

ALASKA LEGISLATURE COMMITTEE FILES 1985-1986 86/2

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SB 43

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11/7/89
Date

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BILL FILE LOG

BILL # ^{SB}43

- Original bill
- Fuller memo re. proposal for joint House/Senate Agency
- Kerttula memo re. Senate Research Agency proposal
- Sturgulewski 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 of 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
- II. Report: Proposed Senate Research Agency
- III. Time Schedule
- IV. Recruitment Budget Projection
- V. Proposed Newspaper Advertisement

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 Twelve (12) Final Candidates	7,000	
		<u>\$ 9,500</u>

Total Budget :		<u><u>\$25,000</u></u>
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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
OPERATING						
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						
TOTAL OPERATING	<10.8>	<93.8>				

CAPITAL						
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REVENUE						
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FUNDING: (Thousands of Dollars)

GENERAL FUND	<10.8>	<93.8>				
FEDERAL FUNDS						
OTHER						
TOTAL						

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?

Page 2

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 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 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 Research monograph on U.S. Policy (current and proposed) and public opinion regarding immigration and refugee resettlement--1/31/81 Research monograph on the socio-economic background of the Hmong and their resettlement needs--1/31/81 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 Connie Barlow 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 Connie Barlow
State Loan	Oversight of State loan program activity	Summary of annual and other reports mandated by statute--1/15/81 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 3/15/81; 7/15/81; and 1/16/82**	Jack Kreinheder Susan Brody Anne DeVries 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 Coal Policy Paper: Leasing and Taxation 1/12/81 Coal Policy Paper: Surface Mining 2/2/81 Coal Policy Paper: Potential for Use In Rural Alaska 2/2/81	Anne DeVries Anne DeVries Susan Brody Susan Brody 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 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 A Review of the Private Sector Activities in Alaska--10/30/80 The Implementation of HCSB 165--12/11/80 Updated reports on the three topics above--1/15/81; 2/29/81; 4/15/81.	Anne DeVries 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 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: ^{CB} 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
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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

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WHEREAS decisions on them should be predicated on solid research and

11

analysis; and

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WHEREAS the Alaska State Legislature requires objective research to

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support the body in its decision making; and

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WHEREAS research services should be available on a nonpartisan basis

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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

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WHEREAS, to assure nonpartisan research, research policies for the

19

Legislature should be set by a bipartisan group; and

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

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

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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
Page 4

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 _____

SPECIAL INSTRUCTIONS TO TYPIST/PROOFREADER

IN _____ DUE _____

TYPED - Draft _____ DATE _____

Final _____ DATE _____

PROOFED _____ DELIVERED _____

DRAFT

FINAL

HOUSE RESEARCH AGENCY
RESEARCH REQUEST TIME LOG

REQUESTER _____

WORK ORDER REQUEST NO. _____

ANALYST _____

KEY WORDS _____

WORK COMPONENTS

<u>WORK COMPONENTS</u>	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
OPERATING						
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						
TOTAL OPERATING	<10.8>	<93.8>				

CAPITAL						
----------------	--	--	--	--	--	--

REVENUE						
----------------	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

	FY 85	FY 86	FY 87	FY 88	FY 89	FY 90
GENERAL FUND	<10.8>	<93.8>				
FEDERAL FUNDS						
OTHER						
TOTAL						

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).

Understanding Legislative
Staff Development:

A
Legislator's
Guide to
Staffing
Patterns

NATIONAL CONFERENCE OF STATE LEGISLATURES



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

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

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

The 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

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:¹

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

¹The 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.

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.

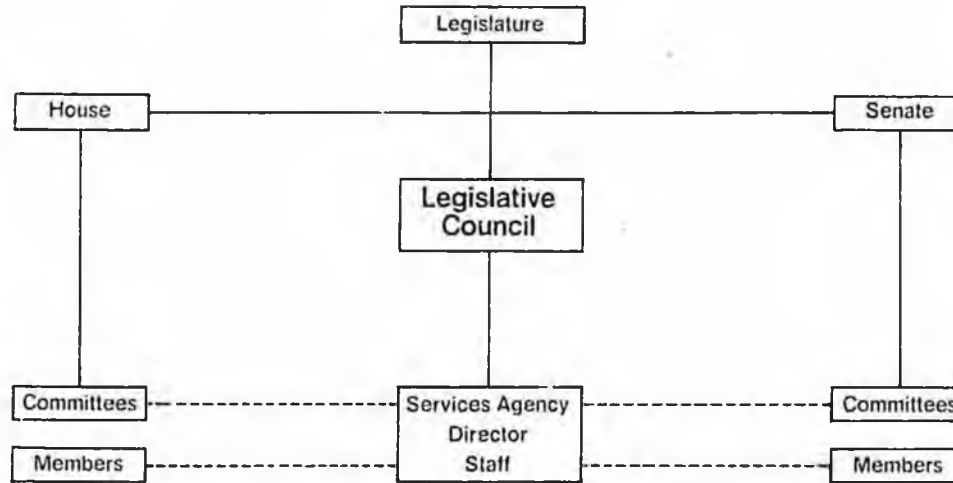
Summary

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.

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

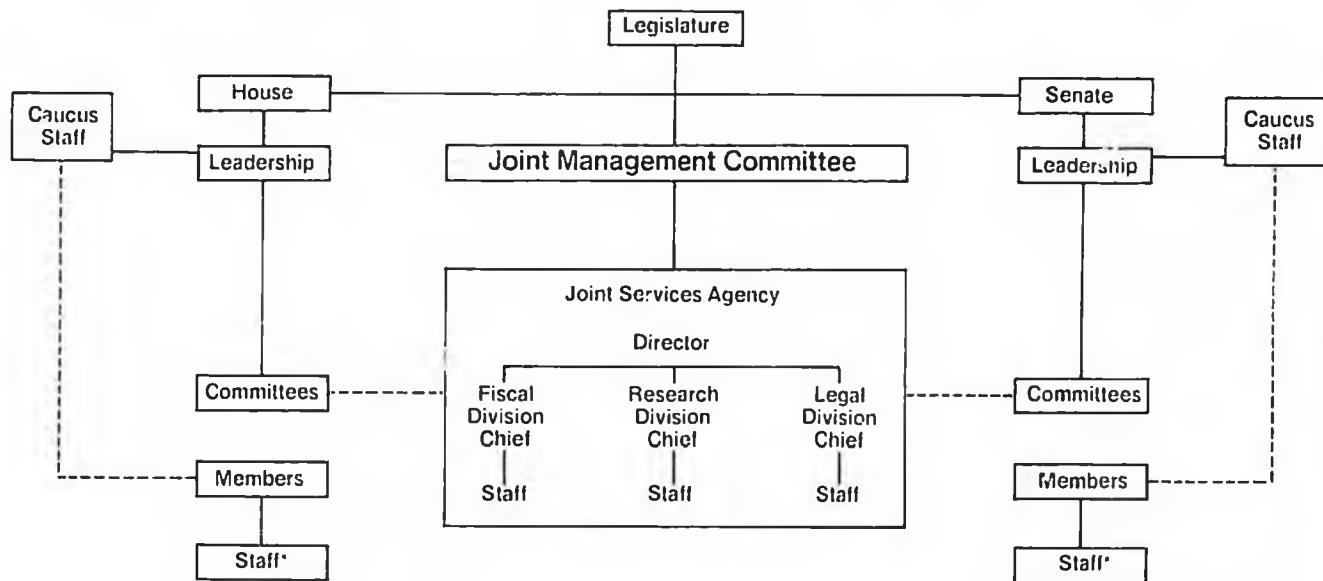
State Similarities:

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:

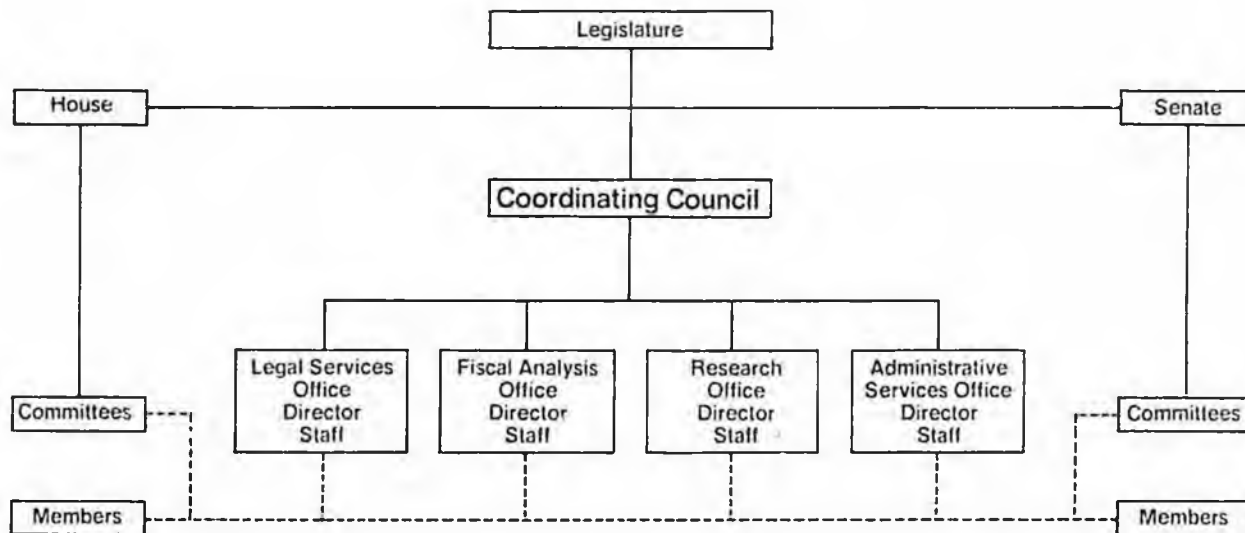
Unlike the states which follow the legislative council model, the states in this category are more densely populated and urban. Also, states with this staffing pattern tend to have larger legislative personnel complements and a much more competitive partisan climate. Control of the legislative and executive 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 ranges 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

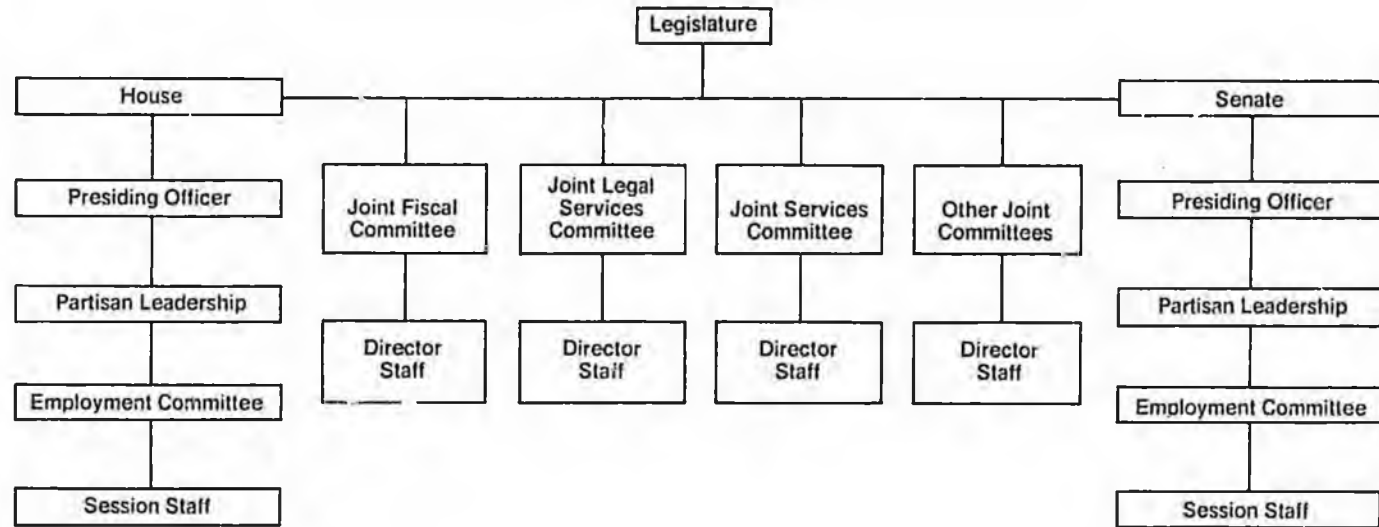
State Similarities:

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.

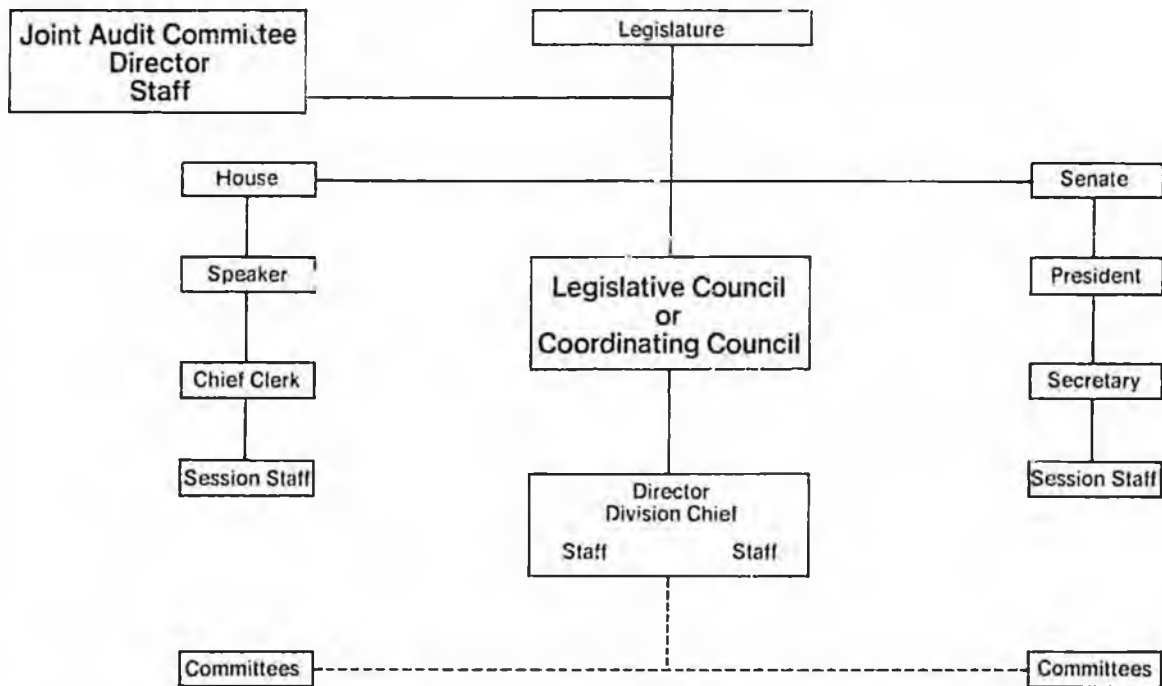
Advantages and Disadvantages:

- 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.