

MAINE STATE LEGISLATURE

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MAINE STATE LEGISLATURE

LEGISLATIVE AUTOMATION PLAN

INITIATION REPORT

March, 1985

Prepared by

The Legislative Administrative Director's Office

JAN 7 1991

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INTRODUCTION

Information management is becoming increasingly important to the Maine Legislature. Legislative staff and budget have increased dramatically in the past 10 years in response to the expanded role of state Legislatures. The cost of many services used by the Legislature, such as printing, have also increased. New technologies have made available new, less costly ways of performing some legislative functions. In an effort to control costs and increase service to the public, the Legislature has implemented several automated systems.

The Legislature currently uses data processing systems in three major areas. In 1973 the Legislature installed an online system to handle tracking bill status on the Honeywell Computer at Central Computer Services. In 1981 the Legislature installed Data Retrieval's ALTER package for bill drafting and SIRS for statutory retrieval on the IBM mainframe, also at Central Computer Services. And, in 1983 the Legislature installed a Wang VS minicomputer for word and data processing applications. The Legislature also uses several varieties of microcomputers for special applications.

The Legislature is at a point where it is appropriate to review and redesign its overall requirements for two reasons. First, the Legislature is faced with replacing the bill status system on the Honeywell. The bill status system has been maintained and enhanced for eleven years. The system structure is no longer concise or consistent, its technology is obsolete, and further enhancement is not cost effective. Also, the on-line terminals used for access to the bill status system are no longer manufactured, and there are no plug-compatible replacements. Second, the Legislature is using 3 different types of incompatible computer hardware. The Honeywell terminals access only Honeywell equipment, and IBM terminals cannot access the Wang. Printers and other peripheral devices cannot be shared. Most importantly, with the present configuration it is not possible to pass related information from one system to another. This results in loss of management information and duplication of effort.

At the Legislature's request Central Computer Services completed a proposal for the development of a new legislative bill status system in July, 1984. During the course of this study, it became clear that information maintained on the bill status system prevades almost every aspect of the legislative process. Therefore, while the most immediate focus of application development is the replacement of the bill status system, it is essential to identify the information relationships among other legislative functional activities.

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The initiation report is the first step in the analysis and design of an integrated information management system for the Legislature. The purpose of the report is to provide the scope and estimated cost of automating various aspects of the legislative system. The report will describe current functions, identify limitations of the present systems, and make recommendations for the highest priority application areas. The analysis will serve as the conceptual model or blueprint for further legislative application development. The analysis is being performed by legislative staff personnel, with technical assistance and review by the Bureau of Central Computer Services.

The study of the legislative information system will use methodology based on the Systems Development Cycle described in the Central Computer Services System Development Standards. The standards recommend the following steps:

| <u>Phase</u> | <u>Product</u> |
|--------------------|---|
| Project initiation | Initiation report |
| Analysis | Analysis Report Functional Requirements Conceptual Design |
| Design | Detailed Design |
| Construction | Preliminary System, Operation and User Manuals |
| Implementation | Documented Production System |

This report identifies the principle functions in all legislative staff offices, but operations within the House, Senate and partisan offices that are not directly related to other support activities are beyond the scope of this project.

The Legislature will rely heavily on development productivity tools to reduce the time and cost of application development. Conventional program development requires rigorous process specifications for coding. New productivity tools do not require such process oriented detail. To be used effectively, however, these tools require a "blueprint" of information structures and relationships. This blueprint can then guide the many concurrent activities that occur during the prototyping and development of applications using code generators, fourth generation languages, and relational database tools.

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IDENTIFICATION OF LEGISLATIVE FUNCTIONS

The ultimate goal of the Legislature is to develop a single integrated information management system. To identify the scope of the overall project and subdivisions of business functions for further analysis, the first part of the initiation study is construction of a simple legislative business model. The method roughly follows Martin (1983). Steps in development of the model include:

- Identifying processes performed by present organizational units
- Constructing a Business Chart that groups the processes into business functions independent of the present organization
- Identifying the organizational units that affect each process
- Grouping the data bases into subject data bases
- Mapping business functions against subject data bases

This model identifies relatively independent groupings of functional activities. These functional groupings form the organization for the remainder of this report.

Identifying processes

The Maine Legislature is established by the State Constitution and empowered to pass all laws necessary to administer the affairs of the State. The Legislature is bicameral, with a 35 member Senate as the upper body and a 151 member House of Representatives as the lower body. The Legislature is organized into 19 standing committees to conduct public hearings and consider pending legislation. It is also the duty of the Legislature to enact a budget funding all necessary state programs.

The primary function of the Legislature is to consider and pass laws. Laws currently in effect are codified into the Maine Revised Statutes. Laws may be introduced on almost any conceivable topic. The consideration of legislation is redundant by design; each bill must pass through a prescribed sequence in both the House and Senate to be enacted. Legislative consideration requires a host of support functions, including preparation of bill drafts, scheduling public hearings, providing analyses of bills, and keeping records of actions. The legislative process is described in Appendix A.

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There is a separate House and Senate staff to perform required administrative and legislative functions. There are approximately 30 full-time and 48 part-time employees in these offices. In addition to the House and Senate staff, there are 68 staff in a central nonpartisan service agency operating under the overall direction of the Legislative Administrative Director and consisting of the following offices:

- Legislative Research
- Legislative Law and Reference Library
- Legislative Assistants
- Legislative Finance
- Maine-Canadian Legislative Advisory Office

A description of each of these offices is included in Appendix B.

While not within the legislative branch, the Secretary of State is charged (5 M RSA §84) with engrossing all bills passed by the Legislature. The Secretary of State is a constitutional office within the Executive branch designated to maintain records of all official state activities.

Appendix C lists the functions performed in each office, a description of each of these functions, and rough estimates of the potential benefits of automation.

Construction of Business Chart

Many of the processes outlined in Appendix C are performed in more than one office, and the nature of the processes are independent of the offices that perform them. The following table outlines the processes grouped into functional areas rather than organizational units. The offices that participate in or are affected by each function are indicated in Table 2. The interrelationships among the function are depicted in the data flow diagram on page 9.

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TABLE 1. BUSINESS CHART

| <u>Function</u> | <u>Activity</u> |
|-----------------|--|
| 1 | Manage Statutes |
| 1.1 | Track bill requests |
| 1.2 | Draft bills |
| 1.3 | Revise master statutes |
| 1.4 | Update master statutes |
| 2. | Legislative Consideration |
| 2.1 | Prepare Advanced Calendars and Supplements |
| 2.2 | Prepare Journals |
| 2.3 | Prepare Legislative Records |
| 2.4 | Floor Action |
| 2.5 | Committee Action |
| 2.6 | Engrossing |
| 3. | Bill Status |
| 3.1 | Update floor transactions |
| 3.2 | Update committee actions |
| 3.3 | Update other actions |
| 3.4 | Report bill status |
| 3.5 | Title and section cross-reference |
| 4. | Constituent Services |
| 5. | Research and Analysis |
| 5.1 | Subject cross-reference |
| 5.2 | Research and reference services |
| 5.3 | Fiscal and program analysis |
| 6. | Administrative Services |
| 6.1 | Manage legislative budget |
| 6.2 | Monitor legislative expenses. |
| 6.3 | Arrange travel |
| 6.4 | Manage legislative personnel |
| 6.5 | Monitor boards and commissions |
| 6.6 | Managing facilities and equipment |
| 7. | General Support |
| 7.1 | Data processing support and training |
| 7.2 | General office support |
| 7.3 | Printing |

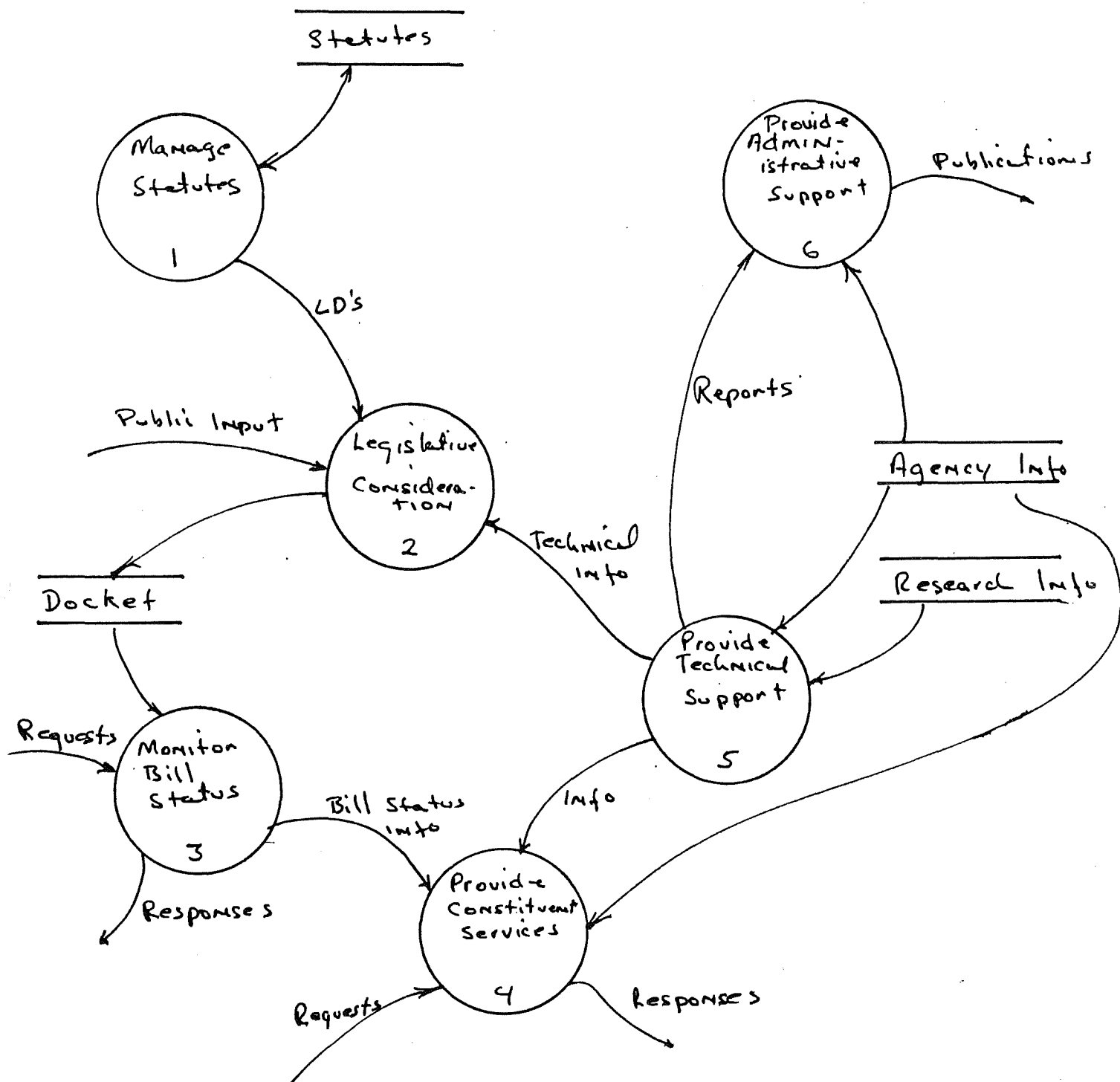
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TABLE 1. OFFICES PARTICIPATING IN FUNCTIONS

| | House Senate | Leadership | Admin Director | Research | Finance | Assistants | Law Lib | Maine Comptroller | Secretary State |
|----------------------------------|-----------------|------------|-------------------|----------|---------|------------|---------|----------------------|--------------------|
| 1.1 Track bill requests | | | 0 | • | • | • | | | |
| 1.2 Draft bills | | | | • | 0 | 0 | | | |
| 1.3 Revise master statutes | | | | • | | | | | |
| 1.4 Update master statutes | | | | • | | | | | |
| 2.1 Prepare Calendars | • | | | 0 | | | | | 0 |
| 2.2 Prepare Journals | • | | | 0 | | | | | |
| 2.3 Prepare Record | • | | | • | | | | | |
| 2.4 Floor Action | • | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 2.5 Committee Action | 0 | 0 | • | • | • | 0 | 0 | 0 | |
| 2.6 Engrossing | • | | | • | | | | | • |
| 3.1 Update floor transactions | • | | | • | | | | | |
| 3.2 Update committee actions | • | | • | • | | | | | |
| 3.3 Update other actions | • | | | • | | | | | • |
| 3.4 Report bill status | | | | • | | | | | |
| 3.5 Title and section | | | | • | | | | | |
| 4 Constituent Services | • | • | | | | | | • | |
| 5.1 Subject cross-reference | 0 | 0 | 0 | • | 0 | 0 | 0 | 0 | |
| 5.2 Research and reference | | • | • | • | • | • | • | | |
| 5.3 Fiscal and program analysis | | | | | | | • | | |
| 6.1 Manage legislative budget | 0 | | • | | | | | | |
| 6.2 Monitor legislative expenses | 0 | 0 | • | 0 | 0 | 0 | 0 | 0 | |
| 6.3 Arrange travel | 0 | 0 | • | 0 | 0 | 0 | 0 | 0 | |
| 6.4 Manage legislative personnel | • | 0 | • | 0 | 0 | 0 | 0 | 0 | |
| 6.5 Monitor boards and comm. | | • | • | | | • | | | |
| 6.6 Manage facilities and equip. | | | • | | | | | | |
| 7.1 Data processing support | | | • | • | | | | | |
| 7.2 General office support | • | | • | | | | | | |
| 7.3 Printing | • | | • | • | • | • | | | • |

- Office performs function or creates related data
- 0 Office is affected by function or uses related data

Level 1 Legislative System



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OVERALL SYSTEM REQUIREMENTS

Since 1973, the Legislature has relied on Central Computer Services (CCS) for data processing support. Central Computer Services is a bureau within the executive Department of Finance and Administration that provides overall data processing coordination and services to executive agencies. While the reliance on CCS will continue, in the last few years the Legislature has acquired equipment that is managed by its own staff. The Legislature's data processing environment will consist of its own resources, CCS resources, and other systems that the Legislature regularly uses.

Current system

The Legislature currently accesses or operates the following resources:

1) Hardware and software

An IBM mainframe

This computer is a model 4381, with 16 megabytes of main memory, 6 tape drives, and 12 billion bytes of disk storage, and is operated by CCS. The Legislature uses Data Retrieval's ALTER software, a text management package tailored to the Legislature's bill drafting requirements, and SIRS, a software package that provides indexing, rapid searching and retrieval of large text data bases through concordance files of key words. The Legislature also uses other software supported by CCS, including SAS (statistical software), and PROFS for office communications and management.

A Honeywell mainframe

The Honeywell consists of 2 DPS 8/52 CPU's, 16 tape drives, and 36 billion characters of disk storage. There are about 400 terminals throughout the state attached to this computer. The Legislature uses a custom-coded set of application programs to track the status of legislative instruments. There are no other software applications on the Honeywell that the Legislature routinely accesses, but there is occasional need to move Executive agency data files from the Honeywell to the IBM or the Wang for analysis.

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A Wang VS 100

The Wang is a minicomputer with 3 megabytes of main memory, one tape drive, 450 megabytes of disk storage, 65 workstations and 15 printers. About 35 of the workstations are 16 bit microcomputers with VS workstation emulation capability. The VS supports IBM 3270 and 3780 as well as TTY communications. The IBM communications is currently bisynchronous. The Wang supports a COBOL compiler, word processing, List Management for handling mailing lists, various File Management Utilities for development of standard data processing applications in COBOL. The Legislature is currently evaluating PACE, a relational database management system and set of application development tools.

Various microcomputers

The microcomputers are either Wang or IBM personal computers, running PC-DOS software including Wordstar, Lotus 123 and Multiplan.

A Wang OIS 115-2

The OIS is a word processing system used to back up the VS for word processing in Legislative offices.

An IBM Series 1

This minicomputer is used in the House to record roll call votes. The software for this computer is supplied by International Roll Call, Inc.

2) Budget

The Legislature's current budget for data-processing related functions is approximately \$3/4 million per year. The Legislature anticipates minor additional hardware additions to the Wang system in the current year. These include an increase in disk capacity, additional printers, increased memory, and a modest increase in the number of workstations.

3) Staff

The legislative data processing staff currently consists of three positions: an Information Systems Manager, a Computer Programmer/Operator, and an Office Support Coordinator. It is unlikely that the number of data processing personnel will increase in the near term. As the development of data processing applications increases, however, the proportion of time existing staff spend on data-processing related tasks will undoubtedly increase.

Limitations of Current System

- Lack of integration

The primary limitation of the present system is the lack of integration among various components. Because of this lack of integration, redundant equipment is necessary to perform similar tasks, there is manual rekeying of material from one system to another, it is not possible access information or produce reports that consolidate data from the different systems, and it is not possible to access all the legislative programs from all the equipment.

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- User orientation

A secondary limitation is that the mainframe computers do not have tools that are sufficiently user-oriented. The Legislature is a dynamic environment with constantly changing needs and priorities. Application development, particularly on the Honeywell, is relatively time-consuming and inflexible, and thus more costly. Long development times also discourage users from participating in the development of new applications.

Goals for Overall System

The overall goals for the legislative information system as follows.

- The system should allow the integration of related legislative functions

Integrating the three major computer systems and microcomputers with the other functions not currently automated is a very high priority. It is not necessary to replace all these systems with a single machine; for the purposes of this study, integration means being able to access all legislative data processing functions from each workstation, and to be able to pass data and text files among all central processing units within the legislative system.

- The system should be easy to maintain and expand

The legislative information system will not be static, but must constantly evolve to meet changing Legislative needs. As the current bill status system matured, maintenance and enhancement costs grew dramatically. The best way to insure that the system will be easy to maintain and expand is to develop the system meeting contemporary standards for data base analysis and design, using appropriate relational data base and application development tools.

- The system should be easy to use

Almost every staff person will have access to the legislative information system. The system must support include casual and novice users with no prior knowledge of system; sophisticated, programmatic users such as lawyers and economists with little computer background; and system support staff with advanced training in computer science. The easier the system is to use, the more we will get from the system. To facilitate ease of use, the new system must be fully documented, menu-driven, and support a non-programming environment

Alternatives

1) Hardware

There are obviously a wide variety of hardware options available for further legislative automation. Two mainframe computers are currently supported by the State. Minicomputers from different vendors are optimal for portions of the total project. Microcomputer capability is increasing dramatically, and many applications could be developed on microcomputers. Given present technology, however, no single equipment configuration will meet all of the system goals. Mainframe computers offer the optimum in processing power, but processing and software are expensive. It is inexpensive to implement new systems on microcomputers, and some software is very easy to use, but as systems get larger the cost per unit of processing and storage exceeds that of a mainframe. Minicomputer features and limits lie between those of micros and mainframes.

The Legislature has made a substantial commitment to bill drafting on the ALTER system on the IBM mainframe. The IBM also has advanced software, processing power and communications facilities that the Legislature may need, but would not be appropriate to develop in-house. Therefore the legislative system will include the IBM mainframe for at least part of its total processing. Similarly, there has been substantial investment in Wang terminals and word processing software, and these too will be part of the overall system. Microcomputer software availability is exploding, and where available, should certainly be used for some applications.

The major opportunities for exploring alternatives are in the area of data processing applications such as development of the new bill status system. The Legislature must determine whether most of these applications will be on a mainframe such as the IBM, or on the Wang minicomputer.

2) Software

Three possible alternative strategies for software development are available:

- acquisition of packaged programs
- development of applications using application generators, fourth generation languages, and relational database tools
- custom development of applications using higher level languages such as COBOL

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3) Development strategy

Three alternative development strategies are available:

- Decentralized system development
- Coordinated system development using the classical life-cycle system approach
- Structured design and analysis emphasizing conceptual design and prototype development.

Recommendations

1) Hardware

The Legislature conducted an evaluation of alternative hardware options with the assistance of Arthur Young, Inc. in 1983. Based on this effort, the presently installed equipment, and capabilities of competing vendors, the following guidelines are recommended for acquisition of hardware:

- No further development should take place on the Honeywell computer
- Legislative applications should be developed in a multi-vendor environment; to ease training and development, however, all major equipment should be consistent with IBM 370 system architecture.
- The Legislative system should be implemented in a 3-tier distributed network: the IBM 4381 linked to one or more Wang VS's, in time linked to local area networks of clustered microcomputers.
- As far as possible, implement a strategy of "universal workstations", giving access to the following functions through each workstation:

Word processing, with the ability to transfer documents to the Wang VS

Data processing applications on the Wang VS

Data processing applications on the IBM 4300

Microcomputer applications on at least some of the workstations in each office

2) Software

Based on surveys of other states, available legislative software packages are either too restrictive or prohibitively expensive. Custom application development is feasible, but would probably be more expensive and more difficult to modify than applications developed with programming productivity tools. It is recommended therefore, that the core of the Legislative system be developed using an industry - standard relational database and application development tools. Commercially available packaged programs, particularly on microcomputers, should be integrated into the system whenever feasible. Custom programming should be in a language consistent with the database software, preferably COBOL, but should be undertaken only when the project meets specific criteria.

3) Development strategy

The legislative environment is characterized by rapid changes, short lead-times, and changing priorities. The legislative system consists of a large number of components that are likely to change during system development. In this environment, an iterative approach using structured design and analysis and prototyping is most likely to meet requirements. This approach is also more likely to fully involve the end-users, another strategic objective.

Decentralized system development as a single strategy is not appropriate due to the extend and complexity of the legislative system. However, with central coordination decentralized development by end users is appropriate and should be encouraged for many system components.

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1 MANAGE STATUTES

The Legislature considers a wide range of issues each session. To be considered, an item must be drafted into official form. The resulting document is called a legislative instrument. Legislative instruments include bills, resolves, constitutional amendments, resolutions, memorials, orders and communications. The most common and important form of legislative instrument is the Legislative Document (LD), an item which if passed carries the force of law. The Legislature considers almost 3000 LD's during each biennium. About a quarter of the LD's are enacted into law; these are distributed as session laws, and incorporated into the body of previously enacted legislation called the Maine Revised Statutes Annotated (MRSA).

The Manage Statutes function includes all the processes related to drafting LD's and maintaining the Maine Revised Statutes.

1.1 Track Bill Requests

I. Description

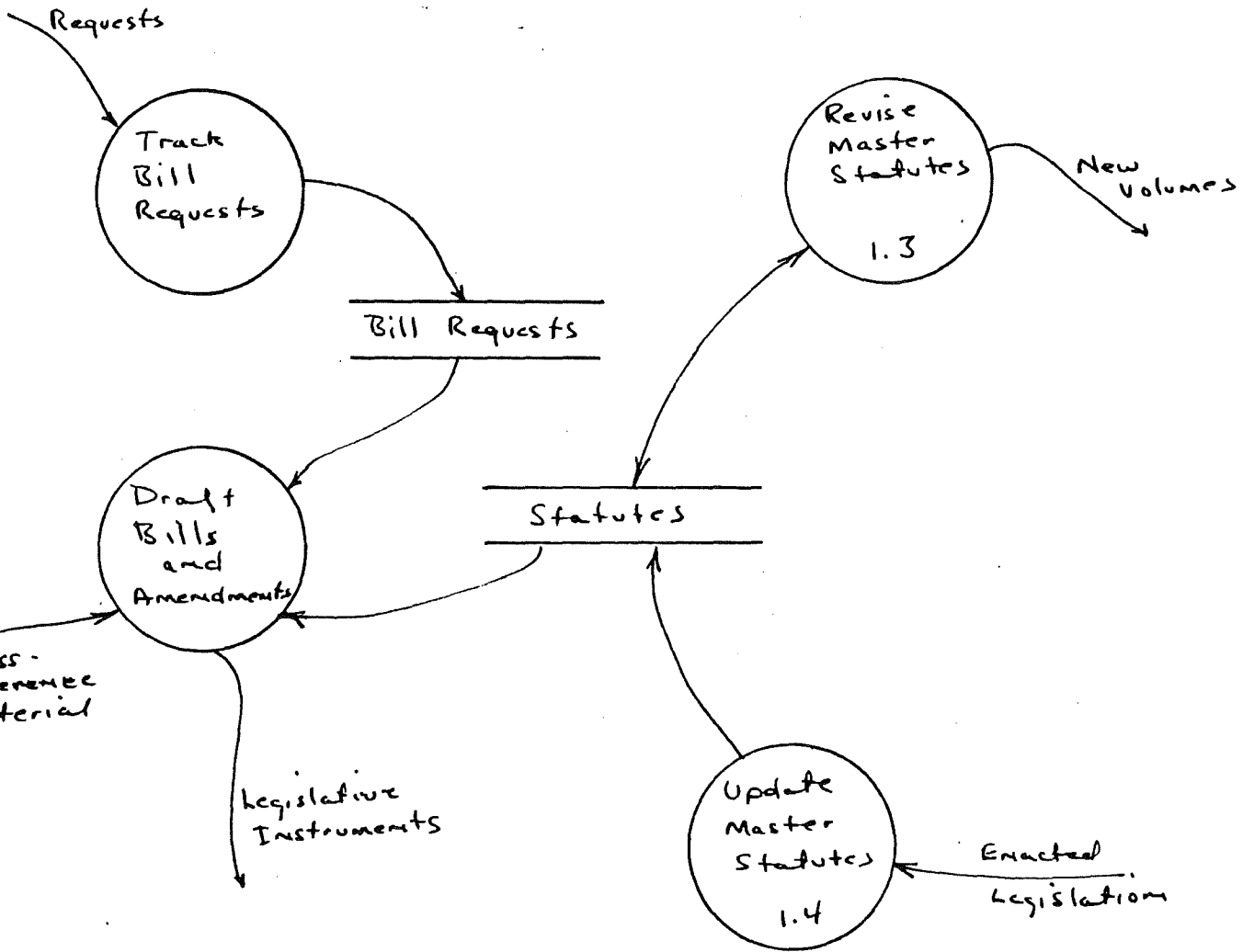
Legislative staff maintain control over requests for bill or amendment preparation as each document is processed. Requests in process are tracked by request number, sponsor, or sponsor of original bill, by phase in process, etc. Reports include statistics, such as number of bills processed, number of amendments processed, number of requests in each phase, and other data for management purposes.

Access to any draft drafting system must be controlled, since legislative requests are exempt under the Right to Know Law and treated as confidential.

More than 4500 legislative instruments are processed during the first regular session of a biennium, and more than 1500 during the second regular session. Approximately 5 updates to the control file are required for an average request.

In most cases, a bill must be presented to the Legislative Council prior to introduction. This approval is necessary in the following cases:

1.0 Manage Statutes



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1. All bills submitted after the cloture deadline during a First Regular Session.
2. All bills to be introduced in the Second Regular Session.
3. All joint resolutions and memorials during any session of the Legislature.

The Council's vote is a matter of public record. Since it occurs before a bill is introduced, and since it applies to bills which may not be approved for introduction, the Bill Status System can not record this information. The Legislative Request Tracking system will have a record established for every bill request, and may conveniently be used to track the vote and to respond to inquiries from sponsors.

II. Current system

Bill requests are entered into a written log in the order in which they are received, and assigned an "LR number". There is a cross reference file by sponsor maintained on index cards. A copy of the file sheet is sent it to the appropriate office for bill drafts that are prepared outside Legislative Research.

III. Limitations of Current System

- Data items

The current request tracking system does not capture enough information to effectively manage the drafting workload. This is particularly true for drafts not prepared within the Office of Legislative Research.

- Identification of duplicates

Drafts are not adequately classified by subject or title and section in the drafting stage, so the identification of duplicate or similar requests is haphazard.

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- Confidentiality

There is no method of attaching a level of confidentiality or priority to drafts. The blanket confidentiality, even if not requested by the sponsor, leads in some cases to duplication of effort as more than one person may be working on the same draft.

- Assignment of priority

Failure to assign priority to drafts, except in exceptional cases, leads to a poor flow of bills to the Legislature for consideration. Staff are assigned to long and complicated drafting requests, or are working on redrafts, when there are short, simple bills that could be completed quickly and sent to the floor.

- Link to bill status

There is no relationship between request tracking and the bill status system. It is not possible to transfer bill information from drafting to bill status. Cross-referencing is also difficult; draft requests are filed by LR number, but final bills are filed by HP/SP number or LD number.

- Amendments

The draft tracking system does not track amendments. The papers are filed in the sponsor file under the sponsor of the bill being amended, rather than under the sponsor of the amendment. It is difficult to locate amendments in process by sponsor of the amendment since the tracking function does not cross-reference sponsor and legislative request number of an amendment to the sponsor and LR number of the original bill. The situation is similar for amendments of the second degree.

1.2 Bill Drafting

I. Description

Staff draft legislative instruments as requested by legislators, the Governor, and executive agencies. Drafting includes researching the substantive portion of the instrument, researching statutes, using the subject index, internal cross-reference, history line and last date of change to that portion of the statute. The drafter prepares instructions to technicians for preparation of the bill text, and compose the title, statement of fact, allocation, and emergency preamble when appropriate.

Approximately one half of bill drafting requests are modifications to existing statutes. An additional one quarter result in new sections to be added to the statutes. New sections require allocation to the statutes to properly position the new section within the existing framework of the statutes. The remaining fraction are unallocated session laws.

Amendments are legislative instruments that make changes to Legislative Documents that are under consideration that session. Committee amendments, and House and Senate floor amendments must be researched, prepared, corrected, revised, proofread and prepared in final form for delivery and distribution. Approximately 1750 amendments are processed during the first regular session of a biennium and approximately 650 during the second regular session.

II. Current System

All bills and resolves considered by the Legislature pass through the Office of Legislative Research where they are reviewed for form and content. Legislative Research uses Data Retrieval software called ALTER for bill drafting and text composition. If a bill affects an existing statute, that text is retrieved from a master data base using Data Retrieval SIRS software. While all bills must pass through Legislative Research, they may be drafted by that office, a legislative office such as the Office of Legislative Assistants, or a non-legislative office such as the Governor's or the Attorney General's office. Currently Legislative Research is the only office that drafts material on the ALTER system. Drafts prepared by other offices are rekeyed into ALTER.

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The amendment preparation process is the similar to the bill drafting. Amendments are typed in final form on 8 1/2 x 11 paper, and reproduced for distribution by Central Printing, a division of the Bureau of Purchasing. The amendment copies are reproduced on 6 x 9 paper for distribution.

The present procedure for amendments produces acceptable quality hard copy of the amendments for consideration by legislators in the minimum amount of time. Reprographics is utilized rather than a commercial printer because of the priority and speed required. Rules of the House and Senate stipulate that an amendment may not be considered until it has been printed or reproduced and distributed (Senate Rule 11A, House Rule 32).

III. Limitations of Current System

- Functionality

The functionality of the ALTER system is satisfactory for bill drafting.

- Ease of use

The ALTER system is not an easy system to learn or use. It takes weeks or months to become proficient. This difficulty is one reason why more offices have not adopted ALTER for bill drafting.

- Costs

The software costs for ALTER are relatively fixed, since the Legislature purchased the product. The continuing on-line charges are very high, however. CCS is evaluating whether these high on-line charges are due to ALTER itself or the present cost algorithm CCS uses.

- Document transfer

It is not possible to enter text into ALTER from other word processing systems. Data Retrieval is currently developing a Wang word processing document interface.

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1.3 Revise Master Statutes

to be developed

1.4 Update Master Statutes

to be developed

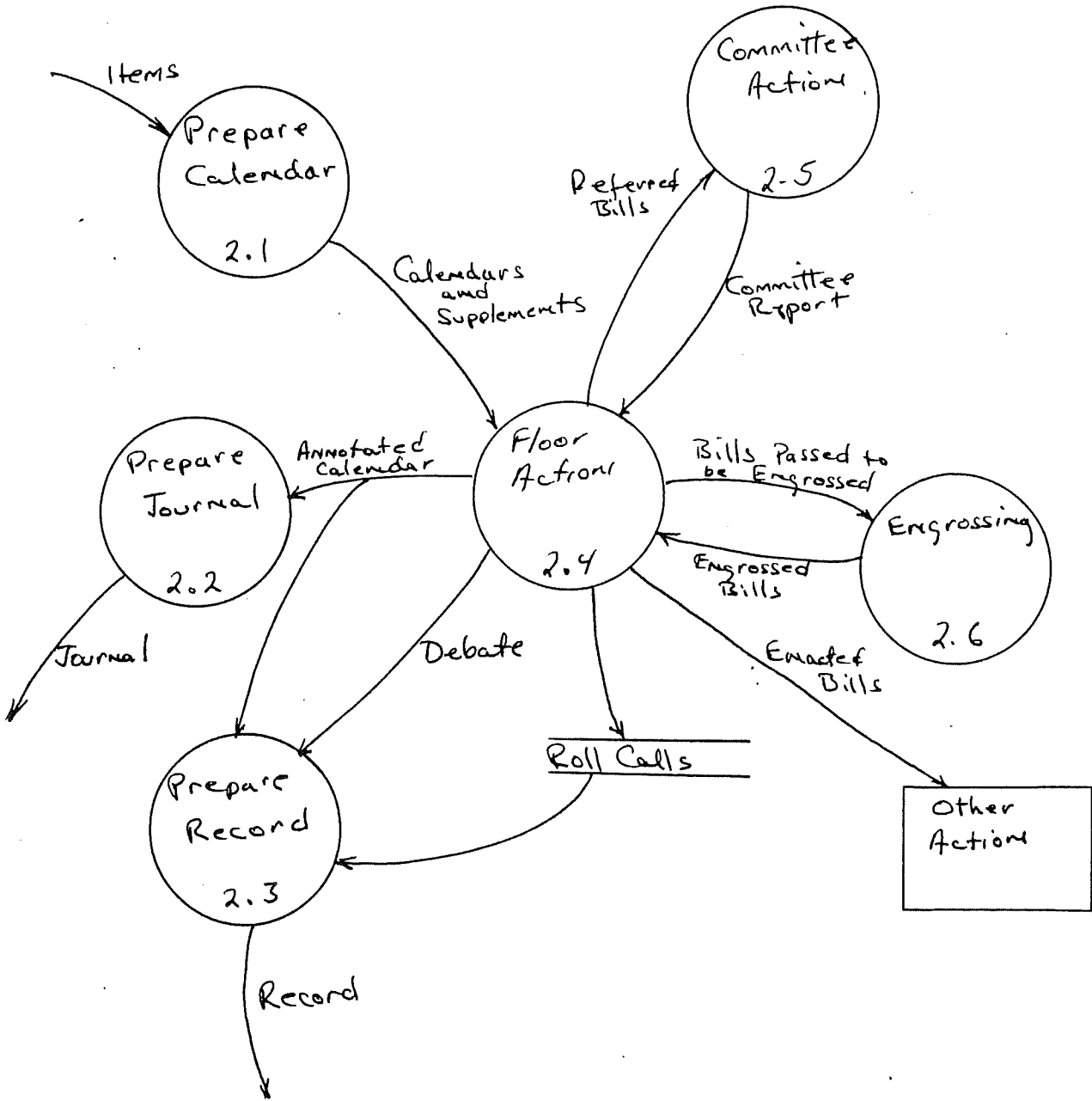
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2 LEGISLATIVE CONSIDERATION

Legislative consideration includes all the processes associated with the Legislature's deliberations related to its official actions. Most commonly these actions relate to consideration of bills that enact, amend or repeal portions of the Maine Revised Statutes Annotated, the collection of laws that govern civil, criminal and administrative matters within the State of Maine. The Legislature may also consider bills that would enact Private and Special laws, Constitutional Resolutions, Resolves, and a variety of other special purpose instruments. The steps required for legislative consideration are established in the Maine Constitution, statutes, rules adopted by the House and Senate, and parliamentary rules such as Reed's Rules. In general, legislative consideration of a bill consists of the following steps. A more complete description of the legislative process is included in Appendix A. It should be noted that some of the steps in legislative consideration are established by the Constitution or by statute and may not be altered; other steps, such as the public hearing, are only customary, and are not required.

- Introduction - A bill is introduced when its sponsor offers it for consideration.
- Printing and assignment of a Legislative Document (LD) number
- Reference to a Joint Standing Committee for a public hearing, discussion, possible amendment, and committee recommendation
- Acceptance of the committee report - Both the House and Senate may accept or reject the report of the committee to which the bill has been referred
- Readings in the House and Senate - Each bill must pass through several readings, consideration of amendments, and passage to be engrossed
- Engrossment - This step, performed by the Secretary of State, combines the original bill and any adopted amendments to put the bill in final form for passage.
- Enactment - Final acceptance by both the House and Senate. Any bills that are not enacted in both houses are killed.

2.0 Legislative Considerations



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- Signing - Signing or vetoing enacted legislation by the Governor. If a bill is vetoed, it is returned to the House and Senate, where the Legislature may override a veto by a 2/3 vote in both houses.

As bills and other legislative instruments pass through these prescribed steps, staff perform a host of support processes. Some of these processes are currently automated.

2.1 Prepare Advanced Calendar and Supplements

I. Description

Each body prepares a daily agenda in the form of the Advanced Calendar and Journal. All business before each body must appear on the Calendar or on supplements to the Calendar. The Calendar is organized by category of pending action, and references legislative instruments by House Paper or Senate Paper number.

II. Current System

The calendars and supplements are currently prepared using word processing glossaries on the VS 100. Bill headers, consisting of LD and HP/SP numbers, title, and sponsors, are stored in paragraph files. Calendars are typeset for final printing, while supplements are photocopied by Central Printing.

III. Limitations of the current system

Preparation of the calendars duplicates data entry of bill header information, which originates within the bill drafting system.

2.2 Prepare Journals

I. Description

Each body must prepare a daily journal of actions. The information in the daily journals is similar to that in the calendar, with the addition of the action that the body took on each item.

II. Current system

The House and Senate staff prepare their Journals by combining the Advanced Calendars with any supplements and running them through a set of word processing glossaries that reformat them into journal format. The document is then edited to indicate the action taken on each item. Each body prepares a subject index to the journal. In the House, this index is based on the index to the Legislative Record. The Senate assigns its own subject headings for its Journal index.

III. Limitations of current system

- Link to bill status

Journals contain detailed information about each transaction that takes place on the House or Senate floor. While the Journal information is entered on the Wang computer, it is not possible to transfer it to the bill status system (see section 3).

- Preparation of the index

It is extremely time-consuming to prepare the current manual indexes to the Journals.

2.3 Prepare Legislative Record

I. Description

Each body prepares a Legislative Record, a verbatim transcript of all floor debate, including the result of all roll call votes and all communications.

II. Current System

The Legislative Record is prepared by reformatting the word processing documents containing the Journal, and then typing in the debate and other material. The record is manually indexed by the Legislative Indexer, using the subject headings maintained in the bill status system. The text of the Legislative Record is prepared on the Wang system.

Printing the Legislative Record is discussed in Section 7.

III. Limitations of the Current System

- Printing

The primary limitations relate to printing the Legislative Record (see section 7)

- Preparation of the Record Index

The current method of indexing the record takes more than a year, delaying its publication, and seriously impairing its utility.

2.4 Floor Action

Floor action consists of all those functions directly related to consideration within the House and Senate. These functions include distribution of documents, recording votes, and parliamentary actions. Conduct of floor actions are governed by the presiding officers, and is not within the scope of this report.

2.5 Committee Action

I. Description

Legislative documents are referred to Joint Standing or Joint Select Committees for review. The committees generally hold a public hearing on each bill to take public testimony, conduct one or more work sessions to discuss its merits, and request staff to prepare any necessary amendments. The result

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of the committee deliberation is a committee report, which a recommendation on whether the bill should be passed, passed with amendments, or not passed. If the members of the committee are not unanimous in their opinions, they may issue more than one report.

II. Current System

Several of the processes related to Committee Action are performed on the Wang mini. Advertisements for public hearings and the weekly public hearing schedule is prepared using word processing glossaries. Committee actions are tracked using a file management program written in COBOL. The bill header information for this program is transferred from the House and Senate Calendars using paragraph files. The committee tracking system also uses a batch-updated copy of the current bill status system for reporting.

III. Limitations of the Current System

- Public hearing information

The committee tracking system does not capture enough information about public hearings to replace some of the manual systems now in place.

- Multiple actions

The file management program uses flat files for storing committee transactions; when an action is repeated, such as holding a second public hearing, the first record is over-written. It is desirable to maintain a record of each transaction, and display the most current version.

2.6 Engrossing

I. Description

The Secretary of State prepares the final version of all bill that have been passed to be enacted. This includes assembling the original bill and all adopted amendments, and proofreading the final document. The Secretary also assigns chapter numbers to enacted bills, and maintains the official version of all legislation.

II. Current System

With the introduction of the ALTER text management system, most of the steps traditionally considered engrossing are now performed in the Legislative Research Office. The text of bills passed to be engrossed are assembled together with all adopted amendments, printed, and sent to the Secretary of State for proof-reading. The Secretary of State reviews the document for form and content, and if approved sends it out for printing. After enactment, the Secretary of State assigned sequential chapter numbers to each bill. The enacted copy of law retained by the Secretary of State is positive law, and the official version of all legislation.

III. Limitations of the Current System

The engrossing workload for the Secretary of State is variable and hard to predict. The office does not get notice of anticipated work. Because the office is located in a separate building, communication and document transfer between the Legislature and the Secretary of State is slow and time-consuming.

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3 MONITOR BILL STATUS

Each type of legislative instrument must pass through a prescribed series of steps. Simple instruments, such as Joint Communications, need only be read and adopted. Bills amending or creating general law go through a more involved series of steps (see Appendix A). Monitoring bill status includes tracking each legislative instrument through each step of legislative consideration. Legislative staff monitor bill status to help manage workflow; agencies and the public monitor bill status for information on pending legislative proposals.

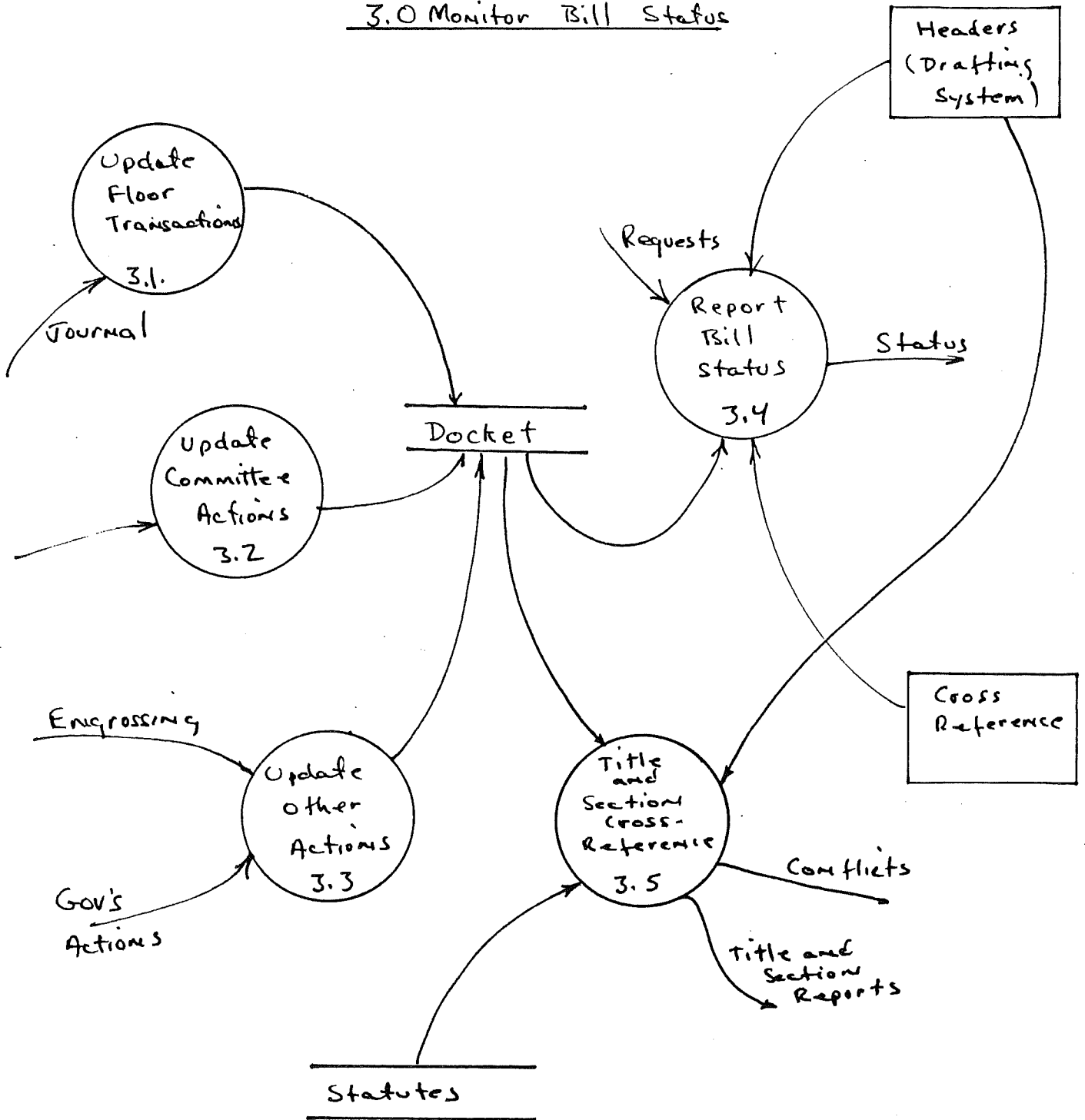
The current status of each bill must be tracked through the Legislative process from introduction until final disposition. Periodic reports on status of legislation are required, as well as a final history summary of each bill in the Final Disposition Publication.

3.1 Update Floor Transactions

I. Description

Most of the official actions that pertain to legislation take place on the floor of the House and the Senate. The list of pending items comes from the daily Advance Calendar and Journal or supplements to the daily calendar. The Clerk in the House and the Secretary in the Senate keep a record of the actual disposition of each item considered. This record is called the Daily Journal. Each transaction is also recorded in a Docket file. The docket file includes the instrument under consideration, the date, the author of the pending motion, and the final action of the motion, and if applicable, the roll call vote on the motion.

3.0 Monitor Bill Status



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II. Current System

The Docket File is presently maintained by the Bill Status System running on the Honeywell 6000 computer at Central Computer Services. The functions of the current system are described in the Bill Status User's Manual, and the data elements, files and programs are detailed in the Bill Status System Documentation.

III. Limitations of Current System

- Hardware

The present Honeywell hardware supported by the bill status system is inadequate and obsolete. The Honeywell 775 and 785 terminals are no longer manufactured or supported; offices that need access are not able to obtain terminals. The line printer used for batch reports does not produce acceptable print quality. The available local printers are very slow and produce poor quality print.

- Maintenance and changes

Maintenance and changes to the bill status system are very time-consuming and expensive. As the structure of the current system has become more convoluted and complex, even routine maintenance has become difficult.

- User tools

The system does not take advantage of advances in system and programming tools. There are no end-user tools available on the present system.

- Interfaces to other systems

The bill status system is not linked to other related systems, including the drafting, statutory retrieval, session publications, fiscal note, or state budget systems. Journal information that records each transaction is currently maintained using Wang word processing on the VS 100. The bill status system is not linked to the Journal system, and all this information must be rekeyed. The bill status system

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also maintains descriptive information about each legislative instrument. Most of this information is generated in the bill drafting system, but since this is not linked to bill status, it too must be rekeyed.

- System design

The design of the current system no longer reflects the needs of the Legislature. Anticipated actions from the Advanced Calendar are preposted on the status system; it is not clear whether the status displayed by the system is the actual status of an item, or the anticipated status. The system does not access any information from previous bienniums, and the title and section subsystem does not access any information from previous sessions. Access to docket information is limited to offices with Honeywell 785 terminals only. There are many data elements that the system doesn't capture, such as carry-over bills, recommittals, and status within committees.

- Cross-reference

The subject and title cross reference functions are not adequate (see section 5.1).

3.2 Update Committee Actions

I. Description

Most LD's are referred to Joint Standing Committees for deliberation before they are considered on the floor of the House and Senate. In most cases, committees will hold a public hearing to receive testimony on each LD, and then hold one or more work sessions to debate the measure, and to draft any required committee amendments. LD's can remain in committee for months; it is necessary to track their progress in committee in a way similar to tracking their floor status.

II. Current System

The current bill status system tracks date of reference to committee, the public hearing date, and the committee report. It does not track a number of important items related to the status of bills, however, including multiple references to committees and carry-over legislation (see section 2.5). Other committee status information such as work sessions and drafting requests are maintained in a simple file management system on the Wang mini.

III. Limitations of the Current System

- Interface to other systems

As in other aspects of the bill status system, there is duplicate data entry on the committee status system on the VS 100 and the Honeywell bill status system.

- Multiple actions

The existing bill status system also does not adequately track multiple committee referrals, and multiple reports from committees.

- Amendments that affect substance of a bill

The status system produces a daily list of amendments adopted by both houses. If an adopted amendment affects the subject or title and section of the bill, the subject and/or title and section fields should be updated.

3.3 Update Other Actions

I. Description

While most legislative steps take place on the House and Senate floor or in committee, there are key steps that occur outside the Legislature. These include public engrossing in the Secretary of State's office, final actions on bills by the Governor, and public referenda when required for Constitutional Resolutions and other special legislative instruments.

II. Current System

Currently all the steps outlined above are entered on the Honeywell bill status system by the Legislative Information Office as soon as that office is notified of the action.

III. Limitation of the current system

The current method of data entry introduces unnecessary delays and opportunities for data entry errors.

3.4 Report Bill Status

I. Description

The Legislature requires online and periodic batch reports of current bill status. The information available should include general descriptive information about each instrument, all transactions that have affected each instrument, and the current status of each instrument.

II. Current System

Most reporting is currently available through the Honeywell bill status system, which includes:

- General status information

Information on LD's and other legislative instruments, including the latest action in the House and Senate, accessed by:

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LD, HP, or SP number

Subject

Committee to which the bill is referred

Sponsor

- Title and Section Cross Reference

Cross reference listing of LD's by Title and Action affected, and LD's that are in potential conflict since they affect the same sections of the statutes

- Legislators' Profiles

Information about Legislators, including their addresses and the towns they represent

- Weekly Reports

A variety of standard reports published each Friday during the session

III. Limitations of Current System

- Access

There is not sufficient access to the current Bill Status System. The system supports Honeywell 775 and 785 terminals, which are no longer manufactured. The Honeywell may be accessed by an IBM 3270 - type device, but several of the bill status screens do not work properly in this mode. There is only one bill status terminal available for general public use.

- Report modification

It is very time-consuming and expensive to modify the existing screens and reports. Over the years, the system has become very convoluted and poorly documented.

- Local printing

The batch reports are currently printed and distributed weekly. This frequency is not often enough during parts of the session, and too often during the busy periods. It would be preferable to be able to customize the report formats and print them locally.

3.5 Title and Section Cross Reference

I. Description

The Legislature maintains a title and section index for distribution with the laws of the session. Indices are maintained both for legislation enacted during the current or most recent session, and cumulatively. The index for the current session allows inquiry to determine which pending or enacted legislation will affect a given title and section of the statutes. It is also useful in identifying potentially inconsistent legislation and in the preparation of the Errors and Inconsistencies Bill.

II. Current System

The present title and section index is maintained on the Bill Status System.

III. Limitations of Current System

- Print quality

Title and section and subject indexes and the Final Disposition publication are prepared by reproducing printouts generated from the Honeywell line printer. The print quality is unacceptable.

- Organization

The existing title and section index files do not adequately correspond to organization of the Statutes and existing drafting policies. It is possible to draft legislation referring to the statutes at a numbered paragraph level of detail, but the index files used to access inconsistencies may only refer down to the subsection level. The cumulative index

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is unique only to the section level of detail, requiring manual roll-up of effects from the sub-section level before the current file is merged with the cumulative file.

- Identification of inconsistencies

The Inconsistencies portion of the system is not complete and reliable. This sub-system is designed to flag potential conflicts between two or more pieces of legislation under active consideration, i.e. two or more bills affecting the same title and section of the Statutes. Inconsistencies should be determined before the conflicting bills are enacted, in time to make sure they are consistent. If allowed to be enacted with inconsistent effects on the Statutes, the error must be corrected via the Errors and Inconsistencies Bill.

The current title and section sub-system does not pick up current status from the bill status system. Therefore a bill is considered inconsistent even if it has been killed. Active bills may be inconsistent with a bill already enacted if they refer to the same title and section. The new draft of a bill is not considered to be inconsistent with the original bill, even though they both reference the same title and section, as at most one of the drafts will be enacted.

- Bill drafting

Inconsistencies should be determined during drafting (see section 1) to alert the drafter and sponsor that a bill be be duplicative or in conflict with another bill previously introduced or enacted.

- Data entry

Information on the title and section affected by the LD must be entered on the status system, even though that data is originally captured at the time the bill is drafted.

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4 CONSTITUENT SERVICES

(TO BE DEVELOPED)

5 RESEARCH AND ANALYSIS

The Legislature requires a wide variety of research and analysis to provide legislators with information necessary to make policy decisions on proposed legislation. Research and analysis can be divided into three processes:

- Creating and maintain subject cross references
- Providing research and reference services
- Providing financial and program analysis

The relationships among these processes and their related subject data bases is depicted on the following page.

5.1 Subject Cross-Reference

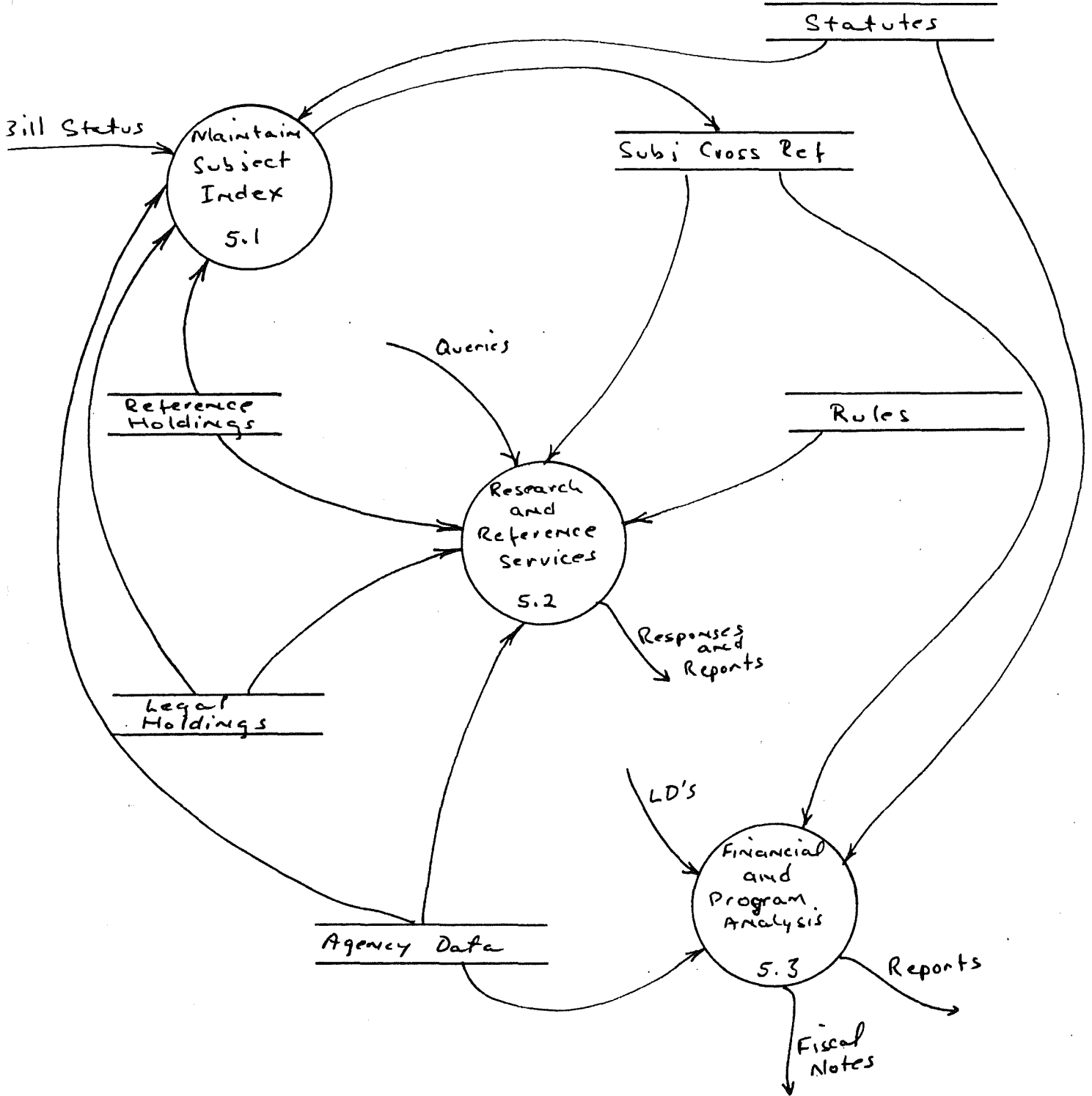
I. Description

The Legislature maintains or accesses a broad range of reference materials. This information includes:

- bill status information
- legislative publications and records including legislative documents, amendments, debate, committee study reports, roll calls, and session laws
- statutes and court reports from the federal government and all 50 states
- publications on matters of legislative concern, including an extensive newspaper clipping file
- legal treatises and periodicals
- U. S. Congressional bills, reports, debate and selected committee hearings
- biographical information on Maine's legislators, past and present
- information maintained by Executive agencies

To make this information accessible, it is necessary to catalog and cross reference the material. It is most common to cross reference information by subject categories. Within the Legislature most material is indexed by subject, and this subject indexing crosses into almost every other function.

5.0 Provide Technical Support



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II. Current system

The Legislature currently maintains at least 30 separate subject indexes. Appendix D contains a brief description of each of these indexes. Some indexes, such as the West Publishing Company subject index to the Maine Revised Statutes Annotated, are not under the control of the Legislature and are therefore beyond the scope of this project. Several index systems are currently automated. Data Retrieval's SIRS system maintains a searchable concordance file of significant words in the statutes. The Legislative Law and Reference Library is using a software package based on the Library of Congress classification system to catalog their holdings. The bill status system contains a subject cross-reference function. Most of the other indexing efforts, however, are manual.

III. Limitations of the current system

- Duplication of effort

As indicated in previous sections, there is duplication of effort in the production of several indexes to the same basic material: indexes to the House and Senate journals, roll calls, bill status, drafting requests, the Legislative Records, and committee materials are all based at least in part on indexing Legislative Documents.

- Subject headings

There are inconsistencies in heading usage between commercially produced indexes (West), library headings (both card catalog and special indexes), indexes based on Legislative Information System headings (on-line index, History/Disposition, Laws of Maine, Legislative Record), and special purpose indexes produced regularly or intermittently by other offices (Journals of the House and Senate, in-office indexes in Legislative Assistants office and Attorney-General).

- Inconsistent classification

The Legislative Information Office first classifies bills by popular subject, relying primarily on the title. Later the bill is reclassified by the Legislative Indexer. These classifications are not consistent, and there is no cross-reference or thesaurus to relate the two.

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- Hierarchical subject headings

Current indexes are not hierarchical; it is not possible to access broad subject classifications, and then identify subordinate detail information. Indexes tend to be specific, assigning the most specific heading applicable to the item or bit of information to be indexed.

- Authority lists

There is no subject authority lists for indexing legislative materials on a more general level than Laws of Maine. New and existing subject authority lists should be interrelated in such a way that users may move easily between indexes using different authorities.

5.2 Research and Reference Services

I. Description

Most legislative research is encountered in staffing the Joint Standing and Select Committees and the Legislative Council. This research is both short term and long term. Short term effects include bill analyses, informal legal opinions, and analysis of bill impacts. Long term efforts are usually part of a formal study conducted by a committee or commission; the type of research may include almost any sort of sociological, economic, scientific or legal research.

The Legislature also provides a reference service to legislators and the general public on issues pertinent to the legislative process and related legal issues.

II. Current System

There are a wide variety of manual and automated methods of conducting legal and legislative research currently in use. Automated systems include SIRS for statutory research, WESTLAW for legal research, SAS on the IBM for statistical analysis, and Lotus 123 on microcomputers for financial analysis. Manual methods include most of the classical methods of academic and legal research.

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III. Limitations of the current system

A detailed discussion of research and reference methods is belong the scope of this report. There is general consensus, however, that increased access to analytical tools would assist current efforts. These tools would include graphics, simple statistical programs, and user-oriented analysis tools.

5.3 Fiscal and Program Analysis

I. Description

Within the Maine Legislature, fiscal analysis includes:

- Collecting and assembling factual information concerning the fiscal affairs of the State for the use of the Joint Appropriations and Financial Affairs Committee of the Legislature in formulating its proposals for appropriations
- Examining requests for appropriations made by the various executive agencies of State Government
- Reporting on any matters which may be of assistance to the Appropriations Committee or the Legislature in forming an independent judgment in the determination of any fiscal matters;

Serving as the secretariat of the Appropriations Committee

State statutes (3 MRSA § 501-511) also require periodic review and evaluation of all state agencies and departments. The Joint Standing Committee on Audit and Program Review, with assistance from the Legislative Finance Office, performs a formal program evaluation of each state agency on a 10 year cycle.

II. Current System

The State Budget Office uses a batch processing system (PLA-BAC) on the Central Computer Services Honeywell computer to track allocations to budget elements and to prepare the bill funding existing programs (Part I budget). The Part II budget for new or expanded programs is prepared on an IBM word processor. Individual bills with appropriation sections or

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fiscal impact are prepared in a variety of ways, but all end up as ALTER documents on the IBM computer.

A prototype system is in place to transfer Part I budget information from the State Budget Office to the Wang computer for processing and analysis. There is also a prototype system in Wang word processing to assist in the preparation of fiscal impact notes.

Agency program evaluation requires analysis of the agencies enabling statutes, its budget including prior years expenditures, and the agencies substantive program. Currently most of this information is provided to the Audit and Program Review Committee in the form of a standard justification report. The need for additional information depends on the nature of the particular agency and the committee's needs.

III. Limitations of the current system

- Link between State and Legislative budget systems

While the system for manipulating the Part I budget was useful, the amended information could not be transferred to the bill drafting system (ALTER) for preparation of the final bill. The information had to be rekeyed and proofread. The information on the budget system and the bill drafting system should be integrated. It would also be useful to handle the Part II budget and appropriations bills in a similar manner.

- Agency data analysis

Because of the nature of program evaluation, it would be useful for the Audit and Program Review staff to be able to access selected agency data directly (within the limits of privacy and security considerations). While this access is currently possible, it is very tedious and time-consuming.

6 ADMINISTRATIVE SUPPORT

The Office of Legislative Administrative Director provides most of the administrative support services. These services include:

- Managing the Legislative budget
- Monitoring Legislative expenses
- Providing and monitoring travel arrangements
- Managing Legislative employees
- Monitoring appointments to boards and commissions
- Managing the use of legislative facilities and equipment

6.1 Managing the Legislative Budget

to be developed

6.2 Monitoring Legislative Expenses

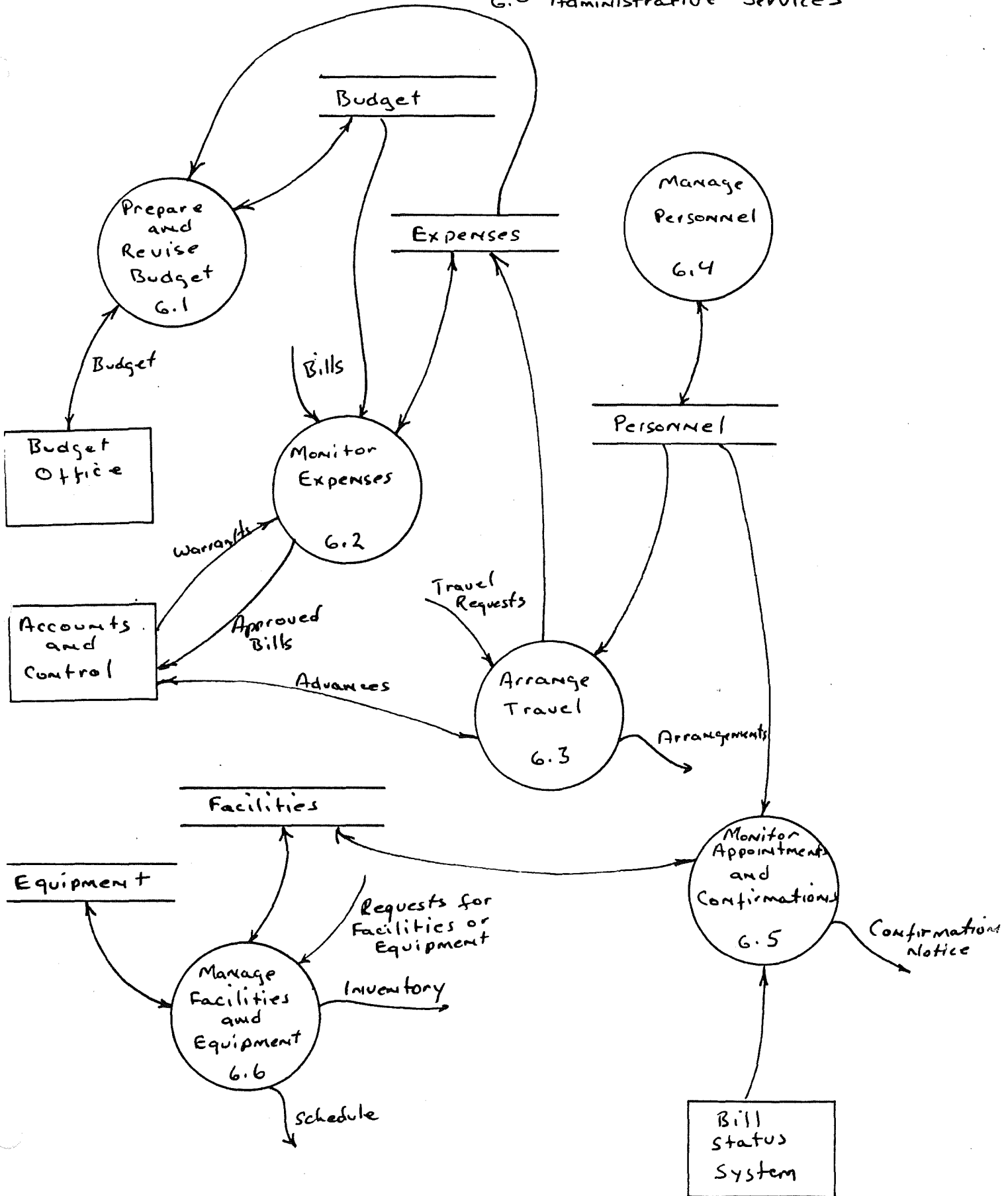
I. Description

The Legislative Administrative Director is required (3 MRSA § 163 and § 1) to review and approve requests for payment from all staff offices, including the House and Senate. This consists of the following steps:

- Monitoring expenses

Reviewing expenses for each legislative activity to ensure that the expenses are within the current allotment. It may be necessary to request transfers among allotments or supplemental appropriations to cover expenses.
- Processing bills for payment

G.O Administrative Services



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Coding bills with Activity and Character and Object codes, approving the bills for payment, and forwarding them to the Bureau of Accounts and Control. Accounts and Control issues checks for payment.

- Recording expenses

Maintaining a journal of approved expenditures, and reconciling this record against the monthly analysis sheet from Accounts and Control. This history of expenditures is also the basis of future budget requests.

II. Current System

The Administrative Director uses a file management system on the Wang VS to manage expenses. The system uses COBOL programs and system utilities. The Data Flow Diagram on the following page depicts the current Legislative Expenses system.

III. Limitations of the Current System

- Link between budget and expenditures

There is currently no automated link between the legislative budget system and the expense system.

- State accounting systems

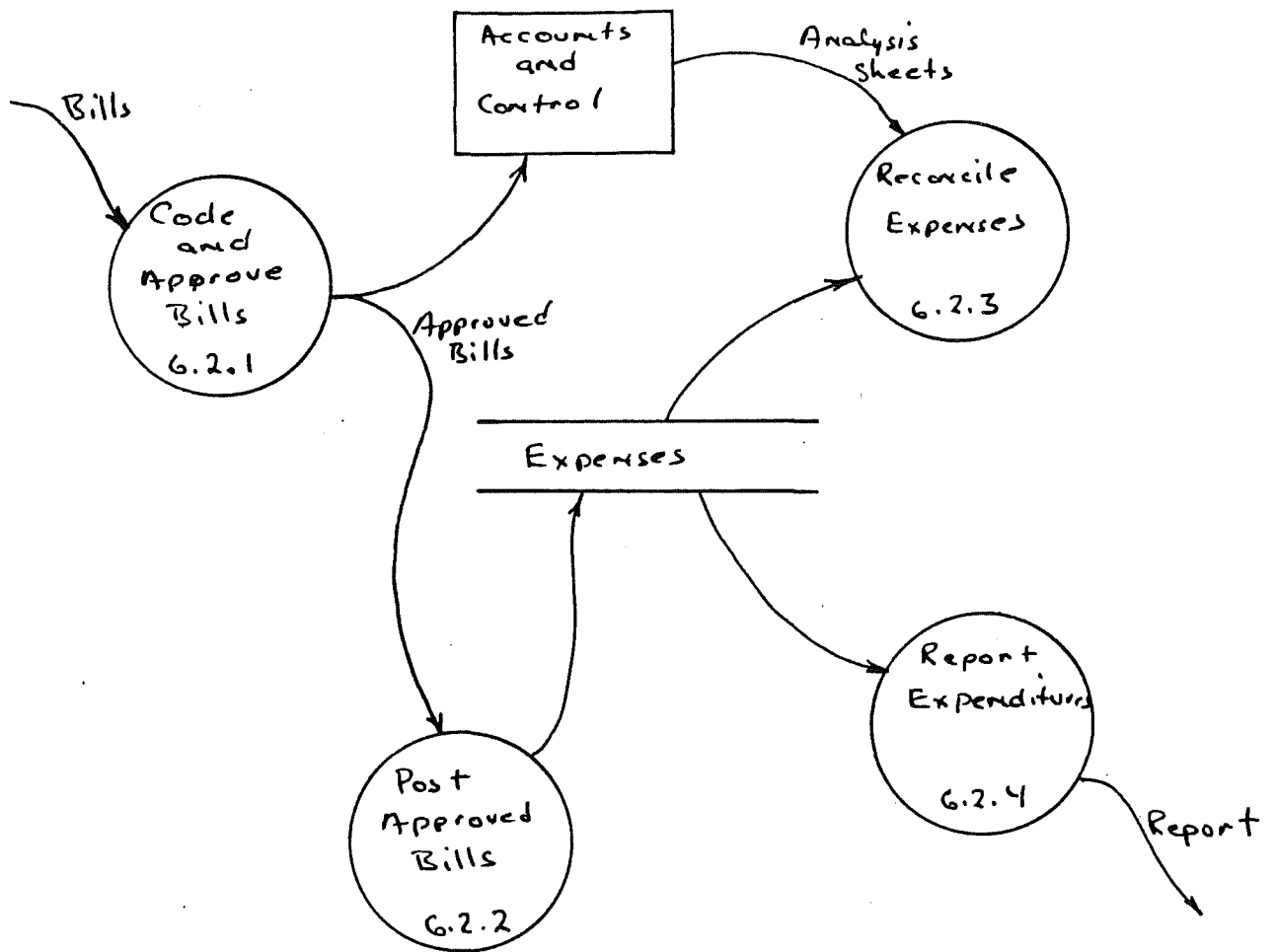
The state accounting system limits the utility of management information, as there are not sufficient character and object codes to adequately track expenditures. The legislative expense system should be linked with the State Accounts & Control system.

- Pending encumbrances

The state system doesn't update account balances until a check is issued; this creates misleading information on current account balances.

There is no method of tracking encumbrances as opposed to expenditures.

6.2 Legislative Expenses



6.3 Travel Arrangements

I. Description

Legislators and staff attend national and regional conferences throughout the year. During the interim, legislative committees may be required to attend meetings or conferences in the course of their studies. The Office of Legislative Administrative Director makes travel arrangements, and records and monitors travel expenditures.

II. Current System

The current system for legislative travel is depicted in the Data Flow Diagram on the following page.

III. Limitations of Current System

- Correlating information

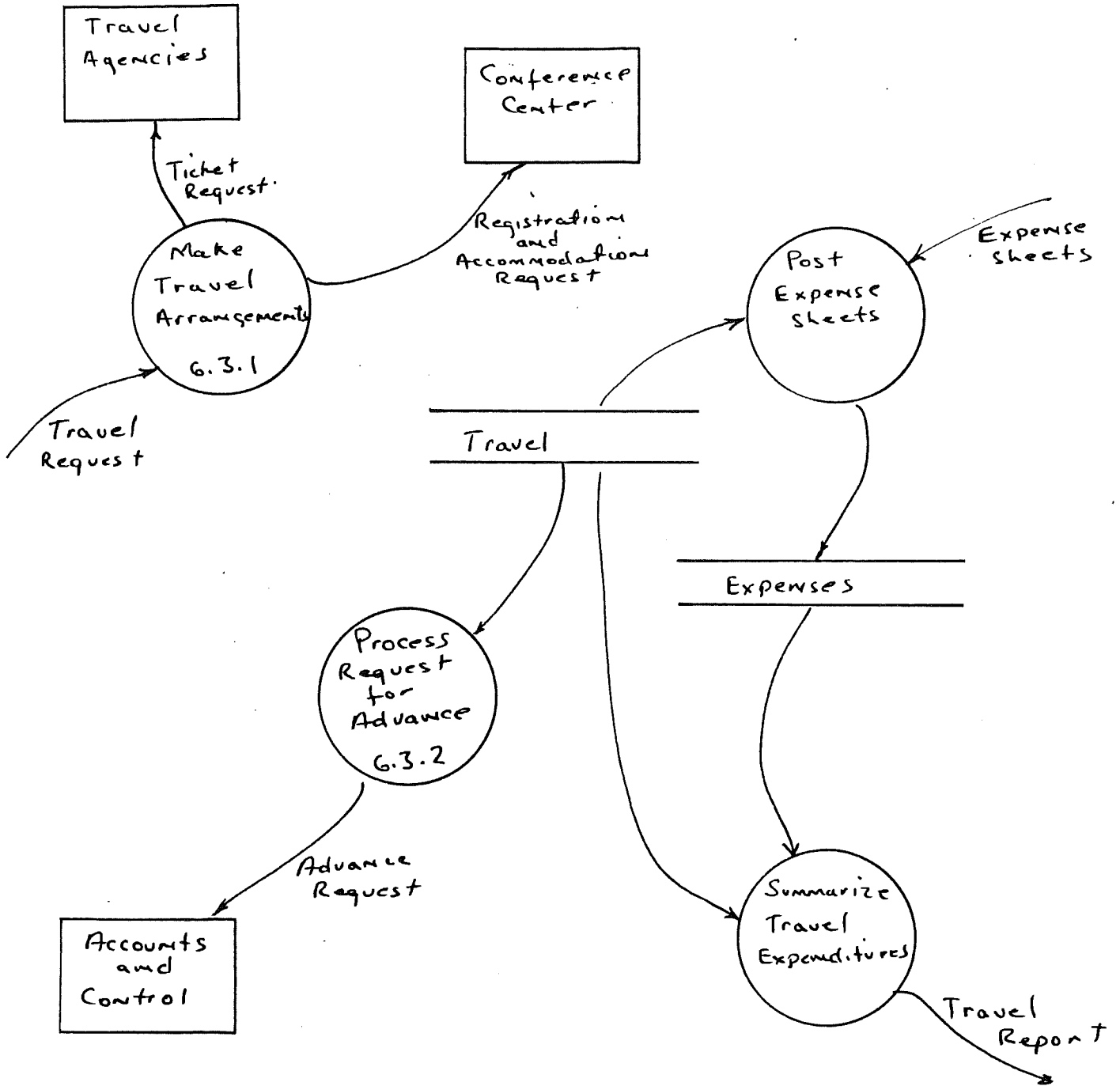
The current system is not able to correlate the following information:

- travel advance information
- payment for actual expenses minus advance (may be a credit or debit)
- travel information - since this is obtained through an agent, it isn't possible to track by trip or traveler
- registration information - similarly this can't be linked to the person performing the travel

- Required information

The current system does not provide enough information on out-of-state travel and committee meetings for legislators' federal income tax returns.

6.3 Legislative Travel



6.4 Managing Legislative Employees

I. Description

The Legislature employees about 100 full time and 70 session employees. Personnel administration takes place at three levels: within the executive Department of Personnel; in the Office of Legislative Administrative Director; and in each staff, House or Senate Office. Personnel administration functions include payroll, benefits, employment history, leave, retirement and related tasks.

II. Current System

The Department of Personnel maintains official records for all employees who occupy a "numbered position". Some legislative session employees do not hold numbered positions, however, and Personnel does not maintain their records. Personnel uses a position "turnaround" form to create and update information on employees, using a batch processing system on Central Computer Services Honeywell computer. The Department is currently converting to a personnel data base management system (MSA) on CCS's IBM computer.

The Bureau of Accounts and Control in the Department of Finance and Administration processes payroll checks for all employees. The Bureau uses CCS's Honeywell computer.

The Legislative Administrative Director maintains manual personnel files on all legislative employees, and processes turnarounds, benefits, payroll deductions, promotions and reassignments, and salary changes. While the LAD coordinates items such as benefits, the actual programs are administered by executive agencies, including the Maine Retirement System and the Employees' Health Insurance Program in the Dept. of Finance and Administration. Each staff office and the House and Senate maintain manual records of hours worked, sick leave, vacation time, and compensatory or overtime.

III. Limitations of the Current System

- Disjoint information

It is difficult to coordinate current information in different executive or legislative offices about employees. The current payroll system is not directly linked to the personnel system.

- Prior employees

Work experience records are almost nonexistent for legislative employment prior to 1973.

- Transfers

Information is not always transferred between staff offices when employees are reassigned.

- Required information

While official personnel records are maintained by the Department of Personnel, the Administrative Director and staff directors require information about employees, including: 1) personal information such as name, address, phone number; 2) work history, including date of hire, anniversary date, and accrued vacation and sick leave; and 3) benefits selected. It is also necessary to maintain information about positions, including title, office, and salary range.

6.5 Boards and Commissions

I. Description

The Legislature has created a number of boards and commissions that require appointment of members. These bodies may be essentially permanent agencies, such as the Land Use Regulation Commission, or they may exist only for a short, specified period. Members may include legislators, state officials, or members of the general public. In addition to creating most boards and commissions, the Legislature is involved in the following areas:

- monitoring boards and commissions whose members are appointed by the Speaker of the House or the President of the Senate.
- monitoring gubernatorial appointments that require confirmation by the Senate.
- monitoring legislative participation on boards and commissions.
- providing administration and staff to certain boards and commissions.

II. Current System

The Secretary of State is constitutionally charged with maintaining the official records of the State and to act as secretary to the Governor. The following are the major elements of the appointment process involving the Governor's office and other appointing authorities.

Each year the Secretary of State supplies the Governor, the Speaker of the House and President of the Senate with a list of positions which will become vacant within the calendar year and which they are authorized to fill by appointment.

The appointing authorities (Governor, Speaker, President) notify the Secretary in writing of their appointments. If confirmation by the Legislature is required, that body notifies the Secretary in writing of its confirmation.

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Upon receipt of the appointment information, the commissions clerk in the Secretary's office determines whether the appointments are properly made based on the official records in the Secretary's office. If so, the clerk sends a copy of the certificate proclaiming the appointment and a certificate on which the oaths of office must be taken, to the appointee. The appointee has 30 days in which to take the necessary oaths of office and return evidence thereof to the Secretary.

If this "qualifying" information is received on time, the appointee is officially recorded as having authority. If not, the appointing authority is notified of the failure to qualify and a new appointment may be made.

For most positions, the following information is maintained on a computerized data base: Name of office, name and address of appointee, term of office, date of appointment and of qualification, date of expiration. In addition, the statutory or other authority for the appointment is also noted. For certain short-term positions, such as committees and commissions with a short life, information is maintained in file cabinets rather than on the computer.

For computerized records, information is recorded on coding sheets which are delivered to keypunch operators who transfer the information to a tape. Periodically this tape is used to up-date the data base with the new information. From the data base, various reports may be generated. Reports may list appointees by date, county, agency, etc. One of these reports is that which specifies to each appointing authority the positions each may fill during the calendar year.

III. Limitations of Current System

- New boards and commissions

The Senate President, the House Speaker, the Legislative Administrative Director, and others screen legislation to identify newly created boards and commissions. There is no systematic method, however, of tracking required appointments or staffing.

- Short term boards and commissions

The Secretary of State's appointment system does not track many short-lived boards and commissions.

6.6 Legislative Facilities and Equipment

I. Description

The Legislative Administrative Director has custody over all legislative property and materials, and is required (3 MRSA § 163 sub. § 1) to maintain oversight over all legislative rooms, and to maintain an inventory of all legislative property and equipment.

II. Current System

The Legislative Administrative Director maintains the inventory of property and equipment on a file card index. The file is updated annually by a physical sight inventory.

Legislative meeting rooms are either assigned directly to an office, person, or committee, or held for multi purpose use. The LAD maintains a calendar book where the multi purpose rooms are scheduled and prepares a weekly report of facilities use for Capitol Security.

III. Limitations of Current System

- Updating

The current card file inventory is not updated during the year as offices acquire equipment. It is extremely time-consuming to update.

- Room scheduling

The most time-consuming aspect of room scheduling involves taking calls for room reservations, and contacting people when changes are required.

7 Support Services

Staff offices provide the following support services to one or more legislative offices:

- Data Processing Support and Training
- General office support
- Document printing

7.1 Data Processing Support and Training

I. Description

As the use of computers has increased in the Legislature, so has the need to provide support and training for computer applications. Data processing support includes system analysis, application development and maintenance, product evaluation and acquisition, hardware maintenance, and other assistance as requested by offices. Training includes general computer training, both formal and informal, and training in specific legislative applications.

Data processing support and training will not be discussed further in the context of this report. The Legislature is developing a formal support and training plan which will be revised to reflect the scope of activities recommended by this report.

7.2 General Office Support

I. Description

The Legislature is in transition from a manual to an automated office environment. While most major tasks such as bill drafting and calendar preparation have been automated, automation of general offices functions ranges from minimal to almost complete. The pace of further automation depends on development of appropriate technology and the cost/benefit of additional measures.

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Most legislative offices have access to word processing on the Wang VS. Wang word processing also provides facilities for printing, filing and archiving. Electronic mail and messaging is available via terminal emulation to the IBM PROFS system. There are no legislative facilities for image processing. Voice communications are handled on two systems. Telephone communication is distributed on a recently installed NYEX Centrex system. Proceedings in the House and Senate are distributed throughout the State House on a private hand wired intercom system.

III. Limitations of the Current System

- Printing

The introduction of word processing has been very popular throughout legislative offices. The greatest limitation has been printing; the impact printers currently in use are slow, noisy, and they break down frequently. As the price of xerographic printers decline, they will probably replace the impact printers.

- Interoffice communication

Distribution of hardcopy interoffice mail currently takes between two and three days. This is completely unsatisfactory for urgent messages, so many offices hand-deliver memos. This is an inefficient use of personnel. Electronic mail through PROFS has been very popular with technically-oriented staff who regularly access the IBM computer, but it has not been popular with others because access is time consuming and slightly awkward.

- Communications network

It is very difficult to install voice and data communication lines within the State House; the walls are solid granite, and there are no cable runs or suspended ceilings. The existing voice and data lines are near maximum capacity.

7.3 PRINTING

I. Description

The Legislature produces vast quantities of written material. This material ranges from simple typewritten memos and reports to typeset and bound volumes. Methods for reproducing this material include photocopying, in-house printing, IBM 6670 laser printing, Xerox 8700 laser printing, commercial photo-offsetting, and commercial typesetting

The following list describes some of the major legislative printing products.

Maine Revised Statutes Annotated (MRSA)

Original and replacement volumes include general and permanent laws of the State classified under topical arrangement of titles, chapters and sections. MRSA do not include private and special laws, resolves, or some unallocated public laws, which are incorporated in the official laws of Maine. The statutes currently consist of 30 bound volumes, and contain about 3.5 million words.

MRSA are typeset by West Publishing Company from hard copy provided by the Legislature. Statutes are distributed in accordance with 3 MRSA §173 sub§ 3A to Maine public and college libraries, municipal and county officers, county law libraries, Judiciary, Congressional delegates, and exchange partners of the Law Library. West Publishing Company mails according to a shipping list updated annually by the Law Library. West sends the balance to the Law Library for further distribution. The Law Library receives \$513.00 per set. Some municipalities are behind in payment.

Pocket Parts to Maine Revised Statutes Annotated

Pocket Parts, authorized by 3 MRSA §164 sub§ 8, are regular cumulative supplements setting out legislative changes to material in the accompanying bound volumes until that volume is recompiled and replaced. West Publishing Company publishes Pocket Parts annually in November or December. A total of 1135 copies are typeset, printed and distributed to State Agencies, Legislators, Committees and Leadership by the Law Library.

DRAFT

In 1983, the cost for Pocket Parts was \$141,875. Revenue was \$18,750.

Replacement Volumes to Maine Revised Statutes Annotated

West publishes replacement volumes approximately 2 times a year. There are 1200 copies printed. Volumes 11 & 11A cost \$69,600 and have provided \$8,700 in revenue to date.

West Legislative Service Pamphlets ("Pamphlet Laws")

Pamphlet Laws contain public laws, arranged numerically and "any private and special law, or portions thereof which affect MRSA titles and sections ..." (Preface, no. 1, 1983). Appendix material varies; for example, in some years they contain amendments to Maine Court Rules. Pamphlet Laws include a cumulative index and come out in sections. They are issued irregularly during each session of the legislature. A total of 960 are delivered to the Law Library and West distributes to mailing list members directly (See distribution of MRSA).

The cost of the Pamphlet Laws are included in the MRSA contract. They are available to the general public for \$16.50 per set. Maine does not purchase these due to cost.

Public Laws and Constitutional Resolves

The Public Laws and Constitutional Resolutions are softbound copies of the laws, resolves and resolutions passed during each legislative session. They are authorized by 3 MRSA §164, sub§ 7, and are issued within 90 days of the end of the session. The original copy is set up by hand from final hard copies of engrossed bills, and photo-offset. A total of 6500 are printed, and distributed by the Office of Legislative Research without charge to state agencies, Executive, Judiciary, Legislature, county and municipal offices, and the general public.

The cost for the 1st Regular session of the 11th Legislature was \$33,808 and \$22,581 for the 2nd Regular session. The publication produces no revenue.

DRAFT

Laws of Maine (Session Laws)

The Session Laws, authorized by 3 MRSA §164, sub§ 6, are a bound, official edition of all public laws, private and special laws, resolves, constitutional resolutions, governors messages, addresses and proclamations and selected memorials and joint resolutions and related documents. The Session Laws are partially typeset and partially set up in camera-ready format, and published by a commercial printer within about a year of each biennium. Session Laws currently cost \$102,586 to print. Seven hundred and seventy five copies are printed, and distributed in accordance with 3 MRSA §173 sub§ 3A. The Law Library is the distributor. Sometimes the House and Senate will forward copies to legislators for their libraries.

Legislative Record

The Legislative Record is a verbatim transcript of House and Senate proceedings, including Regular, Special and Confirmation sessions. Significant committee reports may be appended by legislative order. The Record is typed in the offices of the Clerk and Secretary on Wang word processors; the Office of Legislative Research indexes the Record; and a commercial printer typesets the final version. Galley proofs are distributed during the session, generally within a few days of the actual session. The final version is not printed until the index is finished, however, sometimes more than a year after the end of the session. Between 275-300 copies are printed. They are distributed to Legislators, exchange partners and State libraries by the Law Library. The Legislative Record cost \$215,000 for the 110th Legislature, and it is distributed without charge.

Reference Handbooks

The Office of Legislative Assistants produces a reference handbook for Maine Legislators to familiarize newly elected legislators and others with the Maine legislative process. It is published at the beginning of each biennium. The document is drafted on a Wang word processor and photo-reproduced. About 1500 copies are printed at a cost of \$2050. The handbook is distributed to Legislators, Legislative agencies, the State Library and other interested parties by the Office of Legislative Assistants at no charge.

Final History and Disposition

The Final History and Disposition is a summary of action taken on legislation introduced each session. It is published after each session. The material is output from the bill status system on a line printer and photo-reproduced by a commercial printer. A total of 1000 copies are printed and distributed by the Legislative Information Office.

The cost for the 1st Regular Session of the 111th Legislature was \$5,033 and the 2nd session was \$2,155. There is no charge to the public for this publication.

Committee Study Reports

The Legislative Council may direct a Joint Standing or Select Committee to study a particular subject. Committee study reports are narrative descriptions of committee studies, including findings, recommendations, and any proposed legislation. They are published throughout the session. A total of 400 copies are printed, using in-house printing facilities. Generally study reports are distributed as follows: 18 to the Maine State Library, 20 to the Legislative Council, 13 to the Committee members, 37 to the Senate, 160 to the House and 90 to the Law Library. The Law Library also distributes study reports to exchange partners or to patrons who request copies.

Study reports cost 2.4 cents per page through a commercial copy center, and 3.4 cents per page through the state copy center. The Legislature receives no revenue from study reports.

Legislative Documents

After a bill has been introduced into either the House or the Senate, it is assigned a sequential Legislative Document (LD) number, printed, and distributed. LD's vary in length from 1 to 500 pages. An average of 1200, and as many as 2000 copies of each LD are printed. Twenty copies are reserved for the committee hearing the bill, and copies are distributed to the members and offices of each house; the remainder are made available to the public.

DRAFT

LD's are currently prepared from text on the IBM ALTER system. Camera-ready copy is printed on an IBM 6670 laser printer, and reproduced by a commercial printer. The print volume on the 6670 has averaged 200,000 images per year. LD's must be printed within several days at the most; often overnight turnaround is necessary. The commercial contract for reproducing LD's contains varying rates depending on the required turnaround.

House and Senate Calendars

The House and Senate each prepare a daily agenda, called the Advance Journal and Calendar. The calendars contain all the items to be considered that day; additional items may appear on supplements to the calendars (see section 2.1).

The text for the calendars is currently prepared on the Wang VS 100. Draft copies are sent to a commercial printer, where they are typeset and reproduced. The draft calendars are usually finished between 6-8 p.m. and the copies must be available by 8:00 a.m. the next day.

III. Limitations of Current System

- **Typesetting**

It is very expensive to rekey material for typesetting. Rekeying also introduces errors that require proofreading and correction, and delay the delivery of final copies. It currently takes more than a year to print the final version of the Legislative Record, even though clean draft copy is generally available with days of a legislative session.

- **Print quality**

In documents that are currently printed in camera-ready format, there is not sufficient variety and quality of print styles. Legislative Documents and Session Laws should be printed with proportional spaced fonts. Proportional spacing would reduce the number of pages printed as well as improve the appearance of the documents, but this is not possible with the current hardware and software. It is also fairly expensive to set these publications up in camera-ready format.

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- Duplication

Some of the publications currently produced contain essentially the same information. The Session Laws, Public Laws, and Pamphlet Laws are the best example of this situation. It should be possible to reduce printing costs substantially by combining some of these publications.

- Document indexes

Manual pagination of the subject index for each publication is very time-consuming and duplicative. For example, the subject index to bills is used to index the Legislative Record, but the page references of each subject item must be collated manually.

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Appendix A

Description of the Legislative Process

to be developed

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Appendix B

LEGISLATIVE STAFF OFFICES

SENATE

The Senate is the upper chamber of the Maine Legislature, and serves as the final confirming body of all bills passed before they are sent to the Governor. The Constitution requires that the Senate confirm all gubernatorial appointments requiring Legislative confirmation, and that it maintain a permanent journal of its own proceedings.

The President of the Senate is elected by members, and presides over the body. The Secretary of the Senate is also elected by members, and serves as chief administrative officer. The Senate Majority Office consists of the Majority leader, Assistant Majority leader, and administrative staff. The Senate Minority Office includes these counterparts for the Minority party.

HOUSE

The House is the lower body of the Maine Legislature. The House has the sole power to originate bills for the raising of revenue, and the sole power to impeach. The House also keeps a journal of its proceedings.

The Speaker of the House is elected by members, and presides over that body. The Clerk of the House is also elected by members, and serves as chief administrative officer of the House. The Majority and Minority Offices are similar to those in the Senate.

LEGISLATIVE ADMINISTRATIVE DIRECTOR

The major statutory functions of the Legislative Administrative Director include direction and supervision of the non-partisan legislative staff offices, implementing policy decisions of the Legislative Council, and acting as executive officer of the Legislature when it is not in session.

Other duties of the Administrative Director include preparation of the legislative budget, operation of computer systems, and supervision of committee clerks.

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LAW AND LEGISLATIVE REFERENCE LIBRARY

The Law Library provides legislative reference service and maintains a collection of legal materials for use by the Legislature and others. The Library also distributes session laws, Maine Revised Statutes, and printed decisions of the Maine Supreme Judicial Court. The Law Library receives about 5500 queries each year, and about 25000 items are referenced or circulated.

LEGISLATIVE ASSISTANTS

Legislative Assistants provide research, analysis and support services to the Legislature. During legislative sessions, staff work directly for committee chairmen, drafting bills and amendments, analyzing bills, and providing research. When not in session, staff work on research topics, and staff studies approved by the Legislative Council. The staff also draft revisions of sections of the Maine Revised Statutes.

LEGISLATIVE FINANCE

Legislative Finance collects, researches and analyzes both fiscal and program information related to the finances and operation of state government. The office reviews revenues and expenditures, evaluates fiscal and program information, makes financial projections regarding the effects of legislative, and analyzes appropriations requests.

LEGISLATIVE RESEARCH

Legislative Research is responsible for bill drafting, statutory revision, preparing and indexing the session laws, and producing copies of the public laws. In addition to these statutory duties, the Director of Legislative Research is also responsible for administering bill requests, clerking the Standing Committee on Bills in the Second Reading, and preparing the Errors Bill. This office, working with the Office of Legislative Information and the Legislative Indexer, maintains a computer system for bill drafting and bill status. The bill status system tracks each legislative instrument from introduction to final disposition. The Legislative Indexer maintains a series of indexes for session enactments and for the Legislative Record, and the title and section portion of the bill status system.

DRAFT

Appendix C

Description of Legislative Functions by Office

OFFICE: Law Library

FUNCTION: Circulation control

DESCRIPTION: Controlling circulation of in house and interlibrary loan volumes. Approximately 5000 volumes circulated each year, with about 25,000 transactions.

POTENTIAL FOR AUTOMATION: Low

ESTIMATE OF POTENTIAL BENEFITS: low - would have to put all holdings on-line

DESCRIPTION OF BENEFITS: Reduced time, increased quality control, tighter management through exception reporting

FUNCTION: Indexing

DESCRIPTION: Establishing key words for legislative research materials, including card catalog, legislative research shelf, and clipping file. Holdings are currently cataloged by Library of Congress subject headings, which may have to be cross-referenced to legislative index

POTENTIAL FOR AUTOMATION: high

ESTIMATE OF POTENTIAL BENEFITS: moderate

DESCRIPTION OF BENEFITS: No direct time savings. Eventually could reduce the length of time required for research. Could increase access to legislative materials and reduce duplication of effort.

DRAFT

FUNCTION: Legislative Histories

DESCRIPTION: Determining the derivation of statutory sections, and analysis of legislative intent.. Most common tool is record of Legislative debate.

POTENTIAL FOR AUTOMATION: Moderate - major benefit may derive from systematic method of cataloging histories, whether it is automated or not.

ESTIMATES OF POTENTIAL BENEFITS: high

DESCRIPTION OF BENEFITS: Major benefit could be reduction in duplication of effort. Automation would also allow access to information through alternate keys.

FUNCTION: Historical profile of Legislators

DESCRIPTION: Many people request information about individual legislators or classes of legislators who have served

POTENTIAL FOR AUTOMATION: low

ESTIMATE OF POTENTIAL BENEFITS: low

DESCRIPTION OF BENEFITS: Could be some time savings, but many of the requests are difficult to anticipate.

FUNCTION: Historical bill status information

DESCRIPTION: The Law Library is responsible for answering questions concerning legislative consideration from previous sessions. This process is now manual.

POTENTIAL FOR AUTOMATION: High. The information for the last 12 years is currently on computer tape. Information from sessions earlier than this would be difficult to reconstruct.

DRAFT

DESCRIPTION OF BENEFITS: Time savings, higher quality product.

FUNCTION: Access to Opinions of the Attorney General

DESCRIPTION: The Attorney General periodically issues opinions on matters of law. The text of the opinions are filed in the library, but the only index to the opinions is a card file in the Attorney General's Office.

ESTIMATE OF POTENTIAL BENEFITS: Moderate

DESCRIPTION OF BENEFITS: Time savings

FUNCTION: Catalog holdings

DESCRIPTION: The Law Library holds approximately 5000 volumes

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: High- currently being automated through OCLC - the card catalog is available on tape through OCLC

DESCRIPTION OF BENEFITS:

DRAFT

OFFICE: Finance

FUNCTION: Fiscal Notes

DESCRIPTION: The Finance Office must prepare an estimate of the fiscal impact of all legislative instruments

POTENTIAL FOR AUTOMATION: Moderate

ESTIMATE OF POTENTIAL BENEFITS: Moderate

DESCRIPTION OF BENEFITS: Improved analysis of fiscal impact. Ability to cross-reference fiscal information.

FUNCTION: Analysis of State Budget

DESCRIPTION: The State budget is submitted biennially, and includes approximately _____ items appropriating about \$4 billion

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: High

DESCRIPTION OF BENEFITS: Improved quality of analysis, some time savings, and ability to do trial runs

FUNCTION: Audit Report

DESCRIPTION: The audit report is a 100-300 page analysis of one or more state agencies, including program and financial information

POTENTIAL FOR AUTOMATION: moderate

ESTIMATE OF POTENTIAL BENEFITS: moderate

DESCRIPTION OF BENEFITS: time savings

DRAFT

FUNCTION: Study Reports

DESCRIPTION: Study reports are completions of research and analysis of a particular topic of legislative interest

POTENTIAL FOR AUTOMATION: Variable

ESTIMATE OF POTENTIAL BENEFITS: variable

DESCRIPTION OF BENEFITS: Production of study reports, other than WP, is not feasible. Particular studies, however, may include analysis that may be amenable to automation. The most common databases for these analysis include:

- US census data
- state agency data files
- information from state budget office
- data from university system

FUNCTION: Bill drafting

DESCRIPTION: Draft bills implementing Audit report, and provide fiscal information and drafting assistance on other bills.

POTENTIAL FOR AUTOMATION: high

ESTIMATE OF POTENTIAL BENEFITS: high - currently automated

DESCRIPTION OF BENEFITS: Major gains in printing costs have already been realized. Future gains include reducing duplication with other systems (particularly on the Part I and Part II Budget), better management information. Requires interface with Budget system.

DRAFT

FUNCTION: Bill Analysis

DESCRIPTION: Analysts must analyze the impact of a wide variety of legislative instruments.

POTENTIAL FOR AUTOMATION: variable

ESTIMATE OF POTENTIAL BENEFITS: variable

DESCRIPTION OF BENEFITS: Similar to that of study reports

FUNCTION: Statistical Analysis

DESCRIPTION: Most commonly this is analysis of survey results

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: moderate

DESCRIPTION OF BENEFITS: Time savings, improved quality of analysis - potential savings of on-line time compared to contract or CCS analysis.

DRAFT

OFFICE: Assistants

FUNCTION: Bill Drafting

DESCRIPTION: Draft LD's for legislators and committees.
Track drafting through various steps.

POTENTIAL FOR AUTOMATION: high

ESTIMATE OF POTENTIAL BENEFITS: high - currently automated

DESCRIPTION OF BENEFITS: Major gains in printing costs
have already been realized.
Future gains include reducing
duplication with other systems,
better management information.

FUNCTION: Study Reports

DESCRIPTION: Study reports are completions of research
and analysis of a particular topic of
legislative interest

POTENTIAL FOR AUTOMATION: Variable

ESTIMATE OF POTENTIAL BENEFITS: variable

DESCRIPTION OF BENEFITS: Automation of study reports,
other than WP, is not
feasible. particular studies,
however, may include analysis
that may be amenable to
automation. The most common
databases for these analysis
include:

- US census data
- state agency data files
- information from state
budget office
- data from university system

DRAFT

FUNCTION: Bill Analysis

DESCRIPTION: Assistants must analyze the impact of a wide variety of legislative instruments.

POTENTIAL FOR AUTOMATION: Variable

ESTIMATE OF POTENTIAL BENEFITS: Variable

DESCRIPTION OF BENEFITS: Similar to that of study reports

FUNCTION: Statistical Analysis

DESCRIPTION: Most commonly this is analysis of survey results or information from state agencies

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: moderate

DESCRIPTION OF BENEFITS: Time savings, improved quality of analysis - potential savings of on-line time compared to contract or CCS analysis.

DRAFT

OFFICE: Administrative Director

FUNCTION: Appointments

DESCRIPTION: Monitor: appointments requiring legislative confirmation, positions requiring appointment by the Speaker or President, appointments of legislators to select committees and commissions, and commissions or committees administered by the legislature.

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: Moderate

DESCRIPTION OF BENEFITS: Better tracking monitoring of expenditures, identification of need for appointment or reappointment

FUNCTION: Legislative accounting

DESCRIPTION: Process bills, post expenditures by category, produce periodic reports. There are about 5000 groups of bills posted each year.

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: Moderate

DESCRIPTION OF BENEFITS: Save time, improve management reporting, increase accuracy. Prototype system in place.

FUNCTION: Legislative budgeting

DESCRIPTION: Prepare and amend the legislative budget

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: Moderate

DESCRIPTION OF BENEFITS: Save time, increase accuracy of estimates.

DRAFT

FUNCTION: Schedule travel

DESCRIPTION: The LAD office must schedule travel, confirm arrangements, and track advances for legislative and staff travel. There are about ___ trips per year.

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: High

DESCRIPTION OF BENEFITS: Reduce duplication of effort. Time savings, increased ability to report by category, and to cross-check information.

FUNCTION: Monitor facilities

DESCRIPTION: Schedule public hearing rooms, monitor telephone, utility usage, and inventory equipment

POTENTIAL FOR AUTOMATION: Moderate

ESTIMATE OF POTENTIAL BENEFITS: Moderate

DESCRIPTION OF BENEFITS: Save time. Greatest need is to inventory equipment.

FUNCTION: Administer personnel

DESCRIPTION: Track - full time and - part time positions of the Legislature. Provide income-tax data (not W-2's), benefits, schedule merit increases, etc.

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: High

DESCRIPTION OF BENEFITS: Save time, increased reporting ability. May be automated through Dept. of Personnel System

DRAFT

FUNCTION: Staff the Legislative Council

DESCRIPTION: Schedule meetings, record actions and provide management information to the Legislative Council.

POTENTIAL FOR AUTOMATION: Moderate

ESTIMATE OF POTENTIAL BENEFITS: Moderate

DESCRIPTION OF BENEFITS: Save time, increased reporting ability.

FUNCTION: Manage legislative computer systems

DESCRIPTION: Operate legislative computer systems, and provide training, support, and application development.

POTENTIAL FOR AUTOMATION: Moderate

ESTIMATE OF POTENTIAL BENEFITS: Moderate

DESCRIPTION OF BENEFITS: Save time, maximize use of resources, increase reporting ability.

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OFFICE: Legislative Research

FUNCTION: Draft bills

DESCRIPTION: Produce up to 2000 L.D.'s per year in camera ready format. Track drafting through various steps.

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: High - currently automated

DESCRIPTION OF BENEFITS: Major gains in printing costs have already been realized. Future gains include reducing duplication with other systems, better management information.

FUNCTION: Maintain statutes

DESCRIPTION: Revise and publish 27 volume set of Maine Revised Statutes. Publish subsets of statutes for agencies. Provide ability to search statute data base.

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: High, currently automated through SIRS software

DESCRIPTION OF BENEFITS: May be able to save time, printing costs of other session publications, such as Laws of Maine and Chaptered Laws

FUNCTION: Index Legislative Record

DESCRIPTION: Provide subject cross-reference to legislative debate

POTENTIAL FOR AUTOMATION: Moderate

ESTIMATE OF POTENTIAL BENEFITS: Moderate currently partially automated

DESCRIPTION OF BENEFITS: Save time, make final result available earlier - may be able to consolidate indexes.

DRAFT

FUNCTION: Maintain Bill Status

DESCRIPTION: Record and report all actions on legislative instruments. Provide online access, periodic reports, and cross-reference access.

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: High. Currently automated, but system is functionally obsolete.

DESCRIPTION OF BENEFITS: Reduce duplication of effort, save time, improve quality of product. Save on cost of printing periodic reports.

FUNCTION: Publish session documents

DESCRIPTION: Publish the following:
Public Laws and Constitutional Resolutions
History and Final Disposition
Laws of Maine
Drafting Manual

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: Variable.

DESCRIPTION OF BENEFITS: Reduce duplication of effort, save time, improve quality of product. Save on cost of printing.

DRAFT

OFFICE: House

FUNCTION: Publish Weekly Calendar

DESCRIPTION: Print weekly list of legislative events, and other events of legislative interest. Also includes list of L.D.'s and chaptered laws Lists meetings of the Legislative committees, and commissions that include legislators in their membership.

POTENTIAL FOR AUTOMATION: Low

ESTIMATE OF POTENTIAL BENEFITS: moderate

DESCRIPTION OF BENEFITS: Save time

FUNCTION: Publish Weekly Legislative Report

DESCRIPTION: Lists all bills printed, and all bills and resovles finally passed.

POTENTIAL FOR AUTOMATION: Low

ESTIMATE OF POTENTIAL BENEFITS: Low

DESCRIPTION OF BENEFITS: Save time

FUNCTION: Maintain Document Service

DESCRIPTION: Handle requests for subscription and distribution of legislative documents

POTENTIAL FOR AUTOMATION: Low

ESTIMATE OF POTENTIAL BENEFITS: Low

DESCRIPTION OF BENEFITS: Save time.

DRAFT

OFFICE: Senate

FUNCTION: Publish weekly schedule of public hearings

DESCRIPTION: Publish and revise weekly schedule of
public hearings; coordinate with
advertising and room scheduling

POTENTIAL FOR AUTOMATION: Moderate

ESTIMATE OF POTENTIAL BENEFITS: Moderate

DESCRIPTION OF BENEFITS: Save time.

DRAFT

OFFICE: House and Senate

FUNCTION: Publish daily advanced calendar

DESCRIPTION: Prepare and reproduce daily Advanced Calendar and Journal. Calendar is type-set for final reproduction

POTENTIAL FOR AUTOMATION: high

ESTIMATE OF POTENTIAL BENEFITS: moderate - currently created using word processing glossaries

DESCRIPTION OF BENEFITS: Save time, printing costs.

OFFICE: House and Senate

FUNCTION: Publish and index daily Journal

DESCRIPTION: Prepare daily record of actions in body. Provide subject cross-reference to Daily Journal

POTENTIAL FOR AUTOMATION: high

ESTIMATE OF POTENTIAL BENEFITS: high

DESCRIPTION OF BENEFITS: Reduce duplication of effort

FUNCTION: Publish Legislative Record

DESCRIPTION: Verbatim transcripts of legislative debate are typed, type-set, and printed. Roll calls are cut and pasted from the Roll Call machine

POTENTIAL FOR AUTOMATION: high

ESTIMATE OF POTENTIAL BENEFITS: high

DESCRIPTION OF BENEFITS: Cut printing costs, reduce duplication of effort

DRAFT

OFFICE: Majority and Minority Offices

FUNCTION: Maintain mailing lists

DESCRIPTION: Various mailing lists are created and maintained

POTENTIAL FOR AUTOMATION: high

ESTIMATE OF POTENTIAL BENEFITS: high

DESCRIPTION OF BENEFITS: Save time, reduce duplication of effort. Mailing lists can not be centralized, however, each party in each branch must maintain separate sets of lists

FUNCTION: Bill Analysis

DESCRIPTION: Administrative Assistants must analyze the impact of a wide variety of legislative instruments.

POTENTIAL FOR AUTOMATION: Variable

ESTIMATE OF POTENTIAL BENEFITS: Variable

DESCRIPTION OF BENEFITS: Save time

FUNCTION: Statistical Analysis

DESCRIPTION: Most commonly this is analysis of survey results

POTENTIAL FOR AUTOMATION: High

ESTIMATE OF POTENTIAL BENEFITS: Moderate

DESCRIPTION OF BENEFITS: Time savings, improved quality of analysis - potential savings of on-line time compared to contract or CCS analysis.

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Appendix D

Description of Legislative Indexes

- Legislative Law and Reference Library Card Catalog
Author, Title, Subject Index to materials in the Law Library that have been catalogued
- Legislative Law and Reference Library Subject Authority File
Alphabetical list of subject headings in Card Catalog. Used to choose what subject heading to catalog under.
- Legislative Law and Reference Library Vertical File Subject Heading List
Documents relevant to Legislature too small to shelf are kept in vertical file - the index is a list of current subjects in the file
- Legislative Law and Reference Library Clip File Subject Heading List
Headings used in newspaper clipping file maintained by Laura.
- Registers of Bills & Resolves and "History & Final Disposition"
Volumes individually indexed - information from Bill Status system used for quick information prior to printing of the Record. Also used by House Clerk and Senate Secretary when referring bills to Committees.
- Index of Resolves
Compiled by A.G.'s office - ends where Register start.
- Digest of the Resolves of Maine, 1820-1862
Complete gathering of Resolves enacted during this period.
- SLL Card Index of Resolves
Every resolve is catalogued; this index is rarely used
- SLL Card Index of P&S Laws
Basis for 1820-1957 indexes - After 1957 the Session Laws are used.
- Index to P&S Laws ... From 1820-1944 (Lowan)
Self explanatory
- Index to P&S Laws ... From 1944-1957 (Harding)
Self explanatory
- Index to the Opinions of the A.G., 1962-1975
After 1975 are not indexed in Library
- Card File Index to the A.G. Opinions
Kept by A.G. Dept. (Elaine Chase); used continually by the SLL to find info.

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- Index to the Legislative Record
Subject, LD, Roll Call, H.S., S.S.,
person, etc. indexing done by Legislative Indexer
- Indexes to the Senate & House Journals
Indexing done by each chamber. Different process used for each.
- Laws of Maine, Index to
By Title & Subject - indexed by Legislative Indexer, compiled by th
session - replaces the Pamphlet Laws and adds P&S and Resolves.
- Pamphlet Laws Index
Prepared by Legislative Indexer - quick way to get Pub. Laws out in
circulation - Includes only Bills & Const. Amendments.
- ME. Legislative Service
Indexed by subject - Prepared by West from Chaptered Laws - Replace
by MRSA and by Laws of Me. when printed
- M.R.S.A.
Indexed & compiled by West - Const. & statutes of Me. inc.
constructions & interpretation.
- West Key Number Digest
Access to cases decided by Me. Supreme Court. Atlantic Key No.
Digest - Access to Law Ct decisions in the Atlantic Region
- Federal Key No. Digest
Access to all Fed. Sup Ct. decisions
- Decennial Digest
West - Access all 3 of the above in 10 yr. periods.
- House Index of Economic Material in the Documents of the U.S.
Maine (1820-1904) - Subject index of econ. and other info. that
mostly precedes Legislative Documents - Used for historical research
- Index of Me. State Publications (MSL) (1904-1934)
All St. publications during this period indexed by subject
- Me. Agency Annual Reports
Hand List - very rough list of reports received by the Legislative
Law and Reference Library, kept by Agency, year, alphabetically
- Me. Pamphlet Law & reg. collection
Handlist - very rough list by broad subjects compiled by each agenc
on specific subjects - 1 pamphlet = 1 law

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USCS

US Code Service - Lawyers Coop - both index various Fed statutory products

USCA - US Code Annotated - West

Code of Fed. Regulations

Indexes gov't regs. promulgated by all agencies (Fed) Fed. Register

Monthly Catalog

Listing of all Fed. gov't publications indexed by Author, Subject, Title, Stock #, Series report & Key Word (Title)

Congressional Index (CCH)

Index to all bills handed by Congress published weekly by Author used for history of legis.

Index to Legal Periodicals

Index of Legal articles in many different periodicals by subject and

Author

Current Law Index

Headings supposedly based on Library of Congress

P.A.I.S.

Public Affairs Info Service periodicals & important reports covering economic and social conditions

Bill Request Index

Drafting request Index used to keep track of all requests made to Legislative Research - sponsor, major sub-headings

Bill Status Indexes

L.D.#, Subject, Sponsors, Committee; done weekly during session to track latest action on Bills & Resolves.

Committee Jurisdiction Index

Describes substantive jurisdiction of each committee, compiled by Office of Legislative Assistants, and used by Reference Committee.

Study reports Index

Card file index maintained by Office of Legislative Assistants, by subject

Index to Hse Roll Calls

done at end of session by Clerk by Subject & LD#. There is no index for Senate

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Special Interest Listing

Partisan offices maintain list of groups, i.e. farmers, realtors, etc. LD's are categorized accordingly; used for constituent mailings.

Index to Maine Rules of Court

Separate subject index for each area of jurisdiction & procedure i.e. Dist. Ct. & Crim. Proc. Comp. & Pub. by West.

Information System Subject Index

an Index of subject headings developed by Legislative Indexer for use with the Bill Status System.