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BILL FILE LOG

BILL # <sup>SB</sup>43

- Original bill
- Fuller memo re. proposal for joint House/Senate Agency
- Kerttula memo re. Senate Research Agency proposal
- Sturqulewski memo/backup
- Fiscal note provided by Leg Affairs

1/25 CS ordered (Roger)

1/25 " work draft delivered

2/7 Bill passed

## ANALYSIS FOR SENATE BILL 43

An Act establishing a Legislative Research Agency Division within the Legislative Affairs Agency

This bill establishes a Legislative Research Agency to provide "non-partisan and objective research" to both the House and the Senate.

Under current policy, the House Research Agency provides this support to the House of Representatives and the Senate Advisory Council provides this support to the Senate. The Rural Research Agency provides it to either body.

Presumably, this bill would combine the efforts all three organizations into one body.

Enclosed in your packet is a memo from the Representative Fuller, Chairman of the Legislative Council, which outlines the creation of a single Research Agency. Essentially, current House Research staff would be retained and Senate Advisory staff terminated. However, they could apply for the new positions created in the Legislative Research Agency.

The fiscal note from the Legislative Affairs Agency estimates a savings of \$10,800 in FY 85 and \$93,800 in FY 86 because the Senate Advisory Council Executive Director position is currently vacant and would remain so. Further savings would depend upon the size and composition of the resulting staff which would have to be determined by the Leadership.

As originally introduced, Senate Bill 43 also created a permanent interim committee to set policies for the Legislative Research Agency. That committee would consist of the President of the Senate, Speaker of the House, Minority Leaders of each body and the Chairman and Vice-Chairman of the Legislative Council. That section was deleted in the Judiciary CS.



Official Business

# Alaska State Legislature

Senate

Office of the President

Pouch V  
State Capitol  
Juneau, Alaska 99811

## MEMORANDUM

TO: Senate Research Committee:                      DATE: March 5, 1981  
Senators Bennett, Dankworth,  
Rodey and Sturgulewski

FROM: Senator Jalmar Kerttula,  
Senate President

You will find attached the Senate Research Agency proposal and related materials.

David Gottstein and Gordon Tope compose the recruitment team, and will solicit and review resumes and ultimately recommend at least three individuals in each identified core area for interviews by the Senate Research Committee.

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## I. OBJECTIVE

The ultimate objective is to create a Senate Research Agency composed of leading experts in selected areas endemic to Alaska to serve at the pleasure of the Alaska State Senate. The Senate Research Agency will operate independently of other agencies with an eye on developing law and entire programs which guide the State into the 21st century.

Each of the research staff will possess a speciality in one of the identified core areas and either educational training or professional work experience in business and economics. This will enable the research staff to operate independently or collectively on specific projects.

Generally, they will possess the qualifications and initiative to identify perceived or projected projects and work on them during "slack times." Specifically, they will have educational training and professional work experience in law, economics, taxation, transportation, civil and electrical engineering, geology, oil and gas production, fisheries, hydro-electric planning, business, solar and other energy research. Additional preparation should emphasize the maximum utilization of renewable and nonrenewable resources for the benefit of Alaskans.

The initial objective of the recruitment team will be to solicit and review resumes and ultimately recommend three individuals in the following four priority core areas for interviews by the screening committee.

1. Oil and Gas
2. Fisheries
3. Mineral
4. Hydro-electric

## II. REPORT: PROPOSED SENATE RESEARCH AGENCY

### I. Overview

The Alaska State Senate is planning to employ qualified individuals with the educational training and professional work experience to operate independently and collectively while maintaining a nonpartisan profile. Their responsibilities will extend beyond an advisory capacity to the Senate, as they will work actively in developing law and entire programs which guide the state into the 21st century.

### II. Objectives

A. Gather research and other pertinent data on the following subjects:

1. Energy Development

- a. Hydro-electric
- b. Oil and Gas
- c. Solar
- d. Petro-chemical

2. Mineral

- a. Coal
- b. Copper
- c. Iron
- d. Other hard minerals

3. Fisheries

4. Transportation: All modes  
Air, Marine Highway, Railroad, Highway

5. Medical\*

6. Education\*

7. Native Issues\*

8. Communications\*

9. Banking, Taxation

10. Renewable Resources - Agriculture, Timber

\*These categories are of secondary interest at this time; the areas A, B, C, D are considered the core areas.

III. DESIRABLE QUALIFICATIONS IN ADDITION TO MINIMUM SPECIALTY EXPERTISE

1. Washington D.C. experience and contacts
2. Contacts in leading businesses, government, and universities
3. Juris Doctorate
4. Business and Economic degrees and/or experience
5. Alaska residency
6. Experience in the political arena
7. Private sector work experience . . . we are not interested in employing life time state employees.

IV. SPECIFIC EDUCATIONAL TRAINING AND PROFESSIONAL EXPERTISE SOUGHT

A. Oil and Gas

1. Desirable educational and professional work experience
  - a. Petro-chemical development
  - b. Business
  - c. Taxation
  - d. Law
  - e. Economics
  - f. General working knowledge of the Oil & Gas industry
  - g. Experience preferably in the private sector
2. Source of Recruitment
  - a. Generally: University level or oil industry
  - b. Specifically: Texas, Oklahoma, California, Louisiana  
Alaska

B. Hydro-electric

1. Desirable educational and professional work experience
  - a. Civil or Electrical Engineering
  - b. Economics
  - c. Business
  - d. Emphasis: Heavy Hydro-electric background
2. Source of Recruitment
  - a. Pacific Northwest
  - b. Army Corp of Engineers
  - c. Tennessee Valley Authority

C. Mineral

1. Desirable educational and professional work experience
  - a. Geology
  - b. Business
  - c. Economics
  - d. Minimum of 5 years experience in related specialty area
2. Source of Recruitment
  - a. University of Alaska
  - b. Colleges and Universities in Colorado
  - c. U.S. Bureau of Mines

D. Fisheries

1. Desirable educational and professional work experience
  - a. Biology
  - b. Fisheries Management
  - c. Economics
  - d. Business
2. Source of recruitment
  - a. Targeted Area: Pacific Northwest through known contacts

V. SALARY AND BENEFITS

A. Option I

1. Starting Range: \$45,000 to \$55,000 (Subject to negotiation based on educational training and professional work experience)
2. Benefits at about 29%

B. Option II

1. Individual contracts on a consultant basis

### III. TIME SCHEDULE

#### Phase I: Notification and Solicitation

- Step 1. Place advertisements in various selected newspapers and industry publications throughout the country soliciting resumes and references of potential qualified applicants.
- Step 2. After receiving resumes, screen applicants into the following categories for each core area:
  - a. Most likely candidates
  - b. Likely candidates
  - c. Not likely candidates

\*Phase I to be completed by April 15th\*

#### Phase II: Screening

- Step 1. Gather more information from top dozen candidates for each core area.
- Step 2. Make reference checks.
- Step 3. Narrow field down to top four or five in each core area.

\*Phase II to be completed by May 10th\*

#### Phase III: Recruitment and Selection

- Step 1. Bring top three candidates in each core area to Alaska for interviews.
- Step 2. Make final selection.

\*Phase III to be completed by June 1st\*

Note: We will only go to the "Likely Candidate" category file if not enough "Most Likely Candidates" were solicited for review. It might be further noted that these files may prove to be useful for talent searches for other projects, or as turnover in research staff requires.

#### IV. RECRUITMENT BUDGET PROJECTION

##### Phase I: Notification and Solicitation

|                         |          |                 |
|-------------------------|----------|-----------------|
| Advertisements          | \$ 5,000 |                 |
| Telephone               | 1,000    |                 |
| Stationery and Postage  | 200      |                 |
| Recruitment Coordinator | 4,000    |                 |
| Part-Time Secretary     | 1,400    |                 |
|                         |          | <u>\$11,600</u> |

##### Phase II: Screening

|                         |       |                 |
|-------------------------|-------|-----------------|
| Telephone               | 1,000 |                 |
| Stationery and Postage  | 200   |                 |
| Recruitment Coordinator | 2,000 |                 |
| Part-Time Secretary     | 700   |                 |
|                         |       | <u>\$ 3,900</u> |

##### Phase III: Recruitment and Selection

|   |        |                 |
|---|--------|-----------------|
| Telephone   | \$ 400 |                 |
| Postage and Stationery                                    | 100    |                 |
| Recruitment Coordinator                                   | 2,000  |                 |
| Travel Expenses for up to<br>Twelve (12) Final Candidates | 7,000  |                 |
|   |        | <u>\$ 9,500</u> |

|                |  |                        |
|----------------|--|------------------------|
| Total Budget : |  | <u><u>\$25,000</u></u> |
|----------------|--|------------------------|

## V. PROPOSED NEWSPAPER ADVERTISEMENT

The Alaska State Senate is planning to employ qualified individuals beginning in June of 1981 with the educational training and professional work experience to operate independently and collectively while maintaining a nonpartisan profile. Their responsibilities will extend beyond an advisory capacity to the Senate, as they will work actively in developing law and entire programs which will guide the state into the 21st Century.

Although not all inclusive, educational training and professional work experience should include two or more of the following fields: law, economics, taxation, transportation, civil engineering, hydroelectric planning, solar and other energy research. Additional preparation should emphasize the maximum utilization of renewable and non renewable resources for the benefit of Alaskans.

The Senate Research Agency will consist of one individual in each of the following core areas:

### 1. Oil and Gas

Desirable educational and professional work experience

- a. Petro-chemical development
- b. Business
- c. Taxation
- d. Law
- e. Economics
- f. General working knowledge of the Oil & Gas industry
- g. Experience preferably in the private sector

### 2. Hydro-electric

Desirable educational and professional work experience

- a. Civil or Electrical Engineering
- b. Economics
- c. Business
- d. Emphasis: Heavy Hydro-electric background

### 3. Mineral

Desirable educational and professional work experience

- a. Geology
- b. Business
- c. Economics
- d. Minimum of 5 years experience in related specialty area

Salaries and benefits are:

1. Option I

- a. Starting Range: \$45,000 to \$55,000 (Subject to negotiation based on educational training and professional work experience)
- b. Benefits at about 29%

2. Option II

- a. Individual contracts on a consultant basis

Please send resumes and current references or refer questions to:

Gordon Tope or David Gottstein  
Recruitment Coordinators  
Pouch V  
Juneau, Alaska 99811

Resumes must be submitted no later than May 1, 1981.

STATE OF ALASKA 1985 LEGISLATIVE SESSION  
FISCAL NOTE

Revision Date: \_\_\_\_\_

REQUEST

Bill/Resolution No.: SB No. 43  
 Title: An Act establishing a Legislative Research Agency, eff. date  
 Sponsor: Senator Patrick Rodey  
 Requestor: Senator Patrick Rodey  
 Date of Request: 1/21/85

FISCAL DETAIL

Agency Affected: Legislative Affairs  
 Program Category Affected: General Government  
 BRU, Program or Subprogram(s) Affected: Senate Advisory Council  
House Research Agency

EXPENDITURES/REVENUES: (Thousands of Dollars)

|                        | FY 85               | FY 86               | FY 87 | FY 88 | FY 89 | FY 90 |
|------------------------|---------------------|---------------------|-------|-------|-------|-------|
| <b>OPERATING</b>       |                     |                     |       |       |       |       |
| 100 PERSONAL SERVICES  | <42.8>              | <85.8>              |       |       |       |       |
| 200 TRAVEL             | -0-                 | <18.0>              |       |       |       |       |
| 300 CONTRACTUAL        | 20.0                | 10.0                |       |       |       |       |
| 400 SUPPLIES           | -0-                 | -0-                 |       |       |       |       |
| 500 EQUIPMENT          | 12.0                | -0-                 |       |       |       |       |
| 600 LAND & STRUCTURES  |                     |                     |       |       |       |       |
| 700 GRANTS, CLAIMS     |                     |                     |       |       |       |       |
| 800 MISCELLANEOUS      |                     |                     |       |       |       |       |
| <b>TOTAL OPERATING</b> | <b>&lt;10.8&gt;</b> | <b>&lt;93.8&gt;</b> |       |       |       |       |

|                |  |  |  |  |  |  |
|----------------|--|--|--|--|--|--|
| <b>CAPITAL</b> |  |  |  |  |  |  |
|----------------|--|--|--|--|--|--|

|                |  |  |  |  |  |  |
|----------------|--|--|--|--|--|--|
| <b>REVENUE</b> |  |  |  |  |  |  |
|----------------|--|--|--|--|--|--|

FUNDING: (Thousands of Dollars)

|               |        |        |  |  |  |  |
|---------------|--------|--------|--|--|--|--|
| GENERAL FUND  | <10.8> | <93.8> |  |  |  |  |
| FEDERAL FUNDS |        |        |  |  |  |  |
| OTHER         |        |        |  |  |  |  |
| <b>TOTAL</b>  |        |        |  |  |  |  |

POSITIONS:

|           |  |  |  |  |  |  |
|-----------|--|--|--|--|--|--|
| FULL-TIME |  |  |  |  |  |  |
| PART-TIME |  |  |  |  |  |  |
| TEMPORARY |  |  |  |  |  |  |

ANALYSIS: Attach a separate page if necessary

If a Legislative Research Agency is formed by merging the existing House Research Agency and the Senate Advisory Council, there would be a cost savings of approximately \$10.8 in FY 85 and \$93.8 in FY 86. The director position is currently vacant at Senate Advisory Council. If the position remains vacant after the merger, it accounts for the cost savings in personal services. If other vacancies occur in personal services, this would mean additional savings or less funding necessary for FY 86. Costs in the merger would be for moving, office space consolidation, and a new phone system.

Prepared By: Pamela A. Calhoun, Manager Phone: 465-3850

Division: Administratives Services Date: 1/22/85

Approved by Dep. Exec. Director: Don Fisher Date: 1/22/85

Agency: Legislative Affairs Agency

Distribution (by Agency preparing fiscal note):

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

7/1/84

STAFF ANALYSIS

SB 43 "An Act establishing a Legislative Research Agency;  
and providing for an effective date."

The rationale for formation of a single research agency to service both House and Senate is well developed in the legislative records.

Of the material available, the attached memos most clearly define the policy issues involved, and the anticipated scope of the work to be performed.



# Alaska State Legislature

## Senate

JUNEAU, ALASKA

M E M O R A N D U M

02 February 1981

TO: Senate President Kerttula

FROM: Senator Arliss Sturgulewski *AS*

RE: Senate Research Agency

We had a talk earlier regarding a Senate Research Agency and the possibility of bringing in specialists to assist us in our research efforts. As I promised, I am sending along to you this memo giving some of my thoughts on this subject. I am also attaching some information from the House Research Agency which indicates the scope and diversity of the research requests they commonly receive. I know that we want to get moving on developing a Senate research capability, and in discussing the questions which I have raised, I hope it will assist in determining the best direction in which to move. My thoughts on this subject follow:

1. Research Needs. What are the Senate's research needs and how can we best determine them? Do we expect to meet all Senator's research needs through one system or through different means? Will the Senators' work requests and agency reports be confidential (for the requesting Senator) or will all work be available to the legislature as a whole?
2. Process. Who will decide the research priorities of the agency? What will be worked on first--will it be "first-come, first-served" or some other mechanism for priority setting? Since legislative concerns change over time, how will the agency respond to changing concerns and changing priorities and who will make these determinations? How can we insure timely reports, since most analytic research takes many months?
3. Output. What sort of work would we like the Senate Agency to perform? This should be related to members' perceptions of their research needs and might be any of the following: policy development, the sort of research and analysis that needs interpretation to be legislatively useful; pure research and data collection; advice on how to best implement policy. It may be useful to look at a typical report recently delivered by an international expert, Belden Daniels, to Senator Rodey's Banking Committee. Is this the sort of research work we have in mind? If not, in what ways will the outputs of the agency differ from the work of consultants?

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Memorandum

RE: Senate Research Agency

4. Staffing. What sort of people would we like on the staff? Should they be experts or generalists? If they are to be "experts", how do we define that expertise? People are usually "experts" in some subspecialty of a field (for example, in the field of taxation, there are experts in corporate taxation, public finance, municipal finance, intergovernmental revenues, taxation as a tool of economic development, etc.) Do we want a staff that will be able to provide us with access to experts and if so, what are the staffing implications of this sort of arrangement? Do we want full time staff or consultant reports? If we have in mind a staffing pattern of full time international experts, what sorts of financial arrangements would be necessary to secure their services, as these people usually are consultants with their own highly successful businesses which they would be reluctant to abandon. If they are experts of this order, what would we do when the Senate's research priorities change? If we are to staff the agency with high level experts, what sort of staffing pattern should we arrange for the lower level research and data collection tasks and for clerical and support tasks? If we envision using staff to oversee contracts, then we may want top flight administrators, since experts may be unwilling to take on administrative duties.

Related to the staffing issue and decisions regarding this subject is the question of whether we want the agency to completely replace existing contracting practices. If committees and others will continue to contract with consultants, how will the new agency relate to those consultant efforts? Do we want the agency to write the RFPs and to monitor the contracts? If the agency will do the contracting, how much of its budget should be reserved for consultant contracts?

Location of staff is another consideration. If the agency's staff will be high level experts from outside the state, is their location in Alaska either desirable or achievable? If they will function like consultants, they may need to be only occasionally available. If we want Senators to have full time access to them, we will need people who are willing to locate in Juneau during the session.

5. Coordination. We also need to give some thought to how we see the agency relating to existing expertise. For example, the Permanent Fund Board of Trustees will develop staff expertise and obtain expert advice in finance and investment. How should the Senate agency relate to the Permanent Fund Board's staff and its expertise so that we could avoid duplication of efforts? This same question can be asked of several other agencies.

cc: Committee Members



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

Pouch Y, State Capitol  
Juneau, Alaska 99811  
(907) 465-3991

February 4, 1981

TO: Susan Brody, Acting Director  
FROM: Carol Biggs, Administrative Assistant  
RE: Categories of Research Requests

Research requests handled by the House Research Agency during the 1980 legislative session were analyzed to determine the types of research performed. Most of the research could be placed into one or more of the categories listed below.

1. Data Gathering--approximately 20% of the research involved this function.
2. Bill Analyses and Legislative Histories--12% of the research fell within this category.
3. Descriptive, i.e., describing a program or situation without further analysis--9% of the research involved this activity.
4. Comparative Analysis, i.e., comparing programs or statutes with those in other states--11 % of the research included this function.
5. Program Evaluations--5% of the requests could be categorized in this way.
6. Economic and Financial Analysis--14 % of the research.
7. Policy Analysis, i.e., where legislative options or recommendations were presented--15% of the research.

SENATOR  
ARLISS STURGULEWSKI

2957 SHELDON JACKSON  
ANCHORAGE, ALASKA 99508  
SENATE DISTRICT F, SEAT A

# Alaska State Legislature



White et Juneau  
FOUCH V  
JUNEAU, ALASKA 99811  
(907) 465-3818

## Senate

M E M O R A N D U M

January 21, 1985

TO: Senator Patrick Rodey  
Chairman, Judiciary Committee

FROM: Senator Arliss Sturgulewski *ed*  
Senate District F, Seat A

RE: Legislative Research Agency

Your staff has requested any information I might have developed dealing with my introduction on January 21, 1983, of Senate Concurrent Resolution No 1, relating to the establishment of a Legislative Research Agency. As I recall, this resolution was patterned on that utilized in establishing the House Research Agency several years ago.

Earlier, in February 1981, I had done some work at the directive of the Senate president, Jay Kerttula, in looking at the establishment of a Senate Research Agency. As you know, I am totally supportive of a joint agency, but I feel that some of the issues raised in my 1981 memorandum, plus the information from the House Research Agency, might be useful to you when considering this issue.

There are a number of basic issues. Certainly an important one is the scope of the combined agency - as to whether it is basic research or whether it will, in addition to research, develop basic policy options. Careful consideration must be made to full access by both minority and majority members; as a matter of fact, the minority's need for research may be greater than the majority's, due to lack of staff capability or limited staffing.

Some discussion should also be held as to the level of research. In some cases it might well serve both bodies to go to very specialized individuals or firms for certain kinds of research. An important difference between the House and Senate currently exists in that the House has cross-trained its researchers while the Senate has brought in "experts" in women- and health-related issues, hydro, computer programming, and fisheries issues. From the best information I have, staffs members of the Senate Advisory Council generally feel they have been grossly underutilized in number of research requests they have received.

I will be happy to discuss this issue with you in greater detail.

Enclosures

SPECIAL RESEARCH PROJECTS

| Key Words                | Study Descriptions  | Work Products and Anticipated Completion Dates   | Assigned Staff                                |
|--------------------------|---|--|---|
| Airships                 | A preliminary analysis of the technological and economic feasibility of airships as an alternative transport mode in Alaska. Evaluation of airships compared to current transportation modes in several Alaska scenarios  | Final report--1/31/81<br>Committee Presentation--2/81  | Alexander Hoke                                |
| Coastal Protection Funds | Assessment of funds established by other states and Congressional legislation for compensation of persons adversely affected by oil spills.   | Summary report including options for legislative action--1/19/81   | Jack Kreinheder                               |
| Refugee Resettlement     | Review of the federal policies and procedures for Indochinese refugee processing and resettlement, the socio-economic characteristics of the Hmong from Laos and their experience as refugees, and required services in a resettlement effort. Evaluation of the effectiveness of Hmong resettlement efforts in other states and preliminary findings of the feasibility of a small group resettlement in Alaska. | Trip report on Hmong resettlement programs in other states--9/22/80<br>Research monograph on U.S. Policy (current and proposed) and public opinion regarding immigration and refugee resettlement--1/31/81<br>Research monograph on the socio-economic background of the Hmong and their resettlement needs--1/31/81<br>Research monograph on standard service requirements for refugee resettlement and existing resources available in Alaska--1/31/81 | Betty Barton                                  |
| Water Rights             | Review of current policies, and practices regarding water allocation on State, Native and Federal land. Survey of community and industrial water requirements, including a discussion of the development of water supplies for large volume users.  | Final report due 1/31/81   | Chris Johnson<br>Connie Barlow<br>Susan Brody |

SPECIAL RESEARCH PROJECTS

| Key Word                       | Study Descriptions  | Work Products And Anticipated Completion Dates  | Assigned Staff  |
|--------------------------------|---|---|---|
| Petrochemicals*                | Preliminary economic evaluation of natural gas liquids-based petrochemical production in Alaska for the Joint Gas Pipeline Committee  | A report with preliminary findings on the economic feasibility of a petrochemical industry based on an evaluation of several scenarios in a computer model that can be utilized to evaluate future proposals (Zinder Energy Processing 10/80) | Susan Brody<br>Connie Barlow                                    |
| State Loan                     | Oversight of State loan program activity  | Summary of annual and other reports mandated by statute--1/15/81<br>monthly statistical compilations for all loan programs beginning 1/1/81   | Leslie Longenbaugh  |
| Susitna and Power Alternatives | Oversight of the Alaska Power Authority's Susitna hydroelectric feasibility study and the power alternative study of the Governor's Office  | Status reports to legislators--2/1/81<br>3/15/81; 7/15/81; and 1/16/82**  | Jack Kreinheder<br>Susan Brody<br>Anne DeVries<br>Connie Barlow |
| University of Alaska           | An analysis of University of Alaska programs and outputs, and expenditures per student and per credit hour. Breakdowns by region and organizational component of the University of Alaska. Comparisons with nationwide statistics | University of Alaska: An Overview of Programs and Expenditures--1/29/81   | Anne DeVries  |

\* The House Research Agency has also been assisting the Joint Pipeline Committee with the following ongoing and proposed contracts: (a) financial and marketing research relating to the gas pipeline project (contract with Lazard-Freres and Co.); (b) primer on petroleum refining and petrochemicals (contract with the Institute of Social and Economic Research, University of Alaska); (c) research relating to instate use of gas liquids; (d) cost estimates of a gas liquids line.

\*\*Subject to authorization by a subcommittee of the Legislative Council.

SPECIAL RESEARCH PROJECTS

| Key Words                 | Study Descriptions   | Work Products and Anticipated Completed Dates   | Assigned Staff   |
|---------------------------|--|---|--|
| Child Support Enforcement | An evaluation of the state's child support enforcement program, with a review of alternative methods of enforcement that have been successful in other states.   | Summary report--January 16, 1981  | Chris Johnson  |
| Coal                      | A series of policy papers outlining the implications of the development of Alaska's coal resources in four public policy areas: leasing, taxation, environmental controls, and the use of coal as a rural energy source  | Coal Policy Paper: Markets for Alaska Coal 1/12/81<br>Coal Policy Paper: Leasing and Taxation 1/12/81<br>Coal Policy Paper: Surface Mining 2/2/81<br>Coal Policy Paper: Potential for Use In Rural Alaska 2/2/81                  | Anne DeVries<br>Anne DeVries<br>Susan Brody<br>Susan Brody<br>Anne DeVries |
| NCSI Energy Policy        | Project management of National Conference of State Legislatures contract for energy policy analysis and related staff research   | Two memoranda on financial incentives for energy investments--1/9/81<br>Three <u>Issues and Options</u> documents on State Energy Organization, Renewable Energy, and Energy Emergency Preparedness--1/31/81                      | Jack Kreinheder  |
| Telecommunications        | Project management of ongoing contract with the University of Alaska for the services of Glenn Stanley and Bob Merritt, telecommunications experts. Current information on technological development and private and public sector activity in telecommunications. | The Alaska Telecommunication System 9/30/80<br>A Review of the Private Sector Activities in Alaska--10/30/80<br>The Implementation of HCSB 165--12/11/80<br>Updated reports on the three topics above--1/15/81; 2/29/81; 4/15/81. | Anne DeVries<br>Jack Kreinheder  |

SPECIAL RESEARCH PROJECTS

| Key Words       | Study Descriptions   | Work Products and Anticipated Completion Dates  | Assigned Staff             |
|-----------------|--|---|----------------------------|
| Senior Citizens | An assessment of needs for and feasibility of additional housing units, an adult day care program and a physical therapy facility for senior citizens in the Eagle River Chugiak area. | <p>A study relating to the needs for and cost of additional housing units. (Design Lab, Inc. 12/5/80)</p> <p>A land status report on property adjoining existing Chugiak-Eagle River Senior Citizens housing units (Berkely Ide, 9/26/80)</p> <p>An assessment of needs for adult day care and physical therapy and identification of program and facility requirements. (Alaska Consulting Services 12/20/80)</p> <p>A preliminary capital costs estimate for an adult day care/physical therapy facility (Design Lab, Inc. 1/12/80)</p> <p>An analysis of funding sources for and operating costs of senior citizens housing units and a physical therapy/ adult day care center (Alaska Consulting Service, 1/12/81)</p> <p>A summary report 1/31/80</p> | Duncan Read<br>Susan Brody |

RESEARCH EVALUATION

TO:

FROM: Duncan L. Read

RE: Evaluation of Research Products

To assist us in improving the quality of the research services we provide you, we would welcome your response to the following questions. These brief questionnaires will be sent with the transmittal of each research request completed during the first two months of the 1980 legislative session.

Was the information unbiased?

Did it provide answers to (or, at least, useful information on) all the questions you posed?

Was the research completed and delivered to you in a timely manner?

May I share your comments with the staff person performing this research?

May we release this information to the public?

Now

Three months from the date of transmittal

At the end of the current legislative session

Please be assured that we will take your comments seriously in performing future research for you.

Thank you



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

Pouch Y, State Capitol  
Juneau, Alaska 99811  
(907) 465-3991

MEMORANDUM

January 26, 1981

TO: Susan Brody, Acting Director  
FROM: Carol Biggs, Admin. Asst.  
RE: Research request statistics

For calendar year 1980, the House Research Agency received 187 research requests, of which 17 (9%) were requested from Senators. To date, for calendar year 1981, we have received 22 requests. Five requests (23%) have come from Senators.



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

Pouch Y, State Capitol  
Juneau, Alaska 99811  
(907) 465-3991

MEMORANDUM

January 24, 1981

TO: Susan Brody, Acting Director  
FROM: <sup>CB</sup> Carol Biggs, Admin. Asst.  
RE: Research request statistics

As of August 30, 1980, the House Research Agency had received 142 research requests. The following listing details the approximate amount of time spent on those requests:

|                     |           |
|---------------------|-----------|
| under 8 hours       | 30        |
| under 2 days        | 26        |
| between 2 - 5 days  | 40        |
| between 5 - 10 days | 25        |
| over 10 days        | <u>21</u> |
|                     | 142       |

December 31, 1980

CONTENTS

Research Request No.

Key Words

|    |  |
|----|--|
| 2  | Alcoholism Programs                          |
| 3  | Family Unity                                 |
| 4  | Sewer Construction                           |
| 5  | Revenue Sharing                              |
| 6  | Historic Structures                          |
| 7  | Timber Rights Purchase                       |
| 8  | Revenue Sharing                              |
| 9  | Coal Royalty Increase                        |
| 10 | Licensing Midwives                           |
| 11 | Transportation Statutes                      |
| 12 | Canadian Participation, ALCAN Highway        |
| 13 | Alaska Legal Services                        |
| 14 | Airships                                     |
| 15 | Domestic Violence--Duties of Police Officers |
| 16 | School Signs                                 |
| 17 | Heating Oil                                  |
| 19 | State Loan Programs                          |
| 20 | Marijuana Laws--Local Options                |
| 22 | Sunset                                       |
| 23 | Drug Possession and Sales                    |
| 25 | State Use of Interior Lumber                 |
| 27 | Flex Time--Time Change                       |
| 28 | Emergency Fuel Allocation                    |
| 29 | Gas Conditioning Costs                       |
| 30 | Pacific LNG                                  |
| 31 | Alpetco Contract Questions                   |
| 33 | Energy Conservation Audit                    |
| 34 | Easements along Section Lines                |
| 35 | Nevada Lands Bill                            |
| 36 | Airport Improvements                         |
| 37 | Worlds Fair                                  |
| 38 | Arbitration Panels                           |
| 39 | Market for Beluga Coal                       |
| 40 | Church and State                             |
| 41 | Veterans' Loans                              |
| 42 | Kodiak Freight                               |
| 43 | Regulation of Pesticide Use                  |
| 44 | Kodiak OCS Development                       |
| 45 | School Foundation Program                    |
| 46 | Coal Royalty                                 |
| 47 | California Drug Laws                         |

Research Request No.

Key Words

|     |   |
|-----|---|
| 48  | Windfall Profits                            |
| 49  | Delta Barley                                |
| 50  | Day Care Assistance                         |
| 52  | Energy Conservation                         |
| 53  | Oil Profits                                 |
| 54  | Limited Entry                               |
| 55  | State Loan programs                         |
| 57  | State Contract Awards                       |
| 58  | Native Housing Authority                    |
| 59  | Divorce Statistics                          |
| 61  | Health Care/Medicaid                        |
| 62  | Winter Olympics                             |
| 63  | Study--Petrochemicals Industry              |
| 64  | Revenue Sharing                             |
| 66  | Federal Oil and Gas Information             |
| 67  | Local Government Legislation Summary        |
| 68  | Public Assistance Programs                  |
| 69  | Uninsured Motorist Financial Responsibility |
| 70  | State Parole Board                          |
| 72  | Medicaid Study                              |
| 73  | Agriculture                                 |
| 74  | Income Tax                                  |
| 76  | Airport Improvements                        |
| 77  | Water and Sewer System Costs                |
| 78  | Tax Credits                                 |
| 80  | Communications Inventory                    |
| 81  | Home Health Care                            |
| 82  | Oil Leasing Schedule                        |
| 83  | Cable TV                                    |
| 84  | Producers Benefit Model                     |
| 85  | WATS Line                                   |
| 86  | Political Status of U.S. Territories        |
| 87  | State Loan Programs                         |
| 88  | Regulatory Commissions                      |
| 89  | Barbers/Hairdressers                        |
| 91  | Dairies/Small Scale Manufacturers           |
| 96  | Alien Business Interests                    |
| 97  | Airport Improvements                        |
| 98  | Hydroelectric Power                         |
| 99  | Senior Citizen Housing                      |
| 100 | Alaska Real Income                          |
| 101 | Board of Architects and Engineers           |
| 102 | Water Energy                                |
| 103 | Agriculture Loan Programs                   |
| 104 | Aquaculture Tax                             |
| 105 | Energy Center                               |
| 106 | In-Migration                                |
| 107 | Alaska Food Laws                            |
| 109 | Loan Appeals                                |

Research Request No.

Key Words

|     |   |
|-----|---|
| 110 | Solar Easements                               |
| 111 | Income Tax                                    |
| 112 | Hospital Costs                                |
| 113 | Coal Leasing--Definitions of Net Profits      |
| 114 | Commission on the Year 2000                   |
| 115 | Chilkat Valley Fishery                        |
| 116 | Native Corporation Mergers                    |
| 117 | Marine Maintenance                            |
| 118 | University Lands                              |
| 120 | Midwives                                      |
| 122 | Independent Oil Companies                     |
| 123 | School Foundation Program                     |
| 125 | Caribou and Moose Hunting                     |
| 126 | Duty Free Airports                            |
| 128 | Statewide Health Insurance                    |
| 129 | Advertising by Professionals                  |
| 130 | Department of Health                          |
| 131 | State Troopers                                |
| 132 | Indo-Chinese Resettlement                     |
| 133 | Permits and Licenses                          |
| 134 | Revenue Sharing                               |
| 135 | Coal Transportation to Kodiak                 |
| 136 | Energy Conservation/Planning Grant Allocation |
| 137 | Revenue Sharing                               |
| 138 | Budget  |
| 139 | Revenue Sharing                               |
| 140 | Ball Brothers, Inc. (Fish Processors)         |
| 141 | Land Title (on Kodiak Island)                 |
| 142 | Regional Government                           |
| 143 | Permitting Procedures                         |
| 144 | Susitna Power Alternative Study               |
| 145 | Alaska Public Utilities Commission            |
| 146 | Loan Programs                                 |
| 149 | State Employees Salaries                      |
| 150 | Water and Sewer Systems                       |
| 154 | Shelden Jackson Power Production              |
| 156 | In-State Oil Refineries                       |
| 160 | Workers' Compensation                         |
| 162 | Energy Grants                                 |
| 163 | Child Custody                                 |
| 164 | Beauty Pageants                               |
| 166 | Income Taxes                                  |
| 169 | Mt. Edgecumbe Closure                         |
| 172 | Legislative Reform                            |
| 173 | Aquaculture                                   |
| 175 | Census  |



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

Pouch Y, State Capitol  
Juneau, Alaska 99811  
(907) 465-3991

ANNUAL REPORT  
HOUSE RESEARCH AGENCY

Productivity

In the first full calendar year of operations, the House Research Agency has responded to 187 requests for research from individual legislators. In addition, the agency was assigned responsibility for 14 special research projects of broad scope resulting in major reports or papers. A listing of those research requests completed for individual legislators who have authorized their public release is attached. The enclosed chart describes the special projects and related work products.

Through personnel recruitment, staff training, and research activities during the prior year, the agency's expertise and knowledge in several issue areas has significantly expanded. Five of the research staff, including a recently hired permanent part-time employee with substantial prior experience in the field, will be prepared to address various oil and gas related issues, including petrochemicals, corporate taxes, and leasing questions. During the interim, staff training has been provided in several aspects of finance, including project financing, bonding and public utilities. The agency was assigned responsibility for the management of a legislative contract with telecommunications experts to whom legislators have free access through the agency. Two researchers have worked closely with the consultants and have pursued their own independent research as well. In addition, staff have fulfilled extensive requests for research pertaining to higher education, workers' compensation, and various public assistance programs, thereby enhancing their capabilities to respond to future requests in these areas. Finally, in performing special projects, valuable expertise has been acquired in coal, State loan programs, child support enforcement, refugee resettlement, water rights, coastal protection funds, and energy conservation.

Staffing

The research staff consists of six permanent, full-time researchers supplemented by one half-time researcher and a temporary beginning-level research analyst, who is employed for the session. The small size of the staff dictates that each researcher must be prepared to work in several issue areas. Further, it is sometimes valuable to cross disciplinary lines and, for example, have a researcher with a business administration background address health care costs. Below is a roster of the research staff with brief references to their backgrounds and work for the agency.

Connie Barlow--Recently hired by the agency as a permanent half-time employee, Ms. Barlow has been a special assistant on oil and gas issues to the Commissioner of the Department of Natural Resources, a research analyst, and deputy director of the Coastal Management Office, and a member of the research staff of the Federal-State Land Use Planning Commission. For the past two-and-a-half years, she has been a private consultant with Arlon Tussing and Associates, with whom she is currently working half-time on a textbook about the gas industry. Her B.S. degree is from Michigan State University. To date, Ms. Barlow has researched issues related to oil and gas and the allocation of water rights.

Betty Barton--Ms. Barton, a graduate of Denison University has five years experience in rural affairs. She was formerly assistant city manager of Bethel and a local government specialist of the Department of Community and Regional Affairs. Her work has focused on health care, senior citizens programs, food and drug laws, and refugee resettlement.

Susan Brody--Ms. Brody, who serves as acting director in the director's absence, has performed research on petrochemicals, other oil and gas-related issues, coal, timber, and day care. Formerly, she was a member of the economics and planning department of the Anchorage office of CH2M Hill, a national consulting firm. While at CH2M Hill, she worked extensively with communities on the Kenai Peninsula and in other regions of the state. Ms. Brody has Master's degrees from M.I.T. in city planning and the University of California in political science. She did her undergraduate work at Reed College.

Anne DeVries--Ms. DeVries has undertaken market analysis of various Alaska natural resources, including agriculture and coal. In addition, she has researched issues related to higher education, workers' compensation, telecommunications, and public financing. She has a Masters of Business Administration and a Bachelor's degree in economics from the University of Virginia. Her prior employment has been as an internal consultant for Alaska Interstate Company and as a shipping and receiving foreman and bookkeeper for Pan Alaska Fisheries in Unalaska.

Alexander Hoke--Mr. Hoke, a staff member of the former legislative research division, has performed work in the fields of taxation, State expenditures, transportation, energy conservation and alternative energy sources. Currently, he is completing a preliminary economic and technological assessment of airships as an alternative transportation mode. Mr. Hoke frequently employs computers in his work. His Bachelor's degree in physical and social sciences is from the University of North Carolina, Chapel Hill.

Christine Johnson--Ms. Johnson performed research on social and health services, the judiciary and law enforcement, and State taxes and expenditures during the last session. Currently, she is working

on an evaluation of the child support enforcement program and an analysis of water rights issues, as well as providing oversight of State loan program activities. Ms. Johnson, a resident of Alaska since birth, is a graduate of Bryn Mawr College.

Jack Kreinheder-Mr. Kreinheder, also a member of the former research division staff, focused his efforts the past session on revenue sharing, oil and gas, fisheries, and health care. His present assignments include an analysis of coastal protection funds and research relating to energy conservation, the proposed Susitna hydroelectric project, and telecommunications. Mr. Kreinheder has been employed as a researcher by the Commercial Fisheries Entry Commission and the Department of Commerce and Economic Development. He graduated with majors in both Economics and Environmental Studies from the University of California, Santa Cruz.

Leslie Longenbaugh-Ms. Longenbaugh has been hired by the agency as a temporary entry-level research analyst. Her research to date has focused on State loan programs and higher education issues. A recent graduate of Vassar, Ms. Longenbaugh was raised in Sitka where she worked for the local newspaper and performed research for the Superior Court judge. She has also worked in the Washington offices of Senator Ted Stevens.

In addition to the researchers, the staff includes the director, an administrative assistant/office manager, and two permanent seasonal secretaries, working nine months each year and overlapping during the legislative session.

#### Policies and Procedures

To assure an uncompromised stance as a non-partisan entity, the agency takes requests for research on a "first come, first serve" basis. Special projects requiring more extensive work are authorized by the bipartisan governing committee of the agency, composed of the Speaker, Minority Leader, and the ranking House member of the Legislative Council (either Chair or Vice-Chair):

In keeping with its mission of providing objective research, the agency compiles factual data and will identify and critically evaluate policy options, but as a general rule will not render policy recommendations.

Research requested by individual legislators is treated confidentially, unless the requestor directs otherwise. The name of the requesting legislator need not be disclosed when performing research and the work product may be held confidential upon its completion as long as the requesting legislator so desires.

A competitive bidding process is used when the agency is called upon to seek contractual assistance. (Certain usual exceptions are noted in the agency's contracting policies, such as exigencies of time and justified sole sources.)

It has been the agency's policy to accept requests for research from Senators on an "as time permits" basis.

Requests for research may be taken by any staff member; assignments are made by the director.

#### Budget

The agency's operating budget for the current fiscal year is \$485,000.

# STATE OF ALASKA

## THE LEGISLATURE

BUDGET AND AUDIT COMMITTEE

FINANCE DIVISION  
POUCH WF-STATE CAPITOL  
JUNEAU, ALASKA 99811  
PHONE: (907) 465-3795

January 2, 1981

TO: Honorable Arliss Sturgulewski  
Alaska State Senate

FROM: Milt Barker *MB*  
Fiscal Analyst

SUBJECT: Analysis of Major Issues

As an alternative to or in conjunction with the hiring of expert staff for the analysis of major issues that confront the legislature, you may wish to consider the use of professional or other outside expertise.

Some of the advantages:

1. Broader and greater expertise can be brought to bear on an issue by the use of several persons with different professional skills or experience.
2. The greater independence and authority of an outside expert can result in more serious consideration being given by decision-makers to a line of inquiry or suggested approach.

Some of the disadvantages:

1. Outsiders are not always available or are unable to provide the desired service in the time frame available. This problem becomes severe if leading authorities are not solicited well in advance.
2. Staff capabilities are not enhanced. Moreover, where an issue is one of continuing importance, there would be advantages to having permanent staff working in that area.

A brief review of some of the contributions of non-staff persons in the case of AGSOC may help illustrate the kinds of resources available and manners of using them.

AGSOC

1. The concept itself and Alaska's consideration of it was initiated by Louis Kelso, lawyer and investment banker, who sought and received a substantial contract from Budget & Audit to develop his proposal.
2. Senator Mike Gravel became AGSOC's leading exponent and succeeded in getting federal legislation passed that gave tax benefits to AGSOC's.
3. Wilmer & Pickering, a Washington D. C. law firm, first as subcontractor to Kelso, and later through a contract directly with Budget and Audit, prepared memoranda on the constitutionality of AGSOC residency restrictions and federal securities regulations applicable to AGSOC and prepared and submitted requests for rulings from the IRS and SEC on certain tax and securities matters.
4. For nominal sums, several individuals who were thought to have useful knowledge bearing on an AGSOC were requested to submit testimony, including:
  - a) Dr. Arlon Tussing, an economist intimately familiar with Alaska's economy and development;
  - b) Robert Hamrin, an economist with the Joint Economic Committee of Congress which has examined many schemes for broadening wealth ownership;
  - c) Don Beighle, former attorney for SEALASKA native corporation, familiar with the problems of establishing and operating a corporation with a large base of stockholders.
5. The most penetrating testimony on AGSOC was provided by Stephen Buser, finance professor at Ohio State, at no cost to the State, as he was already preparing a paper on GSOC's for the Ford Foundation.
6. The greatest impact on the shape of the legislation came from Daniel Fessler, a corporate law professor at the University of California at Davis, who after offering some critical testimony on the governance of the corporation, was commissioned to work with the committee to rewrite Kelso's proposed legislation.

# Alaska State Legislature

1981

SENATOR  
TERRY STIMSON  
POUCH V  
JUNEAU, ALASKA 99811



WHILE IN ANCHORAGE  
1610 E STREET  
ANCHORAGE, ALASKA 99501

## Senate

### M E M O R A N D U M

TO: Members of the Senate Research Committee  
Senator Jay Kerttula  
Senator Pat. Rodey  
Senator Ed Dankworth  
Senator Don Bennett  
Senator Arliss Sturgelewski

FROM: Senator Terry ~~Stimson~~ J

SUBJECT: Senate Research Agency

As you analyze the most effective procedures for establishing a Senate Research Agency I would like to make a suggestion.

It's essential that the Senate Research Agency be comprised of highly knowledgeable people extremely competent in their respective disciplines. To meet this end, I would suggest that you give careful thought to the possibility of identifying University of Alaska faculty that might be available on a leave or sabbatical basis.

It's conceivable that the University of Alaska might consider jointly funding such faculty members.

Difficulties may exist in the limited time available to make the necessary arrangements. I'm optimistic that the University of Alaska would be cooperative and could cut through any bureaucratic boondoggles.

Using University staff seems to serve several ends; the staff member will have an in-depth technical knowledge permeated with currently related theories and, assuming the selected individual has been in Alaska for awhile, an Alaskan perspective will be an integral component of their thinking.

It does appear that the research arm of the University would also offer likely candidates. Considering all University faculty, both teaching and researching staff, should offer the potential for in state expertise in a wide variety of subject areas, e.g., resource identification and development, economics, local government, Health and Social Services, education, etc.

This approach is not suggested as an inclusive procedure for staff identification.

Just a thought!

Introduced: 1/21/83  
Referred: Judiciary and  
Finance

BY STURGULEWSKI, P. FISCHER,  
GILMAN, HALFORD, KELLY,  
PETTYJOHN AND RODEY

1 IN THE SENATE

2

SENATE CONCURRENT RESOLUTION NO. 1

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

THIRTEENTH LEGISLATURE - FIRST SESSION

5

Relating to the establishment of a

6

Legislative Research Agency.

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

8 WHEREAS many of the public policy issues and options confronting

9 Alaska are of great complexity; and

10 WHEREAS decisions on them should be predicated on solid research and

11 analysis; and

12 WHEREAS the Alaska State Legislature requires objective research to

13 support the body in its decision making; and

14 WHEREAS research services should be available on a nonpartisan basis

15 to all members of the Alaska State Legislature; and

16 WHEREAS legislative research needs arise year-round and are not limit-

17 ed to those months when the body is in session; and

18 WHEREAS, to assure nonpartisan research, research policies for the

19 Legislature should be set by a bipartisan group; and

20 WHEREAS, to insure objective research on a nonpartisan basis, employ-

21 ees performing research should be of permanent status and not subject to

22 removal for political reasons; and

23 WHEREAS permanent employees of the Legislative Affairs Agency and the

24 Legislative Finance and Audit Divisions have provided valuable legal and

25 fiscal research for Alaska legislators;

26 BE IT RESOLVED that the Alaska State Legislature establishes a perma-

27 nent research staff with a research director, to be known as the Legisla-

28 tive Research Agency; and be it

29 FURTHER RESOLVED that a permanent committee is established to set

1 policies for the agency. The committee consists of the president of the  
2 senate, the speaker of the house, the minority leader of the senate, the  
3 minority leader of the house and the chair and vice-chair of the Legisla-  
4 tive Council. If a presiding officer is chair or vice-chair of the Legis-  
5 lative Council, another member of the Legislative Council from that house  
6 shall be appointed by the presiding officer as a member of the committee.

HOUSE RESEARCH AGENCY  
RESEARCH POLICIES

HOUSE RESEARCH AGENCY  
Pouch Y - State Capitol  
Juneau, Alaska 99811  
465-3991

MEMORANDUM

January 21, 1980

TO: House Research Agency Staff

FROM: Duncan L. Read, Director

D&R

RE: Agency Research Policies

Below are policies the House Research Agency will follow in regard to research performed by the agency.

-----

The House Research Agency will perform research only upon the request of legislators or upon the recommendation of the director and the approval of the governing committee. Research requests will be addressed in order of the sequence of their receipt. Research requests from the Alaska State Senate will be accepted, but will not be addressed necessarily in order of their date of receipt vis a vis that of requests from the House of Representatives. Rather, the availability of staff time will be the determining factor in the agency's treatment of Senate requests.

Research requests that the Agency may not accept are:

research directly related to a legislator's personal business.

research that directly benefits a legislator's campaign for reelection, e.g., analysis of an opponent's voting record or prior years' voting returns. However, research that may be indirectly related to a campaign, such as evaluation of a reapportionment plan or analysis of issues that arise during a campaign may be performed.

research that entails investigations into a citizen's personal life.

A legislator who requests research seeming to meet the criteria above and is refused by the agency director may appeal the director's decision to the governing committee.

Research requests that may not be accepted without the approval of the governing committee include:

research that, if performed, would constitute a significant variance from the "first come, first serve" rule.

research that would require a significant percentage of total staff time or funding available during a given calendar period, in the director's judgment.

research that is casework for a constituent while the legislature is in session and personal and committee staff are available to perform casework. When the legislature is not in session, the agency may perform constituent casework upon request.

All requests taken or refused and all research performed by the agency will be treated confidentially within the agency with the following exceptions:

the requesting legislator explicitly gives permission to use his name in soliciting information or to place the research product prepared for him in an open file.

agency research staff seek assistance on or refer requests to the Legislative Affairs Agency, Division of Legal Services, or to the Legislative Finance or Audit Divisions, which are also bound by confidentiality rules comparable to those of the House Research Agency. Conversely, any legislative requests referred by these agencies to the House Research Agency will be treated confidentially.

House Research Agency Staff  
January 21, 1980  
Page No. 3

In addition to the name and identifying characteristics of the requesting legislator, the intended use of the research and factors that prompted the request (e.g., a constituent's letter) may not be revealed. In some instances, the nature of the research request itself may not be revealed in soliciting information to fulfill the request, if such confidentiality is warranted, in the director's or requesting legislator's judgment.

In the event that two or more similar requests for research are taken, agency staff may ask permission of each requesting legislator to share his name and request with the other requesters for purposes of consolidation of the research effort and expedited transmittal of the research to all requesting legislators.

Gross violations by staff of the confidentiality rules constitute cause for termination

Aggregated statistics of research requests may be released to the public.

-----  
DLR/bf

HOUSE RESEARCH AGENCY  
RESEARCH PROCEDURES

HOUSE RESEARCH AGENCY  
Pouch Y - State Capitol  
Juneau, Alaska 99811  
465-3991

MEMORANDUM

March 4, 1980

TO: Staff

FROM: Duncan L. Read, Director *D&R*

RE: Research Procedures

Below are recommended steps in taking research requests and performing research. All need not be taken with each assigned research project.

TAKING THE RESEARCH REQUEST

- . Note the day and hour of the request's receipt.
- . Identify the staff person making the request, if the request is made by someone other than a legislator, (if the request is made by a person who is neither a legislator nor a legislative staff person, confirm the request by telephone with the named legislator and request a memorandum for our files.)
- . Ask for the preferred completion date, but make no commitment for the agency on a transmittal date.
- . Attempt to clarify:
  - . the issues the legislator wants addressed, the specific questions he/she wants answered.
  - . the legislator's intended use of the research data.
  - . the origin of the request, i.e. what prompted it.
  - . any information already compiled by the requester.

• Pose questions regarding the confidentiality of the request, such as:

- May we use the requesting legislator's name in soliciting information?
- Should the nature or intent of the research be held confidential?
- Does the legislator wish the research products transmitted to others?
- Does he/she wish dissemination of the research findings for critical comment (e.g., by executive branch agency personnel, local government officials, community organizations, recognized experts in the field) before or after transmittal?

• If the request is particularly complex or vague, or if it is one which will require staff work over a prolonged period of time:

- Enquire if the legislator would like information as it is received.
- indicate that a proposed research design with projected time lines and a listing of questions to be addressed will be submitted to the legislator once a staff assignment has been made.

• Inform the requesting legislator in approximate terms of the sequential place of his request and/or the current workload of the agency.

• Bring all requests to the agency director's attention immediately after receipt.

• If the request is similar or identical to one already received, staff should not discuss this with the requesting legislator, but should inform the agency director immediately.

Staff  
March 4, 1980  
Page 3

Obviously, if all the above steps were followed in taking each research request, the process would be an untenably tedious one and might discourage legislators from making requests. Staff are expected to use their own judgment in determining which questions are necessary for each research project.

#### ASSIGNING THE RESEARCH REQUEST

All requests will be assigned by the director the day of their receipt. With few exceptions, all research assignments will be made at staff meetings. The staff member taking the request will briefly present it. The director will assign a sequential number and a key word reference to the request. Discussion will focus on information sources, analytical approaches and anticipated problems in performing the research. In most instances, staff will provide ratios on each research request with numerators indicating interest or aptitude and denominators showing degree of expertise on scales of one to five. The director will consider the ratios, in addition to current staff workloads and other factors, in making an assignment at the meeting. Unless the request requires the formulation of a research design or further clarification through other means, the director will specify a targeted completion date and guidelines for the total amount of time to be expended on the research project and on the nature of the product.

Immediately after assignment (in any event, no later than noon of the day following assignment), staff will complete a work order form for typing, filing, logging and transmittal to the requesting legislator. Transmittal of the work order form can be delayed, if a research design or further clarification is required.

Forms must show:

- . the date and time of the request's receipt.
- . the serial number and the key word assigned to the request.
- . the recipient of the research
- . the person making the request for the recipient.
- . the staff assigned to perform the research
- . a brief summary description of the research project emphasizing the questions to be addressed
- . the anticipated completion date.

Attached is a sample work order form.

Staff  
March 4, 1980  
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#### PERFORMING THE RESEARCH

In most instances when research is assigned, the director will provide guidelines to staff on a targeted completion date, the cumulative time to be expended on the project, content and format, and matters pertaining to confidentiality. If assigned staff conclude that significant departures from these guidelines are necessary or should be made, they should so notify the director. If any unanticipated problems arise in fulfilling a research request, the director should also be apprised.

In soliciting information to fulfill a request, staff are expected to maintain the confidentiality of the requesting legislator unless otherwise noted; and, in some instances, the nature and intended use of the requested research will also be held confidential. Staff may not confirm or deny speculations and assertions concerning the research request made by persons from outside the Agency. Research requests, however, may be discussed with staff of the Legislative Affairs Agency, Divisions of Legal Services and the Legislative Divisions of Finance and Audit.

Research projects have the following components: design, data-gathering, analysis and presentation (either written or oral) of findings. While often the associated research tasks overlap and are not sequentially separated in time, the cumulative amounts of time devoted to the respective tasks and dates of completion of each research stage should be noted by staff for every research project on time logs provided for that purpose. If more than one staff member is assigned to a project, each maintains a time log on it. When a memorandum is transmitted, the time log is submitted to administrative staff. If the project is a long-term one with several tangible interim products, time logs are submitted for each phase of the project. Time logs serve two functions: internal management evaluation and cost computation. They are tools for evaluation of staff performance; and with the addition to research staff time of secretarial and administrative time and related costs (telephone, travel), a reasonably accurate estimate of the expense of each project can be computed. A sample time log is attached.

Corresponding information should be provided by research staff on an ongoing basis to agency administrative personnel who will maintain a work status log on all research. Any changes in research plans, e.g., adjustments in the anticipated completion date should also be noted for logging purposes. This log will serve internally as a "tickler file," as well as enable expeditious responses to enquiries from legislators and their staff on the status of research requests. In effect, the history of a research project is recorded on the work status log. Two card indexes to this log will be maintained for quick reference: one for each staff member, the other for each member of the legislature. A sample page from the work status log is attached.

Editorial guidelines for the agency are:

- (1) No conclusions are stated or recommendations made in agency research, unless a requesting legislator explicitly asks for them. However, options for legislative action may be presented.
- (2) Issues or factors related to the research topic, but other than those identified in the request, may be cited, but should not be explored in depth.
- (3) No one source, if that source could be perceived as biased or holding pertinent vested interests, is exclusively relied upon for data or is presented in findings. When such a source is referenced, other sources that can be presumed to be unbiased or to hold countervailing biases or interests shall be cited.
- (4) Brevity is preferred in written memoranda and in oral presentations. If a memorandum exceeds five pages in length or if a briefing is planned that will take longer than fifteen minutes, major findings generally should be summarized at the outset.
- (5) A didactic tone and technical language should be avoided in presenting research findings.

Any means of emphasizing major findings is encouraged, e.g., underlining, question and answer, chart and list format, subheadings.

When research is completed, a memorandum is prepared and submitted in rough draft to the agency director for his editorial review. Staff should assume that some changes will be directed varying from minor editorial ones to major revisions that may require extensive rewriting or reorganizing, and in some instances, additional research. (These instances can be largely averted through staff consultation with the director prior to writing.) Time for revisions should be allotted by staff in projecting anticipated completion dates for research projects. The director will attempt to review draft memoranda immediately upon receipt.

#### TRANSMITTING THE RESEARCH PRODUCT

When a memorandum presenting research findings is completed, four copies are made; one for the researcher, two for the Agency's central files, and one for transmittal to the requesting legislator. The memorandum, an evaluation form with the number of the research request on it, and a

Staff  
March 4, 1980  
Page 6

copy of the original work order are placed in an envelope marked "Confidential." The pack is hand-delivered, preferably directly to the requesting legislator. If the legislator is unavailable, the packet may be left with his or her staff and a form note placed on the legislator's desk informing him or her of the delivery of the research. An evaluation form and a transmittal note are attached.

In the case of a committee request, multiple copies may be delivered to committee staff for dissemination, or a copy may be transmitted directly to each individual member. In instances where identical or similar requests have been received, research is first transmitted to the legislator who made the earliest request. After assuring that the research is in that legislator's hands, copies may be delivered to succeeding requesters, preferably on the same day.

When a request is made for a broad range of data and a later request is received for a portion of that same data, that data, even if it only partially fulfills later requests, should be excerpted from the memorandum prepared in response to the first request and transmitted to those legislators making the later requests. Distribution to them is made only after the response to the first request has been transmitted.

#### FILING RESEARCH

When research is completed, it is retained in three office files, the personal file of the researcher, a series work order file, and a key word work order file. Series files to be completed will contain the following:

- . the original work order form, the research memorandum and any interim transmittals
- . the time log with cost computations
- . an evaluation form, if one is returned by the requesting legislator
- . log forms showing the historical progression of the project
- . correspondence pertaining to the research

With the addition of background documents used in the research, all of the above should be placed in the key word file with the exception of correspondence. Bulky background documents will be referenced in the key word file, but placed in a general subject file.

DLR/dp

# WORK ORDER REQUEST FORM

KEYWORDS: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

ASSIGNED TO \_\_\_\_\_

REQUEST FOR: BILL  RESOLUTION  RESEARCH  OTHER

SUBJECT \_\_\_\_\_

REQUESTED FOR \_\_\_\_\_ BY \_\_\_\_\_ EXT. \_\_\_\_\_

\* DELIVER TO \_\_\_\_\_ TAKEN BY \_\_\_\_\_

INSTRUCTIONS, EXPLANATIONS \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

OBTAIN

SPECIAL DRAFTING INSTRUCTIONS ATTACHED

AUTHORIZED TO CONFER WITH \_\_\_\_\_  
\_\_\_\_\_

RETURN \_\_\_\_\_

\_\_\_\_\_ TO REQUESTER

APPROVED: \_\_\_\_\_ Director, Legal Services

\_\_\_\_\_ Director, Research

REVIEWED \_\_\_\_\_

IN \_\_\_\_\_ DUE \_\_\_\_\_

TYPED - Draft \_\_\_\_\_ DATE \_\_\_\_\_

Final \_\_\_\_\_ DATE \_\_\_\_\_

PROOFED \_\_\_\_\_ DELIVERED \_\_\_\_\_

SPECIAL INSTRUCTIONS TO TYPIST/PROOFREADER

DRAFT

FINAL

HOUSE RESEARCH AGENCY  
RESEARCH REQUEST TIME LOG

REQUESTER \_\_\_\_\_

WORK ORDER REQUEST NO. \_\_\_\_\_

ANALYST \_\_\_\_\_

KEY WORDS \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

WORK COMPONENTS

|                                 | DATE COMPLETED | EQUIVALENT HOURS |
|---------------------------------|----------------|------------------|
| RESEARCH REQUEST. . . . .       |                |                  |
| RESEARCH DESIGN . . . . .       |                |                  |
| INFORMATION GATHERING . . . . . |                |                  |
| ANALYSIS. . . . .               |                |                  |
| PRESENTATION. . . . .           |                |                  |
| WRITTEN (Total). . . . .        |                |                  |
| DRAFT. . . . .                  |                |                  |
| FINAL. . . . .                  |                |                  |
| ORAL (Total) . . . . .          |                |                  |
| PRELIMINARY. . . . .            |                |                  |
| FINAL. . . . .                  |                |                  |
|                                 |                |                  |

SUBJECT DESCRIPTION

KEY WORDS

needs following information  
for budget hearings in  
late February

Delta Raley, project

\* may not use name

1/25/80 11:00  
Request date & time

ASSIGNMENT

show many local jobs in that  
area will likely be created  
is it likely agriculture will  
become viable industry in Alaska.

1/25/80 Erickson  
Date Staff

what projections are there on requirements for  
state funding  
long term economic impact  
foreign markets

COMPLETION DATE

Anticipated: 2/25

Requested: by late February

3 to 4 equivalent days

WORK STATUS (dates)

INTERIM PRODUCT

DATE

Research design

Data compilation

Preliminary draft

Final draft

TRANSMITTAL:

Date & time

Recipient

PROBLEMS

Reassignment

## HOUSE RESEARCH AGENCY SERVICES

### THE HOUSE OF REPRESENTATIVES RESEARCH AGENCY

The House of Representatives Research Agency performs research upon the requests of members of the House; agency services are also available to Senators, as staff time permits. Among the services available are:

- . discreet, short-term issue analysis, which will constitute most of the agency's work during legislative sessions
- . longer-term research projects performed, for the larger part, in interims between legislative sessions
- . formal solicitation and evaluation of contract bids and monitoring of contractual research
- . program evaluations of State and State-supported programs
- . historical searches on past legislative action and bills filed in prior sessions
- . tracking of the implementation of laws passed
- . analysis of federal legislation and regulations impacting Alaska
- . critiques of reports on public policy issues and programs
- . research consultant support to legislative committee and personal staff
- . conference planning

Research is provided only upon request of Representatives and not upon the agency's initiative. All requests are treated confidentially within the Legislative Affairs Agency. In performing research, the names of requesting legislators are not divulged, except with prior approval of the requestor. Research, when completed, is not made public, but transmitted to the requesting legislator, who uses it as he or she wishes.

Requests may be taken orally or in writing by any staff member; work assignments are, however, made by the agency director. A "first come, first serve" rule will be the guiding principle in handling research requests.

The small, non-partisan agency staff consists of five senior researchers, a temporary beginning-level research analyst, an administrative assistant, one secretary, and the director. Agency policy is set by the director in consultation with a governing committee composed of the Speaker and Minority Leader of the House and the ranking House member of the Legislative Council (either the chairman or the vice-chairman).

Legislative staff may request research at the behest of their employers, but not at their own initiative. However, as noted above, agency staff will be available to committee and personal staff as consultants in matters of research design and identification of information sources on projects assigned to legislative employees by legislators.

STATE OF ALASKA 1985 LEGISLATIVE SESSION  
FISCAL NOTE

Revision Date: \_\_\_\_\_

**REQUEST**

Bill/Resolution No.: SB No. 43  
 Title: An Act establishing a Legislative Research Agency, eff. date  
 Sponsor: Senator Patrick Rodey  
 Requestor: Senator Patrick Rodey  
 Date of Request: 1/21/85

**FISCAL DETAIL**

Agency Affected: Legislative Affairs  
 Program Category Affected: General Government  
 BRU, Program or Subprogram(s) Affected: Senate Advisory Council  
House Research Agency

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

|                        | FY 85               | FY 86               | FY 87 | FY 88 | FY 89 | FY 90 |
|------------------------|---------------------|---------------------|-------|-------|-------|-------|
| <b>OPERATING</b>       |                     |                     |       |       |       |       |
| 100 PERSONAL SERVICES  | <42.8>              | <85.8>              |       |       |       |       |
| 200 TRAVEL             | -0-                 | <18.0>              |       |       |       |       |
| 300 CONTRACTUAL        | 20.0                | 10.0                |       |       |       |       |
| 400 SUPPLIES           | -0-                 | -0-                 |       |       |       |       |
| 500 EQUIPMENT          | 12.0                | -0-                 |       |       |       |       |
| 600 LAND & STRUCTURES  |                     |                     |       |       |       |       |
| 700 GRANTS, CLAIMS     |                     |                     |       |       |       |       |
| 800 MISCELLANEOUS      |                     |                     |       |       |       |       |
| <b>TOTAL OPERATING</b> | <b>&lt;10.8&gt;</b> | <b>&lt;93.8&gt;</b> |       |       |       |       |

|                |  |  |  |  |  |  |
|----------------|--|--|--|--|--|--|
| <b>CAPITAL</b> |  |  |  |  |  |  |
|----------------|--|--|--|--|--|--|

|                |  |  |  |  |  |  |
|----------------|--|--|--|--|--|--|
| <b>REVENUE</b> |  |  |  |  |  |  |
|----------------|--|--|--|--|--|--|

**FUNDING: (Thousands of Dollars)**

|                     | FY 85               | FY 86               | FY 87 | FY 88 | FY 89 | FY 90 |
|---------------------|---------------------|---------------------|-------|-------|-------|-------|
| <b>GENERAL FUND</b> | <b>&lt;10.8&gt;</b> | <b>&lt;93.8&gt;</b> |       |       |       |       |
| FEDERAL FUNDS       |                     |                     |       |       |       |       |
| OTHER               |                     |                     |       |       |       |       |
| <b>TOTAL</b>        |                     |                     |       |       |       |       |

**POSITIONS:**

|           | FY 85 | FY 86 | FY 87 | FY 88 | FY 89 | FY 90 |
|-----------|-------|-------|-------|-------|-------|-------|
| FULL-TIME |       |       |       |       |       |       |
| PART-TIME |       |       |       |       |       |       |
| TEMPORARY |       |       |       |       |       |       |

**ANALYSIS:** Attach a separate page if necessary

If a Legislative Research Agency is formed by merging the existing House Research Agency and the Senate Advisory Council, there would be a cost savings of approximately \$10.8 in FY 85 and \$93.8 in FY 86. The director position is currently vacant at Senate Advisory Council. If the position remains vacant after the merger, it accounts for the cost savings in personal services. If other vacancies occur in personal services, this would mean additional savings or less funding necessary for FY 86. Costs in the merger would be for moving, office space consolidation, and a new phone system.

Prepared By: Pamela A. Calhoun, Manager Phone: 465-3850  
 Division: Administratives Services Date: 1/22/85

Approved by Dep. Exec. Director: Don Fisher Date: 1/22/85  
 Agency: Legislative Affairs Agency

**Distribution (by Agency preparing fiscal note):**

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

7/1/84



Official Business

# Alaska State Legislature

## House of Representatives

Fouch V  
State Capitol  
Juneau, Alaska 99811

### MEMORANDUM

TO: Senator Halford  
Senate Majority Leader

FROM: Rep. Jack Fuller  
Chairman, Legislative Council

DATE: January 11, 1985

Attached is the proposal for a joint House and Senate Research Agency which we discussed.

Please look it over at your convenience. If the proposal meets with the approval of the Senate governing body, I would be happy to arrange a joint meeting for further discussion.

Rep. Fuller's Proposal

## Proposal for Creation of a Legislative Research Agency

The creation of a single research agency to serve both houses of the Alaska Legislature would involve three major changes from the current situation in which separate agencies serve the House and Senate. The changes would affect the House Research Agency in the following ways:

- the agency would be known as the Legislative Research Agency;
- the governing body of the agency would be expanded to include the President of the Senate, the Senate Minority Leader and the ranking Senate member of the Legislative Council; and
- the agency would accept requests from Senators as well as from members of the House of Representatives.

The Legislative Research Agency would begin operations under the following conditions:

- all staff of the House Research Agency would be retained in their current positions;
- additional staff would be added at the discretion of the director of the agency;
- staff of the Senate Advisory Council would be encouraged to apply for positions with the Legislative Research Agency, but would be subject to the same recruitment process as applies to the general public;
- research policies applicable to the House Research Agency would remain in effect except for language to reflect the expansion of services to Senators (see attached);
- the director of the agency would report to the governing body of the agency;
- cooperation with the Legislative Finance and Legal Services Divisions of the Legislative Affairs Agency would be encouraged; and
- the current working arrangements (concerning payroll, accounting and other administrative functions) with the Legislative Affairs Agency would remain in effect.

January 10, 1985

## HOUSE OF REPRESENTATIVES RESEARCH AGENCY

The House of Representatives Research Agency performs factual and policy-oriented research upon the request of members of the House. A "first come, first served" rule is the guiding principle in handling research requests. Among the services available are:

- Issue analysis providing interstate comparisons, background and/or other information on specific topics;
- Research support to legislative committees and personal staff (including access to the agency's library);
- Critiques of reports, studies and bills affecting public policy and programs;
- Program evaluation of State and State-supported programs;
- Tracking of legislation, including historical searches on past legislative action and reports on the implementation of laws passed;
- Analysis of federal legislation and regulations affecting Alaska; and
- Formal solicitation and evaluation of contract proposals and monitoring of contractual research.

In addition to the above services, representatives may submit proposals for major research projects. Work on projects authorized by the agency's governing committee is performed between legislative sessions.

All work performed by the agency is undertaken upon the request of representatives and not upon the agency's initiative. Work assignments are made by the agency director; however, requests may be submitted orally or in writing to any member of the staff. The names of requesting legislators are not divulged without the legislator's prior approval. Research, when completed, is not made public until the requesting legislator authorizes its release.

The nonpartisan agency staff consists of a director, eight legislative analysts, an administrative officer and a secretary. Agency policy is set by the director in consultation with the governing committee. The committee is composed of the Speaker and Minority Leader of the House and the ranking House member of the Legislative Council.

August 1984

HOUSE RESEARCH AGENCY  
RESEARCH POLICIES

The House Research Agency will perform research only upon the request of members of the House of Representatives (or upon the recommendation of the director and the approval of the governing committee.) Research requests will be addressed in order of the sequence of their receipt.

Research requests that the Agency may not accept are:

- research directly related to a legislator's personal business;
- research that directly benefits a legislator's campaign for re-election, e.g., analysis of an opponent's voting record or prior years' voting returns. However, research that may be indirectly related to a campaign, such as evaluation of a reapportionment plan or analysis of issues that arise during a campaign may be performed; and
- research that entails investigations into a citizen's personal life.

A legislator who requests research seeming to meet the criteria above and is refused by the Agency director may appeal the director's decision to the governing committee.

Research requests that may not be accepted without the approval of the governing committee include:

- research that, if performed, would constitute a significant variance from the "first come, first served" rule; and
- research that would require a significant percentage of total staff time or funding available during a given calendar period, in the director's judgment.

All requests taken or refused and all research performed by the Agency will be treated confidentially within the Agency with the following exceptions:

- the requesting legislator explicitly gives permission to use his name in soliciting information or to release the research product prepared for him; and
- agency research staff seek assistance on or refer requests to the Legislative Affairs Agency, Division of Legal Services, or to the Legislative Finance or Audit Divisions, which are also bound by confidentiality rules comparable to those of the House Research Agency. Conversely, any legislative request referred by these agencies to the House Research Agency will be treated confidentially.

In addition to the name of the requesting legislator, the intended use of the research and factors that prompted the request (e.g., a constituent's letter) may not be revealed. In some instances, the nature of the research request itself may not be revealed in soliciting information to fulfill the request, if such confidentiality is warranted, in the director's or requesting legislator's judgment.

In the event that two or more similar requests for research are taken, Agency staff will ask permission of each requesting legislator to share his name and request with the other requesters for purposes of consolidation of the research effort and expedited transmittal of the research to all requesting legislators.

Gross violations by staff of the confidentiality rules constitute cause for termination.

Aggregated statistics of research requests may be released to the public.

January 1982

Berrier  
1/25/85✓

Original sponsors: Rodey, Sturgulewski,  
V.Fischer, et al

1 IN THE SENATE

BY THE JUDICIARY COMMITTEE

2 CS FOR SENATE BILL NO. 43 (Judiciary)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act establishing a Legislative Research Division  
7 within the Legislative Affairs Agency; and providing  
8 for an effective date."

9 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

10 \* Section 1. AS 24.20 is amended by adding a new section to read:

11 Sec. 24.20.071. LEGISLATIVE RESEARCH DIVISION. There is estab-  
12 lished within the Legislative Affairs Agency a permanent research  
13 staff with a research director, to be known as the Legislative Re-  
14 search Division. The establishment of the agency recognizes the need  
15 for nonpartisan, objective research to support the legislature in its  
16 decision making. The research director is appointed by the Executive  
17 Director of the Agency.

18 \* Sec. 2. This Act takes effect immediately in accordance with AS 01.-  
19 10.070(c).

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Understanding Legislative  
Staff Development:

A  
Legislator's  
Guide to  
Staffing  
Patterns

NATIONAL CONFERENCE OF STATE LEGISLATURES

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The National Conference of State Legislatures is designed to help law-makers and their staffs meet the challenge of today's complex federal system. Headquartered in Denver, Colorado, and with an Office of State-Federal Relations in Washington, D.C., the NCSL is the official representative of the country's 7,500 legislators and their staffs. It is funded by the states and governed by a 43-member Executive Committee.

The NCSL has three basic objectives:

- To improve the quality and effectiveness of state legislatures.
- To assure states a strong, cohesive voice in the federal decision-making process.
- To foster interstate communication and cooperation.

Supported by the National Science Foundation, Grant No. ISP77-17355. Any opinions, findings, conclusions, or recommendations expressed herein are those of the author and do not necessarily reflect the views of the National Science Foundation.

Price \$3.00

DEC 20 1984

## Understanding Legislative Staff Development:

Property of State of Alaska  
Senate Advisory Council

# A Legislator's Guide to Staffing Patterns

by  
Lucinda S. Simon

Funded by Grants from  
The U.S. Office of Personnel Management  
and  
The National Science Foundation

National Conference of State Legislatures  
Earl S. Mackey, Executive Director  
August 1979

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## Acknowledgments

The Staff Development for Legislatures study was funded by a grant from the U.S. Office of Personnel Management, Office of Intergovernmental Personnel Programs. The survey was conducted as part of the National Conference of State Legislatures' Project TRAIN. Technical assistance on issues of staffing organization, legislative personnel management and professional development is available through the NCSL Denver office.

The final publication of the staffing data was made possible with additional funds from the National Science Foundation which has supported an NCSL program on staff-committee effectiveness. The Staff-Committee Effectiveness Project is designed to strengthen the working relationships of professionals and politicians in the legislative process. The objectives of both NCSL programs are furthered by the publication of the following report.

The NCSL would like to acknowledge the important contribution made by members of its Staff Division Activities Committee, who provided the initial encouragement and impetus for the study. In particular, members of the Subcommittee on Staff Development offered thoughtful guidance and incisive critique of the project materials. In addition, a special note of appreciation is owed to the more than 200 legislative staff members who patiently volunteered information and insights about their states. Their role in gathering and reviewing the staffing data was essential to completion of the study.

Finally, Beverly Gire, Project TRAIN administrative assistant, deserves separate thanks for her many hours of typing the report and designing the charts.

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## Introduction

State legislatures are rich in their diversity and idiosyncratic in their structure. The diversity has often prevented comparisons between states, and it clearly frustrates the student of government who prefers neat categorizations based on concise criteria. State legislatures are not easy to describe. Their procedures, structure and traditions at times seem chaotic, confusing and even contradictory. These traits have led to the paradoxical conclusion that state legislatures are all alike and yet each entirely different from the next.

The purpose of the following report is to elucidate the differences *and* similarities of legislative staff structures in the 50 states. The report is written to further the understanding of common characteristics and yet to underscore an appreciation of the uniqueness of each legislature.

Because of the rapid growth and development of state legislatures in recent years, a notable gap has emerged in the literature describing state legislative staffing. Aside from acknowledging the dramatic population explosion within the ranks of legislative employees, little has been said about why and how staff developments have occurred. This report attempts to bridge the information gap on legislative staffing changes and to shed some light on the organizational dynamics.

In 1978, the National Conference of State Legislatures received funding from the U.S. Office of Personnel Management, Office of Intergovernmental Personnel Programs, to take stock of the institutional changes experienced by state legislatures. The Staff Development for Legislatures study set out to answer certain fundamental questions:

- What are the basic staffing patterns in existence in state legislatures?
- How have these patterns evolved? What are their advantages and disadvantages?
- What factors shape the organization of staff services?
- What future developments are likely in legislative staff resources?

The study collected information on three broad but interrelated topics, including the following analysis of staffing patterns in state legislatures. A survey of legislative personnel management practices and information on professional development opportunities for staff are contained in

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separate documents. In addition, state-by-state profiles of legislative staff services have been written.

The succeeding chapters describe the key survey findings, the methodology used to gather and analyze information on legislative staffing, the major trends of growth and development, and the significant staffing patterns now operating in the 50 states. One caveat is necessary: The information contained in the report is at best a still photograph of 50 dynamic and changing institutions. Even now, modifications in staffing patterns are being considered and implemented in states.

## The Summary

**T**he advent of full-time professional legislative staffing may be the single most important change to have resulted from the legislative reform efforts of the 1960s. It is clearly one of the most visible. Where once only a handful of session clerks and parliamentary officers were employed, now state legislatures are assisted by a small army of research assistants, lawyers, budget analysts and subject-matter specialists.

State legislatures currently employ more than 16,000 year-round professional, clerical and administrative staff. During legislative sessions, the ranks of legislative employees swell by more than 9,000 each year.

Size alone marks dramatic differences between state legislatures. For example, the combined full-time professional staff complement in New York and California parallels the total number of professional staff in the 26 smallest state legislatures. Nonetheless, most states have experienced a jump in staff size and have felt the resulting impact on legislative operations.

The increase in staff numbers has been accompanied by trends which are widely recognized by observers and participants in the legislative process:

- Legislatures have developed internal staff resources which make them increasingly more independent in terms of information needs.
- Legislative staffing patterns have become fragmented and decentralized in terms of their management structure and users/clientele.
- Staff services have become more specialized both by function and more recently by subject-matter.
- The number of institutional staff—those who serve the legislature as a whole—is rapidly being outstripped by the number of personal staff. Individualized staff relationships are being emphasized.
- Career identification and professional affiliation among legislative staff are on the rise.

While these trends weave through staff development in most states, still other factors provide the textural detail to legislative staffing configurations. Eleven major staffing patterns or organizational types are predominant among the 50 state legislatures. The 11 typologies are molded by a

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variety of influences, the most important being:

- legislative staff size;
- the degree of political party competition;
- the powers of legislative leaders;
- regional influences and demographic makeup;
- and
- political tradition or historical circumstances.

No one factor appears to be causal in all states; rather, a mix of conditions shapes legislative staffing patterns. One factor may be most important in one state and have little impact on staffing patterns in the next. The organizational structures appear to be highly organic.

The advantages of each staffing pattern must be weighed in balance. There is no one structure that ranks best. Whether consciously or unconsciously determined, significant trade-offs are made between the strengths and weaknesses of each staffing type. For example, staff increases for committees and members are likely to result in more responsive staff services but decreased management control. Highly partisan staff structures foster a competitive and innovative policy environment, but also may result in substantial duplication of staff services. Fragmentation and specialization of staff services often go hand-in-hand, offering subject-matter expertise but compounding management difficulties.

In sum, the 11 typologies described in the third section of the report represent a blend of factors and conditions. These staffing patterns have developed along with general trends, but beyond generalities, organizational structure is shaped by a complex of political, historical and legislative characteristics. Perhaps one of the most interesting conclusions to be drawn is the recognition that only two states are described in typologies solely their own. Among the rest, there are commonalities of design and experience to be shared and to learn from.

## The Methodology

The Staff Development for Legislatures study has been descriptive rather than prescriptive, qualitative rather than quantitative. Efforts were made to summarize information but not to oversimplify it.

### The Approach

During the initial phase of the project, telephone interviews were conducted with more than 200 key staff persons in the 50 state legislatures. The purpose of the interviews was to gather basic information on the size, organizational structure, management relationships, and staff services provided by each legislative agency. From these interviews, a profile of legislative staff services was written on each state. Each profile includes basic information in five categories: joint staff agencies, separate House and Senate services, committee assistance, staff support for individual members, and leadership personnel.

Each profile underwent a review by legislative staff. The review process included not only those interviewed during the survey, but often others. Following the critique, each profile was edited to reflect corrections and additions. Finally, from the profiles, several charts and tables were developed to compare staff services for committees and individual members and to illustrate different organizational and functional staff arrangements.

The final step of the analysis was to identify common characteristics among legislatures and to develop a limited number of typologies to describe legislative staffing in the 50 states. The typologies are written in developmental terms, suggesting why, how and in what way legislative staffing has evolved. To a certain extent, an attempt has been made to hypothesize about the conditions which encourage one staffing pattern as opposed to another.

The typologies and state similarities were analyzed in light of certain criteria, including:<sup>1</sup>

- general institutional characteristics of state legislatures including session length, membership size, available staff resources and committee strength;

<sup>1</sup>The comparative criteria were drawn from various research sources and reference materials which are listed on page 67.

- the formal powers of state governors and the balance of legislative and executive branch strength;
- the cumulative formal powers of legislative leaders including committee appointment responsibilities, bill reference, personnel authority and tenure;
- the level of party competition evident in the state and the legislature; and
- basic demographic and governmental features including population size, urbanization and state budget size.

The typologies have been discussed and critiqued by senior members of the NCSL staff and staff from various states who serve on the Staff Division Activities Committee. The comments and input from various sources have been incorporated into the final draft.

The advantages and disadvantages cited in the typologies are not intended as criticism or praise of a specific legislature. Instead, they point out potential strengths or weaknesses of each general staffing pattern. Judgments were made about the degree of responsiveness to members and committees, the potential for duplication of staff services, the ability to insulate staff from partisan pressures, the opportunities for uniformity and equity in personnel management, the dependence on external information sources, the degree of staff specialization, and the level of continuity between the interim and the session.

### **The Limitations**

The Staff Development for Legislatures study has its limitations. These limitations do not negate the findings or interpretations, but it is important to place the study in context.

A compilation of staff size was not the primary objective of the study, but an attempt was made in each state to identify the total number of legislative staff. The total was broken into categories for professional and clerical staff and full-time and sessional personnel. The information from states may be imprecise. Particularly in states with large complements of legislative staff or with highly fragmented personnel administration, staff size is often a best estimate that is difficult to substantiate with hard data.

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Also, the differentiation between professional and clerical or administrative staff is subject to widely varying interpretations depending on the person who was interviewed.

Numerical comparisons between states should be avoided except in a very general or tentative way. Moreover, numbers of staff should always be seen in the context of other factors such as the number of lawmakers served, the length of the legislative session and the availability of other information resources.

The typologies also present limited detail about some legislative staff services and do not necessarily reflect all staff functions or structural features. For example, legislative audit agencies figure significantly into only one of the general staffing types. Audit services were not ignored in the survey; however, the traditional independence of most legislative post-audit agencies makes these agencies less important to understanding the structure and environment of most state legislatures. Likewise, the operation of public information offices or legislative ombudsmen may reflect little of the character of a staffing pattern. For detailed information on specific staff functions performed in each state, staff services profiles of the 50 state legislatures may be obtained from the NCSL.

### Summary

The Staff Development for Legislatures study set out to gather information on the organization, management and functions of legislative staff in the 50 states. That task has been accomplished. In addition, considerable discussion and debate has gone into the formulation of typologies which describe, in broad terms, 11 significant staffing arrangements and the similarities of states which employ these patterns.

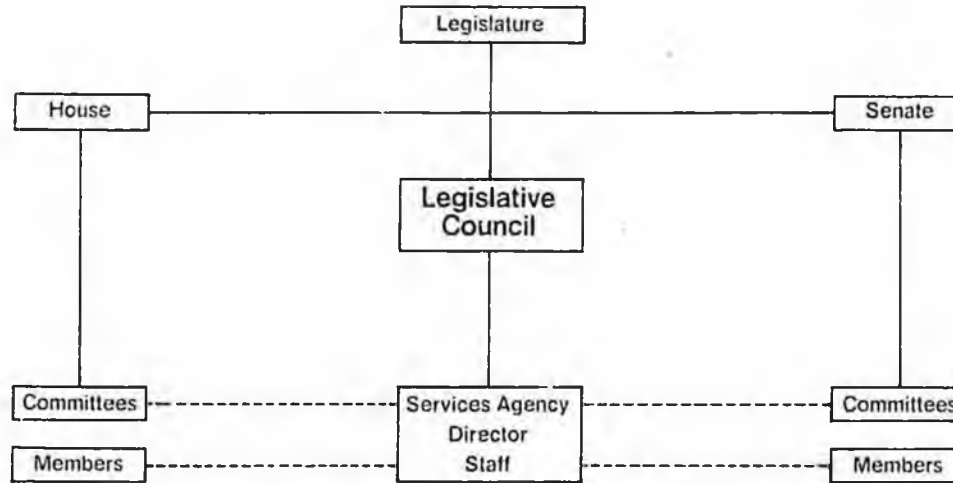
The act of classifying any set of objects or species has its flaws. With legislatures as with other institutions, there are few "pure" types or models, and the typologies described in this report are by no means static or definitive. The staffing analysis will undoubtedly spark discussion, questions and in some instances objections. In part, that is its purpose. Perhaps one of the most valuable steps toward better understanding the legislative institution is a critical examination and discussion of both the similarities and differences between states.



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Legislative  
Staffing  
Patterns:  
Eleven Types

## TYPE A—LEGISLATIVE COUNCIL



### Organizational Features:

The traditional legislative council structure provides all staff services under a single nonpartisan agency overseen by a joint House and Senate leadership group. There is no partisan staff. Under the direction of a staff director, the council staff provides all substantive and administrative support for members and committees. The staff may be organized by functional divisions, as in Maine or Oklahoma, or the staff may be a single integrated unit with bill drafting, research and fiscal assignments shared among all personnel. Wyoming follows the second pattern. Administrative control is highly centralized, and even sessional staff are frequently hired or supervised by the council director. With the exception of Maine and Oklahoma, the offices of chief clerk and secretary are primarily concerned with sessional duties and bill processing tasks. The only staff agencies not

under the jurisdiction of a central council are the South Dakota audit staff and the Vermont fiscal office, both more recent additions to the staffing structure. Legislative staff size in these states is among the smallest in the 50 legislatures, ranging from 11 full-time professionals to 55 full-time professionals.

**States:**

Kentucky, Maine, Nevada, North Carolina, North Dakota, Oklahoma, South Dakota, Vermont, Wyoming

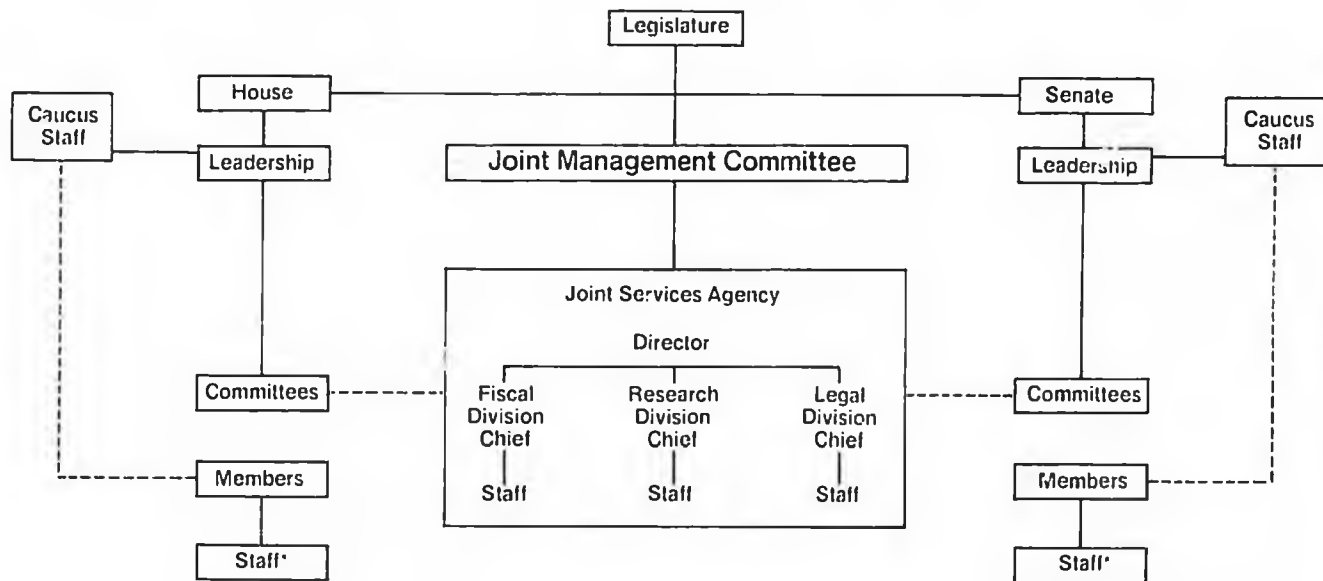
**State Similarities:**

States with the council model of legislative staffing tend to be small, rural and sparsely populated. The states rank in the lower fourth in the nation in terms of population and state budget, with the exception of North Carolina (11th), Kentucky (23rd) and Oklahoma (29th). Other than Wyoming and Nevada, these states tend to be dominated by one political party. Over the last 30 years, the Wyoming Legislature has been controlled by the Republican party, however the governor's seat has been captured by the Democrats on several occasions. Nevada is the only state in the grouping with a competitive party situation. Legislative leadership powers tend to be shared among several leaders and the presiding officers are not vested with exclusive authority over personnel and procedural matters. Most of the legislatures in the category hold limited sessions, and three states still observe biennial sessions. Gubernatorial powers vary substantially among states in this typology.

**Advantages and Disadvantages:**

- A high degree of centralization provides for minimal duplication of services and maximizes economy, coordination and uniformity of administrative policies.
- The simplicity of the structure is possible because of the small staff size, however, limited staff resources allow for little specialization and make the legislature more dependent on outside information sources.
- Responsiveness to individual members and standing committees is low, and most in-depth research is geared towards the interim period and special interim study committees.
- Professional staff are nonpartisan and well insulated from political pressures.

## TYPE B—COUNCIL PLUS PARTISAN STAFF



\*Personal staff is available on a year-round basis only in New Jersey and Ohio.

**Organizational Features:**

Much like the states with the traditional council structure, the legislatures in this category have centralized staff services and centralized legislator management. Two features, however, distinguish this model from Type A: 1) the presence of partisan staff, and 2) the development of committee-oriented research staff in the larger states. Administrative responsibility is highly centralized, however, with increased staff size, these states tend to create functional divisions (for example, research or fiscal offices) that operate fairly autonomously. Personnel, budget and management policy control is centered on an executive director who reports to a joint House-Senate management committee. Central nonpartisan staff is primarily responsible for committee research, bill drafting and legal assistance, budget and fiscal analysis, post audit and program evaluation. With growth, the central agencies have emphasized greater subject-matter specialization and more committee-oriented staff. The Ohio Legislative Service Commission, for example, has adopted a team approach with subject-matter specialists providing research and legal assistance to related committees. Because of the competitive partisan environment, caucus staff is provided. The work priorities of the caucus staff may vary from constituent casework to policy development to press relations. The partisan duties depend on the availability of other staff resources. For example, in New Jersey where members have district aides, the caucus staff is assigned more to research and policy analysis than constituent affairs. The chief clerk or secretary is primarily involved in session tasks and bill processing functions, except in Ohio where the clerk and secretary serve as the chief administrative officers of the House and Senate. Delaware has the smallest full-time professional staff. New Jersey and Ohio legislative staffs are the largest in the category with more than 200 full-time professional staff and provisions for members' personal staff.

**States:**

Connecticut, Delaware, Indiana, New Jersey, Ohio

**State Similarities:**

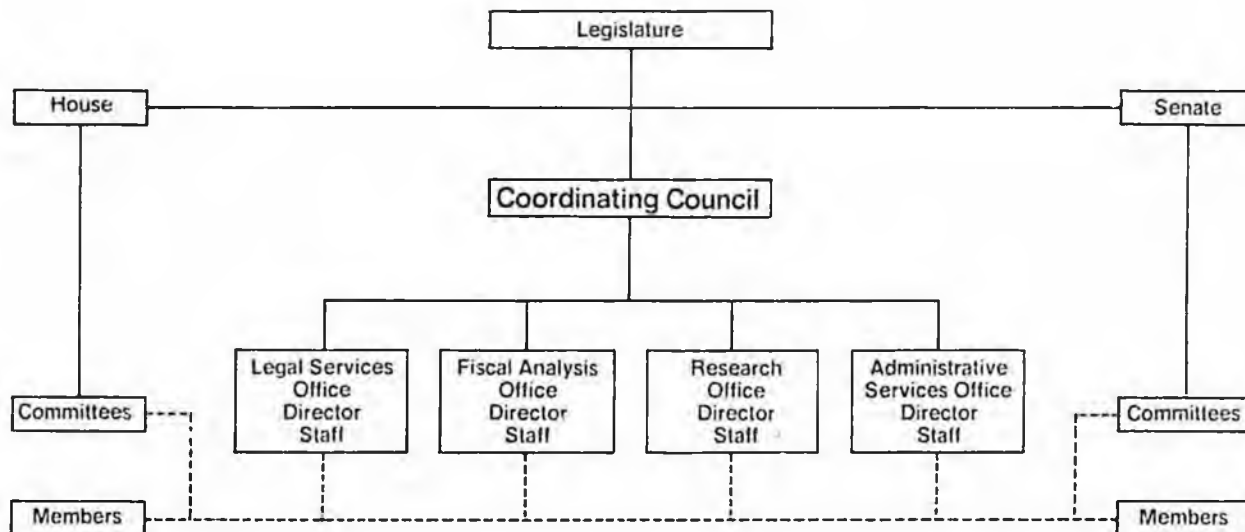
Unlike the states which follow the legislative council model, the states in this category are more densely populated and urban. Also, states with this staffing pattern tend to have larger legislative personnel complements and a much more competitive partisan climate. Control of the legislative and executive branches has alternated frequently between the Republican and Democratic parties. Leadership powers tend to be greater in

these states than in the smaller council-type legislatures. In comparison with other urbanized states, however, the leadership powers are not as great. Formal gubernatorial powers tend to be about average among the states.

**Advantages and Disadvantages:**

- Central administrative control helps to maximize and coordinate staff services. The somewhat autonomous nature of various divisions in New Jersey, Ohio and Connecticut allows for flexibility without sacrificing comprehensive management procedures and personnel policy.
- Partisan staff provides greater responsiveness to members' needs and increased sensitivity to political issues and work.
- Committee staff are hired under conditions which preserve nonpartisanship and professional standards. Committee staff are coordinated from the central agency and assigned to committees.
- Because committee staff are not hired directly by the chairman, they may tend to become advocates for their subject and less responsive to the committee and its members. Greater subject-matter specialization is possible.
- Especially in the states with more legislative staff resources—both political and professional—lawmakers are less dependent on outside information sources.

## TYPE C—COORDINATING COUNCIL



### Organizational Features:

Growing out of the council model, the coordinating council allows for independent functional staff agencies operating under the supervision of a single committee of legislative leaders. The staff agencies in these states tend to operate under varying administrative policies and much more autonomously than the separate

divisions of a legislative council. Maryland and Wisconsin diverge slightly from the patterns in terms of the makeup of the overseeing legislative committees, but ultimately a small group of legislative leaders coordinates staff services. Unlike legislative council states, there is no staff director responsible for inter-office management and uniform personnel policy, and the coordinating council generally oversees all staff services in a collegial management style. Committee staff are provided from the central staff agencies and coordinated informally between agency heads and chairmen. Nebraska and Wisconsin also allow committee chairmen to hire and supervise aides in addition to central research personnel. Iowa and Wisconsin differ from the other states in this category because they have caucus staff and fairly substantial responsibilities vested in the offices of chief clerk and secretary. In the predominantly Democratic Maryland General Assembly, county or regional delegation staff serve a function similar to that of caucus aides. Full-time professional staff size range from 45 to 95 for Iowa, Kansas, Nebraska and Utah, but jumps to about 180 and 260 full-time professional staff in Maryland and Wisconsin, respectively.

**States:**

Iowa, Kansas, Maryland, Nebraska, Utah, Wisconsin

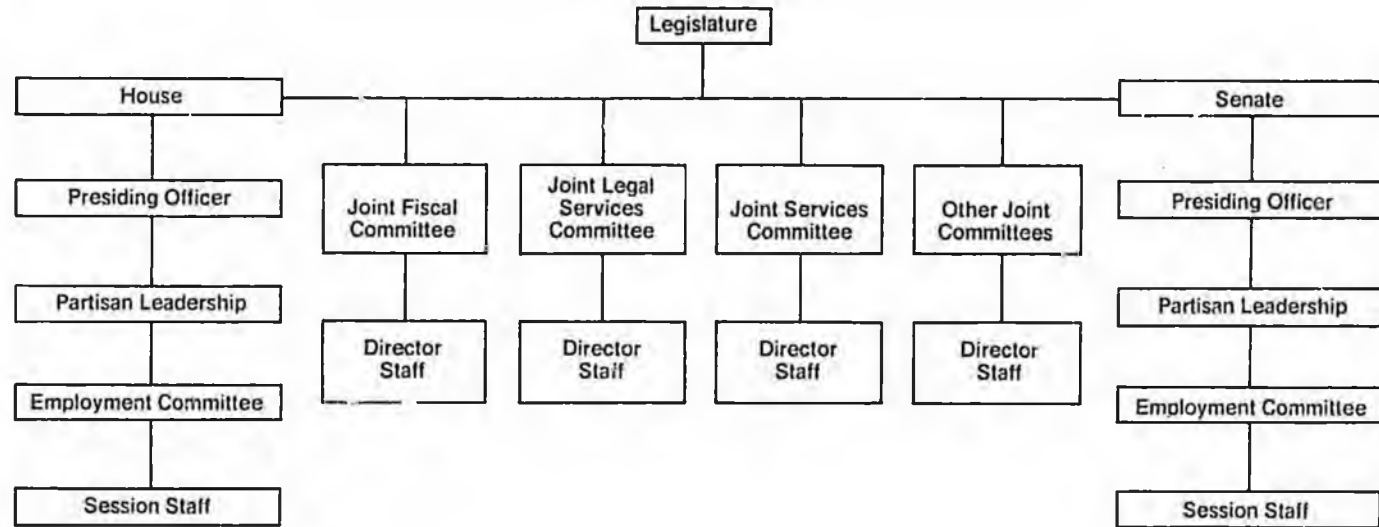
**State Similarities:**

States following this model tend to be rural but are generally larger in both population and state budget than states with the traditional council structure. Except for Maryland and Wisconsin where leadership powers are substantial, legislative leaders in these states have only moderate power and exercise limited influence over personnel decisions. Leadership powers generally are shared among the principal party officers. The diffusion of authority is also apparent in the executive branch of government where the formal gubernatorial powers rank only average among other state chief executives. The only exceptions to the pattern are Utah and Maryland, where the governors have strong budget and appointment powers. Interestingly, Utah also has the most competitive political climate. Nebraska's legislative races are nonpartisan. Over a 30-year period, Wisconsin, Kansas and Iowa legislatures have been dominated by the Republican Party, however, Democratic governors have been elected on occasion. The Maryland General Assembly has been dominated by the Democratic Party. Many of the states in this category have strong roots in the Progressive era.

### **Advantages and Disadvantages:**

- The coordinating council model provides for some centralized management, however, the council role tends to be more oriented toward setting House-Senate policy than day-to-day staff management. Most inter-office coordination is achieved through informal means between staff directors.
- The coordinating council structure allows for greater specialization of staff in functional areas and some specialization through centrally-coordinated committee assignments.
- Centrally-coordinated committee staff are insulated from partisan hiring pressures but staff are likely to be more responsive to staff directors than committee members.

## TYPE D—MULTIPLE JOINT AGENCIES



### Organizational Features:

Legislatures in this grouping have opted for a staffing arrangement that disperses management responsibility and personnel authority among several joint legislative committees. The diffusion of legislator management responsibilities may be attributable to a combination of factors: the part-time nature of legislative service, the partisan competition, modest leadership powers and the long distances which legislators must travel to serve in the legislature. Under this model, three or more autonomous joint staff agencies have been created under the jurisdiction of at least two or more legislative committees. Typically, each staff unit is overseen by and

is responsible to a separate joint committee. Idaho and Alaska have separate audit and fiscal staffs, but both groups report to the same joint committee. The supervising committees tend to be more substantively involved in the work of the staff rather than simply monitoring policy and management matters. As staff size increases, the pattern of growth is to add new agencies rather than to consolidate staff functions. For example, in the early 1970s fiscal agencies were added in Idaho, Montana and Alaska. With the largest full-time professional staff in this grouping, Colorado has created four independent staff agencies. Montana has five separate staff agencies, though two are very small, specialized research units. Standing committee staff is generally provided from the central agencies. Sessional staff are hired through House and Senate employment or patronage committees in all five states. There is a minimum of personal or partisan staffing. The number of full-time professional employees ranges from about 35 to 135.

**States:**

Alaska, Colorado, Idaho, Montana, New Mexico

**State Similarities:**

The states with the multiple joint agencies staffing model are all large, predominantly rural and western states. Idaho, the smallest state in the grouping, is still the nation's thirteenth largest state in terms of land mass. With the exception of Montana with 150 legislative members, the legislatures tend to be fairly small in terms of total membership. Alaska (60), Colorado (100), Idaho (95) and New Mexico (112). Over a 30-year period, party competition has been evident in all five states with Colorado and Montana experiencing the most intense partisan seesawing. By contrast, neighboring western states that have a council-type legislative staffing pattern are generally dominated by one political party. The formal powers of legislative leaders and state governors are only moderate in comparison with other states. The only deviation from the pattern is Alaska, which has very few legislative powers vested in individual leaders. The legislatures are all part-time bodies whose committees play a fairly strong role in the process. Legislative and executive powers tend to be fairly balanced.

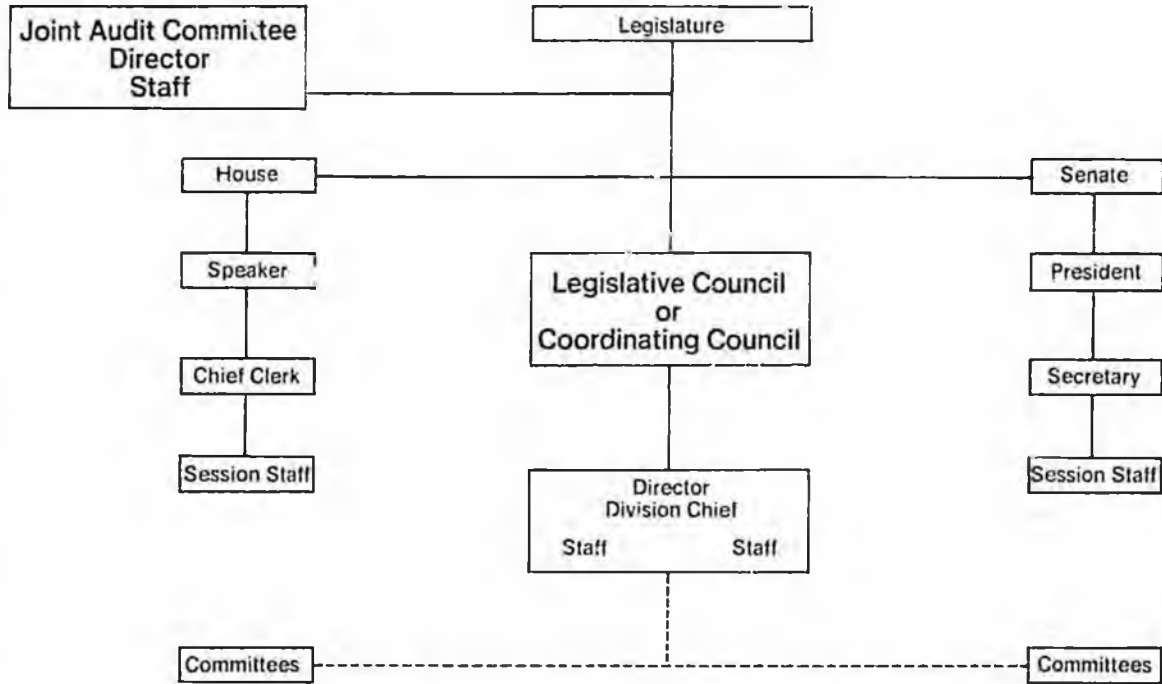
**Advantages and Disadvantages:**

- The dispersion of management responsibility fragments personnel authority, hampers coordination and leads to inequities in the administration of staff policies.
- Great concentrations of legislative power are avoided, and more legislators are involved in managerial

responsibilities and staff supervision. Subsequently, staff must be responsive to a larger number of legislators. However, such staff services are not directly responsible to the standing committees.

- Staff upheavals due to changes in party control are minimized because of the sharing of managerial responsibilities and the involvement of more legislators. Nonpartisan staff are insulated from political pressures.
- Since the staff offices are specialized by function, there is a minimum of duplication. However, the lack of subject-matter specialization may lead to dependence on private or executive branch sources of information.

## TYPE E—CENTRAL PLUS AUDIT



### Organizational Features:

The distinguishing feature of legislatures in this category is the large, independent audit staff. The audit staffs comprise 60 to 80 percent of the total professional personnel complement in these states, and tend to

operate almost as executive agencies. The audit staff play a limited role in the legislative process. With full-time professional staffs of 140 to 210, states in this grouping tend to have fewer general research, budget and committee support than legislatures of similar personnel size. Louisiana, which is the largest in terms of staff size, also has the most diversified services, more resources assigned to committee operations and the smallest percentage of staff resources devoted to the post-audit function. Most of the recent growth in legislative staffing in these states has occurred in the research and fiscal services areas. The organization of other research, legal and fiscal staff services generally follows the legislative council model (Arkansas, Louisiana and Virginia) or the coordinating council configuration (Georgia and Tennessee). In all six states, the audit function is almost always the oldest and certainly the largest legislative agency. The emphasis on audit responsibilities can be traced to the Reconstruction era when many state and local agencies came under the control of out-of-state "carpetbaggers." Typically, the audit staffs are responsible for monitoring public expenditures and conducting financial compliance studies of state, county and local agencies. With the exception of Tennessee, the offices of chief clerk and secretary are fairly powerful in these states, however, the dispensing of party patronage is less important because of the one-party political climate.

**States:**

Alabama, Arkansas, Georgia, Louisiana, Tennessee, Virginia

**State Similarities:**

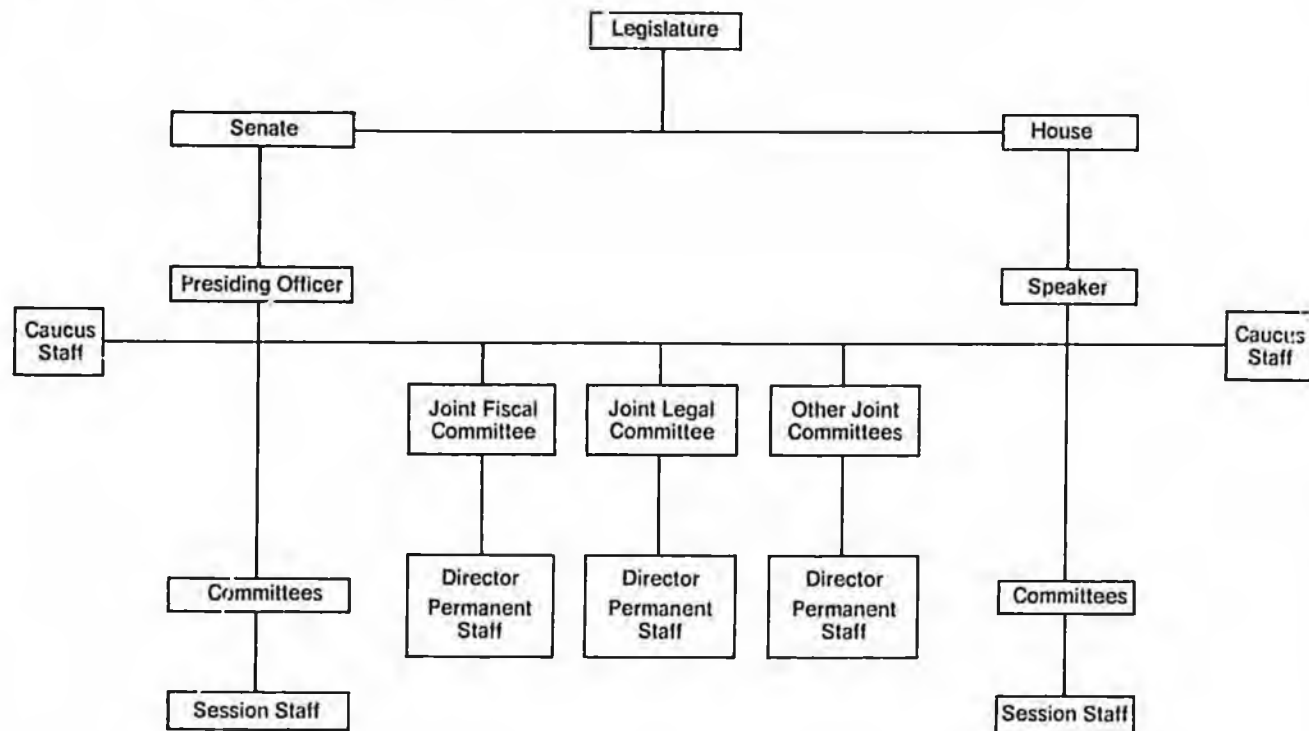
All the states in this category are from the southern region, and the common organizational patterns have their roots in the Reconstruction era following the Civil War. The Democratic Party dominates state and legislative politics, and the minority party role is almost nonexistent. Legislative leaders tend to be moderately strong to very strong in terms of their formal powers, however, the legislative branch traditionally has been dominated by the executive. Gubernatorial budget powers are fairly substantial in all of the states. The legislatures tend to meet in short sessions and have few independent staff resources.

**Advantages and Disadvantages:**

- Centralized staffing leads to a minimum of duplication and allows for uniform policies and procedures. Partisan influences can also be minimized.

- The number of full-time professional staff is deceptive since most personnel are devoted to quasi-executive audit tasks rather than general research, legal and support services for members and legislative committees. The audit offices have minimal involvement in day-to-day legislative activities. Interestingly, Virginia, Louisiana and, most recently, Arkansas, have added program evaluation staff to develop oversight information for use in mainstream legislative deliberations.
- Like states with the legislative council structure, staff members tend to be generalists, and responsiveness to members and standing committees is low. Interim assignments are handled by special study bodies rather than the standing committees.
- The lack of general research staff has encouraged a dependence on outside information resources. University resources and joint legislative-executive agencies are common in this group.

## TYPE F—SESSION PROFESSIONALS



### Organizational Features:

The distinguishing feature in these legislatures is the large number of session professional staff hired and assigned primarily to standing committees. Largely due to short legislative sessions, these legislatures have resisted full-time professional staffing in favor of part-time legal and research personnel. The permanent staff in

these states tends to be organized into two or more joint central agencies. In all of the states with this pattern except Hawaii, the presiding officers play a major role in supervising both the joint service agencies and in hiring sessional staff. In Hawaii, central staff agencies are not directly overseen by a management committee of legislators, and sessional committee staff are hired by each chairman and trained and coordinated by the caucus staff. States with this type of staffing pattern usually provide fiscal and legal services staff on a year-round basis through joint staff agencies. Caucus staff is present in those states that have a competitive partisan environment. Staff size ranges from 57 to 107 full-time professionals and the number of professional staff generally increases by about two-thirds during the session.

**States:**

Hawaii, Oregon, Rhode Island, West Virginia

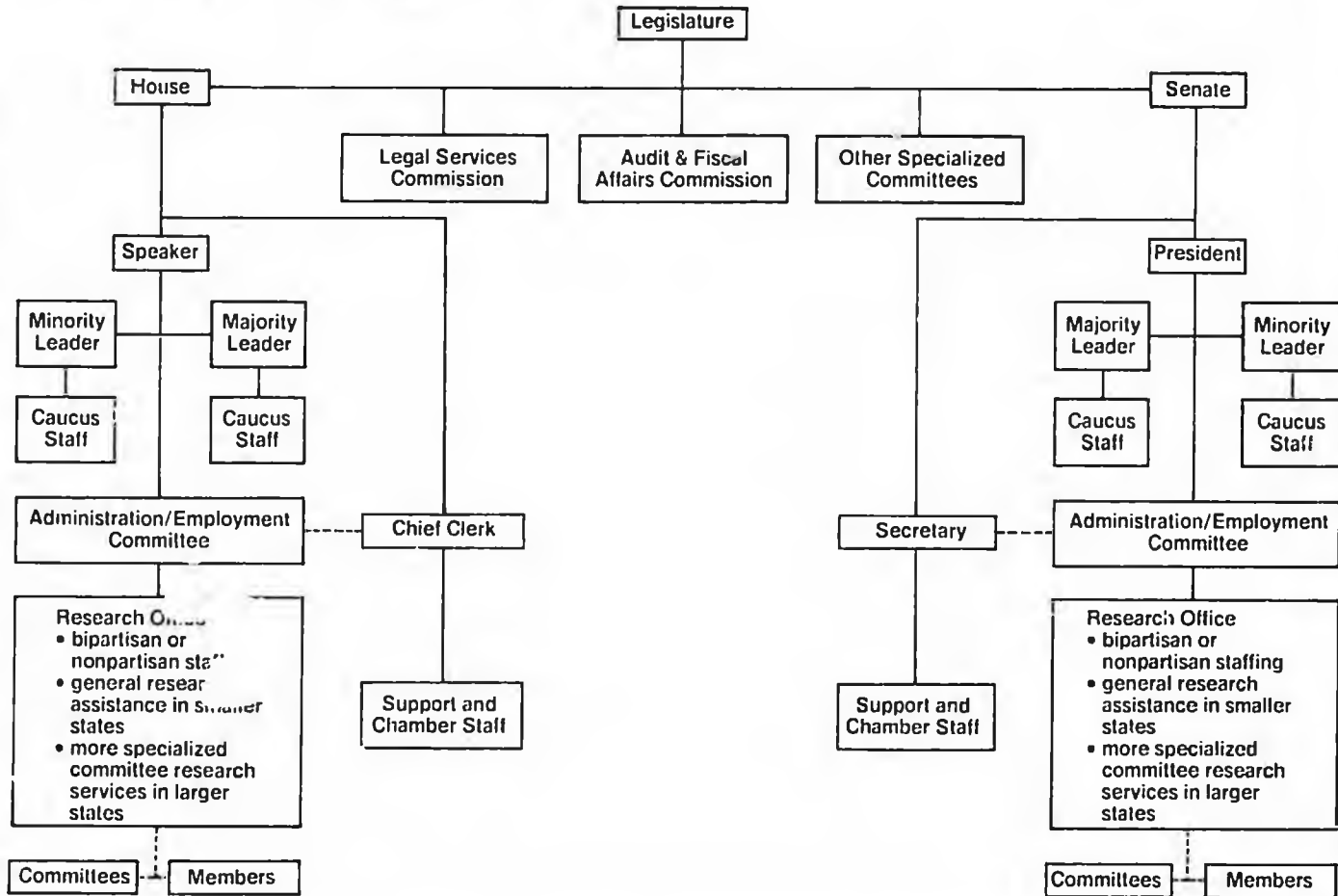
**State Similarities:**

There are few similarities between states with the session professional staffing model. The presiding officers are considered very powerful in all of the legislatures except Hawaii. Formal gubernatorial power ranges from very substantial in Hawaii to very weak in Rhode Island and West Virginia. Session length tends to be fairly limited, and Oregon still meets in biennial sessions. Partisan dominance varies from one-party control in West Virginia to a highly competitive political climate in Oregon. Oregon and Hawaii have somewhat larger full-time legislative staffs and have added caucus aides. West Virginia and Rhode Island do not have caucus staff.

**Advantages and Disadvantages:**

- Session professional staff provides for greater responsiveness to committees and members, however, the temporary nature of this staffing diminishes the institutional benefits over the long range. Continuity between interim and session activities is impaired.
- Central control over and coordination of staff services is generally achieved through the presiding officers. The arrangement vests considerable power in the hands of two legislators and may be subject to partisan manipulation. The lines of responsibility and authority, however, are clear and simple.
- Joint agencies provide for continuous staff service in such essential functions as budget monitoring and preparation, administration and legal tasks.
- Specialization of staff is possible through committee assignments, however, the part-time nature of sessional employment works against the development of expertise by staff.

# TYPE G—SEPARATE HOUSE-SENATE STAFF



**Organizational Features:**

Legislatures with this staffing pattern provide bipartisan or nonpartisan research personnel through separate House and Senate offices and each chamber manages its financial and administrative affairs independently. Bill drafting services and fiscal or audit functions are usually organized under a joint agency. It is difficult to identify any one set of conditions that encourage the development of separate chamber staffing. The influence of a specific leader, a longstanding interhouse rivalry or a period of intense political change probably have contributed to these patterns which generally have emerged since 1970. None of the states in this category has had a long experience with a strong legislative council.

The most significant difference between the large and smaller legislative staffs in the grouping is the emphasis on specialized committee-oriented staff in bigger states. In Mississippi, Missouri and New Hampshire, the separate House and Senate research staffs tend to be composed of generalists who have very few if any committee responsibilities. In the larger states, House and Senate research directors generally coordinate and oversee the work of professional analysts who are assigned to committees in their respective chambers. For administrative purposes, the staff is under central supervision, but day-to-day assignments and direction come from the committee chairman. Partisan staff is available in those states with more legislative personnel. Washington and Minnesota have caucus staff in addition to chamber research offices, while the Arizona research office principally serves the majority party. In all of the states, the chief clerks and secretaries are influential posts usually exercising responsibility over administrative and support activities. The only exception to the strong clerk/secretary is Arizona where the posts are involved primarily with bill processing tasks.

**States:**

Arizona, Minnesota, Mississippi, Missouri, New Hampshire, South Carolina, Washington

**State Similarities:**

States with separate chamber staffing generally fall into two groupings: those with fairly substantial staffs (Arizona, Minnesota, Washington) and states with relatively small and growing staffs (Mississippi, Missouri, New Hampshire and South Carolina). There are more common characteristics between states of similar size than in the category as a whole.

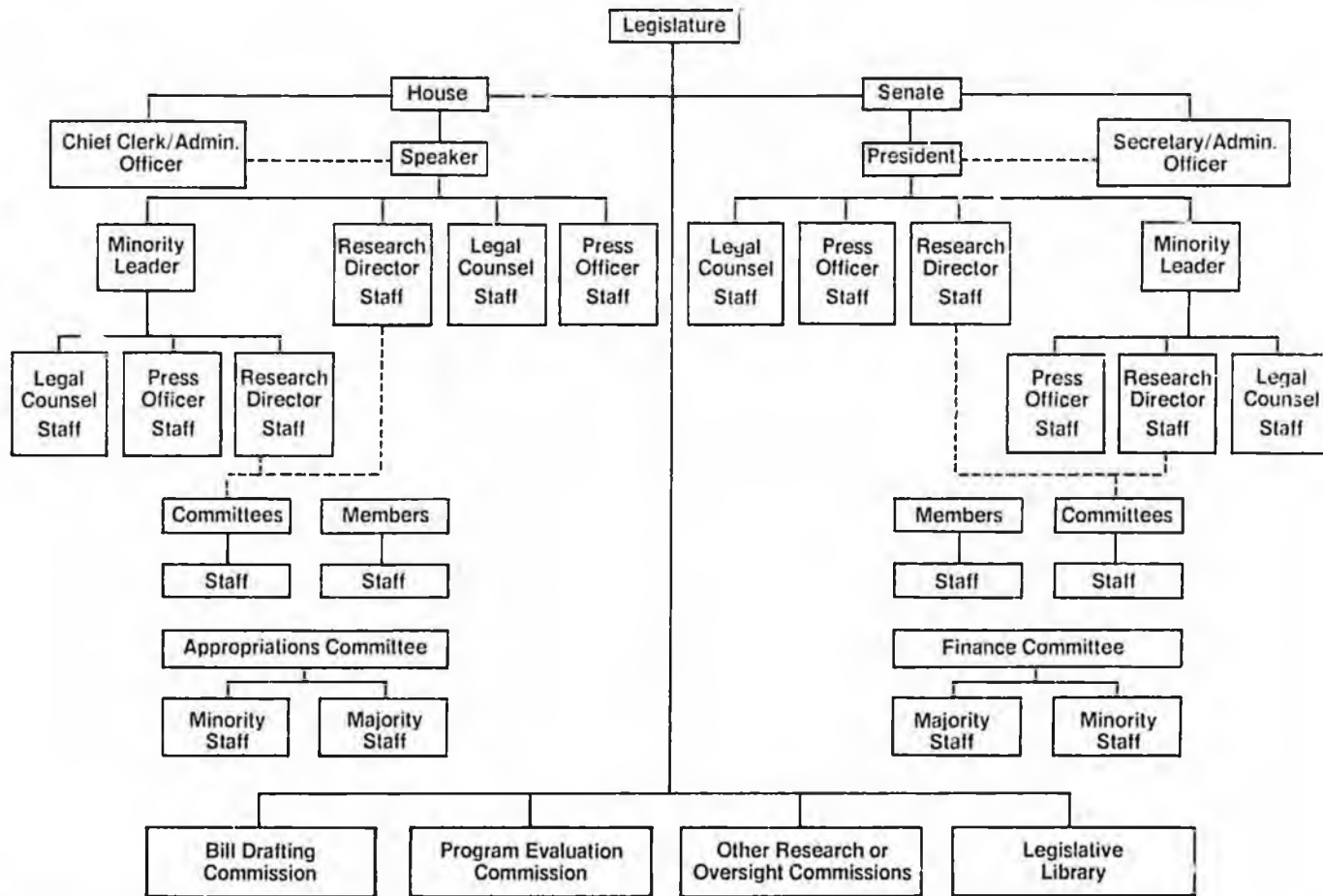
Among the legislatures with fewer staff, there are several common characteristics. These states tend to be dominated by one political party. Leadership powers tend to be formidable, particularly in the lower chambers, and the lower houses are among the largest in the country. With relatively limited joint staff resources, lower house leaders have probably been encouraged to develop single house resources in response to member demands. Full-time professional legislative staff in these states ranges from 44 to 67. The formal powers of the governor are slight. Missouri is the only state in the four whose governor has substantial powers. In spite of the lack of formal gubernatorial powers, the legislatures in these states do not dominate policymaking. The lieutenant governor plays a role in legislative proceedings in all but New Hampshire.

Among the larger states with established House-Senate staffing, there are also similarities. Legislative leaders tend to be fairly powerful in these states; however, organizational patterns emphasize a trend toward shared management authority. For example, the Arizona House Speaker has delegated major personnel responsibilities to two other leaders, while in Washington most professional staffing decisions are made by a bipartisan employment committee. The partisan balance in these states is much more competitive than in the smaller states with this staffing pattern. Full-time professional staffing is also much more extensive, ranging from 165 to 270 employees. Gubernatorial powers vary from very strong in Minnesota to about average in Arizona, but the balance of legislative and executive strength tends to be very close and competitive.

#### **Advantages and Disadvantages:**

- Single house research offices may cause a duplication of staff resources, but the corollary argument is that staff services are more responsive to differing points of view represented in the two chambers. Members and committees may have better access to staff resources.
- Separate House and Senate research staffs, particularly in the larger states, are likely to be seen as arms of the majority party since the primary legislator-users are committee chairmen. Nonpartisanship is preserved to some extent by the availability of caucus staff.
- Audit and bill drafting offices serve the legislature as a whole and all members without regard to chamber or party. The joint, nonpartisan organization of these services insulates against partisan influence.
- The greatest duplication occurs in the provision of administrative support services, where economies of scale can be achieved if both chambers cooperate. For example, purchasing, inventory control, maintenance, printing and clerical support can logically be combined or administered under uniform policies.

# TYPE H—PARTISAN LEADERSHIP



**Organizational Features:**

The partisan leadership model of legislative staffing is very hierarchical with most personnel decisions emanating from the principal legislative leaders. Generally, the majority party leaders ultimately determine the amount of salary monies that are made available to individual members, committees, other leaders and the minority party. The party leaders also decide how many staff will be employed, in which jobs and at what salaries. In Pennsylvania, allocations for legislative staff are established in the appropriations act, but majority and minority party leaders are free to establish the staffing pattern that they deem best. In all of the states in this grouping, staff is usually available to committees and members. Party leaders generally allow members and chairmen flexibility to hire their own staff, but in some instances personnel choices may be dictated by the leadership. The management style is authoritarian rather than collegial. Legislative leaders tend to rely on principal staff advisors rather than other leaders for management decisions. The offices of House chief clerk or Senate secretary are in most cases important adjuncts of the majority party, overseeing large staffs of chamber, managerial and support personnel. Except in Massachusetts, joint staff agencies tend to be less influential than similar agencies in other states. Massachusetts has joint standing committee staff, but the House Speaker and Senate President control and hire committee personnel. The nonpartisan status of most joint agencies is almost an anomaly in these highly partisan environments. The budget and fiscal analysis staffs in these states are the only offices that are somewhat independent from the overall partisan hierarchy. In all four states, the money committees are assisted by separately-budgeted staff offices. Usually the fiscal analysts are divided into separate majority and minority party staff. In Michigan, the House and Senate fiscal agencies are nonpartisan offices overseen by bipartisan governing boards.

**States:**

Massachusetts, Michigan, New York, Pennsylvania

**State Similarities:**

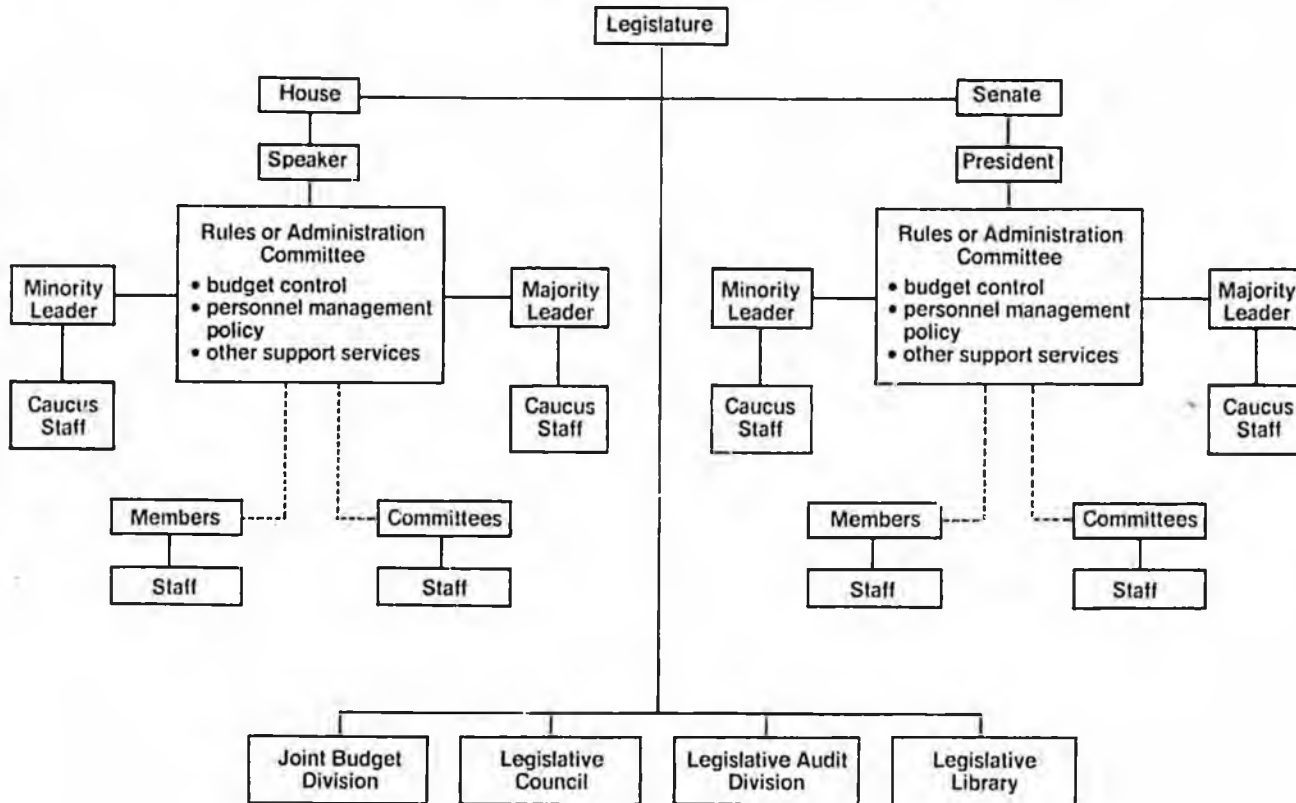
States with this staffing model are highly urbanized, populous and industrial states. Political party competition is intense both in legislative and gubernatorial races. Legislative leadership posts are usually gained by legislators who rise through the ranks, serving in successively more senior positions. The top legislative leaders, particularly the lower house Speakers, are among the most powerful in state legislatures around the

country. The lower houses are large (110 to 203 members) and in spite of substantial state resources, the committee system in these states are not considered particularly strong. Partisan leadership dominates the policymaking role. The governors in all four states are among the most powerful, and partisan leadership ultimately begins with the governor who usually is the legislative leader of his party.

**Advantages and Disadvantages:**

- Party identification is the primary organizational factor in these states, and even neutral or apolitical staff functions are controlled by partisan leaders. The potential for duplication of staff services and personnel policies is great.
- Staff is highly responsive to legislative leaders and less so to members and committees, except where chairmen and legislators are allowed autonomy in staffing decisions.
- Management control is highly centralized with the majority and minority staffs. Top staff advisors to the principal leaders tend to exercise considerable power and sometimes more influence than other legislators.
- The large number of legislative staff and partisan loyalties make the legislatures in these states fairly independent from outside information sources.
- These states have a high degree of staff specialization, particularly through committee assignments. Short-term study commissions with staff provided by the leadership are not uncommon.

## TYPE I—SEPARATE HOUSE MANAGEMENT WITH COMMITTEE STAFFING



### **Organizational Features:**

The typology is characterized by decentralized committee staffing with management responsibility vested in each chamber. The staffing pattern varies in some very significant ways from other legislatures with substantial numbers of committee staff. For example, members and chairmen have much more latitude in hiring decisions than in states dominated by the partisan leadership. Texas and California have staff for committees, members, leaders and joint service agencies, allowing for both substantive and functional specialization. Legal counseling and bill drafting, budget analysis and program review, and legislative post-audit are provided through joint agencies. Committee chairmen are authorized to hire staff to assist with more specialized committee research tasks and members have personal and district staff to attend to constituent relations and individual legislative business. Budget and personnel management control is exercised by administration committees established in each chamber. The administration or rules committee sets staffing budgets, establishes committee personnel standards and oversees the use and management of staff allocations. In Texas, members and chairmen are somewhat more independent of administrative controls and are allowed to expend their personnel allowances as they see fit. The California Rules Committees exercise more central management control; however, members generally are free to hire staff persons of their choice. Texas and California are among the five largest legislative staffs in the country. Staffing complements may range up to 15 professionals per committee.

This pattern differs in important ways from the partisan leadership-dominated staffing that exists in New York or Pennsylvania. First, the principal party leaders do not dictate staffing budgets, patterns and decisions in California or Texas. The overriding partisan influences are also not evident. Finally, the nonpartisan joint service agencies tend to be much more influential in Texas and California than in the other states. Overall, the substantive or functional specialty of the staff is more important than partisan identity.

### **States:**

California, Texas

### **State Similarities:**

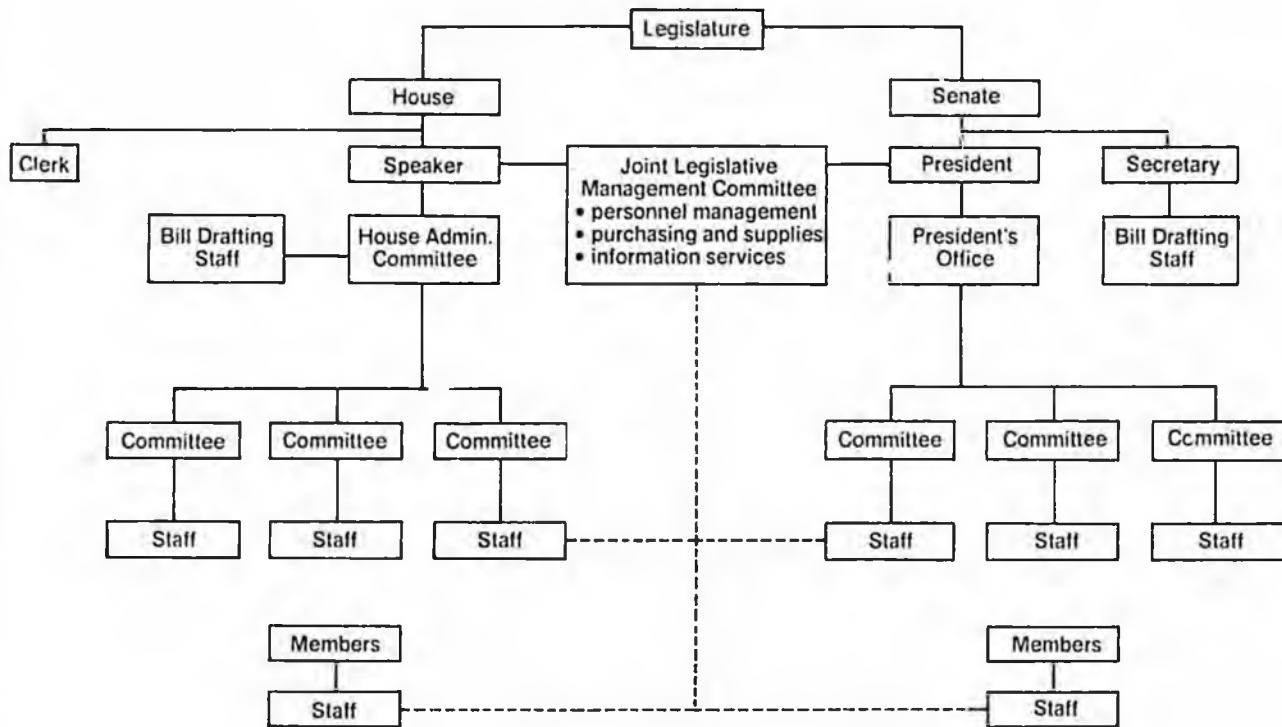
California and Texas are both large, populous states in which the legislature plays a formidable role in state government. In spite of biennial sessions and a weak committee system, the Texas Legislature has a

strong position vis-a-vis the governor. The strength comes largely from the legislature's budget powers and the governor's lack of formal authority. In California, the legislature's role rivals the governor even though the chief executive's powers are substantial. The California Legislature is one of the best staffed lawmaking bodies and has been ranked one of the most effective in the country. The Speakers in the California Assembly and the Texas House are influential leaders, though these positions do not wield the almost complete control over legislative matters that their counterparts in New York or Michigan do. Leadership powers in the California and Texas Senates are somewhat less. The lieutenant governor is the dominant force in the Texas Senate, while the five-member Rules Committee sets policy and manages legislative affairs in the California Senate. Aside from their common features, Texas and California differ in very important aspects. Texas has been dominated politically by the Democratic Party, while California has a long tradition of competitive partisan rivalries and progressive influences. The California Legislature also functions as a full-time lawmaking body, while in Texas legislative service is more part-time.

#### **Advantages and Disadvantages:**

- Committee staff are highly responsive to chairmen, however, there is the possibility that staffers may become advocates of their subject-area or may be influenced by partisan pressures.
- The centralization of personnel policy and legislative budget control provides for standardization of staff qualifications and management procedures, but the decentralization of most personnel decisions and staff supervision still may lead to inequities.
- Duplication of staff efforts is almost inevitable, however, at the same time, no member is excluded from having access to staff services. Dependence on outside information sources is reduced.
- Joint staff agencies tend to serve all members of the institution as a whole; and their organization as central, nonpartisan services facilitates that role.
- The diversity of staff services allows for a high degree of subject-matter and functional specialization.

# TYPE J—JOINT MANAGEMENT WITH COMMITTEE STAFFING



**Organizational Features:**

Under this staffing pattern, virtually all staff services are decentralized to the standing committees with administrative policy set by a joint committee. The only joint staff agencies of the Florida Legislature are the Joint Legislative Management Committee (JLMC), the Joint Legislative Auditing Committee and an administrative rules review staff. Bill drafting offices are maintained independently by the House and Senate. The JLMC provides centralized budget, personnel, data processing, statutory retrieval, library, recordkeeping and other administrative and support services. All members and chairmen must follow JLMC personnel policies and staff pay and qualification guidelines. The primary research responsibility rests with committee staff who are hired by the chairmen with approval by the leadership. The degree of autonomy allowed a chairman depends on the personality of the principal leader. Members are authorized to hire personal staff for their district and capitol offices. Florida's tradition of rotating leadership tends to discourage the concentration of legislative power in a one-party state. Likewise, the decentralized committee model diffuses personnel authority and broadens the access of members to staff. The JLMC provides vital administrative continuity, but it does not play a role in actual hiring and firing decisions.

**States:**

Florida

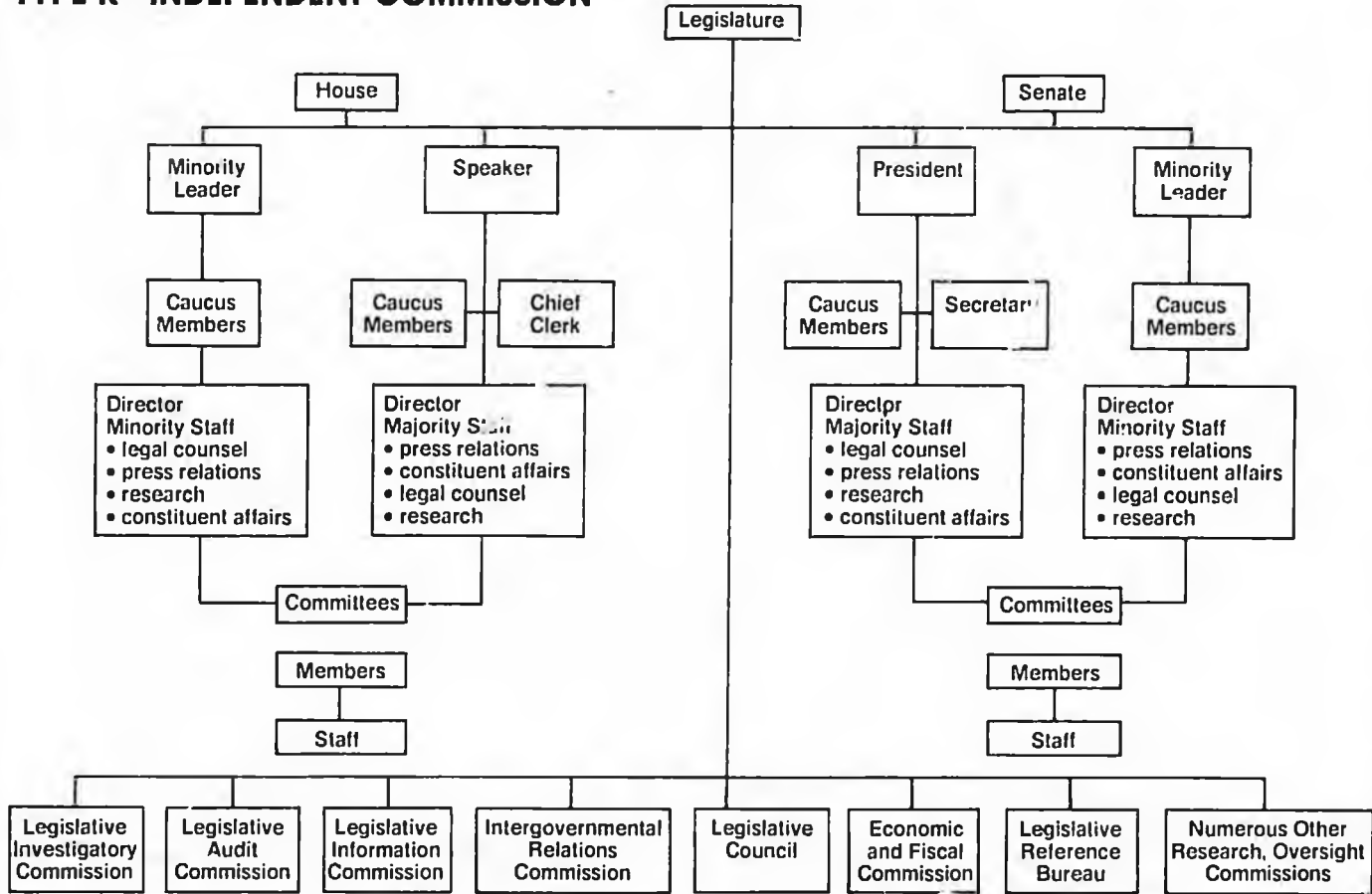
Unlike other legislatures its size, Florida tends to be a one-party state with little partisan staffing. The Florida Legislature is one of the strongest and most independent lawmaking bodies in the country, and it often outstrips the executive branch of state government. Florida's governor is one of the weakest chief executives particularly in terms of budget and veto powers. Florida legislative leaders exercise great influence over personnel matters, but a tradition of rotating the offices of House Speaker and the Senate President each biennium diminishes the overall powers. Other large state legislatures have stronger leaders.

**Advantages and Disadvantages:**

- Committee staff are highly responsive to chairmen and committee requests. The decentralized staffing pattern emphasizes subject-area specialization.

- Administrative tasks are centralized, and policies are uniform, insuring a high degree of equity. Since JLMC policies must be followed by all legislative staff, administrative continuity is maintained in spite of biennial leadership changes.
- The rotating leadership tradition is often accompanied by numerous changes in chairmanships. As a consequence, committee staff tenure may be shortlived and expertise may be lost.
- Some duplication of committee staff services and bill drafting personnel between chambers may be inevitable.
- Committee staff play an essential role in strengthening the work and oversight capabilities of standing committees during the interim.

# TYPE K—INDEPENDENT COMMISSION



### **Organizational Features:**

With more than 100 joint, special-purpose or general service agencies and commissions, the Illinois General Assembly is one of the most fragmented and decentralized legislatures in the country. Each commission operates independently, and there is no mechanism for joint or uniform management procedures as in other large populous states under Types H, I and J. The principal party leaders of each chamber make appointments of legislators to the various commissions and the more influential commissions are authorized personnel. Within each chamber, staffing is on a partisan basis. Majority and minority research analysts are assigned from a central partisan staff to assist the standing and money committees. Members are allowed to hire personal staff based on a system of personnel allowances. In Illinois, equal amounts of money are available to the majority and minority parties for professional and administrative support staff. Because of the fragmented staffing pattern, it is not unusual to have staff from all four caucuses and some joint agencies assigned to a project.

### **States:**

Illinois

While other states have developed independent joint research commissions, the Illinois General Assembly is unique in terms of the proliferation of independent commissions. New York, Pennsylvania, Michigan, Massachusetts and Minnesota also have made use of joint research commissions or special study commissions. Illinois differs somewhat from these other states in terms of legislative leadership powers. A highly partisan and politically competitive state, Illinois has long been dominated by regional factions: Cook County (Chicago) Democrats and down-state Republicans. The factionalism has often split legislative delegations, and the result has been to weaken the power of the legislative leaders. Compared with other large urban states, Illinois' governor is among the strongest in the country in terms of budget, veto, appointment and other powers, and the executive branch tends to dominate a fractured and divided legislature.

### **Advantages and Disadvantages:**

- The large number of independent commissions has led to a highly fragmented staffing system. Commission jurisdictions are not always well defined, and staff activities often evolve in a piecemeal and ad hoc fashion. A

high degree of specialization is possible, but areas of expertise may be unclear and staff responsibilities blurred.

- Administrative control and comprehensive personnel management policies are almost impossible to achieve.
- The partisan staff is highly responsive to the demands of party leaders, committees and members, and access to staff services is open.
- The centralization of the partisan staff allows for efficient use of staff as needed for constituent as well as research tasks, however, there may be duplication of certain staff functions from one caucus to the next.

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## The Trends of Growth and Development

**T**o those familiar with state legislatures, it will come as no surprise that the nature of legislative staffing has changed. The reasons for the change and growth in staffing are numerous: The increasing complexity of public problems and the shift of power from the federal government back to the states are just two of the contributing factors.

This report is not about why state legislatures need staff. Nor is it about the benefits derived from full-time staffing. The purpose of the following section is to describe the growth which has already taken place, to identify some of the major trends and emerging patterns of organization, and to raise some of the significant and yet unanswered questions dealing with staff management and development.

### The Dimensions of Growth

The expansion of legislative staff services in the states has been dramatic. Beginning in the early 1960s in some states then spreading and accelerating to others in the 1970s, the reform wave which has brought increased staffing has touched virtually all states. Some examples are illustrative:

- In 1970, the Mississippi Legislature had no full-time professional staff. Today 67 full-time professionals provide bill drafting assistance, budget and program evaluation skills and general research help.
- The budget for staff salaries for the California Assembly and Senate totaled about \$1.4 million during the 1955-1957 biennium. For the fiscal year 1978-79 alone, personal services appropriations for the two chambers topped \$40.9 million.
- In 1970, the Connecticut General Assembly was staffed by only six full-time bill drafters and two researchers with other professional staff provided during the session only. In 1978, more than 80 full-time professional staff were employed by the Joint Committee on Legislative Management or by the four party caucuses. (Not included in these figures are the year-round staff of the legislative auditor's office.)

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- In Iowa the staff of the Legislative Service Bureau increased from eight in 1967 to 34 in 1978. In addition, staff has been hired to serve each of the party caucuses and the House and Senate leaders on a full-time basis.

Clearly, the growth in legislative staff is not unrelated to expansion of employment throughout the public sector. Nonetheless, legislatures have grown in large part because of their increasing independence in the governmental system and their assumption of basic as well as new responsibilities in the policymaking process.

Tables 1 and 2 show the number of full-time professional staff and sessional employees currently working in each state legislature. Some personnel counts are estimates based on information from several legislative sources or contact persons.

**TABLE 1—FULL-TIME PROFESSIONAL STAFF IN STATE LEGISLATURES**

| Number of Staff<br>Range | States   |   |   |   |
|--------------------------|--|---|---|---|
|                          | 1st Quartile                                   | 2nd Quartile  | 3rd Quartile  | 4th Quartile                                      |
| 1-100                    | Delaware<br>North Dakota<br>Vermont<br>Wyoming | Idaho<br>Maine<br>Nevada<br>New Hampshire<br>New Mexico<br>North Carolina<br>South Dakota<br>Utah | Iowa<br>Kentucky<br>Mississippi<br>Missouri<br>Montana<br>Oklahoma<br>Rhode Island<br>South Carolina<br>West Virginia | Alaska<br>Hawaii<br>Indiana<br>Kansas<br>Nebraska |
| 101-200                  | Oregon   | Alabama<br>Colorado<br>Connecticut<br>Tennessee   | Arizona<br>Georgia<br>Virginia  | Arkansas<br>Maryland<br>Washington                |
| 201-300                  | Louisiana                                      | Massachusetts   | Minnesota<br>Wisconsin  | Illinois<br>New Jersey                            |
| 301-400                  |  |   |   |   |
| 401-500                  | Texas  |   |   | Pennsylvania                                      |
| 501-600                  |  |   | Michigan  |   |
| 601-700                  |  |   | Florida   |   |
| 701-800                  | New York                                       | California  |   |   |

**TABLE 2—SESSIONAL STAFF EMPLOYMENT IN STATE LEGISLATURES**

| Employees | States   |  |   |
|-----------|--|--|---|
| 0-99      | California<br>Delaware<br>Massachusetts<br>Michigan<br>Mississippi | Nebraska<br>New Hampshire<br>New Jersey<br>Ohio<br>Pennsylvania  | South Dakota<br>Tennessee<br>Vermont<br>Wyoming             |
| 100-199   | Alabama<br>Alaska<br>Arkansas<br>Colorado<br>Connecticut<br>Idaho  | Illinois<br>Indiana<br>Louisiana<br>Maine<br>Missouri<br>Montana | Nevada<br>North Dakota<br>Rhode Island<br>Utah<br>Wisconsin |
| 200-299   | Florida<br>Iowa<br>Kansas  | Kentucky<br>New Mexico<br>Oklahoma                               | South Carolina<br>Virginia<br>West Virginia                 |
| 300-399   | Arizona<br>Georgia   | Hawaii<br>Maryland   | North Carolina  |
| 400-499   | Minnesota  | Oregon   |   |
| 500 +     | New York<br>(approx. 1500)   | Texas<br>(approx. 550)   | Washington<br>(approx. 550)                                 |

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The enormous surge in legislative staffing has not been without developmental problems. While the problems faced by legislative staff in Vermont and Wyoming vary greatly from the largest legislative institutions in New York and California, almost all have experienced "growing pains" in one form or another.

Most of the expansion of legislative staff in larger states has occurred not in existing agencies but in the creation of new specialized staff offices, by the authorization of staff for committees and members, and with the increasing decentralization and fragmentation of staffing patterns.

Medium size states have often doubled and tripled their central staff agencies, and demands for increased staff services have not always allowed for careful planning and smooth adjustments. As testimony to these growth concerns, Louisiana, New Jersey, and Tennessee have all contemplated or undergone recent reorganizations of staff services. The Massachusetts House, as another example, currently is more than doubling the size of its staff with the addition of 160 personal aides for the members.

In smaller states much of the growth has occurred in sessional employment or basic research services. Many states have added session secretaries for members. The increase in legislative workloads and longer sessions have created the need for additional support staff to manage and assist with the flow of legislation.

In almost all states, the growth in legislative staffing has been accompanied by five trends:

- The increasing independence of the legislative branch has encouraged legislatures to move away from external information sources in favor of in-house staff resources. Today state legislatures depend less on executive branch resources, university faculty or private lobbyists for their information.
- The development of staff resources has led to a fragmentation of management and organization. The creation of new staff pools for members, committees, political caucuses and leaders has dif-fused management responsibilities. With rare ex-ceptions, legislatures have moved away from strong, centralized staff agencies.

- Staff information assistance has become increasingly more specialized. Specialization has occurred first by functional areas—program evaluation, post-audit, computer assistance and political assignments. Subject-matter specialization has followed with science advisors, health experts, tax specialists and education analysts.
- Staff services also have tended toward more individualized assistance. Once legislative staff referred largely to those people who worked for the institution as a whole. Now there are legions of staff whose assignments and loyalties are based on relationships with individual members.
- The expansion of staff services has resulted in an increasing sense of career identification among employees. Greater longevity is apparent, and affiliation with professional groups and associations is gaining popularity.

The movement away from external information sources is perhaps most dramatic in Southern states where institutes of government and executive agencies have often provided the mainstay of legislative staff assistance. Many of the university-affiliated institutes have been relegated to a consulting role with legislative committees. In North Carolina, for example, the General Assembly has increased its own research staff, assumed the bill drafting function once handled by the state's Attorney General, and hired fiscal analysts to provide budget assistance over and above that given by the executive budget office. Many state legislatures have assumed responsibility for post audit tasks which were once handled by independent or executive branch offices.

The fragmentation of legislative services has been a trend since the early 1960s. Alan Balutis, in *Legislative Staffing: A Comparative Perspective*, noted that more than 100 independent legislative staff agencies were created during the period from 1963 to 1973. That trend has continued. In a paper prepared for the American Society of Public Administration in 1976, Carl Tubbesing described the decentralization phenomenon:

... the response of state legislatures to growth in the size of their staffs has not been to keep control in a central location. Rather, many legislatures have chosen to keep central staff for some

functions (sometimes altering the internal structure of these central agencies), but to add other staff in a more decentralized or fragmented fashion.

Typically as new staff functions have emerged (e.g. program evaluation or review of administrative regulations), state legislatures have created independent staff agencies or authorized standing committees to hire additional staff.

The specialization of staff services is closely linked with the trend toward decentralization. Central service agencies and legislative councils are essentially composed of generalists; and as legislative committees require more staff services, there is a natural tendency toward specialization of work assignments. The response is a logical one, as Raymond Davis notes in his description of the development of the California Legislature:

The more diversified and complex the society, the more the demand for special-purpose structures and the use of technology by the legislature to resolve conflict at minimum cost with maximum control over the resources and over intrusion from the environment.

The fourth trend toward more individualized staff services is a more recent phenomenon. Initially, most legislatures were staffed by a central agency of generalists who served the legislature as a whole. The employment of aides for leaders, chairmen and ultimately rank-and file members has increased steadily in the past few years. Currently 29 states provide all members with either full-time or sessional clerical staff, and another 14 states allow the lawmakers of one or both chambers to employ full-time or part-time professional aides. Alan Rosenthal wrote recently in *State Legislatures* about the identification of legislators with personal staff rather than institutional staff:

These central staffs are critical units in the legislature. Yet, it is curious that when I discuss professional staffing with members, they instinctively respond in terms of their personal staffs— aides who work directly and solely for them.

Finally, there is the trend toward greater career identification among legislative employees. The evidence is largely intuitive. There appears to be longer service among staff. Many staff still see legislative employment as a stepping stone to other career opportunities; however, the tremendous turnover of staff from year to year is dimin-

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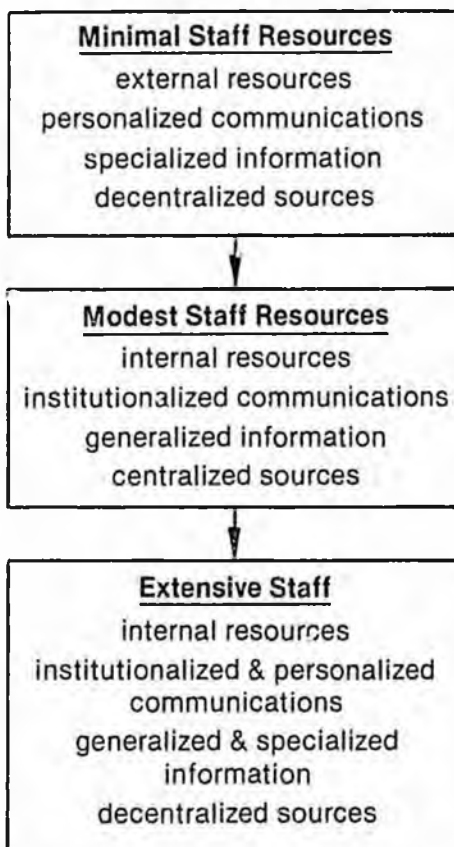
ishing. Moreover, interest in professional associations is on the rise, and legislative staff directors are paying more and more attention to concepts such as career ladders, professional development and job enrichment.

All five trends overlap and converge. Legislatures with little or no independent staff depend heavily on external information sources—lobbyists, university faculty and constituents. The pattern of communication is informal and personal rather than institutional in nature. These information sources are understandably fragmented and have specialized concerns.

Legislatures with modest resources tend to organize their staff in central agencies which serve the entire institution. There is usually minimal personal staff. The central agencies tend to be composed of generalists.

In legislatures with extensive staff, the services become more specialized and decentralized. The personal staff needs of members are met in addition to institutional services. In short, the more developed legislature combines the information resources and communication patterns of earlier phases of staff development. The following illustration shows the evolution of information sources and communications in state legislatures.

## LEGISLATIVE DEVELOPMENT TRENDS



## The Patterns of Development

While most state legislatures are affected by the growth trends described earlier, the trends manifest themselves in very different ways. For example, the term "decentralized" can be applied to many states, but by itself, the adjective says very little about staffing patterns. To say that a legislature has committee staff describes only the clientele of certain staff services; it gives little information about the different ways in which committee staff are hired and supervised. Another example is the role of partisan staff which differs greatly from state to state. Simple labels of "partisan" and "nonpartisan" may be misleading and do not always describe a certain set of tasks or institutional conditions.

To get a better understanding of staffing configurations, it is helpful to look at selected questions of legislative organization and to describe the most common patterns among the states. Some of the most basic questions include:

- What are the mechanisms for legislator control over management policies and for coordination of staff on a day-to-day basis?
- What role do partisan staff play in legislative operations?
- How are committee staff resources organized and managed?
- What personal staff services are available to members?

### **1. What are the mechanisms for legislator control over management policies and for coordination of staff on a day-to-day basis?**

Legislator control of management and personnel policies is essential. Fundamentally, management policies are set by legislative leaders or their designees, but policies may be established cooperatively or independently. Implementation of staff policies is usually delegated to one or more senior staff members or to committee chairmen.

In most states, the presiding officers, through their principal administrator, are responsible for management policies of chamber and session staff, but management policies are set by different arrangements for the balance of

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the legislative staff. The most common arrangements for staff management are:

- A single joint legislative management committee or legislative council oversees policy coordination in the most centralized legislatures. An executive staff director may be broadly responsible for implementing staff policies, or the day-to-day management of staff may be delegated to two or more independent staff directors who report to the joint committee. (Examples: Connecticut, Kansas, South Dakota, Wisconsin.)
- A more fragmented system of staff management is used in other states with predominantly joint staff services. Several joint legislative committees are responsible for establishing and overseeing staff policies for separate functional agencies. In this arrangement, a staff director is hired by and is responsible to each committee. (Examples: Colorado, Montana, Oregon.)
- Individual House and Senate management committees are responsible for policy and administrative matters in states where few staff services are shared between the two chambers. Day-to-day staff management responsibilities may be delegated to committee chairmen or to House and Senate staff directors. (Examples: California, Missouri, Washington.)
- In some of the largest and most politically partisan states, the principal party leaders are directly responsible for personnel and management policy questions. The day-to-day supervision of staff is usually delegated to two or more chief staff advisors. Each party leader, in effect, directs their staff resources as a separate entity. (Examples: Michigan, New York, Pennsylvania.)

Table 3, on pages 52 and 53, illustrates the management structure of shared House and Senate services in each state. Table 4, on pages 54 through 59, indicates those staff services which are provided separately by the House and Senate and also identifies the primary person or officer who has responsibility for management.

## 2. What roles do partisan staff play in legislative operations?

All state legislatures have staff who are hired by partisan political leaders. It is important, however, to distinguish between personal choice in employment decisions and political purpose in work assignment. Session legislative employees who perform a variety of support and administrative functions are usually patronage workers but their jobs have little impact on the political policies and actions of the legislature. Other staff are hired to work on issues, legislation and public-relations matters of a partisan nature. Not including patronage employees, there are four general trends in the use of partisan staff in state legislatures:

- A number of states, because of one-party partisan dominance or because of very limited legislative sessions, have no partisan staff. (Examples: Arkansas, Alabama, North Dakota, Wyoming.)
- States with larger legislative staffs, longer sessions and slightly more competitive political parties often provide their legislative leaders with aides who are responsible for personal and administrative matters as well as some partisan projects. (Examples: Colorado, Kansas, New Hampshire.)
- Caucus staffs are employed in states with competitive political parties. The caucus staff may be assigned to a wide variety of research, constituent and press relations depending on what other staff resources are available to members. Caucus staffs usually supplement rather than supplant nonpartisan professionals. (Examples: Connecticut, Iowa, Ohio, Washington.)
- Virtually all staff are partisan in states that have highly competitive political climates and large legislative staffs. There are relatively few functions provided by nonpartisan personnel. Partisan identification is the overriding organizational characteristic of these states. (Examples: New York, Michigan, Pennsylvania.)

**TABLE 3—JOINT LEGISLATIVE SERVICE AGENCIES STRUCTURE AND MAJOR SERVICES**

| States        | Single Management Committee<br>Single Staff Director 1           | Single Management Committee<br>Separate Agency Directors 2                  | Separate Committees<br>Separate Agency Directors 3   |
|---------------|--|---|--|
| Alabama       | Legal, Management, Research                                      |   | 1) Fiscal<br>2) Audit  |
| Alaska        | Legal, Management, Research                                      | 1) Audit, Program Evaluation<br>2) Fiscal                                   |  |
| Arizona       |  | 1) Audit<br>2) Fiscal   | 1) Legal, Research   |
| Arkansas      | Fiscal, Legal, Management,<br>Research                           |   | 1) Audit<br>2) Program Evaluation  |
| California    |  |   | 1) Audit, Program Evaluation<br>2) Fiscal<br>3) Legal  |
| Colorado      |  |   | 1) Audit<br>2) Fiscal<br>3) Legal<br>4) Management, Research                                     |
| Connecticut   | Audit, Fiscal, Legal, Research<br>Management, Program Evaluation |   |  |
| Delaware      |  | 1) Legal, Management, Research<br>2) Audit, Fiscal                          |  |
| Florida       |  |   | 1) Management<br>2) Audit  |
| Georgia       |  | 1) Legal, Research<br>2) Fiscal<br>3) Management                            |  |
| Hawaii        | Legal, Management, Research                                      |   | 1) Audit, Fiscal   |
| Idaho         | Legal, Management, Research                                      | 1) Audit, Program Evaluation<br>2) Fiscal                                   |  |
| Illinois      |  |   | 1) Other Research or Oversight<br>Commissions<br>2) Audit<br>3) Legal<br>4) Management, Research |
| Indiana       | Fiscal, Legal, Management<br>Program Evaluation, Research        |   | 1) Fiscal  |
| Iowa          |  | 1) Legal, Management, Research<br>2) Fiscal<br>3) Audit, Program Evaluation |  |
| Kansas        |  | 1) Fiscal, Research<br>2) Legal<br>3) Management                            | 1) Audit   |
| Kentucky      | Fiscal, Legal, Management,<br>Program Evaluation, Research       |   |  |
| Louisiana     | Legal, Management, Research                                      |   | 1) Fiscal, Program Evaluation<br>2) Audit<br>3) Management                                       |
| Maine         | Fiscal, Legal, Management<br>Research                            |   |  |
| Maryland      |  | 1) Legal, Management, Research<br>2) Audit, Fiscal, Program Evaluation      | 1) Management  |
| Massachusetts |  |   | 1) Research, Management<br>2) Audit<br>3) Research<br>4) Management                              |
| Michigan      | Legal, Management, Research                                      |   | 1) Audit<br>2) Other Research or Oversight<br>Commissions  |
| Minnesota     |  |   | 1) Legal<br>2) Audit, Program Evaluation<br>3) Other Research or Oversight<br>Commissions        |
| Mississippi   |  |   | 1) Audit, Fiscal, Program<br>Evaluation<br>2) Fiscal<br>3) Research                              |

- 1 Refers to legislative organizations in which several major staff services are provided under the auspices of a single legislative committee, council or management body with a principle staff director overseeing the administration and coordination of services
- 2 Refers to a staffing pattern in which two or more autonomously-operating staff agencies function under the general policy direction of a single, joint legislative committee or coordinating council. There is no executive staff director responsible for inter-office management
- 3 Refers to legislatures with two or more joint staff offices that function autonomously, are supervised by separate legislative committees, and are headed by independent staff directors

| States         | Single Management Committee<br>Single Staff Director 1               | Single Management Committee<br>Separate Agency Directors 2                          | Separate Committees,<br>Separate Agency Directors 3  |
|----------------|--|---|--|
| Missouri       |  |   | 1) Legal, Research<br>2) Fiscal  |
| Montana        | Legal, Management, Research  |   | 1) Audit<br>2) Fiscal<br>3) Other Research or Oversight<br>Commissions                               |
| Nebraska       |  | 1) Research<br>2) Audit, Fiscal, Program<br>Evaluation<br>3) Management<br>4) Legal |  |
| Nevada         | Audit, Fiscal, Legal,<br>Management, Research                        |   |  |
| New Hampshire  |  |   | 1) Legal, Research<br>2) Audit, Fiscal   |
| New Jersey     | Audit, Fiscal, Legal,<br>Management, Program<br>Evaluation, Research |   |  |
| New Mexico     | Legal, Management, Research  |   | 1) Fiscal  |
| New York       |  |   | 1) Legal<br>2) Program Evaluation<br>3) Other Research or Oversight<br>Commissions                   |
| North Carolina | Fiscal, Legal, Management,<br>Research                               |   |  |
| North Dakota   | Audit, Fiscal, Legal,<br>Management, Research                        |   |  |
| Ohio           |  | 1) Legal, Management, Program<br>Evaluation, Research<br>2) Fiscal                  | 1) Research  |
| Oklahoma       | Fiscal, Legal, Management,<br>Research                               |   |  |
| Oregon         |  |   | 1) Management, Research<br>2) Legal<br>3) Fiscal<br>4) Other Research, or Oversight<br>Commissions   |
| Pennsylvania   |  |   | 1) Legal<br>2) Management<br>3) Other Research or Oversight<br>Commissions                           |
| Rhode Island   |  |   | 1) Audit, Management<br>2) Legal, Research   |
| South Carolina |  |   | 1) Legal<br>2) Audit   |
| South Dakota   | Fiscal, Legal, Management,<br>Research                               |   | 1) Audit   |
| Tennessee      |  | 1) Legal<br>2) Management<br>3) Research<br>4) Program Evaluation                   | 1) Fiscal<br>2) Audit  |
| Texas          | Legal, Management, Research  |   | 1) Fiscal, Program Evaluation<br>2) Audit  |
| Utah           |  | 1) Audit<br>2) Fiscal<br>3) Legal<br>4) Research                                    |  |
| Vermont        | Legal, Management, Research  |   | 1) Fiscal  |
| Virginia       | Legal, Management, Research  | 1) Program Evaluation<br>2) Audit   |  |
| Washington     |  |   | 1) Legal<br>2) Audit, Fiscal, Program<br>Evaluation<br>3) Other Research or Oversight<br>Commissions |
| West Virginia  |  | 1) Legal, Management, Research<br>2) Audit, Fiscal                                  | 1) Other Research or Oversight<br>Commissions  |
| Wisconsin      |  | 1) Legal, Research<br>2) Fiscal<br>3) Audit<br>4) Legal                             | 1) Other Research or Oversight<br>Commissions  |
| Wyoming        | Audit, Fiscal, Legal,<br>Management, Research                        |   |  |

**TABLE 4—ORGANIZATION OF SEPARATE HOUSE AND SENATE STAFF SERVICES<sup>1</sup>**

| HOUSE  |   |                  |                   |          |        |       |        |
|--------|---|------------------|-------------------|----------|--------|-------|--------|
| STATES | Personnel Authority                       | Session Services | Year-Round Admin. | Research | Fiscal | Legal | Caucus |
| AL     | Chief Clerk                               | •                |                   |          |        |       |        |
| AK     | Rules Committee                           | •                |                   |          |        |       |        |
| AZ     | Speaker, Maj. Leader, Admin. Officer      | •                | •                 | •        |        |       |        |
| AR     | Management Committee                      | •                |                   |          |        |       |        |
| CA     | Rules Committee                           | •                | •                 | •        |        |       | •      |
| CO     | Services Committee                        | •                |                   |          |        |       | •      |
| CT     | Leadership                                |                  |                   |          |        |       | •      |
| DE     | Admin. Committee, Leadership              | •                |                   |          |        |       | •      |
| FL     | Speaker, Clerk                            | •                | •                 |          |        | •     |        |
| GA     | Speaker, Chief Clerk                      | •                | •                 |          |        |       |        |
| HI     | Speaker, Min. Leader, Chief Clerk         | •                | •                 | •        |        |       | •      |
| ID     | Attache Committee                         | •                |                   |          |        |       |        |
| IL     | Speaker, Min. Leader                      | •                | •                 | •        | •      |       | •      |
| IN     | Speaker, Min. Leader, Patronage Committee | •                | •                 |          |        |       | •      |
| IA     | Leadership, Chief Clerk                   | •                | •                 |          |        |       | •      |
| KS     |   |                  |                   |          |        |       |        |
| KY     | Committee on Committees                   | •                |                   |          |        |       |        |
| LA     | Speaker                                   | •                | •                 |          |        |       |        |

1. The chart covers organizational authority and indicates the principle hiring/supervising authority. The chart includes only major staff services such as research and analysis, bill drafting and legal counsel, fiscal analysis, caucus research and press/public liaison, session management, and year-round administrative responsibilities. Not included in this chart are the chamber responsibilities, bill processing tasks, and security services associated with the offices of the chief clerk/secretary and sergeant-at-arms. All state legislatures have these offices and functions, though the duties and powers may vary somewhat. See the individual state profiles for further explanation and more detailed descriptions of staff services.

## SENATE

| STATES | Personnel Authority                                     | Session Services | Year-Round Admin | Research | Fiscal | Legal | Caucus |
|--------|---|------------------|------------------|----------|--------|-------|--------|
| AL     | Secretary of the Senate                                 | •                |                  |          |        |       |        |
| AK     | Rules Com. Chief  | •                |                  |          |        |       |        |
| AZ     | President   | •                | •                | •        |        |       |        |
| AR     | Efficiency Committee                                    | •                |                  |          |        |       |        |
| CA     | Rules Committee   | •                | •                | •        |        |       | •      |
| CO     | Services Committee                                      | •                |                  |          |        |       | •      |
| CT     | Leadership  |                  |                  |          |        |       | •      |
| DE     | Admin. Committee. Leadership                            | •                |                  |          |        |       | •      |
| FL     | President. Secretary of the Senate                      | •                | •                |          |        | •     |        |
| GA     | Admin. Affairs Committee. Secretary of the Senate       | •                | •                | •        |        |       |        |
| HI     | President. Min. Leader. Chief Clerk                     | •                | •                | •        |        |       | •      |
| ID     | Attache Committee                                       | •                |                  |          |        |       |        |
| IL     | President. Min. Leader. Operations Committee            | •                | •                | •        | •      |       | •      |
| IN     | President. Min. Leader. Appointments & Claims Committee | •                | •                |          |        |       | •      |
| IA     | Leadership. Secretary                                   | •                | •                |          |        |       | •      |
| KS     |   |                  |                  |          |        |       |        |
| KY     | Committee on Committees                                 | •                |                  |          |        |       |        |
| LA     | President   | •                | •                |          |        |       |        |

## ORGANIZATION OF SEPARATE HOUSE AND SENATE STAFF SERVICES <sup>1</sup> (Continued)

| HOUSE  |   |                  |                  |          |        |       |        |
|--------|---|------------------|------------------|----------|--------|-------|--------|
| STATES | Personnel Authority                                 | Session Services | Year-Round Admin | Research | Fiscal | Legal | Caucus |
| ME     | Chief Clerk   | •                |                  |          |        |       |        |
| MD     | Speaker   | •                | •                |          |        |       |        |
| MA     | Speaker, Rules Committee                            | •                | •                |          | •      | •     |        |
| MI     | Speaker, Min. Leader, Fiscal Governing Board        |                  | •                | •        | •      |       | •      |
| MN     | Leadership, Chief Clerk, Rules & Admin Committee    | •                | •                | •        |        |       | •      |
| MS     | Speaker, Management Committee                       | •                | •                |          |        | •     |        |
| MO     | Speaker, Accounts Committee, Chief Clerk            | •                | •                | •        |        |       |        |
| MT     | Legis. Admin Committee                              | •                |                  |          |        |       |        |
| NE     | -----   | Unicameral       |                  | -----    | -----  | ----- | -----  |
| NV     |   |                  |                  |          |        |       |        |
| NH     | Speaker   | •                | •                | •        |        |       |        |
| NJ     | Speaker, Min. Leader                                | •                | •                |          |        |       | •      |
| NM     | Speaker, Printing & Supplies Committee, Chief Clerk | •                |                  |          |        |       |        |
| NY     | Speaker, Min. Leader.                               | •                | •                | •        | •      | •     | •      |
| NC     |   |                  |                  |          |        |       |        |
| ND     | Employment Committee                                | •                |                  |          |        |       |        |

1. The chart covers organizational authority and indicates the principle hiring/supervising authority. The chart includes only major staff services such as research and analysis, bill drafting and legal counsel, fiscal analysis, caucus research and press/public liaison, session management, and year-round administrative responsibilities. Not included in this chart are the chamber responsibilities, bill processing tasks, and security services associated with the offices of the chief clerk/secretary and sergeant-at-arms. All state legislatures have these offices and functions, though the duties and powers may vary somewhat. See the individual state profiles for further explanation and more detailed descriptions of staff services.

## SENATE

| STATES | Personnel Authority  | Session Services | Year-Round Admin | Research | Fiscal | Legal | Caucus |
|--------|--|------------------|------------------|----------|--------|-------|--------|
| ME     | Secretary  | •                |                  |          |        |       |        |
| MD     | President  | •                | •                |          |        |       |        |
| MA     | President.<br>Rules<br>Committee   | •                | •                |          | •      | •     |        |
| MI     | Business<br>Committee,<br>Party Caucuses,<br>Fiscal<br>Governing<br>Board      |                  | •                | •        | •      |       | •      |
| MN     | Leadership,<br>Chief Clerk,<br>Rules & Admin<br>Committee                      | •                | •                | •        |        | •     | •      |
| MS     | Lt. Governor,<br>President<br>Pro Tem,<br>Legislative<br>Services<br>Committee | •                | •                |          |        | •     |        |
| MO     | Accounts<br>Committee  | •                | •                | •        |        |       |        |
| MT     | Legis. Admin.<br>Committee   | •                |                  |          |        |       |        |
| NE     | Executive<br>Board   | •                | •                | •        | •      | •     |        |
| NV     |  |                  |                  |          |        |       |        |
| NH     | President  | •                |                  |          |        |       |        |
| NJ     | President,<br>Min. Leader  | •                | •                |          |        |       | •      |
| NM     | President<br>Pro Tem,<br>Committee on<br>Committees,<br>Secretary              | •                |                  |          |        |       |        |
| NY     | President<br>Pro Tem,<br>Min. Leader   | •                | •                | •        | •      | •     | •      |
| NC     |  |                  |                  |          |        |       |        |
| ND     | Employment<br>Committee  | •                |                  |          |        |       |        |

## ORGANIZATION OF SEPARATE HOUSE AND SENATE STAFF SERVICES<sup>1</sup> (Continued)

| HOUSE  |   |                  |                  |          |        |       |        |
|--------|---|------------------|------------------|----------|--------|-------|--------|
| STATES | Personnel Authority                                   | Session Services | Year-Round Admin | Research | Fiscal | Legal | Caucus |
| OH     | Speaker, Executive Secretary                          |                  |                  |          |        |       |        |
| OK     | Admin. Committee, Chief Clerk                         |                  |                  |          |        |       |        |
| OR     | Speaker, Chief Clerk                                  |                  |                  |          |        |       |        |
| PA     | Speaker, Maj. Leader, Min. Leader, Chief Clerk        |                  | •                | •        | •      |       | •      |
| RI     | Speaker   | •                |                  |          | •      |       |        |
| SC     | Speaker   | •                | •                | •        |        |       |        |
| SD     | Speaker   | •                |                  |          |        |       |        |
| TN     | Speaker   | •                |                  |          |        |       |        |
| TX     | Speaker, Admin Committee                              | •                | •                |          |        |       |        |
| UT     | Patronage Committee, Chief Clerk                      | •                |                  |          |        |       |        |
| VT     | Rules Committee, Chief Clerk                          | •                |                  |          |        |       |        |
| VA     | Speaker, Clerk  | •                | •                |          |        |       |        |
| WA     | Employment Committee, Chief Clerk                     | •                | •                | •        |        |       | •      |
| WV     | Speaker, Rules Committee, Clerk                       | •                | •                |          |        |       |        |
| WI     | Speaker, Assembly Organization Committee, Chief Clerk | •                | •                |          |        |       | •      |
| WY     | Speaker   | •                |                  |          |        |       |        |

1. The chart covers organizational authority and indicates the principle hiring/supervising authority. The chart includes only major staff services such as research and analysis, bill drafting and legal counsel, fiscal analysis, caucus research and press/public liaison, session management, and year-round administrative responsibilities. Not included in this chart are the chamber responsibilities, bill processing tasks, and security services associated with the offices of the chief clerk/secretary and sergeant-at-arms. All state legislatures have these offices and functions, though the duties and powers may vary somewhat. See the individual state profiles for further explanation and more detailed descriptions of staff services.

## SENATE

| STATES | Personnel Authority  | Session Services | Year-Round Admin | Research | Fiscal | Legal | Caucus |
|--------|--|------------------|------------------|----------|--------|-------|--------|
| OH     | President<br>Pro Tem.<br>Clerk   |                  |                  |          |        |       |        |
| OK     | President<br>Pro Tem.<br>Administrator                                       |                  |                  |          |        |       |        |
| OR     | President<br>Secretary   |                  |                  |          |        |       |        |
| PA     | President<br>Pro Tem.<br>Maj. Leader.<br>Min. Leader.<br>Chief Clerk         |                  | •                | •        | •      |       | •      |
| RI     | Maj. Leader  | •                |                  |          |        |       |        |
| SC     | Operations &<br>Management<br>Committee.<br>Clerk                            | •                | •                | •        |        |       |        |
| SD     | Maj. Leader  | •                |                  |          |        |       |        |
| TN     | Speaker  | •                |                  |          |        |       |        |
| TX     | Admin.<br>Committee.<br>Secretary  | •                | •                |          |        |       |        |
| UT     | Patronage<br>Committee.<br>Secretary   | •                |                  |          |        |       |        |
| VT     | Rules<br>Committee.<br>Secretary   | •                |                  |          |        |       |        |
| VA     | Maj. Leader.<br>Clerk  | •                | •                |          |        |       |        |
| WA     | Facilities &<br>Operations<br>Committee.<br>Secretary                        | •                | •                | •        |        |       | •      |
| WV     | President,<br>Clerk  | •                | •                |          |        |       |        |
| WI     | President<br>Pro Tem.<br>Senate<br>Organization<br>Committee.<br>Chief Clerk | •                | •                |          |        |       | •      |
| WY     | President  | •                |                  |          |        |       |        |

### 3. How are committee staff resources organized and managed?

Perhaps one of the most significant trends in recent years has been the development of greater professional staff support for legislative committees. As Table 5 shows, committee assistance is provided in all but a handful of states. That committee support has taken several forms:

- In some states with large complements of legislative staff, committee chairmen have been authorized to hire and supervise professional and support staff. While some measure of central policy control may be exercised, the basic personnel decisions of hiring, firing and assigning tasks rest with the chairman. (Examples: California, Florida, New York, Texas.)
- The most centralized form of committee staffing exists primarily in states with modest or limited staff resources. Usually the central research agency director hires and assigns the committee staff to work with specific committees. A committee chairman has supervisory responsibilities, but no role in the selection and employment of staff. Some states using this arrangement also have subject-matter teams assigned to work with various committees. (Examples: Maine, Ohio, Utah.)
- Some legislatures use a committee staffing pattern that is based on shared personnel responsibilities. The committee chairman in cooperation with the leadership and a staff coordinator select staff. Supervision is exercised principally by the chairman with additional assignments made by the staff coordinator. The staff coordinator may be a caucus director or the head of a nonpartisan or bipartisan research agency. (Examples: Illinois, Louisiana, Washington.)
- Legislatures with very limited staff resources provide committee assistance on request only. Staff may be assigned from a central agency or legislative council as the need for and availability of staff coincide. Most research assistance is provided for interim committees. (Examples: Idaho, Montana, Wyoming.)

**TABLE 5—STANDING COMMITTEE STAFFING PATTERNS  
IN STATE LEGISLATURES**

| STATES | Function of the Secretary of State |           | COMMITTEES |       |     | HIRING AUTHORITY  | SUPERVISION  | PROFESSIONALS PER COMMITTEES |       |
|--------|------------------------------------|-----------|------------|-------|-----|---|--|------------------------------|-------|
|        | Full Time                          | Part Time | Money      | Major | All |   |  | Money                        | Major |
| AL     |                                    | •         |            | •     |     | Central Agency Director with Chairman                             | Chairman   |                              | 34    |
| AK     |                                    | •         |            |       | •   | 1) Central Agency Director—SO<br>2) Chair with Rules Committee—SO | 1) Central Agency Director<br>2) Chairman                      | 2                            | 34    |
| AZ     | •                                  |           |            |       | •   | Leadership  | 1) House Staff Director<br>2) Senate Chair & Staff Coordinator | 1                            | 4     |
| AR     | •                                  |           |            | •     |     | Central Agency Director   | Central Agency Director  | 1                            | 4     |
| CA     | •                                  |           |            | •     | •   | Chair with Rules Committee  | Chairman   | 14                           | 5-10  |
| CO     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 10    |
| CT     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 46    |
| DE     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 23    |
| FL     | •                                  |           |            | •     | •   | Leadership with Chair   | Chairman   | 15                           | 11    |
| GA     | •                                  |           |            | •     | •   | 1) House Chair<br>2) Senate Rules Committee                       | 1) House Chairman<br>2) Senate Staff Coordinator               | 1                            | 5     |
| HI     | •                                  | •         |            |       | •   | Chairman  | Chairman   | 12                           | 23    |
| IA     | •                                  |           |            | •     | •   | Leadership  | Chair with Caucus Director                                     | 48                           | 10-14 |
| IN     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 4     |
| KS     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 23    |
| KY     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 2                            | 4     |
| LA     | •                                  |           |            | •     | •   | Chair with Legislative Council                                    | Central Agency Director<br>Chairman                            | 1                            | 2     |
| ME     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 2     |
| MD     | •                                  | •         |            | •     | •   | 1) Central Agency Director<br>2) Presiding Officers—SO            | 1) Central Agency Director<br>2) Presiding Officers            | 12                           | 18    |
| MA     | •                                  |           |            | •     | •   | Rules Committee with Central Agency Director                      | Central Agency Director  | 2                            | 10-22 |
| MI     | •                                  |           |            | •     | •   | Chairman  | Chairman   | 19                           | 25-27 |
| MI*    | •                                  |           |            | •     | •   | 1) House & Senate Agency Directors<br>2) Chairman                 | 1) House & Senate Agency Directors<br>2) Chairman              | 23                           | 7-10  |
| MS     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  |                              |       |
| MO     | •                                  |           |            | •     | •   | Leadership with Chair   | Chairman   |                              | 45    |
| MT     | •                                  |           |            | •     | •   | 1) Central Agency Director<br>2) Chairman                         | 1) Central Agency Director<br>2) Chairman                      | 13                           | 16    |
| NE     | •                                  |           |            | •     | •   | 1) House Speaker—Sessional Interest<br>2) Senate President        | Chairman   | 1                            | 1     |
| NE*    | •                                  | •         |            | •     | •   | Central Agency Director   | Central Agency Director  | 23                           | 5-9   |
| NH     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  |                              | 34    |
| NJ     | •                                  |           |            | •     | •   | Chairman  | Chairman   | 2-10                         | 30-35 |
| NY     | •                                  | •         |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 1     |
| NC     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 2     |
| ND     | •                                  | •         |            | •     | •   | Central Agency Director   | Central Agency Director  | 24                           | 5-6   |
| OH     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 3     |
| OR     | •                                  |           |            | •     | •   | 1) Fiscal Agency Director<br>2) Presiding Officer with Chair      | 1) Fiscal Agency Director<br>2) Chair                          | 1                            | 12    |
| PA     | •                                  |           |            | •     | •   | 1) Senate Chairman<br>2) House Leadership with Chair              | Chairman   | 27                           | 12-15 |
| RI     | •                                  |           |            | •     | •   | 1) Speaker with Finance Chair<br>2) Chairman                      | Chairman   | 1                            | 3     |
| SC     | •                                  |           |            | •     | •   | Chairman  | Chairman   | 1                            | 1     |
| SD     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 23    |
| TN     | •                                  |           |            | •     | •   | 1) Fiscal Agency Director<br>2) Senate Speaker                    | Chairman   | 1                            | 3-4   |
| TX     | •                                  | •         |            | •     | •   | 1) Chairman<br>2) Fiscal Agency Director                          | 1) Chairman<br>2) Fiscal Agency Director                       | 1-15                         | 16    |
| UT     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 6     |
| VT     | •                                  |           |            | •     | •   | Central Agency Director   | Central Agency Director  | 1                            | 2     |
| VA     | •                                  |           |            | •     | •   | 1) Central Agency Director<br>2) House Fiscal Director            | 1) Central Agency Director<br>2) House Fiscal Director         | 1                            | 6     |
| WA     | •                                  |           |            | •     | •   | Leadership Committee with Chair                                   | Chair with House or Senate Agency Director                     |                              |       |
| WV     | •                                  |           |            | •     | •   | 1) Fiscal Agency Director<br>2) Leadership—SO                     | 1) Fiscal Agency Director<br>2) Chairman                       | 14                           | 10    |
| WI     | •                                  |           |            | •     | •   | 1) Central Agency Director<br>2) Assembly Clerk-Senate Chairman   | 1) Central Agency Director<br>2) Chairman                      | 2                            | 10    |
| WY     | •                                  |           |            | •     | •   |   |  |                              |       |

#### 4. What personal staff services are available to members?

All state legislatures provide at least nominal clerical support for legislative members during the legislative session. Where staff resources are limited, stenographic pools are utilized. In many states, however, the trend is toward increased personal staff—both clerical and professional, district and capitol offices—whom the legislator selects and supervises. Different administrative arrangements are used in providing personal staff for members:

- Session secretaries are hired for all members in many states. Typically, session employees are hired by an administrative officer and assigned to a member. The legislator may recommend a job candidate or refuse an assigned employee; however, the lawmaker's role in the personnel process is limited. (Examples: Alaska, Kansas, North Carolina.)
- Some states allow members to hire personal staff based on certain assigned positions and established salary levels. The member has sole responsibility for selection of staff, but the number, qualifications and salaries generally are set uniformly for all members. (Examples: California, Massachusetts, Iowa, Nebraska.)
- Those states with the largest number of personal staff tend to use a system of staff allowances for members. Under this arrangement, a member is allocated a certain amount of funds to be utilized for staff services. The number of positions, the assignment of duties, the required qualifications and the salary levels are all determined by the member. (Examples: Illinois, New York, Texas, Virginia.)

Table 6 shows the availability of professional and support staff for state legislatures.

**TABLE 6—PERSONAL STAFF SERVICES FOR LEGISLATORS**

|                | Presiding Officers |      | Other Leaders |      | Members Senate |      | Members House |            | Steno Pool | District Offices | Caucus Staff |
|----------------|--------------------|------|---------------|------|----------------|------|---------------|------------|------------|------------------|--------------|
|                | Prof.              | Sup. | Prof.         | Sup. | Prof.          | Sup. | Prof.         | Sup.       |            |                  |              |
| ALABAMA        | F                  | FS   |               |      |                |      |               |            | S          |                  |              |
| ALASKA         | FS                 | FS   | F             | FS   |                | S    |               | S          |            |                  |              |
| ARIZONA        | FS                 | F    | F             | F    |                | S    |               | S          | F          |                  | •            |
| ARKANSAS       | F                  | F    |               |      |                |      |               |            | F          |                  |              |
| CALIFORNIA     | F                  | F    | F             | F    | F              | F    | F             | F          | F          | •                | •            |
| COLORADO       |                    | F    |               | F    |                |      |               |            | S          |                  | •            |
| CONNECTICUT    | F                  | F    | F             | F    |                |      |               |            | F          |                  | •            |
| DELAWARE       | S                  | F    | S             | F    |                |      |               |            | S          |                  | •            |
| FLORIDA        | F                  | F    | F             | F    | F              | F    |               | F          |            | •                |              |
| GEORGIA        | F                  | F    | S             | S    |                |      |               |            | F          |                  |              |
| HAWAII         | F                  | F    | S             | S    | S              | S    |               | F          |            | •                | •            |
| IDAHO          |                    | F    |               |      |                |      |               |            | S          |                  |              |
| ILLINOIS       | F                  | F    | F             | F    |                | F    |               | F          |            | •                | •            |
| INDIANA        | F                  | F    | F             | F    |                |      |               |            | F          |                  | •            |
| IOWA           | F                  | FS   |               | FS   |                | S    |               | S          |            |                  | •            |
| KANSAS         | F                  | F    | F             | F    |                | S    |               | S          |            |                  |              |
| KENTUCKY       | F                  | F    | F             | F    |                |      |               |            | S          |                  |              |
| LOUISIANA      | F                  | F    |               |      | S              | F    |               |            | S          | •                |              |
| MAINE          | FS                 | F    | FS            | F    |                |      |               |            | S          |                  |              |
| MARYLAND       | F                  | F    | F             | F    |                | F    |               |            | FS         | •                |              |
| MASSACHUSETTS  | F                  | F    | F             | F    | F              | F    |               | F          |            | •                |              |
| MICHIGAN       | F                  | F    | F             | F    | F              | F    |               | F          |            |                  | •            |
| MINNESOTA      | F                  | F    | F             | F    |                | S    |               | S          |            |                  | •            |
| MISSISSIPPI    |                    | F    |               |      |                |      |               |            | F          |                  |              |
| MISSOURI       | F                  | F    | F             | F    |                | F    |               | S          |            |                  |              |
| MONTANA        | S                  | S    | S             | S    |                |      |               |            | S          |                  |              |
| NEBRASKA       | F                  | F    |               |      | F              | F    |               | Unicameral |            |                  |              |
| NEVADA         |                    | S    |               | S    |                |      |               |            | S          |                  |              |
| NEW HAMPSHIRE  | F                  | F    | F             | F    |                |      |               |            | FS         |                  |              |
| NEW JERSEY     | F                  | F    | F             | F    | F              | F    | F             | F          |            | •                | •            |
| NEW MEXICO     |                    | F    |               | S    |                | S    |               | S          |            |                  |              |
| NEW YORK       | FS                 | FS   | FS            | FS   | FS             | FS   | FS            | FS         |            | •                | •            |
| NORTH CAROLINA | FS                 | F    |               | F    |                | S    |               | S          |            |                  |              |
| NORTH DAKOTA   |                    | S    |               | S    |                |      |               |            | S          |                  |              |
| OHIO           | F                  | F    | F             | F    | F              | F    |               | F          |            |                  | •            |
| OKLAHOMA       | F                  | F    |               | F    |                | S    |               | S          |            |                  |              |
| OREGON         | F                  | FS   | F             | FS   | S              | S    | S             | S          |            |                  | •            |
| PENNSYLVANIA   | F                  | F    | F             | F    | F              | F    |               | F          |            | •                | •            |
| RHODE ISLAND   | F                  | F    | F             | F    |                |      |               |            | S          |                  |              |
| SOUTH CAROLINA | F                  | F    |               | F    |                | F    |               |            | F          |                  |              |
| SOUTH DAKOTA   |                    | S    |               | S    |                |      |               |            | S          |                  |              |
| TENNESSEE      | F                  | F    | F             | F    |                | F    |               | F          |            |                  |              |
| TEXAS          | FS                 | FS   |               |      | FS             | FS   | FS            | FS         |            | •                |              |
| UTAH           |                    | F    |               | S    |                |      |               |            | F          |                  |              |
| VERMONT        |                    | F    |               |      |                |      |               |            | F          |                  |              |
| VIRGINIA       | F                  | F    | F             | FS   |                | F    |               | F          |            |                  |              |
| WASHINGTON     | F                  | F    | F             | F    |                | F    |               | S          |            |                  | •            |
| WEST VIRGINIA  | F                  | F    | S             | S    |                |      |               |            | F          |                  |              |
| WISCONSIN      | F                  | F    | F             | F    | F              | F    |               | F          |            | •                | •            |
| WYOMING        |                    | S    |               |      |                |      |               |            | S          |                  |              |

Key: F = full-time or year-round staff  
 S = session only staff  
 FS = full-time and session staff available

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The organization of legislative management responsibility, the provision of committee assistance and personal staff services, and the role of partisan staff are all important elements in legislative staffing configurations. The variations, however, are numerous and the possible combinations of factors are compounded as more aspects of legislative staffing are considered. The 11 predominant staffing patterns illustrate the complete blend of structure and management of legislative resources. Legislative staffing does not occur in a vacuum, and external forces and traditions have an impact. As indicated earlier, the legislative staffing typologies were examined in light of a wide variety of institutional, political, historical and demographic criteria. These criteria are often more important to understand than the structural variations.

## Conclusion

**L**egislatures evolve in response to a wide variety of conditions and factors. There is no one staffing pattern that will fit every legislature, and it would be foolhardy to suggest that there is one model that works best.

From the typologies, the impact of some factors seems more significant than others. Among the most important influences on staff development are:

- **the degree of political party competition.** Party competition gives rise to caucus staffs and seems to be related to greater decentralization of staff management. States with one-party political dominance seem most comfortable with the legislative council structure.
- **the powers of legislative leaders.** Separate House and Senate staffing or large hierarchical partisan staffs could not exist without strong legislative leaders. States with predominantly joint staff agencies and limited staff resources also tend to have fewer powers vested in the principal legislative leaders.
- **regional influences and demographic makeup.** Neighboring states frequently share common organizational features. Densely populated states are more likely to provide staff resources for individual members. Large, rural western states have developed their distinct type of central staffing structure.
- **political traditions and historical conditions.** Perhaps the most important influence is political heritage. Partisan competition, leadership powers and urbanization suggest that Ohio and Wisconsin should more closely resemble staffing patterns in New York or Pennsylvania. However, the midwestern states have strong roots in the Progressive era and the eastern states share a tradition of big city, club house politics. One strong legislative leader, an era of unique state development or historical circumstances help to shape legislative organization.

The relationship between legislative organization and the factors noted above is not always clear. Is legislative structure dictated by partisan balance or does organization precipitate party competition? Which factors are casual?

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Short of definitive answers, the typologies illustrate the intricate weave of political, historical and institutional factors that characterize state legislatures. For example, the Ohio Legislative Service Commission and the Kentucky Legislative Research Commission were created by almost identical statutes, yet their operations differ substantially because of state political climate and institutional strengths of the legislature.

It is not enough to describe the differences and similarities between state legislatures. While an understanding of legislative development is useful, the information only sets the stage for more critical questions. After a dramatic period of growth, legislators and legislative staff would do well to begin the process of evaluation, looking carefully at the changes and weighing judiciously the future.

How well do legislative staffing patterns serve the needs of the public and legislators? How can staff agencies improve their performance? Can legislative organization be streamlined or rationalized? How can staff services be made more effective and efficient while preserving the special characteristics of each institution? For developing legislatures, what patterns make the most sense? For larger states, are changes and modifications needed?

Sometimes it appears that state legislatures work in spite of their structure and organization. And there is subtle resistance to change because of an attitude: "If ain't broke, don't fix it." It is incumbent on legislators however, to take an interest in the institution, to evaluate staff performance and structure and to demand change when necessary.

State legislatures are bodies charged with the formulation of public policy, and effective public service requires organizational strength and excellence. Too often, narrow parochial objectives take precedence over the basic democratic processes. Public policy goals, no matter how sharply they diverge, are all best served when the legislative institution and its staff operate openly and effectively.

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LEGISLATIVE STAFF SERVICES

50 STATE PROFILES

Property of State of Alaska  
Senate Advisory Council

by

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The individual staff services profiles are listed alphabetically by state.

The following report of staff services in the 50 state legislatures was originally compiled during 1978 and updated in 1981 as part of the National Conference of State Legislatures' Legislative Development Project. The profiles are also accessible through NCSL's Legislative Information System. The NCSL plans to revise the staffing profiles periodically and welcomes additional information from the states. An analysis of predominant legislative staffing patterns is also available in a publication entitled, "A Legislator's Guide to Staff Patterns." For additional information, contact Lucinda Simon or Alice Anneberg in the Denver office of the National Conference of State Legislatures.

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## ALABAMA

### Staff Services Profile

#### GENERAL:

Most staff services are nonpartisan, centrally organized and jointly operated by the House and Senate. Central agencies, however, function independently from one another and under the general supervision of different legislative committees. Agency directors, the Clerk of the House and the secretary of the Senate are principally responsible for hiring, supervision and personnel policy. The clerk and secretary have almost totally unrestricted authority to determine management and personnel matters for the largest number of employees.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Reference Bureau--The agency is supervised by the Legislative Council and provides general research, bill drafting, library, computer and some codification services. Responsibilities for codification are shared with the Alabama Law Institute, University of Alabama Law School.

Legislative Fiscal Office--Supervised by the Joint Fiscal Committee, the staff provides general fiscal research and prepares fiscal notes. The two assistant directors of the office are assigned to one house or the other and are hired with the consent of the chairmen of the House and Senate money committees. The remaining staff have no single house assignment but are assigned to specific agency budgets.

Department of Legislative Examiners of Public Accounts--The staff is supervised by the Committee on Public Accounts and conducts audits of all state and county agencies for financial compliance and management procedures. As the largest legislative agency, the staff is composed almost exclusively of accountants.

#### HOUSE:

Chief Clerk of the House--The clerk is responsible for all hiring and supervising of full-time and sessional employees including leaders' secretaries, chamber staff, messengers, clerical help, calendar and journal staff, and security personnel. The clerk is elected by the full House and may hold the position for life after his/her third election. The House by resolution determines the maximum number of employees and salary ranges, but the clerk has complete discretion within those guidelines.

#### SENATE:

Secretary of the Senate--Same functions and powers as the House clerk. Like the clerk, the secretary may continue in the post indefinitely after his/her third election.

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COMMITTEE SERVICES:

In addition to the House and Senate fiscal officers, the House Ways and Means chairman is provided with an administrative assistant during the session.

MEMBERS' PERSONAL STAFF:

Stenographic services are provided by a secretarial pool during the session only.

LEADERSHIP STAFF:

The House speaker and lieutenant governor, as presiding officers of each chamber, have a full-time legislative aide and year-round secretarial help. Other legislative leaders have session secretaries.

## ALASKA

### Staff Services Profile

#### GENERAL:

Most year-round staff services in the Alaska legislature are nonpartisan and organized under the direction of one of two joint legislative policy committees: the Legislative Council and the Legislative Budget and Audit Committee. Personnel policies and hiring practices are at the direction of the agency heads and generally follow standard state practices. Session staff including chamber, member and committee employees are hired by the House and Senate Rules Committees which jointly set per diem salaries.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Affairs Agency--Under the auspices of the Legislative Council and headed by an executive director, the agency consists of three divisions: legal services, public services and administrative services. Nonpartisan staff are assigned to legal research, bill drafting and review of administrative rules. The administrative division is responsible for payroll, accounting, data processing, equipment and supplies. Public services directs 19 statewide information offices and teleconference centers. Within the agency is the reference library.

Division of Finance--Supervised by the Legislative Budget and Audit Committee, the staff does budget analysis, prepares budgetary recommendations, conducts fiscal studies, and staffs the House and Senate Finance Committees.

Division of Legislative Audit--The audit staff is responsible for post audit, financial compliance monitoring and some program evaluation under the sunset law. Though supervised by the Legislative Budget and Audit Committee, the division operates independently from the Division of Finance.

Legislative Ombudsman--The smallest of the central professional legislative offices, the ombudsman is responsible for investigating and processing constituent complaints and handling other areas of government /citizen relations.

#### HOUSE:

Rules Committee--The committee oversees the employment of all session staff including the chief clerk, sergeants-at-arms, members' secretaries, and committee aides. The committee has responsibility for screening applicants and setting per diem salaries. Session staff are considered patronage employees.

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Chief Clerk of the House--On the nomination of the Rules Committee, the clerk is elected by the House membership and serves during the session only. The clerk's staff is responsible for calendars, journals, bill processing, record keeping, and engrossing.

House Research Agency--Established in 1979, the agency is a permanent, nonpartisan support arm for House members. The agency's director and a governing committee composed of the speaker, minority leader, and the ranking House member of the Legislative Council sets policy. The agency provides short-term analysis as well as longer-term research projects authorized by the governing committee. Research support to legislative committee and personal staff is also provided.

#### SENATE:

Rules Committee--The Senate committee has the same duties and functions as the House Rules Committee.

Secretary of the Senate--Nominated by the Rules Committee and elected by the full Senate, the secretary is a sessional officer with the same duties and responsibilities as the House clerk.

#### COMMITTEE SERVICES:

Hiring of committee staff is decided by the Rules Committee of each house based on the recommendation of the chairman.

#### MEMBERS' PERSONAL STAFF:

Each senator and representative has a personal secretary during the session as authorized by the Rules Committees.

#### LEADERSHIP STAFF:

The presiding officers and ranking majority and minority leaders of both houses are permitted a full-time administrative assistant and a secretary. Additional leadership staff hired for the session is at the authorization of the Rules Committees and follows the committee's salary guidelines.

## ARIZONA

### Staff Services Profile

#### GENERAL

Most research and administrative services are organized by chamber. Central, shared services include only legal and fiscal research. Each agency sets personnel policies autonomously. The presiding officer officially is responsible for all hiring within the House and Senate. In the House, some hiring authority is delegated to another legislator who is appointed by the speaker to be administrative officer.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Council--The council staff and director are responsible for legal research, bill drafting, codification, interim committee support, and some library services. The nonpartisan staff has no standing committee duties.

Joint Legislative Budget Committee--The committee oversees the operation of two autonomous divisions and appoints the director of finance and appropriations and the auditor general. The fiscal division staffs the money committees of both houses, prepares fiscal notes, conducts budget analyses, and assists with special projects. The 21-member staff is assigned to three areas: budget analysis and revenue forecasting. The auditor general's staff is responsible for post-audit, monitoring finances of state agencies, and, also some program evaluation.

#### HOUSE:

Office of Research--Supervised by the majority leader, the staff is assigned by subject area to research projects, legislation and program development. The staff responds to requests from all members, but is primarily responsible for developing majority programs. The session interns are coordinated through this office. The staff is officially hired by the speaker based on the majority leader's recommendation.

Administrative Officer--The administrative officer is in charge of the housekeeping and administrative support staff of the House. He does the hiring of most session staff with pro forma approval from the speaker.

Chief Clerk of the House--The clerk handles the production of calendars and journals and oversees bill processing tasks. The clerk is elected by the House members, and most staff are hired by the administrative officer.

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## SENATE:

Secretary of the Senate--Elected by the members, the secretary is responsible for preparation and printing of calendars and journals. The Senate accountant, who handles the payroll and xeroxing of short bills and analyses, is included in the secretary's office. (Longer documents are sent to an outside printer.) The security staff--sergeant-at-arms, doormen, and pages--are under the office's purview.

Senate President--The hiring and supervision of all chamber and administrative support staff is handled through the senate president's office. The presiding officer sets salaries and determines job duties.

Public Information Officer--The public information officer is responsible for preparing and publishing a weekly newsletter, and helps prepare press releases, news columns, and radio and television tapes. The officer is included on the majority staff, but provides services for all members.

Office of Research--The personnel of the office includes committee staff and legislative interns. The senate president technically serves as the hiring authority. Committee researchers have one committee assignment, and work is monitored by the staff coordinator and the chairmen. Staff prepare bill analyses, committee reports, issue briefs, research memoranda, and conduct major research projects and special interim projects. The staff does some drafting of bills and amendments, but all drafts must be reviewed by the legislative council. Staff also provides support to both party caucuses by presenting explanations of bills. The office also oversees the intern program. Sixteen interns hired for a five-month period are assigned to committees.

## COMMITTEE SERVICES:

In addition to the House and Senate research staff, each committee has an intern assigned to it during the session. Chairmen all have personal secretaries.

## MEMBERS' PERSONAL STAFF:

Representatives--Full-time secretarial support is shared by three to five members year-round. One secretary is assigned to work with two or three members during the session.

Senators--Each member has a full-time secretary during the session. During the interim, however, secretaries work one week and are off the next, and in effect there is one full-time secretary for every two senators. Each senator hires his or her own secretary. In addition, a legislative office has been established in Tucson to provide research assistance to Tucson senators.

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LEADERSHIP STAFF:

The presiding officers and ranking majority and minority leaders have at least one professional and one support staff on a year-round basis. Legal counsel is also available on retainer, on a full-time basis or during the session only. In the House, the majority leader oversees the research staff, while the minority leader's office includes three researchers who assist all minority members.

In the Senate, the president's office includes a staff director and a rules attorney in addition to professional and secretarial positions noted above. During the session, an intern is assigned to the president's office and one to the minority leader's office for the sole purpose of tracking bills. All partisan policy research, formulation and analyses are done by the individual leadership staffs.

## ARKANSAS

### Staff Services Profile

#### GENERAL:

Most staff services are organized under one agency, with the exception of post-audit, performance evaluation and administrative services. The bureau director and presiding officers set personnel policy. Operations of each staff agency are nonpartisan and supervised by a different legislative committee.

#### SHARED HOUSE/SENATE SERVICES:

Bureau of Legislative Services--Supervised by the Legislative Council, the bureau includes three divisions: (1) legal and bill drafting, (2) research and committee staff, (3) budget, fiscal and personnel. Research analysts are assigned to an average of two committees; and the fiscal staff provides budget studies and staff analyses for the Joint Budget Committee. The personnel section monitors state classification policies and executive personnel decisions.

Division of Legislative Audit--Supervised by the Legislative Joint Auditing Committee, the division is the largest legislative staff. The office is responsible for auditing state agencies, city, county and school district budgets.

Joint Legislative Performance Review Committee--Established in 1977, the office has broad discretion to conduct program evaluations, to investigate government problems and to monitor the implementation of the sunset law. It is the smallest of the central staff agencies and is overseen by a six-member committee with equal representation from each house.

#### HOUSE:

House Management Committee--The committee which is appointed by the speaker has responsibility for hiring all session support, administrative and chambers staff. The chief clerk and speaker play the primary role in session employment decisions.

Chief Clerk of the House--The clerk is elected by the members and serves primarily during the session. The office is responsible for calendars, journals, voting records, messengers and security personnel.

#### SENATE:

Senate Efficiency Committee--Appointed by the Senate president, the committee functions much like the House Management Committee.

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Secretary of the Senate--The secretary is selected by the Senate and oversees session operations including calendars, journals, bill processing, public information, security and pages.

COMMITTEE SERVICES:

Other than the bureau research staff, there is no committee staff support. The chairman of the Joint Budget Committee has a full-time secretary.

MEMBERS' PERSONAL STAFF:

A stenographic pool is available to members during the session only.

LEADERSHIP STAFF:

The presiding officers have one full-time professional and one support staff. Full-time public information officers are hired by the presiding officers but have responsibilities for press relations for the entire House or Senate.

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## CALIFORNIA

### Staff Services Profile

#### GENERAL

The Rules Committees of the Assembly and Senate are the focal points for staffing policies and decisions. Fiscal, audit and bill drafting services are provided by three autonomous, joint agencies; and partisan and nonpartisan research staff and administrative services are technically under the purview of the Rules Committees. A significant number of staff are attached to the committee structure, and members are authorized to hire both capitol and district support and professional staff.

#### SHARED ASSEMBLY/SENATE SERVICES

Legislative Counsel Bureau--Though an independent agency, the counsel bureau works only for the legislature and serves as the official bill drafting arm. The counsel staff is responsible for legal research, preparation of legal opinions, litigation, statutory revision, indexing and data processing. All bill drafts must be submitted to the counsel bureau for review and final drafting, and the bureau furnishes the author with the draft legislation.

Office of Legislative Analyst--Supervised by the Joint Legislative Budget Committee, the legislative analyst oversees fiscal research activities for the legislature. Organized into seven subject matter teams ranging from five to eight professionals, the staff is responsible for reviewing the governor's budget, analyzing all bills referred to the money committees, preparing reports and memoranda on selected issues, and writing analyses of all ballot measures. The analyst's staff also investigates the operations of administrative agencies to appraise the implementation of state laws and to recommend means of improving their efficiency.

Office of Auditor General--Operating under the direction of the Joint Legislative Audit Committee, the audit staff is divided into two sections: fiscal and financial audits and performance audits. Audit teams are responsible for monitoring revenue sharing funds, conducting financial compliance reviews and evaluating agency procedures and effectiveness.

#### ASSEMBLY

Chief Clerk--Elected by the members, the clerk is responsible for chamber desk duties, calendars, journals, enrolling and engrossing. The clerk also acts as parliamentarian and supervises the printing and publication of Assembly documents.

Rules Committee--The Rules Committee is the policy setting and administrative arm of the Assembly. It also assigns bills to appropriate policy committees. The committee technically hires all

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Assembly employees, and the rules staff handles all Assembly payroll and personnel functions. The committee determines staff allocations and salary levels for standing and select committees, for party caucuses, for the Office of Research and for all support units. With the exception of party caucus personnel who are selected by legislative leaders and district staff who are selected solely by each member, the committee must approve all employment and salary decisions. The immediate staff of the committee is responsible for personnel administration, training, in-house printing and reproduction services, purchasing, inventory control, financial management and accounting, supplies, district office accounts and publication sales. Other administrative services of the Assembly include data processing, a stenographic pool, messengers and a word processing center. The Assembly Rules Committee traditionally provides the staff to the Joint Rules Committee which handles administrative projects and services involving both chambers. These services include a nursing staff, tour guides, and security personnel.

Office of Research--The Office of Research is under the general direction of the Committee on Policy Research Management. The research staff provides spot and in-depth research services to both majority and minority members of the Assembly. The staff is organized in three broad subject matter teams: natural resources, business and economics, and human services. The staff prepares bill analyses on all bills voted on by the Assembly, conducts program reviews and provides research information to legislators. The office includes a reference library for members and staff. The office also is assigned to staff select committees. The Legislative Reference Service section answers members' short-term research requests.

Chief Sergeant-at-Arms--The sergeant is elected by the members and oversees security, maintenance, mail, messenger and distribution personnel. The sergeant's staff assists with scheduling and arranging out-of-town hearings and, when necessary, serves subpoenas on committee witnesses.

Majority Consultants--Hired and supervised primarily by the speaker and majority leader, the staff is assigned to monitor and track legislation in committee, prepare partisan analyses of issues and bills, develop party programs and legislative packages, prepare press releases, write speeches and other media-related assistance and provide constituent services.

Minority Consultants--Under the direct supervision of the minority leader, the minority consultants are responsible for developing partisan programs, analyzing legislation, monitoring committee actions and bill progress, and providing media and press services to minority members.

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## SENATE

Rules Committee--Like its Assembly counterpart, the Senate Rules Committee is responsible for personnel policy and administration. The day-to-day management decisions of the Senate are delegated to the committee's executive officer. The committee determines staff allocations to caucuses and committees and technically must approve all employment decisions. The rules staff provides data processing, public information, financial, personnel and administrative services. All other support services--messengers, stenographic, supply printing and research personnel--also report to the Rules Committee. The president pro tem chairs the five-member Rules Committee and the committee appoints committees and committee chairmen and assigns bills.

Office of Research--The research staff provides general and in-depth information services to all members. The research staff supplements committee staff when requested, answers member research requests, prepares bill analyses when requested, and reviews agency programs.

Secretary of the Senate--Elected by the members, the secretary is responsible for day-to-day functions of the Senate chambers, the production of calendars and journals, and the printing of Senate legislation and all official documents and stationery.

Sergeant-at-Arms--The sergeant is elected by the members and oversees security, maintenance, and audio-visual recording services.

Majority Caucus--The caucus staff is assigned to monitor legislation prepare analyses of bills on third reading, provide press services including releases, radio feeds and sample columns, and compile a cumulative report on session activities. The staff is hired and supervised by the caucus chairman.

Minority Caucus--The minority caucus prepares bill analyses on all legislation reaching floor debate. The staff is also assigned to press relations, special research projects and compilation of voting records and district demographic data. The caucus chairman hires and supervises the staff.

## COMMITTEE SERVICES

With the determination of the Assembly and Senate Rules Committees, each chairman is authorized to hire professional and support staff to assist with research needs, hearing scheduling and logistics, oversight activities of agencies within the committee's jurisdiction, bill drafting and analysis, and constituent questions related to the committee's program area. Staff size varies with the work load of the committee. In the Senate, the number of committee consultants ranges from two to five, while Assembly committees are allowed to hire from one to ten research consultants. Subcommittees and select committees are also provided

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with staff as determined by the Rules Committees. The Rules Committees must approve a chairman's staff selections and salary levels.

#### MEMBERS' PERSONAL STAFF

Each Assembly member is provided with two full-time clerical personnel, hired by the Rules Committee and assigned in the capitol. Members may select secretaries from personnel screened and approved by the Rules Committee. In the districts, each member may hire at least one secretary and an administrative assistant who handles constituent matters, district liaison and press relations. All members receive identical staffing allowances for their district offices and he or she has complete autonomy within the allowance in hiring district staff.

Senators are allowed to hire a capitol staff of one professional and three secretaries and a district office staff of two professionals and three secretaries. The personal staff is assigned to constituent casework, research, development of legislation, press relations and speech writing. Senators who represent multi-county districts are provided with an additional district coordinator.

#### LEADERSHIP STAFF

In the Assembly, 15 members are provided with additional staff based on leadership responsibilities. Leadership staff allocations range from one additional professional assistant for each member of the Rules Committee to 22 additional professional and support personnel for the speaker. Leadership staff is assigned to administrative duties, personal correspondence of the leader, liaison with other staff and executive agencies, press relations, legal counsel, and legislative affairs.

In addition to the two Senate caucus staffs, seven Senate leaders have additional professional or clerical staff. The members of the Rules Committee, including the president pro tem, are entitled to an additional administrative assistant. The party floor leaders are allowed to hire three additional professional aides or consultants plus secretarial support. Staff activities include program development, legislative research, liaison, press relations, and administrative support.

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COLORADO

Staff Services Profile

GENERAL:

Staff services are provided primarily from four autonomous, nonpartisan agencies, serving both chambers. Each agency is supervised by a separate legislative committee, and there is no single coordinating body of legislators or staff. Directors informally follow state personnel policies.

SHARED HOUSE/SENATE SERVICES:

Legislative Council--The council provides staff for standing committees, conducts short and long-term research projects. One researcher is assigned to each committee. The council also provides library and administrative support services.

Committee on Legal Services--The office is responsible for legal research, bill drafting, codification, and related technical legal services. Computer and data processing services are also provided.

Joint Budget Committee--The committee is the primary budget making arm of the General Assembly. Staff members analyze the governor's budget, review fiscal notes, conduct budget studies in the interim and prepare the Legislature's proposed state budget.

Legislative Audit Committee--The staff conducts audits of state department finances and operations and monitors state agency budgets. The State Auditor is elected by the General Assembly for a five-year term and is responsible to the audit committee.

Colorado Legislative Evaluation and Analysis Resource (CLEAR)--Under contract with a private consulting firm, the General Assembly is currently developing a legislative information system, known as CLEAR. The system, which will at some point be operated by the legislature, will provide support services for research, fiscal and bill drafting operations.

HOUSE:

House Services Committee--The committee hires all session staff for the chambers and administrative services. Appointments are made on a patronage basis. The committee is also charged with recommending per diem salary rates for session staff. Salaries are in turn adopted by joint resolution of the General Assembly.

Chief Clerk of the House--Elected by the members, the clerk is responsible for calendars, journals, public information and voting records. The clerk also serves as parliamentarian and assists the House services committee with hiring session support staff.

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SENATE:

Senate Services Committee--Legislators on the committee have the same duties as the House committee.

Secretary of the Senate--Like the House clerk, the secretary is responsible for traditional bill processing and recordkeeping tasks. The secretary is elected by the members and also serves as parliamentarian.

COMMITTEE SERVICES:

All committee research support is provided by the legislative council.

MEMBERS' PERSONAL STAFF:

A stenographic pool provides secretarial services to members during the session.

LEADERSHIP STAFF:

Each leader has a full-time secretary and has the authority to hire one full-time administrative assistant for the party caucus. Each caucus in each house has a full-time caucus employee.

## CONNECTICUT

### Staff Services Profile

#### GENERAL:

Staff services are highly centralized with one legislative policy body overseeing staff operations. An executive director to the policy committee is responsible for central administration and personnel. Functional offices within this structure have flexibility in organizing and assigning staff. Traditionally, committees of the General Assembly operate jointly on all matters.

#### SHARED HOUSE/SENATE SERVICES:

Joint Committee on Legislative Management (JCLM)--The committee is the General Assembly's administrative arm with responsibility for setting policy for all staff operations. The JCLM is served by an executive director and an administrative staff to oversee and coordinate all staff services. The management staff is responsible for training, personnel, data processing, security, maintenance and internal finances for the General Assembly. Functional staff offices operating under the JCLM include:

Office of Legislative Research--The research staff is assigned to standing committees, provides general research support to members, and prepares bill summaries. Each committee is staffed by at least one analyst;

Office of Fiscal Analysis--The staff is assigned to the money committees to review and analyze the executive budget. The office prepares fiscal notes, estimates revenues, conducts tax studies and performs related budgetary research. During the interim, the staff assists with legislative oversight activities;

Office of Program Review and Investigations--As the staff for the Legislative Program Review and Investigations Committee, the office is responsible for monitoring agency operations for efficiency and effectiveness. The staff conducts performance evaluations, program audits and, when requested, formal legislative investigations;

Legislative Commissioners' Office--The staff serves as the official bill drafting arm of the General Assembly. The staff provides legal research and drafting services to members and committees. The office is also responsible for codification, statute indexing and publication of various legal reports. Though the staff is non-partisan, the office is headed by two part-time commissioners, one representing each political party;

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Auditors of Public Accounts--Though under the auspices of the JCLM, the audit staff is completely autonomous in its day-to-day operations. The JCLM must approve the annual budget and set staff salaries. Two state auditors, one representing each political party, are elected by the General Assembly and oversee the audit staff. The office studies state agency fiscal procedures and conducts financial compliance audits.

#### SEPARATE HOUSE/SENATE SERVICES:

Each caucus is provided with a lump sum allowance to hire partisan staff. The caucus staff serves at the pleasure of the leadership and is assigned to research projects, constituent services and media relations. Caucus staff are exempt from the JCLM's personnel policies regarding compensation and hiring, but are covered by all of its other personnel policies and regulations.

House Clerk and Senate Clerk--The clerks are responsible for chambers staff and the processing and printing of legislation. The clerks are elected by the membership in each chamber; however, the policies of the JCLM apply to the permanent staff in these offices.

#### MEMBERS' PERSONAL STAFF:

Members do not have any full-time personal staff; however, a stenographic pool is operated year-round.

#### LEADERSHIP STAFF:

The presiding officers, majority leaders and minority leaders all have a full-time secretary and one professional aide.

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## DELAWARE

### Staff Services Profile

#### GENERAL:

Legislative staff services are centralized within one agency, with two fairly autonomous divisions providing fiscal and general research services. With the exception of partisan and sessional staff, legislative employees are part of the state merit system. As merit system employees, legislative personnel are subject to all recruitment, selection, classification, and compensation policies. Sessional employment policies allow all members to participate in the selection of session staff.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Council--The council is composed of House and Senate leaders and has responsibility for nonpartisan staff operations. The council appoints two legislative staff directors: a director of research and the controller general, each of whom handles the day-to-day administration of staff services within one of the council divisions. The research division handles spot information requests, library services, and long-term studies. In 1979, the research division was expanded to include committee staff who are hired and supervised by the council but assigned to work with House or Senate standing committees. The fiscal division is responsible for budget studies and tax analyses. The fiscal staff provides assistance to the money committees and during the interim audits selected state agencies.

#### HOUSE:

Chief Clerk of the House--The chief clerk is elected by the majority caucus and serves during the session only. The clerk oversees the preparation and publication of the calendars and journals and provides public information services when the House is in session. The clerk also administers the messenger and security functions.

Caucus Staff--Each of the partisan caucuses has one or two aides who are assigned to work for lawmakers on partisan legislative programs, constituent matters, press relations, and related political activities. The caucus aides are selected by the legislative members in conjunction with the state political parties.

House Administrative Services Committee--The committee oversees the recruitment and employment of session staff. All session staff--secretarial, chamber, maintenance, security, and administrative personnel--are hired through an "attache system." Under this procedure, each member is authorized to select and nominate individuals for employment in specific legislative positions. Each

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member is assigned a certain number and type of session jobs to fill, and the committee oversees the appointments and sets salaries.

**SENATE:**

Executive Secretary of the Senate--Appointed by the members of the Senate, the executive secretary serves during the session only and has the same duties and powers as the chief clerk.

Caucus Staff--As in the House, each caucus is assisted by one or two aides who are selected in cooperation with the state political parties.

Senate Administrative Services Committee--The Senate committee serves the same function as the House committee in overseeing the "attache system."

**COMMITTEE SERVICES:**

Through the council, committee staff are hired and assigned to assist the standing committees of both houses. The fiscal staff provides support and research assistance to the money committees, while the research division includes committee staffers who have three to five committee assignments each.

**MEMBERS' PERSONAL STAFF:**

Stenographic services are provided to members from a central pool during the session only.

**LEADERSHIP STAFF:**

The presiding officers and ranking minority members have full-time personal secretaries. Legal advisors are hired by the legislative leaders for each political caucus during the session only.

## FLORIDA

### Staff Services Profile

#### GENERAL:

Most staff services are based with the committees, and each chairman, with approval of the presiding officer, may select staff within budgetary limits. Personnel policies are set by the Joint Legislative Management Committee (JLMC) for all legislative staff. Within each chamber, the only services which are not decentralized are chambers staff, administrative support and bill drafting. The presiding officers are primarily responsible for personnel policies within each chamber. All employees must follow the personnel guidelines of the JLMC.

#### SHARED HOUSE/SENATE SERVICES:

Joint Legislative Management Committee (JLMC)--Composed of three members from each house, the JLMC oversees the promulgation of policies on personnel finances and purchasing for all legislative offices. Staff divisions of the JLMC include: administrative services, library services, statutory revision, legislative information and legislative systems and data processing. Staff services centralized within this office include payroll, purchasing, personnel record keeping, computer support, printing and other contracts, books and periodicals, statutory indexing and recodification. Staff are nonpartisan and subject to the supervision of division directors and the JLMC executive director.

Joint Administrative Procedures Committee--The committee's staff is responsible for review of proposed administrative rules and regulations. The committee determines the statutory authority of the rules and checks for compliance with legislative intent.

Joint Legislative Auditing Committee--Operating under the general direction of the committee, the auditor general and his staff conduct state and county financial and compliance audits. The auditor is appointed by a majority of the committee and may be removed only by a majority vote of both houses.

#### SENATE:

Secretary of the Senate--Elected by the members, the secretary's duties and functions include chambers support, printing, record keeping, lobbyist registration, enrolling and engrossing, bill flow, calendar, and journal responsibilities. The secretary oversees much of the hiring of session employees for the Senate. In addition, the secretary's office includes the Senate bill drafting and legal research staff. The secretary also has some responsibility for public information.

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Sergeant-at-Arms--Responsible for physical facilities, maintenance, supplies, and security of the Senate, the sergeant is elected by the senators. The sergeant hires some session personnel.

#### HOUSE:

Clerk of the House--The clerk is responsible for chambers staff, enrolling and engrossing, calendars, journals, printing, record keeping, and other support services. Elected by the members, the clerk oversees hiring of most House session staff. Registration of lobbyists is handled by the clerk's office.

Sergeant-at-Arms--The sergeant is responsible for all physical facilities, equipment and security. The sergeant is appointed by the speaker.

Bill Drafting Services--Supervised by the House Administration Committee and the speaker, the staff is responsible for bill drafting and a limited amount of legal research as requested by committees and members.

#### COMMITTEE SERVICES:

Each standing committee is allocated a specific number of staff positions by the presiding officer of each house. (A House Administration Committee is appointed by the speaker to determine committee budgets and personnel in that body.) Staff allocations range from one to twelve professionals plus support staff. Committee chairmen must have the approval of the presiding officers on all employment decisions. Work assignments and substantive supervision come from the committee chair and the committee staff director. The presiding officers retain administrative control over personnel, and policies of the JLMC are followed by all committee staff.

#### MEMBERS' PERSONAL STAFF:

Senators are provided with a staff allowance that generally covers the employment of one full-time secretary and an administrative assistant. House members may hire a district secretary.

#### LEADERSHIP STAFF:

Personal staff for the presiding officers, minority leaders and majority leaders includes one or two clerical support plus as many as four professional staff. Though not considered personal staff, the Senate executive office comprises four clerical and two professionals and is supervised by the Senate president. Leadership staff assist with chamber and committee administration, press relations, research and legal affairs, as well as some constituent matters of the leaders.

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## GEORGIA

### Staff Services Profile

#### GENERAL:

Legal services, budget analysis, research, and administrative support staff are generally shared by both the House and Senate. Additional research staff is provided from a central research staff in the Senate and by individual committee staff personnel in the House. Personnel policies are informal, and the presiding officers generally determine personnel practices and employment decisions.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Services Committee--A statutory committee chaired by the House speaker, it is the overall policy committee for the legislative branch. It oversees the operation of three independent staff offices:

Office of Legislative Counsel--Staff perform various legislative services including bill drafting, research, statutory and code revision, rendering of opinions, legislative reference, and standing and interim committee staffing.

Office of Legislative Fiscal Officer--The office handles internal finances, accounting, and payroll for the legislature. It is also responsible for providing equipment, supplies, and maintenance management for the legislative branch.

Office of Legislative Budget Analyst--The office works primarily with the House and Senate Appropriations Committees and prepares the general appropriations bill each session. Staff responsibilities include analyses of the governor's proposed budget, fiscal and budgetary studies.

Department of Audits and Accounts--Although the state auditor is legally an executive branch officer, for budgetary purposes the department is considered a legislative office. Staff perform post-audit functions of state agencies, county boards of education, and conduct performance audits of state agencies.

#### HOUSE:

Clerk of the House--The clerk is elected by the membership and is charged with the traditional chamber duties, calendars, journals, and bill processing. The clerk also supervises the printing and record keeping tasks for the House. Along with the Secretary of the Senate, the clerk is a member of the Legislative Services Committee.

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SENATE:

Secretary of the Senate--The functions and duties of the secretary are the same as the clerk of the House.

Senate Research Office--The research staff provides information services to individual members and committees. The staff answers members' research requests and assists committees with short-term studies. Staff members are employed by the Senate Administrative Affairs Committee and office operations are overseen by a research director.

COMMITTEE SERVICES:

Some House committees are authorized by the speaker to employ staff aides as well as clerical personnel. Generally, committee chairmen are responsible for employment decisions and personnel policies. House committees also receive research services from the Office of Legislative Counsel. Senate committees receive research services from the Senate Research Office and the Office of Legislative Counsel.

MEMBERS' PERSONAL STAFF:

A stenographic pool provides secretarial services to members during the session and to a limited extent throughout the year.

LEADERSHIP STAFF:

The president of the senate (lieutenant governor) has a full-time staff of nearly twelve people. The house speaker has three full-time staff persons with the addition of aides during the session. Other officers of both houses have full-time clerical personnel with the addition of aides during the session.

## HAWAII

### Staff Services Profile

#### GENERAL:

The Hawaii legislature has both joint nonpartisan research staff and fairly extensive House and Senate partisan research personnel. Central staff agencies are responsible to the legislature as a whole and not to a single legislative committee. The legislature also depends heavily on session professional staff to provide committee services. The presiding officers of each chamber are the focal point for all employment and personnel policy, however the minority leader of each house is allowed free rein in hiring minority staff.

#### SHARED HOUSE/SENATE SERVICES:

Office of Legislative Reference Bureau--The bureau's operations are not supervised by a legislative committee, however both the House and Senate must approve the appointment of the director. The staff does bill drafting, legal research, statutory revision, research projects and in-depth studies. The office also operates a reference library and the legislature's computer and statutory retrieval system.

Office of the Legislative Auditor--The auditor is a constitutional officer responsible for program and agency audits. In addition to post-audit activities, the agency's legislative services section responds to legislator and committee research requests on fiscal or budgetary matters. On request, the audit office may staff the money committees of the House and Senate.

Office of the Ombudsman--The ombudsman's staff is the smallest of the central agencies. As a statutory office, the staff is responsible for investigating citizen complaints and handling public liaison activities.

#### HOUSE:

House Research Office--The research staff is hired by the speaker to provide staff support services to chairmen, standing committees, and minority members. The staff is also responsible for developing the majority party's legislative program. The office staffs interim committees and provides backup research support to session committee staff. Training and orientation for session staff are handled by the research office.

Minority Research Office--Hired by the minority leader, the staff answers research and constituent inquiries for minority legislators. Researchers are responsible for press relations and a limited amount of committee work.

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Chief Clerk of the House--As the principal administrative officer of the House, the chief clerk is responsible for most session services including chambers support, record keeping, printing, bill and mail distribution. The chief clerk is elected by a majority of the House.

Sergeant-at-Arms--Elected by the House members, the sergeant is responsible for maintenance, security and supplies. Majority party members may nominate persons for employment within this office.

#### SENATE:

Senate Majority Office--Hired by the Senate president, the staff does research, bill drafting, and legal counseling for majority members. The office is responsible for developing the majority's legislative programs. The majority staff with the Senate chief clerk is responsible for training session employees.

Senate Minority Office--Hired by the minority leader, the staff provides legal, research and drafting services to minority members.

Chief Clerk of the Senate--Elected by the Senate members, the chief clerk has the same functions and responsibilities as the House clerk.

Sergeant-at-Arms--The sergeant is elected by a majority of the Senate and is responsible for maintenance, security and purchasing. Most employees of the office are patronage appointments.

#### COMMITTEE SERVICES:

In addition to the House and Senate partisan staff, each Senate chairman is allowed to hire at least two session researchers, and House chairmen may employ one professional and one support staffer for committee work. Partisan staff provide backup research assistance as needed. Session staff allocations and salaries are set by concurrent resolution at the beginning of the session.

#### MEMBERS' PERSONAL STAFF:

House members are allowed to hire a year-round, half-time aide to do constituent work in their districts. In addition, each House member gets a per diem allowance to hire staff during the session. Senators may employ one professional aide and a secretary during the session.

#### LEADERSHIP STAFF:

In addition to staff assistance from the partisan research offices, the presiding officers each have a full-time professional aide and at least two support staff. Other leaders receive additional per diem staff allowances during the session.

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IDAHO

Staff Services Profile

GENERAL:

Legislative services are centralized under two joint legislative committees. Separate patronage committees handle the hiring of all session employees in each chamber. Though unclassified employees, permanent staff of the legislature generally follow the state personnel system.

SHARED HOUSE/SENATE SERVICES:

Legislative Council--Supervised by a joint committee of leaders, the council staff is responsible for general research, interim studies, bill drafting, library services and computer operations.

Legislative Auditor--Supervised and hired by the Joint Finance-Appropriations Committee, the auditor and his staff are responsible for post-audit activities and some performance evaluation studies of state agencies. The audit staff is the largest professional legislative office.

Legislative Fiscal Officer--Though also hired and responsible to the Joint Finance-Appropriations Committee, The fiscal staff is independent from the audit division. The fiscal staff is responsible for budget review, fiscal studies and staffing of the House and Senate money committees.

HOUSE:

House Attache Committee--The committee, with concurrence of the speaker, screens and hires all sessional staff including committee secretaries, chamber and administrative staff, security and maintenance personnel. Appointments are generally made on a patronage basis.

SENATE:

Senate Attache Committee--The committee has the same functions and powers as the House Attache Committee.

COMMITTEE SERVICES:

Each committee is provided with secretarial help during the session only. Interim committees generally are staffed by the Legislative Council, unless the committee is authorized other staff capabilities.

MEMBERS' PERSONAL STAFF:

A stenographic pool provides secretarial help during the session only.

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LEADERSHIP STAFF:

The House speaker and the Senate president pro tem are allowed to hire a year-round secretary.

## ILLINOIS

### Staff Services Profile

#### GENERAL:

The Illinois general assembly has a highly decentralized staffing arrangement with partisan research services in both chambers and with numerous bipartisan, independent research agencies. Upwards of 100 independent, single-subject commissions are currently in existence, but only a few are broad-based service agencies with any sizeable staff. Some single-issue commissions have no staff and draw on partisan analysts or service agency staff. Some commissions include public members. Each commission or service agency is autonomous in terms of operations and personnel policy. The commissions are generally appointed by the presiding officer of each chamber and the two minority leaders. The same four leaders determine hiring and personnel policies for their respective partisan staffs. Staff funds are divided equally between the majority and minority.

#### SHARED HOUSE/SENATE SERVICES:

(The major service agencies and larger legislative commissions are described below. A complete list of commissions is maintained by the Legislative Council).

Legislative Council -- With eight members appointed by each of the presiding officers, the council directs a research staff that responds to member requests for information. Most of the staff work is short-term or spot requests from members, but between sessions the staff is assigned to in-depth study projects. The council also oversees a large-scale printing operation that handles members' newsletters, committee and other legislative reports, calendars, LIS, stationery and other materials. The council staff, headed by the director, oversees the legislative internship program and plans the biennial new members' orientation conference and mans the capitol's public information booth. The council staff includes a science and technology research group.

Legislative Reference Bureau -- The oldest of the staff agencies, the reference bureau assists with bill drafting and legal research. The staff, under the direction of an executive secretary is responsible for publication of a weekly digest of legislative actions on bills and for a limited number of statutory revision projects. The bureau also maintains a reference library.

Joint Committee on Administrative Rules -- Created in 1977, the 16-member committee oversees the activities of the staff executive director and two operations groups: rules review section and compliance and monitoring section. An administrative division handles all record keeping and support activities. The staff reviews all proposed rules, maintains and updates existing rules, evaluates all agency rules on a five-year cycle and investigates

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administrative rulemaking actions for compliance with legislative authority and intent.

Office of Auditor General -- Elected by the general assembly, the legislative auditor general is responsible for conducting financial compliance audits of state agencies and programs. Most audits are done on a contractual basis by private accounting firms. The audit staff is assigned to interim studies and management audit projects as directed by the audit commission or either house of the general assembly.

Economic and Fiscal Commission -- The commission staff is responsible for revenue estimates, economic development studies and planning, and special program evaluations and fiscal studies. The staff, headed by an executive director, reports monthly to the general assembly on revenues and expenditures.

Energy Resources Commission -- The commission, including legislators and lay members, is responsible for studying administrative procedures and planning activities of state energy agencies. The commission approves the expenditure of general obligation bonds for coal development projects. The staff is headed by an administrator.

Commission on Intergovernmental Cooperation -- A bipartisan commission composed of legislators and executive branch officials as ex officio members, it is responsible for a broad agenda of state, local and federal issues. Headed by an executive director, the staff is responsible for tracking the use of federal funds in Illinois, conducting program evaluations on the impact of federal funding, and maintaining liaison with other state and local officials and national organizations representing the state.

Legislative Audit Commission -- The commission is responsible for reviewing all audit reports submitted by the Office of Auditor General and making recommendations based on the reports. The commission staff is assigned to edit audit reports and assist the commission.

Legislative Information System Commission -- The commission directs the operation and maintenance of all data processing services. The staff and executive director provide computer services for accounting, bill status reporting, daily journals, appropriations and federal fund tracking, and bill drafting.

Legislative Investigating Commission -- As the investigatory arm of the general assembly, the commission staff is responsible for conducting studies as directed by resolutions of the legislature. The staff may be assigned to investigate allegations of conflicts of interest or accusations of malfeasance by public officers.

Legislative Advisory Committee on Public Aid -- The committee is responsible for advising the Department of Public Aid on matters relating to policy and administration of public assistance and

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services. The committee also makes recommendations on appropriate statutory changes needed. The bipartisan committee has a staff which includes program investigators.

Transportation Study Commission -- Composed of lawmakers and lay members, the commission is charged with continuing study of state transportation needs. Under an executive director, the staff is assigned to analyzing fiscal needs of transportation agencies, planning for long-range projects and answering research requests for members and committees.

#### HOUSE:

Chief Clerk of the House -- The clerk is elected by the House members and oversees chamber functions, journal production, record keeping, enrolling and engrossing. With the operations director, the clerk jointly manages the pages and doorkeepers during the session.

Majority Staff Director -- The staff director is hired by and responsible to the speaker. The director is the chief administrative officer with responsibility for maintenance, personnel, financial management of members' expenses, payroll, and all clerical support. On the recommendations of a member, the operations staff tests and hires all secretaries. Support staff is hired on a bipartisan basis.

Majority Research Staff -- Headed by a director of research who is hired by and reports to the Speaker, the staff assists all standing committees and at least one analyst is assigned to each committee. Presently a separate majority appropriations staff is available for appropriations committees work. Staff members respond to research requests from all majority members as well as to committee work. Interns are used as backup staff.

Minority Staff -- The minority leader's administrative assistant also serves as staff director for the minority. The minority office includes committee, appropriations, and press staff. The minority leader hires all staff and determines salary and personnel policies. Interns are used with permanent staff to assist standing committees. The press staff prepares radio tapes, news releases, and other public announcements.

#### SENATE:

Secretary of the Senate -- Elected by the members, the secretary serves as the chief administrative officer of the Senate. The secretary's office handles personnel, payroll, maintenance, services, supplies, security, and financial affairs. The Senate Operations Commissions, composed of both parties leaders, serves as the policymaking body on administrative matters and support staff.

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Majority Staff -- Hired and directed by the Senate president, the majority staff is assigned to assist standing committees and money committees. The staff is also assigned to member research requests, committee logistics, constituent requests, and press relations. At least one analyst or intern is assigned to each committee. The appropriations staff includes seven analysts. Media services include press releases, radio feeds, and speech writing.

Minority Staff -- The minority leader hires and supervises all minority staff. The staff director oversees the research personnel, press officers, appropriations staff, and support personnel. The research staff is assigned by committee and handles bill drafting, member research requests, constituent services, and general research tasks. The press staff is responsible for media relations and speech writing. The minority staff also includes full-time interns and may on occasion be assisted by contractual staff.

#### COMMITTEE SERVICES:

All standing committees utilize the services of the four partisan research staffs. Analysts are assigned to the chairman or minority spokesman and serve all members of their party. The minority and majority staff directors coordinate committee work with party leaders and ranking committee members. Committee support staff is provided by the Senate partisan offices and House operations director.

#### MEMBERS' PERSONAL STAFF:

Senators are provided with a full-time personal secretary in their capitol offices. Three representatives generally share full-time secretarial help in the capitol. House secretaries are hired by the majority staff director. In addition to capitol secretaries, members are provided with a \$17,000 district office allowance from which they may hire additional staff and pay for office expenses. Office allowances are administered by the management officers of each chamber. Most members hire a district secretary on a full- or part-time basis. Other members hire additional part-time staff.

#### LEADERSHIP STAFF:

Depending on the leader, staff services for the leadership may be integrated with other partisan staff. Appropriations are made directly to the Senate president, speaker, and two minority leaders, and the money may be used at the leader's discretion for caucus research staff, press officers, personal aides and support staff. All four leaders have Chicago offices with full-time and part-time staff. In general, the leadership staff provides personal assistance for the leader as well as administrative support, research, partisan policy development, press relations, and legal counsel.

## INDIANA

### Staff Services Profile

#### GENERAL:

Indiana provides its lawmakers with both partisan and nonpartisan staff services. Central House-Senate research staff is generally nonpartisan while all staff hired by the separate chambers is partisan. The speaker and the president pro tem officially control all hiring, salary setting and determine personnel levels in each chamber. The two minority leaders, the speaker and president pro tem principally direct and advise the executive director of the Legislative Services Agency on personnel matters.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Services Agency--The agency, the largest professional staff office of the legislature, is organized into five offices: 1) bill drafting and research, 2) code revision, 3) fiscal and management analysis, 4) administrative code and Indiana Register, and 5) legislative information. The agency staffs committees both in the interim and the session, provides legal research, does all bill drafting and recodification, answers citizen inquiries and runs a library and information system. The fiscal staff is responsible for budget analysis and fiscal notes, while the management analysts conduct performance audits and sunset reviews. The office is responsible for editing and publishing administrative rules. An executive director is responsible for hiring and personnel policy.

Commission on State Tax and Financing Policy--This small specialized staff handles in-depth tax studies. The commission itself is composed of legislators and citizens.

#### HOUSE:

Majority Caucus--The caucus staff provides staff services to all majority House members and legislative leaders. The staff is organized in three functional divisions: research, constituent services and media. The research staff monitors committee work. During the session, the caucus hires university interns and assigns them to the three divisions. The speaker is responsible for hiring and salary setting.

Minority Caucus--The staff director of the caucus also serves as the chief aide to the minority leader. Caucus staff monitor committee work, and each staffer is assigned to respond to research requests and constituent problems of four or five minority members. During the session, interns are teamed with the caucus staff. The minority leader is allowed to hire the caucus staff but maximum salaries are set by the speaker.

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Session Staff--All session employees are hired by either the minority or majority party. The number of positions allocated to each party and salary levels are determined by the speaker. Patronage committees for each party screen and hire persons for positions ranging from maintenance, security, chamber support, to administrative services. All full-time and session appointments, whether by the majority or minority, must be approved by party officials at the local and state level.

Principal Clerk of the House--Elected by the House, the clerk is responsible for calendars, the journal, bill processing, official records, bill status system, payrolls/bookkeeping, printing and the general operation of the House during both the session and interim.

#### SENATE:

Majority Caucus--The staff serves all leaders and majority senators. Staff is hired by the chairman of the Appointments and Claims Committee and serves under the secretary of the Senate. Staff services include constituent services, i.e. media relations, constituency, radio and press handling, research, etc.

Minority Caucus--The minority secretary of the Senate administers the minority staff which consists of secretaries, one full-time lawyer, a fiscal analyst and one or two caucus staff members. This staff serves in addition to a small sessional staff.

Session Staff--The Senate uses the same procedures as the House for hiring and screening session staff. The Appointments and Claims Committee determines the number and salaries of staff hired by the minority and majority sides.

Secretary of the Senate--Elected by the Senate, the secretary serves as chief administrative officer and purchasing agent. The secretary's immediate staff is responsible for the calendar, journal, record keeping and bill processing.

#### COMMITTEE SERVICES:

The Senate Finance Committee and the House Ways and Means Committee each have an analyst working on a full-time basis. The money committee staff is hired by the majority party. The House minority caucus staffs the Ways and Means Committee for minority members. During the session, all committees have secretarial assistance. Generally, other House committees rely on professional staff from the budget agency or Legislative Services Agency, while other Senate committees use Legislative Service Agency staff supplemented by caucus staff.

#### MEMBERS' PERSONAL STAFF:

During session, one secretary is shared by two senators while a stenographic pool is available to all members of the House. A sessional intern staff is directed by an intern director and each

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intern serves two senators. In the interim, a few secretaries are available to the membership in both chambers.

LEADERSHIP STAFF:

Ranking party leaders in the Senate have their own secretary and a legislative intern. Members of the House leadership have their own secretaries.

## IOWA

### Staff Services Profile

#### GENERAL:

Research, legal and fiscal staff services generally are organized jointly under the Legislative Council and provided on a nonpartisan basis. The four council bureaus operate autonomously but cooperate on joint projects. Administrative support and partisan staff are provided by each chamber. The legislative leaders and the administration committee of each chamber control most hiring and personnel decisions affecting chamber and caucus staff.

#### SHARED HOUSE/SENATE SERVICES:

**Legislative Service Bureau**--Operating under the policies of the Legislative Council, the bureau is the largest of the nonpartisan offices. The bureau operates the reference library and computer system. Staff services include research, committee support, bill drafting and legal counsel. The bureau director makes employment and personnel decisions subject to review by the council. The bureau drafts legislation for the fiscal staff and assists with some recodification projects.

**Legislative Fiscal Bureau**--The staff is supervised directly by a subcommittee of the Legislative Council, and the director is independent from the other bureau directors. The staff is responsible for budget review, fiscal studies, revenue estimating, and economic forecasting. The bureau has a computer section as well. The House and Senate appropriations committees are staffed from this office.

**Legislative Oversight Bureau**--Established in 1978, the bureau is an independent staff division of the Legislative Council. The staff is responsible for program evaluation, auditing and monitoring of state programs and agencies.

**Code Revision Bureau**--Also an independent bureau of the council, the code revision staff is responsible for recodification and ongoing statutory review. The bureau was previously a division of the state supreme court.

#### HOUSE:

**Partisan Caucuses**--Both the majority and minority leadership are responsible for hiring caucus staff with pro forma approval by the House Administration Committee. Caucus researchers for both parties answer member requests, handle constituent complaints, handle some press relations, monitor some committees, principally research legislation, and produce member newsletters.

**Chief Clerk of the House**--As the chief administrative office of the House, the clerk is charged with record keeping, journals, payroll,

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purchasing, housekeeping, providing public information and in-house computer operations. The clerk with the approval of the administration committee hires and supervises most session staff.

#### SENATE:

Partisan Caucuses--Senate majority and minority caucuses operate much like their House counterparts in terms of services and organization. The legislative leadership retains hiring and supervisory control over the staff.

Secretary of the Senate--The secretary has the same powers and duties as the House clerk. Along with the clerk, the secretary oversees joint services including maintenance, statutory indexing, mail distribution, and telephone communications. The secretary's office includes the sergeants-at-arms, doorkeepers, and clerical staff for records, purchasing, supplies and the bill room.

#### COMMITTEE SERVICES:

The House Appropriations Committee and the House Ways and Means Committee each have a full-time researcher and a secretary. The chairman hires the staff with approval of the majority leadership. Other committees are assisted as requested by the five-person research division and the 10 attorneys of the Legislative Services Bureau.

#### MEMBERS' PERSONAL STAFF:

During the session, each member is allowed to hire a clerk or secretary. Salaries are set at one of two levels according to the tested skills of the employee. The member is free to hire the person of his or her choice and record keeping is handled through the chief clerk or secretary of the Senate. A chairman's secretary serves as committee clerk and performs necessary tasks.

#### LEADERSHIP STAFF:

The presiding officers and ranking party floor leaders each have a full-time administrative assistant plus either year-round or sessional secretarial help.

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## KANSAS

### Staff Services Profiles

#### GENERAL:

Most staff services are nonpartisan and jointly organized under the auspices of the Legislative Coordinating Council (LCC), a bipartisan leadership group. Four autonomous staff divisions operate under the LCC, while the legislative post-audit staff is supervised by a separate legislative committee. The LCC determines general personnel policies and salaries, though each staff director is free to hire employees and set office policies.

#### SHARED HOUSE/SENATE SERVICES:

**Legislative Research Department** -- The department staffs all interim and standing committees and provides administrative support as well as substantive research assistance to committees. Each analyst generally has one primary committee assignment as well as one or more secondary assignments. The staff members also respond to individual research requests and conduct short term and in-depth policy studies. The fiscal staff of the department is assigned to work with the money committees of both chambers to review the executive budget, conduct budget studies and review fiscal notes prepared by the executive branch.

**Office of the Revisor of Statutes** -- The revisor's staff serves as the official drafting arm of the legislature and provides legal research to members and committees. Each standing committee is staffed by a member of the revisor's office and one or more analysts from the research department. The revisor's office is also responsible for publishing and editing the Kansas statutes and the administrative rules. The legislature's computer system is maintained and operated by the office.

**Legislative Administrative Services** -- The administrative division is responsible for scheduling, purchasing, maintenance, session management, record keeping, session personnel, payroll and accounting services for the legislature. The administrative director does the recruitment and hiring of most session employees. The LCC determines pay levels and employment needs.

**Office of the Legislative Counsel** -- The smallest of the professional staff operations, the counsel is responsible for litigation, investigative proceedings involving the legislature, and other legal matters as assigned by the LCC.

**Legislative Post-Audit Division** -- The post-audit staff is the only division not under the policy supervision of the LCC. Although, as a matter of practice, the LCC does approve the division's budget. A joint, bipartisan committee appoints the post-auditor to a four-year term. The staff is responsible for auditing every state agency at least once every two years. The audit division also

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conducts performance audits and management reviews of programs and departments.

SEPARATE HOUSE/SENATE SERVICES.

House chief clerk and secretary of the Senate -- Appointed by the presiding officers, the clerk and the secretary are responsible for staff services and support activities in the immediate chambers. Recruitment of personnel for the session is handled through the Legislative Administrative Services Office and follows the policies of the LCC.

COMMITTEE SERVICES:

Both legal counsel and research assistance are provided to each standing and interim committee by the revisor of statutes and the Legislative Research Department. Other research staff is available to committees on a backup basis.

MEMBERS' PERSONAL STAFF:

Each senator is provided with a personal secretary during the session and generally three House members will share a secretary while the legislature is in session.

LEADERSHIP STAFF:

The presiding officers and ranking minority and majority leaders of each chamber have a full-time staff of at least one professional and one secretary. Additional secretarial support is provided to House leaders. Leadership staff conduct partisan projects, monitor committees, do constituent work and assist the leader with other personal and legislative assignments.

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## KENTUCKY

### Staff Services Profile

#### GENERAL:

Staff services in Kentucky are highly centralized under one policy setting and administrative body. Services are nonpartisan and under the auspices of a bipartisan commission of senators and representatives. Employment session staff is handled by the Committee on Committees of each house, which are chaired by the House speaker and the Senate president pro tem.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Research Commission -- The commission is co-chaired by the speaker and the president pro tem and is responsible for overseeing all central staff operations. The staff services are headed by an executive director and organized in two general divisions. The commission staff provides general research assistance, staffs interim and standing committees, drafts all bills, conducts program evaluations and budget analyses, operates a library and the computer system, and is responsible for the internal finances and administrative functions of the general assembly. The staff is also charged with review and publication of administrative regulations and recodification of statutes. The Commission handles personnel and payroll for all legislative employees.

#### SEPARATE HOUSE/SENATE SERVICES:

The Senate and House Committee on Committees are authorized to hire all sessional staff for their respective chambers. Session employees generally are considered patronage appointments. The chief clerk of each house supervises chamber employees, clerical services, calendar, journal, bill processing and record keeping functions. Each chamber elects its chief clerk.

#### COMMITTEE SERVICES:

Staff of the LRC are assigned to standing and interim committees. During the session, university interns supplement the LRC staff and provide committee assistance.

#### MEMBERS' PERSONAL STAFF:

A stenographic pool is available to all members during the session only.

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LEADERSHIP STAFF:

The presiding officers and ranking minority leaders each have at least one full-time professional and one year-round secretary. The House and Senate majority leaders share full-time professional research and clerical staff. Leadership staff conduct some research and constituent services.

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## LOUISIANA

### Staff Services Profile

#### GENERAL:

Substantive research, legal and drafting services are handled by each house. Session staff performing services directly for the houses and chamber personnel are hired and supervised through the offices of the presiding officers.

#### SHARED HOUSE/SENATE SERVICES

**Legislative Council--**The council staff is governed by an 18-legislator committee representing the presiding officers and House and Senate members from each congressional district of the state. The council is supervised and administered by an executive director and assistant director. The council staff comprises one division, reference staff, which provides library and information services. As a result of recent reorganization measures, the Legislative Council is to be dissolved in 1981.

**Office of the Legislative Auditor--**The largest of the legislative staff offices, the auditor's staff is charged with the state's post-audit function, conducting periodic audits and monitoring the finances of all state agencies. The auditor is responsible to the legislature and works with the Legislative Audit Advisory Council to follow up audits that disclose irregularities. The auditor's office also prepares actuarial notes for retirement bills.

**Legislative Fiscal Office--**As the official fiscal advisor to the legislature, the fiscal officer is responsible for review and analysis of the executive budget and development of budgetary recommendations. The analysts work with the money committees, prepare fiscal notes, and do research related to the budget and appropriations process. They also do program evaluations for the Joint Legislative Oversight Committee. The staff provides support services to the Joint Legislative Committee on the Budget, which is a joint committee that works during the interim to examine state budget needs and to monitor budget changes.

**Legislative Controller's Office--**The smallest of the joint legislative offices, the controller handles the internal financial affairs of the House and Senate, including payroll, bookkeeping, and purchasing.

**Legislative Bureau--**The legislative bureau is composed of the Senate secretary, House clerk, council executive director, and one member of each house. It is staffed by attorneys and other personnel who work during the session only to review all bills for technical errors and constitutional conflicts and to suggest corrective amendments. The review is required after a bill has been reported by committee in the house of origin and again after

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the committee report in the second chamber. The bureau is supervised by the assistant secretary of the Senate.

#### HOUSE

Clerk of the House--The clerk is the director of the four legislative service divisions of the House: legal affairs; fiscal affairs; government affairs; and commercial regulation. Each division has a coordinator who supervises daily activities. The clerk is elected by the House members for a four-year term and serves as the House parliamentarian. The responsibilities of the office include the journal, prefiling, enrolling and engrossing, bill processing tasks, committee scheduling, security, messengers, maintenance, record keeping, and management of the session staff of the House.

Administrative Services--Also under the directorship of the clerk of the House and headed by a supervisor and assistant supervisor, administrative service work includes prefiling and bill transmittal, docketing, typing, proofing and duplicating.

#### SENATE

Secretary of the Senate--The Senate secretary is responsible for the staff in the immediate chambers of the Senate and for all bill processing tasks, enrolling and engrossing, journal publication and printing. The secretary is also responsible for the Office of Senate Counsel, Office of Revisor of Statutes, Research Services, Administrative Services, and Computer Services.

Statutory Revision Advisory Committee--This Senate committee, appointed by the Senate president, advises the Office of Senate Counsel as to special projects to be undertaken and advises the Office of Revisor of Statutes relative to the continuous revision of the Louisiana revised statutes.

Senate Counsel--The Senate counsel serves as the governmental and legal counsel to the Senate and is responsible for out-of-state informational requests.

Revisor of Statutes--The revisor of statutes serves as the constitutional attorney to the Senate and is responsible for the continuous revision of the Louisiana revised statutes.

Research Services--Research services provides bill drafting, short-term and in-depth research services, reference library and information services, special projects and committee services. An administrator is responsible for overseeing staff work, distributing assignments, and coordinating efforts between staff personnel.

Administrative Services--Under the supervision of a coordinator, the office is responsible for clerical support staff, Senate

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duplicating, bill files for Senate use, messenger and distribution tasks, as well as bill processing and enrolling and engrossing.

#### COMMITTEE SERVICES

In both houses, standing committees are assigned a research professional and a secretary. During the session, the Senate employs and assigns a clerk to certain committees to assist with clerical duties.

#### MEMBERS' PERSONAL STAFF

Each senator is authorized to hire a full-time district aide who is assigned to constituent work, support services, and limited research. Some senators use their district aide in Baton Rouge during sessions. During the session, senators have an aide, usually a law student, who assists with research analysis of legislation. During the session, members of the House utilize a central secretarial pool.

#### LEADERSHIP STAFF

The House speaker and committee chairmen and vice-chairmen have their own secretarial support. The Senate president has an administrative assistant, five or six stenographers, and two switchboard operators on his staff who handle most administrative affairs for the Senate. Also within the office is a public information officer who develops and implements the Senate's public information and public relations programs.

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MAINE

Staff Services Profile

GENERAL:

Central staff services are organized under the direction of the Legislative Council which is staffed by a chief administrative officer. The five offices under the Legislative Council operate with varying degrees of autonomy. Committees traditionally function jointly in the Maine legislature.

SHARED HOUSE/SENATE SERVICES:

Legislative Council -- Composed of leaders of each chamber, the council sets policy and determines staff allocations for the various legislative offices. The legislative administrative director handles the internal fiscal affairs of the legislature and monitors staff budgets and operations. Operating under the council are:

Legislative Research Office - The staff does most bill drafting for the legislature as well as codification projects and a limited amount of legal research related to bill drafting or revision of statutes. The office has a budget separate from other agencies, though it still falls under the administrative aegis of the council.

Legislative Finance Office - As the budgetary and fiscal staff of the legislature, the office advises and takes direction from the Joint Committee on Appropriations and financial Affairs. The staff conducts tax studies, reviews the executive budget and does research projects on financial matters of the state.

Legislative Information Officer - The information office includes electronic data processing facilities, and public information services for the legislature including bill status.

Office of Legislative Assistants - The office is the chief source of research personnel for the joint committees. The staff is nonpartisan and each research analyst is assigned on an average to two committees. Legislative assistants also answer research requests from individual members. Staff members are hired by the office coordinator with the approval of the council and the administrative director. Staff draft legislation, amendments, and new drafts of bills from the joint standing committees.

Law and Legislative Reference Library - The library has a separate budget. The staff answers members' information requests and maintains research facilities and resources.

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Department of Audit -- The only staff office not under the Legislative Council, the audit department is a legislative operation, though in actuality it operates independently from both the executive and legislative branches. The state auditor is elected by the legislature and required to report periodically to the lawmakers.

#### SEPARATE HOUSE/SENATE SERVICES:

The secretary of the senate and the chief clerk of the House generally hire most session support staff including security personnel, messengers, bill production and distribution staff and chamber assistants. The secretary and clerk are elected by the members of each chamber, but answer to the Legislative Council on hiring and personnel policies set by the council.

#### COMMITTEE SERVICES:

In addition to the research staff of the Office of Legislative Assistants, each joint committee is authorized to hire a committee assistant during the session. Committee assistants handle scheduling and administrative tasks for the committee. Some assistants are involved in research projects. The House and Senate chairmen have free rein in the hiring decision. If the co-chairmen cannot agree, the leadership hires the committee assistant.

#### MEMBERS' PERSONAL STAFF:

A stenographic pool provides secretarial services to members during the session only.

#### LEADERSHIP STAFF:

The House and Senate presiding officers and the ranking majority and minority leaders are each authorized by statute to hire a professional staff assistant for the session. When the legislature is not in session, the Legislative Council must approve employment of leadership staff. The council also sets the salaries for these positions. In addition, each leader generally has a year-round secretary.

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## MARYLAND

### Staff Services Profile

#### GENERAL:

The Legislative Policy Committee, co-chaired by the Senate president and the House speaker, provides broad general guidance and coordination for the operation of the general assembly's personnel. Professional staff services are provided by two joint agencies: the Department of Legislative Reference and the Department of Fiscal Services. Administrative support services are provided by the office of the assistant to the president and the speaker. Employment of session and chamber staff is at the direction of the president and speaker with salary levels and staff allocations detailed in the annual budget.

#### SHARED HOUSE/SENATE SERVICES:

Department of Legislative Reference--Established originally to serve the city of Baltimore in 1906, the legislative reference staff was transferred to the general assembly in 1965. The department director's designee serves as secretary to the Legislative Policy Committee. The department is composed of six divisions: administrative code revision, computer, library, science, and legislative. The legislative division is the largest, with responsibility for staffing joint and standing non-fiscal committees, drafting bills, researching short-term and some in-depth projects and preparing analyses of legislation. Some analysts have one major committee assignment, while others have drafting duties. Other divisions are responsible for statutory revision, public information, and electronic data processing. The department also services joint committees dealing with review of administrative rules and regulations, corrections studies, and ethics.

Department of Fiscal Services--Under the supervision of the Legislative Policy Committee and the Joint Budget and Audit Committee, the fiscal department is the largest of the joint staff agencies. Headed by a director, the department is composed of three divisions: budget review, fiscal research, and audits. The audit staff is headquartered in Baltimore and is responsible for analyzing financial practices of state agencies and auditing agency procedures. The budget and fiscal staffs assist the four House and Senate money committees, review the executive budget, prepare fiscal notes, monitor agency expenditures, report on the fiscal impact of enacted legislation, and prepare research studies on taxation and government organizations. The staff is also responsible for sunset evaluations of state agencies. Like the reference department, the fiscal office is also responsible for staffing joint committees including the Joint Committee on Budget and Audit, the Joint Committee on Management of Public Funds, the Joint Commission on Intergovernmental Cooperation, and the Joint Committee on Metropolitan Mass Transit.

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Assistant to the Senate President and House Speaker--The assistant is appointed by both the speaker and the Senate president to coordinate administrative activities of the general assembly and to serve as liaison with administrative agencies of state government. The office is responsible for printing, services and supplies, maintenance, security, facilities, and distribution for the entire legislature. The assistant oversees members' interim accounts and House and Senate payrolls through the Legislative Accounting Office.

#### HOUSE:

Chief Clerk of the House--Appointed by the House, the clerk is responsible for the calendar, record keeping, bill processing, and chambers staff. Under the rules, the clerk is also responsible for maintaining a record of members' statements of business or contractual dealings with state agencies or officials. All employees of the clerk's office are recommended by the clerk and appointed by the speaker.

Legislative Study Group--Composed of members of the House of Delegates, the study group is an independent caucus of legislators interested in legislative improvement and modernization. The staff is hired with funds pooled from the members' interim allowances.

Delegation Staff--Five major metropolitan county delegations of House members are provided with clerical support during the session. The delegation chairman is authorized to hire a personal secretary and additional clerical help is hired for all delegation members, with concurrence of the speaker. A contingency staff fund controlled by the speaker may be used to hire interim clerical staff for the delegations. Other delegations are assigned staff by the speaker.

#### SENATE:

Secretary of the Senate -- The secretary is appointed by the Senate and serves full time during the session only. The secretary is responsible for record keeping, calendars, bill processing, and chambers staff. The Senate president appoints all chambers and support staff of the Senate and the secretary's office. As in the House, journals are prepared and printed under the direction of the journal clerk who is also an appointed officer of the chamber.

#### COMMITTEE SERVICES:

In addition to professional research staff provided and coordinated by the fiscal and reference departments, clerical and administrative support staff are provided for the session to each committee. A personal secretary is hired for the session for each chairman. The employment of committee staff is decided by the speaker and Senate president on the recommendation of the committee chairman. Some committees retain year-round secretarial

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assistance. Both presiding officers are also authorized to appoint seven to ten bill analysts to assist committees or delegations as necessary during the session.

#### MEMBERS' PERSONAL STAFF:

Each senator is authorized to hire a full-time secretary with pro forma approval by the Senate president. In addition, senators receive an interim expense account of \$5,800 to fund district office expenses. Delegates receive interim expense accounts of about \$8,788 of which roughly one-third must be expended on clerical staff. During the session, clerical help is available to delegates through their county delegations, and during the interim most delegates pool interim funds to share secretarial staff. The use of interim expense accounts is determined by the individual member, and bookkeeping work is handled by the assistant to the Senate president and the speaker.

#### LEADERSHIP STAFF:

The Senate president and House speaker officially appoint all chamber staff including committee, delegation, and support staff. The personal staff of the presiding officers consists of an administrative assistant, an administrative secretary, a legislative assistant, and secretarial support. The staff is assigned to the leader's personal correspondence, partisan tasks, constituent affairs, personnel matters, and house management. The majority and minority leaders of both houses are allowed to hire an administrative assistant and a secretary in addition to staff employed as part of their interim accounts.

## MASSACHUSETTS

### Staff Services Profile

#### GENERAL:

The Massachusetts General Court utilizes the staff services of several joint research agencies plus staff hired, organized, and supervised by the rules committees of each chamber. Most fiscal staff, bill drafting personnel, and some administrative staff are employed separately by each chamber, while general research, post-audit, security, and support services are provided jointly. The rules committees are chaired by the presiding officers of the respective chambers, and the presiding officers play central roles in determining staffing patterns, salary schedules, and other employment matters.

#### SHARED HOUSE/SENATE SERVICES:

**Legislative Service Bureau** -- The service bureau provides research services for members and all joint committees. The staff includes an intergovernmental relations section, a science resource network, as well as the staff assigned to joint committees. The bureau also provides data processing services, prints a legislative bulletin during the session and interim, and offers media services including videotaping, press assistance, writing services, and other audio-visual aids. The joint committee staff is under the supervision of the bureau director with the House speaker and the Senate president. On an average, each committee is staffed by two professionals. Personnel policies generally follow the state employment system but are subject to authorization or change by the two presiding officers.

**Legislative Research Council** -- Created by statute in 1954, the council provides research assistance on request to members and committees or as authorized by joint or single house resolution. The council is composed of eight representatives and four senators. The council staff is assigned to short-term research requests as well as long-range, in-depth study projects. The staff is hired by the council director with approval by the presiding officers and council members.

**Legislative Post-Audit and Oversight Bureau** -- Under the direction of the Joint Committee on Post-Audit and Oversight, the bureau is responsible for performance audits and program evaluation. Created by statute in 1971, the bureau also does a limited number of financial audits. The joint committee is composed of 15 representatives and six senators and is responsible for setting bureau personnel policies and determining the schedule of audits. The staff is organized by audit teams.

**Legislative Reference Division** -- As a division of the Massachusetts State Library, the reference division provides spot research assistance and library services for members and staff of

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the general court. By statute, the state library is part of the state Department of Education.

Sergeant-at-Arms of the General Court -- The sergeants' office is charged with providing messengers, security, maintenance, purchasing, and other support services for the general court. The chief sergeant is elected jointly by the House and Senate and oversees the management of document distribution, business affairs, and office functions.

#### HOUSE:

Clerk of the House -- Elected by the members, the clerk is responsible for record keeping, bill processing tasks, and preparation and publication of the calendars and journals. The clerk also serves as the official reader for the House.

Rules Committee -- Under the direction and supervision of the speaker, the Rules Committee oversees the professional and administrative staff of the House. The Rules Committee handles the financial affairs of the House including payroll, bookkeeping, inventories, and supplies. The Rules Committee handles all House personnel functions including the establishment of salary schedules, benefit packages, and recruitment and training. The payroll includes both professional and clerical staff for the majority and minority leadership and for the caucuses of women and black legislators.

Counsel to the House -- The counsel's staff handles bill drafting responsibilities and legal research assignments for House members and leaders. On third reading, all bills are referred for legal and technical review to the Committee on Bills in Third Reading, which is staffed by the counsel's office. Members of the counsel's staff are hired by the speaker.

#### SENATE:

Clerk of the Senate -- The clerk is elected by the Senate and serves as official parliamentarian. The clerk handles the traditional bill processing tasks for the Senate as well as providing public information services and publishing Senate manuals and booklets.

Rules Committee -- Like the House counterpart, the Rules Committee is the chief administrative arm of the Senate. The committee is chaired by the Senate president who plays the principal role in personnel and management decisions for the chamber. The committee is responsible for personnel management, financial affairs, supplies, equipment, and facilities management. The Rules Committee payroll includes members' and leaders' personal staff. Staff for the black caucus and women's caucus is funded by the Rules Committee.

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Counsel to the Senate -- The counsel's staff is the primary legal advisor and bill drafting office for the Senate. The office has the same duties and responsibilities as the House counsel. Members of the counsel's staff are selected by the Senate president.

#### COMMITTEE SERVICES:

All joint committee are staffed by personnel from the Legislative Service Bureau. Each committee is assigned two or more full-time professionals who are hired with the approval of the speaker and Senate president. In addition, the chairmen of some committees, because of seniority, may have additional personal staff who assist with committee business.

The Senate and House Ways and Means Committees have separate staff offices which are independent from the Legislative Service Bureau. The ways and means staff is generally hired by the committee chairman. The House staff is traditionally larger than the Senate staff. The fiscal staff reviews the governor's budget, monitors agency expenditures, conducts some program evaluations between budget cycles, prepares fiscal notes, and staffs the two committees during budget hearings and deliberations.

#### MEMBERS' PERSONAL STAFF:

In the Senate, each member is allowed to hire at least two staffers including an aide and a secretary. Based on seniority or committee responsibilities, other senators may be authorized additional staff positions by the Senate president. A senator's staff may be assigned to constituent matters, research or administrative tasks.

Coupled with the reduction in the size of the House, state representatives were authorized personal staff for the first time in 1979. Each member is allowed to hire one staff member to be assigned to administrative, constituent, or research duties as desired by the member. The salary for House aides is uniform, but the members are free to select whomever they wish.

#### LEADERSHIP STAFF:

Allocations for leadership staff are decided by the Rules Committees. The House speaker and Senate president, the ranking majority and minority leaders, partisan whips and assistant whips are authorized staff. Generally, the minority party leadership shares staff resources. Leadership staff may be assigned to constituent affairs, press and media relations, research and policy development, and clerical or administrative tasks depending on the wishes of the individual leader. There is no separate caucus staff in either chamber, and the presiding officers' staffs assume some of the caucus functions including partisan research, monitoring of committee actions and deliberations, and liaison activities.

## MICHIGAN

### Staff Services Profile

#### GENERAL:

Most research and administrative services are provided to members of the Michigan legislature by a nonpartisan joint service agency by the House and Senate partisan staff, or by committee staff authorized in each chamber. In the House, the speaker is the chief financial officer with official control over virtually all personnel and financial matters. In the Senate, personnel allocations are authorized to each senator based on a resolution passed every four years. The Senate majority leader controls some staffing, but senators are solely responsible for their allocations.

#### SHARED HOUSE/SENATE SERVICES:

**Legislative Service Bureau** -- Under the direction of the Legislative Council, the bureau provides administrative services to other joint staff offices, general information services, and research and drafting services. The bureau's legal division is the official bill drafting arm of the legislature. The legal editing division edits administrative rules and regulations, compiles and edits the Public and Local Acts, the Michigan Compiled Laws, and the Administrative Code. The bureau provides budgetary administrative services, and some limited substantive assistance, to the Law Revision Commission, the Intergovernmental Cooperation Commission, the Uniform State Law Commission, the Joint Committee on Administrative Rules, the Consumer Council and the Legislative Corrections Ombudsman. The bureau handles the printing of journals, bills, newsletters and other documents. A reference library is also maintained.

**Joint Committee on Administrative Rules** -- The joint committee oversees a small staff assigned to review administrative rules and regulations for conformity with legislative intent and statutory authority.

**Consumers Council** -- The executive director and staff of the Consumers Council serve as the legislature's primary advisor on consumer affairs. The council staff answers consumer complaints, makes appropriate case referrals, and maintains an information clearinghouse. The staff advocacy section monitors and assists with consumer related legislation.

**Legislative Corrections Ombudsman** -- Under the direction of a subcommittee of the Legislative Council, the ombudsman is responsible for answering constituent complaints related to prison matters and reviewing prisoner grievance and disciplinary proceedings. The ombudsman provides continuing oversight of the state's correctional facilities.

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Legislative Retirement Committee -- The joint retirement committee oversees the administration of the Michigan legislator's retirement plan. A small staff monitor payroll deductions and payment of benefits to retired legislators or their survivors.

Office of the Auditor General -- The largest of the legislative agencies, the audit staff is responsible for financial and performance audits of state agencies, departments, and programs. The auditor general is appointed by the legislature to an eight-year term and most of the staff are covered by the state civil service system. The staff works closely with the House and Senate Appropriations Committees.

#### HOUSE:

House Fiscal Agency -- The fiscal agency is a statutory office with a budget and payroll separate from all other House operations. The agency provides professional, nonpartisan research services to the House Appropriations Committee. A three-member governing board sets office policy and must give final approval to all hiring and firing decisions. A director oversees the day-to-day operations of the staff. The fiscal agency prepares fiscal notes on all legislation and administrative rules, reviews the executive budget, monitors state agencies, conducts program evaluations, provides general fiscal and budgetary information, and prepares the budget bills for various state departments.

House Democratic Staff -- Under the direction and control of the speaker, the majority party staff is headed by an executive secretary who serves as liaison between the speaker and the majority caucus. The Democratic research staff is headed by co-directors. Its analysts answer members' information requests, conduct research projects, write speeches, develop and draft legislation and amendments, respond to constituent problems, and occasionally staff special committees and supplement standing committee staff. The Democratic communications staff is headed by a director who reports to the executive secretary. The communications unit provides technical media services to the caucus. The speaker is the chief financial officer of the House with ultimate responsibility for all personnel and financial affairs. House administrative units under the speaker's direction are responsible for housekeeping tasks, purchasing, printing, personnel, maintenance, accounting and bookkeeping, security, pages, sergeants-at-arms, and facilities.

Clerk of the House -- The clerk is elected by the members and oversees the traditional chamber responsibilities including the calendars, journals, bill processing and record keeping while also serving as the parliamentarian. In addition, the clerk's staff includes committee clerks who are assigned to assist chairmen with clerical, scheduling, record keeping and administrative tasks of the standing committees. The clerk's office is also responsible for the House payroll, public information and messenger services. The

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clerk is responsible for hiring his/her office staff with approval of the speaker.

House Republican Staff -- Under the immediate supervision of the minority leader and the minority executive secretary, the Republican staff is divided into three divisions: program and research, constituent relations, and House communications and news bureau. The program and research staff is composed of specialists in major subject areas who assist in development of the minority caucus legislative program. They provide general information to members, conduct research, draft and analyze legislation and are assigned to standing and special House committees. They also work with caucus task forces and maintain liaison with the governor's staff to coordinate the executive office's legislative program. The constituent relations section assists caucus members by evaluating research and solving individual constituent problems not handled by the representative or his office. The section also plans, creates, writes and produces group communications. The communications and news bureau provides speech, news release, and newsletter writing for caucus members as well as complete photographic and radio production services.

Legislative Analysis Section -- Though under the supervision of the speaker, the bill analysis staff is nonpartisan and autonomous from the House Democratic staff. The staff is responsible for writing summaries of all bills introduced in the House except for budget bills. They also write analyses of those bills reported out of committee, again with the exception of budget bills.

#### SENATE:

Senate Fiscal Agency -- Like the House, the Senate agency is a statutory office with a separate payroll and budget. Its primary purpose is to assist the Senate Appropriations Committee on a professional, nonpartisan basis. The staff is supervised by a three-member governing board and handles fiscal and budget research for the committee and any member of the Senate. The staff, headed by an executive director, prepares fiscal notes on all legislation and administrative rules, reviews the executive budget and conducts program evaluation and development.

Secretary of the Senate -- The secretary is elected by the Senate and serves as the chief administrative officer and parliamentarian. The secretary oversees preparation of the journals and calendars, enrolling, printing, record keeping, maintenance, facilities, sergeants-at-arms, personnel, payroll and other financial matters. The secretary works closely with the Senate Administration and Rules Committee which establishes personnel budgets and management policies for the Senate.

Democratic Majority Staff -- The majority staff is hired by the majority leader and is responsible for providing majority members with research, constituent and media assistance. The staff is

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assigned to monitor and assist committees, and each research analyst is responsible for one to four committees.

Republican Staff -- The minority staff is hired by the minority leader and serves all Republican members of the Senate. The staff monitors and assists with committee work, researches issues, develops program proposals, writes speeches, and handles some constituent affairs.

Republican Information Office -- Separate from the research staff but also hired by the minority leader, the information office provides newspaper releases, radio feeds, newsletters, and other media and public relations services to senators.

#### COMMITTEE SERVICES:

In the Senate, committee chairmen are authorized to hire a committee administrator and a committee clerk to handle the research and administrative responsibilities of each standing committee. The basic staff authorization is determined by Senate rules. Additional staff or committee consultants may be hired with the approval of the Senate Administration and Rules Committee which is chaired by the majority leader. The majority leader and the Administration and Rules Committee may also authorize part-time staff for special or select committees. Committee chairmen have complete autonomy in hiring and firing decisions.

In the House, the speaker determines committee staff allocations based on the request of the chairman. Each standing committee is provided with at least one professional aide who assists the committee with research, analysis and management. Major committees may be provided with up to six or eight attorneys or research analysts. Subcommittees and special committees may also be provided with professional research help. In all cases, the speaker determines the number of positions and salary ranges. The committee chairman selects the staff with official approval by the speaker. Committee clerks who provide clerical and administrative support are assigned from the office of the House clerk.

#### MEMBERS' PERSONAL STAFF:

In the Senate, minority members are authorized to hire an administrative assistant and two clerical staff. Because of assignments as committee chairmen, majority senators generally hire a committee administrator, a committee clerk, an administrative assistant and a secretary.

In the House, all representatives are provided with a secretary who is hired by the member with the approval of the speaker.

#### LEADERSHIP STAFF:

Majority and minority party leaders of both houses are provided with the basic staff allotment and caucus services available to all

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members. In addition, the House minority leader and minority floor leader each are authorized to hire a professional aide. The House speaker and other majority party leaders receive additional clerical support and from one to three professional assistants to help with constituent, district or personal legislative business. The Senate majority leader is allowed to hire five additional professionals to assist with Senate administration, special projects, priority legislation and constituent business. The senate minority leader is allocated an additional professional position to handle administrative and legislative affairs for the leader.

## MINNESOTA

### Staff Services Profile

#### GENERAL:

Most staff services are organized by chamber in the Minnesota legislature, and a substantial number of staff are assigned to partisan research activities. In addition, committees are authorized to hire staff. Administrative control is nominally centered on the House and Senate rules committees which must approve personnel and budget decisions. The Senate staff is more centralized under the secretary of the Senate while each individual House unit reports directly to the Rules and Legislative Administration Committee.

#### SHARED HOUSE/SENATE SERVICES:

Jointly shared staff offices maintain their own budgets, are under the state civil service system, but are still extensions of the legislature.

Legislative Coordinating Committee--Chaired by the House and Senate presiding officers, the committee oversees the services of the revisor of statutes and the Legislative Reference Library. The revisor's staff is required to review all bill drafts prior to introduction. The revisor's office also does code revision, statute production, and bill drafting. The library provides general information and reference resources.

Legislative Audit Commission--A bipartisan, House-Senate body, the audit commission oversees the operation of a fiscal audit division and a program evaluation staff. As the largest professional staff, the audit office conducts post-audits of state departments, boards and commissions, monitors state agency practices, and investigates the performance and effectiveness of programs and departments.

Tax Study Commission--This small professional staff of fiscal and tax analysts conduct in-depth and short-term studies of personal and corporate tax questions and the impact of state legislation.

Legislative Commission on Minnesota Resources--The commission is charged with studying resource development, energy policy, and other questions dealing with natural resources, parks, and historic sites.

Legislative Commission to Review Administrative Rules--The smallest of the joint staff offices, the commission is responsible for reviewing administrative rules and regulations to insure compliance with legislative intent and statutory provisions.

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## HOUSE:

Chief Clerk of the House--The clerk's staff handles traditional duties relating to the chamber: calendar, journal, and record keeping. The chief clerk also has supervision over the engrossment and enrollment of bills. The chief clerk is elected by the membership. The Rules and Legislative Administration Committee must approve general personnel policies and salary levels for all House employees.

Research Department--The department provides nonpartisan research staff to all House committees and responds to information requests from members and leaders. The staff prepares research reports, answers member inquiries, and assists with committee projects. Staff members are assigned to subject specialities and each committee is staffed with one or two analysts with backup from research assistants.

House Administrator--Among other things the administrator handles House personnel matters, financial business and oversees the House Information Office. The administrator also handles supplies for House offices.

Majority and Minority Research Consultants--The caucus staffs operate similarly in both the majority and minority parties. Staff are assigned to constituent services, media relations, and spot research. Neither caucus staffs the standing committees on a regular basis. The size of each caucus staff is roughly proportional to the party membership.

Sergeant-at-Arms--The sergeant's staff is primarily a sessional operation with responsibility for security, messengers, and similar services. Organization of the sergeants is under the majority caucus office.

## SENATE:

Secretary of the Senate--Elected by the Senate, the secretary is the chief administrative officer of the Senate and works closely with the chairman of the Rules and Administration Committee on personnel and budget matters affecting all Senate staff agencies. The majority leader chairs the Rules Committee and ultimately has responsibility to hire staff office directors. The secretary's staff is responsible for the financial affairs of the Senate, personnel, public information services, calendar, journal, chamber functions, and most clerical and support services. The secretary's staff does not provide tour guides or transportation for members. During the session, mail distribution is handled by two mail clerks, while mail during the interim is brought directly to the secretary's office.

Majority and Minority Research--Like the House caucus staff, the Senate partisan offices are primarily assigned to general, short-term research requests, constituent casework and public and press

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information. The minority caucus and other minority party staff are under the supervision of the minority leader and a minority secretary of the Senate. The majority staff is responsible to the Rules and Administration Committee and the Senate secretary.

Senate Counsel--The counsel's office serves as the Senate's legal advisor. The staff conducts legal research, drafts bills and amendments, assists standing committees, and provides legal counsel to members and committees. The counsel's office is considered nonpartisan.

Senate Investigative Research--The staff is assigned to in-depth research projects and program evaluations. Though a more specialized research unit, the investigating office does staff committees on selected issues. The staff is nonpartisan.

#### COMMITTEE SERVICES:

In addition to research help from the House Research Division and the Senate counsel, each committee chairman is authorized to hire an administrative assistant and a secretary to serve the committee. The administrative staff does some research but primarily assists the chairman with public hearings and committee management. In the Senate, some vice-chairmen also have the services of a legislative assistant.

House Appropriations Committee--The appropriations staff operates independently from the research division. The staff provides services to the committee, analyzes the governor's budget, prepares fiscal notes, and conducts related budget and fiscal studies.

Senate Finance Committee--Like its House counterpart, the Senate Finance Committee staff analyzes agency requests, studies tax and other money issues, and prepares fiscal notes and budget recommendations. The professional staff consists of four full-time professionals.

#### MEMBERS' PERSONAL STAFF:

Members do not have full-time staff. During the session, each senator has a personal secretary and two or three representatives share secretarial help. Some senators also pool their authorized session positions to hire a secretary and a legislative aide. The leadership attempts to match secretarial services with member needs and work load. In addition, both houses maintain secretarial pools or a word processing center to assist legislators who do not choose to hire a secretary or who have overflow work. In the Senate, the word processing center includes three full-time and three sessional typists.

#### LEADERSHIP STAFF:

The presiding officers and ranking majority and minority leaders each employ one or two professional staff members plus secretarial

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help. The majority leaders also chair the House and Senate rules committees and may have additional committee staff.

## MISSISSIPPI

### Staff Services Profile

#### GENERAL:

With limited staff, the Mississippi legislature also relies heavily on resources shared with the executive branch of government. Statutory revision and comprehensive library facilities are handled by the executive, and specialized research projects are often contracted through the Research and Development Center which is part of the state university system. Most legislative staff are organized by chamber.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Reference Bureau -- As a service operated jointly by the House and Senate, the bureau was created by statute to answer the legislature's short-term research and information requests. The bureau also administers a library for the legislature.

Commission on Budget and Accounting -- The commission, composed of legislators, the lieutenant governor and governor, is the budget-making arm of state government. The commission staff has responsibilities to both the executive and legislative branches. The staff assists the money committees with their review of the commission's proposed budget. The office is also charged with estimating revenues and monitoring state spending.

Joint Legislative Committee on Performance Evaluation and Expenditure Review -- The committee oversees the operation of the largest staff with responsibilities only to the legislature. The staff conducts operational audits and program evaluations of local and state agencies and departments, prepares fiscal notes and writes budget memos as requested by the money committees.

Central Data Processing Authority -- The authority is headed by a six-member committee with equal representation from each house. The authority provides computer services for the legislature and public information assistance. It has control over all computer operations in state government including institutions of higher learning.

Joint Printing Office -- The office provides printing services to both chambers and is responsible for production of bills, calendars, journals and other official documents.

#### HOUSE:

Clerk -- The clerk's office is responsible for calendars, journals, record keeping and public information. The clerk and secretary jointly oversee mail and bill room activities.

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House Management Committee -- All House employees are hired by the House Management Committee which is chaired by the speaker. The committee manages all business affairs of the House, including personnel, members' travel expenses and committee scheduling. The staff is also responsible for bill drafting and some legal research.

#### SENATE:

Secretary of the Senate -- The secretary is responsible for the support services of the Senate, public information, security, clerical personnel, calendar, journals and record keeping. All Senate employees are hired by the lieutenant governor. Salaries are set by the Contingent Expense Committee chaired by the lieutenant governor.

Legislative Services Office -- The services office does bill drafting, research and provides committee staff support on a limited basis. The office is supervised by a director responsible to the lieutenant governor through the secretary of the senate.

#### COMMITTEE SERVICES:

Each of the two appropriations committees is assigned a full-time analyst who serves as the liaison with the Commission on Budget and Accounting. In the Senate, major committees such as judiciary, finance, and appropriations are assigned their own secretaries while other committees share secretaries. Secretarial help is provided by the House Management Committee and Senate Legislative Services Office.

#### MEMBERS' PERSONAL STAFF:

A stenographic pool provides secretarial help during the sessions only.

#### LEADERSHIP STAFF:

The presiding officers have full-time secretarial and administrative help.

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## MISSOURI

### Staff Services Profile

#### GENERAL:

Missouri's staff services have evolved in recent years from a centralized, joint system to one in which almost all staff is organized and employed by chamber. House and Senate staff are hired through the accounts committees. In the Senate, a committee chairman will make all appointments to the committee. In the House, the speaker makes all appointments to the Accounts Committee and plays a central role in all employment decisions.

#### SHARED HOUSE/SENATE SERVICES:

Committee on Legislative Research -- Established by the state constitution, the office provides legal services and bill drafting to the General Assembly and does some short-term and in-depth research. The staff also is responsible for code revision and a library. By statute, the office is required to staff certain joint committees and commissions.

Committee on State Fiscal Affairs -- Originally established as the legislature's primary fiscal advisor, the committee is currently limited to preparing fiscal notes and drafting a summary of appropriations. The office does not staff the money committees of the House and Senate.

#### HOUSE:

Chief Clerk/Administrator -- As the chief administrative officer of the House, the chief clerk is elected by the House and works at the direction of the Accounts Committee and the speaker on personnel and financial affairs of the House. The clerk's staff is responsible for both the traditional chamber and bill processing functions of that office as well as maintenance, security, purchasing, payroll, printing, electronic data processing and public information services. The clerk is nominally in charge of the research and appropriations staffs of the House.

House Research and Information Staff -- The research office provides committee staff assistance with one researcher assigned to handle two or three committees. The research staff also answers requests for information from individual members. The staff is bipartisan with staff members selected to reflect proportionately the partisan makeup of the House. The information section handles media relations, and publishes members' newsletters and related material.

#### SENATE:

Senate Administrative Office -- Supervised by the Accounts Committee, the office is in charge of senate financial matters,

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personnel, purchasing, maintenance, security and sessional support services. Unlike the House, the offices of senate administrator and secretary of the senate are not combined. The administrative office handles management functions for all Senate offices.

Secretary of the Senate -- The secretary's staff is responsible for chamber functions, calendars, journals and record keeping. The secretary is elected by the Senate membership.

Senate Research Office -- Under the administrative control of the Accounts Committee, the research staff is assigned to work on selected legislative issues and proposals. The researchers staff standing committees on a regular basis. The office responds to research requests from members, leaders and committees. Staff are also responsible for updating the Senate's computerized bill tracking system.

Senate Information Officer -- The smallest of the Senate staff offices, the public information officer handles media relations, publishes members' newsletters and constituent questionnaires. Three staff members are in the Senate Information Office.

#### COMMITTEE SERVICES:

The House and Senate Appropriations Committees are the only standing committees assisted by separate staffs. With four or five budget analysts assigned to each committee, the staff is responsible for reviewing the executive budget, studying budget questions and monitoring executive agencies. The appropriations staff is hired through the accounts committee of each chamber with the approval of the committee chairman and the president pro tem or the speaker. The House staff is selected on a bipartisan ratio similar to the House membership.

#### MEMBERS' PERSONAL STAFF:

Senators are authorized to hire a year-round district secretary as well as a capitol secretary. Representatives are allowed to employ a capitol secretary during the session only. In addition, representatives receive a montly allowance of \$450 to pay for district expenses and staff help. During the interim, a stenographic pool is available in the capitol to all representatives for secretarial tasks.

#### LEADERSHIP STAFF:

The president pro tem and the speaker each have two secretaries. While the speaker has two professional assistants, the president pro tem has one. Other leaders of both houses generally employ a full-time professional and a secretary. Leadership staff are assigned to research and liaison tasks in addition to handling the leader's staff needs.

## MONTANA

### Staff Services Profile

#### GENERAL:

The organization of legislative staff in Montana follows the council model with most services provided by a joint, general purpose, nonpartisan agency. Separate legislative committees oversee additional services such as audit and fiscal analysis. Chambers staff are hired by the leadership with salaries set by joint resolution.

#### SHARED HOUSE/SENATE SERVICES:

**Legislative Council** -- The council, comprising four members from each chamber, is responsible for overseeing staff assigned to general research, session and interim committee studies, bill drafting, legal counsel, code revision and publication, and legislative administration. The council is Montana's largest legislative staff office. The council executive director serves as the business manager for both houses. The council operates the electronic data processing system and the reference library. In addition, the staff is assigned to work with the Administrative Code Commission, a joint committee charged with monitoring and reviewing the promulgation of agency rules and regulations. The council also provides staff for the Revenue Oversight Committee which is charged to review the operations of the Department of Revenue and to conduct interim studies on taxation questions. The council also provides services to other committees such as the Capitol Building and Planning Committee, the Legislative Committee on Indian Affairs, the Water Resources Oversight Committee, the Coal-Tax Oversight Subcommittee, and any other committees that may by law be assigned to the council.

**Legislative Audit Committee** -- The audit committee appoints the legislative auditor and oversees the operation of the second largest legislative staff agency. The office is responsible for auditing financial practices and agency expenditures. The audit staff also conducts studies of the performance and effectiveness of state agencies. The staff also does some fiscal studies as assigned or requested.

**Legislative Finance Committee** -- As the chief budget arm of the legislature, the committee oversees the Office of the Legislative Fiscal Analyst. The analysts study the executive budget, make legislative budget recommendations, and conduct fiscal and budget studies during the interim. The staff serves the committees on appropriations and finance and claims during the session.

**Environmental Quality Council** -- The council employs a director and staff responsible for monitoring the condition of and trends in the quality of the environment, state policy in relation to the environment, and other related matters.

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legislative Consumer Council -- The smallest of the joint legislative offices, the consumer council is a legislative body responsible to supervise the consumer counsel whose duty it is to represent utility and transportation consumers before the Public Service Commission and federal regulatory agencies. The Montana constitution requires the legislature to provide for an office of consumer counsel.

#### HOUSE:

Chief Clerk of the House -- The chief clerk is elected by the members and is a session employee responsible for the management of the chambers, bill flow, calendars, journals and record keeping. The clerk and the legislative council director handle the recruiting and processing of session personnel, but the leadership, sitting as the Committee on Legislative Administration, retains the authority for hiring and personnel policy. Under the rules, the committee is assigned responsibility for House employees, financial affairs, and scheduling of facilities.

#### SENATE:

Secretary of the Senate -- The duties and powers of the secretary are similar to the House chief clerk. The Senate Committee on Legislative Administration has the same responsibility as the House committee for employment and management.

#### COMMITTEE SERVICES:

Committee secretaries are hired by the respective chairmen with the assistance of the legislative administration committees. In addition, a legislative council researcher or attorney is assigned to work with each committee.

#### MEMBERS' PERSONAL STAFF:

A stenographic pool is available to members during the session only. Legislative interns are selected by the legislative council and are assigned to assist selected members. Some members hire aides at their own expense.

#### LEADERSHIP STAFF:

The presiding officers and ranking majority and minority party leaders each employ administrative aides and secretarial help during the session only. Hiring, whether full-time or sessional staff, is determined by the wishes of the leader. Interns may also be utilized by the leadership during the session.

## NEBRASKA

### Staff Services Profile

#### GENERAL:

With the only unicameral legislature, Nebraska lawmakers are staffed by several autonomous, co-equal offices. The Executive board, a leadership body elected by the Legislature, generally oversees and coordinates the operation and policies of the staff agencies. Committee services recently have been expanded, and personal staff is available for all members. All staff are nonpartisan.

#### CENTRALIZED SERVICES:

Clerk of the Legislature -- Nominated by the Executive Board and confirmed by the members, the clerk oversees the calendar, journal, bill distribution, record keeping, payroll and printing tasks. The clerk's staff also has responsibility for editing and publishing the session laws, supervising the bill room and registering lobbyists.

Several other personnel fall under the jurisdiction of the clerk's office, including docket clerks, index clerks, mailroom personnel, transcribers, pages, interns and public information officers. Both the pages (31) and the interns (9) are session employees. Generally, the interns are assigned to standing committees. The Unicameral Information Office is responsible for publishing a weekly newsletter and coordinating general legislative public information. A chaplain and a sergeant-at-arms, both nominated by the Executive Board and confirmed by the members, are under the purview of the clerk's office. Most session employees are hired and supervised by the clerk.

Most printing services are done by the clerk's office, including: the rules, rosters, interim study resolutions, general public information pamphlets about the unicameral bills, bill summaries, committee reports and indices by subject, section and title to bills introduced and bills passed.

Revisor of Statutes -- The revisor's office is charged with the review of all proposed legislation prior to introduction. The staff drafts bills, recodifies the statutes, and provides legal research and counsel on request. The 15-member staff are full-time employees. The revisor of statutes is responsible to the Executive Board.

Enrollment and Engrossing Attorney -- Supervised by the revisor of statutes, the attorney is responsible for reviewing all proposed legislation for technical correctness and form. The office supervises the computerized bill drafting and enrolling and engrossing of the bills.

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Ombudsman -- The office provides counsel to members of the public who have problems or wish to make complaints against state agencies. The staff investigates and responds to citizen complaints and assists citizens in finding appropriate agencies to provide aid or assistance.

Other Executive Board Staff -- Also responsible to the Executive Board are accounting and budgeting personnel and other support staff. The financial office processes the payroll, prepares expense vouchers and miscellaneous bills, and oversees equipment and inventory control. A technical assistant is responsible for evaluating, recommending, installing and maintaining mechanical and electronic equipment of the Legislative Council, and a handyman moves furniture, sets up equipment for hearings and runs errands.

Research Division -- The staff conducts research, can provide assistance to committees and members, and may initiate preliminary drafts of bills. The staff conducts short-term and in-depth study projects as requested by members and committees. In the interim, staff conducts program evaluations and prepares final interim reports.

The division operates a reference library and publishes the NEBRASKA BLUE BOOK. Before each election it also prepares and publishes explanations of any proposed constitutional amendments and prepares ballot statements as to the effects of "yes" and "no" votes relative to each proposed amendment. The division is under the director of research and operates at the direction of the Executive Board. The director serves as secretary to the Executive Board.

Legislative Fiscal Office -- This staff agency is under the direction of the Appropriations Committee when the Legislature is in session. During the interim period supervision is under the control of the Executive Board. The fiscal staff under the direction of the legislative fiscal analyst, reviews the executive budget, evaluates programs and agencies, conducts department audits, drafts all appropriation bills, fiscal related amendments and fiscal notes, and assists the Appropriations Committee. The staff is responsible for fiscal budgetary and capital construction studies. The fiscal analyst also staffs the Performance Review and Audit Committee. The staff consists of all professionals and three clerical personnel.

#### LEADERSHIP STAFF:

The speaker employs a full-time professional aide and two full-time assistants. The chairman of the Executive Board employs a full-time professional aide and a full-time administrative assistant. The staff handle legislative research, liaison activities, administrative and clerical tasks.

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MEMBERS' STAFF:

Senators are authorized to hire an administrative aide to handle clerical and administrative tasks as directed by the member. Each member who is not a committee chairman is authorized to hire a researcher or legislative aide to do research, constituent work and liaison activities. Media and press relations are handled by a member's individual staff. The majority of members hire both.

COMMITTEE STAFF:

Committee chairmen are authorized to hire a full-time researcher or legal counsel and a committee secretary. Committee staff hired by the chairmen generally assist with scheduling hearings, managing committee work and researching selected issues. Committees also receive staff assistance from the Research Division and the Legislative Fiscal Office.

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## NEVADA

### Staff Services Profile

#### GENERAL:

With perhaps the most highly centralized legislative staff structure, the Nevada legislature has a single agency responsible for almost every service from building and ground maintenance to post-audit and statutory revision. The staff is nonpartisan.

#### SHARED ASSEMBLY/SENATE SERVICES:

Legislative Counsel Bureau -- The bureau is the umbrella agency responsible for all full-time and session staff services. The bureau is supervised by the Nevada Legislative Commission, a 12-member commission composed of six members from each house. Partisan composition generally reflects that of the houses. The commission hires a bureau director who in turn appoints four division chiefs with the approval of the commission. Staff and personnel policies are the responsibility of the bureau director working with rules adopted by the commission.

The bureau's administrative duties include maintenance and security for the six-block legislative building complex, operation of the legislative computer system and all bill processing from introduction to enrollment. The four bureau divisions provide the bulk of substantive research and legal help for the legislature. The divisions include legal, fiscal, audit and research. The staff provides services to interim committees, assists standing committees on a limited basis, drafts all bills, audits and monitors state programs and agencies, analyzes the executive budget and prepares legislative budget recommendations. The research staff responds to general information requests from individual members and committees. It also provides regular staffing to the standing committees other than appropriations and taxation.

#### SEPARATE HOUSE/SENATE SERVICES:

The secretary of the Senate and the chief clerk of the Assembly are elected by the members of the respective chambers. The secretary and the clerk are responsible for the housekeeping duties, bill processing and chambers staff. The number of session employees, including sergeant-at-arms, messengers, pages and doorkeepers, is determined by resolution in each chamber. Session salaries are set by statute.

#### COMMITTEE SERVICES:

In addition to bureau research, fiscal and, legal staff, most committee chairmen are assigned committee secretaries during the session.

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MEMBERS' PERSONAL STAFF:

A secretarial pool is available to all members during the session only. University interns are also available to assist members.

LEADERSHIP STAFF:

The speaker, the president pro tem and the majority floor leaders are assigned a personal secretary during the session only.

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## NEW HAMPSHIRE

### Staff Services Profile

#### GENERAL

Staff services in the New Hampshire General Court are limited to two joint staff offices and a small House research operation. The speaker and the senate president control all hiring within their chambers.

#### SHARED HOUSE/SENATE SERVICES:

Office of Legislative Services -- Operating under the policies of the Joint Legislative Facilities Committee, the services office is responsible for general research, bill drafting, legal research, and statutory revision. The staff answers research requests from members and committees.

Office of Legislative Budget Assistance -- The budget office is the largest legislative staff in the general court. The staff reviews the executive budget, recommends budgetary changes, studies fiscal and tax proposals, prepares fiscal impact notes on bills requiring them, and audits state programs and agencies for financial compliance with legislative appropriations. The budget staff is supervised by the Joint Fiscal Committee.

Legislative Reference Department -- The library staff is part of the state library. The staff answers member research requests and does archival searches.

#### HOUSE:

House Research Office -- Hired and supervised by the speaker, the research staff services House committees and conducts short-term study projects and in-depth studies. The research staff also coordinates the internship program.

House Information Officer -- Hired by the speaker, the public information staff handles media relations and answers inquiries from the public.

Operations Officer -- The operations officer is charged with year-round maintenance and scheduling of facilities. The operations officer works for the speaker.

House Clerk -- Elected by the members, the clerk is responsible for chamber activities, the calendar, journal and record keeping. Members of the clerk's staff are hired with the approval of the speaker.

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Sergeant-at-Arms -- The sergeant-at-arms is elected by the House and charged with security, session maintenance and bill distribution. The speaker approves the employment of the sergeant's staff.

SENATE:

Clerk of the Senate -- Duties and powers of the secretary are similar to the House clerk. The Senate president must approve employment of the clerk's staff.

Sergeant-at-Arms -- Elected by the members, the sergeant has the same responsibilities as the House counterpart.

COMMITTEE SERVICES:

During the session, House committees may be assigned an intern and share the service of analysts from the House research office. Senate committees are provided with session secretaries and the Senate Finance Committee has a full-time administrative assistant.

MEMBERS' PERSONAL STAFF:

A stenographic pool for House members is available year-round. The pool secretaries are hired by the speaker.

Senators are provided with secretarial assistance from a Senate pool during the session only. The Senate president is responsible for employing the secretarial pool.

LEADERSHIP STAFF:

The speaker and the House minority and majority leaders each have two full-time professional aides plus secretaries who handle partisan projects, research assignments, and personal needs of the leader.

The Senate president employs a full-time assistant and a secretary to assist with the administrative operations of the Senate and some research projects. The Senate majority and minority leaders each have a full-time secretary and an administrative assistant.

## NEW JERSEY

### Staff Services Profile

#### GENERAL:

A recent reorganization of staff services for the New Jersey legislature has resulted in the consolidation of research, legal, fiscal analysis and audit staff under one agency serving both houses. In addition, majority and minority policy staffs oversee the chamber administrative services as well as provide program development and partisan staff services to members. Members also are assisted by district staff based on a budget of \$22,000 per legislator.

#### SHARED ASSEMBLY/SENATE SERVICES:

Office of Legislative Services -- Created in 1979, the Office of Legislative Services represents the consolidation of two major service agencies and the transfer of the office of state auditor under one policy body, the Legislative Services Commission. The commission is composed of eight legislators from each chamber with equal representation from both political parties. The commission is responsible for selecting an executive director and division directors and overseeing the operations and administration of nonpartisan legislative staff services. The office includes four service divisions and an administrative unit responsible for clerical support, personnel, budget, purchasing, printing facilities, accounting services and financial management of legislative district offices. The four divisions include:

Division of Legal Services - Headed by the legislative counsel, the legal staff is responsible for bill drafting, statutory revision, legal editing, and legal assistance to committees and members.

Division of State Auditing - The division is responsible for the constitutional duties of the state auditor as well as conducting studies of the financial management of state agencies. The division monitors agency operations for compliance with state law. The state auditor acts as division director.

Division of Legislative Information and Research - Under the direction of the research director, the division provides nonpartisan staff for standing committees of the Assembly and Senate. The staff is assigned to research, bill drafting, oversight projects, and analysis of legislation. Four to six staff members are assigned to teams, with the same staff team having responsibility for the parallel subject matter committees in both houses. Each group has a team leader and each committee has a principal staff aide.

Division of Budget and Program Review - The fiscal division is supervised by the legislative budget officer and is charged with review of state agency budget requests. The staff works with the Joint Appropriations Committee to formulate budget and expenditure proposals. The budget division is also assigned to monitor agency expenditures and to conduct evaluations of the performance of state programs. The division also provides staff assistance to the Senate and Assembly Revenue, Finance and Appropriations Committees and other standing committees as may be required.

#### GENERAL ASSEMBLY:

Majority Staff -- Under the direction of the speaker, the majority staff is responsible for policy research for the caucus members and leaders. The staff is hired by the speaker and serves all majority members. Staff members prepare bill analyses on legislation, supplement committee work on partisan issues, and provide public and media information services. The executive director of the majority staff oversees administrative services, scheduling of facilities, purchasing, and payroll. The speaker must approve all personnel decisions.

Minority Staff -- Under the direction of the minority leader the minority staff provides policy research, press services, and committee assistance to minority members. Staff analysts monitor committee activities, answer member information requests, and help in the development of partisan legislative proposals.

Clerk of the General Assembly -- The clerk is elected by the members and oversees the chamber staff and bill processing functions on session days only. Members of the session staff are permanent, part-time employees who are responsible to the speaker through the clerk and the executive director.

#### SENATE:

Majority Staff -- Like its Assembly counterpart office, the Senate majority staff is responsible for both policy research and administrative services. The staff is hired by the Senate president and is supervised by an executive director. The executive director oversees the session staff and the administrative, financial, and clerical functions of the Senate. The staff monitors committees, conducts special projects on major policy issues, provides general research and press services to majority members.

Minority Staff -- The minority staff is responsible for providing short-term and in-depth research as requested by minority members and leaders. The staff prepares press releases, partisan policy proposals, speeches, and bill analyses.

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Secretary of the Senate -- The secretary is elected by the Senate and oversees the bill processing and chamber duties when the Senate is in session. The secretary serves only on session days.

#### COMMITTEE SERVICES:

Nonpartisan research staff for standing and special legislative commissions is provided by the Office of Legislative Services. The partisan staffs also follow the activities of the money committees of the Assembly and Senate and other standing committees. Teams of analysts and research assistants are available to assist standing committees at times when priorities and work load permit.

#### MEMBERS' PERSONAL STAFF:

Each legislator has a \$22,000 staff allowance with which to fund staff positions in his/her district. The allowance may be utilized at the discretion of the member to employ part-time or full-time staff. Staffing patterns vary with each legislator, but most district staff are assigned to constituent affairs, district correspondence and personal legislative projects. The New Jersey state constitution prohibits any legislator from directly receiving any public funds other than his/her salary. Because of this prohibition, the Office of Legislative Services administers the district office allowances. To hire a staff person, a legislator submits the name of a prospective employee to the presiding officer who in turn provides for processing of the payroll and personnel details.

#### LEADERSHIP STAFF:

The partisan staff offices function as both caucus staff available to all party members and as leadership staff to the presiding officers and ranking minority members. Legislative leaders do not have additional personal staff except for that provided through the district office allowance.

## NEW MEXICO

### Staff Services Profile

#### GENERAL:

The New Mexico legislature has joint staff offices providing year-round support and professional research assistance to lawmakers and committees of both chambers. Session staff are hired by the chief clerk of the House and the chief clerk of the Senate with the leadership of their respective chambers.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Council Service -- The council is a 16-member body comprising the leadership of both houses. The council service staff is responsible for bill drafting, legal research, interim studies and member information requests. The council director also oversees maintenance, printing, accounting and library services.

Legislative Finance Committee -- The finance committee oversees the operation of the fiscal and budget review staff. The staff prepares the legislative budget document, reviews the executive budget, prepares fiscal notes, and conducts some agency audits during the interim. The finance staff also is responsible for sunset reviews of state programs.

Legislative Education Study Committee -- The smallest of the central staff offices, the education study committee is responsible for continuous research on school finance and educational programs.

#### HOUSE:

Chief Clerk of the House -- Elected by the members, the chief clerk supervises chambers staff, committee attendants, and session clerical personnel, bill distribution, journal, calendar and record keeping tasks. Employment decisions and salaries are set by the clerk, the speaker and the House Committee on Printing and Supplies.

#### SENATE:

Chief Clerk of the Senate -- Elected by the Senate members, the chief clerk has the same powers and responsibilities as the House chief clerk. Personnel policies, salaries, and employment decisions are handled by the chief clerk, the president pro tem and the Senate Committees' Committee.

#### COMMITTEE SERVICES:

The House Appropriations and Finance, Senate Finance, House Judiciary, and, at times, other committees have independent staff persons who are hired on a part-time basis. Council employees provide legal and research counsel as requested. The finance staff

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provides assistance to the House Appropriations and Finance Committee, the House Revenue and Taxation Committee and the Senate Finance Committee. Committee chairmen have personal secretaries during the session.

**MEMBERS' PERSONAL STAFF:**

Members share secretaries during the session only.

**LEADERSHIP STAFF:**

The speaker has a session secretary and other leaders also have secretaries for the session.

## NEW YORK

### Staff Services Profile

#### GENERAL:

Staff services are structured by chamber and party lines with few joint, nonpartisan entities. The Assembly speaker and the Senate president pro tem determine personnel levels and policies. The two leaders set staff allowances for each committee and allocations for other staff under direct member supervision. Members, however, have considerable independence in hiring personnel and committee staff once the funding levels are established. Though staff services are similar in each chamber, the actual organization of each house is the responsibility of the legislator who serves as leader.

#### SHARED ASSEMBLY/SENATE SERVICES:

**Legislative Bill Drafting Commission --** The commission drafts and examines legislative bills, advises as to the constitutionality of proposed legislation, and researches legislation for members or committees. The commission operates and monitors the joint legislative computer system. The commission consists of two commissioners for administration and one for operation. Each commissioner is jointly appointed by the temporary president of the Senate and the speaker of the Assembly.

**Law Revision Commission --** The law revision commission is composed of the chairman of the Senate Judiciary Committee (ex officio), the chairman of the Assembly Codes Committee (ex officio), and five additional members appointed by the governor. The commission examines state statutes and current judicial decisions to discover defects and anachronisms in the law and to recommend necessary revisions or reforms.

**Legislative Library --** As the legislature's library of record, the library is a bipartisan office with personnel appointed by the Assembly speaker and the Senate president pro tem. An administrative officer oversees the general library operations. The staff provides general information services, with an emphasis on legal material, to members and staffs.

**Legislative Commission on Expenditure Review --** The commission, created by statute in 1969, is a permanent, independent, bipartisan body composed of legislative leaders and ranking majority and minority members of the legislature's money committees. The commission staff, headed by a mutually-agreed upon director, conducts financial and expenditure studies of agency performance to insure compliance with legislative intent. The staff is organized by program audit teams. The chairmanship rotates between the houses every year.

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Administrative Regulations Review Commission -- The commission was established by statute in 1978 as a permanent bipartisan legislative body empowered to exercise continuous oversight of state agency rulemaking. The review commission staff examines rules to determine their statutory authority, to insure compliance with legislative intent, and to assess the impact of agency rules on the economy and on state and local government operations.

Temporary Study Commissions -- The New York legislature sometimes utilizes temporary study commissions as a mechanism to initiate oversight programs or to develop legislation on a selected topic. Typically, such study commissions are bipartisan, appointed jointly by the Senate president pro tem and the Assembly speaker, and assisted by an independent staff. In recent years, temporary commissions have been created to examine issues such as productivity and management in the public sector and real property taxation.

#### ASSEMBLY:

Majority Staff -- Under the direct supervision of the speaker, the majority staff includes program services, Assembly operations and administration, communications support and legal counsel. In the recent past, Assembly staff has been organized under the auspices of five senior staff officials:

Office of Chief of Staff -- The chief of staff is responsible for management and operations of majority personnel and Assembly support services. The office exercises budget control and general personnel supervision over Assembly staff. The speaker's chief of staff oversees the chambers staff, sergeants-at-arms and messengers, maintenance, printing, purchasing, inventory control, and record keeping. In addition, the chief of staff supervises the speaker's correspondence staff and a communications staff that assists majority members with researching and writing newsletters, testimony, and public speeches. The Assembly clerk is elected by the members and reports to the chief of staff. The clerk is responsible for bill processing tasks and record keeping.

Office of the Secretary to the Speaker -- As the chief policy arm of the speaker and majority party, the secretary's staff includes the program and committee staff, which serves the Assembly committees in drafting proposals, developing programs, reviewing legislation, assisting with committee operations and preparing committee research reports. The program and committee staff is organized into five subject-matter teams with an analyst assigned to each committee. The secretary also oversees the Office of Legislative Oversight which monitors executive agencies and investigates program operations. Also operating under the secretary's office are the Assembly's four intern programs which assign graduate and undergraduate students to full-time, part-time, summer, and session placements.

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Office of Counsel to the Speaker -- The speaker's counsel is charged with reviewing legislation and coordinating bill referrals, committee scheduling, and calendaring. The counsel also directs the legal research activities for majority members, committees, and other staff.

Office of Counsel to the Majority -- The majority counsel coordinates bill drafting activities and policy level legal research. The majority counsel also oversees the enrolling and engrossing function for the Assembly.

Office of Press Secretary -- The speaker's press staff prepares his public statements and news releases and arranges his speeches and public appearances for print and electronic media coverage. The press secretary assists other majority leaders and members with media activities. The office also supervises the radio and television production unit and works closely with the chief of staff on communications support, photography services, and public information.

Assembly Washington Office -- The Washington, D.C. staff is responsible for liaison with federal agencies and monitoring federal legislation.

Minority Staff -- The minority leader oversees the administrative, legal, and research services provided to minority members. Like the speaker, the minority leader exercises extensive control over services and personnel decisions. Minority staff offices include:

Administrative Office -- Under the direction of the minority leader's executive assistant, the office performs such duties as budgeting, staffing, purchasing, and correspondence.

Director of Research for the Minority -- The director supervises minority research activities including the ways and means committee staff, other committee research services and program development activities. The minority research office handles most policy development and program analysis. Committee staff are assigned to broad subject areas with responsibility for three to five committees.

Executive Counsel to the Minority Leader -- The counsel's staff coordinates minority committee activities, oversees drafting and amendments, and directs the processing of legislation. The counsel is the chief legal advisor to the minority leader and is responsible for liaison with the majority.

Legislative Counsel to the Minority -- The minority counsel's office prepares bill analyses, provides legal counsel to minority members on committees and assists in developing minority legislation.

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Office of Minority Member Services -- The member services staff is responsible for operating 10 regional offices that assist members with constituent problems, media relations, and public information efforts. The office is responsible for radio and television production activities and preparation and publication of newsletters, press releases, reports, and brochures. Field coordinators work with the research staff to respond to constituent problems and information requests.

#### SENATE:

Secretary of the Senate -- Elected by the senators, the secretary oversees the Senate's administrative and support activities and serves as an advisor to the majority leadership. The secretary's office also acts as the Senate's Center for Public Information. The secretary is responsible for general systems development and preparation and review of the Senate's operating budget. Under the secretary's jurisdiction are the offices of home rule counsel, Senate office services, sergeants-at-arms, documents and records, personnel, fiscal management, maintenance and operations, health services, and journal preparation. The secretary coordinates all majority appointments and member assignments to committees. In addition to administrative functions, the secretary's office oversees research and liaison groups each headed by a director. These include:

Senate Research Service -- The research staff responds to member requests for information and conducts in-depth or long-range studies on selected issues. On request, the research staff assists standing committees on studies.

Washington, D.C. Senate Office -- The Washington, D.C. staff is responsible for federal liaison activities and supplements Senate research activities.

Student Programs Office -- The office oversees the fellows program for graduate students as well as other staff training activities and Senate internships.

Majority Staff -- Members of the president pro tem's personal staff are responsible for administrative liaison and coordination. The president pro tem's staff services are organized into three divisions:

Counsel for the Majority -- The counsel's office is responsible for legal research, drafting, and monitoring the flow of Senate legislation. The counsel's staff coordinates negotiations with the Assembly and manages the Senate majority legislation in committee, on the calendar and on the floor.

Program Office -- The program staff is responsible for developing legislative initiatives for the president pro tem. The program staff assists standing committees, particularly in the processing of majority legislation through the Senate.

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Communications Office -- The communications office provides media services to all Senate members. The office assists with radio and television feeds, press releases, graphic arts, printing, and all communications needs.

#### COMMITTEE SERVICES:

In both the Senate and the Assembly, committee and subcommittee chairmen receive staff allowances to be used for support, research, and legal personnel as the committee chair deems necessary. Committee staff size traditionally varies significantly from session to interim, with many more session only employees than year-round staffers. In the Senate, committee staff may range from two to ten or more professionals plus clerical staff. In the Assembly, committee chairmen are assigned analysts from the central program and committee staff, plus they may hire two to ten additional employees with their committee staff allocation.

Assembly Ways and Means Committee -- Budgeted as a separate line-item, the ways and means committee staff is divided along partisan lines with the majority secretary exercising some control over salary and personnel levels in both offices. The majority and minority staffs both are structured with two divisions: budget studies and fiscal studies. Each staff analyzes agency budgets and makes recommendations to their respective party leaders. The staff also evaluates agency performance and monitors the expenditure of funds by state departments. The majority staff has responsibilities to both the chairman and the speaker, while the minority staff works closely with the minority leader and the ranking minority members of the committee.

Senate Finance Committee -- The committee is budgeted separately from the rest of the Senate. With the president pro tem's approval, the committee chairman determines the allocation of minority and majority funds. The majority staff of 35 full-time professional analysts is organized into two divisions. One division deals primarily with all tax and other revenue matters, while the other reviews agency budgets and expenditures. The minority staff has a single group of professional analysts performing fiscal and budget studies including analyses of all legislation having an impact on state and local finances.

#### MEMBERS' PERSONAL STAFF:

Each senator receives an average base staff allowance of \$42,000 to hire staff for research, constituent, legal or clerical work. The use of the allowance is up to the individual member. Generally, the allowance is expended on district staff devoted to constituent casework and relations and on session research and administrative personnel. Additional staff allocations are distributed by the majority and minority leaders based upon committee work load, seniority or leadership responsibilities.

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Assemblymen are allotted an average staff allowance of \$15,600. Members' personal staff are generally assigned to constituent and clerical duties in the district or to session secretarial positions in Albany.

**LEADERSHIP STAFF:**

Leadership staff is frequently integrated with the rest of the majority and minority party staff. The Assembly speaker, Senate president pro tem and two minority leaders all are served by legal counsel, press aides, program or research analysts, correspondence pools and administrative personnel. Majority and minority leaders in each chamber receive staff allowances in addition to a member's basic allowance or a committee chairman's allotment. In 1977, leadership staff allowances ranged from \$20,000 and up.

## NORTH CAROLINA

### Staff Services Profile

#### GENERAL:

Legislative services are highly centralized under the auspices of the North Carolina Legislative Services Commission. In the last 10 years, the General Assembly has expanded its staff and brought certain functions from the executive branch under legislative control.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Services Office -- Under the direction of the 14-member Legislative Services Commission, the staff is responsible for all legislative functions except session chambers support. The services office has four divisions: general research and information, fiscal research, legislative drafting and administrative services. The drafting staff, until recently, was an arm of the attorney general's office. The services staff does research for interim and standing committees, monitors the budget making process, staffs the money committees of each chamber and operates the library and computer facilities. The administrative division handles the General Assembly's financial affairs, personnel, maintenance, security and session support services. Bill processing, record keeping, indexing and public information tasks are handled by the office.

#### SEPARATE HOUSE/SENATE SERVICES:

The members of each chamber elect a principal clerk, a reading clerk and a sergeant-at-arms. The principal clerk, as authorized by the Legislative Services Commission, hires a limited number of session chambers staff to handle the calendars and journals. The principal clerks also serve as parliamentarians to the House and Senate.

#### COMMITTEE SERVICES:

The Legislative Services Office assigns a researcher to staff one to three standing committees. In addition, a few committee consultants are hired on a contractual arrangement through the University of North Carolina's Institute of Government.

#### MEMBERS' PERSONAL STAFF:

Each member is authorized to hire a personal secretary during the session.

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LEADERSHIP STAFF:

The lieutenant governor is the presiding officer of the Senate and has an independent budget from which professional staff members and secretarial personnel are employed for administrative, constituent and research work.

The speaker receives a lump sum allowance for staff services. In the past, the speaker's allotment has been used to hire a full-time aide to assist with constituent, administrative and research projects. Full-time secretarial help and additional session legal and research staff are hired. The Senate president pro tem and the speaker pro tem both have a year-round secretary.

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## NORTH DAKOTA

### Staff Services Profile

#### GENERAL:

Most staff services are provided on a nonpartisan basis by the North Dakota Legislative Council. Session staff are generally considered patronage employees hired by legislative employment committees. University faculty and private consultants are used frequently to supplement permanent legislative staff.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Council -- The fifteen-member council selects the council director who in turn is responsible for the day-to-day management of all central staff services. Council attorneys staff interim committees, draft bills and amendments, handle code revision projects and provide general research services to members. The council is also responsible for electronic data processing services, a reference library and clerical support. The Legislative Council's fiscal division is responsible for review of state spending and proposed expenditures. The fiscal staff also reviews the audits submitted by the state auditor.

#### HOUSE:

Chief Clerk of the House -- The clerk is elected by the House members and is responsible for record keeping, bill processing and preparation of the journals. The clerk trains and oversees the sessional support and clerical staff. Session staff are hired by the House Employment Committee, which is appointed by the leadership. The committee hires session employees to reflect proportionately the partisan makeup of the House.

#### SENATE:

Secretary of the Senate -- The secretary is elected by the Senate and performs the same duties and responsibilities as the House clerk. The Senate Employment Committee hires session staff.

#### COMMITTEE SERVICES:

Interim committees are staffed by the Legislative Council, and each standing committee is assisted by a clerk and a legislative intern during the session. The committee clerks are hired by the House and Senate Employment Committees while interns are selected and assigned to committees by the council. The two appropriations committees are staffed by Legislative Council fiscal staff.

#### MEMBERS' PERSONAL STAFF:

A stenographic pool is available to all members during the session only.

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LEADERSHIP STAFF:

The speaker and the lieutenant governor as presiding officers each hire a session secretary. The party floor leaders also hire secretaries and are assigned session interns. Additional caucus aides, usually university graduate students, are sometimes hired by the state political parties to do research and press relations for the legislators.

## OHIO

### Staff Services Profile

#### GENERAL:

Most professional research support for the Ohio General Assembly is supplied through the Legislative Service Commission, a joint, nonpartisan agency. The central staff is supplemented by a growing cadre of partisan staff in each chamber. The House and Senate administrative operations are determined by the leadership with the chief administrative clerk of each chamber.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Service Commission (LSC) -- The commission is a bipartisan, House-Senate body which oversees the operation of nonpartisan, professional staff services. Day-to-day administration of the LSC staff is delegated to the commission director. The staff is organized into five to nine divisions assigned to broad subject jurisdictions. The teams are responsible for staffing House and Senate committees, drafting legislation and amendments, preparing bill analyses, and researching member and committee requests. Each division is coordinated by a supervisor with five to eight analysts assigned. The LSC staff has included a program review unit which handles in-depth evaluation studies of selected state agencies and presently has a science and technology section which provides specialized research capabilities. A small research library specializing in legislative material is also operated under the LSC. The commission includes an administrative services section, provides computer support, and runs the legislative internship program. The LSC staff also handles statutory revision projects.

Legislative Budget Office -- The budget staff officially is part of the LSC, however the budget officer operates autonomously from the commission director. The office is supervised by a budget subcommittee of the LSC. The budget office is responsible for staffing the Senate Finance Committee and the House Finance and Appropriations Committee. Analysts review the executive budget, prepare the state's biennial budget, conduct fiscal studies of programs and revenue proposals, monitor agency expenditures, draft fiscal notes and provide liaison with partisan caucuses. The budget office assigns one analyst to serve as liaison to each of the four caucuses.

Legislative Reference Bureau -- A statutory agency, the reference bureau provides general research services to members. The bureau operates a women's information center, drafts congratulatory resolutions and some bills, and provides library and general research services. The bureau codifies administrative rules and publishes the Ohio Administrative Code.

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HOUSE:

Executive Secretary -- By rule, the executive secretary is the chief administrative officer of the House and responsible directly to the speaker. The secretary, subject to the speaker's approval, hires most of the clerical and support staff of the House as well as the caucus aides. The executive secretary oversees the financial management of the House, personnel policy, public information services, and printing of calendars, journals, bills and reports. The secretary hires committee secretaries and aides, members' secretaries and caucus assistants on the recommendation of legislators.

Legislative Clerk -- Under the general supervision of the executive secretary and the speaker, the clerk is responsible for employees who are directly involved in chamber activities, bill processing, and record keeping.

Majority and Minority Caucuses -- Caucus assistants are assigned to committee chairmen and legislative leaders to handle constituent problems, partisan research projects and committee assignments. Interns selected by the Legislative Service Commission are assigned to the caucus pool and respond to requests from rank-and-file members.

SENATE:

Clerk of the Senate -- Like the House executive secretary, the clerk is the chief administrative officer of the Senate. The Senate clerk is also directly responsible for the chamber duties and bill processing activities related to the legislative process. The primary difference between the House and Senate organization is the absence of caucus staff in the Senate. There is no central partisan research staff in the Senate, however interns are available to all senators for constituent and partisan projects. The clerk's office oversees the payroll, accounting, personnel, printing, messengers, security, and public information functions. The clerk also records and files administrative rules and regulations for review by the General Assembly.

COMMITTEE SERVICES:

In addition to the Legislative Service Commission staff, the House caucus staff and the personal staff of Senate chairmen are assigned to committee projects. The nature of the work of partisan staff members varies from committee to committee. A limited number of statutory committees -- for example, the Education Review Committee and the Correctional Inspections Committees -- have small, separate staffs assigned primarily to oversight and research projects.

MEMBERS' PERSONAL STAFF:

House chairmen generally have a full-time personal secretary assigned from the executive secretary's office and most have aides.

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Other House members share secretarial help. Each senator is authorized to hire a full-time aide and secretary. A senator's staff may be assigned to committee research projects, speech writing, constituent casework or priority legislative issues for the member.

**LEADERSHIP STAFF:**

The speaker and president pro tem employ three to four professionals including research assistants, legal counsel and press secretaries. Other majority party leaders employ administrative assistants and secretaries. The House and Senate minority leaders supervise their respective caucuses and employ personal aides and secretaries to work on district affairs and research projects.

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## OKLAHOMA

### Staff Services Profile

#### GENERAL:

The Oklahoma legislature has divided most of the centralized staffing services. The leadership of each house is responsible for session personnel as well as the permanent employees.

#### SHARED HOUSE/SENATE SERVICES:

The House and Senate share a Joint Bill Processing Office and a Legislative Fiscal Office. The Bill Processing Office prints the bills drafted by the staff of both houses. The Legislative Fiscal Office provides fiscal staff to committees, and also provides a post-audit team directed by a joint legislative committee. These offices are both shared operations, but the fiscal staff is informally divided into House and Senate staff.

#### HOUSE:

Chief Clerk/Administrator--Under the direction of the speaker, the individual is responsible for directing and supervising legislative procedures of the House, including physical plant arrangements, seating, office assignments, supervision of employees, hiring of permanent employees, issuance of warrants, and keeping accounts and expenditures of the House of Representatives. The chief clerk/administrator serves as parliamentarian for the House of Representatives during legislative sessions.

The House also now employs a permanent research and legal staff, under the general direction of the chief clerk/administrator. The staff provides committee assistance, bill drafting, and general and specific research projects.

#### SENATE:

Secretary of the Senate--The administrative staff and the committee staff are under the direct auspices of the secretary of the Senate, who is elected by the full Senate. The administrative staff is divided into the records and information unit and the services and security unit. The records and information unit produces the daily digest, which includes the journal, calendar and agenda. A daily list of bills in conference committee and their status is also produced. No newsletters or brochures are produced, and items such as directories or other such documents are produced by the state government. Also included in this unit is a speechwriter who provides press releases, writes speeches, and produces radio and television tapes. Individual legislators have the option of utilizing this person or their own staff.

The security and services unit performs a number of functions including financial record keeping, typing, word processing, switchboard operations, and general administrative support services. Also within this unit are the sergeants, porters, messengers, supply officers, and an electrician. Pages are high school students and all food service functions are performed by the executive branch. During the interim, phone service is handled by the administrative staff, and a secretarial unit is available to members for legislative business.

#### COMMITTEE SERVICES:

Committees are now staffed by the research and legal staff of each house. The Legislative Fiscal Office provides fiscal staff to both the House and Senate. The House research staff functions more as a pool for all committees.

In the Senate, the committee staff forms the core of the research and bill drafting effort. Each of the nine standing committees and the three policy committees are assigned a staff coordinator. The coordinators do the research associated with legislation, draft the bills, and write limited and short bill analyses. The coordinators may provide more detailed bill analyses if requested by the chairman or an individual member. The coordinators do not write committee reports, but may in the future engage in major research projects during the interim. A small group of six attorneys and grammarians review the bills for quality and technical errors.

Finally, committee clerks handle all the committee business such as scheduling, taking minutes, and organizing hearings.

#### MEMBERS' PERSONAL STAFF:

Each individual member is allowed to hire one staff person for the session. Legislators have the option of hiring anyone they desire, but they usually hire an administrative aide with secretarial skills. The aides usually handle constituent requests and keep the member up-to-date on legislative activities. In addition, seven full-time staff persons are available under this category and are assigned by the leadership according to a member's needs and work load.

#### LEADERSHIP STAFF:

In the Senate, leadership staff is hired and fired by the president pro tem, and all seven staff members report directly to him. They are primarily administrative aides and provide the partisan policy analysis for the leadership. Liaison activities with the House and the executive are performed by the administrative aides.

The House speaker and ranking minority and majority leaders each have a full-time secretary. In addition, the House research staff reports directly to the speaker.

## OREGON

### Staff Services Profile

#### GENERAL

Legislative staff services are provided by five joint statutory agencies, each supervised by a different legislative committee, and by full- and part-time House and Senate staffs. The Legislative Assembly depends heavily on part-time staff hired for the biennial sessions. Most personnel policies revolve around the Senate president and the House speaker.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Administration Committee -- Co-chaired by the Senate president and House speaker, the administration committee and its staff provide technical support and research services to the legislature. Other legislative offices use the administration committee for record keeping, personnel, payroll and bookkeeping but there is no requirement for centralization of these functions. A legislative administrator oversees the management services and monitors the activities of other staff units under the committee. The research office provides information services, and conducts sunset reviews. A staff unit is responsible for the legislative computer system and operation of the closed circuit television and audio systems. An administrative services unit provides security, building, supply and other services.

Legislative Counsel Committee -- The committee oversees the Office of Legislative Counsel which is responsible for legal research, bill drafting and statutory revision. The counsel's staff also reviews administrative rules and regulations for compliance with statutes and legislative intent.

Legislative Fiscal Office -- The Legislative Fiscal Office operates under the auspices of the Joint Committee on Ways and Means and is charged with analyzing the governor's budget, studying selected fiscal problems, preparing legislative fiscal recommendations, reviewing individual state programs, and staffing the money committees of the Senate and the House. During the interim, the office staffs the Emergency Board which monitors expenditures, approves the use of federal funds, and approves budget changes.

Legislative Revenue Office -- The Legislative Revenue Office operates under the auspices of the revenue committees and is responsible for in-depth studies of school finance, state tax structure and related issues. The revenue office staff prepares estimates of the fiscal effect of revenue proposals.

Joint Committee on Trade and Economic Development and Joint Committee on Land Use -- The economic development and land use committees are staffed by the same office. Both committees have

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oversight responsibilities for specific state agencies and provide research on legislation in their respective jurisdictions.

#### HOUSE:

Chief Clerk of the House -- The clerk is nominated by the speaker and elected by the entire House. The clerk provides parliamentary assistance and manages House facilities. During sessions, the clerk supervises the chambers, calendar, journal, record keeping, and sergeants-at-arms.

Majority and Minority Caucuses -- Hired and supervised by the majority and minority leaders, caucus staffs are assigned to constituent relations, press work, agency liaison, and other information and research tasks.

#### SENATE:

Secretary of the Senate -- The secretary is elected by the full Senate on the nomination of the president. Duties and responsibilities of the secretary's staff are the same as the House clerk. The Senate Per Diem Committee establishes the compensation for session employees and administers personnel policies.

Majority and Minority Caucuses -- Under the direction of the majority and minority leaders, caucus staffs assist with political activities, help members with media and constituent relations, prepare analyses on legislative proposals, and perform a variety of liaison tasks.

#### COMMITTEE SERVICES:

When the legislature meets in session every two years, each committee is provided a committee administrator and a secretary. The administrator is responsible for assisting the chairman with scheduling and agendas, researching bills that come before the committee and providing other staff services as directed. The secretary keeps committee minutes and records. All session committee staff are hired by the presiding officers with the approval of the chairman. Similar assistance is provided to interim committees.

#### MEMBERS' PERSONAL STAFF:

During the 1981 session, senators were permitted to hire a legislative aide and a secretary. Representatives received a budget calculated to support an aide full-time during the session or part-time during the interim. Representatives also were allowed to hire a session secretary.

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LEADERSHIP STAFF:

The presiding officers have permanent staff to assist them in their duties. The staffs help coordinate operations of the respective chambers, assist the presiding officers in performing official duties and assist legislators in constituent problem solving and other work.

## PENNSYLVANIA

### Staff Services Profile

#### GENERAL

Most legislative staff services in the General Assembly are organized independently in each chamber. This is done along partisan lines with certain exceptions in the House. Payroll accounts are available to various officials including the presiding officers, the majority and minority leaders and certain committee chairmen. The Senate still has what is known as a statutory payroll with job titles and salaries which were originally fixed by law in 1968. Recently increased resources have been allocated to the various caucuses to provide committee staff and professional services. The few joint staff agencies of the General Assembly provide general and specialized research assistance on a nonpartisan basis.

#### SHARED HOUSE/SENATE SERVICES

Legislative Reference Bureau--The bureau provides bill drafting, legal research and law library services to both chambers and all members. The bureau staff undertakes some statutory revision projects and codification of Pennsylvania statutes. In addition to drafting and legal services, the bureau oversees the entry of bills and resolutions in the computer system and the printing of all acts. Administrative rules and regulations are reviewed and edited by the bureau prior to publication in the Pennsylvania Bulletin.

Local Government Commission--The commission, composed of five legislators from each house, oversees a small staff assigned to local government issues and research. The commission staff provides information and liaison services between lawmakers and local government officials.

Joint State Government Commission--The Joint State Government Commission is the research arm of the General Assembly and is directed by an executive committee of 14 legislative leaders. The commission staff provides in-depth and long-range research on a wide diversity of issues. The staff may be assigned research studies by joint or single house resolution or on request from a committee or individual member. In recent years the commission has specialized in doing oversight activities and studies on topics such as public retirement funds, eminent domain, higher education, condominiums, local school tax reform, child abuse and sovereign immunity.

Legislative Budget and Finance Committee--The committee is composed of 12 members drawn in equal numbers from each caucus and chamber. The committee oversees a staff of researcher/evaluators who are assigned to do program evaluation, administrative procedure analysis and other oversight studies.

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Legislative Data Processing Committee--The Data Processing Center provides full computer programmed support to both the Senate and the House of Representatives for production of calendars, bills and amended bills, complete session history, journals, statutes and slip laws. Also supported are the committee functions on fiscal, budgetary, reapportionment/redistricting and other areas. In addition, word searching resources are also maintained on prior legislation and current Pennsylvania statutes. The administrative functions of accounting personnel, payroll compilation and processing, fringe benefits, and inventories are also computer supported.

Joint Legislative Air and Water Pollution Control and Conservation Committee--A statutory body created in 1968, the pollution control committee is responsible for studying selected air and water issues and monitoring related state agency activities.

## HOUSE

Chief Clerk of the House--The chief clerk is selected by the House Bipartisan Management Committee and is subject to confirmation or removal by a two-thirds vote of the House membership. The clerk's duties include day-to-day supervision of the administrative and housekeeping functions.

Bipartisan Management Committee--The central administrative and housekeeping services for the House are provided under the supervision of a Bipartisan Management Committee. This committee, created by statute, is composed of the speaker, the two floor leaders and the two whips who appoint an executive director and other necessary staff. It exercises overall supervision of the central administration of House services and is authorized to promulgate, subject to House approval, uniform rules and regulations governing personnel, payroll processing and other procedures. In addition to selecting a chief clerk, they also select the comptroller who prepares and processes payrolls and expense reimbursements.

Caucus Staff--Each caucus receives equal allowances for the hiring of staff and the payment of other necessary expenses. In addition to research staff who are responsible for program development, bill analyses and research, both caucus organizations include legal counsel assigned to bill drafting and legal research, public information staff who provide media services, speech writing and radio-television assistance. There are differences in the administrative organizations of the two caucuses, principally in that the present majority maintains a centralized research staff while the present minority has research organized around its minority committee chairmen.

## LEGISLATIVE OFFICE FOR RESEARCH LIAISON

The office serves as the liaison between the legislature and university faculty in the six state-affiliated colleges and

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universities. The liaison staff utilizes university personnel to respond to scientific or technical questions from members or committees. Though funded by the House, the staff is available to senators as well as House members.

## SENATE

Secretary of the Senate--Elected by the Senate, the secretary serves as the chief legislative officer of the Senate. During Senate sessions, the secretary acts as parliamentarian and assists the presiding officer in conducting session business. Responsibilities under his direction include amending bills in the Senate, publishing the Senate calendar and history, transmitting all bills and resolutions to the House and certifying passage of Senate bills. The secretary's office controls the purchase and inventory of furnishings, equipment, and supplies and directs improvements to Senate facilities.

Chief Clerk of the Senate--Elected by the Senate, the chief clerk serves as the fiscal officer of the Senate. Responsibilities under his direction include the financial management of all payrolls for members and staff, committee accounts, and office and expense accounts.

Majority Caucus Staff--The president pro tempore and the majority leader oversee the majority leadership staff which is funded from a special leadership account. The majority leadership staff consists of five divisions. The legal staff, under the direction of the general counsel, analyzes bills, monitors action on the Senate calendar, drafts bills, resolutions and amendments, and provides legal research. The general counsel acts as the chief legal advisor to the caucus and leadership. Responsibilities for press relations, speech writing and radio and television technical assistance are assigned to the communications staff. Legislative services staff acts as an interface between the private sector and caucus, provides staff for the Legislative Reapportionment Commission and publishes general informational material to all majority staff. Research and constituent services are provided by the legislative information staff. The staff administrator oversees clerical staff services for majority members and various administrative duties.

Minority Caucus Staff--The minority caucus staff is funded from the caucus's special leadership account. The staff includes the chief counsel who provides legal assistance, monitors calendar and committee action, drafts bills, resolutions and amendments, and acts as chief legal advisor to the caucus and leadership. The office of communications provides press, radio and television services for members. The development of caucus legislation and priority programs is assigned to research staff. Responsibilities for oversight of clerical staff services and various administrative duties for the caucus are assigned to the minority administrator.

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## COMMITTEE SERVICES

In each house, appropriations are made for minority and majority committee staff. In the Senate, an allocation is made to the chairman and minority chairman of each committee from the appropriate caucus's Legislative Management Committee. In the current session, the chairman and minority chairman of each standing committee, except appropriations, received \$85,000 for the fiscal year to hire research and support staff, consultants, and pay committee expenses.

The present House minority caucus has its research activities organized around its minority committee chairmen, whereas the majority caucus maintains a centralized research staff.

Senate Appropriations Committee--Funds allocated to the Appropriations Committee are budgeted independently of the legislative management committees which provide money to all other standing committees. For fiscal year 1981, the chairman and minority chairman of the Appropriations Committee each received \$420,000. Staff members are responsible to their respective chairmen for review of the executive budget, monitoring agency expenditures and preparing fiscal notes for legislation. A similar appropriations committee is found in the House.

## MEMBERS' PERSONAL STAFF

In the Senate, each member is allocated funds to hire two secretaries--one to work in the capitol and one to work in the district office. Money for additional staff may be available through the leadership or from other funds.

In the House, most members share secretarial staff in the capitol while district office staff are available year-round, or part of the year (full-time or part-time) as authorized.

## LEADERSHIP STAFF

The speaker of the House has a separate allowance for salaries and wages for his personal staff, while the Senate president pro tem is provided staff assistance through the statutory payroll. Personal staff for the leaders are generally integrated with other caucus, legal, research and press aides.

## RHODE ISLAND

### Staff Services Profile

#### GENERAL:

The Rhode Island General Assembly has consolidated most legislative staff services under two joint, bipartisan agencies: The Joint Committee on Legislative Affairs and the Legislative Council. The General Assembly depends heavily on session staff to work with joint and standing committees. Session staff is hired by the central management body, the Joint Committee on Legislative Affairs.

#### SHARED HOUSE/SENATE SERVICES:

Joint Committee on Legislative Affairs -- The joint committee, chaired by the speaker, directs the management services of the legislature. The staff includes an executive director who handles the financial affairs, maintenance, purchasing, session personnel and support services. The committee also includes a press and public information bureau which is responsible for the preparation of press releases, newsletters, radio and television feeds. The auditor general also reports to the legislative affairs committee. The audit staff is charged with conducting audits and examinations of all agencies or units of the executive and judicial branches including districts, boards and authorities.

Legislative Council -- The council staff is the primary research and legal arm of the legislature. The staff responds to members' requests for studies and spot research information. Research assistants monitor the implementation of state statutes. Council attorneys handle bill drafting requests from members and committees. Like the legislative affairs agency, the staff is bipartisan, selected by the director with review by legislative leaders. The council is chaired by the Senate majority leader.

#### HOUSE:

Reading Clerk of the House -- The clerk is responsible for chambers staff, record keeping, and bill flow tasks. All session support staff are selected by the speaker.

#### SENATE:

Secretary of the Senate -- The secretary of state serves as the Senate secretary. The secretary's staff is responsible for functions in the chambers and services related to processing of legislation. The majority leader hires Senate employees assigned to this office.

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Fiscal Advisory Staff -- Assigned to the House Finance Committee, the fiscal staff reviews the executive budget, makes budgetary recommendations and studies tax and finance issues as assigned. The staff is hired by the speaker and the finance chairman.

**COMMITTEE SERVICES:**

The six standing committees of each chamber are authorized to hire committee clerks and legal advisors for the session. The research and legal staff are generally employed on a contractual basis. In addition, the five joint standing committees of the legislature hire committee clerks and share session attorneys. The legislative council does not staff the standing committees. The House and Senate Finance Committees are the only committees with year-round professional staff assistance provided by the fiscal advisory staff.

**MEMBERS' PERSONAL STAFF:**

A stenographic pool is available to members during the session only.

**LEADERSHIP STAFF:**

The speaker and ranking majority and minority leaders of both chambers are assisted by an administrative assistant, legal counsel and a secretary.

## SOUTH CAROLINA

### Staff Services Profile

#### GENERAL:

Both the House and Senate have moved to a decentralized, committee-based staffing pattern. Only library resources, bill drafting, computer services and audit responsibilities remain under joint supervision. In the House, the speaker ultimately decides employment and personnel matters. The Senate Operations and Management Committee was established in 1978 to serve these functions in the Senate.

#### SHARED HOUSE/SENATE SERVICES:

**Legislative Council** -- The Legislative Council is under the general supervision of a group composed of the Senate president, speaker, chairmen of the Senate and House Judiciary Committees, and the secretary of state. The council elects a code commissioner who is also the director of the legislative council office. The council provides bill drafting, legal and subject matter research services for the General Assembly, state agencies and departments. Other responsibilities include publication of the Acts and Joint Resolutions of the General Assembly, supervision of the publication of the annual supplement to the code, and the decennial recodification of state laws. The council maintains a legislative library, a duplication service, and generally acts as a clearinghouse for legislative information.

**Legislative Audit Council** -- The council staff is supervised by a board comprising three citizens elected by the legislature. The council executive director serves a four-year term. The staff audits state agencies for fiscal management and program efficiency and effectiveness.

**Legislative Information System** -- The legislature's computer system is directed by a joint committee of legislative leaders. The staff is responsible for operating the bill status and statutory retrieval operations.

#### HOUSE:

**Clerk of the House** -- Elected by the House members, the clerk is responsible for the preparation and printing of bills, journals, calendars and other documents. The clerk processes members' expense accounts and supervises clerical services of the House.

**Office of Research and Personnel** -- The House research office supervises and coordinates the work of committee research staff. The office executive director screens prospective committee employees and recommends candidates to the Speaker and chairman for selection. The research office handles research requests from members.

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## SENATE:

Clerk of the Senate -- The clerk supervises the support services of the Senate including bill printing, record keeping, calendar and journal preparation, maintenance and clerical staff. The clerk also has responsibility for the Senate research office, a small, centralized research staff which conducts short-term studies and answers members' information requests. The clerk's office also coordinates the activities of committee research personnel. The clerk is elected by the Senate membership.

## COMMITTEE SERVICES:

The major committees of both the House and Senate are authorized to hire a research director who is responsible for committee management, analysis of legislation and in-depth research projects. Committee executive secretaries are hired by standing committees to handle clerical duties. In the Senate, committee chairmen are the sole hiring authority of committee staff. House chairmen may hire their own secretaries, but must confer with the speaker and House research director on the employment of professional research personnel.

MEMBERS' PERSONAL STAFF: Senate committee chairmen employ personal secretaries while other senators share year-round clerical help. Representatives do not have personal staff but a work processing center is operated year-round for all members.

## LEADERSHIP STAFF:

The speaker employs a research assistant to work on special projects and to monitor legislative actions. The speaker is also authorized to hire support staff for his capitol and district offices. The executive director of the House research office is appointed by the speaker and performs a variety of administrative and organizational duties for the leadership in addition to research functions. Other Senate and House leaders employ full-time secretarial support.

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SOUTH DAKOTA

Staff Services Profile

GENERAL:

All staff services--full-time and sessional--are provided by two joint, nonpartisan agencies. Both agencies are supervised by the Executive Board, a body of 15 legislators elected by the House and Senate.

SHARED HOUSE/SENATE SERVICES:

Legislative Research Council--The council staff is responsible for session administration, bill drafting, legal research, fiscal analysis, budget review, short-term and in-depth studies and code revision. Three offices--fiscal analyses, research analyses, and code counsel--make up the council structure. All interim committees are staffed only as needed. The director of the council is responsible for recruiting session employees and processing their payroll and records. The council handles printing, record keeping, data processing and library functions.

Department of Legislative Audit--The audit staff is the largest legislative agency. The office is responsible for monitoring the financial practices of state programs and departments. The staff conducts periodic audits and some evaluations of management efficiency and program effectiveness.

SEPARATE HOUSE/SENATE SERVICES:

The posts of House chief clerk and secretary of the Senate are active only during the session. The clerk and secretary supervise the chambers staff, processing of bills and preparation of calendars and journals. The director of the council recruits the staff in these offices, however the appointments are made by the speaker in the House and the Senate majority leader. Compensation is set by a joint select committee.

COMMITTEE SERVICES:

A secretary is assigned to each committee chairman during the session. All other research and support staff are provided by the council. Each staff member has two or three committee assignments, with five staffers sharing responsibility for the money committees.

MEMBERS' PERSONAL STAFF:

A stenographic pool provides secretarial services to members during the session.

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LEADERSHIP STAFF:

The Senate majority leader and the speaker are assigned a personal secretary during the session only. Interns are hired and assigned to staff the partisan caucuses during the session. The party leaders select and supervise the interns.

## TENNESSEE

### Staff Services Profile

#### GENERAL:

A recent reorganization of staff agencies in Tennessee has led to the creation of the Joint Legislative Services Committee to oversee the operation of most nonpartisan, joint staff services. Other legislative and constitutional officers provide additional staff support on a joint, nonpartisan basis. The speakers of both houses decide all personnel matters in the chambers and together chair the services committee.

#### SHARED HOUSE/SENATE SERVICES:

Joint Legislative Services Committee--The committee oversees the operations of four offices, each headed by a director who is appointed by and responsible to the committee. The Office of Legal Services is charged with bill drafting, legal research, and short-term research. The legal staff also assists the Tennessee Code Commission with statutory revision projects. The Office of Legislative Services is the service arm of the legislature with responsibility for printing, electronic data processing and computer operations. The Office of Legislative Administration handles payroll, purchasing, financial management and personnel matters. Finally, the Office of Program Evaluation has not yet been activated but, when fully funded, will be responsible for conducting research on selected state programs and monitoring the financial affairs of state agencies.

Fiscal Review Committee--The Fiscal Review Committee, representing both houses, oversees the budget review staff and its executive director. The staff is responsible for estimating revenues, reviewing the governor's budget, preparing fiscal notes and staffing the House and Senate Finance, Ways and Means Committees.

Comptroller of the Treasury--The comptroller is a constitutional officer who is elected to a two-year term by members of the general assembly. The comptroller's staff conducts sunset evaluations, audits the financial condition and management procedures of state and local government agencies, evaluates the performance of selected programs and grants and provides other post-audit information to the legislature and its committees.

#### HOUSE:

Chief Clerk of the House--As a session employee, the chief clerk is responsible for record keeping, bill processing, calendars, journals, enrolling and engrossing, and session clerical support for members and committees. The clerk is appointed by the House speaker, who also decides all employment matters.

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SENATE:

Chief Clerk of the Senate--The Senate clerk is appointed for the session and has the same duties and responsibilities as the House clerk. The lieutenant governor, as speaker of the Senate, hires all Senate employees. The lieutenant governor is an elected member of the body in which he serves.

COMMITTEE SERVICES:

In the Senate, each standing committee is assigned a full-time research analyst and a secretary to do research and handle administrative tasks for the chairman and the committee. House committees are assisted by clerical help only.

MEMBERS' PERSONAL STAFF:

Senate committee chairmen have the assistance of the committee secretary and all other Senators have one secretary each. Every two House members share a year-round personal secretary.

LEADERSHIP STAFF:

The presiding officers each have two full-time aides and secretarial help, assigned to research, press relations, and administrative tasks. The ranking majority and minority leaders of both chambers have the assistance of an administrative aide and a secretary.

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## TEXAS

### Staff Services Profile

#### GENERAL:

Though much administrative and support is under the direct control of the presiding officers of each chamber, some research services in the Texas legislature are decentralized to the committees. Other professional staff services are provided by joint, central agencies, notably budget and audit and the Legislative Council. Each chamber has formalized personnel procedures, job descriptions and qualifications and personnel management under the auspices of the House and Senate Administrative Committees.

#### SHARED HOUSE/SENATE SERVICES:

Legislative Council -- The council is co-chaired by the speaker and the lieutenant governor who also appoint the remaining 15 members. The council was created in 1949 to handle the legislature's general research needs particularly during the interim. The council, headed by an executive director, does bill drafting, statutory revision, legal research, research projects for interim committees, and short-term research. The council handles electronic data processing and computer services, printing and distribution of bills, and all document preparation and processing for the House. A legal editing staff does enrolling and engrossing of House bills.

Legislative Reference Library -- The library offers spot research assistance, provides a clipping service, and maintains various reference materials, including sizeable collections of state and federal statutes and session laws, and general reference works. During the session, the library and the Legislative Council jointly operate a toll-free, public information telephone service.

Legislative Budget Board -- With strong budgetary powers vested in the legislature, the budget board plays a critical role in developing the state's biennial budget. The budget is headed by the lieutenant governor as chairman and the speaker as vice chairman. The staff director oversees two divisions: budget and program evaluation. During the session, the staff assists the House Appropriations Committee, substantive House committees responsible for parts of the budget, and the Senate Finance Committee. The staff assists each committee in scheduling hearings, processing bills, and developing information to write each committee's version of the general appropriations bill. During the interim, the staff is assigned to continuing budget analysis, special interim projects, and evaluation of state agency performance and efficiency. The staff helps the budget board prepare a legislative budget for submittal to the legislature.

Legislative Audit Committee -- The audit committee is composed of six members, all of whom serve ex officio by virtue of their elective or appointive positions. The members include the

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lieutenant governor and speaker of the House and the chairmen of the Senate Finance Committee, Senate State Affairs Committee, House Appropriations Committee, and House Ways and Means Committee. The audit committee oversees the operation of the largest joint staff agency. The state auditor directs the staff operations and is appointed by the audit committee to a two-year term. The audit office reviews each agency at least once every two years for financial management and compliance and generally performs the post-audit function. The administrative services division provides consultative assistance to the state government in areas such as computation, mailing, and reproduction.

#### HOUSE:

House Administration Committee -- The committee sets policy for and generally oversees the operation of three divisions including:

Legislative Division -- The legislative division is responsible for scheduling of facilities, session support staff and chambers operations. The House chief clerk operates within this division and handles record keeping, bill processing, calendars, journals, engrossing and enrolling. The clerk is appointed by the speaker.

Financial Division -- The finance office handles the payroll, all personnel records and documentation, and accounting for members' accounts.

Services and Supply Division -- The services division includes the sergeants-at-arms, post office, media operations, purchasing and printing.

#### SENATF:

Senate Administration Committee -- The Senate Administration Committee is responsible for all support services, chamber operations, financial management, and personnel for the Senate.

Secretary of the Senate -- The Secretary is elected by the members and serves as chief administrative officer of the Senate. The office maintains official records, oversees bill processing secretary's functions, handles enrolling and engrossing, and publishes the calendars and journals. The secretary is responsible for coordinating all Senate staff divisions including the sergeant-at-arms, payroll office, post office, clerical staff, inventory, custodial purchasing and supplies, printing staff services, and the personnel unit. A media services office assists members in editing newsletters, press releases and brochures or preparing radio or photographic material.

#### COMMITTEE SERVICES:

The administration committee in each house determines the appropriations for each committee. The chairman has complete

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autonomy in using the appropriation, however, the chairman must follow minimum job qualifications and standard personnel policies that have been set by the administration committees. The number of staff hired by each committee may range from one to 15 full-time employees in the Senate or from one to six staffers in the House. Staff size may vary from the session to the interim. Working conditions and committee research responsibilities are determined by the chairman.

#### MEMBERS' PERSONAL STAFF:

Both houses provide each member with an allowance to pay for district and capitol office expenses and staff. Most House and Senate members have year-round staff in both district and capitol offices. Among members, however, staffing patterns vary widely.

Each senator receives \$10,000 per month during the session for office staff and for intrastate travel expenses for staff employees. Any unexpended portion of this amount may be carried forward from month to month. Senators may set staff salaries within the limitations of a job classification schedule, which includes position titles and salary ranges. Senators receive \$6,848 per month during the interim.

Each House member receives \$5,500 per month during the session and \$4,500 per month during the interim for office and staff expenses. Unexpended portions may be carried forward from month to month. A House member may not pay a staff employee a salary in excess of \$1,550 per month.

#### LEADERSHIP STAFF:

The speaker and lieutenant governor receive additional allowances to hire administrative, research, press and clerical staff. The presiding officers employ 10 to 20 professional and support staff on a year-round basis with additional session staff.

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UTAH

Staff Services Profile

GENERAL:

The Legislative Management Committee, a joint bipartisan leadership group, directs the operations of four central but autonomous state agencies which serve the Utah legislature. House and Senate sessional employees are generally considered patronage appointments and hired by a special employment committee of majority party legislators. The employment committees consult with the minority party before hiring sessional employees for the minority.

SHARED HOUSE/SENATE SERVICES:

Office of Legislative Research -- The research office is responsible for staffing interim and standing committees, with each analyst assigned to one or two committees. The staff answers research requests for legislators and conducts short-term and in-depth studies. The research office includes a library.

Office of Legislative Fiscal Analyst -- The fiscal staff is assigned to assist the money committees of both houses. Staff members review the executive budget, recommend budget and tax policies, study revenue or spending issues and monitor state agency expenditures during the interim.

Office of Legislative Auditor General -- The largest of the four offices operating under the Legislative Management Committee, the audit division is responsible for auditing state agencies; conducting studies of department performance and effectiveness, and evaluating selected programs.

Office of the General Counsel -- As the legal advisor of the legislature, the general counsel drafts most legislation, prepares amendments, operates the statutory retrieval system, recodifies state laws, represents the legislature in litigation and provides legal advice and counsel.

HOUSE:

Chief Clerk of the House -- Elected by the members of the House, the clerk is responsible for chamber administration, calendars, journals, record keeping, session personnel and related support tasks. Session employment is determined by a patronage committee composed of legislative leaders. Salaries are set by resolution.

SENATE:

Secretary of the Senate -- The secretary, who is appointed by the Senate president, has duties and responsibilities similar to the House clerk. In addition, the secretary is responsible for public

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information services and some research duties. A Senate patronage committee decides session personnel matters.

COMMITTEE SERVICES:

Committees are provided legal, research and fiscal staff drawn from all four central offices, with the research office coordinating both professional and support staff activities.

MEMBERS' PERSONAL STAFF:

A stenographic pool is available to all members year-round.

LEADERSHIP STAFF:

The Senate president and House speaker each employ an administrative assistant who is responsible for session and ongoing administrative duties, organization and training of clerical staff, liaison with other legislative and state agencies, and responding to constituent, public and lobbyists' inquiries. The minority leaders of both houses have a full-time secretary during the session only.

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VERMONT

Staff Services Profile

GENERAL:

With the exception of session support staff, all personnel of the Vermont general assembly are jointly organized under the direction of the Legislative Council, an eight member body including the Senate president and House speaker, or the Joint Fiscal Committee with 10 members including the money committee chairmen. Staff is hired on a nonpartisan basis.

SHARED HOUSE/SENATE SERVICES:

Legislative Council -- The staff of the council is responsible for bill drafting, legal and general research, staffing of standing committees (except appropriations) and interim committees, conducting program audits, reviewing agency rules, and providing library facilities. The council hires and supervises committee clerks for the session as well as other clerical help. The council's operations supervisor prepares and monitors the legislative budget.

Joint Fiscal Committee -- The fiscal staff is supervised by the Joint Fiscal Committee and headed by the fiscal analyst. The staff reviews the executive budget, conducts interim fiscal studies, staffs the appropriations committees of both the House and Senate, and monitors state revenues and expenditures.

SEPARATE HOUSE/SENATE SERVICES:

The clerk of the House and the secretary of the Senate are elected by the members of their respective chambers, and each supervises the operations of the chambers, production of the calendar and journal, bill flow tasks, and record keeping responsibilities. With the House and Senate Rules Committees, the secretary and the clerk hire the session support staff. Similarly, the sergeant-at-arms of the general assembly hires doorkeepers and messengers with rules committee approval.

COMMITTEE SERVICES:

The draftsmen of the Legislative Council provide professional and legal assistance when requested to all standing committees, except the House and Senate Appropriations Committees which are assisted by the Joint Fiscal Committee staff. Draftsmen are assigned six to eight standing committees. Clerical help is available to committees during the session only from the Legislative Council.

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MEMBERS' PERSONAL STAFF:

A secretarial pool is available to all members through the Legislative Council.

LEADERSHIP STAFF:

The speaker employs a personal secretary.

## VIRGINIA

### Staff Services Profile

#### GENERAL:

Two agencies are responsible for the majority of legislative services in the Virginia General Assembly and each agency is supervised by a separate House-Senate legislative committee. The offices of the clerks of the House and Senate provide administrative and clerical support to their respective chambers. A system of modest member allowances has encouraged the growth of personal staff and enabled each legislator to employ assistance at least during sessions.

#### SHARED HOUSE/SENATE SERVICES:

Division of Legislative Services--The Division of Statutory Research and Drafting originally was created in 1930 as a legal service agency. In addition to bill drafting and providing legal counsel, the division now handles all types of in-depth and short-term research, library services, and provides professional staff for all standing committees and all interim study groups. The Virginia Code Commission, the agency responsible for continuous code revision, is staffed by the division. Subject to confirmation of the General Assembly, the division director is appointed by and serves at the pleasure of the rules committees of both houses. Services are provided by eight organizational teams within the division, each of which specializes in a broad subject area. The director makes all hiring and personnel policy decisions within the agency.

Joint Legislative Audit and Review Commission (JLARC)--free-standing, statutory agency of the legislature, the JLARC has responsibility for conducting and reporting performance evaluations, operational and administrative audits and reviews, and special studies. The JLARC staff is organized into two divisions and work is done by ad hoc teams. A director supervises staff activity and has responsibility for all personnel and organizational management matters. The commission consists of 11 legislators and the auditor of public accounts who is an ex officio and nonvoting member. The commission appoints the JLARC director for a six-year term, subject to confirmation by the General Assembly, and authorizes, reviews, and acts on JLARC reports. The commission also has statutory responsibility for certain supervisory aspects of the office of the auditor of public accounts which makes financial audits of all state agencies and some local jurisdictions. The commission may appoint the auditor in the event of a vacancy, subject to election by the General Assembly for a four-year term, establishes positions and pay scales for audit staff, and receives reports of audit exceptions. The audit and performance evaluation units operate independently from each other.

#### HOUSE:

Clerk of the House--The clerk's staff is responsible for the calendar, journal, statute indexing, record keeping, bill flow, public information and messengers. The clerk also handles accounting for members' allowances. The clerk hires most session staff with the approval of the speaker. The clerk is elected to a two-year term by the House.

#### SENATE:

Clerk of the Senate--The clerk of the Senate and his staff are responsible for the daily Senate calendar, journal, statute, indexing, record keeping, bill flow, public information, security, messengers and computer services. The clerk is responsible for hiring the Senate temporary staff for the session and handles accounting for members' allowances. The clerk is also responsible for referring bills and resolutions to the appropriate Senate committee. The clerk is elected by the members of the Senate for a four-year term.

Division of Legislative Automated Systems--The division was created in 1980 in response to growth in automation within the Virginia General Assembly over the past ten years. The division is responsible for providing operations and technical support, systems and programming, and publications management to the House, Senate and various other legislative agencies. Operations include text editing, photocomposition, bill status and reporting, indexing, batch oriented computer processing, and publications handling.

The division director, subject to confirmation by the General Assembly, is appointed by and serves at the pleasure of the rules committees of the House and Senate. The director makes all personnel policy decisions within the agency.

#### COMMITTEE SERVICES:

The House Appropriations Committee and the Senate Finance Committee are the only committees with their own professional staff. The Division of Legislative Services provides legal and research staff to all other committees. Each team from the services division is assigned to assist two to six committees. Clerical and administrative support is provided through the clerks' offices.

#### MEMBERS' PERSONAL STAFF:

Every member receives a \$6760 staff allowance to be used for salaries for a part-time aide or clerical person. The members have complete authority to hire their own staff, but the payroll is administered by the clerks' offices.

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LEADERSHIP STAFF:

The lieutenant governor, the speaker and ranking majority and minority leaders are authorized to hire a full-time aide who is assigned to administrative tasks, limited research and constituent responsibilities. The lieutenant governor may hire additional full-time professionals and the other leaders are provided with session secretaries.

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## WASHINGTON

### Staff Services Profile

#### GENERAL:

A 1973 reorganization of staff services in the Washington legislature led to the abolition of the council concept and creation of separate House and Senate research staff, with primary responsibilities to support standing committees. The chief clerk of the House and the secretary of the Senate serve as the top administrative officers of each chamber. The Senate Facilities and Operations Committee and the House Employment Committee determine most personnel policies and make or approve all hiring decisions.

#### SHARED HOUSE/SENATE SERVICES:

Code Revisor's Office--The agency, under direction of the legislature, is the official bill drafting office charged with technical review of all legislation prior to introduction. The staff also is responsible for supervising the automated legislative information system, publishing the revised code and administrative rules and providing technical legal support. The office is responsible for code revision to the independent Statute Law Committee appointed by the legislature, the governor, the state supreme court and the Washington Bar Association.

Legislative Budget Committee--With membership evenly drawn along partisan and house lines, the committee oversees audit and fiscal staff services. Headed by the legislative auditor, the staff's primary responsibility is to conduct performance evaluations of state programs and agencies. The staff is also responsible for making biennial revenue estimates, handling sunset reviews, and carrying out special assignments relating to the state's economy and government efficiency.

Legislative Evaluation and Accountability Program (LEAP)--Jointly operated by the House and Senate, the LEAP is a computer analysis unit and fiscal information system. Its governing body is a joint eight-member committee.

Office of Actuary--The smallest of the joint offices, the actuarial staff is overseen by a special joint committee of six members. The staff is responsible for monitoring the state's retirement program.

Legislative Transportation Committee--The oldest statutory committee of the legislature, the transportation group is responsible for evaluating long-range transportation plans, monitoring the operations of related state agencies and analyzing the transportation budget. The joint committee staff also supplements the staff support for the standing transportation committees of both houses.

HOUSE:

Office of the Chief Clerk--The chief clerk is elected by a vote of the membership and serves the House as chief administrative officer and advisor. The clerk is responsible for chamber activities, calendars, journals, bill processing, financial management, record keeping, printing, and administrative support to all House staff. The House Employment Committee hires most staff. During the session, both parties have employment committees responsible for hiring a proportionate number of session staff.

Office of Program Research--The program office is responsible for research and legal support for all committees and members. The House research services consist of a staff of: fiscal analysts who serve the appropriations and revenue committees and program analysts assigned to the other standing committees. The staff director reports to the speaker and chief clerk. Staff are hired by a bipartisan employment committee with input by the director. One to five professionals are assigned to each committee. The staff serves both parties, but most instructions and assignments emanate from the chairman. Staff are assigned to short-term and in-depth studies, bill analyses, drafting, and program review.

Caucuses -- Hired and supervised by the respective leaders, the caucuses research staff handle media relations, monitor committee work, deal with constituent problems and conduct spot research.

Senate:

Secretary of the Senate -- Elected by the full Senate, the secretary is the chief administrative officer and also handles the traditional chamber and bill processing duties. Like the House clerk, the secretary serves as an advisor to the Senate and handles financial, personnel, and administrative tasks for all Senate staff. The secretary works with the facilities and operations committee, a bipartisan leadership group responsible for personnel policy, all hiring, salaries, and other expenditures.

Senate Research Center -- The research center provides research and legal staff to most Senate standing committees and special committees. The staff director coordinates committee assignments and recommends prospective employees to the facilities and operations committee for hiring. The staff is primarily responsible to the committee chair for bill analyses, drafting, studies and program review. Spot research assignments from other members are usually assigned by the director. At least one analyst is assigned to each committee with legal support available as needed.

Majority Caucus -- The majority caucus staff is responsible to the majority leader and caucus chairman for direction and supervision. The staff handles constituent casework for majority members, monitors committee work, provides additional support to leaders and

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works on liaison activities. A separate staff unit is assigned to media and public information activities.

Minority Caucus -- The director of the minority caucus staff serves as the chief aide to the minority leader, and hires caucus personnel with the approval of the minority leadership. The staff is assigned to research projects, developing policy papers, does legal research, monitors and participates in standing committee assignments, handles constituent affairs and public information.

#### Committee Services:

Most committees are provided with staff by the House Office of Program Research and the Senate Research Center. Major committees in both houses, however, are allowed to hire their own staff. In the Senate, the committees on energy and utilities, judiciary, ways and means, social and health services, and transportation have independent research staff hired by the facilities and operations committee based upon the recommendations of the committee chairman. In the House, a separate staff is hired by the committee on transportation, with approval by the House employment committee. The two transportation staffs also work in concert with the joint committee.

#### Members' Personal Staff:

Representatives are provided with a personal secretary during the session only. Senators have a full-time secretary during the session and a part-time secretary throughout the rest of the year.

#### Leadership Staff:

In addition to the support and research services provided by the caucuses, the speaker and caucus leaders employ an administrative assistant and secretarial staff. The Speaker also has some independent research staff. In the Senate, the minority leader's assistant serves as caucus director.

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## WEST VIRGINIA

### Staff Services Profile

#### GENERAL:

The West Virginia legislature is provided with professional and support staff services. During the session, committees are provided with legal and support staff hired through the clerk's offices. The Senate president and the speaker play a key role in personnel policy and employment decisions.

#### SHARED HOUSE/SENATE SERVICES:

Joint Committee on Government and Finance -- The joint committee, staffed by the Joint Legislative Services and Legislative Auditors Offices, oversees the operation of three autonomous legislative staff offices. The committee is co-chaired by the speaker and Senate president. Personnel policy is set by the joint Committee on Joint Rules, a body consisting of the presiding officers and two members they appoint from each house. The three staff offices include:

Office of Legislative Services -- The legislative services staff is responsible for bill drafting, statutory revision, legal counsel, special projects, general research and duplicating services. The office is organized into four research teams who are assigned to interim committee research projects. During the session, the staff is available to assist standing committees either on request or on a continuing basis. The office also administers two internship programs, one for law students and the second for political science and social work graduate students.

Legislative Auditor -- The auditor's office is responsible for post-audits, budget analysis, fiscal studies, and staff support for the House and Senate Finance Committees. The audit office includes the legislative reference library.

Office of Public Information -- The smallest of the professional staffs, the public information office handles media relations and inquiries by citizens. An internship program for undergraduate journalism students is run by the information staff during the session.

Purchasing Practices and Procedures Commission -- Co-chaired by the Senate president and the speaker, the commission oversees an investigative staff assigned to special studies of malfeasance, misfeasance or mismanagement in state government.

Legislative Court of Claims -- The court is an agency of the legislature that hears claims against the state. It makes recommendations to the legislature for its final action on the

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payment or non-payment of these claims as moral obligations of the state. A small staff of attorneys and secretarial staff is employed by the court.

Legislative Rulemaking Review Committee -- The committee is staffed by an independent analyst who reviews administrative rules for compliance with legislative intent and consistency with statutory authority.

#### HOUSE:

Clerk of the House -- Elected by the House members, the clerk is the chief administrative officer in charge of financial affairs, maintenance, purchasing, and stenographic services, as well as the traditional clerk's responsibilities of the journal, record keeping and staff. The number and duties of House employees are specified in the House rules; and the speaker, on the recommendation of the rules committee, is authorized to hire session staff.

#### SENATE:

Clerk of the Senate -- The Senate clerk is the chief administrative officer with duties and responsibilities similar to the House clerk. The Senate clerk also serves as editor of the West Virginia Blue Book. The clerk is elected by the full Senate. Senate employees are hired by the clerk with approval by the president.

#### COMMITTEE SERVICES:

Interim committees and standing committees, to some extent, are staffed by the Office of Legislative Services. The legislative auditor provides professional research staff to the finance committees of the House and Senate.

In addition, during the session, standing committees are provided staff assistance by the leadership through the clerk's offices. In the House, each standing committee is supplied with session legal counsel plus support staff.

#### MEMBERS' PERSONAL STAFF;

A sessional stenographic pool is available to members of the two chambers through their respective clerks' offices.

#### LEADERSHIP STAFF:

The Senate president hires two full-time aides to work on research projects, constituent problems and administrative tasks. Other Senate leaders are assigned session secretaries, and the minority leader also hires a session attorney to assist with priority legislation. In the House, the speaker has the only year-round staff with an administrative assistant and secretary assigned to constituent and research tasks. The presiding officer and ranking majority and minority leaders are provided with additional legal and clerical staff during the session.

## WISCONSIN

### Staff Services Profile

#### GENERAL:

The Wisconsin legislature provides a variety of staff services ranging from non-partisan, joint agencies to partisan, caucus research office and some committee staff. Two policy committees, with the top Assembly and Senate leaders as members of both, oversee the joint agencies. Most chamber services are administered under the chief clerk or the sergeant-at-arms with policy set by the leadership committees on Assembly and Senate organization.

#### SHARED ASSEMBLY/SENATE SERVICES:

**Legislative Council**--The 19-member council is composed of Assembly and Senate leaders as well as other members. Headed by an executive secretary, the council staff provides professional, nonpartisan legal and research assistance to standing and study committees. Staff members generally have one primary standing committee assignment plus secondary assignments. The council staff provides legal, scientific and general research assistance. The council provides administrative and secretarial support to the Joint Committee on Legislative Organization (JCLO) and the Commission on Interstate Cooperation.

**Legislative Reference Bureau**--The bureau is one of four autonomous staff agencies under the general direction of the Joint Committee on Legislative Organization, which is composed of the two presiding officers and the four ranking party leaders. The reference bureau provides bill drafting assistance, legal research on proposed legislation and some general research. The bureau provides library services and maintains a data processing system for indexing legislation and recordkeeping. The bureau chief and staff assist with enrolling and engrossing, and publish the "WISCONSIN BLUE BOOK".

**Revisor of Statutes Bureau**--Also under the supervision of the JCLO, the revisor's staff edits and publishes Wisconsin statutes and the state administrative code. The bureau has ongoing responsibility for statutory revision.

**Legislative Fiscal Bureau**--Under the general direction of the JCLO, the fiscal bureau and its director are responsible for analyzing agency budget requests, answering research requests from members, preparing fiscal notes, estimating state revenues, and evaluating agency programs. The bureau provides staff assistance to the Joint Committee on Finance and the finance committees of both chambers.

**Legislative Audit Bureau**--The audit bureau, headed by the state auditor, is responsible for conducting financial compliance audits of state agency accounts. The audit staff also reviews agency

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performance. The bureau is also under the auspices of the JCLO and the Joint Committee on Audit works with the bureau staff.

Joint Survey Committee on Retirement Systems--The 10-member retirement committee is assisted by a small research staff assigned to assess the actuarial soundness of the state's public employee retirement system. The research staff also maintains a library of pension information.

Commission on Interstate Cooperation--The commission is the legislature's official liaison with interstate organizations representing state government officials. The commission staff, the smallest of the joint agencies, assists with the negotiation of interstate compacts and other cooperative agreements.

#### ASSEMBLY:

Chief Clerk of the Assembly--Elected by the members, the clerk is responsible for chamber functions, recordkeeping, bill processing tasks, production of the calendar and journals, and enrolling and engrossing activities. The clerk is also the chief administrative officer in charge of a typing pool, word processing center, financial matters, payroll, and purchasing. With input by the legislators, the Assembly clerk hires all members' secretaries, except for those assigned to leadership and committee chairmen. The allocation of positions is determined by the Committee on Assembly Organization, chaired by the Speaker.

Sergeant-at-arms--The sergeant is elected by the members and is charged with security, document distribution, bill filing, and mail responsibilities. The sergeant's staff includes a complement of page/aides. Each page/aide is shared by three legislators who are not otherwise entitled to an aide. The page/aides are assigned to messenger and constituent tasks.

Majority and Minority Caucuses--The partisan staffs assist members with research on partisan issues, public information, and constituent affairs. Each caucus provides media services including the preparation of radio feeds, speeches, newsletters, and press releases. In general, each caucus selects the staff director, and the director in turn hires the caucus analysts.

#### SENATE:

Chief Clerk of the Senate--Like the Assembly clerk, the Senate chief clerk is responsible for both traditional chamber duties and administrative services for the Senate. The Senate office includes a person to handle liaisons with private printing firms for production of newsletters and other documents. In addition, the clerk supervises the management of each senator's staff allowance. In hiring of committee staff, personal secretaries and other aides, the senator selects the employee, but the clerk determines the maximum salary based on the employee's qualifications and the position requirements. The clerk is elected by the Senate and

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works closely with the Committee on Senate Organization. The committee establishes the staffing pattern and allocation of positions. The committee, chaired by the President, comprises the five top Senate leaders.

Sergeant-at-Arms--The Senate sergeant has the same powers and responsibilities as the Assembly sergeant. The Senate office, however, does not operate a page/aide program. The sergeants-at-arms and the chief clerks cooperatively staff and operate the document and mail room. The sergeants' office schedules hearing rooms, operates photocopy equipment, provides messenger services, and handles various clerical tasks.

Majority and Minority Caucuses--The Senate caucuses are assigned to partisan research efforts, program development for the caucus, and constituent issues and casework. The caucuses also perform press activities and public information services including speech writing, newsletter preparation and press releases. The staff directors are selected by the caucus and report to both the caucus and the party leaders. The director selects caucus staff members.

#### COMMITTEE SERVICES:

The council staff provides a professional, nonpartisan legal counsel to each standing committee and certain joint committees. Each council attorney has one or more primary committee assignments and serves as back up to other committees. In the Senate, each committee chairman is authorized by the Committee on Senate Organization to hire a committee assistant who helps with research tasks, liaison with other government agencies and the media, and administrative affairs of the committee. In the Assembly, the major committees are provided with full-time research clerks, and minor committees are assisted by halftime research clerks. In addition, the chief clerk's office provides and supervises an administrative assistant for each senate committee. Chairmen may recommend to the clerk's office candidates for research positions. Assembly chairmen are also provided with a personal secretary to assist with correspondence and other clerical duties.

#### MEMBERS' PERSONAL STAFF:

Assembly members share full-time secretarial help, unless, because of seniority, committee or leadership responsibilities, they are entitled to a personal secretary. Secretaries for rank-and-file members are hired by the clerk's office. Senior members also are assigned aides, either on a personal or shared basis. Rank-and-file members may use page/aides hired through the sergeant's office.

In the Senate, each member may select a full-time capitol secretary who is part of the clerk's payroll. In addition, each senator has a staff allowance of \$39,000 for capitol or district staff. The allowance may be used to hire two full-time staff members with full benefits and, with the approval of the Senate Organization

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Committee, other part-time or contractual employees who do not receive state benefits. The senators are free to hire whomever they wish, but maximum salary levels are determined by the chief clerk based on the prospective employee's qualifications and the position duties. Senate members of the Joint Finance Committee are allowed one additional staff person. On an average, each senator has three to four full-time staff.

**LEADERSHIP STAFF:**

In the Assembly, the Speaker and majority leader each have a full-time secretary and two aides who assist with administrative work, research requests, press, and constituent affairs. Other Assembly leaders are provided with a full-time aide and a secretary. In the Senate, the presiding officer, majority, assistant majority, minority, and assistant minority leaders are provided with an additional legislative assistant along with the basic staff positions allowed other senators.



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