as a management committee to attend to these and other housekeeping duties of the General Assembly. It was felt that the small size (7), the equality of House—Senate membership (7 each), and the presence of the leadership and several committee chairmen on the Rules Committees would make these two committees acting jointly the most logical and efficient choice. In the same vein, the utilization of existing committees rather than the creation of a new one seemed consistent with the trend in the General Assembly to reduce the number of committees. This alternative was finally abandoned because of the anticipated difficulties in meeting a fourteen man committee every time a problem arose.

Under the proposed system, established channels would exist when members experienced difficulties or wished to make recommendations in these areas concerning legislative services. Although the responsibility for such matters as parking and the Capitol police may seem by some standards to be trivial, it is important that the legislator not find himself in a position where these and other such matters are beyond his control.

5. A COMPREHENSIVE SYSTEM OF LIAISON BETWEEN THE STATE AGENCIES AND THE GENERAL ASSEMBLY SHOULD BE ESTABLISHED.

The study group was unanimous in its agreement that a comprehensive system of liaison between the State agencies and the General Assembly be established. The State government has become so expansive that it is nearly impossible for the member to maintain meaningful ties with those who execute State policy. Too much time is spent simply try-

ing to find out who in what agency is responsible for or knowledgeable about particular matters. Thus the General Assembly is frequently in a position where it is hard pressed to know how policies are being carried out. If a member wants information on a particular subject, he frequently finds himself spending more time locating the source of information than anything else. Even when the member does locate a source of information it is possible that he could have gone to a quicker, more reliable source. If the General Assembly is to make and evaluate policy effectively it must establish closer ties with administrators in State government. We initially recommend that a representative be appointed from specified State agencies to act as liaison between the General Assembly and its staff. This program should be supervised by the Speaker of the House and the President pro tempore of the Senate.

6. THE SPEAKER OF THE HOUSE AND THE PRESIDENT PRO TEMPORE OF THE SENATE SHOULD BE VESTED WITH GENERAL SUPERVISORY RESPONSIBILITY OVER ALL KEY PERSONNEL JOINTLY SERVING THE GENERAL ASSEMBLY. THE SPEAKER OF THE HOUSE AND THE PRESIDENT PRO TEMPORE OF THE SENATE SHOULD APPOINT THESE KEY PERSONNEL (NOT TO INCLUDE THE CLERKS). DAY TO DAY ADMINISTRATION WILL BE LEFT TO THE AGENCY HEADS.

Coinciding with the recurring arguments in favor of expanded staffing (Virginia's General Assembly is among the three minimally staffed states in the nation) is the need for more direct channels of control over already existing and future staffs. When, for instance, a division director is responsible by Joint Resolution to 140 members of the Assembly, it is very difficult for the Assembly, as a whole, to have much collective input. As with the Legislative Fiscal Officer, where having two "bosses" has proven difficult, it is unwieldy for the Assembly's 140 members to give coordinated direction to officers serving by election under Joint Resolution. Even the Speaker of the House, who has some statutory management authority, has found the present system cumbersome. With the expansion of staffing services (e. g. a new research staff), the present method becomes even more complicated. Recruiting qualified persons under the present system is also difficult.

We recommend, therefore, that the Speaker of the House and President pro tempore of the Senate be given the statutory authority to recruit, appoint and supervise key personnel jointly serving the General Assembly. These key personnel would include the Director of the Division of Statutory Research and Drafting, the Director of the new Research Division, the Director of the General Accounting Office, the head of the Capitol Police and the coordinating official detailed in Recommendation "7" which follows. Supervision will not take the form of day-to-day interference in the affairs of the division affected, but will serve as an established channel of communication between the membership of the Assembly and those agencies which serve it. Principally, this recommendation embodies the form by which the Assembly will manage those proposed areas of jurisdiction to become under its control. If the Speaker of the House and the President pro-tempore of the Senate are unable to agree on any matter of substance, either can have the issue referred to the Joint Rules Committees for consideration.

7. A SINGLE COORDINATOR SHOULD BE APPOINTED BY THE SPEAKER OF THE HOUSE AND PRESIDENT PRO TEMPORE OF

THE SENATE TO OVERSEE ALL GENERAL ASSEMBLY AGENCIES WITH THE EXCEPTION OF THE CLERKS.

With the expansion of legislative staffing and services, a single person will be needed to coordinate the various agencies of the General Assembly. This coordinator would oversee those services jointly serving the two Houses resolving areas where responsibility may be divided.

With the addition of a Research Department, responsibility for the Capitol police, hostesses and parking matters, and an expanding network of widely shared computer related services, to the already existing service agencies, it will become increasingly difficult for the General Assembly to coordinate its housekeeping duties, even with the delegation of management responsibilities to the Speaker and President pro tempore. The appointment of a coordinating official will greatly enhance the Assembly's ability to streamline its own operations and thereby address itself directly to the business of legislating. (It was felt that the offices of the Clerks should remain independent of this procedure as they are not jointly shared units of the Assembly.)

COMPUTER TECHNOLOGY *

The recommendations of this Commission on computer technology result from what it considers to be an increasing need for the General Assembly to modernize its methods of preparing, distributing and processing legislation. The need for streamlining the preparation of legislation is dictated by many convincing reasons. Most importantly, the increasingly large number of bills drafted and introduced is reaching proportions which necessitate modernization. During the 1972 Session of the General Assembly, 1722 House and Senate Bills were introduced and printed. When bills, resolutions, substitutes and amendments are included, the number of drafting requests processed by the Division of Statutory Research and Drafting soars to over 3140. In addition to putting a tremendous burden in that division, such quantities of legislation inevitably lead to some dilution of quality and long delays between a member's request for and receipt of drafted bills. This circumstance can affect the quality of each bill, the amount of time available for its consideration in committee and on the floor, and eventually the quality and application of Virginia law.

Although additional personnel may be a temporary answer to this situation, there now exists cost-competitive technology which is efficient and accurate, and should mitigate the need for continuing staff expansion. Computer-supported bill drafting or bill typing** is now operational in eighteen states.*** Further applications are planned in these and other

* A glossary immediately follows this section.

** Bill typing entails entering first drafts of bills into a computer's memory system. Then, when a change is made in the bill, the typist need only type the correction because the main body of the bill can be retrieved from the computer memory bank. Computer-supported bill typing is highly accurate and saves time in typing, proofreading, amending and proofreading stages.

Bill drafting systems add a statutory retrieval capability to a bill typing system. Thus the computer memory contains information not only on new bills, but on the entire code. A bill altering the statutes can be prepared simply by retrieving the pertinent section of the Code and typing in the desired changes on a CRT input terminal.

*** California, Georgia, Maryland, Minnesota, North Carolina, Ohio, Texas, Washington, Colorado, Connecticut, Illinois, Indiana, Iowa, Montana, Nebraska, Pennsylvania, Wisconsin and Wyoming.

states. Ironically, by utilizing the collective technology developed in these other states, Virginia can implement a system superior to any of those now operational. Virginia already has a modern legislative information system. The needed application of a computer-supported bill drafting system is both logical and economical. One of the fundamental criteria for a bill-drafting system, a statutory-retrieval system,* is already operational.

Why a computer-supported bill drafting system? At first glance, bill drafting may seem to be a superfluous application of modern information technology. Closer study shows that such a system is practical as well as available.

Briefly, this is how a computer-supported bill drafting system works:

1. After the attorney takes a member's request, he refers to the statutory retrieval system for a listing of all relevant sections of the Code of Virginia. This can be achieved by receiving a printed batch report. The section of the code to be revised can also be portrayed on a CRT screen.
2. With the sections of the code to be amended before him, the attorney amends the law to make it conform to the member's request. Changes in the existing law can be typed onto the CRT screen copy while the code section is portrayed. A key board, similar to that on an ordinary typewriter, is located at the CRT terminal. The CRT operator following written or vocal instructions from the attorney can type out the changes in proper form onto the terminal screen.
3. The CRT terminal is formatted to make the proper deletions, insertions, strikeouts, margination, etc.
4. When the proper changes have been typed in by the terminal operator and a title added, the drafted bill can be stored on the computer. Thus when future changes in the bill, such as amendments, are made, the bill can be retrieved at the CRT and the amendments entered in minutes.
5. When a bill has been drafted or amended, the terminal operator can instruct a high speed printing device, connected by telephone lines to the CRT, to print, at 4000 words per minute, a copy of the bill.

* A statutory retrieval system consists of computer stored legal text documents and the capability to retrieve these documents from storage in a very short time. Virginia has the entire code stored on computer tape. When a draftsman is preparing a bill he can order the computer to refer him to all sections relevant to that bill. This procedure is more accurate and less time consuming. To the member it means more precise bills with a much shorter delivery time.

6. A Xerox or carbon copy of the bill is given to the member for introduction.

7. The original copy of the printer-produced bill is suitable for use as camera-ready copy for photo-offset printing. A computer tape of the bill can also be available for printing by the photocomposition process.

A more detailed description of this bill drafting system, itemizing specifications and adaptations is included in the appendix of this report.

The principal benefits of computer-supported bill drafting are :

1. Accuracy and thoroughness.
2. Speed.
3. Flexibility.
4. Cost and efficiency.

When the computer searches the statutes for sections of the code affected by proposed legislation it will indicate all pertinent sections, words, phrases and subsections. If, for instance, a bill regulating "hand-guns" is introduced, all of those sections even indirectly related to this subject can be displayed on the CRT. This task is accurately accomplished within seconds. When such laborious research is done manually, the tedium involved can cause even the most experienced attorneys to err.

The use of computer-supported bill drafting will lessen the time lag between the member's bill request and his receipt of the drafted bill.

Under some circumstances, immediate preparation of bills may be possible. The attorney saves time through use of the statutory-retrieval system. The attorney, typists, and proofreaders all save time through use of the CRT terminal. No retyping of stored sections is necessary. This negates the need for further proofreading and diminishes the possibility of error. Revisions, corrections and amendments can be made by simple keyboard commands at the CRT terminal. When the bill, in perfect draft form, has been typed at the CRT, a camera-ready copy of the bill can be printed at a rate of 4000 words per minute. A copy of this bill can be used to produce camera-ready copy for offset printing, resulting in considerable savings in printing costs. A photocomposition tape is also available. Savings in bill printing over the hot lead, Linotype process, would be measured in tens of thousands of dollars annually, with greater speed and greater accuracy. For example the 150 page budget bill, with the addition of amendments, could be redrafted in four hours. Thus, a conference committee could decide on final amendments to the budget bill in the early hours of the morning and a camera-ready document could be ready for both Houses at noon. By ordinary methods about two days would be required.

A computer-supported system of bill drafting should, in the long run, lessen the amount of physical space required by a bill drafting service. This is important because it prevents the agency from occupying excess space in anticipation of sessional activity. Joe Bright, the Revisor of Statutes in Minnesota, estimates that he uses less than half the clerical staff with computer-supported bill drafting than would be necessary under methods of normal preparation.

The flexibility of computer-supported bill drafting ensures that the proposed system is open-ended. Indeed, incremental usage of computer technology by the General Assembly (statutory retrieval bill status) has

already indicated a lower cost application of a potential bill drafting system. In the very near future (one to two years after implementation of bill drafting) a time and money saving printing application will be operational. Future applications may include bi-annually revised and printed editions of the code at a nominal (if any) increase in price, thus negating the need for costly annual supplements and replacement volumes.

8. ASPEN SYSTEMS CORPORATIONS QWIK DRAFT BILL SYSTEM SHOULD BE CONTRACTED FOR OPERATIONS TO BEGIN WITH THE 1974 SESSION.

The introductory section of this report has outlined the rudiments of the proposed bill drafting system. More detailed information is outlined in the appendix. The detailed study done by this subcommittee, including on-site inspections of the two leading systems, has led the group to recommend the Aspen Qwik Draft bill drafting system for the following reasons:

a. Of the two systems evaluated the Aspen system is least expensive. Total installed price for the Aspen system is \$60,000. The price of the competitive system is \$85,750.

b. After observing both a CRT system and a teletype system, we feel a CRT system is better suited to our needs. Aspen has a CRT system operational in two states. The leading competitor will have a CRT system by the end of the second quarter of 1973. We might be the first users of this system and thus would have to "debug" the system.

c. Because a large number of the bills introduced change a word or a phrase in existing legislation, the Aspen feature which allows an operator to search the Virginia Code for a particular word or phrase is important. Once the word or phrase and its associated section number has been displayed, it can be determined if this particular section is affected by the new legislation.

d. Aspen has developed a systems recovery program that enables the terminal operator to continue work five minutes after a computer hardware failure. With no systems recovery feature it is possible for an entire day's work to be lost when the system goes down. With the Aspen system only the work the operator is currently doing is lost.

9. THE FOLLOWING TIMETABLE SHOULD BE USED:

Jan. 1, 1973—Decision made.

Jan. 15, 1973—Equipment ordered.

July 1, 1973—System installed and training begun.

Sept. 1, 1973—System operational for prefilng.

All projected dates are contingent on the January 1 decision date. If this date is altered, the other dates are flexible based on the actual decision date. A decision by January 1 is not essential, but delay of over one month may be dangerous. Full utilization of the system by the 1974 Session of the General Assembly is the goal and adherence to these dates should best ensure meeting that deadline.

10. EQUIPMENT FOR THE SYSTEM SHOULD BE LEASED RATHER THAN BOUGHT, TO INCLUDE ONE PRINTER, FIFTEEN TERMINALS AND OTHER EQUIPMENT.

The actual enumeration of this equipment is not mandatory but pre-

dictive, designed to indicate the scope of the project. Costs for this equipment should be around \$55,000.

Itemization of these costs are:

CRT Monthly Rental	15	X	190.00	X	12	\$34,200
Monthly Maintenance	15	X	20.00	X	12	3,600
Telephone Line Charge	12	X	4.00			48
Modem	4	X	115.00	X	12	5,520
Printer (Enl Maint)	12	X	825			9,900
						<u>\$53,268</u>

At first glance, this equipment rental cost may seem prohibitive. Several other factors need to be considered however.

a. The use of this equipment will produce camera-ready copy for photo-offset printing and a photocomposition tape. Literally tens of thousands of dollars annually can be saved on bill printing costs by the utilization of this application of computer-supported bill drafting. (Savings if 1972 bills had been photo-offset printed: There were 2000 bills printed, the average number of pages per bill was 4. The price to have the bills printed was \$33.00 a page. $4 \times 2000 \times \$33.00 = \$264,000.00$ cost to print bills in 1972. The price to have the bills printed by photo-offset is \$10.00 a page. $4 \times 2000 \times \$10.00 = \$80,000$ cost if bills had been photo-offset. Savings for 1972 Session would have been \$184,000.00. AP-PROXIMATE FIGURES)

b. The use of this equipment has, in other states, cut down significantly on the number of man-hours necessary for the production of drafted bills. Thus significant long-term savings in personnel costs should be realized. (Minnesota ended overtime payments for after hours, Saturday and Sunday work in the first year of production.)

By leasing the equipment, the General Assembly is not committed to one particular terminal. When a better or cheaper one comes along, we will be able to use it. The computer hardware business is highly competitive and technological improvements are the rule rather than the exception. The cost differential between buying and renting is also significant enough to justify equipment rental. Because of a high yearly rental (\$9,900) purchase of the printer may be justified. The purchase price of the printer is \$20,825.

11. THE COMPUTER BILL DRAFTING SYSTEM SHOULD BE HOUSED IN ONE BUILDING, IF AT ALL POSSIBLE, WITH THE PRINTER LOCATED IN THE CAPITOL.

The motivation for the particularity of this item is to accentuate the need for adequate space for the Division of Statutory Research and Drafting to efficiently utilize a comprehensive system of computer-supported bill drafting. Because, however, the Division is currently split into two offices, it may be necessary to split this aspect of the operation also.

12. THE TWO HOUSES SHOULD AIM FOR IMPLEMENTATION OF COMPUTER-SUPPORTED JOURNAL PREPARATION AT THE EARLIEST FEASIBLE TIME.

Utilizing the vocabulary and software of the computer-supported bill drafting system, computer-supported Journal preparation can be effected

at a negligible cost. The utilization of formatted CRT Journal preparation should speed considerably the process of producing the Journal. Proof-reading will be facilitated and camera-ready copy can be produced from screen copy. The format of the Journal can be kept as it currently is or changed by either Clerk. The only cost for this application will be the rental for an additional CRT. This is a discretionary recommendation in that the Clerks alone should decide when and how such an application can be made.

13. A PRINTING APPLICATION OF THE COMPUTER BILL DRAFTING SYSTEM SHOULD BE MADE OPERATIONAL FOR THE 1975 SESSION.

The Aspen system can provide a photocomposition tape as well as high quality upper and lower case printout. During the 1974 Session it will be possible to print the bills via photo-offset, from the upper and lower case printout. The advantages of photo-offset as opposed to manual typesetting are numerous. The cost is two-thirds less than the manual method. Ten dollars a page compared to thirty dollars a page, or a savings of more than one hundred thousand dollars during a normal session. The printing can be done in Richmond which will not only keep the money expended in Virginia, but will also enable much faster turnaround. Since photo-offset is an exact picture of the document from the printer, the printed bill need not be proofread by the printer. We can be sure of getting back the same legislation originally drafted.

During the 1974 Session we will be experimenting with printing from photocomposition magnetic tape. By the 1975 Session we will have perfected the method and found a reliable photocomposition printer so that we may use photocomposition by 1975.

Many newspapers and some states are presently using electronic typesetting. The State of Wisconsin has "in-house" photocomposition equipment which has proven to be a time and money saver. The State of Minnesota prints their session laws via photocomposition and has plans to use photo-offset and photocomposition exclusively by 1975.

14. A SUM SUFFICIENT, ESTIMATED AT \$ 140,000 FOR THE FIRST YEAR ONE - TIME COSTS; SHOULD BE APPROPRIATED.

The \$140,000 figure is a high estimate because several maximums (numbers of CRT's installation fees) were used. An abbreviated cost breakdown follows:

Costs:

Year One		
Aspen System		\$60,000
ADP Charges (Devel & Oper)		10,000
Printer Frt		200
Printer Custom Font		825
Line Installation		125
Cables		400
CRT Installation 15 X 75.00		<u>1,125</u>
	Total Initial Cost	\$72,675
CRT Monthly Rental	15 X 190.00 X 12	34,200
Monthly Maintenance	15 X 20.00 X 12	3,600
Telephone Line Charge	12 X 4.00	48
Modem	4 X 115.00 X 12	5,520
Printer (Enl Maint)	12 X 825	<u>9,900</u>
		53,268
Reserve for Contingencies (10%)		<u>12,594</u>
	Total Year One	\$138,537
Year Two		
Monthly Rental (Annualized)		34,200
Maintenance		3,600
Telephone Line Charge		48
Modem		5,520
Process Charge (ADP-Preliminary Estimate)		7,500
Printer		<u>9,900</u>
		60,768
Reserve for Contingencies (5%)		<u>3,038</u>
	Total Year Two	\$63,806

Of this amount, more than \$70,000 are one-time costs. The \$60,000 item is for the development of the software system described in Item A. This is a one-time cost. Related ADP and installation charges are also one-time costs. Rental costs are also high estimates. The Director of the Division of Statutory Research and Drafting will be authorized to decide how many CRT's are necessary. It is unlikely that 15 will be required year round. The \$15,000 reserve for contingencies is exactly that and its expenditure is not guaranteed. There is the possibility that the annualized (\$60,000) costs could be paid back or compensated for by printing and personnel savings over a five-ten year period.

15. THE CUMULATIVE INDEX OF BILLS AND RESOLUTIONS SHOULD BE OFFSET PRINTED SEMI-WEEKLY FROM THE COMPUTER PRINTOUT. THE MIDWEEK EDITION TO BE PRINTED ON A LIMITED BASIS (175 COPIES), PRIMARILY FOR THE MEMBERSHIP. THE END-OF-WEEK EDITION TO BE PRINTED FOR GENERAL DISTRIBUTION (1200 COPIES).

It has been the practice to print weekly cumulative subject matter index of bills and resolutions introduced in the General Assembly. In recent years, 1200 copies were printed by the letter press method for general distribution on a weekly basis. In 1972 a total of six issues of the index were distributed at a cost of approximately \$28,000. The typical schedule resulted in a 4-5 day delay in information, i.e., the index distributed on Monday contained bills introduced through the previous Wednesday.

With the inception of the computer this same information was "fed" into the machine from carbon copies of the cards used by the regular Indexer. As a result, there were 15 copies of a "printout" of the index supplied to various points in the Capitol for use by key personnel and members.

In view of the above facts, an index can and should be made available to each member of the Legislature on a more current basis (less time lag). Testimony indicated that by using the computer print-out of the index and reproducing it with an offset process, a savings on printing costs of approximately one-third could be affected and the time lag could be reduced from 4-5 days to 1 day or less, depending on the volume of legislation.

One prominent drawback to using the computer printout is the fact that, for this year at least, a copy will be capitalized which makes quick reference a little more difficult than the usual letter press method of bold print and upper and lower case letters. For 1973 it will be necessary to rely on indentations and possibly underlined headings to facilitate quick reference. In 1974, an offset printed index similar in appearance to the hot lead index may be possible.

The following procedures will accelerate index information to the general public and members of the General Assembly, eliminate a duplication of effort and probably save money:

a. Elimination of letter press printing of the cumulative index except for the Acts.

b. Coordination of activities of the Indexer and the computer personnel to ensure expediency in providing information.

c. Reduction of the printout of the computer in size, off-set printed on a limited basis (175 copies) primarily for the membership. The end-of-week edition to be printed for general distribution (1200 copies).

16. THE COMPUTER TECHNOLOGY SUBCOMMITTEE SHOULD BE CONTINUED FOR STUDY OF OTHER LONG-RANGE APPLICATIONS OF COMPUTER-SUPPORTED INFORMATION TECHNOLOGY.

Over the past year, the members of the computer technology subcommittee have developed an expertise in this area which, coupled with a legislative point of view, should be most useful in aiding the implementation of the preceding recommendations and in evaluating further applications of computer-supported information technology.

GLOSSARY OF TERMS USED IN THE PRECEDING REPORT

Batch—Work done at the computer site according to a previously defined schedule. Run during normal work flow.

Camera-ready copy—Printed material which can be given to a printer for use in photo-offset printing which requires no alteration by the printer.

Coding—Translating words, sentences, punctuation into the language (electric impulse) of the computer.

Computer-supported bill drafting system—Bill drafting systems add a statutory retrieval capability to a bill typing system. Thus the computer memory contains information not only on new bills, but on the entire code. A bill altering the statutes can be prepared simply by retrieving the pertinent section of the code and typing in the desired changes on a CRT input terminal.

Computer-supported bill typing system—Bill typing entails entering first drafts of bills into a computer's memory system. Then, when a change is made in the bill, the typist need only type the correction because the main body of the bill can be retrieved from the computer memory bank. Computer-supported bill typing is highly accurate and saves time in the typing, proofreading, amending and proofreading stages.

Debug—Correcting unanticipated problems in a new system.

Hardware—The actual machinery which is used in computer systems: the computer itself, the CRT terminals, high-speed printers, telephone lines, etc.

Justify—Making columns at the end of a line come out at exactly the same point. Typewriters generally produce copy which is justified only on the left margin. Most printed copy is justified (even) on the left and right margins for neat appearance and reading ease.

Modem—A telephone like device that changes electronic impulses into impulses that can be sent over voice grade telephone lines.

On-line—A terminal is connected directly to the computer. Work is done immediately upon request.

Photo-offset printing—A printing system which produces a printing plate by photographing and processing material depicted on paper. For instance, a specially processed photograph of this page could be used to produce a metal sheet for use in printing thousands of copies of exact replicas. Were the *Linotype* process to be used, the type would have to be set over again, proofread, and cast in metal plates.

Photocomposition printing—Printing done through the use of computer produced magnetic tape which contains the complete text to be printed

as well as characters which inform the typesetting machine when to capitalize, change the page, indent, i.e., Format the printed copy.

Printer—A high speed device linked to the CRT terminal capable of producing hard copy at varying rates of speeds. Once material is stored in the computer, the printer can be directed to produce hard copy of all entered material, to include the entire code or any section thereof, and any drafted bills.

Search—Finding and retrieving information from the computer.

Software—A computer program or series of programs.

Statutory retrieval system—A statutory retrieval system consists of computer stored legal text documents and the capability to retrieve these documents from storage in a very short time. Virginia has the entire code stored on computer tape. When a draftsman is preparing a bill he can order the computer to refer him to all sections relevant to that bill. This procedure is more accurate and less time consuming. To the member it means more precise bills with a much shorter delivery time.

Storage retrieval—In this instance refers to the ability of a terminal operator to retrieve from computer storage a bill or any section of a bill which will be displayed on a CRT screen, or printed at the option of the operator.

The system goes down—A hardware failure or a computer failure which will cause the machine to turn itself off.

Turnkey—An all inclusive system that requires no customer intervention until it is ready for use.

Work storage—Storage area set aside in the computer to hold bills presently being drafted.

PROCEDURES

17. PREFILING OF LEGISLATION FOR INTRODUCTION SHOULD BE ENCOURAGED, ESPECIALLY WITH REGARD TO BILLS RELATING TO LOCAL GOVERNMENT AND STATE AGENCIES.

The work load of the General Assembly is ever increasing as more and greater problems are submitted for resolution. The truth of this statement was recognized in the Constitution of 1971 when it was provided that the General Assembly would convene annually. But annual sessions alone are not the full solution for providing time in which legislative business may be conducted. If the legislative process is to function efficiently the best use must be made of the time available during sessions.

In 1969 § 30-19.3 of the Code of Virginia was enacted providing for the prefiling of bills and resolutions within a forty-day period before the commencement of sessions. It was felt that if legislation were prefiled, advance distribution of material could be made. Matters for consideration would be before the General Assembly immediately upon the arrival of its members. Thus, members would be able to make better use of the first few weeks of the session. Also, if a substantial portion of bills were drafted before the session, more care could be taken in the preparation of legislation introduced after the session begins.

Unfortunately, the response to prefiling has in general been disappointing. This method of facilitating the work of the General Assembly has been all but ignored by all but a few. Consequently, few of its antici-

pated benefits have been realized. Nevertheless, the potential for prefilng is still recognized. Prefiling will help to reduce the sudden load of all parties including draftsmen, clerks, printers, legislators, etc. Especially those bills of a non-controversial nature should be made subject to prefilng. Charter bills and bills affecting optional forms of county organization and government are generally non-controversial in nature. Furthermore, these bills are such that they can be prefled with a minimum of inconvenience to local government. We recommend that all local bills be required to be filed before or on the first day of any session. Notice should be made to local governments periodically to remind them of this procedure. There is ample time for the careful preparation of such local government bills over which there is rarely any contest as only regional interests are affected. Our recommendation is not limited to these local bills only. Many other classes of bills (agency bills, for instance) should be prefled, but local government bills represent an easily distinguishable group on which action can and should be taken at this time. Effort should be made by the Director of the Division of Statutory Research and Drafting to encourage prefilng by all parties.

In order to stimulate prefilng, we recommend that bill drafts when prepared by the Division of Statutory Research and Drafting be furnished to requestors of legislation complete with jackets to which members of the General Assembly may affix their signatures and thereafter return to the Clerks of the two Houses. Were these jackets furnished all patrons as a matter of course, the tendency for patrons to sign and return bill drafts for introduction should be greatly increased.

18. ANALYTICAL SUMMARIES OF ALL LEGISLATION INTRODUCED SHOULD BE PREPARED AND DISTRIBUTED TO MEMBERS OF THE GENERAL ASSEMBLY.

The volume of legislation introduced annually has increased in recent years. It has become more difficult for members of the General Assembly to read carefully and fully retain the contents of the thousands of bills now considered in a regular session. New members of the assembly being confronted with a variety of new situations, are especially at a loss to keep apprised of the contents of bills. Although the work of the standing committees is of enormous value, some further aid to the members is needed.

Many other states have adopted the practice of distributing analytical summaries of all bills. These summaries are brief outlines of the contents of bills without subjective analysis. They provide a ready reference to assist legislators seeking a quick summary of legislation. Communication with officials in other states has disclosed that such summaries have been used successfully elsewhere. We believe that the use of analytical summaries should be tried in Virginia.

Ideally, summaries should be prepared by the draftsman of legislation. He is most familiar with the contents of the bills on which he has worked. Also, if he has been able to prepare the legislation in an objective fashion, he should be able to bring the same objectivity to bear on summary notes; however, space and current staffing are not on the side of the ideal. The Division of Statutory Research and Drafting is not currently in a position to take on the added responsibility of preparing summaries.

In order that analytical summaries may be available for the 1973 session of the General Assembly, we recommend that preparation of summary notes be done by law students working under the supervision of the Division of Statutory Research and Drafting. Conscientious, hard-working

students should be able to perform this new function adequately. As a safeguard, direction will be given the students by the professional staff of the Division. The 1973 session experience in preparing summaries can be used as an experiment which can be evaluated with a view toward improving the process for future sessions.

19. THE COMPENSATION OF LEGISLATORS AND OTHER STATE OFFICIALS SHOULD BE REVIEWED.

The concept of the citizen-legislator is one of the continuing traditions of Virginia government. Thus, the General Assembly is composed of persons who set aside time from their personal affairs to serve the public. This historic phenomenon is responsible for the close liaison which has been maintained between legislators and their constituents. The roots of the legislature in the community are reflected in the laws of the State. It is the desire of the Commission to continue this situation.

The mounting complexity and multiplicity of matters considered by the General Assembly has, in recent years, placed ever increasing demands on the time and personal resources of the citizen legislator. More and more the conscientious member must turn his attention from personal affairs to those of the Assembly. Under these circumstances the personal affairs of many members of the General Assembly cannot help but suffer.

We are concerned that in the future it will become more difficult for persons of high caliber to be found who are willing to serve in the General Assembly. We recognize that if highly qualified people are to continue to serve, undue financial burden should be avoided. It is therefore our recommendation that a study be made of legislative compensation in order to determine how best to ensure qualified legislators for tomorrow.

Highly qualified people must also be kept in key administrative and judicial posts if Virginia is to continue to prosper. A study of the compensation afforded persons in such positions who are not part of the executive branch of government should be made contemporaneously with the study of legislative compensation.

To the end that such a comprehensive study be made, we feel that the Governor should be requested to appoint a panel of qualified persons who are not themselves involved in the matters to be considered. This panel should make its report with recommendations to the General Assembly.

20. MEETINGS OF STUDY COMMISSIONS AND THE VIRGINIA ADVISORY LEGISLATIVE COUNCIL AND ITS COMMITTEES SHOULD BE OPEN TO THE PUBLIC WITH THE SCHEDULING OF EXECUTIVE SESSIONS ONLY WHEN EXCEPTIONAL CIRCUMSTANCES WARRANT THEIR NEED.

In the past the custom has been for legislative study commissions and Virginia Advisory Legislative Council and its committees to hold many meetings in executive session. Legislative study groups have often worked behind a veil of secrecy making their conclusions alone known publicly, with the result that the research, discussion and study which led to the conclusions is often unavailable to the public and an important dimension of the legislative process is lost. Even when written reports include this kind of information, it is impossible for the public and press to absorb it as they might were they aware of the study group's work for a longer period of time.

While the study commission, Council and committee procedures have produced excellent results through the years, we challenge the efficacy of barring the public from regular meetings. Indeed, the standardization of secret meetings has often resulted in a misrepresentation to the public of the work of the study groups. Secret meetings often present a public image of legislative privateness and exclusiveness which is foreign to the concept of representative democracy.

We favor a policy which will allow for the free dissemination of information concerning study group activities. Exceptional circumstances, such as consideration of personalities, will warrant excluding all but members and staff from meetings, but exclusion should be the rare exception, not the rule. Study group activities should be open to public scrutiny whenever feasible.

21. FISCAL NOTES SHOULD BE APPENDED TO LEGISLATION REQUIRING THE EXPENDITURE OF PUBLIC MONEYS.

Much of proposed legislation calls directly or indirectly for the expenditure of public moneys. Whether a new scholarship program be proposed or a new agency created, the public through its taxes will bear the cost. In our expanding society new programs and agencies will doubtless have to be brought into being, but such should only be the case when a full awareness is had of the moneys which will be needed or saved. Fiscal implications may not be clear on the face of a bill so that supporting information from another source should be made available to the General Assembly to help in the decision making process.

The use of fiscal notes has been developed in other states and proved most effective. The notes show implications of proposals in dollar terms whether these be additional costs, savings or taxation. The use of fiscal notes in Virginia could prove most beneficial.

The rub is that there exists no agency at the call of the General Assembly now capable of supplying the information and preparing fiscal notes. We endorse the use of the fiscal note, but implementation of its use will have to be postponed until the time when a comprehensive fiscal agency is created to serve the General Assembly.

22. BILLS AND RESOLUTIONS SHOULD BE NUMBERED CONSECUTIVELY FROM ANY REGULAR SESSION OF THE GENERAL ASSEMBLY CONVENED IN AN EVEN-NUMBERED YEAR THROUGH THE NEXT REGULAR SESSION CONVENED IN AN ODD-NUMBERED YEAR.

During the interim between the 1972 and 1973 sessions of the General Assembly, proposed legislation has been carried over for the first time. This will allow for the consideration of certain bills during the second session. Although not a major consideration, nevertheless, it might prove confusing if bills introduced during the session convened in an odd-numbered year bore the same numerical designations as those kept alive during the interim.

In order that no confusion arise, we recommend that the numerical designations assigned to bills during sessions convened in odd-numbered years commence immediately after the last such number assigned during the immediately preceding session convened in even-numbered years. Thus, were the last bill of an even-numbered year session to be numbered 2000, the first bill introduced in the odd-numbered year session would be numbered 2001.

23. BROADER POWERS SHOULD BE GRANTED COMMITTEES OF THE GENERAL ASSEMBLY TO SUMMON THE ATTENDANCE OF WITNESSES AND PRODUCTION OF PAPERS.

Certainly, if the legislative process is to function efficiently, it is necessary that witnesses and information be available to the General Assembly and its committees. Unfortunately, the Code provision, § 30-10, dealing with this matter has placed restrictions on the inherent power of the General Assembly and its committees to subpoena persons and evidence. We feel that this should be corrected.

Having communicated with the Attorney General, we understand the law to require that committees must seek authorization from their Houses before exercising any subpoena power. During sessions of the General Assembly, this requirement may not place an undue restriction on committee investigations, but during the interim between sessions, in the absence of authorization, the committees are helpless.

The subpoena power is one which should be exercised with extreme caution and discretion. Hopefully its use in the future will be as infrequent as in the past; however, in order to achieve more efficient procedures to expedite the work of the Legislature this inherent power should be reinstated with minimal limitations.

24. LENGTHY CALENDARS OF THE TWO HOUSES SHOULD BE INDEXED.

The calendars of proceedings in the Senate and House of Delegates occasionally exceed ten pages in length. When this occurs the calendars become unwieldy to manage as it is necessary to scan many pages in order to locate particular items.

To alleviate this problem, we recommend that all calendars exceeding ten pages be indexed by bill number and page. This simple contrivance may prove a convenience to many legislators and the public.

25. BETTER NOTICE OF LEGISLATIVE COMMISSION AND COMMITTEE MEETINGS SHOULD BE CIRCULATED IN ORDER THAT THE MEMBERS OF THE GENERAL ASSEMBLY AND THE PUBLIC BE KEPT AWARE OF MATTERS WHICH ARE OF INTEREST TO THEM.

The volume of legislative activity between sessions of the General Assembly has in recent years increased. Not only are there more study commission and committee meetings, but also the standing committees of the two Houses periodically come together on official business.

We are concerned that sufficient notice of scheduled events be given to parties interested in legislative affairs, including the legislators themselves. To this end we recommend that one of the agencies serving the General Assembly be delegated by the Speaker of the House and President pro tempore of the Senate the responsibility of compiling and distributing a weekly docket of legislative committee and commission meetings. The members of the General Assembly and all public libraries would all receive this docket as a matter of course, while members of the public would be afforded the opportunity of subscribing for a nominal fee to the service.

26. NEW PROCEDURES AS PROPOSED BY THE CLERKS FOR EN-
GROSSING AND COMMUNICATING LEGISLATION SHOULD
BE IMPLEMENTED.

The rules of the House of Delegates and the Senate specify that bills shall be engrossed; however, no form for engrossment is set out. The practice for many years has been to cut and paste a copy of each bill as printed on over-sized construction paper which has in some instances generated needless work by clerks.

The Clerks of the two Houses have devised new procedures for the engrossment of bills which we heartily recommend be implemented for the 1973 session. Briefly stated the new procedures would not require cutting and pasting of unamended bills. Also, specially designed envelopes have been prepared in which engrossed bills will be stored and on which pertinent information can be recorded. When it does become necessary to cut and paste bills because of an amendment the pages will be numbered consecutively as is the practice with printed bills.

In conjunction with these improved engrossing techniques, uniform procedures for communicating pieces of legislation from one House to the other seems essential. In some instances the practice has been to reproduce only the pages of engrossed bills on which amendments have been recorded, while in others the entire engrossed bill has been reproduced for insertion in the members' bill books. We endorse this latter practice as that which should be at all times followed. Copying in full of engrossed bills with amendments thereon will be of great assistance to the legislators in locating and analyzing material before them and casting their votes.

MISCELLANEOUS

27. A REDESIGNED GUIDEBOOK FOR NEW LEGISLATORS
SHOULD BE PREPARED.

Many states now publish comprehensive guidebooks explaining the procedures, history and activities of their legislative bodies. Having reviewed many of these, it is our feeling that a redesigned guidebook would be worthwhile in Virginia.

The principal use of such a guidebook would be by newly elected members of the General Assembly. Another use would be for new staff members who lack familiarity with the legislative process. In addition, this guidebook may be distributed to Virginia schools and available to students. This publication should be a working guidebook, illustrating methods of bill preparation, amendment, and processing in general. The booklet should orient new members to such procedures as how to present their bills before a committee and how to reach the correct agency for needed service or information.

Much useful information is now available in the publications *Manual of the Senate and House of Delegates* and *Notes on Legislative Procedure*. The material contained in the proposed guidebook would supplement these references with more specific, topical information.

28. THE ORIENTATION PROGRAM FOR NEW MEMBERS OF THE
GENERAL ASSEMBLY SHOULD BE EXPANDED.

In 1971 an attempt was made for the first time to provide new members of the House of Delegates with an orientation program. The reaction

by these new members to the program was uniformly enthusiastic, and it is our recommendation that the orientation program be continued and expanded to provide a more comprehensive instructional program on the legislative process.

For some years, a bus tour of State institutions has been conducted for the benefit of new and old members of the General Assembly. If a comprehensive orientation program could be incorporated in planning the tour, we feel that a great service could be rendered our new members who would come to their posts in the General Assembly better able to serve the Commonwealth.

29. MEMBERS OF THE GENERAL ASSEMBLY SHOULD BE GIVEN TELEPHONE CREDIT CARDS TO BE USED ON OFFICIAL BUSINESS. THE CLERKS OF THE TWO HOUSES SHOULD MONITOR THE USE OF THIS PRIVILEGE. THE OFFICE OF THE SPEAKER OF THE HOUSE SHOULD BE TIED INTO THE SCATS SYSTEM IN 1973.

The duties and responsibilities of members of the General Assembly are year round. There is constant need for the members to communicate with their constituents, fellow members, and State agencies in their efforts to discharge the work which they have accepted in the interests of the Commonwealth. Under the current procedures, many members personally bear the costs of long-distance calls made for official State business. There are procedures available for reimbursement, but these are inconvenient and infrequently used.

Several methods have been considered for providing individual members with telephone service to be used for State business. Among these the recommendation has been considered of installing SCATS line telephones in the district offices of members. Unfortunately, the information which we have reviewed relative to this alternative has demonstrated that the cost of such installation would be prohibitive. Estimates for SCATS service are as follows :

- (a) \$73 per month per member (except those located in Richmond), for a recurring total monthly charge of \$9,452, and an estimated total annual cost of \$113,425.
- (b) An initial installation charge of \$4,230.
- (c) With no changes to the system during a biennium, the total cost for a biennium would amount to \$231,080.

The best alternative solution for providing better long-distance telephone communications is to provide members with telephone credit card numbers which they may recite to the operators when making long-distance calls on State business. Members would periodically receive statements from the telephone company which they would endorse and submit to the Clerk of the appropriate House for payment to the telephone company. We feel that this arrangement would provide the most satisfactory service for the least cost and should be implemented by administrative action as soon as possible.

30. ACTION TAKEN ON RESOLUTIONS DURING SESSIONS OF THE GENERAL ASSEMBLY SHOULD BE RECORDED IN THE FINAL CUMULATIVE INDEX OF BILLS, RESOLUTIONS, AND JOINT RESOLUTIONS.

The Final Cumulative Index of Bills, Resolutions, and Joint Resolutions not only furnishes a reference to all materials introduced during a

legislative session, but also contains a catalog of the action taken with respect to each bill. Not presently included in the Index is a list of resolutions and joint resolutions indicating the action taken on these.

The inclusion of such a list can be accomplished at a low cost and with little effort. It would provide readily accessible information for the members of the General Assembly and the public. This matter should be resolved by administrative action for the next *Final Cumulative Index*.

31. THE COMPUTER REFERENCE NUMBER USED IN THE DIVISION OF STATUTORY RESEARCH AND DRAFTING SHOULD BE PRINTED ON BILLS IN ORDER THAT DRAFTED MATERIAL MAY BE MORE READILY LOCATED.

Separate from the bill status system which provides information concerning items introduced during sessions of the General Assembly is a computer reference system internally employed by the Division of Statutory Research and Drafting. It is not possible for these two computer systems to be consolidated as the order in which drafted material will be introduced or if it will be introduced at all is unknown at the drafting stage.

In order that the work of the drafting agency may be expedited, it is recommended that the "Statutory Research Number" be included on the printed bill. This simple, costless procedure will save much time in locating original copies of material in Statutory Research for patrons and the legislative committees.

32. A COMPREHENSIVE STUDY AND EVALUATION OF THE NUMEROUS ASSOCIATIONS OF WHICH THE COMMONWEALTH AND HER AGENCIES ARE MEMBERS SHOULD BE MADE.

Part of the charge delegated to this Subcommittee was to examine and evaluate the governmental organizations in which Virginia and her agencies hold membership. While it had been contemplated that memberships are extensive, our investigation produced results beyond our expectations.

It appears that almost every agency of the State is eligible to join some variety of association and does so. The total of membership dues alone during the fiscal year 1972 was in excess of \$700,000 which represents the membership of 156 agencies. It was impossible, with limited staffing, to review the actual cost of participation in these organizations (travel, correspondence, etc.), but it unquestionably runs into millions of dollars. We do not question possible benefits which can result from membership in associations. At this time, however, we are unable to evaluate the return to the Commonwealth from this considerable monetary investment. A priority item for any fiscal agency which serves the needs of the General Assembly should be the examination and evaluation of organizational memberships. Possibly the newly created General Accounting Office, if implemented, should undertake such a study upon coming into existence. Consideration might also be given to requiring more explicit budgetary request justification of organizational memberships.

33. PROVISIONS SHOULD BE MADE FOR THE AVAILABILITY OF LEGISLATIVE LIBRARY FACILITIES.

Determining policy and formulating programs for its implementation is the leading function of a legislative body. This responsibility is difficult

to fulfill without information on which to base decisions. With this in mind, we have considered establishing a legislative library or reading room for members of the General Assembly. We feel that this would duplicate resources which should be available in the nearby State Library.

At a time in the future when facilities at the State Library are expanded, it may be possible to establish a reading room for the General Assembly and its staff. In the meantime, members of the General Assembly should automatically be provided with library cards for use throughout the year.

At the present time, we encourage the members and staff of the General Assembly to advise the State Library of reference materials which will be of benefit to the General Assembly. We also encourage State agencies to transfer works to the State Library when their use of these materials is complete. We hope then that the reference base of works important to the General Assembly be expanded. By building the basic store of references and cataloging them in a manner making them more accessible to the members, we hope to build up sufficient resources for policy-related research.

FACILITIES

The members of the facilities subcommittee worked closely with the consultants in the preparation of the report "Facilities for the General Assembly of Virginia." The varied and sometimes opposing points of view discussed by the Commission are all represented in this document. For these reasons the commission feels that the most balanced representation of its deliberations is included in the appended report. The following recommendations indicate the endorsement of the Commission of the concept presented in the consultant's report.

34. THE GENERAL ASSEMBLY SHOULD ENDORSE, AS DOES THIS COMMISSION, THE CONCEPT OF THE RENOVATION OF THE CAPITOL BUILDING AS OUTLINED IN THE APPENDED CONSULTANT'S REPORT.

We emphasize our support for the *concept* of the proposed renovation. The consultants were directed to make a study of the space needs of the General Assembly and suggest alternatives for meeting its requirements. This recommendation would not tie the legislature to any of the exact graphic representations which have been suggested.

35. NEW HOUSE AND SENATE LEGISLATURE CHAMBERS SHOULD BE INCLUDED IN THE NEW BUILDING.

See appendix for discussion.

36. THE RETIREMENT ACT SHOULD BE AMENDED TO PROVIDE FOR A METHOD OF FINANCING THE PLANNING AND CONSTRUCTION OF THE PROPOSED BUILDING.

37. THE GENERAL ASSEMBLY SHOULD DESIGNATE THE JOINT RULES COMMITTEES TO BE RESPONSIBLE FOR THE PLANNING ARCHITECTURAL WORK, ACTUAL CONSTRUCTION, AND OTHER RELATED MATTERS IN PROVIDING ADDITIONAL FACILITIES FOR THE GENERAL ASSEMBLY.

38. THE APPROPRIATION OF A SUM NOT TO EXCEED THREE MILLION DOLLARS FROM THE GENERAL FUND OF THE STATE TREASURY TO FINANCE THE PLANNING STAGES FOR NEW FACILITIES SHOULD BE MADE.

CONCLUSION *

We feel that the Commission's study of this past year has been the most thorough and far-reaching examination of the legislative process to date. The implementation of these recommendations should greatly facilitate the successful operation of our legislative machinery. We are nevertheless convinced that the need for additional study remains, especially in the area of legislative oversight of program performance.

We, therefore, recommend that this Commission on the Legislative Process be continued in existence for another year in order to make additional proposals for further implementation and to assist in the implementation of what we have here advocated.

Respectfully submitted,
JOHN WARREN COOKE, *Chairman*
EDWARD E. WILLEY
HUNTER B. ANDREWS
DON E. EARMAN
JOSEPH V. GARTLAN, JR.
ROBERT R. GWATHMEY, III
LEWIS A. McMURRAN, JR.
FORD C. QUILLEN
J. LEWIS RAWLS, JR.
JAMES M. THOMSON

* Lieutenant Governor Howell expresses reservations to this report which appear in the following dissent.

APPENDIX A

DISSENT

To the Honorable Chairman and Members
of

The Commission On The Legislative Process

I regret having to file a dissenting viewpoint.

I compliment the members of the Commission for their diligence and hard work within the framework and circumstances that surrounded this year's work.

A number of points raised in this dissent could have probably been accommodated to if we had been permitted further meetings following the submission of the Report.

I have had the formal report for approximately four days, including a week-end, although portions of it were made available over a period of thirty days prior to our final meeting.

Needless to say, I wholeheartedly support the concept for a new building that would adequately provide modern accommodations for offices and legislative halls for the House of Delegates and the Senate and supporting officials, including additional staff for the legislature.

When I first arrived as a member of the House of Delegates of the Virginia General Assembly of 1960, I soon realized that there was a need for adequate legislative facilities, including assembly halls, public meeting rooms, offices, together with supporting staff, for the 100 members of the House of Delegates and the 40 members of the Senate.

It was clear to me that state's rights and responsibilities were rapidly eroding, primarily because of the state legislator's inability to discharge his responsibilities.

I introduced legislation in 1964 in the House and in 1966 in the Senate designed to bring about the necessary changes to the state government to make it efficient and economical.

I have only served in the Executive Branch of the Government since 1971, but as soon as I arrived in this branch of government, I saw that the housing and equipment available for the hard working Governor, who now has six Secretaries or Cabinet Members, with supporting staff, was totally inadequate.

Therefore, I requested, as a member of this Commission, that the triumvirate of architects who were commissioned to make a preliminary space study and offer recommendations to this Commission should be commissioned to consider the needs of the Executive simultaneous with the needs of the Legislative Branch of government.

Today, this is called comprehensive planning. Comprehensive planning saves money and produces more efficient structures and activities and operations within such structures.

The Sub-committee on Facilities saw fit to limit the architects to solely considering the needs of the Legislative Branch.

The proposal of the architects was presented to the Commission on the same day it was called upon to act.

The initial impression of the renderings was stimulating, but there was a need for more mature consideration and contemplation of the plans themselves and under no circumstances would I want to vote on commencing a building without having the benefit of over-all considerations and recommendations as to the need of the Executive as well as the Legislative branch of the government. Although I have had no experience in the Judicial Branch of Virginia's State government, undoubtedly the comprehensive study should include this branch also.

I believe that the very architects who have been considering the needs of the Legislative Branch could undertake the comprehensive study to which I have referred.

I do not feel that the method by which any new facilities are financed should be limited to the Virginia Supplemental Retirement System, for it is incumbent upon us to obtain the funds at the most reasonable charge possible. It could be that State Bonds, approved by the people, would save millions of dollars, for in borrowing from the Virginia Supplemental Retirement System we must pay the highest interest consistent with prudent investment policies.

I differ with a portion of Recommendation 6, commencing on page 16 of the Majority Report, for I believe that the system of the members of the House and Senate voting for the Director of the Division of Statutory Research and Drafting should be continued.

Although I entered the General Assembly with political persuasions in representing the constituency that did not accommodate to the majority, I found complete fairness and excellent services rendered by the Division of Statutory Research and Drafting and its Director.

In the event there should be a Speaker of the House and a President Pro Tem of the Senate who desired to use their substantial influence to either directly or indirectly condition the political attitudes and votes of members of the General Assembly, a situation that has existed from time to time in the past history of Virginia's political system, we might find a Director who was more responsive to the desires of the Speaker and the President Pro Tem than to the new Delegate from the Twenty-Sixth District.

When the Director of the Division that will draft the bills for the 100 members of the House and the 40 members of the Senate is elected by each of those members, he is, by the nature of the election process, more responsive to the individual legislator.

I differ with a portion of Recommendation 4, commencing on page 14 of the Majority Report, that the Capitol Police be placed under the jurisdiction of the Speaker of the House and the President pro tem of the Senate.

The Capitol Police have traditionally afforded security and services to the Governor and the Governor's family. This close relationship should be sufficient to justify the continuation of the employment of Capitol Police within the office of the Governor.

A Capitol Policeman who suited the Legislature, might not be equal to the peculiarities and eccentricities of a Governor or a child of a Governor.

Item 29 on page 25 of the Majority Report provides for the office of the Speaker of the House to be tied into the SCATS system in 1973. We concur in this recommendation, but it should also be recommended that the

Lieutenant Governor, who serves as President of the Senate, as well as the President pro tem should be tied into the system.

It should be made clear that the President of the Senate—the Lieutenant Governor—is entitled to the services of the Division of Statutory Research and Drafting and the Division of Legislative Research, the creation of which is recommended by this Report.

The recommendation is that the President of the Senate be removed from any meaningful participation in the revitalized legislative process. Before statutes are passed effecting this disengagement, I recommend that a study of the purpose and role of the Lieutenant Governor be undertaken.

In conclusion, I have no desire to unnecessarily delay the undertaking of a task that is long past due—the revitalization of the legislative process of the Commonwealth of Virginia, but haste makes waste and for these reasons I cannot concur in the over-all recommendations of this distinguished Commission.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "H. E. Howell, Jr.", written in a cursive style.

HENRY E. HOWELL, JR.,
Lieutenant Governor,
Commonwealth of Virginia.

APPENDICES

APPENDIX A

**SAUNDERS, PEARSON, APPLETON & PARTNERS • ALEXANDRIA
OLIVER, SMITH, COOKE & LINDNER • RICHMOND • NORFOLK**

JOINT VENTURE ARCHITECTS / ENGINEERS FOR STATE LEGISLATIVE FACILITIES, RICHMOND

November 1, 1972

Honorable John Warren Cooke, Chairman
Commission on the Legislative Process
State Capitol Building
Richmond, Virginia

Dear Mr. Cooke:

The architectural-engineering firms of Saunders, Pearson, Appleton & Partners, with main offices in Alexandria, and Oliver, Smith, Cooke & Lindner, with offices in Norfolk and Richmond, have formed a Joint Venture to offer and perform architectural, engineering and related services in connection with proposed facilities for the Virginia State Legislature in Richmond.

The Commission on the Legislative Process has engaged the two firms to prepare a Feasibility Study for Legislative Facilities, at a fixed fee of Thirty-two Thousand Dollars (\$32,000.00), and the work on this study is now in process. After satisfactory completion of the study, and payment of the fee, there is at present no further obligation on either party.

It is the purpose of this Proposal to offer complete professional services by the Joint Venture Architects/Engineers in connection with the detailed Programming, Design, Engineering and Administration of Construction for the proposed facilities. These services would be provided in phases, as follows:

- PHASE - FEASIBILITY STUDY
- PHASE II - DETAILED PROGRAMMING
- PHASE III - SCHEMATIC DESIGN
- PHASE IV - DESIGN DEVELOPMENT
- PHASE V - CONTRACT DOCUMENTS
- PHASE VI - CONSTRUCTION ADMINISTRATION

REPLY TO: SEMINARY PLAZA BUILDING, ALEXANDRIA, VIRGINIA 22304 (703) 370-4400
 5310 MARKEL ROAD - SUITE 106-A, RICHMOND, VIRGINIA 23230 (703) 285-2456
 333 WEST FREEMASON STREET, NORFOLK, VIRGINIA 23510 (703) 627-8341

Honorable John Warren Cooke, Chairman
November 1, 1972
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PHASE I - FEASIBILITY STUDY

The purpose of the Feasibility Study will be to provide the Facilities Sub-Committee and the Commission on the Legislative Process with sufficient information to facilitate decisions as to the proposed new Legislative Facilities.

The following is an outline of tasks to be performed:

- PROGRAM
 - Determination of Commission's Objectives and Goals.
 - Determination of existing and future operational procedures, activities and inter-relationships in terms of people, functions and space.
 - Determination of those functions to be included.
 - Outline space requirements.
- SITE ANALYSIS
 - Determine the various possible sites and/or use of existing buildings in the immediate Capitol Square vicinity to be considered.
 - Analyze the pros and cons of each site and/or existing building based on the program of requirements.
- PROJECT COST
 - The Program and Site Analysis will be general in nature, however, it will be in sufficient detail so that an order-of-magnitude project budget can be established.
 - Budget would include all costs related to the improvement of each site/location relative to projected requirements.

The data, analysis and conclusions reached will be presented, in draft form, to the Sub-Committee and/or Commission for review. The final Feasibility Study Report will then be prepared incorporating additional data, revisions, etc. as required to assist the Commission in forming the project description for submission to the General Assembly for approval.

PHASE II - DETAILED PROGRAMMING

The information generated and conclusions reached in the Feasibility Study (PHASE I) will be general in nature. Its purpose is to provide the Commission with recommendations for general requirements and scope of the proposed project and to establish project direction.

Therefore, the purpose of this phase is to prepare a Detailed Program of Requirements.

This Program would expand the data developed in PHASE I to clarify functions, spaces and characteristics, establishing an environmental program upon which the optimum design solutions can be formulated. Thus, we eliminate the possibility that a design, begun before the definition is complete, begins to influence program elements even to the extent of forcing the elimination or distortion of some of them. The detailed programming would be performed in collaboration with the Owner and would establish the exact facilities to be constructed.

PHASE III - SCHEMATIC DESIGN

Using the Program as the base of reference, we would then prepare as many schematic solutions as appear practical. Accompanying each scheme will be an approximate budget in order to complete the comparison process. By a process of elimination (through suggestions and criticisms from the Sub-Committee and/or Commission) one scheme will develop that would be acceptable to those involved.

PHASE IV - DESIGN DEVELOPMENT

Because PHASE III is schematic in form, it follows that the finalized design agreed to in PHASE III must be refined and improved by additional study and analysis. PHASE III is the period of design services which permits the greatest flexibility; i.e., this is the time when we will explore and investigate until you are satisfied.

After the completion and acceptance of PHASE III, freedom to consider program and design changes should be restricted. Therefore, the purpose of PHASE IV is to further develop the conclusions reached in PHASE III so that the Sub-Committee and/or Commission will have an opportunity to make minor modifications prior to the preparation of Contract Documents.

We would prepare detailed preliminary drawings and specifications together with cost estimates, models, renderings, etc., which will quite accurately describe all elements of the project, including architectural, structural, mechanical, electrical, site work, etc.

PHASE V - CONTRACT DOCUMENTS

The purpose of this phase is to finalize the foregoing Design Development work into Contract Documents for competitive bidding and construction. We would prepare Contract Drawings and Specifications for:

Architectural
Structural

Plumbing and Drainage
Heating, Ventilating and Air Conditioning
Fire Protection
Electric Lighting, Power and Communications
Data Processing
Food Facilities
Sound Reduction and Sound Transmission
Vertical Transportation
Vertical and Horizontal Conveying Systems
Site Utilities
Site Work; i.e., drives, parking, curbing,
walks, plantings, etc.

PHASE VI - CONSTRUCTION ADMINISTRATION

The purpose of this phase is to take competitive bids, award construction contract(s) and administer construction.

There are several methods by which the administration of construction could be accomplished; namely, periodic inspection, continuous inspection or construction management services. It is most important that this be resolved before design work is started since each method would have a direct effect on the design processes.

FEES AND PAYMENTS

The fee for PHASE I has been established at Thirty-two Thousand Dollars (\$32,000.00) and is payable upon completion of PHASE I. As hereinbefore stated, there is no further obligation, but if the Commission engages the Joint Venture Architects for services PHASE II through PHASE VI we propose to furnish those services for fees as described below, less a credit of the full fee of \$32,000.00 which will have been paid for PHASE I. We make this offer because we believe the work we will have done on PHASE I will provide us with a knowledge of the problems and potential solutions such that we will be in a position to perform the subsequent services in a much more efficient and expeditious manner.

We propose to furnish PHASE II through VI for an AGREED UPON FEE, which may be based upon one of the three alternative methods as follows:

A fee based on a percentage of the actual construction cost of the work with other allowances in accordance with the Virginia Manual for the Planning and Execution of Capitol Outlays.

A fixed fee based on a percentage of the estimated construction costs at the completion of PHASE IV using the fee schedule of the Virginia Manual.

Honorable John Warren Cooke, Chairman
November 1, 1972
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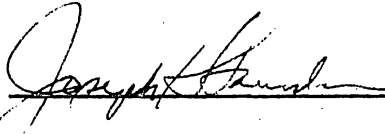
A lump sum fee to be negotiated.

The fee agreed upon, based on the above, will then be reduced by \$32,000.00, so that the total fee for the services, including the Feasibility Study, if performed by our firms, will be the same total as for normal architectural and engineering fees.

We deeply appreciate the assignment to perform the Feasibility Study, and hope that the Commission will give favorable consideration to this Proposal to continue on the project.

Very truly yours,

SAUNDERS, PEARSON, APPLETON & PARTNERS

By:  _____

OLIVER, SMITH, COOKE & LINDNER

By:  _____

APPENDIX B

Toward the year 2000 - and beyond

FACILITIES FOR THE GENERAL ASSEMBLY
OF VIRGINIA

A report to the Commission on the
Legislative Process

By

Saunders, Pearson, Appleton, Partners
Oliver, Smith, Cooke & Lindner, Architects & Planners
Tecton Incorporated, Consultants

Revised - December, 1972

"We shape our buildings and they shape us"

Winston Churchill - a
statement made during the
debate on restoring the
House of Commons in 1946

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Preliminary Evaluation of Environmental Impact

SUMMARY

This report examines the need for facilities of the Virginia General Assembly projected to the year 2020 or slightly less than 50 years from the date of this PRELIMINARY study. The chief conclusion is that a building of about 420,000 gross sq.ft. will be needed of which about 110,000 gross sq.ft. will provide underground parking for 315 cars. This new building for the Legislature should include new Chambers for both houses as well as office suites for all members and offices for all legislative support services thereby consolidating in one building for the first time in recent memory what is operationally one functional entity.

The report presents the pros and cons of several site alternatives. It recommends that careful consideration be given by the members to the implications of constructing another Capitol as opposed to a foresighted expansion of the present Capitol. The study explores in some detail the potential of constructing facilities for the Legislature as a series of landscaped terraces on the hillside between the Capitol and Bank Street. These terraces would not interrupt the view of the Capitol and would contain all the

necessary facilities for the Legislature. We believe that this recommended alternative, which would in effect expand the Capitol by combining old and new construction, would sustain and extend both the potential of and the traditions of government in Virginia.

INTRODUCTION

Background & Purpose of Study

On September 29, 1972, the Commission on the Legislative Process retained the services of the architectural and planning firms of Saunders, Pearson, Appleton & Partners and Oliver, Smith, Cooke & Lindner for the purpose of determining the need for facilities for the Legislature and evaluating possible locations for the construction of such facilities. As authorized by Joint House Resolution #90, the Commission is to report its findings and recommendations to the members of the General Assembly prior to the 1973 legislative session.. Thus this study - of necessity completed within six weeks, represents a PRELIMINARY and broad analysis of the requirements for facilities for the Legislature. Where detailed information has been included, it reflects the fact that in some instances, such data was immediately available.

Several factors constitute root causes for this study. The acceleration in population growth in the Commonwealth from about 3,954,000 in 1960 to about 4,764,000 at present has required an increase in the volume and scope of legislative services.

By the year 2000, it is estimated that the Legislature will be serving a population in the Commonwealth of about 7,220,000. This represents an increase of 35% over current population, and, in part, reflects Virginia's location at the southern edge of the Boston to Washington metropolitan corridor. Indeed, some demographers would define this urbanized corridor as extending south from Washington to Richmond to Norfolk.*

However, in addition to population growth the members of the General Assembly are aware of the mounting need to develop adequate support services to make the preparation and processing of bills more effective. To accomplish this, the General Assembly will require increased staff which will enable the Legislature to more adequately:

1. Research, prepare and evaluate legislation.
2. Analyze and weigh the proposals of the Chief Executive.
3. Offer alternatives to proposals.

It is for these reasons that this study of the need for facilities has been undertaken.

*Source: Division of State Planning & Community Affairs

Goals

One of the purposes of this study has been described as determining whether or not to retain the existing Senate and House Chambers in the Capitol (merely providing additional support facilities) or to replace the Capitol with another Capitol in some other location. We believe that this is an incomplete statement of the issue. The question before the Legislature consists of 2 parts:

First, the determination of what is needed. We believe that the answer to this question should be a definition of the most operationally effective facilities possible.

Second, how can such facilities be achieved within the several alternatives available.

Those alternatives range from another Capitol building, to the judicious expansion of the Capitol, to the remodeling of several existing buildings adjoining Capitol Square. We emphasize that the evaluation of each of these alternatives should be made using as comprehensive a set of criteria as possible. These criteria should include:

1. Complete operational adequacy for present and foreseeable needs.

2. Capability for modification in response to currently unpredictable short term developments as well as long-range needs.
3. Potential symbolic significance as the seat of government of the Commonwealth.
4. A positive contribution to the Richmond metropolitan area in its role as the post-Colonial capital of Virginia.

Scope of Study & Method

While the original and major intent of this study has been the determination of facilities for the General Assembly, it soon became clear that no determination of the adequacy of facilities in a Capitol, either that of Mr. Jefferson or another Capitol, could be reasonably complete without some reference to a reception room for the Governor. Accordingly, such a facility has been included convenient to the proposed Chamber floors.

The rapid assembling and analysis of data, photographic documentation and preparation of schematic plans of alternatives would not have been possible without the generous cooperation of all the members of the Commission's Subcommittee on Facilities, several members of the Commission, the Clerk's Offices and the Office of the Governor. Time alone prevented wider interview. The following persons have shared their experience and observations:

Senator Hunter B. Andrews
Director of Division of Statutory Research & Drafting,
John B. Boatwright, Jr.
Commissioner of Buildings, City of Richmond, L.J. Cantor
Radio, T.V. & Press, Anne Compton
Speaker of the House, John Warren Cooke
Facilities Manager, Division of Engineering & Buildings,
John R. Dillehay
Radio, T.V. & Press, Wayne Ferrar
Director, Division of Personnel, John W. Garber
Senator Joseph V. Gartlan, Jr.
Director, Division of Engineering & Buildings,
H. Douglas Hamner, Jr.
Lieutenant Governor Henry E. Howell, Jr.
Assistant to the ~~Speaker of the House~~, Kirk Jonas
Director, Division of State Planning & Community Affairs,
Robert H. Kirby
Clerk of the Senate, Louise O'C. Lucas
Director of Division of Budget, John R. McCutcheon
Delegate Lewis A. McMurrin
Radio, T.V. & Press, Harvey Power
Former Delegate J. Lewis Rawls, Jr.
Clerk of the House, George R. Rich
Staff Attorney of the Division of Statutory Research
and Drafting, Laurens Sartoris
Radio, T.V. & Press, Jay Sears
Assistant to the Clerk of the Senate, Jay Shropshire
Capitol Hostess, R.J. Snowden
Secretary of Administration, T. Edward Temple
Delegate James M. Thomson
Judge James C. Turk (former Senator)
Senator Edward E. Willey

The preliminary assessment of environmental impact has been prepared by Drs. R.J. Schoenberger and A. Fungaroli of Drexel University, Philadelphia.

EXISTING

THE CAPITOL AND CAPITOL SQUARE

The Site

When the General Assembly decided to relocate the Capitol from its Colonial site at Williamsburg to Richmond in 1784, a remarkable location was chosen. The site selected for the the Capitol which was to be designed by Jefferson and Clerrisseau, was the crest of Schockoe Hill overlooking the confluence of Schockoe Valley and the Valley of the James. It was a location which made the then new Capitol building prominent for miles around as is confirmed by prints and photographs of the following 125 years. They show the Capitol in a Parthenon Temple-like relationship to the town and to the surrounding Virginia countryside - an embodiment of the ideals of the new Commonwealth and young Republic as well. It was not until about 1905 that the first of the high rise bank buildings at Main & Ninth began to cut off the view of the Capitol. However, despite the fact that only a narrow corridor remains of this view from the Capitol, the care with which the site was chosen and the land purchased has enabled most of the State's office buildings which have developed around the Square to participate in the panoramic view of southeastern Virginia shown in the accompanying photograph.* It is a site which forcefully communicates the significant relationship of a seat of government to the surrounding landscape.

* The Capitol at Richmond, E. Griffith Dodson.

Capitol Square today consists of about 17.5 acres bounded by Bank and Capitol Streets and Ninth and Governor Streets. The accompanying aerial photographs and Plan of Capitol Square show how the vicinity of the Square continues to be a primary location of most of the major buildings of both the State and most of the City. It is clear that, unlike other cities in which there have been major axial shifts in the centers of governmental and commercial activity, Capitol Square in Richmond appears to have contributed to stabilizing the center of governmental and commercial activity, holding such activity to its vicinity. It is a remarkable example of the effectiveness of major State, City and Federal buildings acting to sustain a center in which government and commerce adjoin each other.

The Capitol & its Modifications

The Jeffersonian Capitol endured without significant modification until 1904-05 when the wings housing the Senate and the House of Delegates were constructed. It was at this time that the steps from the south portico were added and the corridor from the portico to the rotunda was created by cutting off a portion of the Old Senate Chamber.

Nearly half a century later, the Gray Commission, in recognition of the need for additional support facilities for the Legislature, recommended the extension of the Senate and House wings toward Capitol Street. The report of the Commission, furthermore, commented that . . . "the members of the Commission are unanimously of the opinion that space provided for them and the other members of the General Assembly which is remote from the Capitol will not be used and will be a waste of money. Accordingly, space must be provided near the Capitol." Had these recommendations been implemented, an additional 22,000 sq. ft. of space would have been provided. It was to have consisted of hearing rooms, assembly rooms, committee rooms and stenographic offices.

Instead, in 1962-63 a limited enlargement of the links connecting the Senate and House wings with the original Capitol was undertaken. This remodeling provided a small amount of office space and two sets of relatively elaborate formal stairs between the first and second floors at the connecting links. Additional office and committee room space was provided on the first and fourth floors. The accompanying plans show the Capitol as it is today. It is far less than the Gray Commission had recommended twenty years ago.

While the remodeling of 1962-63 did not meet the operational needs of the Senate and the House, it did accomplish many physical improvements to the building. The Capitol has been described by some as "a fine old chair that you can't sit on." If so, its present day steel frame trusses with concrete panel infill on masonry bearing walls are mightily deceptive. An examination of the exposed structure in the attic appears to indicate that, somewhat like the White House after the rebuilding during the Truman Administration, it is a considerably reinforced structure in antique dress.

Operational Problems

It is now almost a quarter of a century since the work of the Gray Commission. The facilities which it sought to provide remain unfulfilled. Among the major operational problems created by the present physical constraints of the Capitol are the following:

1. House & Senate Chambers: Lack of adequate communications systems, insufficient storage at members' desks, inappropriate location of the press on the floor directly between the members and the Presiding Officers, some members report difficulty in hearing and seeing activities on the floor, disturbance from noise in the galleries, insufficient seating in the galleries, insufficient exits from the galleries.

2. Office space for members and staffs. Most of the office space now made available is in the former Murphy Hotel at 8th & Broad. As predicted in the Gray Commission's 1951 report, some members have never used these offices because of their remoteness from the Capitol. Office space is needed in a convenient relationship to Chambers without requiring a trip across Capitol Square in January or February weather.

3. Committee rooms and support facilities. With one exception, none of the committee rooms have adjoining offices for Committee chairmen and staff. In addition, the committee rooms are insufficient in size, number and capability for media coverage.

4. Public hearing rooms. There is none adequate in size and access for issues of major public interest..

5. Engrossing, Enrolling and Filing Facilities: These are inadequate placing considerable operational impediments to the work of the staff at a time when in the first weeks of session, speed may be of considerable importance.

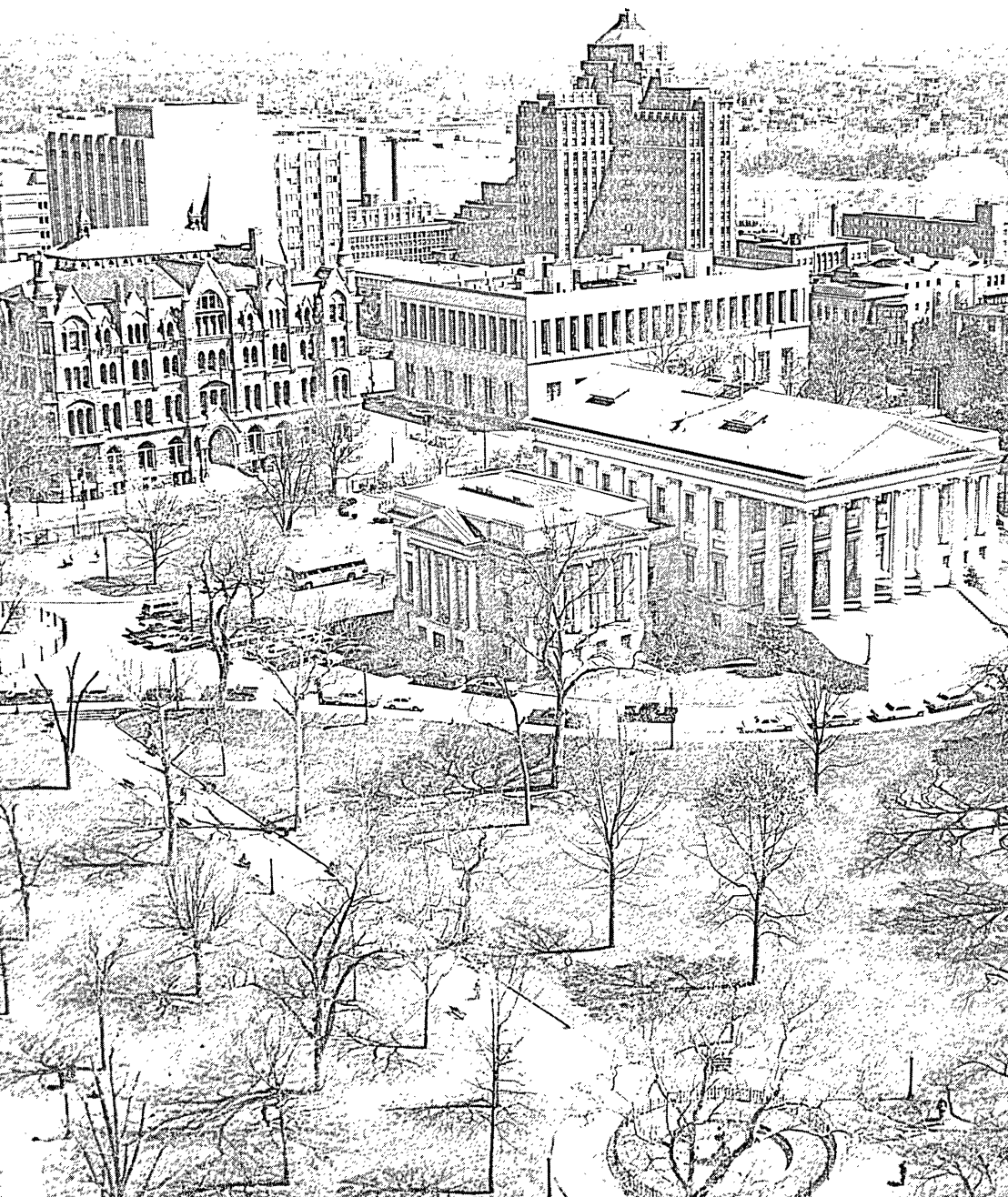
6. Facilities of the Division of Statutory Research:
These facilities are split between the 9th Street Office Building (Old Richmond Hotel) and the 3rd Floor of the Capitol resulting in considerable operational inconvenience.

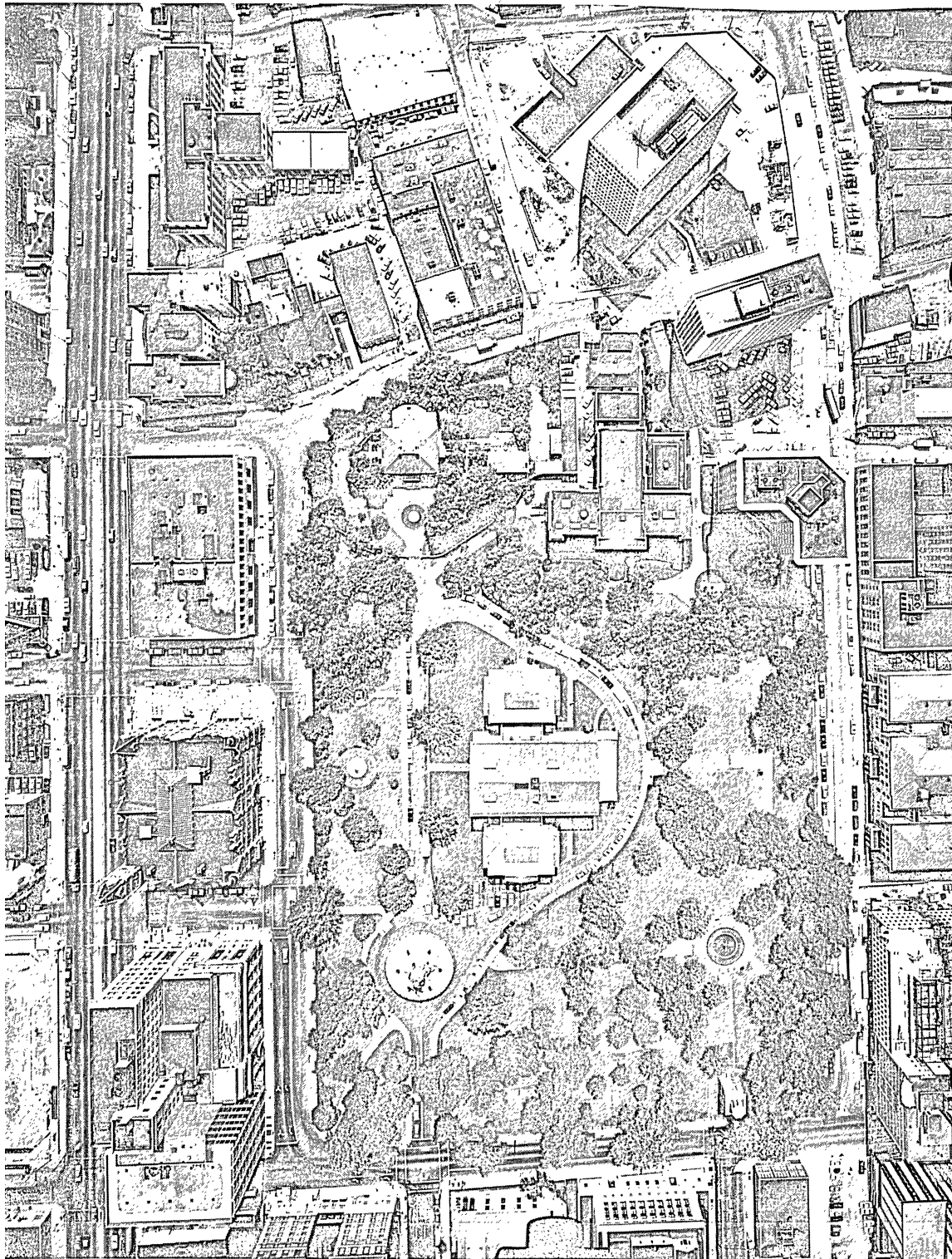
7. Facilities for Eating: There is only a snack bar for members, staff and visitors.

8. Facilities for the Press & Radio & Television:
The rooms now available for reporters and crews are not adequate for effective use of the media to keep the citizens of the Commonwealth informed.

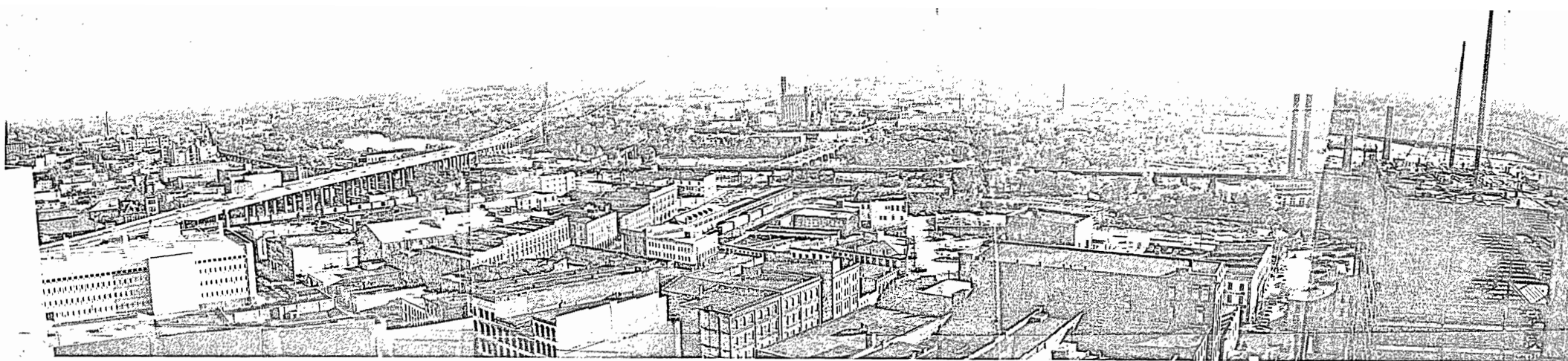
9. Facilities for Visitors: Tour groups, in particular, place great stress on facilities for the numbers to be accommodated. School children are presently permitted to use the same corridors as the members and the staff resulting in considerable inconvenience.

10. Parking Facilities: The surface parking currently available is grossly insufficient for the number of vehicles to be accommodated, especially during session.



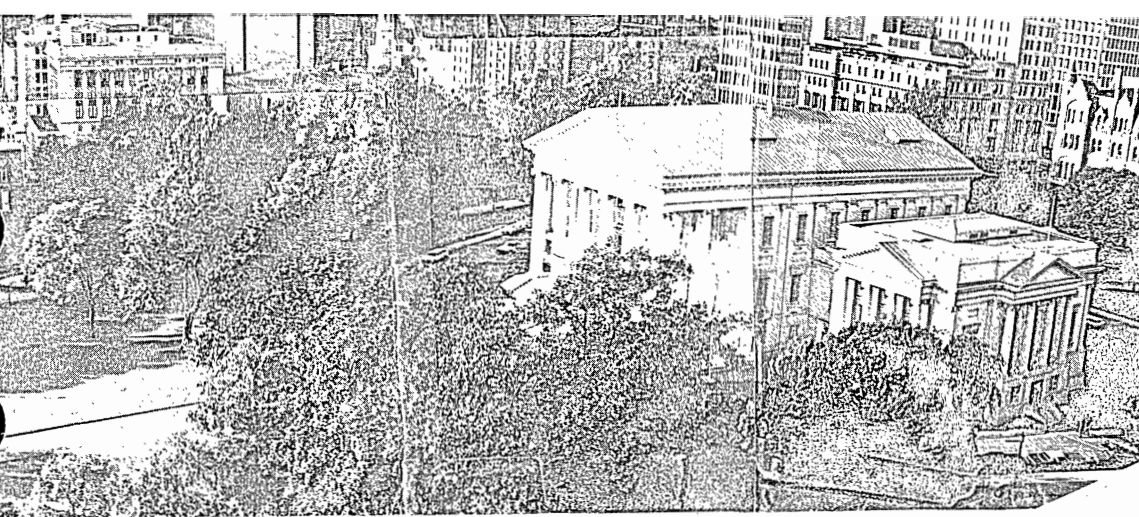


Aerial view of Capitol Square

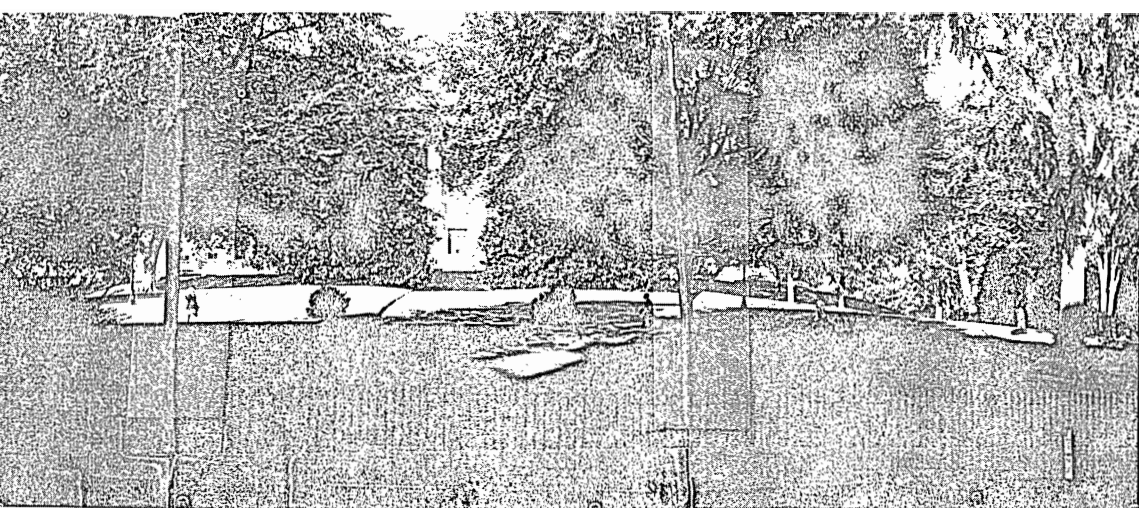


View toward south from State



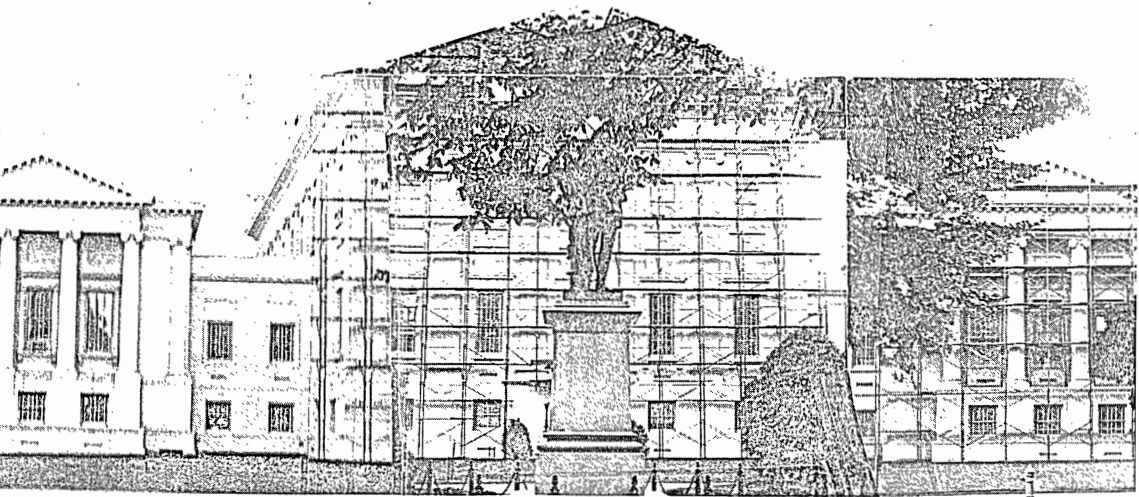


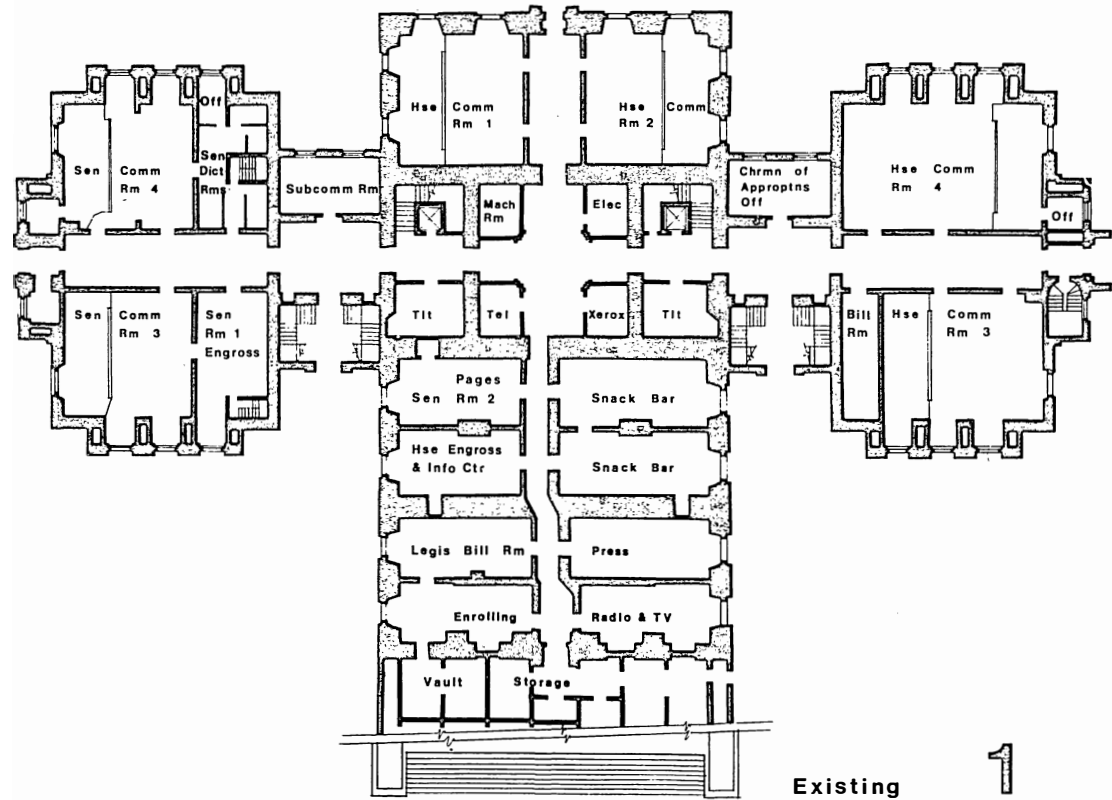
Capitol Square from State Office Building



Capitol from Bank Street

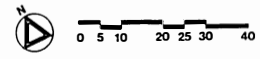
Capitol from Capitol Street

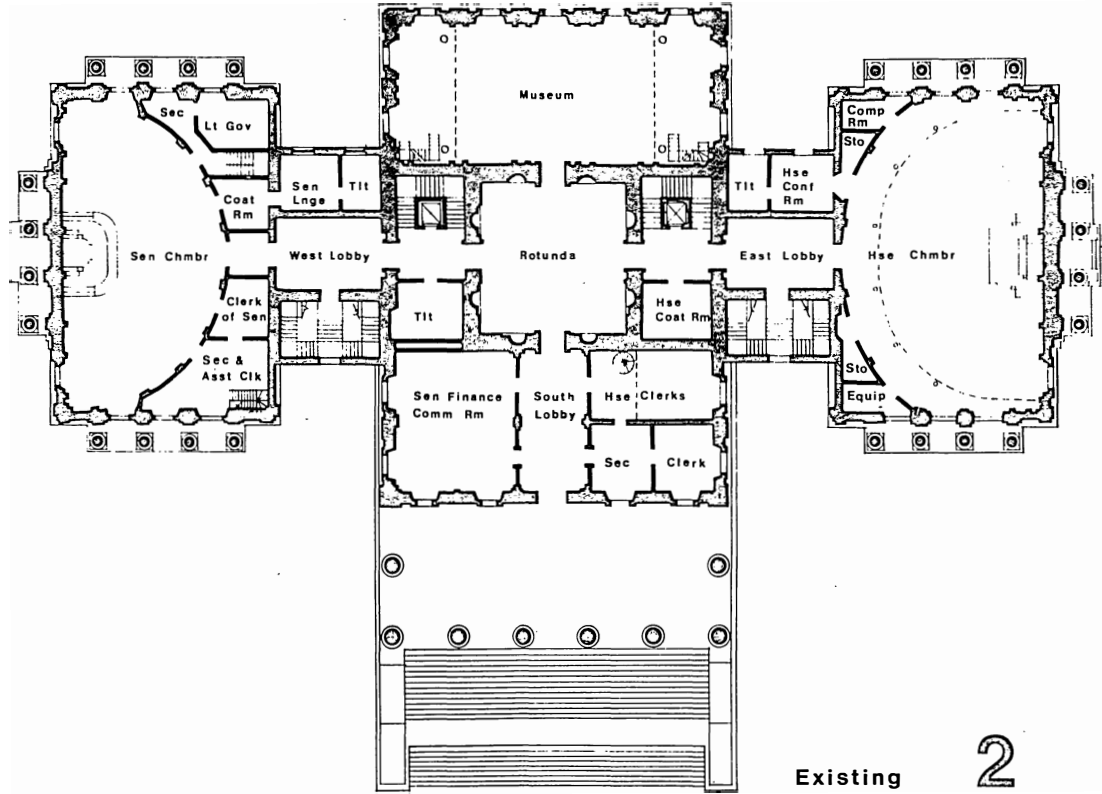




Virginia Legislature, Richmond Va October 1972

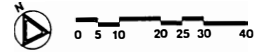
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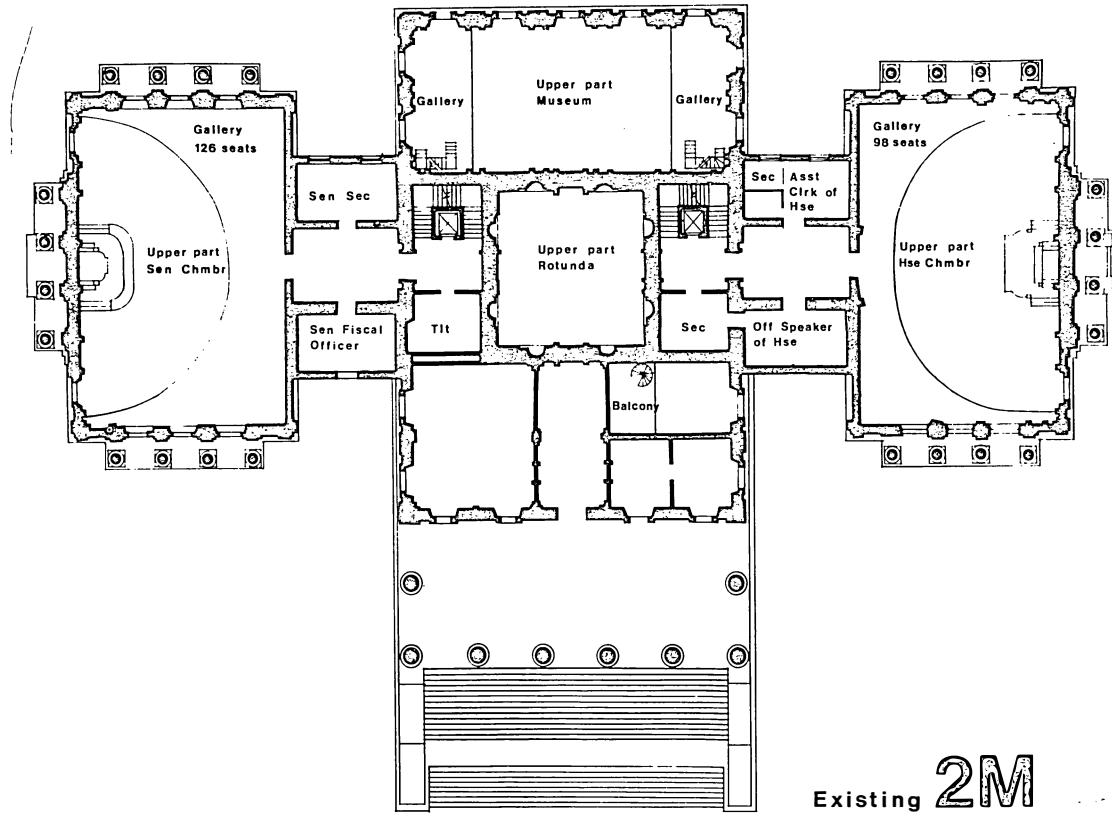




Virginia Legislature, Richmond Va October 1972

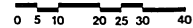
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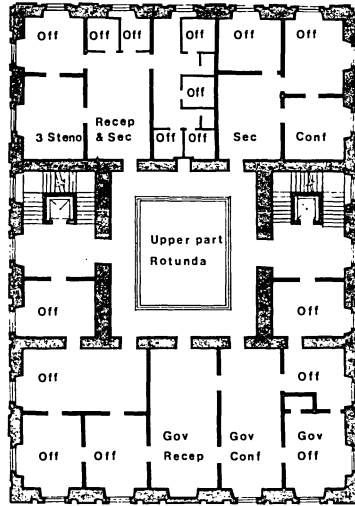




Virginia Legislature, Richmond Va October 1972

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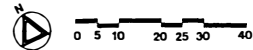


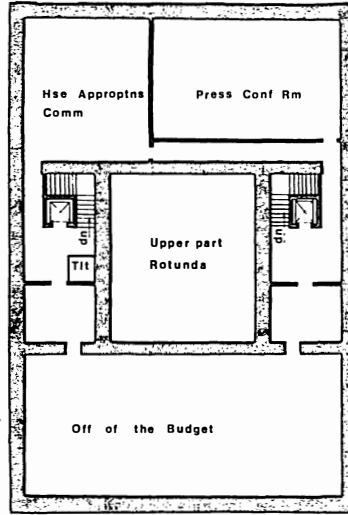


Existing **3**

Virginia Legislature, Richmond Va October 1972

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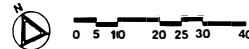




Existing **4**

Virginia Legislature, Richmond Va October 1972

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CAPITOL BUILDING: EXISTING FLOOR AREAS IN "NET" SQUARE FEET

	Floors					Total Sq. Ft.
	1	2	M	3	4	
Senate	3,623	3,116	1,725	--	--	8,464
House	3,713	5,158	2,207	--	2,549	13,627
Capitol Police	56	--	--	--	--	56
Snack Bar	632	--	--	--	--	632
Enrolling	806	--	--	--	--	806
Press, Radio & TV	775	--	--	--	--	775
Lt. Governor's Office	--	195	--	--	--	195
Museum	--	2,294	--	--	--	2,294
Rotunda	--	1,156	--	--	--	1,156
Statutory Res. & Drafting	--	--	--	1,485	--	1,485
Governor's Office	--	--	--	3,112	--	3,112
Office of Admin.	--	--	--	640	--	640
Division of the Budget	--	--	--	--	2,259	--
Division of Personnel	--	--	--	--	--	--
Division of State Planning and Community Affairs	--	--	--	--	--	--
TOTALS	9,605	11,919	3,932	5,237	4,808	35,501

TOTAL EXISTING FLOOR AREAS IN "NET" SQUARE FEET BY BUILDING

	Capitol Bldg.	8th St. Bldg.	9th St. Bldg.	Madison Bldg.	Finance Bldg.	Total
Senate	8,464	10,000*	--	--	--	18,464
House	13,627	25,000*	--	--	--	38,627
Capitol Police	56	--	--	--	--	56
Snack Bar	632	--	--	--	--	632
Enrolling	806	--	--	--	--	806
Press, Radio & TV	775	--	--	--	--	775
Lt. Governor's Office	195	--	--	--	--	195
Museum	2,294	--	--	--	--	2,294
Rotunda	1,156	--	--	--	--	1,156
Statutory Res. & Drafting	1,485	--	2,402	--	--	3,887
Governor's Office	3,112	--	--	--	--	3,112
Office of Admin.	640	--	--	--	--	640
Division of the Budget	2,259	--	--	--	--	2,259
Division of Personnel	--	--	--	--	9,500	9,500
Division of State Planning and Community Affairs	--	--	--	19,000	--	19,000
TOTALS	35,501	35,000	2,402	19,000	9,500	101,403

*The assumption has been made that the space assignment in the 8th street building is proportionate to the number of members in the House and Senate.

REQUIREMENTS - IMMEDIATE & LONG-RANGE

General

The following section contains the program of area requirements for facilities as it has been developed to date. While it is in most instances specific, with allocations of net square feet assigned for each legislative function as the basis for developing estimates of cost, it must be considered a PRELIMINARY program. The limited time available has prevented the several exchanges with each division or office which we feel are essential to fully explore and challenge the many assumptions implicit in these space projections. Therefore this draft should be seen as a first stage in a process of continuing clarification of the needs of the Legislature. In a sense the process of programming facilities can be said to have only begun.

Explanation of Some Terms

Net Sq. Ft. versus Gross Sq. Ft. - The program identifies area requirements in terms of net sq. ft. by which is meant area that is clearly assignable to an office or agency. It represents usable area. The space occupied by public corridors, public toilets, walls, partitions, columns, etc., is subsequently taken into account by applying a "grossing factor" of 30% of the "total net area," resulting in a total gross area" which then becomes the basis of estimating the cost of construction.

Projections

While the phrase in the title to this report "Toward the Year 2000 and Beyond" may sound futuristic and remote as a time goal, we are keenly aware that the year 2000 represents a period of only about twenty-five years from now. 25 years is a time span within the memory of most of us and therefore one which we can readily encompass. In a sense, it is both modest and also highly ambitious, since we are presuming to influence the form of government which the Commonwealth will exercise in the next century by increasing the options available to the Legislature.

However, even the immediate future can be speculative. We have found several areas of potential change (such as the computerization of the processing of bills) which have required that for the purposes of this report we have had to assume that changes in procedure will take place at some time. Where such assumptions have been made, they are identified by a footnote to that effect. It should be noted that there is a table summarizing the area requirements for each branch or division at the end of this section.

Preliminary Requirements - Revised 10 November, 1972

LEGISLATIVE BRANCH

SENATE

Type of Facility	Net Sq. Ft.	Remarks
30 Senator's Offices @ 240	7,200	These are to be organized into a suite consisting of secy./reception, a corridor past the Aide's office and finally the Senator's office. A secondary private entrance to the Senator's office is desirable.
30 Offices for Senator's Aides @ 100	3,000	
30 Secy./Reception areas @ 180	5,400	
30 OFFICE SUITES TOTAL	<u>15,600</u>	
10 Offices for Chairmen of the Standing Committees @ 240	2,400	These are to be organized into a suite consisting of secy./reception, a corridor past the Aide's office, Counsel's Office and finally the Chairman's Office. A secondary private entrance to the Chairman's Office is desirable. It is desirable to have the Chairmen's Office Suites adjacent to Committee Rooms.
10 Offices for Aides to Committee Chairmen @ 100	1,000	
10 Offices for Counsel to Committees @ 100	1,000	
10 Secy./Reception areas @ 180	1,800	
10 OFF. SUITES FOR CHAIRMEN TOTAL	<u>6,200</u>	

Preliminary Requirements - Revised 10 November, 1972

LEGISLATIVE BRANCH

SENATE (Cont.)

Type of Facility	Net Sq. Ft.	Remarks
4 Committee Rooms for 100 visitors at 2,050	8,200	3 shared by Courts of Justice and Transportation; General Laws & Rehabilitation; Education & Local Government; with the 4th room shared by Agriculture, Commerce & Labor and Privileges & Elections. All Com- mittees seat 15 members plus a clerk and counsel.
Committee Room for 25 visitors	800	Rules Committee
Committee Room for 150 visitors	2,900	Finance Committee
Conference Room for 10	200	Next to Finance Committee Room
Workroom for Fiscal Officer Assistant and Secretary.	300	Adjacent to Finance Committee Con- ference Room
COMMITTEE ROOMS TOTAL	12,400	

Preliminary Requirements - Revised 10 November, 1972

LEGISLATIVE BRANCH

SENATE (Cont.)

Type of Facility	Net Sq. Ft.	Remarks
Senate Floor	2,500	
Chamber Galleries seating 280	4,200	Security glass at edge of gallery; 30 press seats, 50 wives & guests of Senate, 200 general visitors
Office of the Presiding Officer of the Senate	250	These are to be organized into a suite consisting of secy./reception, a corridor past the Aides' offices and finally the Presiding Officers office. A secondary private entrance is desirable. Convenient to chamber/behind the Rostrum.
2 Offices for the Aides to the Presiding Officer of the Senate @ 100	200	
Secy./Reception Area	200	
Office of President pro tempore	220	Convenient to the Chamber
Office for Minority Leader	220	Convenient to the Chamber
Cloak Room Suite	800	Includes private lounge and toilet rooms. 10 telephone booths & 40 message boxes nearby

Preliminary Requirements - Revised 10 November, 1972

LEGISLATIVE BRANCH

SENATE (Cont.)

Type of Facility	Net Sq. Ft.	Remarks
Office of the Clerk of the Senate	220	Convenient to the Chamber/behind the Rostrum
Office of the Clerk's Staff	450	Deputy Clerk, Asst. Clerk, Secretary, 1 part time Aide plus computer terminal (alcove arrangement)
Office for the Working Staff & Stenographers	1,000	Fiscal Officer, Index Clerk and Asst. Clerk, Journal Typist and Asst. Journal Typist, Computer Terminal
2 Offices for Proofreaders @ 75	150	4 Proofreaders, 2 in each room
Committee Clerk's Room	1,000	11 Clerks in alcove Computer terminal & print-out. Public Information.
Pages Room	700	14 pages & supervisor in alcove work areas
Senate Engrossing Room	800	Adjacent to Committee Clerk's Room. Computer Terminal
Xerox Room	300	
Supply Room	200	
CHAMBER & CHAMBER RELATED TOTAL	13,410	

Preliminary Requirements - Revised 10 November, 1970

LEGISLATIVE BRANCH

SENATE (Cont.)

Type of Facility	Net Sq. Ft.	Remarks
Senate Storage	800	Long-term storage (could be remote)
Senate Post Office	200	May be combined as Senate/House Post Office at 200 sq. ft. and 400 sq. ft. respectively.
	<hr/> 1,000	
Parking		Senate assigned parking included under "General Facilities."

TOTAL SENATE AREA in Sq. Ft. 48,610

Preliminary Requirements - Revised 10 November, 1972

HOUSE OF DELEGATES

Type of Facility	Net Sq. Ft.	Remarks
80 Delegates' Offices* 240	19,200	These are to be organized into a suite consisting of secy./reception, a corridor past the Aides office and finally the Delegate's Office. A secondary private entrance to the Delegate's Office is desirable.
80 Offices for Delegates' Aides @ 100	8,000	
80 Secy./Reception areas @ 180	14,400	
80 DELEGATES' OFFICE SUITES TOTAL	41,600	
20 Offices for Chairmen of Committees @ 240	4,800	These are to be organized into a suite consisting of secy./reception, a corridor past the Aides office, Counsel's Office and finally the Chairman's office. A secondary private entrance to the Chairman's office is desirable. It is desirable to have the Chairman's office Suites adjacent to Committee Rooms. Note: if number of Standing Committee is reduced to 13, 20 Office Suites will still be necessary although 7 need no longer be adjacent to Committee Rooms.
20 Offices for Aides to Committee Chairmen @ 100	2,000	
20 Offices for Counsel to Committees @ 100	2,000	
20 Secy./reception areas @ 180	3,600	
20 OFFICES FOR CHAIRMEN TOTAL	12,400	

Preliminary Requirements - Revised 10 November, 1972

HOUSE OF DELEGATES (Cont.)

Type of Facility	Net Sq. Ft.	Remarks
Office of the Speaker of the House	250	These are to be organized into a suite consisting of secy./reception, a corridor past the Aides' offices and finally the Speaker's office. A secondary private entrance to the Speaker's office is desirable. Convenient to Chamber.
2 Offices for Aides to the Speaker @ 100 sq. ft.	200	
Secy./Reception area @ 200	200	
Office of Majority Leader	220	
Office of Minority Leader	220	
Cloak Room Suite	2,000	Includes private lounge and toilet rooms. 20 telephone booths & 100 message boxes near Chambers.
2 Conference Rooms for 12 @ 200	400	Near the Chamber.
Office of the Clerk of the House	220	Convenient to Chamber.
Office of the Clerk's Staff	450	
Office of the Working Staff and Steno.*	2,000	Comp. terminals and print-out. Convenient to public entrance since it serves a public information func- tion.
4 Offices for Proofreaders @ 75 sq. ft.**	300	8 Proofreaders, 2 in each room

Preliminary Requirements - Revised 10 November, 1972

HOUSE OF DELEGATES (Cont.)

Type of Facility	Net Sq. Ft.	Remarks
Committee Room for 200 visitors	3,750	Appropriations Committee
Conference Room for 24	480	Adjacent to Committee Room
Workroom for Committee staff	300	Adjacent to Conference Room
9 Committee Rooms for 100 visitors 2,050	18,450	
Committee Room for 25 visitors	800	Rules
<hr/>		
COMMITTEE ROOMS TOTAL	23,780	
House Floor	5,500	
Chamber Galleries seating 355	5,325	Security glass at edge of gallery. 200 general visitors (tours); 125 wives and guests of Delegates; 30 press.

76

Preliminary Requirements - Revised 10 November, 1972

HOUSE OF DELEGATES (Cont.)

Type of Facility	Net Sq. Ft.	Remarks
Pages' Room	850	25 Pages
Xerox Room	300	
Supply Room	500	
<hr/>		
CHAMBER & CHAMBER RELATED TOTAL	18,935	
House Storage	2,000	Long term storage (could be remote).
House Post Office	400	May be combined with Senate Post Office.
Parking		House assigned parking included under "General Facilities."
<hr/>		
TOTAL HOUSE AREA in Net Sq. Ft.	99,115	

* Possible changes to engrossing may reduce workload by one half.

** Proofreading may be replaced by computer service rendering space assignment unnecessary.

Preliminary
Requirements - October 1972

JOINT HOUSE/SENATE

Type of Facility	Net Sq. Ft.	Remarks
1 Joint Hearing Room for 100 visitors	2,300	Equipped for full Media coverage.
1 Joint Hearing Room for 400 visitors	7,400	Equipped for full Media coverage (Auditorium arrangement)
Legislative Bill Room	600	
Printing Facilities	1,000	Equipped for offset printing machine, collator, cutter, binder, counter space, paper storage, offset camera and dark- room processing.
Enrolling Room	600	
Vault	500	
TOTAL JOINT AREA		12,400

Preliminary
Requirements - October 1972

DIVISION OF STATUTORY RESEARCH & DRAFTING

Type of Facility	Net Sq. Ft.	Remarks
Director	200	
Assistant Director	180	
Attorneys & Other Professionals 27 @ 150 sq. ft.	4,050	
Research Analyst 4 @ 120 sq. ft.	480	
Office Manager & Assistant	250	
10 Stenographers @ 160 sq. ft.	1,600	
Accountant and bookkeeper	320	
Library	1,000	
Conference Room (for 25)	500	
Proofreading rooms 4 @ 80 sq. ft.	320	
Reception area	200	
Postage and Reproduction area	400	
Supply Room	300	
Storage Area	2,400	
	<hr/>	
TOTAL STATUTORY RESEARCH & DRAFTING AREA	12,200	

Preliminary Requirements - Revised 10 November, 1972

GOVERNOR

Type of Facility	Net Sq. Ft.	Remarks
Governor's Reception	500	
Private toilet	50	
<hr/>		
TOTAL AREA - GOVERNOR'S RECEPTION	550	

Preliminary Requirements - Revised 10 November, 1972

GENERAL
DINING/VENDING

Type of Facility	Net Sq. Ft.	Remarks
Senate Dining Room for 90*	1,440	Waiter Service
House Dining Room for 225*	3,600	Waiter Service
Staff Dining for 350	3,250	Self Service
Kitchen and Preparation	3,300	
Snack/Vending Areas	500	
<hr/>		
TOTAL AREA DINING/VENDING	12,090	

*If separate dining rooms are combined, this will not substantially change area allocation.

Preliminary Requirements - Revised 10 November, 1972

GENERAL

PARKING

Net
Sq. Ft.

Parking for 40 Senators
10 Aides to Com. Chrmn.
10 Counsel to Com. Chrmn.
10 Secy. to Com. Chrmn.
1 Clerk
4 Clerk's Staff

Parking for part-time personnel
not included

—
75

Parking for 100 Delegates
20 Aides to Com. Chrmn.
20 Counsel to Com. Chrmn.
20 Secy's to Com. Chrmn.
1 Clerk
4 Clerk's Staff

Parking for part-time personnel
not included

—
165

Parking for 75 Guest

—
75

TOTAL PARKING - 315 vehicles @ 350 110,250

Preliminary
Requirements - October 1972

GENERAL

PRESS, RADIO & TV

Type of Facility	Net Sq. Ft.	Remarks
Radio/TV Interview Room	1,500	Capability for up to 10 tripods allowing 3' per camera at rear of room. 25' width minimum.
Interview Room	300	
Radio/TV Workroom for 25 reporters	700	15 Alcoves @ 25 sq. ft.(acoustically absorptive)
Storage Room	300	Work counter for minor repairs.
Darkroom	50	For loading film only.
Press Workroom for 30 reporters	700	18 Work Stations @ 20 sq. ft.
Lounge for 20	500	
TOTAL AREA		4,050

Preliminary Requirements - October 1972

GENERAL

VISITORS

Type of Facility	Net Sq. Ft.	Remarks
Reception Area	1,000	
Snack Bar/Shop	500	
Visitor's toilets	300	
Office for Hostesses	300	
<hr/>		
TOTAL AREA	2,100	
<hr/>		
FIRST AID		
Office, lounge & toilet	250	
<hr/>		
SECURITY		
Office	200	
<hr/>		
PUBLIC TELEPHONES		
30 telephone booths including access	300	
<hr/>		
MAINTENANCE/MECHANICAL	2,130	

SUMMARY OF PRELIMINARY AREA REQUIREMENTS - 10 November, 1972 - Revised

Type of Facility	Net Sq.Ft.	Remarks
Senate	48,610	
House of Delegates	99,115	
Joint House/Senate	12,400	
85 Division of Statutory Research & Drafting	12,200	
Governor's Reception	550	
General Facilities (omitting parking)	18,270	
Sub Total	191,145	
Parking	110,250	
TOTAL AREA IN NET SQUARE FEET	301,395	

ALTERNATIVES

Several possible locations for facilities have been brought to our attention. They include:

1. Federal Reserve Bldg. at 9th & Franklin (Site Plan 1)
2. Former Richmond City Hall (Site Plan 2)
3. 14th St. Parking Lot (Site Plan 3)
4. Life of Virginia Insurance Building
5. 9th St. Office Building (Old Richmond Hotel)
6. Finance Building
7. State Office Building

Of these numbers, 4,5,6 & 7, although all now owned by the State would present major challenges to be adequately remodeled for the specialized needs of Chambers, Committee Rooms and Joint Hearing Rooms in particular. We believe that any attempt to force the requirements of the Legislature into the mold of either of these four buildings would in a sense, duplicate the present circumstance of the members in which the operational needs of the Legislature for the past quarter century have been frustrated by a physical context that has worked to limit rather than enlarge the possibilities of service to the citizens of the Commonwealth.

Nor do we believe that a solution which separates Chambers from legislative services, Committee rooms and members' offices is operationally desirable. It is a type of arrangement with which the members are already familiar by having to have their offices in the old Murphy Hotel one block from Capitol Square.

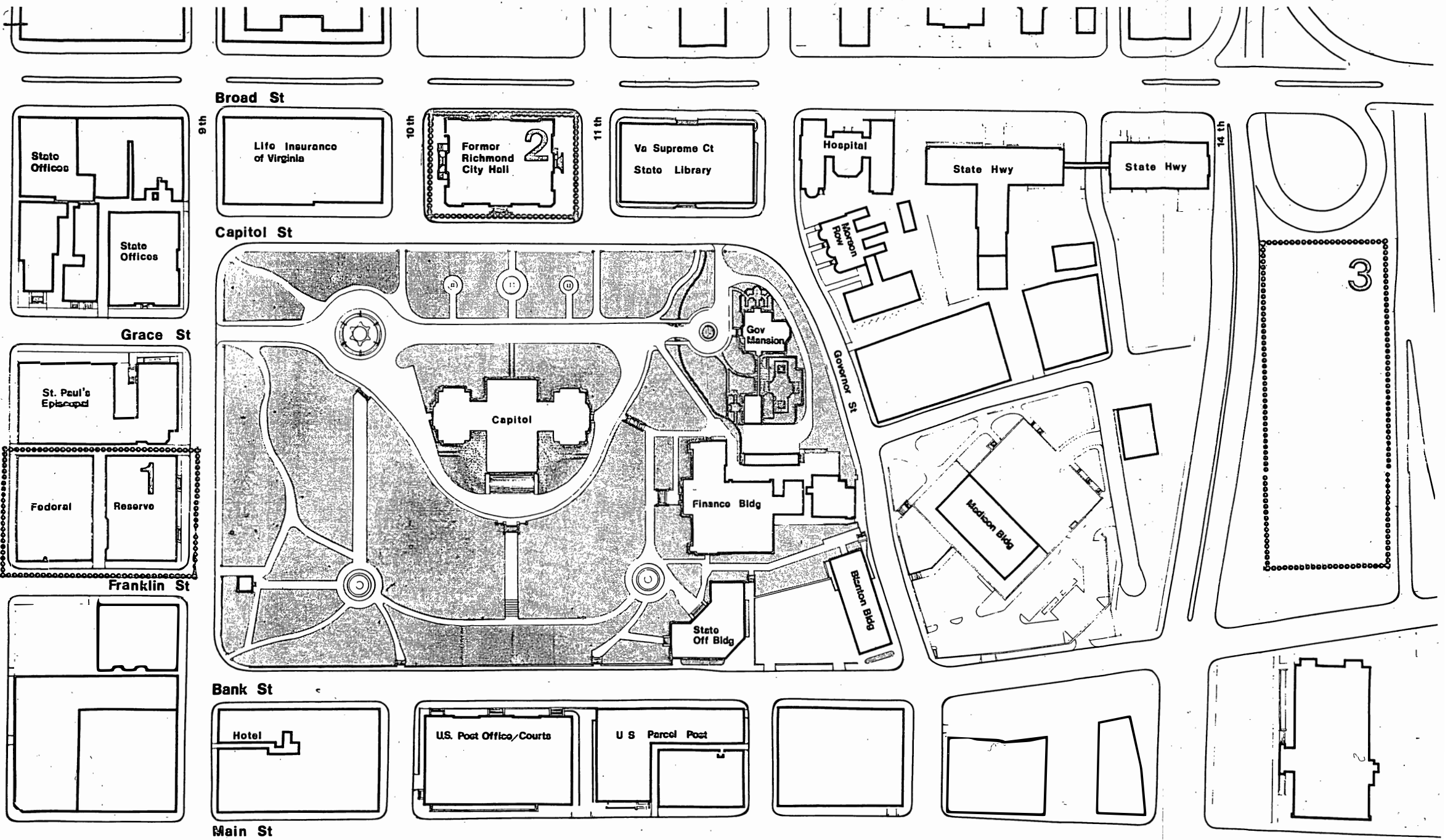
We clearly concur with the Churchillian dictum that there is a significant relationship between the facilities available and the nature of government. During the urgencies of Session, the ready access to private offices, committee rooms, conference rooms, etc. may on occasion affect the ability of members to resolve differences. The legislative process should not be allowed to be impeded by physically splitting related activities.

As a result we have rejected 4 through 7 but believe that site alternatives, 1, 2 & 3, the old Federal Reserve Building, the former Richmond City Hall and the 14th St. Parking Lot respectively, warrant more specific discussion.

Federal Reserve Building (Plan Site #1)

This building was constructed in three stages, the earliest of which was at the corner of Franklin & 9th. It was later expanded along 9th and subsequently expanded to the rear. The site, while large enough, does not have the significance which we believe is desirable for another Capitol. It is merely half-way up or half-way down the hill depending upon one's approach.

The existing building contains six stories with two basement levels comprising 352,000 gross square feet. It is a building which was specifically designed for the needs of the Federal



Plan of Capitol Square Existing

Virginia Legislature, Richmond Va October 1972



Saunders Pearson Appleton & Partners / Oliver Smith Cooke & Lindner Architects & Planners Tecton Inc Consultants



Reserve District and is not readily adaptable to legislative requirements. Since it is a heavily reinforced steel and concrete structure designed for maximum security, its demolition costs would be high. We estimate that the cost of demolition alone would be about \$1,056,000. This would be in addition to the cost of acquiring the property. Obviously, these costs would precede, but in effect add to, the total costs of new construction at this location. For these several reasons, we cannot recommend it.

Former Richmond City Hall (Plan Site #2)

This building was built from 1887-1894 in Gothic Revival style. It was designed by Elijah E. Myers (the architect of the State Capitols of Utah, Michigan, Texas and Colorado) and occupies a site that is almost on axis with the Capitol. It has been recently refurbished and cleaned and, as is well known, has been the object of much concern by the community. Richmond City Hall contains an impressive, many-storied entrance stair hall (replete with tiers of balconies and bridges) which is possibly its most distinguished feature. However, the fact that such a large proportion of the total cubic area of this building is given over to "grand staircase" purposes, renders the building not readily adaptable to the operational needs of the Legislature.

The building contains about 115,000 gross sq. ft. in four stories and one basement. Were the building to be acquired for the use of its site for another Capitol, the cost of acquisition would have to be added to the cost of demolition. The latter, we estimate at about \$337,000.

The use of the Richmond City Hall site would not be desirable for the following reasons:

1. Its destruction would fly in the face of an already organized opposition and would, in fact, entail the loss of a building of distinction and reputation.
2. The effective use of the site and its incorporation into Capitol Square would require the closing of Capitol St. and considerable rerouting of vehicular traffic.
3. Its acquisition and demolition would require considerable expense which would substantially increase the total cost of construction.

14th Street Parking Lot - Plan Site #3

This site which is adjacent to I-95 and the railroad tracks has been suggested as a possible location for another Capitol Building. While its vehicular access and vehicular storage potential is excellent, we believe that this site is remote from the traditional center of government around Capitol Square. As the accompanying photographs show, the immediate vicinity to the east of this site is a welter of railroad yards, expressways and industrial and wholesale uses. These activities in Schockoe Creek Valley would constitute the "foreground" for a Capitol at this location.

However, we believe that if the Legislature elects to leave the Capitol and construct another Capitol, this site appears to be the most promising of the three. It comprises about 2.5 acres and would require the construction of a wide deck or bridge to make the building more integral to the rest of the Capitol Sq. State Office complex. Some demolition might also be attached to this alternative.

Either the demolition of the Finance Building or the service area of the Executive Mansion would be necessary to make an opening for movement between the location and Capitol Square.

An additional site which has been mentioned is the State-owned Elko Tract of about 2,500 acres near Byrd Field. We believe that this property would provide far more land than is needed and would enact considerable operational cost and inconvenience to the State by taking the Legislature and placing it in a location which is remote from all the State offices in Richmond.

It must be pointed out that Virginia has had a remarkable continuity in the location of the seat of commonwealth government. Within a comparable 200 year period, other states have seen their government move from town to town with the result that no sense of historical or associational significance has come to be attached to any of these locations - least of all, the current one.

The values of the continuity of government that reside in Capitol Square are not readily transferable to airport locations, expressway locations or any other location of seemingly greater convenience for some.

Finally, it must be borne in mind that these last two schemes, 14th St. Parking Lot and Elko both relegate the Capitol to the role of a museum available for occasional ceremonial purposes.

The latter has been rightly described as possibly the least appropriate use for the Capitol since a ceremonial occasion can produce the greatest pressure of visitors. As to the museum function, it should be remembered that such a use would represent an ongoing expenditure which in a sense, is a cost to be added to the cost of maintaining another Capitol.

RECOMMENDED ALTERNATIVE

The Capitol - New Construction connected to the Present Capitol.

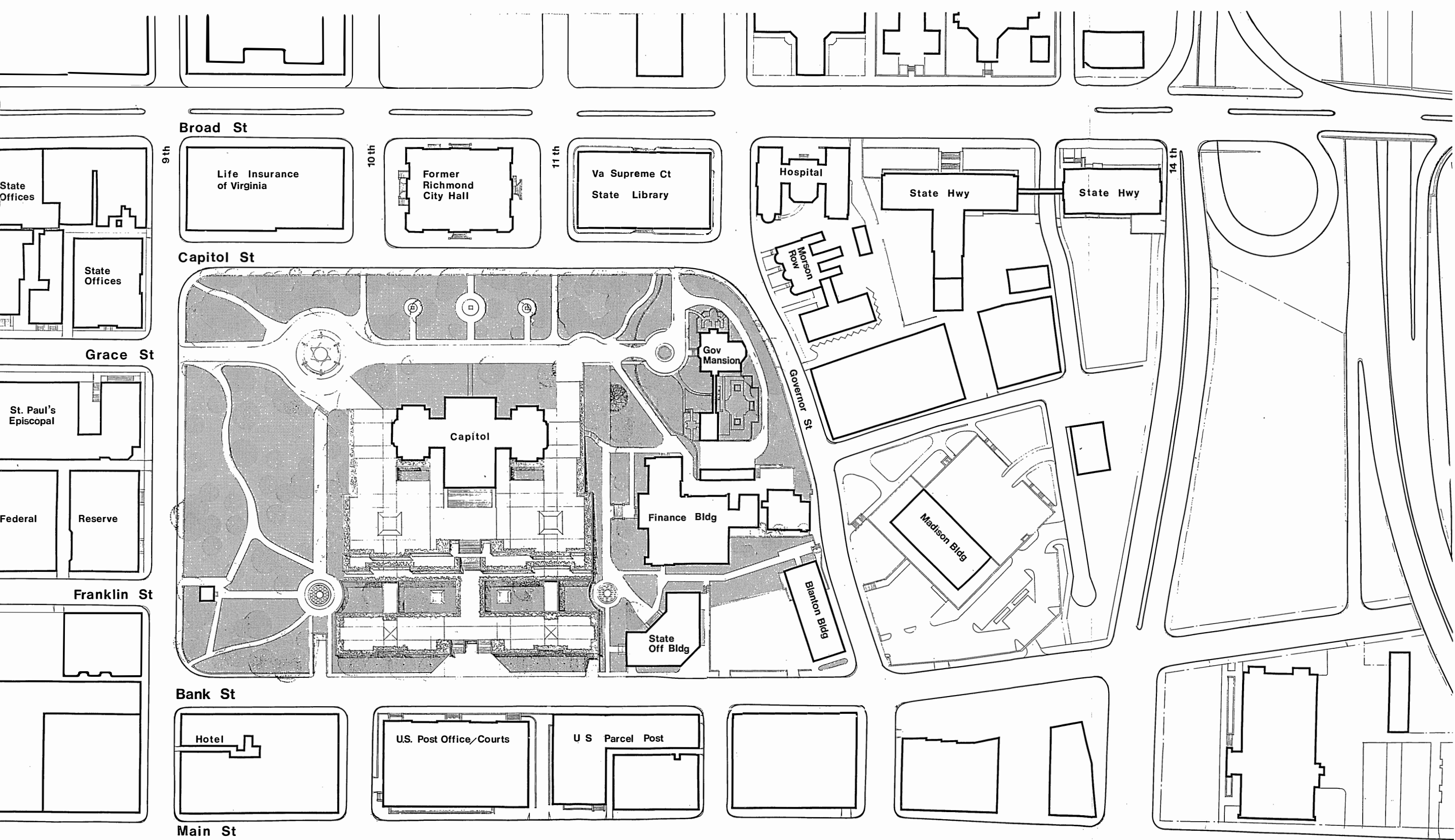
In addition to the foregoing alternatives we have also explored the implications of providing the needed facilities by means of a terraced structure built into the hillside below the Capitol. This recommended alternative, (shown on the accompanying plans and sections) has been more fully developed since it would be an extension of the Capitol, being physically integral with it. It therefore required consideration in relation to the Capitol and to Capitol Square.

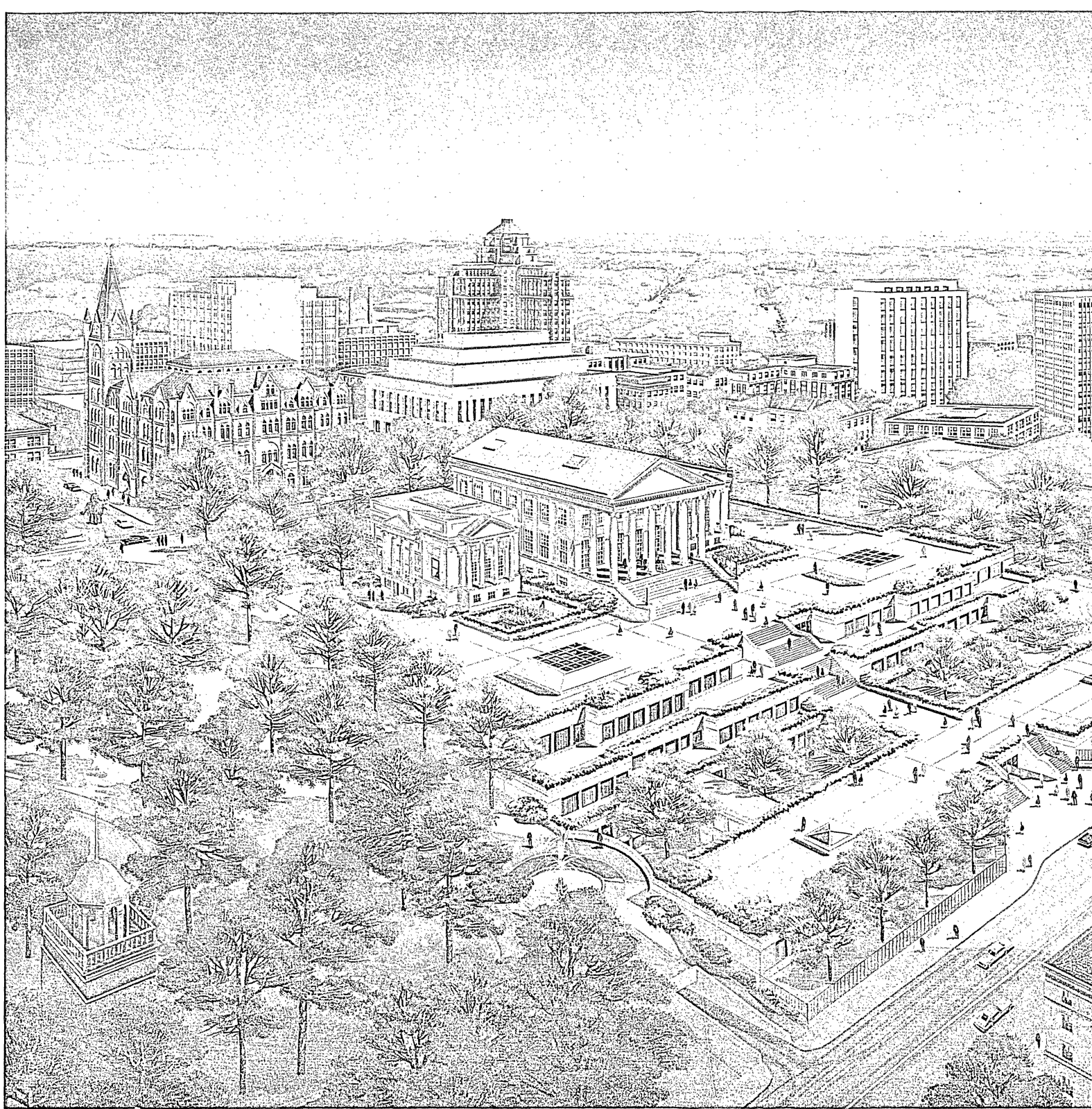
This terraced building would contain new Chambers, Committee Rooms, Joint Hearing Rooms and all necessary Legislative support facilities. All members' offices would have outside windows overlooking either the Square or its terraces and courts. In addition, there would be two levels of underground parking for 315 cars for members, staff and invited guests. This parking would be approached from Bank Street with internal vertical circulation consisting of elevators (some for members only), stairs and possibly escalators.

Internal circulation within the building would be such that visiting tours of school children will have more appropriate arrangements including special routes of movement.

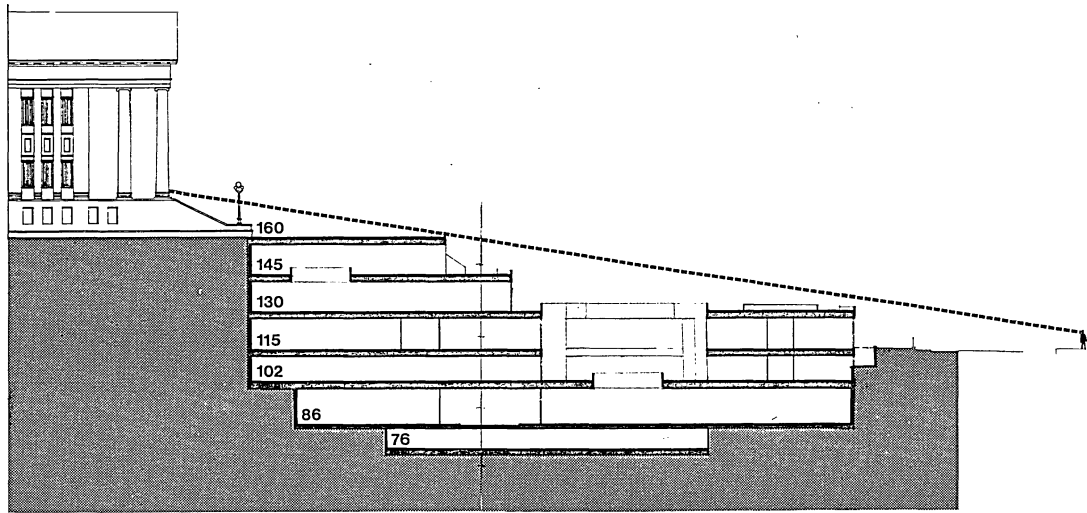
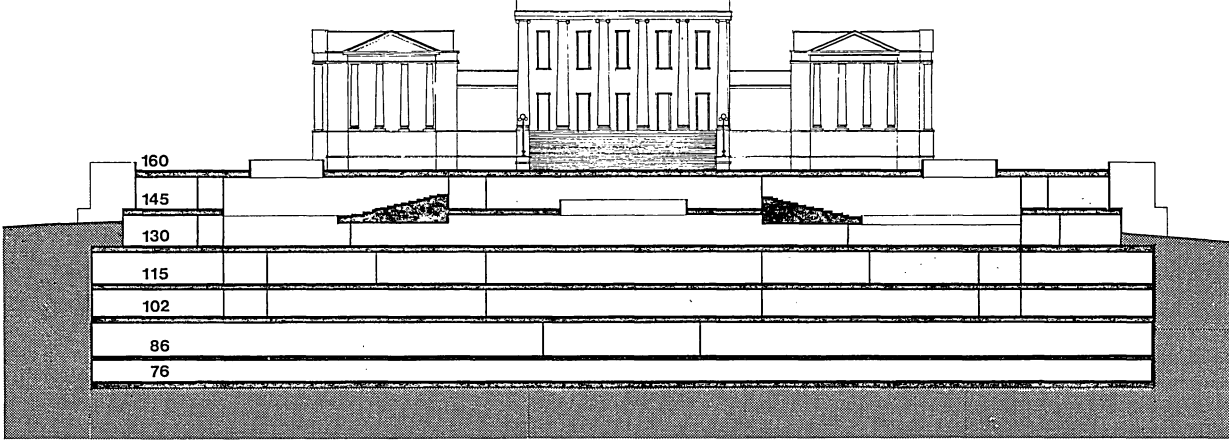
The building would constitute a series of landscaped terraces interspersed with courtyards containing trees and other plantings. These terraces would in a sense, represent a development of the park of Capitol Square with the uppermost terrace providing a major public plaza at the foot of the present Capitol steps. This plaza would be available for public ceremonies (much as the present driveway is presently used although able to accommodate many more people). The lower level terrace would start at a distance of about 30 ft. back from Bank Street thereby permitting a continuous zone of trees and planting. The accompanying SECTION shows how the profile of the terraces could be kept below the line of sight of someone on Bank Street looking up at the Capitol. Thus the view of the Capitol would not be interrupted by the new facilities for the Legislature.

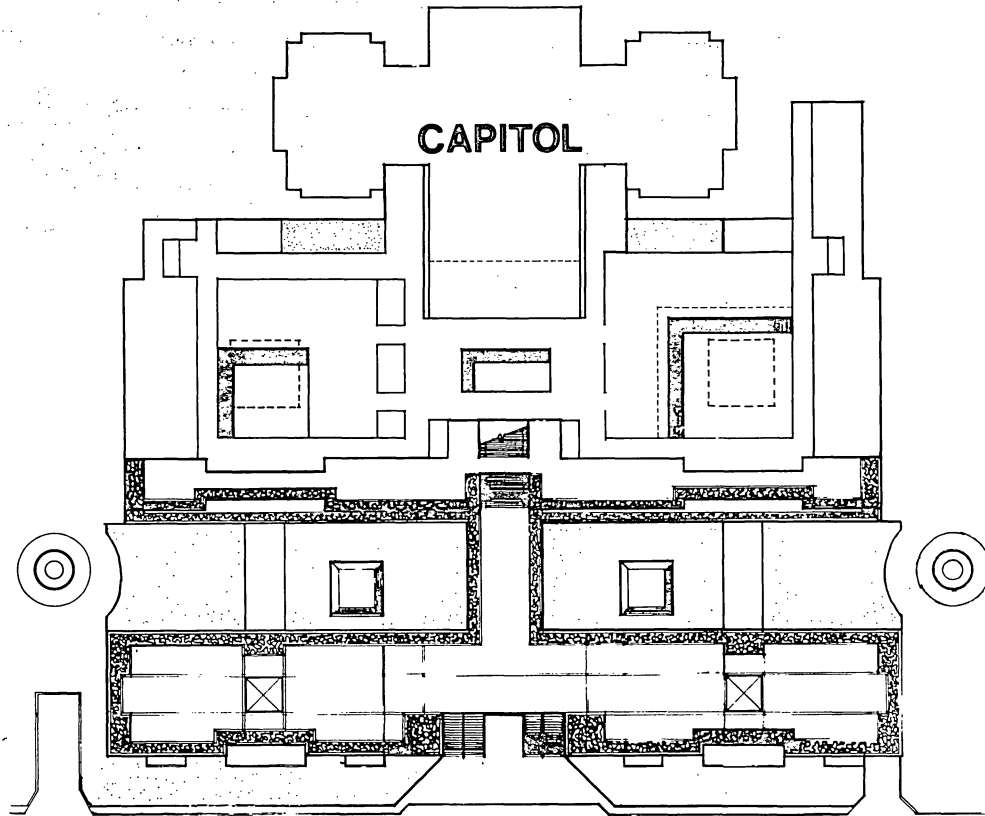
In effect, the proposed terraces would provide a podium for the classically conceived Capitol. This podium can be developed using a building facing stone that is darker than the Capitol thereby reinforcing by contrast, the off-white pale gray color of the Capitol. We believe it to be essential that the Capitol continue to be the center and the focus of the overall design and emphasize that the terraces be characterized by qualities of subtlety and understatement of design. We believe that this approach to the provision of needed facilities for the Legislature will sustain the significance of Jefferson's Capitol and provide for the governmental continuity that is one of the distinguishing characteristics of the Commonwealth.





SECTIONS



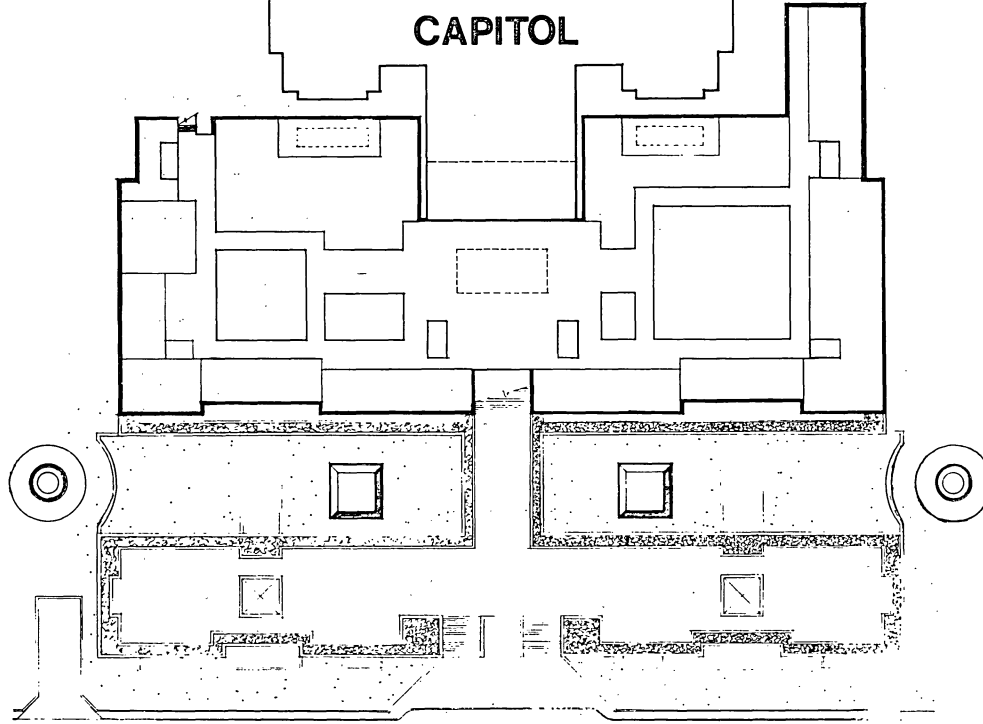


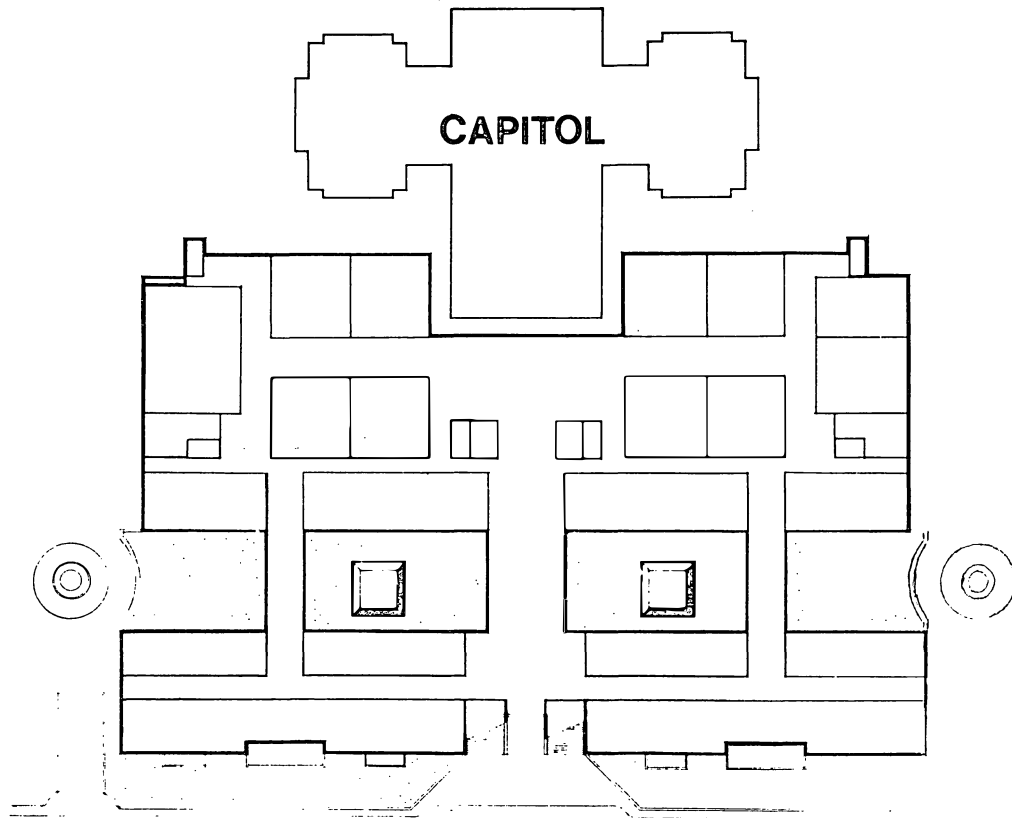
LEVEL 145 GALLERIES



CAPITOL

LEVEL 130
CHAMBERS



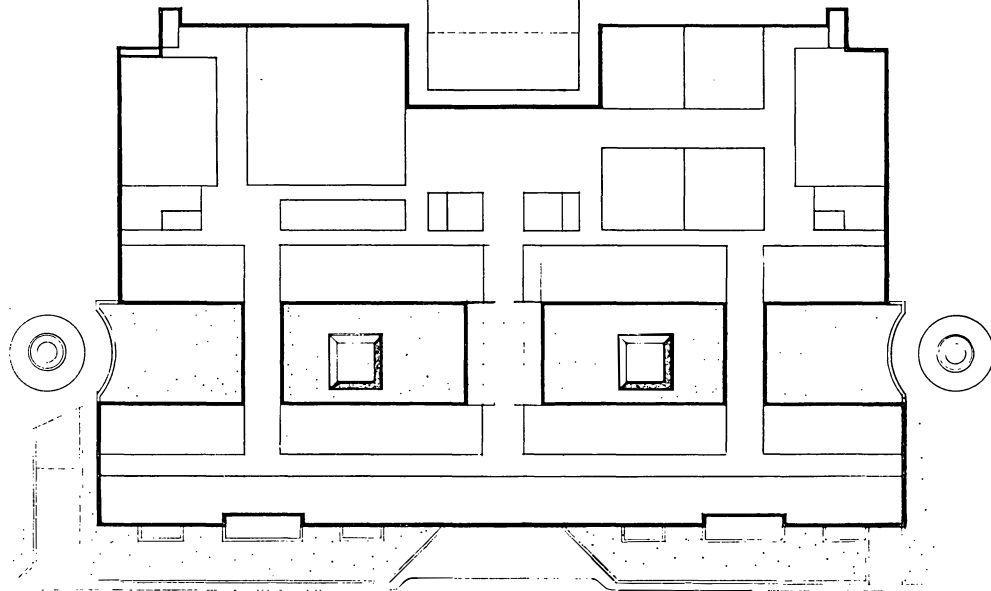


LEVEL 115
BANK ST.



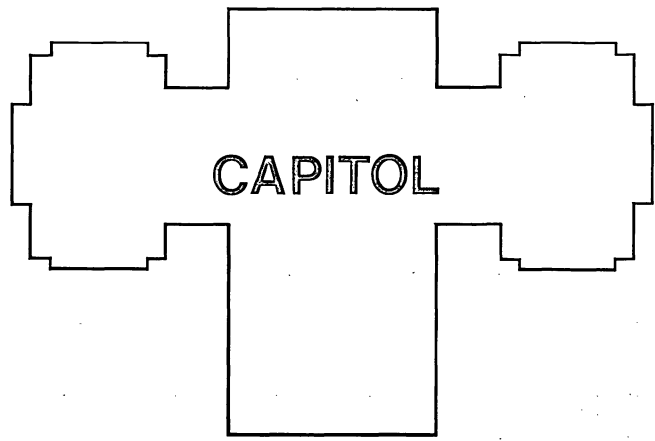
CAPITOL

LEVEL 102
COMMITTEE



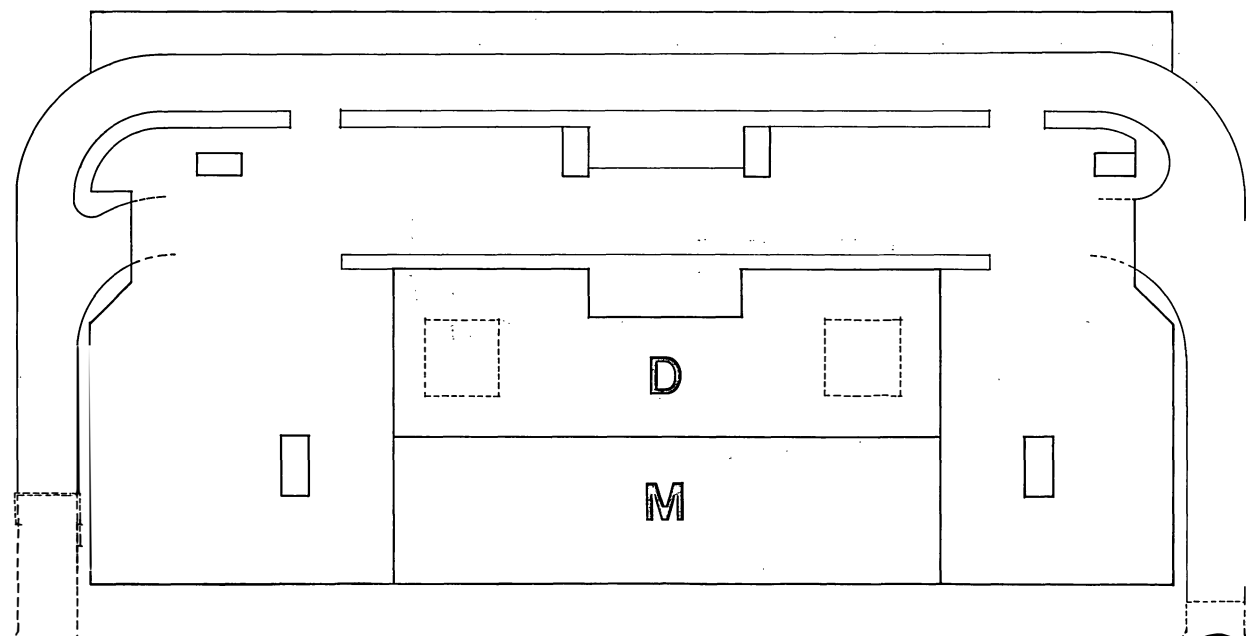
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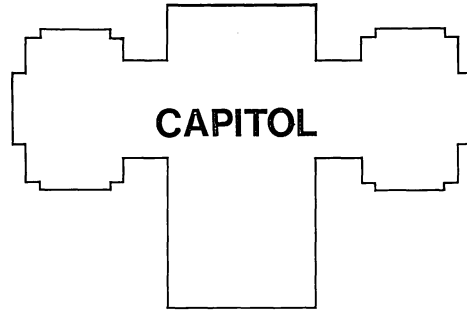




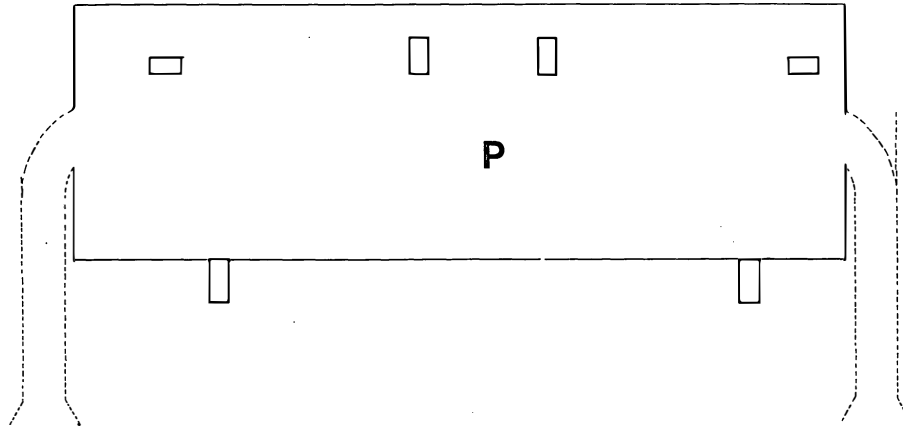
LEVEL 86
DINING

102





LEVEL 76
PARKING



APPENDIX

PRELIMINARY ASSESSMENT - ENVIRONMENTAL IMPACT

SUMMARY & RECOMMENDATIONS

This appendix to the report presents the results of a preliminary assessment of the environmental impact of the Recommended Alternative for facilities for the General Assembly of Virginia. The purpose of this appendix is to establish the potential environmental impact areas, discuss the results of initial assessments, and to suggest, based on initial information, broad design criteria to ensure development compatible with local conditions.

The site, in downtown Richmond, is the parkland of Capitol Square which contains the present Capitol. The specific area to be developed is the rise located between Bank Street, the present Capitol and the two major tree lined walkways which traverse the Square. The site is in a densely developed area of downtown Richmond. An automobile garage will provide parking for 315 vehicles. At present, those who come to or work in the Capitol use automobiles which are parked in adjacent streets or commercial garages and lots.

The land surface area influenced by the proposed project is small, about 19% of the total park area, and its development should not have any significantly deleterious effect on the local environment. Its design will be such as to maintain as much of the current vegetation and wildlife as possible. However, the necessary utilities for the new facility will have to be selected and designed to minimize the facility's impact on local environmental conditions.

It appears that it will be possible to save many of the large old trees and walks. In addition, the design with its landscaped courtyards appears to offer the possibility of replacing of some of the trees which must be removed during construction.

Preliminary information indicates that the present Capitol area utilities for heat and solid waste disposal are at capacity. During heavy rains, combined storm and sanitary sewers discharge untreated waste directly into the James River. The adequacy of the present City sewage collection and treatment system appears marginal. Whether or not the limited increase in load due to the new facility will be critical will require a more extensive determination.

The following sections delineate specific areas of concern with regard to environmental impact. Emphasis has been given to population number changes, automobile number changes and site utilization. In each section an area of concern is discussed along with any currently available background material.

Existing Utilities

The City of Richmond as in most American cities, has a combined sanitary and storm sewer system. During periods of high runoff and precipitation, the sewage treatment plant becomes overloaded and discharges the untreated overflow to the James River. This system is unacceptable by EPA Standards, and abatement programs are being required from some municipalities. At the present time, Richmond has no plans to convert to separate sewer systems, but this untreated overflow certainly is a major point of environmental concern. The frequency of overflow and the concentration of waste contaminants should be studied with respect to the limited additional load from the Capitol expansion.

Water supply for the Capitol complex is supplied by the City, and at the present time, there is no problem either from a quality or quantity point of view. The additional

load will not cause any environmental concern or over-stress the existing water supply system.

Gas and electricity are a concern in the expansion of the Capitol. There is a natural gas supply available. but Richmond has been given statements relating to service cutbacks during periods of high sustained gas demand. It is doubtful that the gas supply situation will improve in the near future and the use of gas for heat energy should be carefully evaluated. The alternate choices for fuel, such as oil, must also be evaluated because of the potential for air pollution from sulphur emissions. Electrical power appears to be a more promising and less locally polluting method of energy supply.

Solid waste disposal in the Capitol is currently accomplished by two techniques: on-site incinerators and contract hauling to a landfill. The capacity of the incinerator has now been reached, hence hauling to a landfill will be necessary.

Physical Facilities

The Richmond Metropolitan Authority has performed some capacity analyses on the downtown area and on Bank Street. These studies were performed for the purpose of determining

whether a toll road is necessary. The route of this toll road from 7th street to the downtown section is the subject of considerable controversy. The effect upon traffic resulting from the construction of the parking facility should be factored into the capacity model of the Authority. The use of the model for Bank Street will eliminate the need to perform a separate capacity analysis.

Rainfall and Runoff

Since the trees removed during construction will be replaced, the tree wells and courtyards provided, will be potentially suitable for discharge of precipitation on the area by ground water discharge.

These wells must drain to the soil beneath the new building, and the percolation and absorption of the soil must be determined. If all runoff is to be kept from the already overloaded combined sewers, then infiltration galleries can be designed to handle it.

Natural Environment

Changes in the quantity and species of birds, animals and vegetation can be expected from any major construction in

a park setting.

However, the extensive preservation and replacement of trees and shrubs in the proposal will contribute toward eventual restoration of the wildlife temporarily displaced. During the construction period the wildlife which inhabit Capitol Square will be displaced. Provisions should be made for the wildlife during this period.

MICROMETEROLOGY

Presently, the Capitol Square Complex is heated by central heat system near the Medical College of Virginia. This plant is at rated capacity, and in all probability, will not be used in this complex. The State is contemplating the installation of self-contained heating and air conditioning systems. The normal energy source for this is electricity which will minimize the impact on local environmental conditions.

APPENDIX C

HOW A COMPUTERIZED BILL DRAFTING SYSTEM WORKS

A. Description

A Computerized Legislative Bill Drafting System is essentially an automated "text-editing" system utilizing Cathode Ray Tube (CRT) terminals attached to a computer.

A Cathode Ray Tube terminal is a television-like device with a screen upon which information is displayed, and a keyboard which is used for communication between the terminal and the computer.

The CRT is interfaced, or connected, to the computer through normal telephone lines and is capable of displaying information accessed from the memory of the computer.

An operator, upon request, may retrieve and display on the CRT screen any portion of the text material previously stored in the computer, and may easily alter or amend this text by the use of simple commands issued at the keyboard, (see ATTACHMENT A). Text may be retrieved and altered on the basis of an entire document (statutory section), subdivision, line, or even words. Additions, deletions and substitutions are easily accomplished (from the keyboard) to the text which appears on the CRT screen.

The computer takes on the burden of reformatting the text, thus relieving the operator of the chore of retyping and/or cutting and pasting.

Hard-copy output of the text appearing on the screen or in the computer is produced by a high-speed, line printer attached to the computer. The format of the hard-copy output may be specified by the operator at the time the output function is requested or left to the default supplied by the system.

The System has been designed to permit the direct input of proposed new legislation as well as the ability to amend existing statutory sections. The full-text of the Virginia Statutes, current through the most recent session, will reside on direct access storage available at all times during the bill drafting process.

With the capability to retrieve, alter and output textual material as outlined above, it is anticipated that the System will undoubtedly aid the Commonwealth in the process of drafting legislation from a standpoint of cost, turnaround time and accuracy. As pointed out in graphic form in Appendix A, the State can recognize and take advantage of the by-products inherent within the Bill Drafting System, particularly that of the printing, through computerized photocomposition of the Introduced and Enrolled Bills, Session Laws, and Statutes.

B. Operating Procedure Outline

In the context of QWIK-DRAFT, the preparation of a Bill is initiated when the operator (stenographer) receives the Drafter's copy. This information may be in any of the following forms:

- a. Dictated notes in the stenographer's notebook
- b. Dictation on a tape
- c. Scrivened in longhand
- d. A marked-up copy of a printed page from the Virginia Statutes or Session Laws.
- e. Completely typed, but corrected to conform with Virginia Bill Drafting rules.
- f. Marked-up on a typewritten copy of an earlier Bill of the same or previous session.

- g. Completely typed and covered and backed, requiring form approval and the addition of an identification number.
- h. Completely typed, but not covered or backed
- i. Any other form accepted by the Bill Drafting Supervisor

Prior to the actual keyboarding (inputting) of the text of the proposed legislation to be introduced, the operator must key (type) the consecutive identification number which has previously been assigned. This number will remain as the only reference to the particular Bill until it is introduced. Other information, such as date, operator name, drafter name, etc., may also be keyed at this time.

The operator now begins to keyboard the language of the Bill, indicating any material that is to be underscored upon final printout. Sections or subdivisions of the existing Statutes, which reside in computer storage, may easily be retrieved and copied into the Bill at this time. This operation requires but two commands from the operator no matter how much text in each unit being so copied.

After the language of the Bill has been completely keyboarded, the operator may then re-display its contents on the CRT screen, proofread, and make corrections as required.

Hard-copy of the Bill may be requested by issuing the appropriate output command at the keyboard. The Bill is now in a format ready for introduction.

The Engrossing process will be similar to that of creating a new Bill except that the operator will first want to create, by a simple command, a duplicate copy of the Bill which is to be amended. The operator will display

on the CRT, by page and line number, the lines in which a modification is to be made. After making the appropriate corrections, the operator will replace the original material with the corrected information currently on the screen. She will also have the ability to type new material on the screen and add it before or after any line within the Bill without actually retrieving the original information. This permits the operator to add new paragraphs, sections, or subdivisions with minimal effort.

Another option available is the ability to request all occurrences of a given word or phrase. This option, when invoked, causes a sequential search of the text of the given document, displaying on the CRT all lines that qualify. The operator will have the option of changing the word or phrase in the document or of continuing to search for the next occurrence.

After an entire document (Bill) has been corrected, the operator then assigns to it a new reference number indicating its current status.

Training

For a successful implementation and operation of any system, a comprehensive training program is essential. Key personnel responsible for its operation must be educated and properly trained.

To meet this requirement for the QWIK-DRAFT system, Aspen proposes both an "on-the-job" and "classroom training" program. Training will commence after installation. At that time, Commonwealth personnel will visit Aspen's Pittsburgh facilities, and be introduced to the operation of the QWIK-DRAFT system. Following this introduction, a complete sequence of briefing and training sessions will begin. Operation manuals, User manuals and Training books are all supplied by Aspen.

There is also a 4 weeks facility management type of service. After installation, Aspen provides a technical representation to be on-site for the first 4 weeks of operation. During this time, any questions that come up are answered, while at the same time the Aspen technical representative trains a Commonwealth employee as to the technical intricacies of the system.

Costs:

YEAR ONE

ASPEN SYSTEM (a complete computer Bill Drafting and editing system including installation and training)	\$60,000	
ADP CHARGES (Fees for System Development personnel to oversee and coordinate the installation of the Aspen System. Includes computer usage charges for training)	10,000	
PRINTER FREIGHT (DELIVERY charges for special printer)	200	
PRINTER CUSTOM FONT (special type face)	825	
LINE INSTALLATION (Fee to install telephone lines from ADP to bill drafting terminals)	125	
CABLES (used for connecting CRT's to Controllers)	400	
CRT INSTALLATION 15 X 75.00	<u>1,125</u>	
	TOTAL INITIAL COST	\$ 72,675
CRT MONTHLY RENTAL 15 X 190.00 X 12	34,200	
MONTHLY MAINTENANCE 15 X 200.00 X 12	3,600	
TELEPHONE LINE CHARGE (monthly line rental for connection between ADP and terminals) 12 X 400	48	
MODEM (special telephone used for communication between the terminal and the computer) 4 X 115.00 X 12	5,520	
PRINTER (includes maintenance)	<u>9,900</u>	
		53,268
RESERVE FOR CONTINGENCIES (10%)		<u>12,594</u>
	TOTAL YEAR ONE	\$138,537

YEAR TWO

MONTHLY RENTAL (Annualized)	34,200
MAINTENANCE	3,600
TELEPHONE LINE CHARGE	48
MODEM	5,520

PROCESS CHARGE (ADP-Preliminary Estimate)	7,500	
PRINTER	<u>9,900</u>	
		\$ 60,768
RESERVE FOR CONTINGENCIES (5%)		<u>3,038</u>
TOTAL YEAR TWO		\$ 63,806

Bill Drafting Operator Commands

<u>Command</u>	<u>Description</u>
1. ADD	Stores information currently displayed on the CRT before or after a specified line number.
2. DELETE	Deletes specified lines and condenses remaining text.
3. COPY	Copies a previously named document to the current Work-Area.
4. <u>REPLACE</u>	Replaces specified lines with information currently on CRT.
5. <u>DISPLAY</u>	Displays a specified number of lines of a given document.
6. <u>REDISPLAY</u>	Retrieves from memory and displays information last displayed on the CRT.
7. <u>STORE</u>	Stores all information currently on CRT at the end of the document being created.
8. FIND	Displays all occurrences of a given word or phrase within the current document.
9. <u>RETRIEVE</u>	Copies a section or subdivision of the Virginia Statutes to the end of the document being created.
10. SET	Permits operator to insert format codes when text is other than normal, e.g., block indent, single space, centered, etc.
11. <u>LINES</u>	Indicates the number of lines to be displayed on the CRT. Used in conjunction with DISPLAY command
12. <u>SKIP</u>	Permits operator to bypass (forward or backward) a specified number of lines when displaying large documents.

<u>Command</u>	<u>Description</u>
13. <u>COMPLETE</u>	This command must be issued after each document has been created. The operator may assign the document a new name or delete it at this time.
14. <u>LOGON</u>	Indicates to the system that the particular terminal is to be placed in an on-line condition - also identifies the operator.
15. <u>LOGOFF</u>	Indicates to the system that the particular terminal is to be deleted from an on-line condition.
16. <u>DRAFT</u>	Initiates the editing process and permits the operator to assign a name to the document to be created.
17. <u>ERASE</u>	Indicates that the named document is to be deleted from the system.
18. <u>PRINT</u>	Indicates that the named document is to be printed on the remote line printer.
19. <u>END</u>	Terminates Drafting process. Must be issued at the end of each day.

APPENDIX D

MODELS FOR ORGANIZATION OF STAFFS

GENERAL ASSEMBLY STAFFING:

CENTRALIZED STAFFING

No attempt will be made here to suggest a complicated scheme for long-range staff support for the General Assembly. Rather the following is an attempt to outline the immediate measures which can be taken to develop more comprehensive staffing for the General Assembly to be controlled through a single administrative agency.

To some extent our legislative process has labored along under the burden of its own weight. Things have been accomplished in a flurry of activity characterized by the confused circumstances which surround sessions of the General Assembly. Temporary staff and counsel have been brought in to render assistance, but given only minimal training. Many of the defects can be cured by improving the quality and quantity of staffing assistance within the two houses; however, the fragmentation problem is not solved by separate staffing. Herein lies the single greatest virtue of centralized staffing. As all parties are brought together under a single agency the communications gap should diminish and uniformity be achieved.

Central staffing will provide, in addition to the drafting service, counsel for standing committees and research specialists. As full-time employee, counsel will be more familiar with legislative needs, procedures and issues. Working from a central pool he will himself develop drafting skills and be in constant communication with the staff which maintains the drafting office in his absence.

The duties of full-time counsel will be like those of temporary counsel as outlined in the companion memorandum on committee staffing. However, full-time counsel will always be available and as state employees, conflict of interest will not be a concern. When the General Assembly is not in session the counsel will be able to participate with study commissions and committees, as well as with the standing committees as they meet during the interim.

The research staff, if created in a central agency, would also perform the functions as described in the companion memorandum, but would be hired as general staff personnel, owing no special allegiance to either house. Such a research staff should be developed in close proximity with the bill drafting and counsel services so that the activities of each may be coordinated, i.e. the expertise of counsel and researchers should be complementary. Since the General Assembly already has a good many lawyers working for it who could do some general research, those persons hired for specific research tasks could be specialists.

GENERAL ASSEMBLY STAFFING:
COMMITTEE STAFFING ON PART-TIME BASIS

COMMITTEE STAFFS

Committee staff would be hired on a part-time basis by the committee chairman. Subject to the Rules of each house, committee chairmen would request authorization to hire counsel or other staff as needed. Committee clerks would be allocated by the Clerk of each respective house.

The responsibilities of the respective committee counsel would be dictated by the committee chairman. It is conceivable that where work loads are light counsel be assigned to more than one committee.

In general, committee counsel would be expected to:

1. Review all legislation before the committee.
2. Report to the committee on the content and ramifications of the bills (analytical summaries).
3. Prepare amendments.
4. Act as a liaison with the drafting agencies and other committees.
5. Prepare questions for members to ask patrons.
6. Investigate background of bill (e.g. if the creation of a new agency is involved, see if an existing agency handles similar duties).
7. Aid in the preparation of committee studies and reports.

Consideration should be made of the following points:

1. Training.—It is imperative that committee counsel know how to prepare amendments properly and are familiar with basic aspects of the legislative process.
2. Selection.—Some procedure should be made to avoid embarrassing conflicts of interest.
3. Availability.—Counsel need to be available to the committee at all times. Thus, the counsel's relationship to his practice must be clarified (possible temporary severance from his firm). (See section 30-5 Code).
4. Salary.—If counsel are available full time, they should be paid accordingly (\$3,500-\$4,500 per 60-day session).
5. Interim.—Committee access to counsel during the interim should be considered.

Senate Legislative Fiscal Officer

The Senate Finance Committee would have its own full-time legislative fiscal officer.

Research Staff

A General Assembly Research Staff of four-six persons has been proposed. This staff would do spot research for members, research for committees and commissions upon request. The staff would also aid members with constituent inquiries. The staff would be responsible to the Joint Rules Committee and divided between House and Senate.

Liaison

Liaison would be established and maintained with the state agencies.

APPENDIX E
COMMENTS BEFORE THE
COMMISSION ON THE LEGISLATIVE PROCESS
SEPTEMBER 29, 1972
RICHARD POWERS
IMPLEMENTATION COORDINATOR
GOVERNOR'S MANAGEMENT STUDY

Mr. Speaker,
Gentlemen :

Let me thank you for the distinction you have given me and the opportunity you have provided to share some thoughts on how the legislative process may contribute to the efficient management of the state's limited resources. In more specific language *I shall address myself to the concept of public accountability*, but with a little turn away from the traditional approach that public accountability rests, *by and large, upon the notion of honesty*. It is, of course, central to the purposes of public service that all those who serve at the will of the taxpayers be honest—but *the enlarging needs of society, now more than ever before, press an additional dimension into this imperative: we must now be efficient*. I will argue that *in the same way that public officials are now audited for their honesty, they must now be audited for their efficiency* in the handling of the state's resources.

Like many other problems of modern society we can start our considerations with the ancient Greeks. Aristotle wrote: "To protect the treasury from being defrauded let all public money be issued openly in front of the whole city, and let copies of the accounts be deposited in the various wards". This is the cornerstone of the office of public auditor, which was well established in colonial history.

Today, accountability in a fiscal sense is still a strong theme of modern government at every level. But a change is taking place. *Since the output of government services is not market-oriented, and thus lacks a cash nexus with the resources used to provide these services, the public has, for years, been groping for an added dimension of responsibility to the already well-established concept of fiscal integrity*. Such language as "bureaucracy", "paper work", "that's the Government for you", suggest to me a groping for a concept that will enlarge the traditional notion of fiscal integrity and merge it with a concept of *efficiency* in the management of scarce public resources. *Expressions of concern about the rising tax burden are but other suggestions that the public, while demanding fiscal integrity in the handling of public funds, wishes to add to this requirement another dimension: efficiency*. Peter Drucker observes that

"we may have to develop an independent agency that compares the results of policies against expectations"

and John Hamilton of the New York Times argues that

"Administrators must be made to explain what funds have been spent for and what the expenditures have accomplished, if anything".

These comments are also a reflection of the public concern that we tax too much and deliver too little. There are two points that need a brief examination: (1) the changing nature of the need for expenditures, and (2) the changes in the purchasing power of the government dollar.

(1) If one examines the budgets of the Commonwealth over the last twenty years one point stands out prominently: Virginia, like all other

states, *is having to direct its resources more than ever before to "human oriented" activities.* We have been, and are now, moving toward expenditures that require General Fund support on a scale unprecedented in the past. Roughly 80 percent of the recent increase in employment in the state has had to come from the General Fund; yet the General Fund does not generate 80 percent of the tax revenue needed by the Commonwealth. *Society has been, and is, moving away from one that is stable and real property oriented, toward one that emphasizes skill and mobility; and the provision of skill and mobility cost ever increasing sums of money.* It is the rate of change of tax requirements, which are highly visible, matched against the rate of change in the efficiency of handling these increased revenues, which is not too visible, that is causing concern and frustration in every corner of the Commonwealth.

(2) The second point is less involved: since 1958 the *consumer dollar has declined to 75 cents*, but the government dollar has declined to 61 cents. Thus inflation has struck at tax dollars more sharply than it has at consumer dollars. Growth has not provided the revenues needed for public services. When growth does not provide the revenue needed to meet public needs from existing tax rates, then these rates must go up. And, most obviously, taxes on real property and consumption most surely do not rise, *pari passu*, with citizen needs.

These two forces bear heavily on the taxpayer and he cries out, frequently feeling like the Psalmist of old that "there is no friendly voice" to hear his cries. So today I want to propose to you an arrangement by which the legislative branch may hear the taxpayers' cries.

It is, of course, trite to observe that of the two branches of government, legislative and executive, *the legislative makes policy and the executive carries it out.* But even though the observation is trite, the arrangement deserves examination.

Every Governor in Virginia comes into office with an existing program (and Budget) he had little or no hand in shaping. He then, two-years later, forms his own program. Notice that he has had two years to think it through. He then forms his successor's program, and the cycle is repeated. It is in the nature of the case that every program appeal to some particular group: thus, there have been "education governors" and "highway governors" and "hospital governors"—old timers can, I am sure, find other types. And, try as we may, we still operate what I call a "loose confederacy" with our agencies and institutions. And even within our agencies and institutions there are "confederacies within confederacies,"—all, in some respects, going their separate ways.

Oddly, that is, I think it is odd, *the most stable part of the Virginia scene, in terms of continuity in office, is the General Assembly.* Excepting recent changes, you are elected and then re-elected time and time again. You are the one political institution that can have a relatively permanent impact on the efficiency of government. You tend to stay, and Committee Chairmen tend to stay longer than most members of the legislature. Thus, on you rests a rather enormous burden for efficiency in the use of tax resources. For the heart of the political process is social choice, which you should determine; and the core of social choice is resource allocation—the Budget—which, at least in history, you have had little input into the original choices made. You pass upon options, but a selection made from options which the executive has already passed upon. Do you feel comfortable with this arrangement? You have less time to spend on deliberation of fiscal matters, along with other questions of public policy, than

the executive. *You cannot do in sixty days what a Governor takes two years to do.* If you are ever to bring the spiraling cost of government into some meaningful balance with tax revenues, and a balance with which you can feel comfortable, *then you must have within your own control an arrangement that can work with, but at the same time independent of, the executive in terms of fiscal performance—and I stress performance.* So I urge you to form, within the framework of the General Assembly itself, an instrument that can monitor *the efficiency of the use of appropriations you make, an agency which can gather facts and present them to you; an agency which can learn the specialized jargon of the department heads and specialists (whose ratio of words to relevance is often very high); and an agency which can act as your “friend in court” when appropriations time comes around. An arrangement that can place in your hands some options to consider, so you will not be called upon to act on an option that has already been selected.* This agency could, of course, represent you as the budget is being prepared; could act as liaison to funnel your thoughts into the executive work that goes into budget preparation; but, *above all, offer your alternatives to those that may emerge in the budget document itself.* Needless to say, this agency could act for you as management auditors, applying the most advanced analytical methods available to authenticate the ever present question of whether appropriations are spent efficiently or not, and this information could be available to you for your use when requests for further monies are made.

What would such an arrangement cost? For personnel my guess would be between \$350,000 or \$400,000—possibly \$500,000. There would be a staff, perhaps numbering 15 or 20 professionals along with supporting personnel, supplies and space.

I would think, also, that you would want some arrangement that could “run down” *constituent communications* with you and offer staff support. I have no idea of the magnitude of such communications, so I am not able to estimate the resources required for this need. *But here again, you confront a changing concept of government that requires you—the membership of the General Assembly—to have available to you your own resources for action. That changing concept is the direct participation of the citizen in a number of very important decision making processes.* The model cities program illustrates this process well. Whether revenue sharing will be a part of this process of citizen participation, ever increasing at the Federal level as a condition of Grants, is unclear at this time.

In summary, it seems to me, and has for a long time, that you must have a resource available to you by which *you—the General Assembly—can have an input to the fiscal process a bit larger than a 60-day review; a resource that can “plead your case” with facts and analyses; a resource that can help you with your citizen comments; and a resource that can insure that the funds you provide are spent as efficiently as possible.* You have the need and the technology, and the knowledge base is available. I urge you to act soon in order that your voice may be heard and heard responsibly as you prepare to provide the billions that will no doubt be needed commencing July 1, 1974.

You cannot, and have no right to expect, the executive to do for you what you cannot do for yourself. The executive has its constituency and you have yours. Often they overlap. You, as a corporate body, individually, can and do stay year after year; the political executive cannot; and the appointed executive branch does not have a need for the confrontation you must periodically make with the taxpayer, and therein lies much of our problem.

Isn't it reasonable to expect that in your political confrontations with the taxpayers you would want to be armed with the knowledge that *you participated in the selection of the options*, among those available for public policy, rather than just pass upon the ones offered up to you? The answer to this question, it seems to me, casts legislators in the same role as teacher : one never knows where their influence may reach.

PROPOSED LEGISLATION : STAFFING

A B I L L

To amend the Code of Virginia by adding a section numbered 30-19.5 relating to information officers available to General Assembly and its staff.

Be it enacted by the General Assembly of Virginia :

1. That the Code of Virginia be amended by adding a section numbered 30-19.5 as follows :

§ 30-19.5. All agencies of the Commonwealth, upon request of a person designated for such purpose by the Speaker of the House of Delegates and President pro tempore of the Senate, shall assign such of their employees as may be required to serve as information officers between any such agency and the General Assembly or its staff. In addition to supplying information to the General Assembly and its staff, the assigned employees of such agencies shall at all times be available to assist Delegates and Senators in seeking solutions to problems of citizens of the Commonwealth.

A BILL

To amend and reenact §§ 2.1-257, 2.1-259, 30-5, 30-28.12, 30-28.13, 30-28.14, 30-33, 30-52, 30-53 and 51-111.10, as severally amended, of the Code of Virginia; and to amend the Code of Virginia by adding a section numbered 30-19.5 and a chapter numbered 2.3 in Title 30 containing sections numbered 30-28.21 through 30-28.27; the amended and added sections relating to staff of the General Assembly and its control.

Be it enacted by the General Assembly of Virginia :

1. That §§ 2.1-257, 2.1-259, 30-5, 30-28.12, 30-28.13, 30-28.14, 30-33, 30-52, 30-53 and 51-111.10, as severally amended, of the Code of Virginia be amended and reenacted; and that the Code of Virginia be amended by adding a section numbered 30-19.5 and a chapter numbered 2.3 in Title 30 containing sections numbered 30-28.21 through 30-28.27 as follows:

§ 2.1-257. Printing and distribution of Acts of Assembly.— The Director shall cause to be printed, as soon as approved by the Governor, not in excess of five thousand copies of the acts and joint resolutions of the General Assembly. As printing progresses a sufficient number, approximately nine hundred copies, shall be stapled in sections of approximately two hundred pages each for distribution as advance sheets of the Acts of Assembly and shall be distributed promptly as follows :

One copy to each member of the General Assembly ;
Five copies to the clerk of each house ;
One copy to each head of a department ;
Six copies to the Division of Statutory Research and Drafting ;
Six copies to the Attorney General ;
Four copies to the Division of Legislative Research ;

One copy to each judge of a county or municipal court, and one copy to each judge, attorney for the Commonwealth, clerk of a court of record of this State, and clerk of the council of a city in this State, and

Five copies to the State Corporation Commission.

The remainder he shall have bound in ordinary half binding, with the index and tables required by law to be printed with the acts and joint resolutions of the General Assembly, and as soon as practicable after the close of each session of the General Assembly, shall deliver :

One copy to the Governor ;
One copy to each head of department ;

Ten copies for the use of the Division of Statutory Research and Drafting plus the number required for exchange with other states ;

Four copies for the use of the Division of Legislative Research ;

And he shall forward by mail, express, or otherwise :

One copy to each member of the General Assembly ; however, each member of the General Assembly may obtain up to four additional copies upon application therefor to the Department of Purchases and Supply ;

Two copies to each judge;

Five copies to the State Corporation Commission;

Six copies to the Attorney General;

One copy to each clerk of any court, attorney for the Commonwealth, sheriff, treasurer, commissioner of the revenue, judge of a county or a municipal court, board of supervisors and school board, the reporter of the Supreme Court, the library of each educational institution in this State, each public library, which makes written application therefor to the Department of Purchases and Supply, each judge and clerk of any court held in this State under the laws of the United States and each attorney and marshal in this State holding office under the United States;

Five copies to the State Library;

Five copies to the State Law Library;

One copy to each university and college in this State;

One copy to each member of the State Hospital Board;

One copy to the School for the Deaf and the Blind;

Five copies to the Clerk of the Senate for the use of the Senate;

Five copies to the Clerk of the House of Delegates for the use of the House;

Three copies to the Auditor of Public Accounts;

Three additional copies to the Comptroller; and

One copy to the county attorney in those counties which have created the office of the county attorney.

§ 2.1-259. Printing and distribution of journals for Senate and House.—The Director of the Department of Purchases and Supply shall superintend the execution of all printing done by order of the Senate or the House of Delegates, or their respective clerks, and within ninety days after the close of each session of the General Assembly he shall, upon requisition furnished him by the Director of the Division of the Budget, cause to be printed and bound the journals for the Senate and the House of Delegates, with an index thereto, in sufficient quantity to make the following distribution: One copy to the Governor; five copies to each of the clerks of the Senate and the House; ten copies to the State Library; one copy to the library of each educational institution in this State; one copy to each public library which makes written application therefor to the Department of Purchases and Supply; one copy to the President of the Senate and one copy to the Speaker of the House; *one copy to the Division of Legislative Research*; one copy to the Division of Statutory Research and Drafting; and one copy to each member of the Senate and the House of Delegates. The number of copies to be printed and the quality of binding shall be designated by the Director of the Division of the Budget.

§ 30-5. Any party to an action or proceeding in any court, including the Supreme Court ~~of Appeals~~ of Virginia, commission or other tribunal having judicial or quasi judicial powers or jurisdiction, who is an officer, employee or member of the General Assembly, ~~or~~ employee of the Divisions of Statutory Research and Drafting *or Legislative Research*, or who has, prior to or

during the session of the General Assembly, employed or retained to represent him in such action or proceeding an attorney who is an officer, employee or member of the General Assembly, or employee of the Division of Statutory Research and Drafting, shall be entitled to a continuance as a matter of right during the period beginning thirty days prior to the commencement of the session and ending thirty days after the adjournment thereof; and the period required by any statute or rule for the filing of any pleading or the performance of any act relating thereto shall be extended until thirty days after any such session. The failure of any court, commission or other tribunal to allow such continuance when requested so to do or the returning of such filing or act during the period hereinabove specified shall constitute reversible error; provided that this section shall not prevent the granting of temporary injunctive relief, or the dissolution or extension of a temporary injunction, but the right to such relief shall remain in the sound discretion of the court or other such tribunal.

§ 30-19.5. Supervisory control of the several agencies which serve the General Assembly shall be vested in the Speaker of the House of Delegates and the President pro tempore of the Senate. The agencies whose affairs shall be subject to the control of the Speaker of the House of Delegates and the President pro tempore of the Senate are the Division of Statutory Research and Drafting, the Division of Legislative Research, the Virginia General Accounting Office and such others as may be specified by law.

The Speaker of the House of Delegates and the President pro tempore of the Senate may appoint a person to act as administrative coordinator to oversee the affairs of the agencies they supervise who may be delegated such authority and responsibility, assume such title and receive such compensation from appropriations provided for this purpose as the Speaker and President pro tempore may deem wise.

In the exercise of any power to appoint or remove any person from office, if agreement cannot be reached between the Speaker of the House of Delegates and the President pro tempore of the Senate within a period of thirty days from the time when a vacancy occurs or a cause for removal is manifest, as the case may be, such matter shall be referred for joint resolution to the Committees on Rules of the House of Delegates and the Senate.

§ 30-28.12. Creation of Division; election, term and qualifications of Director; vacancy in office of Director; removal of Director.—There shall be a legislative agency known and designated as the Division of Statutory Research and Drafting, hereinafter in this chapter sometimes called the Division. The Division shall be in the charge of a Director, who shall be appointed by and serve at the pleasure of the Speaker of the House of Delegates and the President pro tempore of the Senate elected by the General Assembly for a term of four years. The Director of the Division of Statutory Research and Drafting, elected by the General Assembly shall continue in office until his present term expires. Whenever a vacancy exists during a time when the General Assembly is not in session, the Speaker of the House of Delegates and the President of the Senate shall appoint a Director to fill such vacancy who shall hold office until his successor is elected by the General Assembly at its next session.

The Director shall be an experienced lawyer *and preferably* a graduate of the school of law of some approved college or uni-

~~The Director elected by the General Assembly may be removed from office by joint resolution of the General Assembly.~~

§ 30-28.13. *Assistants, draftsmen and clerks.*—The Director, ~~subject to the advice of the Speaker of the House of Delegates,~~ may employ and fix the compensation of necessary assistants, draftsmen and clerks, who shall be selected solely on the grounds of fitness for the performance of the duties assigned to them. Such compensation shall be paid out of appropriations made for the purpose.

§ 30-28.14. *Offices of the Division.*—~~The Speaker of the House of Delegates and President pro tempore of the Senate~~ *Lieutenant Governor and Speaker of the House of Delegates* shall provide the Division of Statutory Research and Drafting with suitable rooms in the State Capitol *and elsewhere* in the city of Richmond to be convenient for the members of the General Assembly.

Chapter 2.3

Division of Legislative Research

§ 30-28.21. *There shall be a legislative agency known and designated as the Division of Legislative Research sometimes referred to in this chapter as Division. The Division shall be in the charge of a Director, who shall be appointed by and serve at the pleasure of the Speaker of the House of Delegates and President pro tempore of the Senate.*

§ 30-28.22. *The Director of the Division of Legislative Research may employ and fix the compensation of necessary assistants, clerks and others, who shall be selected solely on the grounds of fitness for the performance of the duties assigned to them. Such compensation shall be paid out of appropriations made for the purpose.*

§ 30-28.23. *The Division of Legislative Research, through its Director and employees, shall have access to the State Law Library, and to the State Library, with the right to withdraw, in the performance of their duties, any books, pamphlets or printed data from either library, subject to the rules of the libraries, respectively, as to time.*

§ 30-28.24. *The Division of Legislative Research shall:*

(a) *Carry out such research projects as shall be assigned to it by the Speaker of the House of Delegates and the President pro tempore of the Senate.*

(b) *Assist committees and members of the General Assembly in obtaining information, and analyze such material.*

(c) *Supply staff assistance to the Virginia Advisory Legislative Council, its committees and legislative commissions.*

(d) *Participate in conjunction with the Division of Statutory Research and Drafting in background research for legislative proposals.*

(e) Perform such other duties as the Speaker of the House of Delegates and the President pro tempore of the Senate may require

§ 30-28.25. *All the books, documents and other materials, and the guides to materials shall be at all times accessible to the Governor and members of the General Assembly, State and municipal officers, boards and commissions, and the general public, for reference purposes.*

§ 30-28.26. *The printing and binding necessary for the proper performance of the duties of the Division, and for the proper preservation of the materials collected therein, shall be done under the supervision of the Department of Purchases and Supply which shall also, upon the requisition of the Director of the Division of Legislative Research, furnish the latter with so many copies of the acts of the General Assembly as shall be required for such office.*

§ 30-28.27. *The Division of Legislative Research is hereby authorized to destroy, from time to time, the records, correspondence and other information obtained for legislative commissions, studies of the Virginia Advisory Legislative Council, and correspondence and other material when any of such records, correspondence and other material is more than four years old.*

§ 30-33. **Secretary.**—The Director of the Division of Statutory Research and Drafting shall be the secretary of the Council, and shall through ~~the~~ *such* Division assist in coordinating the work of the Council and of any committees which may be appointed by it, and in supplying any information and rendering such assistance and services as may be necessary or as the Council may require. The Council may, subject to the approval of the Director of the Division of Statutory Research and Drafting, assign to ~~the~~ *such* Division any person or persons employed by the Council to assist the Director and the Division in carrying out the provisions of this chapter. And the Council may, subject to the approval of the Governor, and from funds appropriated to the Council, supplement the compensation of the Director of the Division insofar as the Council shall deem proper and commensurate with the duties and work imposed upon the Director pursuant to the provisions of this chapter.

The Director of the Division of Legislative Research shall supply such information, assistance and services as the Council may require. The Council may also, subject to the approval of such Director, assign to the Division of Legislative Research any person or persons employed by the Council to assist such Director and his Division in carrying out the provisions of this chapter.

§ 30-52. **Office created; appointment, term, etc., of Director.**—There is hereby created the Virginia General Accounting Office. Such office shall be in the charge of a Director, who shall be appointed by and serve at the pleasure of the Speaker of the House of Delegates and the President pro tempore of the Senate. ~~elected by the General Assembly for a term of six years. Whenever a vacancy occurs in the office of Director, the Speaker of the House of Delegates and the President pro tempore of the Senate acting jointly shall appoint a Director to fill such vacancy who shall hold office until his successor is elected by the General Assembly~~

~~at its next session. A Director may be removed from office at any time by joint resolution of the General Assembly.~~

The Director shall be chosen on the basis of his ability and experience in management and cost accounting.

§ 30-53. Personnel.—The Director may, ~~with the approval of the Speaker of the House of Delegates and the President pro tempore of the Senate,~~ employ and fix the compensation of two or more staff members having experience and training in cost accounting and management analysis, and such clerical or secretarial personnel as are necessary.

§ 51-111.10. Definitions.—As used in this chapter unless a different meaning is plainly required by the context:

(1) “*Retirement system*” means the Virginia Supplemental Retirement System provided for in § 51-111.11;

(2) “*Board*” means the board of trustees as provided by § 51-111.17;

(3) “*Medical board*” means the board of physicians as provided by § 51-111.26;

(4) “*Teacher*” means any person who is regularly employed on a salary basis as a professional or clerical employee of a county, city or other local public school board or of a corporation participating in the retirement system as provided by article 4.1 (§ 51-111.38:1 et seq.);

(5) “*State employee*” means any person who is regularly employed full time, on a salary basis, whose tenure is not restricted as to temporary or provisional appointment, in the service of, and whose compensation is payable, not oftener than biweekly, in whole or in part, by the Commonwealth or any department, institution or agency thereof, including, without limitation, clerks and employees of district courts, who are so employed, except (a) an officer elected by popular vote with the exception of members of the General Assembly or, with the exception of the Auditor of Public Accounts, the clerks of the State Senate and House of Delegates elected initially after July one, nineteen hundred seventy, ~~and the Director of the Division of Statutory Research and Drafting,~~ by the General Assembly or either house thereof, (b) a judge of a district court, county or city treasurer, commissioner of the revenue, Commonwealth’s attorney, clerk, sheriff, sergeant or constable and, with the exception of employees of district courts, a deputy or employee of any such officer, (c) any employee of a political subdivision of the Commonwealth, and (d) a State police officer of the Department of State Police;

(6) “*Employee*” means any teacher, State employee, officer or employee of a locality participating in the retirement system as provided in article 4 (§ 51-111.31 et seq.), or any employee of a corporation participating in the retirement system as provided in article 4.1 (§ 51-111.38:1 et seq.);

(7) “*Employer*” means Commonwealth, in the case of a State employee, the local public school board in the case of a public school teacher, or the locality, or corporation participating in the retirement system as provided in articles 4 (§ 51-111.31 et seq.) and 4.1 (§ 51-111.38:1 et seq.);

- (8) "*Member*" means any person included in the membership of the retirement system as provided in this chapter;
- (9) "*Service*" means service as an employee;
- (10) "*Prior service*" means service as an employee rendered prior to the date of establishment of the retirement system for which credit is allowable under §§ 51-111.39 to 51-111.41:1, 51-111.63 and 51-111.64 or service as an employee for such periods as provided in § 51-111.32;
- (11) "*Membership service*" means service as an employee rendered while a contributing member of the retirement system except as provided in §§ 51-111.41:1, 51-111.45, 51-111.57, 51-111.63 and 51-111.64;
- (12) "*Creditable service*" means prior service plus membership service for which credit is allowable under this chapter;
- (13) "*Beneficiary*" means any person entitled to receive benefits under this chapter;
- (14) "*Accumulated contributions*" means the sum of all amounts deducted from the compensation of a member and credited to his individual account in the members' contribution account, together with interest credited on such amounts and also any other amounts he shall have contributed or transferred thereto including interest credited thereon as provided in §§ 51-111.41:1 and 51-111.49;
- (15) "*Creditable compensation*" means the full compensation payable annually to an employee working the full working time for his covered position; in cases where compensation includes maintenance or other perquisites, the Board shall fix the value of that part of the compensation not paid in money; provided that for the purposes of this chapter remuneration received by members of the General Assembly shall be deemed creditable compensation;
- (16) "*Average final compensation*" means the average annual creditable compensation of a member during his five highest consecutive years of creditable service or during the entire period of his creditable service if less than five years;
- (17) "*Retirement allowance*" means the retirement payments to which a member is entitled as provided in this chapter;
- (18) "*Actuarial equivalent*" means a benefit of equal value when computed upon the basis of such actuarial tables as are adopted by the Board;
- (19) "*Normal retirement date*" means a member's sixty-fifth birthday; and
- (20) "*Abolished system*" means the Virginia Retirement Act, §§ 51-30 to 51-111, repealed by chapter 1 of the Acts of Assembly of 1952 as of February one, nineteen hundred fifty-two.

A B I L L

To amend and reenact §§ 2.1-82.1 and 2.1-94, as amended, of the Code of Virginia relating to powers and duties of Director of Engineering and Buildings and parking of vehicles; to amend the Code of Virginia by adding a section numbered 30-19.5; and to repeal § 2.1-93 of the Code of Virginia; the added and repealed sections relating to the Capitol Police.

Be it enacted by the General Assembly of Virginia :

1. That §§ 2.1-82.1 and 2.1-94, as amended, of the Code of Virginia be amended and reenacted, and that the Code of Virginia be amended by adding a section numbered 30-19.5 as follows :

§ 2.1-82.1. General powers and duties of Director.—The Director of Engineering and Buildings shall, under the direction and control of the Governor, acting through the ~~Commissioner~~ *Secretary* of Administration, exercise such powers and duties as are conferred and imposed by law upon him and as were heretofore vested in and performed by the Director of the Budget pursuant to Article 1, Chapter 8 of Title 2 [Article 1 (§ 2.1-82 et seq.), Chapter 9 of Title 2.1], of the Code of Virginia; and he shall perform such other duties as may be required of him by the Governor and the ~~Commissioner~~ *Secretary* of Administration.

The Director of Engineering and Buildings, hereinafter referred to as Director, shall have under his care the public buildings, grounds and all other property at the seat of government not placed in the charge of others, and shall protect such properties from depredations and injury.

The Director shall be responsible for the development, in cooperation with State institutions and agencies concerned, of maintenance and utilization standards for State buildings, and for the provision of functional direction and service to institutions and agencies of the State government with respect to their policies, practices and administration of buildings and grounds.

Under the supervision of the ~~Commissioner~~ *Secretary* of Administration, the Director shall be responsible for the preparation of capital outlay recommendations for submission to the Governor, and shall receive from the institutions and agencies such information as is necessary for the preparation of such recommendations. The Director shall, with the approval of the Governor, administer the capital outlay budget in accordance with the appropriation act, and with the concurrence of the Director of the Budget as to funding only. The concurrence of the Director shall be necessary in the acceptance of each completed capital outlay project.

The Director shall be responsible for ~~the Capitol Police and~~ the Central Telephone System.

Subject to the authority of the Virginia Public Buildings Commission, the Director shall be responsible for the location and construction or lease of State consolidated office buildings at the seat of government and throughout the State for joint use by State agencies, departments, and institutions.

The Director shall administer all funds transferred to the Division of Engineering and Buildings under the provisions of § 2.1-104.

The Director shall review all contractual agreements with utilities to serve State institutions or agencies that require the approval of the Governor, as well as all easements and rights-of-way granted by institutions and agencies to public and private utilities.

The Director shall be responsible for the assignment of office space to agencies at the seat of government in buildings under control of the Director, and for the establishment of standards for the utilization and furnishing of such space.

The Director shall be responsible for the maintenance of real property records of all State institutions and agencies, and is authorized to have such boundary, topographic, and other maps prepared as may be deemed necessary.

§ 2.1-94. Parking of vehicles in Capitol Square; parking facilities for State officers and employees; violations.—(1) Except as hereinafter provided all parking in the Capitol Square of ~~all motor vehicles and animal drawn~~ vehicles is hereby prohibited; ~~provided, that during the recess of the General Assembly the Director may, in his discretion, cause to be marked off certain portions of the driveways in the Capitol Square and permit such vehicles to be parked therein under such rules and regulations as he may prescribe. The Director shall, at all times, reserve parking areas on the west of the Capitol for parking by members of the General Assembly.~~

(1a) ~~During sessions of the General Assembly~~ Parking in the Capitol Square shall be subject to rules and regulations promulgated jointly by the Speaker of the House of Delegates and the President *Pro Tempore* of the Senate and such rules and regulations shall be enforced by the Capitol Police.

(2) The Director is authorized, by and with the approval of the Governor, to utilize any vacant property owned by the State and located near the Capitol Square for the purpose of providing parking facilities for officers and employees of the State, and to allocate spaces therein and operate the same under such rules and regulations as he may prescribe, and to fix and collect fees for the use of such parking facilities.

(3) Any person parking any vehicle contrary to the rules and regulations referred to in paragraph (1a) or contrary to any parking sign or “no parking” sign erected by the Director pursuant to rules and regulations promulgated by him, shall be subject to a fine of not less than one dollar nor more than twenty-five dollars for each offense.

§ 30-19.5. The Capitol Police may exercise within the limits of the Capitol Square and, on any other property owned or controlled by the State or any agency, department, institution or commission thereof, all the powers, duties and functions which are exercised by the police of the city, or the police or sheriff of the county within which such property is located. Members of the Capitol Police, when assigned to accompany the Governor, members of the first family, the Lieutenant Governor, the Attorney General, or members of the General Assembly, shall be vested with all the powers and authority of a law-enforcement officer of any city or county in which they are required to be.

The supervision of the Capitol Police shall be by the Speaker of the House of Delegates and President Pro Tempore of the Senate.

2. § 2.1-93 of the Code of Virginia is repealed.

PROPOSED LEGISLATION: COMPUTER TECHNOLOGY

SENATE JOINT RESOLUTION NO. —

Authorizing the development of a comprehensive computerized legislative system.

Resolved by the Senate, the House of Delegates concurring, That the Committees on Rules of each House of this General Assembly, acting in concert, are hereby authorized to direct the development of a comprehensive computerized legislative system adequate to serve the present and future needs of the legislative process.

All agencies of the Commonwealth shall assist such Committees to the extent required by the Committees by furnishing staff, space and facilities.

For the purposes of implementation of any program developed by the Committees and matters ancillary thereto, there is hereby appropriated from the contingent fund of the General Assembly a sum sufficient estimated at one hundred forty thousand dollars.

PROPOSED LEGISLATION: PROCEDURES

A B I L L

To amend and reenact § 30-19.1 as amended, of the Code of Virginia relating to limiting time for introduction of certain bills.

Be it enacted by the General Assembly of Virginia :

1. That § 30-19.1 as amended, of the Code of Virginia be amended and reenacted as follows :

§ 30-19.1. Limiting time for introduction of certain bills.—No bill to amend the charter of any city or town or to provide a new charter therefor, or affecting any optional form of county organization and government shall be introduced for consideration by the General Assembly of Virginia after the ~~seventh~~ *first* calendar day of any regular session of the General Assembly unless requested by the Governor; provided, that this section shall not apply to any bill the necessity for which is stated therein to exist because of legislation adopted at the session of the General Assembly at which the same is introduced.

SENATE JOINT RESOLUTION NO. —

Requesting the Governor to cause to be made a study of legislative compensation and the compensation of certain State employees.

Whereas, every effort should be made to assure that undue financial burdens are not laid on the citizen legislators who serve the Commonwealth in order that qualified persons may continue to function in the legislative process ; and

Whereas, a competent disinterested panel of persons would be in the best position to determine the current adequacy of and future requirements for legislative compensation ; and

Whereas, the compensation of key personnel, including members of the judiciary, who are not responsible to the executive branch of government is a matter of like concern ; now, therefore, be it

Resolved by the Senate, the House of Delegates concurring, That the Governor is hereby requested to commission a panel of nine persons familiar with the needs of the Commonwealth and financial affairs to undertake a study of the compensation afforded the members of the General Assembly and key personnel who serve apart from the executive branch of government, the findings and recommendation of such panel to be submitted to the Governor and the General Assembly on or before December one, nineteen hundred seventy-three. While members of the panel will serve without compensation, there is hereby appropriated from the contingent fund of the General Assembly the sum of five thousand dollars to be used to defray the necessary expenses of the study and the panel members.

A B I L L

To amend and reenact § 30-10, as amended, of the Code of Virginia relating to ordering attendance of witnesses and production of papers by the General Assembly and its Committees.

Be it enacted by the General Assembly of Virginia :

1. That § 30-10, as amended, of the Code of Virginia be amended and reenacted as follows :

§ 30-10. Attendance of witnesses; production of evidence.—
When the Senate or House of Delegates, a joint committee thereof, or any committee of either house ~~authorized to send for persons and papers,~~ shall order the attendance of any witness, or the production of any paper as evidence, a summons shall be issued accordingly by the clerk of such house or committee, directed to the sheriff or other officer of any county or corporation, and, when served, obedience thereto may be enforced by attachment, fine and imprisonment in jail, at the discretion of the house *as evidenced by resolution thereof, which, or the its committee of which, or any joint committee which* caused the summons to issue, ~~or in the case of a joint committee, at the discretion of such joint committee or as the two houses may determine by joint resolution.~~

A BILL

To amend the Code of Virginia by adding a section numbered 30-19.5 relating to dockets of certain legislative meetings and their distribution.

Be it enacted by the General Assembly of Virginia :

1. That the Code of Virginia be amended by adding a section numbered 30-19.5 as follows:

§ 30-19.5. The Speaker of the House of Delegates and the President pro tempore of the Senate shall delegate to one of the State agencies the responsibility for compiling and distributing periodically to the members of the General Assembly and all public libraries throughout the Commonwealth dockets containing information relating to the time and place of meetings of legislative committees, study commissions and the Virginia Advisory Legislative Council and its committees.

In addition, such agency shall furnish to any persons, firms or corporations as apply therefor and pay the fees and costs which defray the expense of the service copies of the docket not exceeding one copy to any one person, firm or corporation.

PROPOSED LEGISLATION : MISCELLANEOUS

HOUSE RESOLUTION NO. —

Directing the Clerk of the House of Delegates to furnish telephone credit cards to Delegates.

Whereas, there is constant need for the members of the House of Delegates to communicate with their constituents, fellow members and State agencies in their efforts to discharge the work which they have accepted in the interest of the Commonwealth; and

Whereas, under the current procedures, many members personally bear the costs of long-distance telephone calls made for official State business; and

Whereas, having examined the available alternatives for solutions to this problem it is the recommendation of the Commission on the Legislative Process that telephone credit cards be issued to all Delegates for their use in matters relating to their official duties; now, therefore, be it

Resolved by the House of Delegates, That the Clerk of the House of Delegates is hereby authorized and directed to take such steps as may be required in order to furnish each member of the House of Delegates a telephone credit card for his use in exercising his responsibilities in matters of State. It shall be the duty of the Clerk to attend to all details incident to the proper administration of this new program.

SENATE RESOLUTION NO. —

Directing the Clerk of the Senate to furnish telephone credit cards to Senators.

Whereas, there is constant need for the members of the Senate to communicate with their constituents, fellow members, and State agencies in their efforts to discharge the work which they have accepted in the interest of the Commonwealth; and

Whereas, under the current procedures, many members personally bear the costs of long-distance telephone calls made for official State business; and

Whereas, having examined the available alternatives for solutions to this problem it is the recommendation of the Commission on the Legislative Process that telephone credit cards be issued to all Senators for their use in matters relating to their official duties; now, therefore, be it

Resolved by the Senate, That the Clerk of the Senate is hereby authorized and directed to take such steps as may be required in order to furnish each member of the Senate a telephone credit card for his use in exercising his responsibilities in matters of State. It shall be the duty of the Clerk to attend to all details incident to the proper administration of this new program.

HOUSE JOINT RESOLUTION NO. —

Directing the Virginia General Accounting Office to study and evaluate the associations of which the Commonwealth and her agencies are members.

Whereas, it was revealed in the course of the study conducted by the Commission on the Legislative Process that Virginia and her agencies hold membership in numerous governmental organizations; and

Whereas, it was determined that membership dues alone during the fiscal year nineteen hundred seventy-two were in excess of seven hundred thousand dollars for one hundred fifty-six State agencies; and

Whereas, the cost of such memberships is extremely high with the benefits resulting therefrom being uncertain; now, therefore, be it

Resolved by the House of Delegates, the Senate concurring, That the Virginia General Accounting Office is hereby directed to make a comprehensive study and evaluation of the numerous associations of which the Commonwealth and her agencies are members and report its findings and recommendations to the Governor and the General Assembly not later than November one, nineteen hundred seventy-four.

PROPOSED LEGISLATION: FACILITIES

A BILL

To amend and reenact § 51-111.52:4 of the Code of Virginia and to amend the Code of Virginia by adding in Article 7 of Chapter 3.2 of Title 51 a section numbered 51-111.52:5 relating to investment of retirement funds.

Be it enacted by the General Assembly of Virginia :

1. That § 51-111.52:4 of the Code of Virginia be amended and reenacted and that the Code of Virginia be amended by adding in Article 7 of Chapter 3.2 of Title 51 a section numbered 51-111.52:5 as follows:

§ 51-111.52:4. Investment in sites and buildings for occupancy by State agencies.—(a) Whenever the Governor shall be of the opinion that there is a need for additional space for the use of agencies of the State, he may, with the approval of the Virginia Public Buildings Commission, select a suitable site or sites, whether improved or unimproved and, on behalf of the Commonwealth, request the Virginia Supplemental Retirement System to purchase such site or sites, including buildings and improvements thereon, for lease to the Commonwealth.

(b) The retirement system is authorized to purchase such site or sites, including buildings and improvements thereon, and also to construct thereon, in conformity with plans and specifications approved by the Division of Engineering and Buildings, one or more buildings for the use and occupancy of such State agencies as the Governor may select and under the same terms and conditions an addition or additions or improvements may be made to an existing building or buildings situated thereon. The amount that may be invested by the retirement system for such purpose, when added to any amount invested under § 51-111.52:1, shall not exceed the principal amount *necessary for the carrying forth of any transaction and ancillary matters, in accordance with the terms of this section, which was substantially implemented prior to June one, nineteen hundred seventy-three of forty five million dollars.*

(c) The Division of Engineering and Buildings, out of appropriations made to it for such purpose, shall pay to the retirement system an annual rental in an amount to be determined by the retirement system, such rental to be fixed and adjusted in respect to the total investment of the retirement system in such site or sites and improvements thereon so as to provide a rental income to the retirement system sufficient to restore to it the total investment in such property within a period not exceeding twenty years from the time such site or sites are first made available for occupancy by State agencies, and also to provide to the retirement system the annual interest charges of not more than eight per centum on the unpaid balance of the total investment of the retirement system in such property as the same shall appear from time to time.

(d) "Total investment," as used in this section, shall include loss of income to the retirement system upon construction costs incurred during the improvement of such site or sites or buildings situated thereon. Whenever the retirement system has recovered the amount of its total investment in such property, and the interest thereon, the lease for such site or sites shall thereupon terminate and the title to the real estate and the improve-

ments thereon shall thereupon pass to and vest in the Commonwealth, free from the provisions of such lease.

(e) The retirement system shall not at any time be responsible for the maintenance and operation of such building or buildings that it may purchase or construct under the provisions of this section.

§ 51-111.52:5. (a) *Whenever a majority of the members of the Committees on Rules of the House of Delegates and the Senate, acting in concert, shall be of the opinion that there is a need for additional space for the use of the General Assembly or agencies of the State, such committees may, with the approval of the General Assembly as evidenced by a joint resolution thereof, select a suitable site or sites, whether improved or unimproved and, on behalf of the Commonwealth, request the Virginia Supplemental Retirement System to purchase such site or sites, including buildings and improvements thereon, if any, for lease to the Commonwealth.*

(b) *The retirement system shall purchase any such site or sites, including buildings and improvements thereon, if any, and also, under the direction of such committees, construct thereon, in conformity with plans and specifications approved by such committees, one or more buildings for the use and occupancy of the General Assembly or such State agencies as such committees may select and under the same terms and conditions any addition or improvements may be made to an existing building or buildings situated thereon. The retirement system further shall supply such funds as may be required preliminary to acquisition of, construction on, or improvements may be made to an existing building or buildings situated thereon. The retirement system further shall supply such funds as may be required preliminary to acquisition of, construction on, or alteration to any real property for which expenditures may be authorized pursuant to this section. The amount that may be invested by the retirement system for any such purpose shall not exceed the principal amount of thirty million dollars exclusive of interior furnishings.*

(c) *The Division of Engineering and Buildings, out of appropriations made to it for such purpose, shall pay to the retirement system an annual rental in an amount to be determined by the retirement system, such rental to be fixed and adjusted in respect to the total investment of the retirement system in such site or sites and improvements thereon so as to provide a rental income to the retirement system sufficient to restore to it the total investment in such property within a period not exceeding twenty years from the time such site or sites are first made available for occupancy by the General Assembly or State agencies, and also to provide to the retirement system the annual interest charges of not more than eight per centum on the unpaid balance of the total investment of the retirement system in such property as the same shall appear from time to time.*

(d) *“Total investment,” as used in this section, in addition to expenditures required by subsection (b) hereof, shall include loss of income to the retirement system upon construction costs incurred during the improvement of such site or sites or buildings situated thereon. Whenever the retirement system has recovered the amount of its total investment in such property, and the*

interest thereon, the lease for any such property or sites shall thereupon terminate and the title, if not already vested in the Commonwealth, to the real estate and the improvements thereon shall thereupon pass to and vest in the Commonwealth, free from the provisions of such lease.

(e) The retirement system shall not at any time be responsible for the maintenance and operation of such building or buildings that it may purchase or construct under the provisions of this section.

(f) The Committees on Rules of the House of Delegates and the Senate shall be charged with the responsibility for making all agreements for the legislative facilities and the implementation of these agreements. The Speaker of the House of Delegates and the President pro tempore of the Senate shall sign all documents and carry out all of the policies approved jointly by such Committees and they shall be charged with the general supervision of the legislative facilities under the direction of such Committees.

(g) This section shall apply also, mutatis mutandis, to construction of new or improvement of existing buildings for legislative use in the event that title to any real estate involved is previously vested in the Commonwealth.

HOUSE JOINT RESOLUTION NO. — —

Authorizing the Committees on Rules of the House of Delegates and the Senate to provide space for the General Assembly and its staff.

Resolved by the House of Delegates, the Senate concurring, That the Committees on Rules of the House of Delegates and the Senate are hereby authorized and empowered, at such time as the committees deem advisable, to implement such measures as may be necessary to provide additional space in which the General Assembly and its staff may carry on the legislative process pursuant to the site location survey and feasibility study of the architects retained during nineteen hundred seventy-two by the Commission of the Legislative Process, without regard to graphic representations pictured or suggested in the report of such Commission.

**PROPOSED LEGISLATION:
CONTINUING THE COMMISSION ON THE LEGISLATIVE PROCESS**

HOUSE JOINT RESOLUTION NO. —

Continuing the Commission on the Legislative Process.

Whereas, the Commission on the Legislative Process has initiated, and to a large measure, accomplished, a comprehensive review of facilities, staff and procedures designed to facilitate efficient operations of the General Assembly; and

Whereas, the constant development of new techniques and innovations, the use of which will continue to improve the effectiveness of the work of the General Assembly, require constant study and review, with the view to adopting such techniques and innovations to the benefit of the Commonwealth; and the further study of the matter of facilities for the General Assembly is required, all of which constitute sound reasons for continuing the Commission; now, therefore, be it

Resolved by the House of Delegates, the Senate concurring, That the Commission on the Legislative Process be continued. The Commission shall be composed of twelve members, appointed as follows: The Speaker of the House of Delegates and six persons appointed by him; the President of the Senate, the President pro tempore and three persons appointed by the Committee on Privileges and Elections of the Senate. The Commission shall be composed, insofar as it may be practicable, of the same persons who were appointed to the Commission in nineteen hundred seventy-two. The members so appointed shall elect from their membership a chairman and a vice-chairman.

The Commission shall continue its study of the legislative process in Virginia. The Commission shall consider, but shall not be limited to (1) facilities for the legislature, including additional in depth review of plans for expansion thereof, in cooperation with the Public Buildings Commission; (2) staff assistance for the General Assembly; (3) the continued development of the use of computer technology and procedures designed to improve the processing of legislation; (4) an analysis of the role of the General Assembly in evaluating the performance of State agencies.

Members of the Commission shall receive the compensation provided by law for members of legislative committees and be reimbursed for their actual expenses, which shall be paid from the contingent fund of the General Assembly. In addition, the Commission is hereby authorized to expend a sum sufficient, estimated at twenty-five thousand dollars, from the contingent fund of the General Assembly, to defray the cost of conducting the study, which cost shall include the employment of such personnel as it deems advisable.

The Commission shall complete its study and report its findings and recommendations to the members of the General Assembly not later than November fifteen, nineteen hundred seventy-three. All agencies of the State shall assist the Commission in its study upon request. The Director of the Division of Statutory Research and Drafting shall serve as secretary to the Commission.