

Research Department, Kansas Legislative Council August 25, 1969

M I N U T E S

Joint Committee on Legislative Services and Facilities
and the
Council Committee on Rules, Procedure and Budget

June 26, 1969

The Joint Committee on Legislative Services and Facilities met with the Committee on Rules, Procedure and Budget on June 26, 1969, at 10:00 a.m. in Room 535 of the State House. Members of the Legislative Services and Facilities Committee present were: Senators Ross Doyen and Glee Smith; Representatives Richard Mankin, Donald Bell, Richard Loux, and Calvin Strowig. Members of the Council Committee on Rules, Procedure and Budget present were: Representatives Donald Bell and Clyde Hill, and Senators Doyen and Smith. Senator Bennett appeared at the invitation of Chairman Hill. Also present were Mr. William Bachman, recently hired for the position of secretary to the Joint Committee; Marge Rawson, part-time secretary to the Joint Committee; Fred Carman and John Weeks, representing the Revisor of Statutes' office; Dr. Drury and Dick Ryan representing the Research Department.

Representative Clyde Hill presided and called the meeting to order. He read the statutes relating to research services for the legislature. The purpose of the meeting was to discuss and try to come to a decision regarding long-range research services to be offered by the Research Department. (Copy of agenda attached).

Dr. Drury presented a summary of developments in other states, distributing information under the titles of "Current Trends in Legislative Services" and "Pertinent Quotations from Staff and Services for State Legislatures," (copies included). Dr. Drury identified several assumptions which had been made in preparing the list of alternative organizational patterns. They were:

1. That there are wide differences among the states in the way their research facilities are organized. Changes are being made in many states. Some are reported on in the attached memoranda.

2. That non-partisan staffing should be continued in Kansas.
3. That the staffing needs are greatly influenced by the organizational pattern used by the legislature.
4. That staffing interacts and also affects the organizational pattern. For example, staffing could help coordinate the work of committees in the two chambers.
5. That there was an increased desire for interim meetings of standing committees. Perhaps this reflects a desire of the legislators not on the Council for more involvement.
6. That the Research Department wants to carry out the desires of the legislative leadership. It could do this only if it knows what the leadership wants.

Dr. Drury presented the following staffing alternatives related to organizational patterns for legislative research services:

1. Restructure Legislative Council to have only a joint committee to manage legislative services. Wide use of standing committees and Research Department would staff them. Could be used to encourage joint committees.
2. Continue Council with substantive committees for long-term (18 months or more) studies, with standing committees doing other work.
3. Continue Council with substantive committees accepting all proposals, with joint standing committee meetings encouraged.
4. Continue Council with substantive committees accepting any proposal, with only occasional meetings with standing committees.
5. Enlarge Council and its role. Continue Council substantive committees with other legislators being invited to take part in the work of the "Council" committees.
6. Return to traditional Council system. Few, if any, interim meetings of standing committees.

For each of the types of organization there are somewhat different staffing needs. It is expected that requests for "spot research" and individual requests would be continued to be handled but if more attention is given to staffing standing committees less staff time will be available for such work.

The Committee members discussed the six alternatives. The Chairman stated that some members of the legislature are interested in long-range services, while others are not. It was his feeling that there are definite areas that need to be coordinated with research, and that there should be staff available to handle these services.

Senator Smith stated that he felt it was an important service to have research available to interim committees and to individual legislators, and that this service has to be maintained. Speaker Strowig spoke of the desirability of having rules for publicizing the interim meetings of standing committees, their agendas and defining the matters upon which committees will work.

In answer to a question posed by the Chairman, Dick Ryan stated that he felt the quantity and quality of work of the Research staff could be improved. It is impossible to serve the committees and individual legislators adequately with the amount of time and staff now available.

Senator Bennett was invited to present his reactions to the six plans. He said that many legislators who are not members of the Council feel they are not part of the research work of committees. Since the interim committees have been meeting, these same persons show more interest and feel more a part of the legislature. He also expressed a definite need to have research staff available. "Without adequate personnel and staff, research and bill drafting, the Legislature cannot function properly." He felt that members had not been informed of the research that was available to them in the interim. He suggested that all members of the legislature should be regularly informed of studies made by the Research Department. He felt that the Kansas Legislature was moving toward pattern number one above.

Senator Smith stated that he felt more joint meetings of interim committees were needed. Recognizing that the respective committees would formulate their respective decisions, this would lead to a more efficient procedure.

Chairman Hill endorsed sending out a newsletter, informing members of materials that are available to them. Then each member could choose and write for the subjects in which he had an interest.

Senator Doyen made the suggestion that each standing committee or subcommittee have its secretary turn in copies of the minutes of meetings, signed by the chairman, and put on file with the Legislative Services and Facilities Committee. Representative Bell suggested that the Facilities Committee work with the Research Department to develop a set of committee reports to be available to all members. The Joint Committee should also set up guidelines for the committees to use for such minutes.

The meeting then recessed until after lunch.

At 1:30 p.m. Chairman Hill opened the meeting to suggestions.

Representative Strowig said there is an immediate need to acquire space for the Research Department to operate. He felt the staffing of some committees during the session was desirable, but that it should not be the general practice for all committees until sufficient staff is available.

It was his feeling that guidelines should be set up for Dr. Drury's staff as to where priority for research and staff time rests. Since Council proposals have received a majority vote of both houses, Council Committees should have "number one" priority of research facilities. He felt that Alternative No. 2 was presently in reach of the full staffing of Council Committees and some standing committees. He wanted research facilities to be available for requests from individual legislators.

Representative Bell felt that this group should indicate to Dr. Drury that the consensus of the Committee was favoring Alternative No. 2 as an immediate goal and Alternative No. 1 as a future goal, and that Dr. Drury should formulate a plan as to how this should be accomplished. He stated that the long-term studies could be taken care of between sessions by much the same staff as took care of the immediate needs during the sessions.

Representative Mankin agreed with Representative Bell, but added there will be a need for more research staff. He felt the newsletter proposal would be very helpful.

Senator Smith suggested if any committee member was aware of qualified persons who might be interested in research positions, to give these names to Dr. Drury to help him secure more staff. He also favored the newsletter-type communication to members. He favored Alternative No. 3.

Representative Loux stated he preferred Alternative No. 1, but felt that the present staffing pattern is somewhere between Alternatives No. 3 and 4. He felt a need to have more control over the standing committees.

Representative Hill suggested that a manual be developed by the Facilities Committee to include guidelines, procedures, secretarial help, etc. It should also include some rules regarding research staff and how they are to be used. This manual should also include a policy statement as to what services the Research Department would provide. It might even include a request to have the minutes of each committee turned in and on file with the Facilities Committee. Also include in the manual a list of available research staff members. This would develop a pattern, especially for new members coming into the legislature. He suggested having the Facilities Committee go ahead with this, and then have another joint meeting with the Rules, Procedure and Budget Committee. Mr. Bachman and Dr. Drury were requested to prepare a "working draft" for the Joint Committee on Legislative Services and Facilities.

Senator Doyen suggested that if the committee chairmen, before the end of the legislative session, would draft a list of meetings and subject matters to be studied, and have it approved, that this would be helpful to the Speaker of the House and the President Pro Tem to determine if such studies would be helpful and necessary.

Dick Ryan stated if this group decided to have staff available at standing committee meetings, it is his opinion that it would be inadequate to send a junior research person to the meetings. He thought that an experienced staff person would be much more helpful to the Committee. These suggestions apply both to the session and for interim committees.

Representative Loux suggested that a junior research person attend meetings along with senior staff in order to gain experience and train for the future. He suggested full staffing for the State Affairs, Education, Taxation, and Roads and Highways Committees.

Senator Smith presented the following guidelines which had the unanimous consent of the group:

1. Continue as Alternative No. 3 the present pattern because of limited staff available. Continue to work toward Alternative No. 2 as staffing and facilities are available, and continue to consider the possibility of some form of Alternative No. 1.
2. Have full staffing for State Affairs, Education, Taxation, and Highways and Transportation.
3. Make staffing available as far as possible to the other standing committees.
4. Have Facilities Committee work up a manual to use as guidelines.

Dr. Drury asked if the rules the Finance Council had approved for payment of travel expenses for job candidates had included the Research Department. Senator Smith and Speaker Strowig reported that they knew the Finance Council had approved rules for this but were uncertain whether the Research Department was included.

It was the consensus of the group to encourage Dr. Drury to employ more staff for the Department, and to request necessary budget provisions for increase of staff.

The Facilities Committee decided to meet on July 25, to present the groundwork on the proposed manual. The two committees will meet jointly August 21, 1969, at 9:30 a.m. The Chairman requested Dr. Drury to draft an operational plan for staffing and facilities to carry out suggestions that have come out of today's meeting to be presented to Rules, Procedure and Budget Committee for project purposes.

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COMMITTEES

committees of legis- es; duties; compen- employees. The com- ns of the senate and of the legislature of be c ing com- durin terms for appointed and shall

hold meetings as may be necessary until the convening of the next regular session of the legislature. In the event of a vacancy on the senate committee on ways and means, the committee on committees of the senate shall appoint a successor; and in the event of a vacancy on the house committee on ways and means the speaker of the house shall appoint a successor.

Prior to the convening of each session of the legislature in the even-numbered year during the period from December 1 of each odd-numbered year and until the convening of the ensuing session of the legislature in even-numbered years such committee or subcommittees thereof may visit the various institutions for the purpose of acquiring information concerning the conditions, needs, and requirements of said institutions.

Any member of such committees or subcommittees attending a meeting authorized by this section, shall receive compensation and travel expenses and subsistence expenses or allowances as provided in section 1 [75-3212] of this act.

Such committees are hereby authorized to employ and fix the compensation of such secretarial and other help which shall be in the unclassified service, and incur such expenses as may be necessary in carrying out their duties under this act. All vouchers of any member of each committee on ways and means and all expense vouchers shall be approved by the chairman or vice-chairman thereof. Compensation, allowances and expenses authorized under this section shall be paid from funds specifically appropriated for such purpose or, in the absence of such specific appropriation, from funds appropriated for legislative expense. [K. S. A. 46-134a; L. 1968, ch. 208, § 7; March 20.]

COMPENSATION AND EXPENSES OF MEMBERS

46-135. Compensation and expenses of legislators. That each member of the 1967 legislature and each member of subsequent legislatures shall receive for his services and as reimbursement for his expenses commencing with January 10, 1967, compensation as follows:

(a) The sum of ten dollars (\$10) per calendar day for service at any regular or special session, not to exceed the total sum of nine hundred dollars (\$900) for any regular session, or three hundred dollars (\$300) for any special session;

(b) the sum of twenty-five dollars (\$25)

per calendar day for expenses for any regular or special session of the legislature, not to exceed the total sum of two thousand two hundred fifty dollars (\$2,250) for any regular session or seven hundred fifty dollars (\$750) for any special session;

(c) an allowance of one hundred dollars (\$100) per calendar month, except for the months of January, February, and March to defray expenses incurred between sessions of the legislature for postage, telephone, travel, office and other incidental expenses; and

(d) mileage in the amount fixed by K. S. A. 1965 Supp. 75-3203 and amendments thereto for each mile traveled by the usual route in going to and returning from the place of meeting: *Provided*, That such mileage shall not be paid for more than one trip for each full week that the legislature is in regular or special session. Mileage shall only be allowed for trips actually made. [K. S. A. 46-135; L. 1967, ch. 287, § 1; March 3.]

COMMITTEES

46-138. Committees of the legislature; interim meetings authorized, when. When authorized as provided in this section committees of the senate and house of representatives of the legislature of the state of Kansas and subcommittees of such committees may meet after adjournment of any session of the legislature and prior to the convening of the next following session.

(a) In odd-numbered years the federal and state affairs (or state affairs) committee, the assessment and taxation committee, the education committee, the roads and highways (or highways) committee, the judiciary committee, may meet once on the call of the chairman of such committee without prior approval and such additional times as are authorized by the president pro tem of the senate or the speaker of the house, as the case may be. Subcommittees of any committee named in this section may meet on the call of the chairman of the committee without prior approval. In even-numbered years committees and subcommittees thereof specified in this subsection may have such meetings as are authorized by the president pro tem of the senate or the speaker of the house, as the case may be, such meetings to be called by the committee chairman.

(b) Any committee or any subcommittee thereof of either house may meet on call of the chairman of such committee, although not listed in (a) above, if the meeting called has been authorized by the president pro tem of

the senate in the case of senate committees or subcommittees, or by the speaker of the house in the case of a house committee or subcommittee. [L. 1967, ch. 289, § 1; L. 1968, ch. 238, § 1; March 26.]

46-139. Same; matters considered; expenses and compensation. Before the end of any regular session of the legislature, committees shall determine matters to be considered prior to the next session of the legislature. The chairman of such committee shall appoint such subcommittees as may be necessary to allocate the work of the committee. Matters in addition to those so determined may be considered by the committee if approved at a meeting where a quorum of the whole committee is present or if authorized by the president pro tem of the senate in the case of senate committees, and the speaker of the house in the case of house committees. Members of any committee, or subcommittee, authorized to meet under the provisions of this act shall receive compensations and mileage as provided in K. S. A. 46-311 as amended: *Provided*, That mileage for trips to committee or subcommittee meetings held at a location other than the state capitol shall not be paid, unless the location of the meeting has been approved in advance by the president pro tem or the speaker of the house, as the case may be. All vouchers of any member of each continuing committee and all expense vouchers shall be approved by the chairman or vice-chairman thereof, and shall then be transmitted to the speaker of the house or the president pro tem of the senate, as the case may be, for approval and payment. Expenses for printing and supplies may be incurred only with the prior approval of the speaker of the house or the president pro tem of the senate, as the case may be, and shall be paid on vouchers so evidenced. All compensation and expenses shall be paid from funds specifically appropriated for such purpose, or, in the absence of such specific appropriation, from funds appropriated for legislative expense. [L. 1967, ch. 289, § 2; L. 1968, ch. 238, § 2; March 26.]

46-140. Same; procedure and rules therefore; limitations on voting. "Chairman" of a committee means the chairman then appointed and acting, or if he is disqualified or unable to serve, then it shall mean the appointed and acting vice-chairman, or if he shall also be disqualified or unable to serve, then it shall mean the member of that committee designated as acting chairman by the

president pro tem of the senate in the case of senate committees, or the speaker of the house in the case of house committees. Meetings may be called by the chairman by mailing notices of the time, place, and purpose of the meeting to the members of the committee or subcommittee involved. The research department of the legislative council shall give at least five (5) days' notice of any committee meeting to any interested party making timely request to the agency for such information. A majority of the members of any committee or subcommittee shall constitute a quorum thereof. No vote upon the final action of any committee upon any matter considered by such committee shall be taken after the adjournment of any session and prior to convening of the next following session and no vote upon the final action of any committee upon any matter considered by such committee after the adjournment of any session and prior to convening the next following session shall be taken prior to the hour of adjournment on the seventh calendar day of such following session without the chairman of such committee having first given not less than forty-eight (48) hours notice of such proposed action. Consistent with this act, committees may adopt additional rules of procedure not inconsistent with the rules of the senate in the case of senate committees and not inconsistent with the rules of the house in the case of house committees. [L. 1967, ch. 289, § 3; L. 1968, ch. 238, § 3; March 26.]

46-141. Same; studies and research; subpoena of witnesses; depositions. State and local officials shall make such studies for the committee or subcommittee as they may require in the same manner as is provided in K. S. A. 46-305. No committee or subcommittee shall be authorized to request extensive research data or memorandum without the prior approval of the president pro tem of the senate in the case of senate committees or subcommittees, or by the speaker of the house in the case of a house committee or subcommittee.

In the discharge of any duty herein imposed any committee or subcommittee authorized to meet under the provisions of this act may by majority vote of the committee authorize the chairman or vice-chairman to administer oaths, issue subpoenas, compel the attendance of witnesses and the production of any papers, books, accounts, documents and testimony, and may cause the deposition of witnesses, either residing within or without the state, to be

taken in the making deposition in district courts. In part of any per poena issued in or subcommittee ness to testify to he may be law the duty of the of the judge the ber of any such to compel obed tempt, as in the requirements of court or a refusal

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taken in the manner prescribed by law for taking depositions in civil actions in the district courts. In case of disobedience on the part of any person to comply with any subpoena issued in behalf of any such committee or subcommittee, or on the refusal of any witness to testify to any matters regarding which he may be lawfully interrogated, it shall be the duty of the district court of any county, or of the judge thereof, on application of a member of any such committee or subcommittee, to compel obedience by proceedings for contempt, as in the case of disobedience of the requirements of a subpoena issued from such court or a refusal to testify therein.

Each witness who appears before any such committee or subcommittee by its order, other than a state officer or employee, shall receive for his attendance the fees and mileage provided for witnesses in civil cases in courts of record, which shall be audited and paid upon the presentation of proper vouchers sworn to by such witness and approved by the chairman of any such committee or subcommittee. [L. 1967, ch. 289, § 4; April 29.]

PREORGANIZATIONAL MEETINGS OF MEMBERS-ELECT

46-142. Preorganizational meetings of members-elect; selection of candidates for office for senate and house. Candidates elected to the legislature in 1968 for terms beginning in 1969, shall meet at the state capitol in Topeka on the first Monday in December in 1968, where the members-elect of the house of representatives shall convene at 10 o'clock a.m. in the house of representatives when the secretary of state shall call the meeting to order and the roll of the members shall be called from the certified list of duly elected members of the house; and the members-elect of the senate shall convene in the senate chamber at 10 o'clock a.m. where the lieutenant governor or his designee shall call the meeting to order and the roll called from the certified list of members-elect prepared by the secretary of state. Upon adjournment, on the same day, such members-elect of the majority and minority parties of each of the houses shall caucus and determine their candidates for office for the senate and the house of representatives for the next ensuing years and determine such other matters as their parties shall deem necessary and proper and as will aid the legislature in organizing and performing its functions as soon as possible after the legislature is convened; and, in each even-numbered year thereafter, the members-elect

of the house of representatives shall meet and caucus in the same manner and take such action as may be indicated by each of the major political parties for the purposes herein provided; and the members-elect of the senate shall each four years thereafter, beginning in 1972, meet and caucus in the same manner as hereinbefore provided and shall take such preliminary action as may be indicated by each of the major political parties and for the purposes herein provided. [L. 1968, ch. 169, § 1; July 1.]

46-143. Same; notice by secretary of state, when; exception. At the time the secretary of state shall forward the certificate of election to each of the members-elect to office, he shall also enclose a notice of the pre-organizational session to each of the newly elected members. No candidate involved in an election contest shall be notified of any such meeting, nor shall any such candidate be eligible to attend. [L. 1968, ch. 169, § 2; July 1.]

46-144. Same; expenses. The newly elected members shall receive no per diem for their services in attendance at the meeting, but shall receive as expenses for one calendar day, subsistence at the same rate as a member of the legislature receives subsistence under K. S. A. 1967 Supp. 46-135, and shall receive mileage, in accordance with K. S. A. 1967 Supp. 75-3203, for each mile traveled by the usual route going to and returning from the place of meeting. [L. 1968, ch. 169, § 3; July 1.]

46-145. Authority of candidates for offices of president pro tem of senate and speaker of house; authorized expenses and mileage. The candidate for speaker of the house and the candidate for the president pro tem of the senate selected at the caucuses of the majority parties in the respective houses as provided for in section 1 [46-142] hereof shall thereafter until the succeeding legislature shall convene be authorized to establish offices in the house of representatives and in the senate, as the case may be, and proceed with all necessary tasks involving the organization and preparation of the legislature for business. These candidates for president pro tem and speaker of the house, respectively, shall be authorized to receive subsistence expenses for each day spent in the performance of duties as herein prescribed at the same rate prescribed by K. S. A. 1967 Supp. 46-135 and in addition thereto mileage at the rate fixed by

CURRENT TRENDS IN LEGISLATIVE SERVICES*

(Summary)

"Legislative improvement programs brought about two developments in 1966-67 that are of substantial importance to future legislative services: unification and consolidation of legislative service agencies, and initiation of training programs for legislative staff personnel.

"The staff consolidation movement began in Michigan in 1965 . . .

"In 1967, the Indiana Legislature took substantially similar action . . .

"The Nebraska Legislature . . .

"Consolidation proposals also have appeared in Wisconsin and Oklahoma . . .

"By far the most comprehensive consolidation proposal was developed in Oklahoma by the Legislative Council's Committee on Legislative Procedure . . .

"In direct opposition to these unification efforts are recent recommendations of consulting political scientists to Legislatures in several Eastern States. They would strongly deemphasize the role of legislative council and other interim research agencies, replacing them with an expanded system of interim committees, each with a group of staff specialists.

"As such varied approaches as these indicate, a new period of evolution appears to be beginning for legislative services, from which may emerge better understanding of staffing and new concepts in the organization and use of services.

"One of the more pressing problems confronting legislative service agencies is a chronic shortage of trained personnel . . ."

* 1968-69 Book of the States.

PERTINENT QUOTATIONS FROM STAFF AND
SERVICES FOR STATE LEGISLATURES

By National Municipal League 1968

1. REFERENCE AND RESEARCH ASSISTANCE

Legislative Reference Service

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Legislative Councils

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As the second third of the 20th century neared its close, it was clear that the legislative council method of conducting major interim research was undergoing re-examination, especially in more populous and diversified states. Criticism of the council approach included the following: the typical council's small membership cannot mirror the full sweep of legislative interests; there is little correspondence between the council membership and standing committee membership and leadership, and the latter must take prime responsibility for bills during sessions; the council approach tends to mute the effect of party caucus methods of determining policy positions; the council method of staffing tends to stress recruitment of research "generalists" rather than "specialists."

By the late 1960s the research and study "center of gravity" was moving, in a number of states which included several with legislative councils, away from small membership councils toward the standing committees, professionally staffed to perform continuing research during the session and the interim. Some councils seem to contain built-in elements which meet many of the criticisms of small membership.

Oklahoma's council, for example, is composed of all members of the legislature organized, for interim study purposes, into a system of joint subject-matter committees whose jurisdiction resembles that of the session-time standing committees. The Nebraska, Pennsylvania and South Dakota councils resemble Oklahoma's in some of these respects. Several councils are instituting other changes to accommodate expanding legislative needs. Colorado's, for example, is increasing its professional staff to meet the study needs of standing committees.

At a special session in 1968, Florida abolished its legislative council, effective in 1969, at which time professionally staffed standing committees will become the study and research entities of the legislature. The legislative reference bureau, created in 1949 as an arm of the legislative council, was retained and authorized to expand its staff under the direction of a newly-created joint legislative committee consisting of the leadership plus some other members from both houses.

The Florida move attracted attention. Some authorities thought it satisfied most of the professional service requirements of a modern legislature, with two significant built-in safeguards: (1) the staff would continue to be hired on the basis of professional attainment and (2) there would be desirable elements of research and study coordination rather than uncontrolled study by many competing research centers—that is, the standing committees.

The need for staffing to strengthen party caucuses was not met by the Florida plan. Some authorities argue that all research should be done within party frameworks to facilitate taking positions and to emphasize party responsibility. A more prevalent tendency appears to be to retain nonpartisan professional research staffs, with some provisions, at least in the larger states, for separate small staffs for the party leadership. This permits the party caucuses to take positions without involving the professional research staff in partisan matters.

Interim Committees

Most state legislators see the inside of the state house only during the annual or biennial legislative sessions, which may be relatively short. Between sessions most of them must devote the bulk of their time to private activities.

With their out-of-session assignments, legislative councils close this gap to some extent and research-oriented standing committees promise to do so more and more in the future. Another device is the interim committee which is given a specific assignment to undertake while the legislature is not in session.

The assignment is defined by the resolution creating the committee which is set up for a temporary period and a special purpose. This is in contrast to the multi-purpose legislative council, which has permanent status for a succession of tasks over the years. Interim committees are usually authorized to hold hearings, subpoena witnesses and impound documents. Public members are sometimes added to the legislative membership.

One handicap of the interim committee is that it must start from scratch, expending time and effort on a topic with which others may already be familiar, only to dump a bulky report on the desks of legislators in the early days of a session when they lack time for study.

New York and California have from 40 to 50 interim committees, but most states make little use of them and some have none at all.

Some legislative interim committees are able to solve the problem of professional staffing for research by drawing on staffs of the legislative councils—as in Florida, Minnesota and Missouri. In Minnesota the interim committees reimburse the council for services rendered by the staff.

In 1967 Michigan's legislative service bureau embarked almost by accident on an unusual form of public information. A homestead tax exemption program for senior citizens had been enacted, and the rules for qualifying and applying for benefits were too technical for most older persons who lacked experience in computing tax rates. To help legislators, who themselves could not explain the new law to their constituents, the bureau prepared a simple pamphlet. The public demand was great. Two printings of 150,000 copies were exhausted. Pamphlets on other subjects such as the collective bargaining rights of public employees were subsequently prepared.

Legislators' ever-increasing need for research assistance is being met in a variety of ways, including the use of legislative reference services, legislative councils and interim committees. These have been utilized quite differently depending upon the needs, preferences and traditions in the various states. With the length and frequency of both regular and special legislative sessions increasing, the operations of these agencies, particularly those with special responsibilities during the interim between sessions, will undoubtedly continue to undergo significant modifications.