

# Interview with Wayne Knox

The date is September 21, 1998 and with me today is former Representative Wayne Knox. He served since 1960.....

W.K. Well I served 32 years. I was out twice along the way. 32 years total.

L.B. He has served 32 years as a member of the House of Representatives and this interview is being conducted in the lounge room of the House of Representatives in the State Capitol. Well Wayne, I like to start all my interviews with asking about your family history and your educational history.

W.K. Well I'm one of the few native Coloradans. I was born in Denver in 1927 and attended Denver Public Schools. My father was a salesman with janitorial supplies. My Mother died when I was eleven years old. She had multiple sclerosis. I went to Denver Public Schools, Doramoore Elementary, Morey Junior High, and South High, graduated in 1945. I went into the Army right after high school. I was very fortunate, and I felt this all my life, by the time of my birth. I was born in June of '27 and the timing was that I just missed World War II. I was in an induction center in Ft Leavenworth Kansas on VJ Day.

L.B. Is that right?

W.K. Technically I was in for a few days but obviously I didn't get into the war and I'm very thankful for that. To go into my education a little bit relating to my political involvement. While I was in the Army, I was doing some reading. One of the books I read was the book *Hiroshima* by John Hershey which was about dropping the first atomic bomb on the city of Hiroshima. Before that, I knew the atomic bomb had been dropped, but it really didn't register, you know, as to the extent of the devastation and how things have changed with nuclear weaponry. It has had a great impact on me. It kind of registered the idea that we need to do whatever we can to prevent nuclear war in the years ahead. So that kind of planted the seed for later political involvement. After I was out of the Army I attended the University of Denver and became a bit involved in some campus action groups, or social action groups. The first quarter I took a psychology course and the professor of the psychology course was very interested in the current issues of the day. He'd usually spend maybe the first five or ten minutes kind of carrying on about what was in the lead headline in the newspaper. I think that kind of furthered my interest, so I did get involved in some campus activity and then from there we had a very active Young Democrats Organization in Denver. I became involved in that for a number of years.

L.B. Who was connected with that? The Young Democrats organization?

W.K. Bob Allen, who served later in the legislature. Actually my first term in the legislature, he'd been in the House and he'd moved over to the Senate. When I first joined in the Young Democrats, he was the president of the "young dems" so in a sense he was sort of a mentor

for me.

L.B. That was the time when Currigan was so active, is that right?

W.K. A bit later. I don't know that Currigan was ever active in the Young Democrats but he was elected to City Auditor. He was elected mayor in '63 I believe. But the Young Democrats, and they weren't all that young, they didn't have any maximum age. So actually there were a lot of folks that were officeholders and so on, people that might be considered senior democrats that were involved in the Young Democrats at the time. So it was a pretty active organization. Coming back to the education question, I went to DU. I started out majoring in psychology and then as I became interested in politics I decided to go to law school and at the time they had a three/three program, where you could start in law school as a senior or equivalent of senior, so I started in law school and my bachelor's degree which was called a BS in Law was something that I had one year of law school, as part off my four undergrad years. I did about four quarters in law school and began to have some real questions as to whether that was the course I wanted to take in my life. About that time my GI Bill eligibility was running out so I dropped out of law school and worked maybe for a year or so. Then I decided maybe I'd like to teach. Subsequent years I've questioned if maybe I've made a good decision or not.

L.B. Then you taught these years the Denver Public Schools?

W.K. No, I didn't teach in the Denver schools. Actually I taught in Adams County School district 14 which is Commerce City. So anyhow when I decided I wanted to teach I went up to the University of Colorado for about a year to get education courses and do student teaching and so on. Then I started teaching and then I had a couple one-year jobs. Then I was hired at Adams County District 14 and taught there for about 33 years or so. A long time. Although for many years I was really teaching half a year. I basically teach the first semester and then be on leave of absence the second semester during the legislative session.

L.B. What problems did this create for you? This part-time legislature.

W.K. Not a lot. I think there were probably not a lot of people that have a job in a professional situation where they can manage to take off from their work for the length of time in the legislature. In my case it worked out fairly well.

L.B. The School Board did not object?

W.K. No. When I was first going to run, I went to the superintendent and told him what I was going to do and asked if it would be ok and he said yes. The School Board adopted a statement saying that would be all right. Basically it worked out in terms of pay as a teacher, in that I was paid for the part of the year that I worked. Then during the legislature, I got the legislature pay. It sort of balanced out pretty much.

L.B. What made you decide to run?

W.K. Well as I say, I got involved probably in the early '50's in the young Dem's and so very interested and involved in politics. Did a lot of the campaigning types of things for other candidates. You know, passing out literature and registering people to vote and organizing other people to do things like that. Had the thought that eventually I'd like to run. So in 1960 I tossed my hat into the ring. In those days we ran at large. We didn't have single member districts.

L.B. 18, I think 18 members weren't there from Denver?

W.K. From Denver, yes. Those were the good old days from a Denver perspective. Denver had a lot of representatives. Yes I think at one point there were 18, I think maybe it might have been 17. So it was really important, how you did at the county assembly. The district captains in each district were significant because they in many cases, they cast the vote for their district. So you went around and called on all your district captains and the cocaptains and tried to line up some support. Actually in 1959, I was the President of the Young Democrats. So I had gotten some name recognition. As I had mentioned, my predecessor as president of the Young Democrats, you may have heard of this young fellow, was Roy Romer.

L.B. Oh my gracious. Now he's governor for the end of his third term.

W.K. Yes. Then I later was president for the second time in 1963, of the Young Democrats. My successor, the following year was Dick Lamm.

L.B. Is that right? My gracious. So you entered the race and you won. So had you been to the Capitol before you won? Had you been involved in anything down in committee hearings, testifying?

W.K. No, I had not testified in a committee, I don't think. I had come down to the Capitol to observe and watch on occasion, not a lot.

L.B. So you had been here before.

W.K. I'd been in the Capitol building. I'd sat in the gallery. I think one time somebody said come down and sit on the side of the Chamber. But I would say my experience was somewhat limited.

L.B. What were your feelings, when you heard you'd won? Did your family share these feelings? Were they glad about this? You said your Mother had died but your Father was still living.

W.K. At that time I was married and had two small daughters. I was divorced about a year after that.

L.B. Did your legislative service harm your family life?

W.K. Oh, I don't know. I think maybe the teaching, There had been a lot of frustration from

teaching. I'd been teaching elementary school, and I'd made a change about the year I ran for the legislature to a junior high school. That was a major culture shock to me.

L.B. Wayne, what role did you occupy at the statehouse? What were your major interests?

W.K. My major interests were education and school finance. I was interested in things like election laws and procedures, fair procedures. I think I probably had a broad range of interests but certainly education was number one. I served on the Education Committee all the years except my first term. My first term I didn't get on Education but subsequently my second term, I was chairman of the Education Committee.

L.B. You were. You were in the majority then.

W.K. This was in '65, '66. I could go back, my first term, which was in 1961 and 1962, was the last two years of the six year period, long ago when we had a Democratic Governor and had Democratic majorities in both houses. Actually though in 1961 and 1962 in the House, it was 33, 32. 33 Democrats and 32 Republicans.

L.B. It's hard to be Speaker when it's only 33 out there as the majority.

W.K. Albert Tomsic from Walsenberg was a district judge from down there, he was the Speaker. I believe Allen Dines was the Majority Leader.

L.B. Wasn't he a freshman at that time?

W.K. Oh no, no he'd been there quite a while. Lilly Gilbert, was a Democrat at the time. She later changed parties. Not while she was in the legislature. She was sort of the swing vote, she was the one Democrat who often would work out "deals" quote unquote, with the other side of the aisle. So she would kind of swing back and forth.

L.B. Wayne since you were always on the Education Committee, tell me something about the changes in finances of education. Because I remember when David Hamil was here, they made a big change in financing education, from each district financing their own schools to getting some participation from the state. What change has occurred since then?

W.K. Course that was before I served in the legislature. Certainly another change that might have taken place around that time or certainly in the late '50's before I was in the legislature, was on school district reorganization.

L.B. That's what I was talking about.

W.K. Well in terms of the number of districts, there was a time when there was maybe a 1000 districts or more. When I was first teaching, I taught one year in a school called the Ganns School in Douglas County. Well that was a two teacher school. That school was a district unto itself. There were a number of little school districts in Douglas County. Late 50's there was a major reorganization and Douglas County became a one-county school district, as did

Jefferson County, as a number of counties or others who had a fee difference. So it went down basically to 181 school districts, I think we're now up to something like 176.

L.B. Was there opposition to this consolidation?

W.K. Well I think particularly some board members and superintendents, I mean people always tend to say we like it the way we're doing it. We like to do it ourselves. We don't want to be a part of a bigger entity because those other folks over there may be in control. So it really was kind of amazing that such an amazing consolidation could take place. In terms of school finance, yeah, that's been an ongoing struggle for years. Perennial. I've thought about this often. The first year I ran, which was 1960, elected in 1961, a major issue which I was very much concerned about was what was called sales ratio. This had to do with how property was assessed. Because the state aid to schools related to local property taxes. The idea was that school districts who don't have very much property get a bit more state aid. At that time property was assessed by local assessors and there was tremendous variation throughout the state in the assessment of property. Which was an issue the legislature tried to cope with for many years. Then there was a proposal for what was called sales ratio. The basic idea was to take a mathematical ratio between assessment and the actual value which was measured by the sales prices and make this adjustment in terms of figuring the aid to school districts. There was a lot of controversy about that. That was a key issue before the legislature in 1961. That did not really fly.

L.B. Did you agree that controversy still goes around?

W.K. Oh sure and we've made various changes over the years in the school finance act. We used to call it the School Foundation Act. There are some people you talk to who still use that terminology. It hasn't been the terminology for years. The idea for the School Foundation Act was that the state would probably provide sort of a basic amount of aid and then local school districts, which was the foundation, local school districts then could do whatever they wanted to do beyond that. Well we haven't done it that way for several years now and we don't call it The Foundation Act.

L.B. There's so much controversy over that because the rich school districts could add more money to the foundation now that they felt that was unequal.

W.K. Exactly. Sure. While we've made a great effort and has been an ongoing issue over the years to try to get a greater equity among schools districts in terms of funding with the combination of state and local dollars, I think it's still a problem. I think we are still, I mean there is a tremendous difference between the resources that a district like the Cherry Creek District has and the resources in a district in like I taught, Adams 14 had, which was basically a low income area. There are lots of complicating factors and of course another one, and this was part of the issue that's on the ballot this year in terms of the buildings. The state doesn't do anything at all in terms of dollars for building school buildings. So that's done entirely on the local level by the local mill levy that the voters vote. Obviously in some districts the mill levy brings in a great deal of money and others it doesn't bring in very much. I hate to pick on Cherry Creek, but I've gone out there on occasion and kind of stand

in awe looking at some of some of those buildings and there are other districts, rural districts, they've been in buildings for many, many, many years.

L.B. Wayne, what was the first bill you introduced? What happened to it?

W.K. Well I will mention two things that I did in '61, and that were successful. I don't know if it was the first one I introduced but, the one that I carried that did pass, and I thought was a pretty important bill, had to do with migrant education. Education of kids of migrant workers. That did get through and did pass.

L.B. What was this bill?

W.K. It was basically establishing a state program under the auspices of the state Department of Education for education programs for migrant workers' kids. Another one I might mention, I was the House sponsor of a Senate bill that year. I played a part in amending the United States Constitution.

L.B. How interesting. Tell us about it.

W.K. O.K., that was the 23rd amendment. It gave the vote in presidential elections to the citizens of Washington, D.C. Up to that time, since Washington, D.C. is not a state, they're led by electoral votes from the states, Washington, D.C. wasn't a state, so those people living in our nation's Capitol couldn't vote for president because they weren't a state. So there was a constitutional amendment about that time, adopted by the congress, referred to the states, that would provide for presidential elections. I think they got three electoral votes in Washington, D.C. George Brown was a state Senator at the time and he carried that in the Senate and he asked me if I would be the House sponsor, and I did. I think we might have had a small number of no votes, but not many, and we got it through the House and I consider that I helped to amend the United State Constitution.

L.B. Then George Brown later became the Lt. Governor.

W.K. Right.

L.B. Well that's interesting. I hadn't heard that before. You said your major issues you were involved in were education, certainly finance of education. What were the other issues you were involved in?

W.K. Well I was on the State Affairs Committee for a lot of years. Which was maybe sort of a masochistic thing to do since I'm the only party member that stayed on that committee so long. I was interested in watching laws. I introduced a number of election law related bills. I don't claim I had very much success in getting those passed.

L.B. They always hit the State Affairs, the election laws. Well do you think the public, outside of education, do you think they were aware of the issues you were having down here? How do you feel about that? How did you get publicity on that?

W.K. When I did campaign literature I used to put quite a bit of detail in it. There was always argument, "you don't need to put that much in" but I usually liked to let the people know kind of what I stood for and what I'd done and what bills I'd passed. So I'd usually be fairly specific. I had also regular town meetings in my district.

L.B. Was it a big change for you when you were elected from a set district rather than at large in a big Denver district?

W.K. Well it's certainly a very different thing.

L.B. Easier, wasn't it?

W.K. It's different, there are pros and cons. I wasn't at the time, very thrilled about the idea of going to a single member district. I think I'd be much more supportive of it now. It was kind of interesting, when we ran citywide. At that time, Democrats pretty much ran as a slate. You go and say vote for all 17. You get to know a little bit about the city. You'd go to a number of different dinners and luncheons and functions around the city and different ethnic groups and so on. You'd get to know about Globeville and Five Points and you get more of a feeling about what's going on in the whole city of Denver. The diversity you see. So yeah, so with a single member district, you campaigned within your district. Most of the time in the first years, I had a district that was a pretty small Democratic district and so you could feel the chances were pretty good.

L.B. What was the push to change that? I don't recall why, cause I started in politics when we had 18 representatives and then the change was made. But I cannot remember what the push was.

W.K. Well it kind of went along with reapportionment. One man, one vote, although you wouldn't have had to do both at the same time. But I think certainly it was one of the thoughts as people were working on that. You may remember there was one reapportionment plan that was approved, called the Ed Johnson plan. It was called the "Frozen Senate," where the House would have been on the basis of population, the Senate which had not been would continue to not be. That plan went to I guess the U.S. Supreme Court and the U.S. Supreme Court said no you can't, you basically have to have the one man one vote system. So in 1964, we kind of did districts and then went at large and then went back to districts again. In 1964, it was the first years we ran for districts, and I'll tell you what happened to me that year. I think it was when elections were getting under way, the court ruling came down and said no you can't do it this way or it's against the constitution. Well what do we do about this election? Well basically the ruling was, lets go ahead with it this election, we'll elect people from districts this year but then it won't be in effect after this year. So in 1964 we ran from districts. 1966 we were back to running at large. There was a new, there might have been two, constitutional amendments that were on the ballot. The voters voted on apportionment and on single member districts. I think it was all on the same amendment. That passed so that went into effect in '68 and that's what we've had since then.

L.B. So you covered both sides.

W.K. Both at large and by district. Actually I ran in '60, '62, and '66 on an at-large basis and then in '64 and '68 on in .....

L.B. In '64, you didn't serve in '64.

W.K. I was elected in '64. I didn't serve, I lost in '62. The only election I lost. So I was out in '63 and '64. I'd been in '61, '62. Yeah, I ran for the legislature 17 times, won 16 out of 17.

L.B. That's amazing. What a long time of service you gave the House.

W.K. Actually I might mention, 32 years in the House, is the House record.

L.B. I imagine.

W.K. It's the House record. I succeeded.

L.B. Well congratulations and thank you. Because I've often said the citizens don't realize the time and effort and work that the members put in. There is a lot of time and work. I always remember that the telephone calls come in when they disagree with you but not too many come in when they agree with you.

W.K. You get some and you always appreciate those.

L.B. Wayne, tell me how committees were handled. You were chairman.

W.K. I was just going to mention one thing. I was mentioning I had the record in the House, which is exceeded only by two Senators who served 40 years each. Those were Senator Sam Taylor whom I served with, who served in the thirties through the seventies and a gentleman back in the beginning of the state named Casimiro Barela, who was in the territorial legislature, I believe in the constitutional convention and then served in the Senate for 40 years after that. They called him the perpetual Senator.

L.B. He was from the San Luis Valley. There's lots of stories about him.

W.K. There's a third picture of him up in the dome. (Laugh) You started to ask me....?

L.B. I started to ask you how the committees were handled. Were they handled differently than they are handled now?

W.K. Yes.

L.B. I believe that the House and Senate stenographers went down and made the committee reports. You didn't have staff at that time did you?

W.K. For a committee? No I don't really specifically remember how that was done. That's a good question. No I'm sure we had very limited legislative council staff, and you're right I don't

think we had staff for committee. We certainly didn't have any taping of committees. We didn't have gavel. One of the things I remember, the committee chairs actually, physically got the bills, so we had the actual bills. Usually kept them in that little side desk drawer in the desk on the floor.

L.B. Under lock and key.

W.K. Under lock and key.

L.B. Cause if they were lost, they were lost for the session. Somebody stole them from you or you misplaced it, you were out in the cold, right?

W.L. I never had that experience. I remember the famous story, but it was before I was involved. Marshall Quiat who was a Democratic legislator in the '50's, there'd been an issue involving a bill that was controversial, that passed the House went over to the Senate, I don't know if it was the Lt. Governor or someone who was not favorable to this bill, and he was holding on to the bill physically or whatever. I don't remember all the details. Marshall Quiat did sort of a human fly act. He kind of went out on a ledge here and climbed across over to the Senate side and climbed into a window there to get this bill, (laugh). I don't know if there was very, I don't remember whether the committee chairs did it themselves. I think it was done on a fairly informal basis.

L.B. I think that when John Vanderhoof was Speaker of the House, he changed the...., at least in the House, it could have been changed in the Senate too, for the House stenographers to go down and write the amendments if there were amendments in committee, or write the report. That stopped and a Legislative Council, I think that would be under Lyle Kyle, started staffing committees. You would be assigned a staff member for your committee. You were here?

W.K. Yes, I think it was in '65 but it might have been later that we started to have staff for the committees.

L.B. You came when your only desk was on the House floor.

W.K. That was the case for a good many years. The only desk was on the House floor. You did all your work there at the desk on the House floor. At the time I don't think we had a fraction of the paperwork, you know the things that come in the mail, we had a lot of it but it's grown immensely over the years. Yes, we worked on the House floor. First time I remember having a part of a desk, and it wasn't much, was in 1975 and I remember that year I was supposed to be sharing a desk with Polly Baca Barragan and George Boley, three people. Three people sharing one desk, that didn't work very well. I think I was sort of the odd man out. But then after that we began to get our own desks.

L.B. That's after the Supreme Court moved over into the Judicial building and there became more space on the second and third floors. That was divided up between the houses.

W.K. The space across the way was the Supreme Court Library.

L.B. Do you think this was a good move? Do you feel that a lot of the camaraderie from the floor was lost when you moved into separate offices?

W.K. Certainly. Obviously like lots of things there are pluses and minuses, it's certainly nice to have your own office and be able to talk on the phone to people and get things done at the desk and so on. When we were on the floor the other legislators were there. You'd be working on the floor and you'd want to talk to somebody, you'd go over and talk to them they were right there and I think there was a lot more conversation across the aisle and camaraderie, definitely. When we had our own offices that really tended to separate people out. We didn't interact as much.

L.B. What changes have you seen in state government in your 32 years? Whether it's in the executive branch or whether it's in the legislative branch.

W.K. Well I could probably talk more specifically about the legislature and the changes in the legislature. I think I've jotted down a number of things that I can find as I'm looking through these notes. In the committees of course, when I was first elected, there weren't any limitation on how many bills could be introduced. So there were lots of bills that were introduced.

L.B. 1300, 1400 a session.

W.K. Exactly, on the other hand the sessions were much shorter. The first year I was in was 1961 and that year we went till April 1st. Then the second year, the Governor's session of the legislature could only do the items that were on the Governor's call. That tended to limit the session. So the first year I was in was from January to April and the second year was from January till the middle of February. Much shorter. Then they kind of gradually over the years got longer and longer and longer. Tended to go well into June or so.

L.B.7 Wasn't the session limited, your first year or two? Wasn't there a limit that you could only be in session 6 months and it was divided four and two. There wasn't any limit?

W.K. No I can't recall any limit.

L.B. Were you able to have an input on the Governor's call? I mean the legislature could request certain things

W.K. Certainly individual legislators could request, but it's obviously up to the Governor what he puts on or doesn't put on. Certainly individual legislators might ask for items.

L.B. Why do you think the sessions kept getting longer and longer?

W.K. Well just in the normal course of events, I think as the population has grown significantly, life has become more complex, there are just more things to deal with of necessity. A lot

of the bills are simply updated, clarifying, fine tuning, also bills that have come from various business and industry groups, professional groups that are particular technical or economic issues. So I think you have more groups wanting things done and just a normal course of events, needed to be done. I started to comment, all of these bills in '61, nevertheless the session was very short. How did that happen? Well the fact was most of those bills weren't considered. The first step when a bill was introduced, the committee would meet to decide shall we print this bill.

L.B. Oh, that's when committees made the decision. I see.

W.K. You had to vote to print the bill. If you didn't vote to print the bill, obviously the bill didn't get the go. Sometimes people would vote to print the bill, which is sort of being nice to the sponsor thing. Then it would be printed and that would be the end of it. Then it was totally up to the committee chair what bills would be considered in the committee. That changed many years later to the gavel. So lots of bills simply didn't get considered in committee at the discretion of the chair. Then finally you had a Rules Committee and those that did come out of the standing committees would go to the Rules Committee. Rules committee met behind closed doors and I was looking it up, I think, in 1961, the Rules Committee, and that was led by the majority, the Rules Committee was like seven Democrats and one minority.

L.B. Is that right?

W.K. So it was clearly controlled by the majority party. So you would have bills that would get to the Rules Committee. So actually the bills that got to the floor were a fairly small number out of all the bills that were being introduced. I was kind of skimming over some journals and it looked to me like we had some floor action just about every day. It was a very leisurely kind of floor action. It's kind of hard to imagine this today but they actually read the bills.

L.B. Oh they read all of the bill?

W.K. Well almost all, maybe if it was something real long hopefully they might not read that. I remember a story about a Democrat legislator who was here two years before I was sworn in. They had a motion to forgo reading the long bill, and this legislator asked that the long bill be read. They then did read the long bill. Most of the bills were read, but they could make the motion to suspend the reading of the bill. I finally can remember not so long after that they quit doing that. They would actually read bills and you could sit at your desk and kind of read along.

L.B. Well you're right that they did have the calendar which would show that we would have Second Reading of maybe only a few bills. Then we would also then have Third Reading. We did the whole spectrum of the legislative work almost every day. It was sometime later Wayne that it broke up and we'd have Second Reading on certain days and Third Reading on certain days. I don't know what the reason for that was or when it started.

W.K. I think that's relatively recent years.

L.N. Which way do you like it? To do work certain days or to do certain segments of the work every day?

W.K. Well I think, we developed a regular schedule for committee meetings and the role of the committees became more significant. It's kind of hard for me to imagine how a committee's time frame worked. I can remember having difficulty when I was committee chair, scheduling committee meetings. Cause there wasn't a regular committee time schedule.

L.B. No committee schedule as such?

W.K. We called it whenever.

L.B. You go to the mike and say you're going to have a committee meeting on Education at a certain time and a certain room?

W.K. I suspect at that time we didn't have all the advance notice that we require under the Sunshine Law.

L.B. Cause you would then announce the bills that you were going to hear.

W.K. I don't know that you even had to do that.

L.B. How could people come down to testify?

W.K. Good question. Obviously on some bills it would be announced in advance, and the people would know and would come and testify. I think there were other occasions where they wouldn't be announced.

L.B. That would be very difficult.

W.K. Oh yeah. That was one of the purposes when the Sunshine Law was passed, not just that meetings all need to be open but also that there should be adequate advanced notice so the public would know.

L.B. Wayne, as chairman did you use the pocket veto?

W.K. That's a good question. I could take the 5th amendment. I will plead guilty and say I did. Cause that was the way it was done. That was the process.

L.B. That's what David Skaggs and I talked about because as a freshman he saw the injustice of this particular way of doing things, that everybody else on the floor and all the staff said it had been done that way for eons. It was just following procedure, custom.

W.K. It's kind of like the thing with the safety clause on bills. That was done forever and ever. That was the way it was done. You go down to the drafting office and you'd put the safety clause on. I remember back in '75 there was a one-term Democrat from Colorado Springs,

named Bill Flanery and one of his crusades was to get rid of the safety clause. He said it doesn't really make sense to say that every little bill is needed for the immediate protection of the Public Peace, Health, & Safety. At that time people pretty much laughed at him. He didn't get very far and now it's 20 years later and that's coming to pass. A lot of bills now are coming in without safety clauses.

L.B. Well we were talking about changes in state government since you served and I think you had some notes jotted down.

W.K. As far as the operation of the House, we've certainly formalized it a great deal more over the years. I think it was probably a more informal atmosphere. In '61 I can remember lobbyists sitting on the floor on the side. People being invited to come in and speak to the legislature at the mike. A variety of different folks. We talked about the desks on the floor being an early office. They had a procedure for if a former legislator came in to visit, they made kind of a big sort of a joke about that and the former legislator would be asked to explain himself. Why are you here? So he would go down to the mike to explain and then they would fine him and the legislator was expected to pass out candy or cigars or whatever, hence the fine to all the legislators. So they'd bring in big boxes with cigars and candy coming around, which brings about, there was always a lot of cigar smoke in those days, and smoke in general. People don't do that as much, thank goodness. It's pretty much a non-smoking building. So that's certainly a significant change. I think there was also a lot more drinking. Off beyond, obviously, the grounds.

L.B. The Press Room was an open bar. (Laugh)

W.K. My impression of that is that's reduced considerable. Some people just go across the street and sit there and drink and drink and drink and drink. The lobbyists would buy the drinks and yes sometimes when we had late night sessions the cups would start appearing with alcoholic beverages. One of the things that changed for the worse, from my point of view, when I was first in the legislature, when we did Committee of the Whole, everyone got to chair the Committee of the Whole, it was not a partisan thing. I was looking at the '69 Journals and the '65 Journals, and even much later than that, it would go around, every member in the chamber of both parties would chair.

L.B. What got changed?

W.K. Well I think it sort of changed gradually. I think that it began to become more political and it maybe the chairs would be mostly majority party and occasionally minority party. Then I think it, in more recent years, became totally majority party. I would like to see it the other way. That same thing with some things becoming more and more party. The Legislative Council, not the staff, but the Council itself and Council committees, used to be more non-partisan, bipartisan and I think, I'm not absolutely sure, but I think there used to be equal numbers of member of the same party in Leg Council and I can remember in the late '60's or mid '60's, the Republican majority let an occasional Democrat chairing a Leg. Council Committee. Those are things that changed. Again the Legal Services Committee, they had even numbers.

L.B. When the Audit Committee was formed was that equal too? I think you might have thought.....

W.K. Is Audit majority?

L.B. I think it's equal. It seems like it.

W.K. I think it still is.

L.B. Those committees that pertain to the agencies that support the General Assembly I think are equal. Legislative Legal Services, Audit, Legislative Council. Now I'm not sure that still is. Those committees all support the House and the Senate.

W.K. Well my question was, they have a majority of the majority party members.

L.B. No, I think Audit has city services...that could have changed because I've been out of here for four years.

W.K. Another thing that changed was the use of the voting machine, when we got those. That was about 1975.

L.B. In '75 it was put in when the Democrats were in the majority. The Senate has never gone on. The House started that.

W.K. But they've got a smaller member.

L.B. Ruben Valdez was Speaker.

W.K. Before that of course, when we had a roll call vote, if it was a significant difference, they'd have to actually call the roll. Go through 65 names and if there was something real controversial then people would ask to clarify the aye votes or clarify the no votes just to buy time. People would be scurrying around trying to get somebody to change their vote to the other side.

L.B. "Mr. Speaker, I changed from aye to no."

W.K. Exactly.

L.B. That was a headache for the staff, I'll tell you.

W.K. Oh, I'm sure it was.

L.B. That was a time saver. The electronic voting.

W.K. Oh absolutely. Again that's maybe another example of how things were sort of a more relaxed pace in the old days. I'm not saying it's good or bad, it's just different. As we got

more and more bills and were actually passing more bills and the bills were more complex, you don't have all that time to...there's only so much time to be on the floor and in committee. As it is today, we have 120-day limit. It's kind of interesting, we passed gavel and we passed the 120-day limit, the same year. So the result of that was we said you have to consider and vote on every bill and you have to do it all in 120 days. There are again, pluses and minuses. I think that really did sort of force the legislature to be on task and then of course the deadlines for committee action, floor action and all that. So 120 days now is sort of go, go go, run, run, run, do this do this do this. You don't have a lot of time to goof around.

L.B. And the bills were limited. You could only introduce 6 bills. Now it may be 5, I'm not certain. But there had to be a limitation on bills but bills became longer and more complex.

W.K. That was another thing, before there wasn't any limitation on how many bills a legislator could introduce. I was looking, in '75, when we were back in the majority, I noticed I introduced 16 bills that year. I was surprised I had so many. Bob Kirscht was the majority leader for the Democrats. He had just a ton of bills he introduced. Just a very, very large number of bills.

L.B. That's sort of helpful to members because they can hardly refuse a constituent if they wanted a certain bill. Even if it wasn't a good bill, wasn't good for the whole state. Now they can say, I used my limit or I only have 6 and I'll consider that next session. It does have its helpful points of having bill limitations. What do you think of the deadlines?

W.K. I was sort of doubtful about them when they first went in back then. I think those might have gone in during '75 also. I think they helped to keep things on task and move it along, after all the questions about when should this deadline be, when should that be. One concern in terms of committee hearings and letting the public have it's say, the people who want to come in and testify on bills, so that there is time to do that. Sometime you come up against a deadline and that tends to short circuit public testimony. I think it was helpful. I did not favor the 120-day limitation. That's a pretty tight time frame to do the things that need to be done.

L.B. Do you think that was passed because people wanted to show we kept a citizen's legislature, instead of starting full-time legislature? Would that be the reason?

W.K. That was an argument. The 120 day limit did come from the legislature. That was referred by the legislature. So we debated that down here. As I recall I worked against it. I think that was one of the arguments. I think some people want to come down and do their job as a legislator and then go back to their regular jobs and professions. The legislature passed a fair pay increase that will go into effect next year for the first time in several years. That might change that a bit, some people may be able to look at that as being more a full-time salary.

L.B. The pay went to \$29,500 or \$30,500?

W.K. I've forgotten.

L.B. I've forgotten, you know when you're not here listening to the debate....

W.K. You know it doesn't affect me at all.

L.B. What's your favorite place in the Capitol?

W.K. My favorite place. That's hard to say. I love this building. I spent obviously a lot of years here. I just think it's a wonderful building.

L.B. One of a kind.

W.K. Yes, it is. I'm very, very fond of the building. One of the things in recent years I've kind of enjoyed, I had an office up on the third floor and when I'd leave at night, I'd come down stairs to the second floor and walk across to the big stairs to the first floor. We had this marvelous stain glass window here of Emily Griffith outside the Supreme Court Chamber and I think that's just a beautiful window. It's kind of interesting, that window was in the Senate Chambers, and then they' were going to put up a window of Ruth Stockton and so they moved that window out of the Senate Chambers to put up Ruth Stockton's window and then there was a question as to where to put that window and they eventually put it here. I think this is just a marvelous place. I mean everybody sees it. Now as I would walk across to go down the main stairs, there is the bust of Rich Castro. Rich Castro was a dear friend, just a wonderful man. It's so sad that he died so young. I would just everyday kind of enjoy seeing that bust of Rich Castro. Rich Castro and Emily Griffith are kind of looking across the way at each other. So that's one of my favorite things.

L.B. That's one of your favorite things when you left at night and walked through the Capitol. Everybody has a different spot. I will tell you that question was given to me by Fred Brown.

W.K. That's a very interesting question.

L.B. His love of the building, and everybody has a different favorite spot. It's interesting to me to listen to that. Some like the well of the House. Some like being on the House floor. Another one, our City Auditor, Don Mares said his favorite place was, between committee hearings, coming up in the House gallery and just sitting there and watching people at work or the staff or the public and just sitting. He really enjoyed the quiet place and he could see and watch what was going on. Well do you have any other favorite places besides your walk out of the building? Was it hard for you to leave the last day, knowing that you would not be coming back?

W.K. No, no. I kind of felt like it was certainly,.. I'd done my time. That's more than anybody else in the House had done. I could have run for one more term under term limits because this was a few years ago. But I decided it was time to hang it up. I'd been doing a little bit of volunteer lobbying in the past couple of years working with the League of Women voters and Senior Lobby. So I come down to the Capitol from time to time and check and sit in on

the Education Committee. It gives me a chance to sort of get my Capitol building/legislative fix, and see people.

L.B. You get your fix for the day. Wayne, people seem to be more pessimistic about politics and they're even cynical. Do you think this goes in cycles or do you think this is really something that's going to be with us for awhile.

W.K. I don't know that I have an answer to that. It worries me. It bothers me. I'm an old Civics teacher. My life was one, serving as an elected official and two, being a teacher and teaching kids about government. I think our whole system of democracy is based on people voting and participating. That's what it's all about. I really worry greatly. I think we have this whole thing with the media to a great extent, television and so on, that tends to put down politics and politicians. People sort of say, you're a bunch of old drunks or whatever and you can't trust any of them. I worry about it and I don't know that I have a good answer for us. I'm kind of discouraged. I'm 71 years old and been involved in politics and so on for half a century and I'm a little discouraged about the state of things at the moment.

L.B. Wayne, during your 32 years down here did you ever see any vote buying or vote trading? I will state my position before you even answer that. I go to the Chief Clerk's conventions and I would hear the Chief Clerk of Arizona tell how she had to run the impeachment hearing for the Governor. Then I heard my good friend from West Virginia say that their Governor was under indictment and that their Attorney General was under indictment and I say I've never seen that in Colorado. On both sides of the aisle I saw people come down to give service and I never saw anything that I thought was crooked politics. How do you feel?

W.K. Oh, I would agree with that. That's what I say to people. I tell them, I think in Colorado, nothing is perfect, there are always problems here and there, but in Colorado we have a very open and clean system. It's a system in which people disagree and have different philosophies and different opinions on issues and that's what it's all about. People that I may disagree. I may not like the decisions they make, but I feel that overall the people that I've served with in the legislature are people that are there because they care. They're there trying to give what they feel from their philosophy are things that are helpful for the state and the people in this state. No, I think we have a system we can be very proud of.

L.B. Well I wonder about this because I always ask this question because I feel that we are such a fortunate state to have the good people on both sides of the aisle to come down and serve. I just wish there were some way we could get that story out to the citizens because we do have some very good people here.

W.K. Yes. About a week ago one of the groups I'm involved with, the Colorado Social Legislation Committee, has luncheon meetings every other Monday. They give awards as we do every year. They don't meet on Mondays when we have session, I think it was Monday a week ago to give awards to nine legislators. Some from both parties. We had those nine legislators there and I had the chance to introduce them and they all spoke.

L.B. Do you remember them?

W.K. Well there was Lew Entz, Sally Hopper, Gloria Leyba, Bill Swenson, who carried a bill, Doug Linkhart, (laugh) my memories not good.

L.B. Well, some of them will not be back, Sally Hopper...

W.K. Well three of them or four including Entz, including Hopper, we gave what we call a lifetime service award. Recognizing the fact that they weren't coming back. But anyhow after we finish, lets look at these people. We hear so many negative things about politics and politicians and here are nine wonderful people who have made marvelous contributions to our political system and people who we can be proud of and honor. The public ought to know that these are the people that are elected officials.

L.B. There has to be some way, Wayne, that we can get those stories out. Like you said they've all been in our political system. That's what makes it work. If all the volunteers stayed home on election day, this system wouldn't work.

W.K. Exactly.

L.B. Wayne, do you have any stories you'd like to tell about members or staff or any other things that you've written down that you'd like to have on tape? You served under about 6 or 7 Speakers, didn't you?

W.K. I served under a number of Speakers. See if I can find this in my notes. Started out under Albert Tomsic in '61-'62. I'll talk about the '62 election. Under Allen Dines in '65, then John Vanderhoof and John Fuhr. Am I skipping somebody in between there? When Vanderhoof became Governor.....

L.B. Then John Fuhr became Speaker.  
It was '70 or '74, then Ruben Valdez, then Strahle.

W.K. Yes, then Strahle, then Bob Burford and then Bev Bledsoe and then Chuck Berry. So I think we're up to about nine.

L.B. That's a lot of Speakers. I served under six plus one President of the Senate.

W.K. Oh, you were in the Senate for awhile.

L.B. Yes. During the '75 '76 session because the Democrats took over the House and the Senate asked me to come over and start their camera ready journal. Then I came back to the House that fall after the election. That would be what, 1977? Whenever it was, Strahle was Speaker at that time and Ruben was Minority Leader.

W.K. Well, was it Ruben or was it Kirscht?

L.B. No, he was Minority Leader and he had his office right outside of the reception room and the Speaker's office.

W.K. Right, I remember all that.

L.B. I think Kirscht about that time ran for Governor or Lt. Governor or something like that. I remember he was running for office. Higher office. You have to go back and remember that.

W.K. He later ran for Governor when it was Republican. He and Kirscht, Kirscht actually became the Minority Leader, then we elected Federico Pena and course Kirscht changed parties about that time.

L.B. Then after Federico Pena was Ruth Wright, the next one?

W.K. David Skaggs before Ruth Wright.

L.B. Oh, ok, I try to remember all of those. Well you served with a lot of people.

W.K. It would be interesting to count up sometime how many people over 32 years. A lot of folks. A lot of good folks. I was going to talk a little bit about the 1962 and 1964, elections. I was elected in 1960. Ran for election in '62. I was divorced that year so that was kind of a bad year. Was still running at-large. There were 17 to be elected from the city of Denver and of course 62 as you know was a major Republican year. The Republicans won Governor, and both houses of the legislature. So the Democratic members of the legislature obviously went down. I finished 18th. There were 17 to be elected in Denver. I finished 18th. The first person who was 17th is a person who is still on the scene, Ben Klein, who's on the RTD Board.

L.B. Oh. head of RTD?

W.K. So he finished 17th, I finished 18th. I was something like 110 votes behind him out of the whole city of Denver. So we had a recount.

L.B. It had to be disappointing.

W.K. It was, so we had a recount. We both appointed people to a team, who went out to all the polling places, opened up the voting machines, to copy down the figures, and some changed one way, some changed the other way. The end result it didn't change very much. So that was my one and only election I lost. I was out in '63 '64. I ran again in '64. In '64 was the first time we ran from single member districts. So I moved into a district to run in that district. It was not the right thing. I made a mistake.

L.B. Is that the same area you've represented all these years?

W.K. Yes. I've been in that basically same general neighborhood which is Athmoore Park ever

since. What I didn't know, and I moved in like just a little more than a year. You had to be a year, I didn't know there was another person that was planning to run that was a Democrat. The Democrat district captain had really committed to that person, that he was going to be the next representative. There's an area that did not have an incumbent and I had usually gotten pretty good support. So anyhow I moved in there and had opposition from this candidate and from the captain but there was also a question about my residency. What I'd done, I'd rented a rental unit, I'd moved in some boxes. I didn't immediately, physically move in. The place was vacant and I had some of my stuff there and I think I physically moved in the middle of November. So it turned out they were sort of checking to see when I moved in and sending letters to me. So this ended up in court to make a long story short.

L.B. Oh it did? This was really serious.

W.K. They said Wayne you can't run, you have not been in that district for a year. You are not eligible to run. So that was sort of the line, that was what everybody was told. So it went into court and we had a hearing before Judge Saul Pensic in district court in Denver and he basically ruled, well the issue was intent, and you had paid the rent and signed the lease, moved things in with the intent to live.

L.B. With your voting registration.

W.K. Oh I did that. Well I did that immediately and, of course, as soon as I did that the word got to.....so that was a contested primary which actually I barely managed to get on the ballot at the assembly, because I had the captain opposing. So I got on the ballot and then I kind of was pulling myself up by my boot straps. Then I won the primary.

L.B. At that time Democrat district captains had lots of power. You had to overcome a real obstacle, to even get on the ballot. Wayne what are some of the fun things you've done down here? I know you have to laugh and have some humor at every session.

W.K. Well certainly the Hummers is always fun. Since we spent a lot of years in the minority party and the minority party did the Hummers, well we did a lot of Hummers over the years. I always kind of enjoyed that, acting the fool in Hummers. I've got photos around from various Hummers presentations.

L.B. You had a good seat on the floor. You were the second row back and right on the aisle. Easy to get down to the front.

W.K. I moved into that seat when Forrest Burns left the legislature.

L.B. He's one of my favorites. He really, really was.

W.K. A nice, nice man. Forrest Burns had that seat for many years and when Forrest moved out I asked for that seat and got it. So yeah, right behind the minority leader, so I could give the minority leader a hard time. I would sometimes grumble a little bit with seat mates next to me that would be doing a lot of in and out. Jerry Kopel sat next to me for awhile. Jerry was

up and down and down at the mike a little bit. At one point I had a legislator who sat next to me who smoked while we could still smoke on the floor, and she would light a cigarette and put it on her ash tray, go trotting off somewhere else, the cigarette's there and smoke was wafting, that didn't thrill me a whole lot.

L.B. Now you have a brass plaque on that desk, since that's the last desk you sat in.

W.K. That's wonderful. Looking back, I would congratulate you. I think that's a real addition to do that and have that kind of memory of who's been there before and of course now with term limits, those people are going to be changing a lot more frequently.

L.B. I had a lot of criticism over that.

W.K. Did you?

L.B. People didn't want that. They didn't want anything on those desks. I'm a real history buff and I loved this building and I do what I can to help preserve it. But I did get criticized for that. I've always felt that the desk and chair belong to the district. That was assigned to your district, not to the Representative, but to your district. You serve as that representative and your name is on that desk for the years that you served. Like you say, maybe with term limitations, we'll have to start going down the side or something or maybe put them someplace else. I did like that idea.

W.K. I think it's a wonderful idea.

L.B. Anything else you'd like to put on your tape Wayne?

W.K. Well I can go on for awhile.

L.B. Well I can meet with you any other time, once you know what we talk about, questions I ask, if you want to meet with me another time. I certainly thank you for coming today.

W.K. Well this has been delightful.

L.B. So let me know if I can meet with you again.

W.K. Thank you.