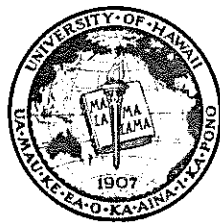


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LEGISLATIVE EXPENDITURES



REPORT NO. 4 -- 1951

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LEGISLATIVE EXPENDITURES

A COMPARATIVE STUDY OF HAWAII AND MAINLAND JURISDICTIONS

by

Daniel W. Tuttle, Jr.
Research Assistant

- Report No. 4, 1951 -
(Request No. 1503)

LEGISLATIVE REFERENCE BUREAU

SEP 21 1951.

TERRITORY OF HAWAII

Norman Meller, Director
Legislative Reference Bureau
University of Hawaii

LEGISLATIVE EXPENDITURES

SUMMARY

Two questions are frequently raised concerning legislative session expenses in Hawaii - (1) What does our legislature cost? and (2) How does the expense of operating our legislature compare with that of operating other legislatures? This report attempts to answer these two questions by gathering and comparing available cost statistics. Being expressed in terms of dollar-and-cents, it can not measure the quality of the legislative product, a matter which ultimately can be determined only by the voter.

Regular session legislative expenses in the Territory amount to less than 1% of the total cost of operating the territorial government. Although legislative expenses have increased over the last decade, they have not kept pace with the more rapid rise of general operating costs of government. Since the outbreak of World War II, the rate of increase of legislative costs has quickened, and on the basis of preliminary figures, a record expense of over \$540,000 has apparently been established for the 1951 regular session. This is equivalent to approximately \$12,000 per legislator, \$7,500 per legislative day, \$1,500 for each measure enacted, and \$300 for each measure introduced in the 1951 session.

Comparison of Hawaii's 1949 regular session costs with those of jurisdictions for which similar data were obtained indicates that:

- 12 jurisdictions had a total cost greater than Hawaii's; 17 less.
- 2 jurisdictions had a greater cost per inhabitant; 27 less.
- 1 jurisdiction spent more per legislator; 28 less.
- 9 jurisdictions spent more per legislative day; 18 less.
- 24 jurisdictions spent more per measure introduced; 4 less.
- 10 jurisdictions spent more per measure enacted; 18 less.

When the population of Hawaii, the size of its legislature, and the length of its session are taken into account, the Territory might be expected to have occupied a relatively lower position among the jurisdictions ranked according to total session expenditures. However, when the larger number of measures introduced by the territorial legislature is considered, Hawaii's relative position does not appear to be out of line.

Comparison of the manner in which each legislative dollar is spent indicates that a larger fraction of each dollar is paid to Hawaii's legislative employees than is paid to employees elsewhere. Office supplies and equipment also appear to receive a greater proportion of the territorial legislative dollar than is the rule. The lack of comparable price indices prevents determination of how much of this disparity is due to higher prices in the Territory.

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I. Introduction

Legislatures, be they national, state, or territorial, are expensive. It is frequently asserted that they cost too much money. In contrast, other persons claim that legislatures probably spend too little upon themselves as the fundamental, policy-making part of the governmental machinery. Perhaps because of partial acceptance of this latter-view and because the legislature is the least costly of the three major branches of government,¹ little attention has been given to the nature and appropriateness of legislative expenses. Yet, notwithstanding the lack of study devoted to such expenses, very often two related questions are raised - (1) What does our legislature cost? and (2) How does the expense of operating our legislature compare with that of operating other similar legislatures? This report attempts to answer these two questions for the Territory of Hawaii.

In general, legislative accounts as found in the journals of both houses of the territorial legislature over the past twenty years are in sufficient detail to permit the making of adequate comparisons. Variances in style over this period, or between the records of the two houses of the legislature, are of little import. The task of comparing Hawaii's legislative expense with the amounts spent by recent legislatures of other states and territories proved much more difficult. Current Mainland data were not available and such information as was at hand did not permit ready comparison. Expense figures which afforded opportunity for such comparison were, therefore, sought directly by questionnaire from appropriate state

¹Legislative expense seldom exceeds two per centum of the total general operating cost of government; *Infra*, p. 18. See also, State of New York, Interim Report of the New York State Joint Legislative Committee on Legislative Methods, Practices, Procedures and Expenditures (Albany: Williams Press, Inc., 1945), p.108.

and territorial officials. These figures, supplied by many (although, unfortunately, not all) cooperating public officials have been used in this report to show Hawaii's legislative costs in relation to those of other jurisdictions.

One word of caution: the dollars spent by a legislature, be they many or few, are not necessarily an indicator of its efficiency or of the quality of its product. It is generally agreed that quantity of production or money spent in production is not necessarily a measure of quality. In short, dollar-and-cents comparisons alone cannot serve as a basis for determining the caliber of work performed by legislative bodies. However, such comparisons permit the building of composite averages and ascertaining of those features in which the practices of the Hawaiian legislature are not typical of those on the Mainland. They serve to direct attention toward attainment of a worthwhile public goal, that of obtaining the highest quality public service possible per dollar spent.

A description of legislative expense in the Territory of Hawaii in 1929 and from 1939 to 1951 is presented in Section II below. There an effort is made to show the trend of expense in Hawaii during the past two decades and to determine the manner in which the legislative dollar has been spent. Section III contains comparisons between Hawaii's expenditures and expenditures of states and other territories of the United States. These comparisons are based upon legislative expense figures for the 1949 and 1950 regular sessions in jurisdictions which supplied material in form usable for this study. Expenses incurred during special sessions or between sessions by interim or other special committees are not incorporated in this report. Also omitted are the costs of services performed by permanent agencies reporting to or performing special or interim services for the legislature.

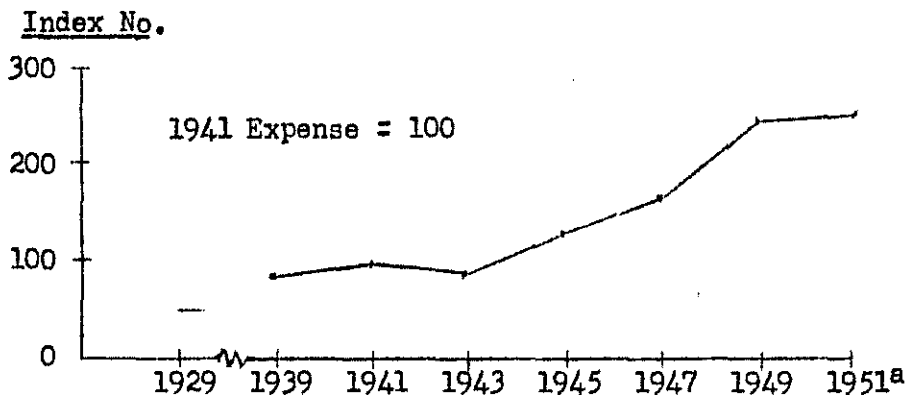
II. Legislative Expense in Hawaii, 1929-1951

A. Trends in Legislative Session Expense

Like all costs of government, the expense of operating Hawaii's legislature has increased substantially since 1929. This progressive increase has been more rapid since the 1943 regular session than prior to that legislature. Cost of conducting the 1929 regular session was only \$116,127 as may be noted in Figure 1. Two decades later, in 1949, this expense had passed the five hundred thousand dollar mark, two and one-half times the 1941 expense. Nearly complete figures for the 1951 session indicate that a record of over \$540,000 has been established.²

Figure 1.³

Legislative Expense in Hawaii: 1929, 1939-1951



^aBased upon a preliminary figure (See Note 2, below).
Source: House and Senate Journals.

²All expense figures in this section are based upon account records in the House and Senate Journals of 1929 and 1939-1949, and include federal payments. Figures for 1951 in the House are based upon a report of the Committee on Accounts and Public Expenditures, dated June 25, 1951. 1951 Senate figures are based upon Senate account records as of June 30, 1951. All 1951 figures include federal payments (except travel) and estimated costs of preparing and publishing the journals.

³For total regular session legislative expense 1929, and 1939-1951 see Table 2, p. 6. These figures include federal payments as well as money appropriated from the territorial treasury. The amount stated for 1951 is a preliminary figure (see Note 2, supra).

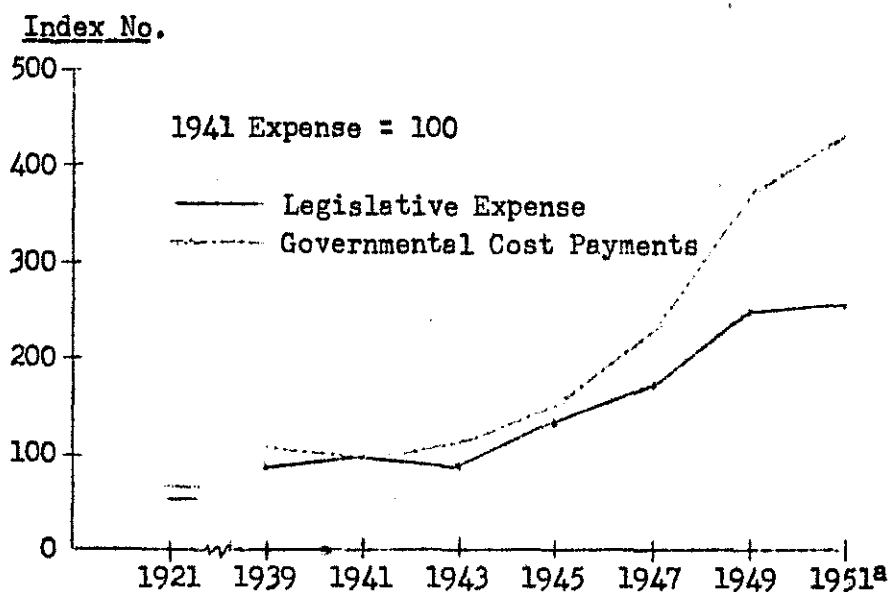
That Hawaii's legislative expense has increased is not surprising, given the rise of general operating costs of government which reflect the increased cost of goods and services generally as well as the expansion of governmental services since 1929. Whether the increase in cost of regular sessions in Hawaii has been more rapid than elsewhere cannot be readily established.⁴

1. Legislative Expense Compared with General Operating Costs of Government.

Although legislative expense in Hawaii has risen rapidly, it has not kept pace with the overall rise of governmental cost payments (e.g. total expense for protection, highways, schools, health, etc.) as may be noted in Figure 2.

Figure 2.

Legislative Expense Compared with Governmental Cost Payments in Hawaii: 1929, 1939-1951



^aBased upon a preliminary figure (See Note 2, p. 3).
Source: House and Senate Journals; Note, Table 1, Infra, p. 5.

⁴A hint that this may be the case results from comparison of recent expense in Arkansas and in Hawaii. During the period 1939-1949, legislative expense in Arkansas rose 66 percent, in Hawaii 177 percent. Expenditures in both jurisdictions reached record highs in 1949. Arkansas Legislative Council, Operation Costs of Arkansas General Assembly (August, 1950), p. 2.

Comparisons of this type are not of too great utility, since the increase in general governmental cost payments reflect in part the tremendous expansion of the scope of administrative services. This has undoubtedly placed a greater burden upon the legislative body, but it is questionable whether the same degree of expansion has occurred in the legislative workload.

2. Legislative Expense as an Item of General Operating Costs. Since legislative expense has not increased as rapidly as have governmental cost payments, it is to be expected that legislative expense as an item of governmental cost has diminished in importance during recent years. As is shown in Table 1, legislative expense in Hawaii a decade ago represented a total of 1.18 percent of governmental cost payments. Today, this has dropped to less than 0.75 percent.

Table 1.

Legislative Expense as Percent of Governmental
Cost Payments in Hawaii: 1929, 1939-1951

<u>Year</u>	<u>Legislative Cost as Percent of Governmental Cost Payments (%)</u>
1929	0.9467
1939	0.9542
1941	1.1750
1943	0.9198
1945	1.0143
1947	0.8796
1949	0.7853
1951	0.6978 ^a

^aBased upon governmental cost payments for fiscal year ending June 30, 1950 and preliminary 1951 legislative expense figure (See Note 2, p. 3).

Governmental cost payments from: Report of the Auditor, Territory of Hawaii to the Governor of Hawaii and the 1951 Legislature of Hawaii, p. 93; and Report of the Auditor, Territory of Hawaii to the Governor of Hawaii and the 1949 Legislature of Hawaii, p. 85.

3. Per Capita Legislative Expense. Another means of determining the significance of increased expense is to check population figures to see whether population growth may have been responsible for the upward trend. It is somewhat logical to assume increased population will require additional legislative duties, in turn adding to legislative costs. (Relationship between population and legislative cost is discussed on p. 28.) However, although significant population increases have occurred in Hawaii since 1930, legislative expenses have increased at an even faster rate. Thus, per capita legislative expense has risen steadily, as noted in Table 2.

Table 2.

Per Capita Legislative Expense in Hawaii: 1929, 1939-1951

<u>Year</u>	<u>Legislative Expense</u>	<u>Population^a</u>	<u>Per Capita Expense</u>
1929	\$116,127	357,649	\$0.32
1939	189,675	414,991	0.46
1941	211,508	408,660	0.52
1943	192,578	451,209	0.43
1945	288,620	458,084	0.63
1947	360,928	476,127	0.76
1949	525,275	481,537	1.09
1951	546,311 ^b	467,711 ^c	1.17

^aCivilian population estimates compiled by Department of Health, Territory of Hawaii.

^bThe amount stated for 1951 is a preliminary figure (See Note 2, p. 3).

^cFigure for 1950.

In 1929 the regular session cost each inhabitant of the Territory only \$0.32, but by 1941 this figure had increased to slightly over \$0.50. Today, the expense to each person is more than double what it was a decade ago and exceeds

\$1.10. If comparative data developed for the year 1949 holds true for the year 1951, Hawaii's per capita legislative expense may be exceeded by only a few other jurisdictions.⁵

4. Expense Per Legislator, Per Legislative Day, Per Measure Introduced and Enacted. Other ways of illustrating the trend of legislative expense over a course of years are shown in Table 3. Each of these presentation methods reveals figures which reflect the growth of law-making expense in Hawaii.

Table 3.

Legislative Expense in Hawaii Per Legislator, Per Legislative Day, Per Measure Introduced, and Per Measure Enacted: 1929, 1939-1951

<u>Year</u>	<u>Expense Per Legislator</u>	<u>Expense Per Legislative Day</u>	<u>Expense Per Measure Introduced</u>	<u>Expense Per Measure Enacted</u>
1929	\$ 2,581	\$1,935	\$132	\$ 440
1939	4,215	3,161	183	700
1941	4,700	3,525	177	592
1943	4,280	3,210	291	796
1945	6,414	4,581	198-248	955
1947	8,021	5,821	198-225	1,322
1949	11,673	8,472	220-257	1,219
1951 ^a	12,140	7,484	295	1,505

^aBased upon preliminary figure of expenditure for 1951 (See Note 2, p. 3).

The cost per measure (bills and joint resolutions) introduced has not increased so markedly because the number of measures introduced has also increased throughout the years. However, this was not reflected in the number of measures which eventually become law. Thus, as is shown in Table 4, prior to the regular session of 1945 a measure, once it was introduced, had almost one chance in three of

⁵Infra, pp. 17, 18.

Table 4.

Percentage of Measures Enacted of Those Introduced: 1929, 1939-1951

<u>Year</u>	<u>Measures Introduced</u>	<u>Measures Enacted</u>	<u>Percentage Enacted (%)</u>
1929	881	264	29.97
1939	1036	271	26.16
1941	1197	357	29.82
1943	662	242	36.56
1945	1458 1165	290	19.89 24.99
1947	1820 1601	273	15.00 17.05
1949	2384 2044	431	18.08 21.09
1951	1850	363	19.62

becoming law. Since 1945 the chance of a measure becoming law has decreased to one in five. This workload, and it is relatively very heavy when compared with the workload of other legislatures,⁶ may well be indirectly responsible, in part, for Hawaii's increased legislative expense.⁷

Reasons for this heavy workload are necessarily complicated and are not explored here. Table 3 reveals that the 1949 expense per legislator was \$11,673, almost three times the 1939 figure (directly reflecting the overall expense increase). Expense per legislative day reached \$8,472 in 1949, but dropped considerably in 1951 as a result of the extended session which encompassed 73 legislative days. Expense per measure introduced in 1951 reached an all-time high of \$295, only \$4 more, however, than in 1943. Cost per measure enacted reached a high of \$1,322 in 1947, but will probably exceed \$1,500 per measure in 1950.

⁶Infra, Appendix B, Table 8B, p. 41.

⁷However, the increased 1951 expenses when coupled with the decreased (over 1949) number of measures introduced tend to contradict such an observation.

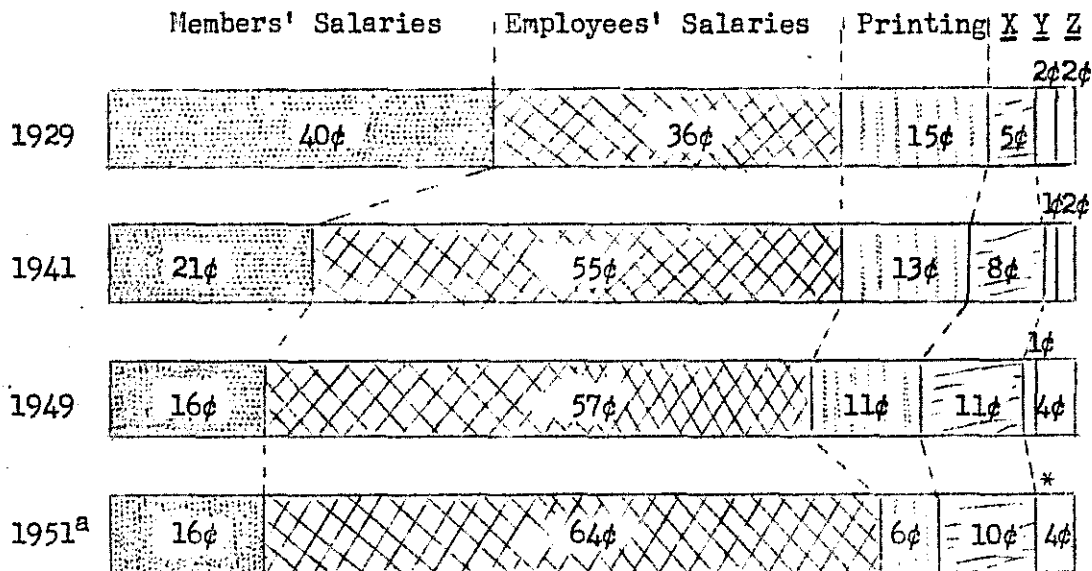
B. The Legislative Dollar in Hawaii

Having considered the total expenditures of recent Hawaiian legislatures and how these expenses have compared with the general overall cost of operating government, it is next important to review the manner in which these legislative dollars have been spent. Such a review assists in determining the elements which have contributed to the rising trend in legislative costs.

1. Expenditure Items. The main items which enter into the total legislative expense are employees' salaries, printing, office supplies and equipment, and communications. For purposes of comparing Hawaii with the Mainland, members' salaries and expense payments must be included, even though the Federal Government pays part of this portion of the bill. Figure 3 shows graphically how each legislative dollar in Hawaii was spent in 1929, 1941, 1949, and 1951 for each of these five categories.

Figure 3.

The Legislative Dollar in Hawaii



*Members' travel less than 1¢.

^aBased upon preliminary figures
(See Note 2, p. 3).

X Supplies & Equipment.

Y Members' Travel.

Z All Other.

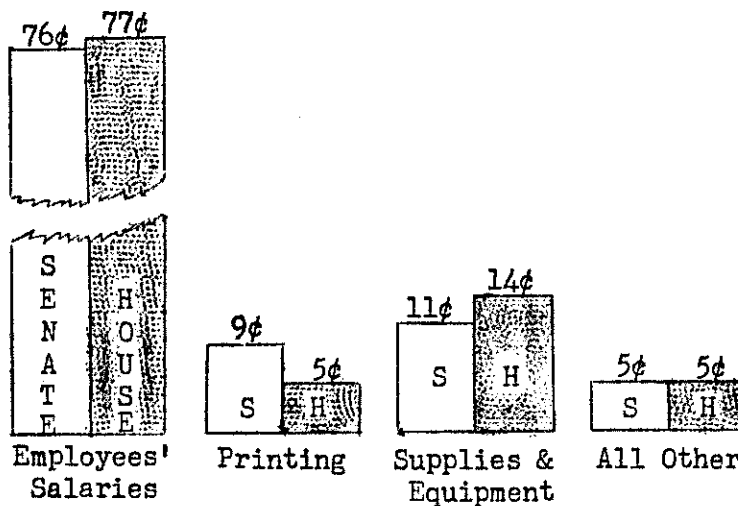
Source: Compiled from House and Senate Journals.

This illustration shows that the largest amount spent in 1929 was for members' salaries and expenses (40¢) while in 1949 the largest amount was allocated to employees' salaries (57¢). In 1951 payment to employees reached an all-time high, and amounted to almost 64¢ of each dollar spent. The second largest amount of each 1951 legislative dollar, 16¢, went for members' salaries and expenses. Third largest item in 1951 was slightly over 10¢, representing office supplies and equipment. This trend toward allocating a larger part of each dollar to employees has been noted in most other governmental activity.

Before examining briefly each of these items of expenditure, it is interesting to compare the dollar that is spent by the Senate with the dollar that is expended by the House of Representatives. This is done graphically in Figure 4. Because salaries and expense payments to members in the House are necessarily double those made to Senators (House membership totals 30, Senate membership only 15), members' salaries and expense payments are excluded from this diagram and only four major categories are included.

Figure 4.

Senate and House Dollar in Hawaii, 1951
(members' salaries and expense payments excluded)



Source: Based upon preliminary figures
(See Note 2, p. 3).

The fact that both House and Senate dollars have been spent in approximately the same manner indicates that no single major expenditure item is stressed appreciably more in one house than in the other.

2. Content of the Legislative Dollar.

-Payments to Members: Until 1945, payments to members of the territorial legislature were limited to salary and travel payments made by the Federal Government at a rate of \$1,000 to each member for attendance at a regular session and 20¢ per mile travel expense to and from each session.⁸ In 1945 the Territory supplemented these payments by allowing members, other than those residing on the island of Oahu, \$10 per day (including Sundays and holidays between the date of convening and adjournment) to cover all personal expenses, but not travel.⁹ This territorial payment continued until 1949 when \$15 per day was allotted to cover each outside island member's personal expense and \$5 per day to cover the incidental expense incurred by Oahu members.¹⁰

The 1945 measure caused total payments to members from federal and territorial funds to rise from approximately \$45,000 to \$65,000. The 1949 measure, in turn, increased this total payment to over \$80,000 for the 1949 and 1951 sessions, or 16¢ of the legislative dollar for each session.

Payments by the Territory of travel expense of members while engaged in legislative business have never been large. They reached a high point of \$11,592 in 1947 when a delegation composed of four members of the House of Representatives journeyed to Washington, D. C. in support of statehood.

⁸Section 26, Hawaiian Organic Act. The Federal Government also pays \$500 to each member for attendance at each special session.

⁹Act 86 (Series E-217), Session Laws of Hawaii 1945, p. 359.

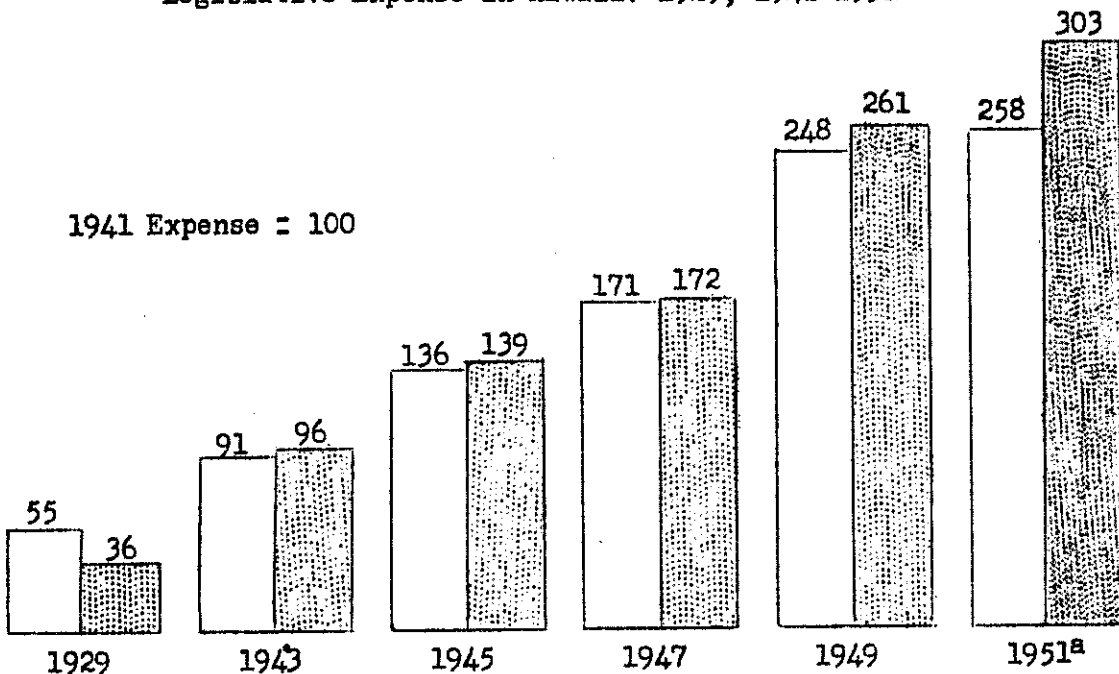
¹⁰Act 17 (Series E-311), Session Laws of Hawaii 1949, pp. 653, 654.



-Payments to Employees: Payments to a record total of 229 legislative employees rose to over \$350,000 in 1951, representing approximately 64¢ of each legislative dollar (an all-time high). Final 1951 figures will probably reveal that expense per employee (total number of persons named on the payroll, regardless of length of period included) will exceed the 1949 high of \$1,541 per employee.¹¹

Viewed historically, employees' salaries since 1941 have more than kept pace with overall legislative expense as is shown in Figure 5. As may be observed there, employees' salaries rose over 200 percent during the period 1941-1951 while overall expense rose but 160 percent.

Figure 5.

Payments to Legislative Employees Compared with Overall Legislative Expense in Hawaii: 1929, 1941-1951



Key:  Overall Legislative Expense
 Employees' Salaries

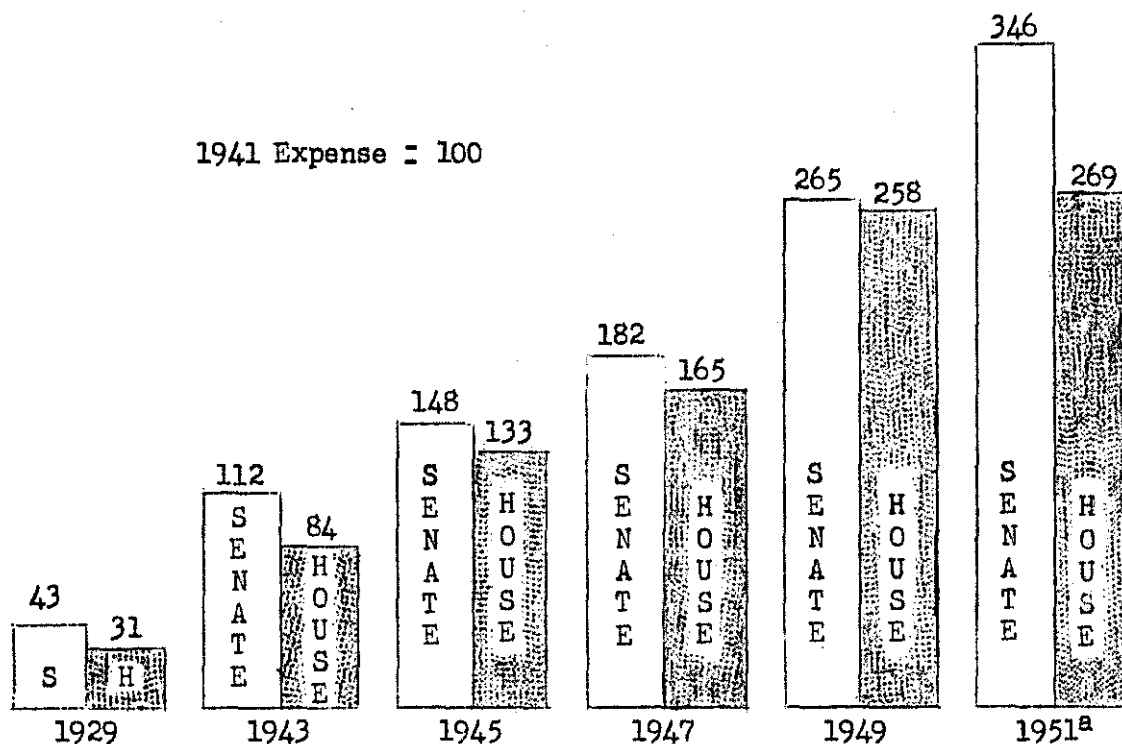
^aBased upon preliminary figures (See Note 2, p. 3).
 Source: House and Senate Journals.

¹¹Table showing expense per employee is presented in Appendix A, Table 1, p. 32.

This rise in employees' salary payments was greater in the Senate than in the House of Representatives. During the 1941-1951 period, payments to employees rose approximately 245 percent in the Senate while House payments rose but 169 percent. This is shown graphically in Figure 6.

Figure 6.

Senate and House Employee Salary Payments in Hawaii: 1929, 1941-1951



^aBased upon preliminary figures (See Note 2, p. 3).
Source: House and Senate Journals.

Per diem payments in 1951 ranged from \$11 to \$45 in the House and from \$9 to \$40 in the Senate. Top flat rate payments in the House went to the two House attorneys (\$5,000 each) and in the Senate to the two Senate attorneys (\$6,000 each).¹²

¹²HR 38 and SR 31 of 1951. House attorneys were given \$1,000 each for service rendered during the extended portion of the session (HR 125); Senate attorneys were paid \$100 per day during the 13 day session extension (SR 83).

-Printing Expense: Printing expense (journal preparation and printing, and stationery printing) rose to an all-time high of \$55,000 in 1949, but promises to drop sharply (perhaps as much as 40 percent) in 1951 as a direct result of certain planned economies in the House journal.¹³ This may indicate that printing costs will represent considerably less than 11¢ of the legislative dollar as was the case in 1949.

-Office Supplies and Equipment: Until 1949, expenditures for office supplies and equipment (including rental expense) usually represented less than 8¢ of the legislative dollar. However, in 1949 this expense rose sharply, reaching a figure of \$59,807, or 11¢ of the legislative dollar. A slight decrease appears likely in 1951. Purchase of new equipment and increased rental payments were largely responsible for this increased cost.

-Communications: Communication expense of \$6,000 in 1947 doubled in 1949 and remained stable at that figure in 1951. This item accounted for only 2¢ of either the 1949 or the 1951 legislative dollar.

C. Total Senate and House Expense Compared

Even after greater payments to members because of larger membership are taken into account, expenditures by the House of Representatives during the past decade have usually exceeded by a slight margin those made by the Senate. In 1929

¹³Major changes adopted by the House provide for the use of double column pages instead of single column sheets and reductions in text brought about by substantial revision of phraseology.

the Senate spent more than did the House. This is shown in Table 5 where payments

Table 5.

Senate Expense as Percentage of House Expense: 1929, 1939-1951*

<u>Year</u>	<u>Senate Expense</u>	<u>House Expense</u>	<u>Senate Expense as Percentage of House Expense (%)</u>
1929	\$ 35,336	\$ 34,260	103.14
1939	66,211	78,297	84.56
1941	70,524	95,984	73.47
1943	73,504	74,241	99.01
1945	102,066	122,744	83.15
1947	136,736	159,212	85.88
1949	198,795	244,850	81.19
1951	233,480	225,426	103.57

*Payments to members excluded. For 1951, based upon a preliminary figure (See Note 2, p. 3).

to members (except travel expense) have been excluded from consideration, as was done above, to allow equitable comparison. Preliminary figures indicate that Senate expense during the 1951 session may have exceeded expenditures made by the House of Representatives. If this should prove to be the case, it will be the first time in the last decade that this has occurred.

D. Summary

Legislative expense in Hawaii since 1929 has amounted to less than one percent of the total cost of operating government in the Territory. Although legislative expense has not increased at as rapid a rate as have general operating costs of government, a progressive increase has occurred, particularly since 1943. Expense per inhabitant, per legislator, per legislative day, and per measure introduced and enacted have all reflected this rise. During this same period the

legislative workload as indicated by measures introduced has become very heavy, but has not quite kept pace with increased costs. An examination of the manner in which the legislative dollar has been spent in Hawaii reveals that certain major items of expense have expanded during the past two decades. This has been especially true of payments to employees which have risen much more rapidly than have overall costs.

III. State and Territorial Legislative Expense: Hawaii's Position Compared*

A. Legislative Session Expense

Legislative expense in thirty states and territories for the 1949 (1950) regular sessions¹⁴ ranged from a low of \$97,941 in Wyoming to a high of \$1,827,996 in Illinois. Hawaii with expense amounting to \$525,275 was 13th highest among these jurisdictions, seventeen of which reported less total expense.¹⁵

Since these jurisdictions differ greatly with respect to the number of inhabitants, legislative expense in the very small states is understandably much less than that of very large jurisdictions. Adjustment of these figures to minimize population differences makes direct comparison possible and much more useful.

1. Per Capita Costs. The expense to each inhabitant of holding a regular session in these thirty jurisdictions ranged from \$0.09 in Virginia to \$1.23 in Alaska. Hawaii with a per capita cost of \$1.05 was third highest, next below Alaska and Delaware. Florida and West Virginia enjoyed central positions in this respect among these jurisdictions. Cost per inhabitant in these two states was only \$0.25.¹⁶

*Data in this section are largely derived from replies made upon questionnaire forms by legislative reference bureaus, state auditors, legislative officials or other governmental officers. Replies were received from all 50 jurisdictions. However, comparable data for the 1949 or 1950 regular sessions useful for purposes of this study were received from but 27 states and 2 other territories. Figures for 1950 were used when the regular session met in that year and only information therefor was supplied.

¹⁴Kentucky, Louisiana, and Virginia, included in the 30 jurisdictions above, hold regular sessions in even-numbered years.

¹⁵Total expenses in these jurisdictions are presented in Appendix B, Table 1, p. 33.

¹⁶Per capita expense in these jurisdictions is presented in Appendix B, Table 2, p. 34.

Data developed by the United States Census Bureau covering all legislative expenses for the entire fiscal year 1948-49 tend to show that relatively the same position, from high to low per capita costs, is assumed by the jurisdictions included within the Legislative Reference Bureau's sample of thirty based upon completed questionnaires.¹⁷ Such similarity would appear to lend credence to the validity of the information contained on the questionnaires.¹⁸

2. Legislative Expense Compared with General Operating Expense. The cost of conducting the 1949 (1950) regular session in only two instances exceeded two percent of the total general operating expense of government.¹⁹ Louisiana's legislature spent 0.29 percent of the state's general operating costs for its regular legislative session while Delaware's assembly spent 2.57 percent. Within this range Kansas and Indiana represented the central position, these state legislatures spending 0.78 and 0.77 percent of operating costs. Hawaii, with a figure of 0.81 percent, occupied a position a little above that of Kansas and Indiana.²⁰

¹⁷United States Census Bureau data supply only overall figures and include expense of regular and special sessions as well as interim expense. No breakdowns showing expense items are afforded. United States Department of Commerce, Bureau of the Census, Compendium of State Government Finances in 1949 (Washington: Government Printing Office, 1950, p. 21, supplemented by the 1950 edition of this same publication).

¹⁸A simple statistical correlation between the ranks established by United States Bureau of the Census data and by the figures used as a basis for this study reveals a coefficient of correlation of +.9097. Ranks used for this purpose are for twenty-six jurisdictions, due to lack of complete coverage of figures used for this study and incomplete census data for fiscal year 1948-49.

¹⁹Data for Alaska and Puerto Rico are not included.

²⁰Data showing legislative expense as a percentage of general operating cost for each jurisdiction are presented in Appendix B, Table 3, p. 35.

3. Factors Which May Influence Legislative Expense. In addition to population²¹ there are other factors which would appear to exert an influence upon the amount of legislative expenditures incurred at a regular session. Some of these are: (1) the complexity of the problems placed before the legislature for solution, (2) the area (square miles) of the jurisdiction, (3) the number of legislators, (4) the cost of goods and services within a jurisdiction, (5) the number of legislative days, (6) the number of committees, (7) the number of employees, (8) the number of measures introduced, and (9) the number of measures enacted. The first four of these factors, along with population, may be considered "fixed" factors, factors which are usually beyond the power of the legislature to change. The other factors may be termed "non-fixed" factors, factors which may be varied by the legislators themselves.

The "fixed" factors generally determine the environment in which a legislature must operate. The population of a jurisdiction increases or declines apart from legislative decision, although public policy over a period of years may influence population growth. This is likewise true in the main with regard to the fundamental questions which come before the legislature for decision. The area of a jurisdiction has long since been determined in each instance. The number of legislators has been established by the constitution and can be changed only in accordance with the organic document and usually not by the legislature alone. The number of legislative days might be considered a "fixed" factor because constitutional limitations are sometimes placed upon the length of a regular session. However, even in those states with constitutional limitations the legislature need not

²¹It should be acknowledged that population may exert an influence upon a number of the factors, considered here separately, related to legislative expenses.

utilize the full constitutional period. Thus, the number of legislative days is considered here to be a "non-fixed" factor.

"Non-fixed" factors may be changed from time to time by the legislature. In addition to determining the actual length of its session, a legislature itself determines the number of committees organized, the number of employees hired, the number of bills introduced, and the number of bills enacted. Although it is recognized that there is a theoretical minimum for each of these and in this sense they may be said to be "fixed", it would not appear that expenditures in any of the jurisdictions surveyed were at this base minimum.

"Fixed" Factors: Recognizing that the "fixed" factors help to determine the amount of money spent by a legislature and that they are not controllable by the legislature, they should be taken into account when comparing legislative expense. For example, it may be misleading to compare the expense of a jurisdiction with a very large legislature (e.g. New Hampshire) with that of a jurisdiction having an unusually small law-making body (e.g. Alaska).

But once the problem is stated, the difficulties of quantifying these fixed factors for purposes of refining comparisons are almost insurmountable. Comparisons have previously been made among the several jurisdictions taking population differences into account (see page 17). We know the cost of goods and services in Hawaii is higher than in most areas on the Mainland, but unfortunately how much higher has not been adequately determined to date.²² The complexity of problems demanding the attention of legislative bodies, although possibly related to population, defies evaluation in terms which will permit a re-stating of legislative

²²The Territory is not included within the Bureau of Labor Statistics surveys of Mainland prices.

expenses in terms of complexity of workload. The area of a jurisdiction as a factor may probably be discounted in view of modern transportation and communication improvements. About the only other "fixed" factor referred to which can be utilized in comparing legislative session costs is that of the number of legislators.

Expense per legislator in the thirty jurisdictions covered for the 1949 (1950) regular session ranged from \$1,172 in New Hampshire to \$13,119 in Puerto Rico. One-half of the jurisdictions spent more and one-half less than that expended per legislator by Indiana and Louisiana, these states expending \$3,906 and \$3,925, respectively. In contrast to this, Hawaii spent \$11,673 per legislator or almost \$8,000 more than Indiana and Louisiana. One jurisdiction, Puerto Rico, expended more per legislator than did Hawaii.²³

"Non-Fixed" Factors: "Non-fixed" factors--those which may be altered by the legislative body itself--lend themselves more easily to use in qualifying legislative expense data. Attention to these factors tends to eliminate the inequity of comparing expenses of a jurisdiction which has a very long session and introduces and enacts many measures with those of a jurisdiction which has held a very short session and introduced and enacted a relatively small number of measures.²⁴

²³Cost per legislator for each jurisdiction is shown in Appendix B, Table 4, p. 36.

²⁴Comparisons taking into account other "non-fixed" factors are not discussed here. Later in this report (see p. 28) the number of committees per se is shown to bear very little relationship to the expense of a legislative session. Data showing cost per legislative employee did not appear to be sufficiently valid to be useful for purposes of this report.

Cost per legislative day²⁵ was lowest in Nebraska, where the expense for each legislative day in the 1949 regular session was only \$1,519. At the other extreme was New Jersey, where a very short session resulted in the highest cost per day figure of \$25,226. The midway point of the twenty-eight jurisdictions was about \$5,746 per day. Hawaii, with a session of sixty-two legislative days in 1949, spent \$8,472 for each day. Nine of the jurisdictions exceeded Hawaii's cost per day.²⁶

Cost per measure introduced (bills and joint resolutions) was lowest in Tennessee, amounting to \$116 per measure.²⁷ Highest cost per measure introduced appeared in Ohio where expense reached \$1,302 for each measure. Cost per measure introduced exceeded \$401 in one-half of the jurisdictions; less than this amount in the others. Hawaii fell way below the dividing point, having incurred the expense of \$257 per measure. Only four of the states surveyed spent less on each measure introduced than did Hawaii.²⁸ Hawaiian legislators introduced more measures per legislator per legislative day than did the legislators of twenty-six other jurisdictions studied.²⁹

²⁵Data for twenty-eight of the thirty jurisdictions used.

²⁶Expense per legislative day in each of these jurisdictions is shown in Appendix B, Table 5, p. 37.

²⁷Data for twenty-nine of the same thirty jurisdictions.

²⁸Cost per measure introduced in each of these jurisdictions is shown in Appendix B, Table 6, p. 38.

²⁹A table showing the number of measures introduced per legislator per legislative day in twenty-seven jurisdictions is presented in Appendix B, Table 8B, p. 41.

Cost per measure enacted (bills and joint resolutions) was lowest in Nevada, amounting to only \$277.³⁰ Ohio was highest with a cost of \$4,822 per measure. Vermont, which spent \$920 for each measure enacted, was midway among the twenty-nine jurisdictions. Hawaii, with a high "death rate" for measures (79 percent) spent \$1,219 per measure enacted.³¹ Ten jurisdictions exceeded the cost figure for Hawaii.

4. Hawaii's Position Reviewed. At this point a review of Hawaii's relative position among the thirty jurisdictions considered may be helpful. This may be summarized as follows:

- (1) Dollars expended: 12 jurisdictions spent more than Hawaii; 17 less. (Appendix B, Table 1, p. 33.)
- (2) Cost per inhabitant: 2 jurisdictions spent more than Hawaii; 27 less. (Appendix B, Table 2, p. 34.)
- (3) Expense per legislator: 1 jurisdiction spent more than Hawaii; 28 less. (Appendix B, Table 4, p. 36.)
- (4) Expense per legislative day: 9 jurisdictions spent more than Hawaii; 18 less. (Appendix B, Table 5, p. 37.)
- (5) Expense per measure introduced: 24 jurisdictions spent more than Hawaii; 4 less. (Appendix B, Table 6, p. 38.)
- (6) Expense per measure enacted: 10 jurisdictions spent more than Hawaii; 18 less. (Appendix B, Table 7, p. 39.)

Table 6 below shows at a glance the relative position of Hawaii among twenty-nine other jurisdictions when the factors discussed above are taken into account. However, similar data were not available for each of these jurisdictions and no composite position is indicated.

³⁰Data for twenty-nine of the same thirty jurisdictions. Expense per measure enacted for each jurisdiction is shown in Appendix B, Table 7, p. 39.

³¹Measures enacted as a percentage of those introduced in twenty-nine jurisdictions are shown in Appendix B, Table 8A, p. 40.

Table 6

Cost Per Legislator, Legislative Day, Measure Introduced,
and Measure Enacted, 1949 (1950) Regular Session by Rank

<u>Jurisdiction</u>	<u>Cost per Legislator (30 juris.)</u>	<u>Cost per Legislative Day (28 juris.)</u>	<u>Cost per Measure Introduced (29 juris.)</u>	<u>Cost per Measure Enacted (29 juris.)</u>
Alabama	12	2	22	20
Alaska	13	24	4	12
Arkansas	21	14	18	24
Connecticut	20	6	24	18
Delaware	5	19	20	17
Florida	9	4	--	--
HAWAII	2	10	25	11
Illinois	3	--	2	3
Indiana	16	7	5	5
Kansas	22	13	13	22
Kentucky	19	12	16	10
Louisiana	15	8	19	14
Massachusetts	7	5	11	7
Montana	25	21	15	16
Nebraska	17	28	23	26
Nevada	26	27	28	29
New Hampshire	30	15	7	13
New Jersey	6	1	8	9
North Dakota	27	20	12	23
Ohio	4	--	1	1
Oklahoma	11	9	3	8
Oregon	8	17	10	21
Puerto Rico	1	3	14	4
Tennessee	18	16	29	28
Utah	24	26	27	6
Vermont	28	23	9	15
Virginia	23	18	26	27
West Virginia	14	11	6	2
Wisconsin	10	22	17	19
Wyoming	29	25	21	25

B. The Legislative Dollar -- How It Is Spent

Our study of the legislative expense picture has, to this point, been limited to a survey of total legislative expense in the several states and territories and to a determination of Hawaii's relative position among these jurisdictions. Additional insight may be obtained by examining the items of legislative expense. This, in effect, involves a review of how the legislative dollar is spent in the several states and territories. Such a survey assists in the discovery of reasons for relatively high or low legislative expense.

The 1949 legislative dollar in sixteen jurisdictions (excluding Hawaii)³² and the 1949 legislative dollar in Hawaii were spent in the manner shown in Figure 7.³³

Figure 7.³⁴

The Legislative Dollar in Sixteen Jurisdictions and in Hawaii: 1949

	Members' Salaries	Employees' Salaries	Print- ing	X	Y	Z
Hawaii's Dollar	16¢	57¢	11¢	11¢	7¢	4¢
Composite Dollar	46¢	26¢	13¢	3¢	4¢	8¢

X Supplies & Equipment.

Y Members' Travel.

Z All Other.

Source: House and Senate Journals, Hawaii; questionnaire replies.

³²Data completely suitable for use in constructing this composite dollar were obtained from only 16 jurisdictions although item breakdowns were available from 30 jurisdictions. The breakdowns, showing the amounts spent for each item together with percentage distributions, are presented in Appendix B, Table 9, pp. 42, 43.

³³Background data for Figure 7 are shown in Appendix B, Table 10, p. 44.

³⁴Alaska, Arkansas, Connecticut, Illinois, Indiana, Kansas, Massachusetts, Nebraska, Nevada, Ohio, Oregon, Puerto Rico, Tennessee, Utah, Vermont, and West Virginia. Selection of these jurisdictions was upon the basis of available data only. However, it may be noted that most geographic areas of the nation and both large and small jurisdictions are represented.

This comparison reveals that Hawaii's dollar emphasizes expenditures for employees' salaries and office supplies and equipment and that the amount (percentage wise) for employees' salaries noticeably exceeds the amount so allotted in the sixteen other jurisdictions. The relatively little portion of the Hawaiian legislative dollar spent for members' salaries is not explained by the smaller size of Hawaii's legislature. Both Alaska and Nebraska have fewer legislative members, but approximated the composite legislative dollar with regard to this item.

Employee salary payments, stated in percentages, exceeded payments to members in six of the sixteen jurisdictions. Of these six jurisdictions, only Oregon and Tennessee gave as large a share to employees as did Hawaii. Although it appears from this that Hawaii may allot an unusual proportion of its legislative dollar to employees, until a thorough study of payments to employees is made, any judgment in this area of expense would be unwarranted.³⁵

C. Senate Expense Compared With House Expense

Additional insight into unusually high or low legislative expenditures may be gained by ascertaining whether one house of a bicameral assembly spends proportionately more of the legislative dollar than the other house.

Experience in seventeen jurisdictions surveyed reveals that Senate expense expressed as a percentage of house expense, after payments to members have been removed from consideration, varied from an unusual low of 12.84 percent in

³⁵It must be remembered that data concerning payments made to employees in Hawaii are likely more refined than that reported from other jurisdictions. Even if all data were accepted as exactly comparable, higher salaries generally prevailing in Hawaii, as well as other factors, would need be considered before final comparisons were made.

New Hampshire to 103.73 percent in West Virginia.³⁶ West Virginia was the only state where the Senate had greater expenditures than did the lower house.

The upper houses in one-half of these seventeen jurisdictions spent 71 percent or more of the amount expended by the lower houses. The upper houses in the other one-half of these jurisdictions spent less than this figure.³⁷

Hawaii's Senate spent 81.19 percent of the amount expended by the House of Representatives. Four upper houses of the other jurisdictions surveyed spent a larger percentage than did Hawaii's Senate.

D. Determination of Hawaii's Position Within The Expense Picture

To this point, efforts to determine Hawaii's relative position within the legislative expense picture have been directed toward describing expenses in other states and territories and comparing Hawaii's expenses with them. It has been observed above that a given jurisdiction may have relatively high per capita expenditures, normal expenditures per legislator, and perhaps low expenditures per measure introduced. As a result, a jurisdiction's expense may be shown to be relatively high or low, depending upon which factor utilized for comparison is stressed. One observer may maintain that a per capita expenditure position indicates most correctly a jurisdiction's relative expenditure position, while another may insist that cost-per-legislative-day is a better indicator. As many as possible of these ways of comparing expense have been presented above in recognition

³⁶This correction, used already in this study, tends to allow more basis for comparison by eliminating the difference of payments to legislators due to the larger number of members in the lower house.

³⁷Data showing Senate expense expressed as a percentage of House expense (payments for members' salaries excluded) for seventeen jurisdictions, together with ranks, are presented in Appendix B, Table 11, p. 45.

of the fact that all factors which may bear a relationship to expense should be taken into account, if comparisons are to be worthwhile and useful.

Of possible more utility would be an attempt to take all of these factors into account at one time. To do this, twenty-seven jurisdictions³⁸ ranked according to legislative expense for the 1949 (1950) regular session were compared with these jurisdictions ranked according to population and all the other factors mentioned. The closest relationship appears to exist between legislative session cost and the number of measures introduced, followed by population, number of measures enacted, length of session, and number of legislators, in the order named. Number of committees did not appear to bear any ascertainable relationship to legislative expense.³⁹

Next two assumptions must be made, assumptions which are not demonstrable:

(i) that these comparisons indicate the degree to which each of these factors influences legislative expense; and (ii) all other factors remain uniformly constant. This permits taking multiple factors into account, just so long as they are not significantly inter-related.⁴⁰

³⁸Comparable data were available for only twenty-seven jurisdictions.

³⁹Simple rank correlations were sought. The coefficients of correlation (ranks) for each of these factors compared with legislative expense are as follows:

1. Number of measures introduced	.7357
2. Population	.6502
3. Number of measures enacted	.6013
4. Length of session	.3791
5. Number of legislators	.3645
6. Number of committees	.0720

⁴⁰Thus, population cannot be considered as one factor along with number of measures introduced or measures enacted, or the latter two cannot be considered together, as they appear to bear a close relationship to each other. Considering them together may result in giving them too much total weight, as one may be subsumed by the other.

In terms of dollars spent, Hawaii ranked tenth among the twenty-seven jurisdictions included in the comparison, or roughly, in the top two-fifths. Taking population, number of legislators, and length of session of the several jurisdictions into account, it was found that Hawaii's relative expense position among the several jurisdictions changed. If the Territory had spent upon its legislature at a rate established by all twenty-seven jurisdictions, it would have been found, with respect to legislative expense, among the lowest one-fifth of the jurisdictions.⁴¹

Another possible combination of factors is the number of measures introduced, number of legislators, and length of session. Here, after making allowance for the relative importance of each of these factors, it was found that Hawaii's position among the twenty-six other jurisdictions changed hardly at all.⁴²

⁴¹A correction of expense rank for each of the jurisdictions was sought by obtaining a weighted arithmetic mean of the ranks, using the coefficients of correlation as weights. The above three factors were chosen as weights because of their positive correlation with expense and because of a lack of significant inter-relationship (coefficient of correlation of .30 or less). The intent of such correction is to show an adjusted expense position for each jurisdiction if it were to spend at a rate established by all twenty-seven jurisdictions, given its population, the size of its legislature, and the length of its session. Results of this effort are presented in Appendix B, Table 12, p. 46.

An interesting possible interpretation recognizes the difference between the rank of each jurisdiction by cost and as that rank is adjusted. If the difference for a given jurisdiction is small, the jurisdiction may have spent at a "normal" rate. If the difference is great, a jurisdiction may have spent at an "above normal" or at a "below normal" rate. Taking as "normal" those legislatures which did not show a change of more than 3 (plus or minus), the result of this interpretation reveals that 12 jurisdictions spent at a "normal" rate, 7 jurisdictions at an "above normal" rate, and 8 jurisdictions at a "below normal" rate (see Appendix 8, Table 12, p. 46).

⁴²Again these three factors were chosen as weights because of their positive correlation with expense and because of a lack of significant inter-relationship (coefficient of correlation of .30 or less).

Solely taking these three factors into account, it would appear that the Territory spent for the 1949 legislative session at a rate comparable with that established by all twenty-seven jurisdictions and remained in virtually the same place among the states as when ranked according to total expenditures.⁴³

The disparity between the two multiple factor comparisons is due to the fact that the significant relationship between population and measures introduced, noted in most of the other jurisdictions, is not found in Hawaii. The Territory has a relatively small population but introduced a relatively large number of measures at the 1949 regular session. When the heavy workload (measures introduced) of Hawaii's 1949 legislature is considered, Hawaii's expenditure rate is in keeping with the expenditure rate elsewhere. Except for this factor, however, it would appear that Hawaii's legislative expenditures were somewhat higher than they would have been if its legislative costs were incurred at the same rate as observed by all twenty-seven jurisdictions, taken collectively.

E. Summary

Examination of the 1949 (1950) state and territorial expense picture reveals that legislative expense in Hawaii exceeded that of at least a majority of twenty-six other jurisdictions studied. When the population of Hawaii, the size of its legislature, and the length of its session are taken into account, the Territory's relative position might be expected to be considerably lower. However, when the heavy workload of the 1949 legislature as indicated by measures introduced is

⁴³The same method as described in footnote 41, supra, p. 29, was followed. Results of this effort are shown in Appendix B, Table 13, p. 47.

considered (rather than the population of the Territory), Hawaii's relative position within the expense picture remains about constant.

Comparison of the manner in which each legislative dollar is spent in Hawaii and other jurisdictions shows that a larger fraction of each dollar is paid to territorial legislative employees than is the general rule. Although it is recognized that the cost of goods and services in Hawaii are higher than in most other areas and that the legislative workload may be unusually heavy, it is probable that the item of payment to legislative employees has materially contributed to Hawaii's relatively high rank among the various jurisdictions included in the survey.

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Table 1

LEGISLATIVE EXPENSE PER EMPLOYEE - HAWAII
1929, 1949-1951

<u>Year</u>	<u>Employee Salaries</u>	<u>Number of Employees</u>	<u>Expense per Employee</u>
1929	\$ 41,825	67	\$ 624
1939	102,939	158	652
1941	115,185	162	711
1943	110,770	122	908
1945	160,456	131	1,225
1947	198,675	164	1,211
1949	300,572	195	1,541
1951	349,084 ^a	229	1,524

^aBased upon preliminary figures (See Note 2, p. 3).
Source: House and Senate Journals

Table 1

REGULAR SESSION LEGISLATIVE EXPENSE IN THIRTY JURISDICTIONS, 1949 (1950)

<u>Jurisdiction</u>	<u>Years in which Session Held</u>	<u>Year</u>	<u>Legislative Expense Regular Session</u>	<u>Jurisdiction</u>	<u>Years in which Session Held</u>	<u>Year</u>	<u>Legislative Expense Regular Session</u>
Alabama	Odd	1949	\$ 599,604	Nevada	Odd	1949	\$ 98,226
Alaska	Odd	1949	158,802	New Hampshire	Odd	1949	495,739
Arkansas	Odd	1949	347,592 ^a	New Jersey	Annual	1950	554,965 ^c
Connecticut	Odd	1949	804,585 ^a	North Dakota	Odd	1949	252,687
Delaware	Odd	1949	374,108 ^b	Ohio	Odd	1949	1,514,221 ^b
Florida	Odd	1949	691,421	Oklahoma	Odd	1949	730,864
HAWAII*	Odd	1949	525,275	Oregon +	Odd	1949	483,949
Illinois	Odd	1949	1,827,996 ^a	Puerto Rico	Annual	1949	760,879
Indiana	Odd	1949	585,828 ^a	Tennessee	Odd	1949	377,133
Kansas	Odd	1949	374,522	Utah	Odd	1949	140,186 ^a
Kentucky	Even	1950	365,357	Vermont	Odd	1949	372,470 ^a
Louisiana	Even	1950	545,634	Virginia	Even	1950	283,253
Massachusetts	Annual	1949	1,539,843	West Virginia +	Odd	1949	496,193 ^b
Montana	Odd	1949	240,447	Wisconsin	Odd	1949	603,479 ^b
Nebraska	Odd	1949	151,930 ^a	Wyoming	Odd	1949	97,941

Footnotes:

^a Includes salaries paid to members for entire biennial period as representing true cost of legislative session and in order to permit comparisons with those states which pay full salaries of members during course of session on per diem basis. Arkansas and Vermont pay extra for special session attendance.

^b Questionnaire replies reported annual salary for members; total salary payments to members included were doubled to permit comparisons. Amount paid for members' salaries in Delaware is based upon rate set by constitutional amendment effective March 7, 1949 (Laws of Delaware, 1949, chapter 13).

^c Includes \$100,000 printing expense (official estimate).

* House and Senate Journals, 1949.

+ Questionnaire returns supplemented by library source referred to by questionnaire reply.

Sources:

Replies made upon questionnaire forms returned by appropriate legislative reference bureaus, state auditors, legislative officials or other governmental officers. Year 1949 used except in states where regular legislative session met in 1950 and in New Jersey where 1950 annual session figures only were submitted.

Table 2

PER CAPITA REGULAR SESSION LEGISLATIVE EXPENSE IN THIRTY JURISDICTIONS, 1949 (1950)

<u>Jurisdiction</u>	<u>Per Capita Expense⁺</u>	<u>Rank*</u>	<u>Jurisdiction</u>	<u>Per Capita Expense⁺</u>	<u>Rank*</u>
Alabama	\$ 0.1958	21	Nevada	\$ 0.6136	6
Alaska	1.2344	1	New Hampshire	0.9297	5
Arkansas	0.1820	23	New Jersey	0.1148	27
Connecticut	0.4008	9	North Dakota	0.4078	7
Delaware	1.1761	2	Ohio	0.1905	22
Florida	0.2495	15	Oklahoma	0.3272	13
HAWAII	1.0510	3	Oregon	0.3181	14
Illinois	0.2098	17	Puerto Rico	0.3442	10
Indiana	0.1489	25	Tennessee	0.1146	28.5
Kansas	0.1966	20	Utah	0.2035	18
Kentucky	0.1241	26	Vermont	0.9860	4
Louisiana	0.2033	19	Virginia	0.0854	30
Massachusetts	0.3283	12	West Virginia	0.2474	16
Montana	0.4068	8	Wisconsin	0.1757	24
Nebraska	0.1146	28.5	Wyoming	0.3371	11

Median: \$0.2485

Mean: 0.3873

Footnotes:

+ Final 1950 United States Census data used in determining per capita expense.

* Ranks given are highest to lowest, both here and in the tables that follow.

Source:

Questionnaire replies.

Table 3

REGULAR SESSION LEGISLATIVE EXPENSE COMPARED WITH GENERAL GOVERNMENTAL
OPERATING COSTS IN TWENTY-EIGHT JURISDICTIONS, 1949 (1950)

Jurisdiction	Legislative Expense 1949-(1950) Regular Session ^x	General Governmental Operating Costs, Fiscal Year 1949 ^y (In thousands)	Legislative Expense as Percentage of Operating Costs (%)	Rank	Jurisdiction	Legislative Expense 1949-(1950) Regular Session ^x	General Governmental Operating Costs, Fiscal Year 1949 ^y (In thousands)	Legislative Expense as Percentage of Operating Costs (%)	Rank
Alabama	\$ 599,604	\$ 50,423	1.19	5	Nevada	\$ 98,226	\$ 9,080	1.08	6
Alaska	---	---	---	--	New Hampshire	495,739	25,340	1.96	3
Arkansas	347,592 ^a	49,397	0.70	17	New Jersey	554,965 ^a	86,037	0.65	19
Connecticut	804,585 ^a	87,281	0.92	8	North Dakota	252,687	23,735	1.06	7
Delaware	374,108 ^b	14,575	2.57	1	Ohio	1,514,221 ^b	212,800 ^d	0.71	16
Florida	691,421	106,942	0.65	20	Oklahoma	730,864	134,601	0.54	12
HAWAII	525,275	65,016 ^z	0.81	12	Oregon	483,949	72,275	0.67	18
Illinois	1,827,996 ^a	361,001	0.51	23	Puerto Rico	---	---	---	--
Indiana	585,828 ^a	76,274	0.77	15	Tennessee	377,133	70,061	0.54	21
Kansas	374,522	48,149	0.78	14	Utah	140,186 ^a	36,868	0.38	26
Kentucky	365,357	92,414	0.40	25	Vermont	372,470 ^a	17,570	2.12	2
Louisiana	545,634	189,052	0.29	28	Virginia	283,253	79,526	0.36	27
Massachusetts	1,539,843	111,439	1.38	4	West Virginia	496,193 ^b	63,186	0.79	13
Montana	240,447	27,275	0.88	9	Wisconsin	603,479 ^b	71,363	0.85	10
Nebraska	151,930 ^a	31,884	0.48	24	Wyoming	97,941	11,649	0.84	11

Median: 0.775%

Mean: 0.89%

Footnotes:

See footnotes Table 1, *supra*, p. 33.
d Fiscal year ending June 30, 1950.

Sources:

x Questionnaire replies; House and Senate Journals, Hawaii.

y Bureau of Census, United States Department of Commerce, *Compendium of State Government Finances in 1949* (Washington: G.P.O., 1950), p. 20; supplemented by the 1950 edition of the same publication.

z Territorial Auditing Department, *Consolidated Statement of Operations* (Year ending June 30, 1949), p. 2.

Table 4

REGULAR SESSION LEGISLATIVE EXPENSE PER LEGISLATOR
IN THIRTY JURISDICTIONS, 1949 (1950)

<u>Jurisdiction</u>	<u>Number of Legislators*</u>	<u>Expense per Legislator +</u>	<u>Rank</u>	<u>Jurisdiction</u>	<u>Number of Legislators*</u>	<u>Expense per Legislator +</u>	<u>Rank</u>
Alabama	141	\$ 4,252.51	12	Nevada	60	\$ 1,637.10	26
Alaska	40	3,970.05	13	New Hampshire	423	1,171.96	30
Arkansas	135	2,574.76	21	New Jersey	81	6,851.42	6
Connecticut	308	2,612.29	20	North Dakota	162	1,559.80	27
Delaware	52	7,194.38	5	Ohio	175	8,652.69	4
Florida	133	5,198.65	9	Oklahoma	162 ^a	4,511.51	11
HAWAII	45	11,672.78	2	Oregon	90	5,377.21	8
Illinois	204	8,960.76	3	Puerto Rico	58	13,118.60	1
Indiana	150	3,905.52	16	Tennessee	132	2,857.07	18
Kansas	165	2,269.83	22	Utah	83	1,688.99	24
Kentucky	138	2,646.51	19	Vermont	276	1,349.53	28
Louisiana	139	3,925.42	15	Virginia	140	2,023.24	23
Massachusetts	280	5,499.44	7	West Virginia	126	3,938.04	14
Montana	146	1,646.90	25	Wisconsin	133	4,537.44	10
Nebraska	43	3,533.25	17	Wyoming	83	1,180.01	29

Median: \$3,915.49

Mean: 4,343.92

Footnote:

a Questionnaire reported 159.

Sources:* The Book of the States 1950-1951 (Chicago: The Council of State Governments, 1950), p. 112.+ Questionnaire replies (cost data); House and Senate Journals, Hawaii.

Table 5

REGULAR SESSION LEGISLATIVE EXPENSE PER LEGISLATIVE DAY
IN TWENTY-EIGHT JURISDICTIONS, 1949 (1950)

<u>Jurisdiction</u>	<u>Number of Legislative Days</u>	<u>Expense per Legislative Day</u>	<u>Rank</u>	<u>Jurisdiction</u>	<u>Number of Legislative Days</u>	<u>Expense per Legislative Day</u>	<u>Rank</u>
Alabama	36	\$16,655.67	2	Nevada	57	\$ 1,723.26	27
Alaska	60	2,646.70	24	New Hampshire	87	5,698.15	15
Arkansas	60	5,793.20	14	New Jersey	22	25,225.68	1
Connecticut	80 ^a	10,057.31	6	North Dakota	60	4,211.45	20
Delaware	86	4,350.09	19	Ohio	--	---	--
Florida	60	11,523.68	4	Oklahoma	86	8,498.42	9
HAWAII	62	8,472.18	10	Oregon	97	4,989.11	17
Illinois	--	---	--	Puerto Rico	61	12,473.43	3
Indiana	61	9,603.74	7	Tennessee	73	5,166.21	16
Kansas	63	5,944.79	13	Utah	60	2,366.43	26
Kentucky	60	6,089.28	12	Vermont	129	2,887.36	23
Louisiana	60	9,093.90	8	Virginia	60 ^b	4,720.88	18
Massachusetts	146 ^a	10,546.87	5	West Virginia	60	8,369.88	11
Montana	60	4,007.45	21	Wisconsin	181	3,334.14	22
Nebraska	100	1,519.30	28	Wyoming	40	2,448.53	25

Median: \$5,745.67

Footnotes:

a When number of days in House and Senate differ, the average is used.

b Counting Saturdays and Sundays.

Source:

Questionnaire replies; House and Senate Journals, Hawaii.

Table 6

REGULAR SESSION LEGISLATIVE EXPENSE PER MEASURE* INTRODUCED
IN TWENTY-NINE JURISDICTIONS, 1949 (1950)

<u>Jurisdiction</u>	<u>Number of Measures Introduced</u>	<u>Expense per Measure Introduced</u>	<u>Rank</u>	<u>Jurisdiction</u>	<u>Number of Measures Introduced</u>	<u>Expense per Measure Introduced</u>	<u>Rank</u>
Alabama	1997	\$ 300.25	22	Nevada	660	\$ 148.83	28
Alaska	218	728.45	4	New Hampshire	731	678.17	7
Arkansas	960	362.08	18	New Jersey	869	638.62	8
Connecticut	3051	263.71	24	North Dakota	594	425.40	12
Delaware	1055	354.60	20	Ohio	1163	1,302.00	1
Florida	----	---	--	Oklahoma	933	783.35	3
HAWAII	2044	256.98	25	Oregon	1059	456.99	10
Illinois	1916	954.07	2	Puerto Rico	1852	410.84	14
Indiana	817	717.05	5	Tennessee	3251	116.01	29
Kansas	891	420.34	13	Utah	647	216.67	27
Kentucky	917	398.43	16	Vermont	603	617.69	9
Louisiana	1517	359.68	19	Virginia	1226	231.04	26
Massachusetts	3434	448.41	11	West Virginia	702	706.83	6
Montana	599	401.11	15	Wisconsin	1620	372.52	17
Nebraska	546	278.26	23	Wyoming	320	306.07	21

Median: \$401.11

Footnote:

* Bills and joint resolutions.

Source:

Questionnaire replies; House and Senate Journals, Hawaii.

REGULAR SESSION LEGISLATIVE EXPENSE PER MEASURE* ENACTED
IN TWENTY-NINE JURISDICTIONS, 1949 (1950)

<u>Jurisdiction</u>	<u>Measures Enacted</u>	<u>Expense per Measure Enacted</u>	<u>Rank</u>	<u>Jurisdiction</u>	<u>Measures Enacted</u>	<u>Expense per Measure Enacted</u>	<u>Rank</u>
Alabama	760	\$ 788.96	20	Nevada	354	\$ 277.47	29
Alaska	136	1,167.66	12	New Hampshire	443	1,119.05	13
Arkansas	509	682.89	24	New Jersey	421	1,318.21	9
Connecticut	996	807.82	18	North Dakota	366	690.40	23
Delaware	417 ^a	897.14	17	Ohio	314	4,822.36	1
Florida	---	---	--	Oklahoma	437	1,672.46	8
HAWAII	431	1,218.74	11	Oregon	626	773.08	21
Illinois	834	2,191.84	3	Puerto Rico	387	1,966.10	4
Indiana	307	1,908.23	5	Tennessee	1280	294.64	28
Kansas	511	732.92	22	Utah	79	1,774.51	6
Kentucky	280	1,304.85	10	Vermont	405	919.68	15
Louisiana	568	960.62	14	Virginia	676	419.01	27
Massachusetts	891	1,728.22	7	West Virginia	172	2,884.84	2
Montana	262	917.74	16	Wisconsin	760	794.05	19
Nebraska	318	477.77	26	Wyoming	154	635.98	25

Median: \$919.68

Footnotes:

* Bills and joint resolutions.

^a Laws of Delaware, 1949.

Source:

Questionnaire replies; House and Senate Journals, Hawaii.

Table 8A

SHOWING PERCENTAGE MEASURES* ENACTED OF THOSE INTRODUCED
IN TWENTY-NINE JURISDICTIONS, 1949 (1950)

<u>Jurisdiction</u>	<u>Number Measures Introduced</u>	<u>Number Measures Enacted</u>	<u>Percentage Measures Enacted of those Introduced (%)</u>	<u>Rank</u>	<u>Jurisdiction</u>	<u>Number Measures Introduced</u>	<u>Number Measures Enacted</u>	<u>Percentage Measures Enacted of those Introduced (%)</u>	<u>Rank</u>
Alabama	1997	760	38.06	19	Nevada	660	354	53.64	9
Alaska	218	136	62.39	2	New Hampshire	731	443	60.60	4
Arkansas	960	509	53.02	10	New Jersey	869	421	48.45	11
Connecticut	3051	996	32.65	22	North Dakota	594	366	61.62	3
Delaware	1055	417 ^a	39.53	17	Ohio	1163	314	27.00	24
Florida	----	---	---	--	Oklahoma	933	437	46.84	14
HAWAII	2044	431	21.09	27	Oregon	1059	626	59.11	5
Illinois	1916	834	43.53	16	Puerto Rico	1852	387	20.90	28
Indiana	817	307	37.58	20	Tennessee	3251	1280	39.37	18
Kansas	891	511	57.35	7	Utah	647	79	12.21	29
Kentucky	917	280	30.53	23	Vermont	603	405	67.16	1
Louisiana	1517	568	37.44	21	Virginia	1226	676	55.14	8
Massachusetts	3434	891	25.95	25	West Virginia	702	172	24.50	26
Montana	599	262	43.74	15	Wisconsin	1620	760	46.91	13
Nebraska	546	318	58.24	6	Wyoming	320	154	48.13	12

Median: 43.74%

Footnotes:

* Bills and joint resolutions.

a Laws of Delaware, 1949.

Source:

Questionnaire replies, House and Senate Journals, Hawaii.

Table 8B

NUMBER OF MEASURES* INTRODUCED PER LEGISLATOR PER LEGISLATIVE DAY
IN TWENTY-SEVEN JURISDICTIONS, 1949 (1950)

<u>Jurisdiction</u>	<u>Number of Measures Introduced per Legislator per Legislative Day</u>	<u>Rank</u>	<u>Jurisdiction</u>	<u>Number of Measures Introduced per Legislator per Legislative Day</u>	<u>Rank</u>
Alabama	0.393	4	Nevada	0.193	7
Alaska	0.091	18	New Hampshire	0.020	26
Arkansas	0.119	14	New Jersey	0.488	3
Connecticut	0.124	12	North Dakota	0.061	25
Delaware	0.236	6	Ohio	-----	--
Florida	-----	--	Oklahoma	0.067	23.5
HAWAII	0.733	1	Oregon	0.121	13
Illinois	-----	--	Puerto Rico	0.523	2
Indiana	0.089	19	Tennessee	0.337	5
Kansas	0.086	20	Utah	0.130	10
Kentucky	0.111	15	Vermont	0.017	27
Louisiana	0.182	8	Virginia	0.146	9
Massachusetts	0.084	21	West Virginia	0.093	17
Montana	0.068	22	Wisconsin	0.067	23.5
Nebraska	0.127	11	Wyoming	0.096	16
Median:	0.119				

Footnote:

* Bills and joint resolutions.

Source:Questionnaire replies; House and Senate Journals, Hawaii.

Table 9

THE LEGISLATIVE DOLLAR IN THIRTY JURISDICTIONS, 1949 (1950):
HOW IT IS SPENT

Jurisdiction	Members' Salaries*	Employees' Salaries	Printing and Binding	Office Supplies and Equipment	Repairs and Alterations	Telephone and Telegraph	Postage, Freight, Etc.	Members' Travel	Employees' Travel	All Other Expense	Total
	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)
Alabama	61.24	29.54	----	----	----	----	----	----	----	9.21	100
Alaska	45.34	21.15	21.14	3.21	0.07	0.01	1.26	7.24	----	0.58	100
Arkansas	52.08 ^a	25.39	10.70	6.62	1.52	0.16	0.56	0.57	----	2.40	100
Connecticut	22.89 ^a	24.90	18.24	3.37	0.07	0.03	----	26.17	3.00	1.31	100
Delaware	27.80 ^a	33.47	11.40	3.01	----	0.67	----	9.30	----	14.36	100
Florida	11.54	39.91	----	----	18.65	----	----	----	----	29.90	100
HAWAII	15.54	57.22	10.52	11.39	0.45	0.61	1.81	1.14	----	1.32	100
Illinois	66.30 ^a	12.58	6.85	2.48	0.30	0.14	0.05	10.87	----	0.42	100
Indiana	61.97 ^a	17.51	17.33	1.87	----	0.18	0.19	0.95	----	----	100
Kansas	39.78	41.22	13.94	2.38	----	0.16	----	2.53	----	----	100
Kentucky	70.63	25.71	1.09 ^b	1.09	----	----	----	1.48	----	----	100
Louisiana	30.26	34.11	30.34	(c)	----	0.03	(d)	5.05	----	0.19	100
Massachusetts	50.36	19.20	11.62	1.74	0.24	----	----	11.83	2.94	2.05	100
Montana	36.78	40.12	19.38	(c)	0.26	0.24	0.63	1.90	----	0.70	100
Nebraska	49.36 ^a	26.63	20.32	1.46	----	0.40	1.45	0.37	----	----	100
Nevada	56.14	25.03	8.90	4.59	----	0.09	2.30	2.94	----	----	100
New Hampshire	17.28	12.19	14.05	2.47	0.10	----	----	----	----	53.92	100
New Jersey	44.15	19.21	27.60	3.02	----	----	----	----	----	6.03	100
North Dakota	60.30	21.80	14.61	----	----	----	----	(e)	----	3.33	100
Ohio	59.07 ^a	21.44	9.41	1.04	0.53	1.25	0.31	4.23	----	2.72	100

APPENDIX B

Table 9 (continued)

Jurisdiction	Members' Salaries*	Employees' Salaries	Printing and Binding	Office Supplies and Equipment	Repairs and Alterations	Telephone and Telegraph	Postage, Freight, Etc.	Members' Travel	Employees' Travel	All Other Expense	Total
	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)	(%)
Oklahoma	44.88	30.51	6.69	-----	-----	-----	-----	0.64	-----	17.27	100
Oregon	7.52	57.60	21.10	8.22	-----	0.32	2.45	0.51	-----	2.28	100
Puerto Rico	22.87	44.14	4.53	3.91	0.38	3.03	0.66	6.26	0.04	14.19	100
Tennessee	10.86	57.65	24.78	0.38	0.01	0.18	-----	5.80	-----	0.33	100
Utah	35.52 ^a	29.36	24.26	1.87	-----	1.16	0.85	1.38	-----	5.59	100
Vermont	70.95 ^a	9.91	13.11	1.45	0.02	0.02	0.02	4.51	-----	0.01	100
Virginia	35.71	32.18	30.07	-----	-----	-----	-----	1.48	0.55	-----	100
West Virginia	25.39 ^a	41.28	33.60	4.65	-----	1.22	1.37	0.69	-----	2.81	100
Wisconsin	38.98 ^a	23.35	26.50	-----	0.15	0.76	3.67	5.53	-----	1.06	100
Wyoming	41.09	30.42	17.89	-----	0.03	-----	-----	3.63	-----	6.93	100

Footnotes:

- * Includes members' subsistence payments when made.
- a Includes salaries paid to members for entire biennial period as representing true cost of legislative session and in order to permit comparisons with those states which pay full salaries of members during course of session on per diem basis. Arkansas and Vermont pay extra for special session attendance.
- b Cost of digest printing only.
- c Office Supplies and Equipment included in printing total.
- d Less than .01%.
- e Mileage included in members' salaries total--10¢ per mile, one round trip.

Source:

Questionnaire replies; House and Senate Journals, Hawaii.

Table 10

THE LEGISLATIVE DOLLAR IN SIXTEEN JURISDICTIONS AND THE TERRITORY OF HAWAII, 1949 (1950):
HOW IT IS SPENT

<u>Jurisdiction</u>	<u>Members' Salaries* (%)</u>	<u>Employees' Salaries (%)</u>	<u>Printing and Binding (%)</u>	<u>Office Supplies and Equipment (%)</u>	<u>Members' Travel (%)</u>	<u>Miscellaneous Expense (%)</u>	<u>Total Expense (%)</u>
Alaska ⁺	45.34	21.15	21.14	3.21	7.24	1.92	100
Arkansas	52.08	25.39	10.70	6.62	0.57	4.64	100
Connecticut	22.89	24.90	18.24	3.37	26.17	4.42	100
Illinois	66.30	12.58	6.85	2.48	10.87	0.92	100
Indiana	61.97	17.51	17.33	1.87	0.95	0.37	100
Kansas	39.78	41.22	13.94	2.38	2.53	0.16	100
Massachusetts	50.36	19.20	11.62	1.74	11.83	5.24	100
Nebraska ⁺	49.36	26.63	20.32	1.46	0.37	1.85	100
Nevada	56.14	25.03	8.90	4.59	2.94	2.40	100
Ohio	59.07	21.44	9.41	1.04	4.23	4.81	100
Oregon	7.52	57.60	21.10	8.22	0.51	5.05	100
Puerto Rico	22.87	44.14	4.53	3.91	6.26	18.29	100
Tennessee	10.86	57.65	24.78	0.38	5.80	0.52	100
Utah	35.52	29.36	24.26	1.87	1.38	7.60	100
Vermont	70.95	8.89	13.11	1.45	4.51	1.09	100
West Virginia	25.39	41.28	22.60	4.65	0.69	5.40	100
Composite Dollar	46.37	26.01	12.78	2.71	7.79	4.35	100
HAWAII	15.54	57.22	10.52	11.39	1.14	4.19	100

Footnotes:

* Includes members' subsistence payments when made.

+ Jurisdictions with smaller legislatures than Hawaii.

Source:

Questionnaire replies; House and Senate Journals, Hawaii.

Table 11

SENATE EXPENSE AS PERCENTAGE OF HOUSE EXPENSE* IN SEVENTEEN JURISDICTIONS, 1949 (1950)

<u>Jurisdiction</u>	<u>Senate Expense</u>	<u>House Expense</u>	<u>Senate Expense as Percentage of House Expense (%)</u>	<u>Rank</u>	<u>Jurisdiction</u>	<u>Senate Expense</u>	<u>House Expense</u>	<u>Senate Expense as Percentage of House Expense (%)</u>	<u>Rank</u>
Arkansas	\$ 51,542	\$115,015	44.81	16	New Jersey	\$ 72,036	\$121,987	59.05	13
Delaware	110,636	169,046	65.45	12	Ohio	219,444	396,877	55.29	14
Florida	294,958	316,663	93.15	3	Oklahoma	172,155	230,694	74.62	7
HAWAII	198,795	244,850	81.19	5	Puerto Rico	249,654	311,179	80.23	6
Illinois	260,736	355,258	73.39	8	Tennessee	87,471	174,595	50.10	15
Indiana	108,092	114,726	94.22	2	Utah	36,550	53,836	67.89	11
Kentucky	49,043	58,280	84.15	4	West Virginia	155,087	149,516	103.73	1
Louisiana	157,009	223,505	70.25	10					
Montana	63,429	88,578	71.61	9					
New Hampshire	42,341	329,609	12.84	17					

Median: 71.61%

Footnote:

* Members' salaries and subsistence payments excluded in both houses.

Source:

Questionnaire replies; House and Senate Journals, Hawaii.

Table 12

EXPENSE RANKS FOR TWENTY-SEVEN JURISDICTIONS AFTER ADJUSTMENTS FOR
POPULATION, NUMBER OF LEGISLATORS, AND LENGTH OF SESSION

Jurisdiction	Rank by Expense	As Adjusted	Adjusted Rank	Difference between Expense Rank and as Adjusted*	Rating [§]	Jurisdiction	Rank by Expense	As Adjusted	Adjusted Rank	Difference between Expense Rank and as Adjusted*	Rating [§]
Massachusetts	1	2.20	1	+ 1	N	Delaware	16	20.62	24	+ 5	A
Connecticut	2	9.48	7	+ 7	A	Vermont	17	15.27	18	- 2	N
Puerto Rico	3	13.80	13	+11	A	Kentucky	18	11.21	9	- 7	B
Oklahoma	4	8.82	5	+ 5	A	Arkansas	19	15.03	17	- 4	B
Wisconsin	5	5.46	2	..	N	Virginia	20	9.01	6	-11	B
Alabama	6	11.48	10	+ 5	A	North Dakota	21	16.61	20	- 4	B
Indiana	7	6.11	3	- 1	N	Montana	22	17.72	21	- 4	B
New Jersey	8	10.14	8	+ 2	N	Alaska	23	25.36	27	+ 2	N
Louisiana	9	11.62	11	+ 3	N	Nebraska	24	16.04	19	- 8	B
HAWAII	10	20.50	23	+11	A	Utah	25	18.49	22	- 7	B
West Virginia	11	15.00	16	+ 4	A	Nevada	26	24.82	26	- 1	N
New Hampshire	12	14.11	14.5	+ 2	N	Wyoming	27	23.95	25	- 3	N
Oregon	13	14.11	14.5	+ 1	N						
Tennessee	14	8.74	4	- 5	B						
Kansas	15	12.27	12	- 3	N						

Keys

* Amount by which the figure in the "As Adjusted" column exceeds or is less than the corresponding figure in the "Rank by Expense" column is shown as plus or minus. A plus sign indicates that taking the factors of population, number of legislators, and length of session into consideration, the legislature is more expensive than its mere rank by total expense would indicate. A minus indicates the contrary. It was assumed that minor changes signify that legislative expenses are normal, that large "+" amounts indicate a relatively more expensive legislature, and large "-" amounts indicate a relatively less expensive legislature.

§ Rating: N - "Normal" expenditures, given population, size of legislature and length of session. (+3 to -3)
A - Above "normal" expenditures. (+4 and above)
B - Below "normal" expenditures. (-4 and below)

EXPENSE RANKS FOR TWENTY-SEVEN JURISDICTIONS AFTER ADJUSTMENTS FOR
NUMBER OF MEASURES INTRODUCED, NUMBER OF LEGISLATORS, AND LENGTH OF SESSION

Jurisdiction	Rank by Expense	As Adjusted	Adjusted Rank	Difference between Expense Rank and as Adjusted*	Rating [§]	Jurisdiction	Rank by Expense	As Adjusted	Adjusted Rank	Difference between Expense Rank and as Adjusted*	Rating [§]
Massachusetts	1	1.50	1	+ 1	N	Delaware	16	12.50	12	- 3	N
Connecticut	2	3.89	2	+ 2	N	Vermont	17	15.74	18	- 1	N
Puerto Rico	3	10.09	7	+ 7	A	Kentucky	18	14.72	16	- 3	N
Oklahoma	4	10.98	10	+ 7	A	Arkansas	19	13.56	15	- 5	B
Wisconsin	5	7.24	4	+ 2	N	Virginia	20	11.08	11	- 9	B
Alabama	6	9.51	6	+ 3	N	North Dakota	21	20.27	22	- 1	N
Indiana	7	14.92	17	+ 8	A	Montana	22	20.03	21	- 2	N
New Jersey	8	18.74	20	+11	A	Alaska	23	25.60	27	+ 3	N
Louisiana	9	10.58	9	+ 2	N	Nebraska	24	21.47	25	- 3	N
HAWAII	10	8.82	5	- 1	N	Utah	25	20.41	23	- 5	B
West Virginia	11	18.67	19	+ 8	A	Nevada	26	21.03	24	- 5	B
New Hampshire	12	13.12	14	+ 1	N	Wyoming	27	24.76	26	- 2	N
Oregon	13	10.42	8	- 3	N						
Tennessee	14	5.69	3	- 8	B						
Kansas	15	12.67	13	- 2	N						

Key:

* Amount by which the figure in the "As Adjusted" column exceeds or is less than the corresponding figure in the "Rank by Expense" column is shown as plus or minus. A plus sign indicates that taking the factors of number of measures introduced, number of legislators, and length of session into consideration, the legislature is more expensive than its mere rank by expense would indicate. A minus indicates the contrary. It was assumed that minor changes signify that legislative expenses are normal, that large "+" amounts indicate a relatively more expensive legislature, and large "-" amounts indicate a relatively less expensive legislature.

§ Ratings: N - "Normal" expenditures, given number of measures introduced, size of legislature and length of session. (+3 to -3)
A - Above "normal" expenditures. (+4 and above)
B - Below "normal" expenditures. (-4 and below)