

# MAINE STATE LEGISLATURE

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# LEGISLATIVE REFORM IN MAINE: SOME FIRST STEPS...



A REPORT TO THE 106TH MAINE LEGISLATURE BY  
THE SPECIAL INTERIM COMMITTEE ON LEGISLATIVE STRUCTURE AND  
PROCEDURE

JANUARY, 1973





STATE OF MAINE  
SPECIAL INTERIM COMMITTEE ON  
LEGISLATIVE STRUCTURE AND PROCEDURE  
STATE HOUSE  
AUGUSTA, MAINE 04330

January, 1973

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To the Members of the 106th Legislature:

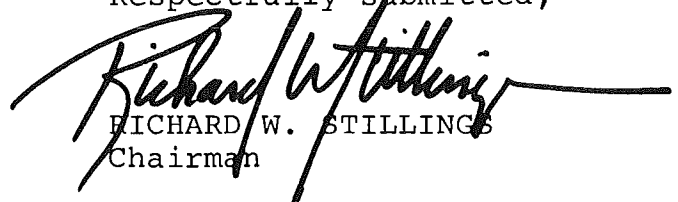
I am pleased to submit for your consideration the Report of the Special Interim Committee on Legislative Structure and Procedure. The committee has formulated several recommendations directed at strengthening the Maine Legislature.

We have not attempted to point out or resolve all the weaknesses of the Legislature; however, in our deliberations we have achieved consensus on a number of issues. Obviously there were many others which were raised and not pursued; and still others which were not discussed at all.

However modest our recommendations may seem to many, the Committee recognized early in its sessions that partial reform is better than no reform at all, and that first steps, though not revolutionary, are better than the advocacy of sweeping reforms which have little chance of enactment.

The Committee has devoted much time and effort to its study and sincerely hopes that the work of this Committee can be continued.

Respectfully submitted,

  
RICHARD W. STILLINGS  
Chairman



# STATE OF MAINE

In House March 1, 1972

WHEREAS, the legislative branch of State Government is the principal instrument for the exercise by the people of their constitutional right to govern themselves; and

WHEREAS, the basic structure and procedure under which the Maine Legislature operates has remained largely unchanged since the Constitution was adopted in 1820; and

WHEREAS, during the past 152 years the amount of public funds the Legislature is responsible to raise and appropriate, like its duties and burdens, has multiplied many hundreds of times; and

WHEREAS, the role of the Federal Government has taken significant new paths in recent years which profoundly affect and overshadow virtually all aspects of our Legislature; and

WHEREAS, the Legislature must blueprint a way to reform itself in order to offset or retard the growth of federal power and to fulfill its role as a full partner in our state-federal system; now, therefore, be it

ORDERED, the Senate concurring, that there is created a special interim committee to be composed of 3 members of the Senate, to be appointed by the President of the Senate; 5 members of the House of Representatives, to be appointed by the Speaker of the House and 7 additional members to be appointed by the Governor with the advice and consent of the Executive Council to represent the following areas: Municipal government, county government, industry, labor, agriculture, finance and tourism. Not more than 3 legislators from the

Name:

Town:

House nor 2 legislators from the Senate shall be of the same party on the Committee and the Committee shall elect a chairman who shall serve as such at the pleasure of the Committee. It shall be the purpose of the Committee, among any others, to make such studies and evaluation of the structure, functions and responsibilities of the Maine Legislature as it considers necessary, to review and make recommendations on any changes in the numerical size of the Legislature, levels of compensation for Legislators, legislative staffing and the present and future role of the Maine Legislature in the federal system and all other related matters which will strengthen and improve the legislative process in the State of Maine; and be it further

ORDERED, that the Committee is authorized to accept, at no cost to the State , the research staff and services of Eagleton Institute of Politics at Rutgers University under a grant from the Ford Foundation of \$715,000 to carry out the purposes of this Order; and be it further

ORDERED, that the legislative members of the Committee shall be compensated, within the limits of funds provided, \$20 per day and all reasonable expenses incurred in the performance of duties authorized by the Committee; and be it further

ORDERED, that there is allocated from the Legislative Account the sum of \$5,000 to carry out the purposes of this Order; and be it further

ORDERED, that the Committee shall report the results of its study and evaluation with all necessary legislation to implement its recommendations at the regular session of the 106th Legislature.



STATE OF MAINE  
SPECIAL INTERIM COMMITTEE ON  
LEGISLATIVE STRUCTURE AND PROCEDURE  
STATE HOUSE  
AUGUSTA, MAINE 04330

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### Statement of Purpose

Since Maine was admitted to the Union in 1820, many aspects of governmental life have undergone major transformations. The Legislature, however, exists today much as it did in 1820.

There is still very little professional staff. Members serve on a part-time basis and are compensated at a low level. The legislative scheduling is not now as good as it was in 1820, when the Legislature met every year to set policy, provide for the taxation and expenditures of the state, and returned home, secure in the knowledge that few unusual problems would arise during the interim.

Society has changed markedly in the past one hundred and fifty years. The problems and opportunities confronting us now are so different, that a nineteenth-century mechanism for determining state policy is simply inadequate today. A few examples will illustrate the problem.

In 1820, and indeed, until after World War II, the Federal Government scarcely affected the private citizen in peacetime. Today, with annual expenditures in excess of \$250 billion a year and so many programs that the government itself loses track of them, the Federal Government has taken over much of the policy making job which used to belong to the states. The Legislature becomes a passive observer as state agencies and services are established, grow, and change-- not necessarily in response to state needs, but in response to Federal funding and direction.

In 1820, the Governor and executive branch were in no way the equal of the Legislature in terms of power, responsibility and prestige. Now, with a total state budget in excess of half a billion dollars, and a vast number of programs, agencies, offices and functions, it is comparatively easy for the executive branch to control its own destiny without a great deal of reference to the Legislature. In most cases, it is impossible for the Legislature to disagree effectively with what a department or agency head says-- the executive branch has the professional staff to demonstrate the need for the program and defend it from attack; the Legislature has only whatever resources the individual members can bring to bear, and in terms of time, training and other resources, the Legislature is hopelessly outmatched.

The result has been a shift in the way state policy is made. The executive branch and the Federal establishment are responsible for making, executing and evaluating basic state policy--not the Legislature. If immediate steps are not taken to reverse the pattern, the future role of the Legislature may be even more limited than at present. The loss to representative government will be immense.

It ought to be the job of the Legislature to set policy for the State of Maine. Likewise the Legislature should review, evaluate, and change, if necessary, the work of the various executive branch departments. And the Legislature, if it hopes to regain its independence and its ability to make reasoned, intelligent decisions, must begin now to

equip itself accordingly.

This report contains a number of recommendations which are essential if the Legislature is to reestablish itself as the center of decision making for the government of the State of Maine. Adoption of these recommendations will not, in and of itself, equip the Legislature with the capacity for independent policy formulation, effective capability for reviewing and evaluating executive branch programming, and the capacity for fully representing the public interest. But it is a necessary first step. We urge careful examination, discussion, and debate of the proposals contained herein, and we trust that the 106th Legislature will be known as the Legislature which recognized its problems and acted to correct them.

#### Summary of Recommendations

1. The Legislature cannot perform its role as an independent decision-making agency without acquiring additional staff. As a first step, the six persons authorized by the 105th Legislature to be hired as part-time committee staff should be hired as full-time, year-round professional staff.
2. The Legislature has, in fact, been meeting for annual sessions for the past few years. Legislators should recognize this fact, and plan and organize to gain the maximum productivity during its biennial life.
3. Legislative leadership is of critical importance. Leadership positions ought to be defined carefully; and the positions ought to be reviewed periodically to see if the wisest possible division of labor exists. Leaders ought not

have such heavy responsibility for minutia that their ability to guide policy decisions is diminished; and they ought to have sufficient staff to enable them to perform their jobs at the level the members of the Legislature have a right to expect.

4. Effective legislative performance is directly related to the effectiveness of committee performance. Committee procedures should be reviewed periodically, and committee work scheduled and coordinated more closely than at present, particularly in terms of sessional and interim committee work. In this context, the role of the Legislative Research Committee should be reconsidered.

5. Changes should be made in the internal procedures of the two houses in a number of areas--joint sponsorship of bills, pacing of the work of the sessions, allocation of legislative resources, for example--in order to promote efficiency within the general context of the existing rules.

6. A Compensation Commission ought to be established to evaluate carefully the entire question of legislative compensation, and to make recommendations to the first special session of the 106th Legislature.

7. A Legislative Review Committee should be appointed at the end of the regular session of the 106th to continue the work of evaluating the effectiveness of the Legislature.

#### Recommendation 1: Professional Staffing

A state legislator has some important responsibilities. He is the voice of the people who elected him; he is responsible for weighing and evaluating various policy proposals placed

before him; he is responsible for considering and adopting the budget of the state for the next two years. These responsibilities simply cannot be performed adequately with the few professional staff members the Legislature now has.

Take, for example, the question of evaluating the budget, which usually contains within it money for several new programs. How does the Legislature know whether or not the programs are really needed, or if they will do the job the administrators say they will, or if other, perhaps less costly or more comprehensive, programs are not available to do the same job: The answer is, of course, that without the competent professional staff the Legislature so clearly needs, the Legislature cannot properly evaluate the new programs, much less review the existing programs.

The most important thing the 106th Legislature can do is to provide itself with additional non-partisan staff.

What can additional legislative staff provide that is not already being provided? What can--or should--legislative staff do?

At a minimum, legislative staff ought to be able to:

1. Provide general policy research for legislators. If a legislator is interested in a specific program, he should have legislative staff available to him to investigate the alternatives for a legislative solution. Staff ought to be able to research policy alternatives offered by executive branch personnel, lobbies, and interested citizens.

2. Provide assistance to committees. Staff should be



available to assist committees with the job of comparing alternative legislative proposals, investigating the impact of the proposals on the existing system, for immediate and long-range consequences, and preparing committee responses to problems which have been voiced by the people of Maine.

3. Provide bill drafting and legal services, so that the Legislature does not have to depend on whatever help may be available on a part-time basis from the Attorney General's office and from lobbyists.

4. Review and interpret the budget for policy implications which properly are within the jurisdiction of the Legislature; review and interpret new policy proposals for fiscal implications.

5. Review and evaluate current executive branch programs. The Legislature ought to know whether programs it has authorized are being carried out in the manner as mandated; the Legislature should know if programs are working successfully the Legislature ought to know what alternative methods may exist to carry out state policy; the Legislature should be able to review the competing claims of all of the executive branch agencies on the basis of legislative priorities and executive branch performance.

Without full-time professional staff, responsible only to the Legislature, none of this is possible. The current legislative staff is completely swamped with work, and cannot possibly perform all the tasks which the Legislature, if it is to be an independent policy--making agency, ought to have performed.

As an immediate first step, the six professional positions authorized by the 105th Legislature ought to be filled. However, rather than employing aides for the sessions only, these positions ought to be filled by people who would work for the Legislature on a full-time basis.

There will be more than enough work to keep the six additional people busy throughout the year. For the period during which the Legislature is in session, they should be assigned to the six major committees for which they were to be hired in the first place. When the Legislature adjourns, they should perform two major tasks: performing staff research services for the interim committees; and reviewing and evaluating executive branch performance in the areas within the purview of the committees to which they are assigned.

There will be some additional cost, but not as much as might be expected. The Legislature appropriated \$60,000 to cover these part-time positions, on the assumption that it would cost \$10,000 for each person for the session. However, a full-time professional, with a degree in political science, public administration, economics, or some related field, or with a law degree, should receive between \$12,000 and \$15,000 per year, depending on qualifications and experience. The salary cost for six professionals over the period of two years would be between \$144,000 and \$180,000. There would be additional costs for fringe benefits and overhead, but the total package is not likely to exceed \$200,000 to \$240,000 for the biennium. The increase in services which could be generated by these new staffers is one of the best bargains

available.

For administrative purposes (including recruitment, training, and general supervision) the new staffers ought to be part of the Legislative Research Office. When assigned to committees, they will be directly responsible to the chairman.

The Legislature should also consider the establishment of an office of constituent services. Many legislators have indicated that they spend much of their time while they are in Augusta performing tasks requested by their constituents. Much of this work is very important, and most legislators are happy to be of service. However, it does demand a substantial amount of the legislator's time, and therefore, pulls him away from his policy-making function. If, however, the Legislature established a central office of constituent service, much of this work could be done by a staff member, who would investigate the constituent's problem, prepare a response for the legislator to send to the constituent and provide additional services as necessary. Not only would this free the legislator from performing a number of errands which could be done much more efficiently by someone else, it would also permit the identification of common problem areas. At the present time, if a dozen legislators, from both sides of the aisle and from various sections of the state each receive two or three letters from citizens complaining about the performance of a single agency, they rarely compare notes with each other and come to the conclusion

that these are more than isolated instances, and are part of a pattern of poor agency performance. However, if the office of constituent service were confronted with twenty-five or thirty complaints of a similar nature, a problem would be clearly identified and legislative attention directed to it.

In addition to the work done by the office of constituent services for legislators and their constituents, there is yet another benefit to the establishment of the office--and that is the establishment of a continuing legislative presence in Augusta. This office would fill that need in a superb fashion, providing legislators with a link to the executive branch; a contact point with their constituents; a source of interim secretarial services; and could serve to keep the offices of the Secretary of the Senate and Clerk of the House open on a year-round basis.

#### Recommendation 2: Sessions and Interim Scheduling

Since the mid-1960's, the Legislature of the State of Maine has not been meeting once every two years for a limited session. Rather, it has met every year--first, for the so-called regular session, and then for one or more special sessions.

In order to achieve the greatest legislative productivity, some new elements must be added. The first requirement is the recognition that the members of the Maine Legislature will be expected to work on an annual basis. Some specific changes, described in greater detail in this report, such as staffing and compensation, are obviously necessary.

Other changes are more subtle--involving the acceptance by legislators of the need to meet more frequently than once

every two years and incorporating that acceptance in their personal scheduling--and still others are mechanical and procedural in nature. Some examples of procedural changes would be coordinating the work of the regular and special sessions and planning and coordination of the work assigned to the research committee for the interim.

It should be possible for the Legislature to assess its workload at some point near the end of the regular session and to make several decisions. It should decide which issues can be settled during the current session, which ought to be researched during the interim, and which ones, while not needing more research, should be deferred to the next session.

There should also be a change in the way the interim work is organized. At the present time, there is little relationship between the sessional committees and the legislative research committee.

In practice, this would mean the following changes:

a. At some point close to the end of each session, the members of the Legislature ought to decide formally which issues would be studied during the interim.

b. The Legislative Research Committee ought to be reconstituted so as to manage and direct the research, rather than perform it itself. That is, the LRC ought to be composed primarily of leadership; and have the power to assign staff and expense money to the sessional committees, which would be responsible for actually doing the research work mandated by the Legislature and guided by the LRC.

c. Staff resources would be drawn from the Legislative Research Office.

d. Care will have to be taken to ensure that the issues to be considered are real issues, of importance to the work of the Legislature, related to the work of the sessional committees, and capable of being handled with available legislative resources.

The sessional committees, then, working under the direction of the LRC, would prepare formal reports on the subjects they were assigned, including recommendations for legislation, if necessary.

### Recommendation 3: The Importance of Legislative Leadership

The life of an 184-member Legislature is a complex one. There are, during any legislative session, literally thousands of decisions which must be made if the Legislature is to move along toward consideration of the policy issues which it must resolve.

For the Legislature to try to direct itself without any officers, or to attempt to make all of the decisions which must be made -- from the very minor ones to the very major ones -- by itself is obviously impossible. Hence, the creation of the leadership positions of President of the Senate and Speaker of the House and the Majority and Minority Floor Leaders of both bodies.

These men -- members of, elected by and responsible to the Legislature -- occupy critical positions in determining how efficient, how effective, and how responsive the Legislature will be to the people.

Their jobs ought to be defined as carefully as possible, and the responsibilities which have become part of their offices over the years ought to be reviewed at various intervals to see if the wisest possible division of labor exists.

Some responsibilities now in the hands of the Speaker and President are purely administrative in nature, and could well be part of a management committee. Other important

responsibilities, such as the Committee on Reference of Bills, ought to become more important in the work schedule of the leaders.

Serious consideration should also be given to assigning these key legislative officers professional staff assistance. The responsibilities of these leaders are so substantial that special staff assistance is necessary.

The party leaders, too, need some staff help. For example: the four party floor leaders ought to be able to have professional, competent assistance in developing party positions; in investigating implications of proposals offered for legislative consideration; and in facilitating the work of the party caucuses.

That is, we recommend that the majority and minority floor leaders in both Houses each be allotted enough funds to acquire one person to be used as they see fit during the legislative session. This is in addition to the secretarial service which is now provided (which should be expanded as well).

Due to the considerable amount of administrative work in addition to their policy responsibilities, the Speaker and the President also have immediate needs for professional staff. We recommend that the budget for the offices of Speaker and President be increased in order to permit the immediate acquisition of one administrative aide for each officer for the legislative sessions; and that, in addition,



secretarial service be provided these two officers on a year-round basis.

Leadership positions ought to be just that: positions of guidance, filled by persons responsible to the entire Legislature or to their respective party caucuses. They ought not get bogged down in a myriad of detail work, nor let themselves get distracted from the real work of the Legislature; and they need help to get the job done.

#### Recommendation 4: The Work of the Committees

A number of changes recommended elsewhere in this report will have major impacts on the work of the committees.

First of all, the provision of professional staff -- first, to the "major" committees, and later, to the other committees, will dictate substantial changes in the way committees proceed in their work. Staff does not come to the Legislature fully equipped to do its job: it must be directed, guided, and used properly by the committee and its chairman.

Secondly, the proposal to reshape the work of the Legislative Research Committee, and to use the existing sessional committees as subcommittees of the Legislative Research Committee during the interim has profound implications for the sessional committees.

Thirdly, the proposal to begin to develop a capability

for legislative review and evaluation also has profound implications for the sessional committees.

These recommendations, taken together, argue for the development of a system of committees as continuing bodies of expertise in their subject areas. There ought to be a sense of confidence in the committee's ability to explore complex issues; and there ought to be a mechanism, such as committee reports, to permit the knowledge gained by one session of the Legislature to be passed on to the next ones.

All of these changes suggest that committees begin to examine their roles and structure in order to make the maximum use of the opportunities presented and to move forward with the development of the responsible, independent, functional Legislature Maine deserves.

#### Recommendation 5: Changes in Internal Procedures

In any agency, a number of relatively minor procedural changes often make a good deal of difference in the work load of the employees. A legislature is no different from any other enterprise in this regard. We have reviewed legislative procedures in a number of areas, and recommend the following changes:

1. The practice of joint sponsorship of bills, ought to be reinstituted. That is, a member of the Legislature should be able to add his name to a legislative proposal if

he is in accord with the intent of the proposal and the prime sponsor of the bill agrees to co-sponsorship.

In every session of the Legislature, there are a number of bills which are virtually identical with others introduced by different sponsors. Given the very limited resources of the bill drafting staff, it makes little sense to create any unnecessary work, particularly if it can be avoided.

2. The bill filing cloture dates ought to be adhered to as carefully as possible. It would help a great deal in terms of proper legislative use of staff time; as well as aiding in full legislative consideration of the bills which relate to the same general issue.

3. This Committee concurs fully with the recommendation of the Legislative Research Committee's subcommittee on Rules and Procedures that a consent calendar be adopted and that Joint Rule 11 be amended to require Reference of Bills Committee approval for orders and resolutions prior to their being drafted.

4. The committee considered the problem of unevenness of legislative workload. The major area of concern was with the period between the second week of the Legislature and about the eighth week of the Legislature -- when bills are being drafted and the committee chairmen are reluctant to hold hearings, because they have not received all the bills which

will deal with the general subject area. There were a number of remedies proposed for this. The one which had the greatest acceptance among the members of the committee was a proposal to push for the greatest possible adherence to the cloture dates coupled with the suggestion that the leadership schedule the meetings of the Legislature to mesh with the workload facing it. That is, on several of those weeks when bills are being prepared, it might be possible for the Legislature to meet for perhaps one or two days per week; and as the bills were drafted and the workload increased, the meetings could be increased as necessary. This would have the virtue of eliminating much of the frustration and boredom which now troubles many incoming legislative members.

This, hopefully, will be a temporary problem. As the work of the Legislative Research Committee and the sessional committees becomes better planned and coordinated, the slow period will be used for deliberation of the reports of these committees on work performed in the interim. As legislative review and evaluation of the work of the executive branch progresses, staff reports will be made available to the Legislature, and they too can be evaluated during the slack period -- an ideal time, especially since it is prior to the consideration of the budget.

Other procedural recommendations considered by the committee also depended on the immediate acquisition of competent professional staff. They include:

a. Adherence to the rule requiring fiscal notes on each bill calling for an appropriation. As soon as the full staffing called for in this report is implemented, fiscal notes which have some bearing in reality will be possible; and as soon as they are possible, they ought to be used.

b. The Committee on Reference of Bills should make use of staff to assist it in its job of assigning legislative proposals to the most appropriate standing committees.

#### Recommendation 6: A Compensation Commission

The Legislature of the State of Maine is poorly compensated. In fact, it is one of the most poorly compensated legislatures in the country. As of January, 1972, the median compensation paid to state legislators in the fifty states was in excess of \$14,500 per biennium. Maine's biennial compensation of \$3,500, ranks forty-third in the nation, far below the national average.

Poor salaries restrict membership in the Legislature, by and large, to the wealthy, the retired, people with very flexible hours and a few dedicated people who sacrifice considerable money because of their service to the state.

Legislative salaries should not be so large that people seek office solely for the salary, but ought not be so small that people are discouraged from seeking the office because of the tremendous financial sacrifices which are required.

There is a substantial amount of work involved in setting legislative salaries. It would be desirable to look into the salaries paid to citizens of the state who have similar policy-making responsibilities, such as business executives or department heads. Perhaps legislators should be paid at approximately the same rate as these other people. It would be appropriate for an agency other than a legislative body to investigate this area.

An independent legislative compensation commission ought to be set up. It should not be composed of legislators, but of nine citizens of Maine -- three appointed by the Speaker of the House, three appointed by the President of the Senate, and three appointed by the Governor. The commission should be responsible for reviewing the entire question of legislative compensation and presenting recommendations to the first special session of the 106th Legislature, which should consider these recommendations and enact such salary increases as it sees fit prior to its adjournment. Such salary increases would then go into effect for the 107th Legislature.

An independent compensation commission should be set up on a permanent basis. It should make recommendations with regard to legislative compensation every two years..

Recommendation 7: A Legislative Review Committee

The Legislature should establish a Legislative Review Committee to:

a. Review and evaluate the performance of the Legislature at the end of each session and to make recommendations to permit the Legislature to continuously improve its work; and

b. To explore such other questions as might affect the performance and functioning of the Legislature.

Every large scale enterprise ought to evaluate itself every once in a while. Many of the most successful enterprises are constantly reviewing their operations to see where improvements are needed, where investments in new resources are required, where changes in the organization and structure of the enterprise are indicated. The same process ought to take place within the Maine State Legislature.

There are specific, as well as general reasons for this. As the Legislature becomes accustomed to handling more staff, the existing arrangements for controlling, supervising and using staff will probably have to be changed. Yet it is unwise, at this moment, to make those changes -- they will have to come out of experience.

## Conclusion

In addition to the foregoing recommendation, several serious policy questions were raised within this committee, and left unresolved. For example, the problem of the size of the Legislature was raised several times, and each time no consensus could be reached, because of the difficulty of balancing the concepts of efficiency and representation. This question ought to be reviewed again.

Other questions which merit consideration include the role of the executive council in contemporary Maine; the need for a new budgetary process; the need for better public relations for the legislature, including the possibility of publishing some kind of manual for legislators similar to the one published for the 103rd or the legislative index which was published during the 102nd.

Serious consideration ought to be given to exploring the use of the Department of Audit - a legislative staff agency - in the work of Legislative review and evaluation. This office already has the capability of fiscal review of Executive branch activities and its work could be expanded to include performance evaluation.

The suggestions contained in this report constitute a first step for the Legislature to take if it is to become



the central force in terms of setting policy for the State of Maine. The choice is clear: the Legislature can go on, as it has been, and complain about the loss of power to the executive branch and the federal establishment, or it can equip itself so that it can exert a strong, independent effort in the setting of policy for the state.

Restoration of the Legislature to its rightful place as the center of state policy making is an enormous job. We have, over the years, permitted others to set policy; to make decisions; to do the things we should have done ourselves. The enactment of the reforms contained in the report is an important first step; yet it is only the beginning of a long, strenuous effort. We believe that it is important to begin; and we hope that the members of the 106th Legislature share that belief.

STATE OF MAINE  
HOUSE OF REPRESENTATIVES  
106th LEGISLATURE

WHEREAS, problems facing Maine's citizens require increasingly complex decisions by the Legislature; and

WHEREAS, the Legislature needs professional staff assistance in order to evaluate new policy proposals submitted to it for consideration and to continuously review and evaluate executive branch performance; and

WHEREAS, the 105th Legislature, recognizing this need, appropriated \$60,000 to hire six part-time committee staff members; and

WHEREAS, the special interim committee on legislative structure and procedure, after careful review of all the information available to it, has concluded that these six staff members ought to be made full-time staff members, assigned to the Legislative Research Office and available for general legislative purposes; now, therefore, be it

ORDERED, the Senate concurring, that the Legislative Research Office shall be charged with recruiting, training and supervising six full-time legislative staff members. Such staff members shall have a minimum of a Bachelor's degree in Political Science, Economics, Sociology, or a degree in a related field, such as law, or the equivalent educational background and experience. Such professional staff members shall be assigned to committees during the legislative sessions, and shall work as directed by the committee chairman. Staff members shall be recruited, retained, and promoted without regard to political affiliation; and be it further

ORDERED, that whatever additional sums as may be necessary to carry out the purpose of this order be included in the legislative appropriations.

STATE OF MAINE

IN THE YEAR OF OUR LORD NINETEEN HUNDRED SEVENTY-THREE

AN ACT establishing the Office of Constituent  
Services.

Be it enacted by the People of the State of Maine, as follows:

Sec. 1. R. S., T. 3, c. 7, sub-c III, additional. Chapter 7 of Title 3 of the Revised Statutes is amended by adding a new subchapter III to read as follows:

SUBCHAPTER III

OFFICE OF CONSTITUENT SERVICES

§ 181. Declaration of Policy

The Maine Legislature and its Members shall be provided the necessary research and administrative facilities and staff to enable them to assist their constituents more adequately during and between legislative sessions.

§ 182. Constituent Service Officer

The Legislative Research Committee shall appoint a constituent service officer. He shall be chosen without reference to party affiliation and solely on the ground of fitness to perform the duties of his office. He shall receive any necessary traveling expenses which shall be paid from the Legislative Account.

§ 183. The constituent service officer shall perform the following functions and duties:

1. Factual information. Collect such factual information as may be directed by the Legislative Research Committee or by any member of the Legislature to the extent possible.

2. Constituent service. Receive, from any member of the Legislature or from any legislative committee, any inquiry or complaint concerning services which may or may not be provided by any governmental unit within the State of Maine. Such inquiry or complaint shall be investigated, processed, and answered in accordance with procedures which may be established by the Legislative Research Committee.

3. Serve as the continuing presence of the Legislature in Augusta during the time when the Legislature is not in session.

§184. Additional powers, duties, and procedures may be assigned to the constituent service officer by the Legislative Research Committee. The constituent service officer may employ research associates and secretarial assistance, subject to the personnel law and the Legislative Research Committee, if necessary to carry out this chapter.

Sec. 2. Appropriation. There is appropriated from the Legislative Account to the Office of Constituent Services the sum of \$47,500. The breakdown shall be as follows:

		1973-74		1974-75
OFFICE OF CONSTITUENT SERVICES				
Personal Services	(1)	\$21,000	(1)	\$23,000
All Other		1,500		2,000
		<u>\$22,500</u>		<u>\$25,000</u>

#### STATEMENT OF FACT

The purpose of this bill is to provide an optional mechanism to facilitate the work of constituent service which is so necessary and so important for members of the Legislature. This central office will permit the more efficient collection and dissemination of information requested of a Legislator or committee; permit the identification of those agencies which are consistently presenting problems to constituents in several geographic areas;

and serve as a contact point between the legislators and the administrative officers and the public during those periods when the Legislature is not in session.

RULES CHANGE

Joint Rule 5a. Legislative Research Committee

At the conclusion of each session of the Legislature, the joint standing committees shall be dissolved and reconstituted as subcommittees of the Legislative Research Committee, at the discretion of the Legislative Research Committee. All business assigned by the Legislature to the Legislative Research Committee for consideration during the interim shall be distributed to these subcommittees or such additional committees as the Legislative Research Committee deems necessary. The Legislative Research Committee shall authorize, as necessary, staff, expenses, and meeting requirements for its subcommittees; and shall specify rules of procedure and reporting dates.

STATE OF MAINE  
SENATE  
106th LEGISLATURE

WHEREAS, the President of the Senate and Speaker of the House have heavy responsibilities; and

WHEREAS, it is difficult, without competent assistance, for the President of the Senate and the Speaker of the House to carry out all their many duties; and

WHEREAS, the Majority and Minority floor leaders of both the House and the Senate also have considerable need for professional staff assistance; now, therefore, be it

ORDERED, the House concurring, that the President of the Senate, the Speaker of the House, and the Majority and Minority floor leaders of both the House and the Senate, may employ, at their discretion, one legislative assistant each during the period in which the Legislature is actually in session; and be it further

ORDERED, that the President of the Senate and the Speaker of the House be furnished with secretarial assistance as may be required; and be it further

ORDERED, that the party caucuses of both Houses of the Legislature be furnished with such additional secretarial assistance as may be required; and be it further

ORDERED, that whatever sums may be necessary to carry out the purpose of this order be included in the legislative appropriation.

RULES CHANGE

Joint Rule 11. Joint Sponsorship

Any member of the Legislature who wishes to sponsor jointly any bill or resolve introduced by a member of the same House may do so with the permission of the first sponsor. There shall be no limit to the number of co-sponsors a bill or resolve may have.



STATE OF MAINE

IN THE YEAR OF OUR LORD NINETEEN HUNDRED SEVENTY-THREE

AN ACT establishing the Legislative Compensation Commission

Be it enacted by the People of the State of Maine

(The area of the Revised Statutes to be amended must be researched.)

SUBCHAPTER III

LEGISLATIVE COMPENSATION COMMISSION

§ 1. Declaration of policy.

Members of the Maine Legislature should be compensated for their services to the people of the State of Maine in a fair, just and reasonable manner. Legislative salaries ought not be so low that people of the State of Maine are discouraged from seeking office; but neither ought they be so high that people run for office solely for the salary. Determining what a fair, just and reasonable compensation would be is a difficult job, and one which ought to be investigated thoroughly by a group of citizens independent of the Legislature.

§ 2. There is hereby established the Legislative Compensation Commission, to consist of three members appointed by the President of the Senate, three members appointed by the Speaker of the House of Representatives, and three members to be appointed by the Governor of the State of Maine. The members of the commission shall be residents of the State of Maine, and shall be appointed from the public without regard to political affiliation. No one may be appointed to the commission who is an officer or employee of the State of Maine or any department, agency, or political subdivision thereof or who is an officer or employee of any county, municipality, or other unit of government or any other agency or institution to which any state funds are appropriated. Members of the commission

shall be appointed for a term of three years, except that, of the first appointments, each appointing official shall name one member to serve a term of one year, one to serve a term of two years, and one to serve a term of three years. Vacancies shall be filled in the same manner as the original appointments, and for the balance of the unexpired term. The commission shall elect one of its members chairman and members of the commission shall be reimbursed for actual necessary expenses incurred while performing the duties imposed by this act, which expenses shall be paid from the Legislative Account.

§ 3. The commission shall, on or before December 31, 1973, (and prior to December 31st of each odd-numbered year thereafter):

a. Review and evaluate the work done by the members of the Maine State Legislature, and compare the work done by state legislators with other policy makers within the state, including, but not limited to, heads of state departments, businessmen, executives, and others charged with the responsibility of determining policies for large organizations;

b. Shall consult with recognized authorities in the area of legislative compensation, such as other state governments, the council of state governments, and other service organizations;

c. Shall recommend to the legislature compensation which it deems fair and equitable in view of the services rendered to the people of the state;

d. Make a recommendation concerning the compensation of expenses for legislative officers.

§ 4. Compensation recommendations

Prior to December 31, 1973, and prior to December 31st of each odd-numbered year thereafter, the commission shall deliver a report containing its recommendations to the President of the Senate the Speaker of the House, and the Governor of the State of Maine. Such recommendations on the part of the commission shall be the basis for legislative deliberations concerning compensation for members of the Legislature, officers of the Legislature, and allowances for expenses incurred for legislative duties.

§ 5. The Commission may employ such research assistants, secretarial assistants, or other assistants as it deems necessary, subject to the Personnel Law.

Sec. 2. There is appropriated from the Legislative Account to the Legislative Compensation Commission the sum of \$5,000. The breakdown shall be as follows:

	1973-74	1974-75
LEGISLATIVE COMPENSATION COMMISSION		
All Other	\$2500.00	\$2500.00

STATEMENT OF FACT

The purpose of this bill is reflected in the Declaration of Policy contained in the bill.