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MASSACHUSETTS LEGISLATIVE INTERNSHIP

DOCUMENTS



1965-1966 ANNUAL REPORT UNIVERSITY

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August 31, 1966 saw the close of the first year of operation of the Massachusetts Legislative Internship Program which has been jointly sponsored by the Ford Foundation and the Massachusetts General Court, with the cooperation of the University of Massachusetts. Four highly qualified young people have learned a great deal about the legislative process while at the same time they have given a great deal of staff assistance to the legislature. These two purposes of the program have been accomplished successfully. It is as yet too early to measure the success of another purpose for which the program was instituted - to encourage further professionalization of the legislative staff in the state.

The Interns for 1965-1966

All Massachusetts colleges and universities were notified of the internship program in the summer of 1965 and the response was outstanding, particularly considering the lateness of the announcement. Fourteen students filed complete applications - academic transcripts of their undergraduate and graduate work, three letters of recommendation, and a statement of purpose. Mr. Oliver Ames, who is in charge of intern placement, and Mr. George Goodwin, Jr., who is in charge of the seminar, interviewed all applicants and made suggestions to the Advisory Committee as to those they thought were best qualified. (See Appendix A for the Advisory Committee membership.) Announcement of the winners was made after the September 7 meeting of the full committee.

Howard Alperin - Haverhill

B.A. from University of Massachusetts with major in Sociology  
Graduate of Boston College Law School  
Assigned to Judiciary Committee

Patricia Driscoll - Gardner

B.A. from University of Massachusetts with major in History  
Enrolled in master's program in Government at Boston College  
Assigned to the office of the Senate Majority Leader

David Pagnini - Milford

B.A. from Amherst College with major in American Studies  
Graduate of Boston College Law School  
Assigned to the House Ways and Means Committee

David Podoff - Cambridge

B.S. from City College with major in Economics  
Enrolled in Ph.D. program in fiscal economics at M.I.T.  
Assigned to the Speaker's Office

Intern Placement

Mr. Oliver Ames, aided by Mr. Henry Sontag of the Speaker's Office gave much attention to the question of placement of the interns. As noted above, they were placed in the offices of the Speaker, the Senate Majority Leader, the House Committee on Ways and Means and the Joint Committee on the Judiciary. There is no doubt that the program benefited greatly from the active support of Speaker John F.X. Davoren.

and Senate President Maurice A. Donahue. The members of the Advisory Committee have also been a constant source of support.

The Interns' activities are listed in greater detail in the Appendix but the following give an idea of the variety and the importance of the projects -- research on installment buying, education for special students, legislative reform, and civil disobedience. In many cases the research has led to legislative proposals and to enactment.

As a result of the first year's experience and discussion with the interns the following generalizations concerning their legislative work can be made:

--the most important factor is the interest on the part of a person to whom an intern is assigned in using staff creatively. Since legislators are generally extremely busy, assignment to professional staff people may be preferable. If assignment is made to legislators directly, a single person should be responsible for the intern's program. An intern working with a standing committee should perform many of the functions of clerk of committee.

--it is important to use the skills and previous training of the interns as much as possible. Special commissions created by the legislature may well be able to make use of these skills.

--A collection of useful research projects could well be built up and used by those in charge of the interns when there is slack time. These, however, should not be routine, make-work projects to be filed and ignored.

#### The Intern Seminar

Mr. George Goodwin, Jr. of the Politics Department of the University of Massachusetts-Boston ran a weekly seminar in the legislative process for the four interns. The first semester emphasized Massachusetts politics and the history and organization of the General Court. The second emphasized legislative decision-making. An extensive assignment was given for each meeting. The interns and Mr. Goodwin would meet, generally on Friday morning in the Judiciary Committee Room. They would discuss the assignment and then, for the last hour or two of the weekly three-hour session, they would speak with an expert on the subject under consideration. Of the 27 speakers brought in, 12 were legislators, 5 members of the staff of the General Court, 4 from the Executive Branch, 2 from the political party organizations, 2 from universities, 1 from a pressure group and 1 from the press. (The assignments and the seminar participants are listed in the Appendix.)

The original intern proposal called for a series of public meetings at which persons who are authorities in the legislative process present lectures and lead public discussions. Because of the lateness of the availability of legislative and Ford funds, this public seminar aspect of the overall program was postponed until the fall of 1966.

#### Offshoot Programs

Although not formally a part of the senior internship program, the placement director, Mr. Oliver Ames and the Program Director,

Mr. George Goodwin, Jr., acting under the directives of the Advisory Committee, undertook a part-time undergraduate internship program for the spring and summer of 1966. Money was made available by a grant from the Sperry and Hutchinson Foundation and from Federal Work-Study funds. In all, 17 students from 7 colleges and universities were involved. (See Appendix B) These students met with Alexander Cella of the Speaker's Office and Representative John Sears in a seminar situation, and they benefited from close contact with the graduate interns. These students have done research on a variety of useful subjects -- the availability of federal funds in the field of natural resources, for example, the size of the House, the history of House and Senate leaders.

#### The 1966-1967 Graduate Interns

Announcement of the 1966-1967 program was made in March and the same recruitment procedures were followed as in the preceding year. Nineteen applied, their backgrounds including training at 15 different undergraduate and 7 different graduate schools. The following were chosen on the basis of maturity, interest and knowledge as evidenced from the academic records, letters of recommendation and the interview.

Howard MacMullen - Springfield

B.A. from Springfield College

Enrolled in Boston University School of Journalism

John M. Moran - Dorchester

B.A. from Boston College with major in Economics

Graduate of Boston College Law School

Roberta Jane Silverman - Longmeadow

B.A. from Smith College with major in Government

Enrolled in master's program in Government at Tufts

Robert D. Smith - Arlington

B.A. from Northeastern with major in Government

Has worked with Massachusetts League of Cities and Towns as part of work study program

We look forward to working with the new interns and believe that they will leave a mark equal to that of the outstanding first year's group. We believe that the program will have a valuable impact on the political life of the Commonwealth.

George Goodwin, Jr. - University of  
Massachusetts-Boston

Oliver Ames - 131 State Street

APPENDIX A - The Advisory Committee

Gerald Grady, University of Massachusetts, Chairman  
Samuel Beer, Harvard University  
George Blackwood, Boston University  
Arthur Bobrick, Attorney  
William Connell, Representative  
Paul E. Dube, Northeastern University  
J. John Fox, Judge  
Philip Graham, Senator  
Kevin Harrington, Senate Majority Leader  
Richard Neustadt, Harvard University  
Robert O'Hara, Boston College  
Daniel M. O'Sullivan, Legislative Research Bureau  
John Parker, Senator  
Nathan Rosenfeld, Representative  
John Ryan, University of Massachusetts-Boston  
Raymond Salmon, Attorney  
Bradbury Seasholes, Tufts  
Paul Smith, Attorney  
Henry Sontag, Speaker's Office  
Dave Vigneault, Representative  
Robert Wood, Massachusetts Institute of Technology

APPENDIX B - Undergraduate Interns, 1966

Edmund Coogan, Boston College  
Kathleen Costello, Northeastern University  
Eileen Dooley, Regis College  
David Fleischmann, Brandeis University  
Mark Gray, Boston College  
Jack Habib, Brandeis University  
John Hodgman, Boston College  
Richard Kay, Brandeis University  
Ronald Kittredge, Northeastern University  
Larry Larchez, Boston University  
David Mack, Northeastern University  
James E. Millea, Salem State College  
Patrick Moscaritolo, Boston College  
Lawrence Murdoch, Northeastern University  
Oliver Pierce, Northeastern University  
Eliot Small, Boston University  
Sheryl Tanch, Salem State College  
John Truman, Harvard University

APPENDIX C - First Semester Meetings of the Massachusetts Legislative Interns (Fall of 1965-66)

- Sept. 28 Introductory Meeting
- Oct. 8 Massachusetts Political History - Oral reports by Interns on Paul Goodman, The Democratic Republicans of Massachusetts; Oscar Handlin, Boston's Immigrants; Richard Abrams, Conservatism in a Progressive Era; Joseph Huthmacher, Massachusetts People and Politics
- Oct. 14 Massachusetts Politics since World War II - George Blackwood of Boston University - Assignment: Murray Levin and George Blackwood, The Compleat Politician, ch. 1; Duane Lockard, New England State Politics, ch. 5; Report of the Massachusetts Crime Commission (Boston Globe, May 18, 1965)
- Oct. 22 Legislative Procedure - William Maiers, Clerk of the House - Assignment: House and Senate Rules to be found in Manual of the General Court; John W. Plaisted, Legislative Procedure in the General Court of Massachusetts.
- Oct. 29 Legislative Drafting - Harry Coltun, Assistant House Legislative Counsel - Assignment, Bertram Gross, The Legislative Struggle, ch. 9-13
- Oct. 29 State Legislatures - John E. Powers, Clerk of the Supreme Judicial Court - Assignment: American Assembly, The Forty-eight States, ch. 4
- Nov. 10 The Massachusetts House - John F. X. Davoren, Speaker and Henry Sontag, Assistant to the Speaker - Assignment: Lockard, ch. 6
- Nov. 19 Legislative Staff - Herman Loeffler, Director of Legislative Research Bureau - Assignment: Massachusetts Legislative Research Council, Annual Report; Council of State Governments, Mr. President....Mr. Speaker....
- Dec. 3 Finance - Charles E. Shepard, Deputy Commissioner for Fiscal Affairs - Assignment: Walter T. Greaney, The Massachusetts Budget Process
- Dec. 10 Finance - Gerald Grady, Business Manager of the University of Massachusetts
- Dec. 21 The Massachusetts Senate - Maurice A. Donahue, President - Assignment: Massachusetts League of Women Voters, The General Court
- Jan. 7 The General Court - Mary Newman, Representative - Assignment: Tufts Assembly for 1962, The Role of the General Court in Massachusetts

APPENDIX C - Second Semester's Meetings of the Massachusetts Legislative Intern Seminar, 1965-66

- Feb. 11 Legislative Committees - Mario Umana, Senate Chairman of Committee on Labor and Industries - Assignment: Gross, ch. 14-16; Donald R. Matthews, U.S. Senators and Their World, ch. 7
- Feb. 18 Legislative Strategy - Alexander Cella, Assistant to the Speaker and former member of the House - Assignment: Gross ch. 17-19; Malcolm Jewell, The State Legislature, ch. 3
- Feb. 25 Representation - Bradbury Seasholes of Tufts University - Assignment: Matthews, ch. 1-3
- Mar. 2 The Legislative Way of Life - Representatives David Bartley and Dave Vigneault - Assignment: Matthews ch. 4-5
- Mar. 11 The State Party - Gerald Doherty, chairman of the Democratic State Committee, and Senator John Parker, chairman of the Republican State Committee - Assignment: Tufts Assembly of 1963, Public Confidence and Political Parties in Massachusetts
- Mar. 18 The Legislative Party - Senator Kevin Harrington, Majority Leader - Assignment: Jewell, ch. 4; Matthews, ch. 6
- Mar. 25 The Role of the Executive - John Sweeney, Director of Commission on Aging and former Aide to Governor Peabody - Assignment: Jewell, ch. 5
- Apr. 1 The Legislative Party - Senator Philip Graham, Minority Leader; Representative Robert H. Quinn, Majority Leader - Assignment: John Wahlke et al, The Legislative System, ch. 15
- Apr. 6 Senate Procedure - Norman Pidgeon, Assistant Clerk of the Senate - Assignment: Senate rules in Manual
- Apr. 15 The Governor's Office - William Hays, Secretary to the Governor - Assignment: Tufts Assembly of 1959, The Role of the Governor in Massachusetts
- Apr. 22 Pressure Groups - Joseph Cass, University of Massachusetts Labor Relations Institute - Assignment: Matthews, ch. 8 Wahlke, ch. 14
- Apr. 29 Legislative Districting - Charles McGlue, counsel for the Democratic State Committee - Assignment: Paul T. David and Ralph Eisenberg, State Legislative Redistricting
- May 13 Legislative Reform - Representative Michael Dukakis - Assignment: Joseph Clark, Congress: The Sapless Branch ch. 7-10
- May 20 The Legislative Process - Concluding discussion
- July 25 The General Court - Russell Keith of the Springfield Union, meeting with old and new interns at George Goodwin's home

APPENDIX D - Excerpts from Intern Memoranda Evaluating the Program

From: Howard J. Algerin, now with the Massachusetts Defenders Committee

The Massachusetts Legislative Internship Program provided a truly educational experience, allowing me to become knowledgeable in the legislative process in Massachusetts. The bulk of my time was consumed in the capacities of administrative clerk and research assistant to the Joint Committee on The Judiciary.

As clerk, I was responsible for the scheduling of public hearings, the filing of committee reports, attendance at executive sessions, the organization of the books and records of the committee, the redrafting of committee bills, and myriad other duties.

As research assistant, I prepared countless spot research memoranda and several, more detailed research assignments. Among the latter were briefs and memoranda on the removal by address of judicial officers, the legal execution of search warrants, the establishment of an "Ombudsman" in Massachusetts, the elimination of the charitable immunity doctrine and the statutory limitations on recovery in death actions, an analysis of the U.S. Supreme Court's rules as to police interrogation, and others. This research not only enlightened my understanding of these various issues but also, I hope, eased the legislators' task by providing concise analyses of complicated and important issues.

From: Patricia K. Driscoll, now with the Massachusetts Home Rule Commission.

Any report on my year as a Ford Foundation Legislative Intern must necessarily begin with thanks to George Goodwin, mentor for our program, to the legislative leadership, particularly the Speaker of the House, John F. X. Davoren, and his entire staff, and to Senator Kevin B. Harrington to whom I was assigned and who spared no efforts to make me feel at home in his office.

During the course of the year, although other duties were assigned occasionally, I worked in two major problem areas and most of my activities were directly related to these two areas.

My immediate assignment upon joining Senator Harrington's staff was to work on the educational problems of the deaf and hard of hearing. The particular concerns involved were: early testing and diagnosis, provision of a guaranteed secondary education, provision for vocational education, and methods of teaching. It is the intention of Senator Harrington to draft certain pieces of legislation and file them for the 1967 session of the General Court. Because of my involvement in the project to date, the Senator has asked me on an unofficial basis to be available to aid in the drafting of this legislation in the near future.

My second assignment was to work with the Joint Special Committee Established to Investigate and Study Present Practices of the General Court and Methods for Improvement Therein. As staff aid

to the committee, I filled many roles, including: the clerical and secretarial tasks of setting up meetings and insuring the presence of all the members, keeping records of meetings and keeping members informed, the administrative tasks of corresponding with related agencies also working in this area, and the research and general tasks of essaying the opinions and viewpoints and concerns of interested legislators and other critics, of gathering materials for the use of the committee members, and writing drafts of proposals, as well as the final report filed in August.

In conclusion, at the base of this very successful assignment lies the concrete and inescapable fact that you are there to do a job and you are needed. For our system has left the average legislator sadly lacking in research and administrative aid. This lack hampers accomplishments along many different lines. As an intern, in some small way, in this spot, I was contributing to the process of government.

From: David Podoff, now with University of California at Santa Barbara

The 1965-1966 Legislative Internship Program was a rewarding and gratifying experience for me. Assigned to Speaker John F. X. Davoren's office, I worked on a variety of projects, often with members of the Legislature. My assignments varied in importance and length, but they were almost always interesting. In the interest of clarity and briefness I have limited this report to a summary of the three major areas of my work described below.

(1) Truth-in-Lending - The most time consuming, important, and for me personally, gratifying assignment was my work on the truth-in-lending legislation contained in the Retail Installment Sales Act of 1966 - now the law of the Commonwealth - and the general truth-in-lending bill which passed the House and was before the Senate at the time of my departure.

My own work on this pioneering legislation began almost immediately after I arrived and continued until the very day of my departure. I gained broad experience and much insight from this long legislative struggle.

(2) Joint Committee on Federal Financial Assistance - The Joint Legislative Committee on Federal Financial Assistance was established in the early months of the 1966 legislative session. I am proud of the role I played in establishing this important committee.

(3) Supervision of Undergraduate Interns - As result of my work with the undergraduate interns assigned to the Federal Financial Assistance Committee, I took on broader responsibilities in this area. I helped in the placement of undergraduate interns, supervised their work and handled many of their everyday problems. I aided the undergraduate interns in their work providing direction and information on who to see, while at other times, as in the case of a detailed analysis of the proposed reduction in the size of the Massachusetts House, I worked directly with undergraduate intern John Truman. A comprehensive report entitled: "The Proposed Reduction in the Size of the Massachusetts House; A Factual Analysis" was compiled and eventually distributed by Speaker Davoren to all members of the General Court.



From: David Pagnini, now with the Massachusetts Public Defenders Committee

During the legislative internship year I found that my time was spent in a variety of legislative and educational areas. Having been assigned to the House Committee on Ways and Means, I was under the supervision of the counsel to the committee. In such capacity I spent the majority of my time reading various bills of more than ordinary interest that came before the committee and writing short reports highlighting their main points. Occasionally a committee member would request analysis of a bill that was of particular interest to him. In a few instances I was called upon to perform the chore of cutting and pasting a bill. My activities in the Ways and Means Committee occupied approximately fifty percent of my time in the internship program.

My activities on behalf of the Speaker's Office most often were the preparation of in-depth reports on various bills. In the field of low-income housing I acted as liaison between the Special Commission on Low-Income Housing and the Special Joint Committee on Low-Income Housing. In such capacity I helped to co-ordinate the legislative recommendations of the Commission with the practical difficulties involved in transforming the recommendations into legislation. I was also privileged to act as the Speaker's representative to the Highway Laws Study Commission. Here I participated in several sub-committee meetings and worked at close hand with the assistant attorney-general in charge of formulating the new highway code. In other instances where I was assigned bills for in-depth reports, I was able to take active part in making recommendations, and revising and re-drafting the bill in question. Whatever major contributions I have made to the legislative process are a result of the in-depth assignments emanating from the Speaker's Office.

APPENDIX F - Letters to Professor George Goodwin, University of Massachusetts-Boston, concerning the program:

From: Maurice A. Donahue, President of the Senate

It is indeed a pleasure for me to express my thoughts on the Massachusetts Legislative Internship Program.

At a time when the problems of this great Commonwealth are becoming increasingly complex, it is imperative that our young people be provided with the realistic experience of dealing with these problems. This to my mind is the most important function of the Legislative Internship Program - it gives these bright young students an opportunity to grapple with the problems of our state, i.e. education, water pollution, mental health, etc. While providing these young people with the experience so necessary, it further provides for the initiation of creative new ideas into the legislative process.

Finally, the success of this program to me is greatly attributable to your fine leadership. All of us are in your debt for the effective manner in which you have implemented this program.

From: John F. X. Davoren, Speaker of the House

I have followed the Legislative Internship Program with the greatest interest since Mr. Oliver Ames and Mr. Henry Sontag presented the idea to the Ford Foundation.

It was my pleasure to introduce the first group of fine young interns to the House last October. We of the Legislature have benefited from their labors and are looking forward to many more years of skillful assistance. We truly hope the program will lead to an increase in professional staffing of the Legislature.

From: Kevin B. Harrington, Senate Majority Floor Leader

I found the Massachusetts Legislative Internship Program to be an excellent political innovation.

Miss Patricia Driscoll, who was assigned to this office, comported herself in the best possible manner. Her assistance was invaluable. Conversations with fellow legislators, especially in the Leadership, assured me that the same was true of the other interns.

I fully expect the program to continue to expand and contribute to the mutual satisfaction of all involved.

From: Representative David E. Harrison

I would like to mention to you the excellent program that the Ford Foundation has provided for the past year concerning student interns. It has been a privilege for me to have had the assistance of two young gentlemen from Northeastern University.

I have found that, as in all instances, different types of individuals are able to do different tasks well. One student-intern was excellent in research and facts pertaining to legislation, while the other was more of a practical politician, and helped out in that regard.

I do feel, however, that the overall program is a great step forward for the Massachusetts Legislature, and I have every hope of its continuance. Faced with such a lack of staff within the Legislature, these students have made my work load considerably lighter.

Again, I appreciate the work being done, and I wish the program continued success.

From: Representative Joseph G. Bradley

In reply to your recent letter concerning the Massachusetts Legislative Internship Program, I am happy to give you my own personal observations.

The Program, although still in its infancy, shows great promise to both legislators and students participating. It relieves the legislator of the more mechanical functions of government, thus allowing more time for the legislator to devote to issues of greater import. At the same time, the student is presented with a comprehensive introduction to the interrelated fields of law making, government, and politics.

I do feel that it is essential for the legislator to be provided with some sort of flexible guidelines for the full utilization of the student's potential.

I am most happy to be a participating sponsor in this Program, and I am confident that it will develop into an essential and working component of the Great and General Court.

From: C. R. Owens, Administrative Assistant, Committee on Federal Financial Assistance

In reply to your letter of October 4, I wish to endorse the Legislative Intern Program and to commend those who were responsible for its operation. While by no means a 100 percent success (what new assistance plan could be?), the program provided the Legislature with a fresh approach to several of its problems. Overall, I feel both the Commonwealth and the students benefited and the continuation and expansion of this program is desirable. Those students assigned

to the Committee on Federal Financial Assistance, for the most part, were alert, ambitious, imaginative and productive. Several shortcomings in the program might be traced to myself and others who could not give sufficient time to the students to direct their efforts and fully utilize their talents. In the minds of some students also there appeared to be confusion as to the identity of their superiors.

There were what I consider to be exceptional assignees who quickly grasped problems of the Committee and proceeded without the need of continual prodding. In this group I would place Patrick Moscaritolo and John Hodgman of Boston College, and Jack Habib and David Fleischmann of Brandeis.