

Hawaii Calling -- Is There Something Better Than A Coconut Wireless?

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FOREWORD

We extend our sincere appreciation to all who contributed and without whose cooperation this study would not have been possible. In particular, the Bureau would like to thank the individuals interviewed for their input and insights.

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Chapter 1

INTRODUCTION

It has been posited that, because of Hawaii's unique geographic location, its cultural and political history, and its proximity to Asia and the South Pacific, its needs as a State are unique and require special attention.¹ This proposition has served as a primary rationale for the establishment of the Hawaii State Office in Washington, D.C. This office reportedly does an excellent job of reporting back the latest events, digesting the latest issues and trends, and recommending action the Governor can take.²

Nevertheless, concern has been expressed that this Office serves primarily as the "eyes and ears" for the executive branch and that there have been times, and yet may be times, "when legislative and administrative priorities may differ."³ The Legislature has recognized that, increasingly, it must make informed and responsible decisions over a number of issues in Hawaii that inevitably are affected by federal policy makers and Congress.⁴ Moreover, as the struggle to reduce the federal deficit continues, "an increasing number of functions that were once the responsibility of the federal government are being entrusted to the state legislatures to be dealt with on a local level"⁵

For these reasons, and to ensure that the Legislature remains an independent arm of state government, the Legislature has determined that it needs to explore establishing its own communication and information network within the Washington, D.C., beltway.⁶

Objective of the Study

Resolutions expressing the foregoing sentiments were adopted during the Regular Session of 1994. House Concurrent Resolution No. 215 (hereafter H.C.R. No. 215) and House Resolution No. 204 (hereafter H.R. No. 204) are substantially identical.⁷ The text of these Resolutions appear as Appendices A and B, respectively. These Resolutions direct the Legislative Reference Bureau (hereafter the Bureau) to "undertake a study to determine the most cost effective options the Legislature may use to develop a communication and information system which meets its needs as an independent arm of State government." The Resolutions also specifically request that the study include an examination of:

- (1) All options, including those taken or being taken by other state legislatures to enhance their abilities to communicate with and obtain current information from the federal government; and
- (2) The feasibility of the Legislature establishing some presence in Washington D.C., similar to the Governor's state Washington office.

Organization of the Report

The Hawaii House of Representatives' Committee on Intergovernmental Relations and International Affairs, to which both Resolutions were referred, estimated, in its committee reports, that approximately forty states and territories, including Hawaii, have established some type of direct representation in the nation's capital.⁸ For thirty-some states, this representation takes the form of a Washington office with full-time staff. In addition, the Committee asserted that a few state legislatures also have moved to establish their own separate offices in Washington D.C.⁹ Because the Resolutions specifically request an examination of the feasibility of the Hawaii Legislature opening its own office, the existing state Washington D.C. offices may well serve as models.

Accordingly, a closer examination of these offices is warranted. The most prevalent models are those Washington D.C. offices established as part of a state's executive branch or the governor's office. These are looked at in Chapter 2, with the exception of the Hawaii State Washington D.C. Office which is discussed in detail in Chapter 3. Chapter 4 presents specific information about efforts other state legislatures have undertaken to enhance their direct communication with Washington D.C. Chapter 5 summarizes the available approaches the Legislature may wish to consider.

Endnotes

1. See House Concurrent Resolution No. 215, Regular Session of 1994 (hereafter H.C.R. No. 215); House Resolution No. 204, Regular Session of 1994 (hereafter H.R. No. 204) (identical resolutions).
2. See id.
3. See H.C.R. No. 215; House Standing Committee Report No. 1521-94 (concerning H.C.R. No. 215).
4. See H.C.R. No. 215 and H.R. No. 204, supra note 1. As examples, the resolution mentions education, military, and health care.

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5. Id.
6. Id. The Resolutions conclude that it is "increasing important that the Legislature establish its own communication 'pipeline in which information may be exchanged between the federal government in Washington, D.C., and the Legislature in Hawaii"
7. H.C.R. No. 215 and H.R. No. 204, supra note 1. Both Resolutions are entitled, "Requesting a Study to Determine the Most Cost Effective Options the Legislature May Use to Develop Enhanced Intergovernmental Relations with the Federal Government."
8. House Standing Committee Report No. 1520-94; House Standing Committee Report No. 1521-9.
9. Id.

Chapter 2

STATE WASHINGTON D.C. OFFICES

The subject of state Washington D.C. offices has been examined previously. The most thorough, as well as the most recent, examination was conducted in 1993, by the Arkansas Institute, which published a Background Report, entitled *State Washington Offices: Models for Arkansas?*¹ The report was intended as a contribution to the deliberation over whether Arkansas should reopen a state office in Washington D.C. It included background information, data, and survey results of other state Washington D.C. offices, but took no position on whether Arkansas should reopen its office.

The Arkansas Institute's report also relied, to some extent, upon an earlier and less exhaustive review of the value of state Washington D.C. offices, which was conducted in 1988 by Jacqueline Calmes.² The information contained in both of these sources provides valuable insight into the workings, difficulties, and perceived advantages and disadvantages of an on-site state presence in Washington D.C. This chapter attempts to summarize the most pertinent points of those works for the purposes of this study.

General Background

According to the more recent Arkansas Institute report, thirty-three states and five territories currently maintain offices in Washington D.C.³ It seems states initially established these offices to increase their odds of obtaining their share of new federal funds available as a result of the Great Society Programs launched by President Lyndon Johnson.⁴ During the Reagan years, the rationale for opening a state Washington D.C. office reportedly appeared to have "shifted from winning dollars to protecting against their loss as a result of 'New Federalism' initiatives."⁵

Interestingly, the decision whether to open a state Washington D.C. office apparently depends upon neither distance from Washington D.C. nor per capita income. The Arkansas Institute, in examining the relationship between these factors, concluded that "[o]ther factors, including perhaps a strategic view of the evolving character of federalism in the United States, appear to be at play."⁶ Obviously, the prevailing political climate in the home state plays an important role in determining whether to open a Washington D.C. office.

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This may explain why a few states have opened, closed, and later reopened Washington D.C. offices. For example, Arkansas's state Washington D.C. office fell victim to partisan politics. The office was made a campaign issue by former Governor Frank D. White in his 1980 upset of then-Governor Bill Clinton. White, who subsequently abolished the office, claimed it served only to advance Clinton's national ambitions. Clinton did not reopen the office after he was re-elected governor in 1984. Other states, such as Alabama and Minnesota, have closed and then reopened offices.⁷

Most state Washington D.C. offices tend to be organized as part of the governor's office. Some of these represent the entire state government; others are solely the domain of the governor. As noted previously, a few are organized under the state legislature.⁸ Only Texas has established its D.C. office as a separate state agency.⁹

In her survey of state Washington D.C. offices, Calmes found that they were "as diverse as their states" in size, budget, interests, and influence. Some were proactive, while others served primarily as communication links between Washington D.C. and their home state.¹⁰ Many of the state office directors were "veterans of Capitol Hill" and more than half of them were women. Not surprising, Calmes also noted that some, although not all, directors changed with a new gubernatorial administration.¹¹

While acknowledging that the state Washington D.C. offices serve many clients and provide a broad range of services, the Arkansas Institute summarized their most important function as:

[A] mechanism for protecting the state's interests--and, in an important sense, as a mechanism for ensuring that members of the congressional delegation remember that state government itself is an important constituent. To this end, they provide a significant communication channel between the state and the federal government, helping to preserve or increase the flow of federal benefits to their state, supporting the delegation wherever possible, and providing early warning to the state legislature or Governor about federal initiatives that may impact the state.¹²

Similarly, Calmes observed that the Washington D.C. offices can take "the kind of immediate, state-oriented action that members of Congress or their staffs either cannot take

or do not think to take, given their fixation on the Washington end of the legislative process, lack of time or, occasionally, a belief that their constituents' interests are not the same as the state government's."¹³

Interestingly, both studies recognized that oftentimes state Washington D.C. offices achieve their goals by forming coalitions with other state offices "in the realization that the best defense often calls for teamwork."¹⁴ For example, Calmes noted that states recently have cooperated to "block administration proposals that would cap Medicaid payments and penalize states for food stamp error rates, to win exemptions from budgets cuts for various 'safety net' programs, such as energy assistance for the poor, and to oppose federal gasoline and sales taxes."¹⁵ Several state office directors described the coalition building process. Said one: "'If one of us state office directors finds a problem, what you do is conduct a serious search for friends, and you get all the support you can get[.] Then, of course, each one of us goes to our own delegation on [Capitol] Hill.'" Another explained: "'We'll see what concerns we have, and then we'll look for other states that share those concerns[.] Then we'll go to those states' Washington directors and ask if they can be helpful in getting their governors or their members of Congress involved.'"¹⁶

Office Budgets

Although some offices apparently have been the target of budget cutting measures, the Arkansas Institute found that funds necessary to establish and maintain a state Washington D.C. office appear to be relatively "minimal."¹⁷ The Arkansas Institute noted that in 1988, Calmes found that the average budget for twenty-eight of the thirty-two state Washington D.C. offices was \$264,000; whereas the median budget was \$187,500.¹⁸ The Arkansas Institute reported that, in 1993, the median cost of the thirteen offices that provided budget information on their survey was \$210,000. This represents a 2.3 percent annual increase over the 1988 median budget.¹⁹ The Arkansas Institute indicated that it preferred use of the median figure because it presents the "best measure of the overall picture since, unlike the average [figure], it is unaffected by extreme highs and lows."²⁰

The Arkansas Institute found that the lowest total budget of those offices surveyed in 1993 was \$86,000 for Nebraska, which had only one employee; the most expensive was Texas at \$1 million, which had a staff of eighteen.²¹ Although this seems fairly expensive, the

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Arkansas Institute pointed out that when the cost of a state Washington D.C. office is examined on the basis of expenditure per employee, it is discovered that the cost for the Texas Washington D.C. office is only \$56,000 per employee. This figure is well below the 1993 median of \$67,000 per employee. Nebraska's cost per employee, on the other hand, is well above the median.²²

Staffing

The Arkansas Institute found a strong correlation between annual budget and staff size for the thirteen states providing budget data, indicating that "either is an excellent indicator of the value of the other."²³ Nevertheless, the report cautioned that "it cannot be inferred that the staff size determines the budget (or vice-versa)," because the sample is too small and because "common causal factors (such as the intensity of a state's commitment to a D.C. office) might produce lock-step variation in both budget and staff size."²⁴

The Arkansas Institute observed that staffing patterns of state Washington D.C. offices tend to be somewhat cyclical, shifting in response to ever-changing state and federal administrations, priorities, and budgets.²⁵ Nevertheless, state Washington D.C. offices tend to be fairly small. In comparing staffing figures between 1988 and 1993, the Arkansas Institute found that: the median size for all thirty-two offices covered in 1988 was 4.0 staff; and for the twenty offices responding to the 1993 survey, it was 3.5 staff, 2.5 of which were full-time professionals and the other was a full-time support person.²⁶ The Arkansas Institute acknowledged that the argument could effectively be made that greater staffing is needed, at least in some cases, and that "more could be done and done better by Washington offices with larger staffs." Nonetheless, the Arkansas Institute concluded that these offices apparently can deliver "the essential functions ... without creating a cumbersome and bureaucratic extension of state government."²⁷

According to the Arkansas Institute, a primary reason that these state Washington D.C. offices are able to perform well with such small staffs is that nearly all of the offices are located in the Hall of States, a strategically situated building in Washington D.C. The Arkansas Institute described the advantages of this location to the state offices as follows:

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Here they can easily share information, develop common issues and conduct joint monitoring, coordinate lobbying, and sometimes even share office space. The pool of shared resources provided by the states' D.C. offices seems to provide leverage that enables them to accomplish more, while saving time, energy, and money.²⁸

This assessment appears to be shared by a number of the state offices housed within the Hall of States.²⁹ See Appendix E for a directory of the occupants of the Hall of the States Building. Indeed, the 1988 study of Washington offices by Calmes quoted one office's director as saying, "This building [the Hall of States] is truly a gold mine of information. Rather than having to run all over the city finding out about a particular situation, if you just come up here and ask, 'Which one of the states has been working on the issue?' and go to that state's office, you can save yourself a month of research in 15 minutes." Another compared the building to a college dormitory, saying: "The camaraderie is exceptional.... Doors are constantly open, people going and coming."³⁰ Calmes concluded that the environment offered by the Hall of States is especially valuable for "a one-man operation" or for a smaller office with a four-person staff, quoting still another office director as saying: "Frankly, it would be almost impossible to run a Washington office in the absence of this Hall of the States operation[.] Four people working alone with the kind of budgets we have, I think, would be a poor way to spend state resources."³¹

Calmes also acknowledged that the Hall of the States plays a major role in the coalition building among the state offices: "In constructing coalitions, it helps that many Washington office directors need go no further than the Hall of the States ... four blocks west of the Capitol, occupied by many state government organizations."³² Moreover, as the Arkansas Institute pointed out, within the Hall of States are located "business (sic) and organizations that complement the services of state Washington offices, including the National Governors' Association (NGA), the National Conference of State Legislatures, a variety of state associations, the Council of State Governments Library, and the Federal Funds Information for States"³³ Calmes explained that this latter service provides computerized federal budget information and estimates of "federal funds flowing to the states, with breakdowns by state and program.... State directors share the data with state officials, who translate numbers into potential impact on program beneficiaries, and with their members of Congress, who use it as ammunition in budget-cutting battles."³⁴ According to Calmes,

this "interstate coordination and information sharing fostered within the Hall of the States" is just what the founders of the Hall had in mind when it was conceived.³⁵

Duties and Responsibilities

The Arkansas Institute maintained that information about the clients of a state Washington D.C. office, the tasks performed, and the distribution of staff time among those tasks is critical for understanding which institutions place demands on the staff's time and, thus, whose needs will be satisfied. It also is important for formulating goals for a new office, gaining support for its implementation, and developing appropriate start-up strategies for the new office. Therefore, to obtain more detailed information on the role of and services performed by the state Washington D.C. offices, the Arkansas Institute asked each office to estimate the allocation of professional staff time from each of three perspectives: by client; by function performed; and by sources of help.³⁶ The findings are presented below.

Clients

The Table in Appendix F summarizes the responses of who originates requests for work by the state Washington offices. The median allocations indicate that the typical office serves ten clients; of these, four are in Washington D.C. and six are in the home state.³⁷ These latter clients are the principal users of staff time, accounting for sixty-four percent of the total time available. Of these, agencies in the state's executive branch, including the Governor's office, are the primary users, accounting for more than forty-five percent.³⁸

The Arkansas Institute's findings seem to confirm the concern behind the resolution for this study by reporting that the staff time allocated to requests from state legislatures is quite low generally. Sixteen of the twenty reporting offices estimated spending less than five (seven of these offices indicated "zero") percent of staff time on such requests. Notable exceptions were Texas at forty percent and Oklahoma at twenty-four percent.³⁹ The Arkansas Institute report concluded that it "is reasonable to suppose that legislatures can be reluctant to use a resource that may be established within the Governor's Office, despite the fact that states will often explicitly create the Washington office to serve both the legislative and executive branches, as Arkansas did in 1979."⁴⁰

The Arkansas Institute found that, on the federal level, state Washington offices have three primary clients. The most important, and accounting for nearly thirty percent of professional staff time, are the states' congressional delegations and staff.⁴¹ Although less important, but more significant in terms of demands on staff time than any of the in-state clients except for the executive branch, are the other states' Washington D.C. offices. The Arkansas Institute characterized their significant role as follows:

While amounting to less than six percent of professional time, fulfilling the requests of other offices appears to be a uniquely valuable condition of success. As indicated earlier, it is here that one builds alliances and shares information on matters of state-level concern. At the very least, it is here that offices repay the favors they have received from others and earn the opportunity to call upon them again. Though three Washington offices--Wisconsin, Washington, and Texas--say they never take on work for their peers, six other states estimate that a full ten percent of their workload originates in this way.⁴²

Members of Congress from other states or their staff comprise the third client request source on the federal level. Although most states indicated minimal staff time goes to such requests, Maryland and New Jersey reported that ten percent of their time is spent on these clients. Moreover, the Arkansas Institute suggested that such effort "should be viewed, perhaps, as another (and valuable) kind of networking, which purchases its own rewards in due course."⁴³

Tasks Performed

Appendix G presents the states' responses concerning the tasks performed and the allocation of professional staff time among these tasks. The Arkansas Institute concluded that the responses undoubtedly demonstrate that:

[T]he principal task of state D.C. offices is to represent the states' interests to the states' own congressional delegation--i.e., to lobby the delegation on behalf of the state government (and perhaps also on behalf of major non-governmental groups with the state). This activity not only consumes 20 percent of the typical office's time, but it is the only activity

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in the entire set to which all twenty state offices assigned some time allocation.⁴⁴

The second most common use of staff time, accounting for just over seventeen percent of the total, is for advising the state government about legislative developments in Washington, D.C.⁴⁵ The fact that these first two tasks require nearly forty percent of available staff time led the Arkansas Institute to observe that this:

[Underscores] the significance of the states office's role as a communications channel, a vital two-way in-person link between the home state and its representatives in Congress. This result supports the conclusion ... that the central function of a state Washington office is communication.

But a glance at the estimated time allocation for the other functions makes the point even stronger and clearer. Virtually every other task is an elaboration of the same idea, either because it calls special attention to a particular type of communication, especially one from the state to the federal level, or because it highlights preparatory actions essential to the communications responsibility. Indeed, the third and fourth most significant uses of staff time are examples of preparatory work: assessing the potential impacts of legislation on the home state, and building coalitions with congressional offices beyond one's own or with other state Washington offices to help ensure the strongest consensus on pending legislation. Together, these tasks account for another 22 percent of staff time.⁴⁶

The Arkansas Institute noted that presenting testimony, although potentially the most visible activity, was the one least often reported (the median for all twenty offices is zero).⁴⁷ It therefore concluded that the "communications role of the typical state Washington office is played well behind the scenes."⁴⁸

Although it has been supposed that state Washington D.C. offices facilitate state efforts to increase federal research and development (R&D) funding, the Arkansas Institute found that this activity is:

[Not] important on the agenda of today's state Washington offices. Helping business to capture R&D funds consumes a mere 1.7 percent of available time. Helping state institutions of higher education consumes still less (1.1 percent). The median percentage just for those state offices that actually do devote time to this endeavor is 3.4 percent for business assistance and 3.0 percent for aid to higher education.⁴⁹

Sources of Help Used

Because the state Washington D.C. offices tend to be small, yet serve many types of clients and handle many kinds of responsibilities, it is to be expected that they need to rely upon outside sources. Not surprising, then, the Arkansas Institute study showed that states' Washington office staff carry out their tasks unaided less than an eighth of the time (see Table in Appendix H for a breakdown of sources and percentage of staff time spent). Responses revealed that state agencies within the home state are the most heavily used outside source (nearly twenty-five percent of staff time).⁵⁰ The Arkansas Institute reported that: the second most frequently used resource is the federal executive branch, including the White House (accounting for almost nineteen percent of staff time); and that, in the aggregate, nearly fifty-five percent of time spent is with sources inside the federal government, and most of it within the legislative branch.⁵¹ Another twenty percent of time is spent working on what the Arkansas Institute referred to as the "the Washington level." This includes working within the D.C. office itself, with other state offices, or with national trade and professional associations, especially those in the Hall of States.⁵²

In view of its findings, the Arkansas Institute concluded that: the flow of clients' requests generally is state to national, with about two-thirds of the clients of a state Washington office on the state level and about one-third on the federal level; and the flow of the requests to the Washington D.C. office for aid is national to state, with approximately seventy-five percent of professional staff time focused on national sources and the rest on state government sources.⁵³ Moreover, the Arkansas Institute maintained that the survey responses in Appendix H confirm the existence of a reciprocal, sharing arrangement among the state Washington offices, by showing that these offices are sources for each other 6.1 percent of the time (equivalent to the 5.8 percent in which they are each others' clients).⁵⁴

Greatest Contributions of State Washington D.C. Offices

Based upon its survey results, the Arkansas Institute attempted to draw some conclusions about when the state Washington D.C. offices make their greatest contribution.⁵⁵ The survey answers suggest that the Washington offices are "strongly committed to state service" and that is where they find most of their opportunities to make their greatest contribution.⁵⁶ The findings also suggest that, although staff devote a large percentage of time to requests from the state's congressional delegation, many of these services appear to be "routine, business-as-usual kinds of transactions" rather than work considered most important.⁵⁷

Finally, the finding the Arkansas Institute considered the most significant was that, in more than one out of six cases, the source of work enabling the office to do its "best" was the office itself.⁵⁸

In short, self-initiated projects, begun in most cases with the state as the intended beneficiary and the Governor or the state's congressional delegation as the intended audience, are frequently judged to be highly fruitful, at least in the eyes of those who do the work.... [I]t is clear that freedom to initiate projects is essential to many state Washington offices' view of their performance.⁵⁹

Survey Responses on Pros and Cons of Establishing a State Washington Office

Of particular interest to the topic at hand is the concluding part of the Arkansas Institute's questionnaire, which asked the state Washington offices to address a number of questions that anyone concerned about establishing such an office would be almost certain to ask. The survey results are equally relevant to the issue of establishing a state legislative Washington office. The questions were stated as propositions and the participants were asked to score each proposition on a -10 (totally disagree) to +10 (totally agree) scale, with "0" meaning "uncertain" or "no opinion." In a few cases, the participants also were asked to argue with the proposition and provide a better alternative.⁶⁰ These propositions and the participants' responses are discussed below.

Proposition 1. "What really justifies having a D.C. office is that it can represent the state on a face-to-face, personal basis with the Members, staff, federal administrative people, etc."

The Arkansas Institute report elaborated on this proposition, noting that:

It has been argued that the special advantage that warrants establishing a state office in Washington is the ability it has to work first-hand with people on the federal level, to avoid the long-distance, faceless voices and memos that cannot produce the same kind of close and cooperative working relationships as does a concerned and informed individual sitting across the meeting table. The claim is that, in the political theater, formal communications and channels still cannot match the power of personal relationships.⁶¹

Not only did the respondents strongly agree with this proposition, it elicited the strongest level of agreement of all the propositions posed. In fact, the median response was "an unusual + 10"⁶² Comments by the respondents were quite emphatic: "You'd be nuts not to have one!"; "the potential is unlimited"; and "Arkansas ought to establish an office, without doubt."⁶³

Proposition 2. "The most important contribution of a D.C. office is to remind Members that state government itself is a major constituent."

This proposition focuses on the contention that the knowledge and focus of members of Congress living in Washington D.C. "will necessarily be different" from that of governmental officials in the home state. The Arkansas Institute quoted Calmes describing the advantage state Washington D.C. offices bring to their assignments as "an ability for 'immediate, state-oriented action'--something that Members and their staffs 'either cannot take or do not think to take, given their fixation on the Washington end of the legislative process, lack of time, or, occasionally, a belief that their constituents' interests are not the same as the state government's.'"⁶⁴ The Arkansas Institute acknowledged that, while congressional members are concerned with issues relative to their district, state, and country, state Washington D.C. offices are concerned with state government, and "what matters to (or for) the state is not always the same as what matters to state government."⁶⁵

Interestingly, none of the respondents disagreed with this proposition. Only one indicated being neutral, and seven fully agreed. The Arkansas Institute concluded that the median response was "a rather strong +6.5."⁶⁶

Proposition 3: "The most difficult hurdle in establishing an effective D.C. office is to convince Members that you are not redundant--i.e., that you are not doing work that they were elected to do themselves." "If this isn't the most difficult hurdle, what is?"

The Arkansas Institute reported that this proposition secured the least agreement (+2.5) and reflected the most profound division among the respondents: three totally agreed; four strongly or totally disagreed; three were neutral; and the remainder hovered at the +5 level. The Arkansas Institute conceded that the issue "is still sensitive."⁶⁷ Responses to the second part of the question also varied widely. It may be beneficial here to quote the report directly:

The real hurdle, according to many, is in the state legislature, which not only has to pay the bill, but also can fear that the D.C. office is merely a political arm of the Governor.... Other major hurdles included the following:

- . Getting state agencies to pay attention to what is happening in Washington and, hence, getting them to recognize that an on-site presence can benefit them.
- . Overcoming the opposition of other groups in the home state that believe they are already well-served through their own contacts.
- . Developing and maintaining personal relationships, both federal and state, but especially within the large and often unwieldy federal executive branch.
- . Making sure that the Governor's Office pays attention (and responds quickly). Without this kind of support, the D.C. office loses a good deal of credibility.

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- . Establishing priorities, and not dividing the effort too thinly (the danger being that the office will help many a little and none a lot.⁶⁸

Proposition 4: "A D.C. office can be uniquely helpful in bringing new federal R&D funds into the state--e.g., by alerting business and academia to new RFP's, by helping researchers in the state to identify sources of support for their proposals, by facilitating communications between sources of funding and the researchers, etc."

Although the median response (+5) indicated the state offices were generally moderately inclined to accept this proposition favorably, substantial differences of opinion existed among the respondents: Virginia totally disagreed; Washington, a state successful in attracting R&D funds, disagreed somewhat; and five states, including some significant recipients of federal R&D funds, agreed fully.⁶⁹ The Arkansas Institute found the disagreement concerning these responses particularly interesting because, although:

[T]he median percentage of professional staff time devoted to pursuit of R&D funds by the states that rejected the proposition was predictably zero, the median of the five that strongly support it was only one percent. This suggests, perhaps, that these five states answered the question in its normative meaning. That is, they endorsed what could be a productive function of such offices.⁷⁰

Proposition 5: "Perhaps the easiest way to discover what other states are doing or have done in particular areas is through having proximity with the D.C. offices in these states."

According to the Arkansas Institute, the reason this proposition was included was to test the assertion that being physically in D.C. (and particularly in the Hall of the States) makes it easier for a state Washington office to carry out its responsibilities.⁷¹ Although the median response was fairly strong (+6.5), it was "below what one might expect."⁷² New York turned in the only negative response; Wisconsin, New Jersey, Delaware, Virginia, Kentucky, Minnesota, Oklahoma, and Texas totally agreed with the proposition.⁷³ The Arkansas Institute noted as "odd" that Texas fully agreed with the proposition, given that it reportedly located its office away from the Hall of States "precisely in order to avoid this sort

of exchange."⁷⁴ From this, the Arkansas Institute concluded that it may be "inferred that telephone calls accomplish all that is needed," and the rationale supporting a Washington D.C. office "lies elsewhere."⁷⁵

Proposition 6: "The most important role of the D.C. office is to protect the state from federal legislation or administrative actions that would otherwise cost jobs or hurt the business environment." "If this isn't the 'most important role,' what is?"

The median response to this proposition was a surprisingly moderate +5. Although this role was previously rated by the state offices themselves as quite important, only three reported it as the most important role. Others agreed moderately with the proposition, but indicated this function is "only an aspect of their principal role, which, in the words of one office, is simply 'to work for decisions at the federal level that favor our state.'"⁷⁶ The principal role was characterized by different states to include: "ensuring that the state gets its 'fair share' of the federal budget (or working to get 'the maximum possible amount' of federal funds), protecting the state from costly federal mandates, and fostering a cooperative working relationship between the congressional delegation and the state government."⁷⁷

Proposition 7: "The best way to measure success of a D.C. office is by the revenue it helps bring to the state—or helps keep the state from losing." "If this isn't the 'best way to measure success,' what is?"

The Arkansas Institute pointed out that this proposition elicited the most comment. The median evaluation was a very modest +4.5, with three state fully agreeing, three others scoring it high, and an equal number scoring low.⁷⁸ The Arkansas Institute reported that respondents emphasized that it "can be very misleading" to focus on dollars for a number of reasons, including: the extraordinary difficulty of measuring performance in dollars;⁷⁹ much of the efforts of state offices result in "significant but intangible results"; and "high-priority state projects do not always involve 'large ticket' decisions."⁸⁰

Although revenue measures are required of at least one state office in its formal report to the state legislature, the Arkansas Institute reported that other standards are use by the director in personally "judging the office's effectiveness and value, including 'having satisfied customers.'"⁸¹ The Arkansas Institute pointed out that, not only would most state offices

agree with this standard, they also would agree that, even when it is appropriate to use a revenue measure, the:

[O]verall performance [of the office] can best be determined by augmenting this measure with others, [including]:

- . Counts of project requests, tasks performed, etc.
- . Assessment of the office's influence on non-revenue legislation.
- . Assessment of the office's influence on regulatory or other administrative issues.
- . Nature of the feedback from state constituencies, including clients outside of the state government.⁸²

Proposition 8: *"The name of the game is to ensure that the state's congressional delegation is fully aware of the likely impacts of congressional actions on government operations in the state." "If this isn't 'the name of the game,' what is?"*

Although this proposition produced a strong median score of +8, with eight states fully agreeing, others added two qualifications.⁸³ The first qualification emphasized that communication about impacts must flow both ways: from the delegation and the state office to the state itself, as well as from the state to the delegation. The second, more significant, qualification was made by the director of the New Jersey state office, who indicated the proposition was "correct as far as it goes, but 'it is reactive. To do the D.C. office job right, you need people--and enough people--who are proactive. The need is not just to monitor a bill, but to influence it.'"⁸⁴

Greatest Barriers to State Washington Offices

The final question of the survey asked respondents to identify what they considered was the greatest barrier to their office's future success. The primary theme of the answers was limited funding and small staffs: limited resources prevented offices from working as productively and effectively as they otherwise might.⁸⁵ The continuing federal deficits also were seen as likely to restrict severely the ability to bring in federal dollars to the home state and thus the perceived value of the state Washington D.C. office.⁸⁶ One state cited the

"ever-present danger of political upheaval back home that could bring in a governor and legislators who may not place a priority on the Washington role, or who may just choose to play it with a new cast." Finally, others voiced doubt over their "ability to sustain political support from key elected officials."⁸⁷

Endnotes

1. Wayne I. Boucher, State Washington Offices: Models for Arkansas?, Background Report BR-1 (Little Rock: The Arkansas Institute, December 1993) (hereafter cited as Boucher).
2. Jacqueline Calmes, "444 North Capitol Street: Where State Lobbyists Are Learning Coalition Politics," Governing, Vol. 1, No. 5 (February 1988), pp. 17-21 (hereafter cited as Calmes).
3. Boucher, supra note 1, at 1. Calmes reported in 1988 that the number of such offices had reached an "all-time high" of 32 states and 3 territories maintaining a permanent liaison in Washington D.C. Calmes, supra note 2, at 17. (Compare Appendices C and D.)
4. Boucher, supra note 1, at 1. Although acknowledging that the "facts are not entirely clear," Boucher reported that Texas appears to have opened the first D.C. office in 1965, followed by California in 1967; eleven states opened offices during both Nixon's and Carter's administrations respectively; and during the Reagan-Bush years, some ten D.C. offices came into existence.
5. Id.; accord Calmes, supra note 2, at 18 (state Washington D.C. offices will likely continue playing defense as long as the federal government runs a large budget deficit).
6. See Boucher, supra note 1, at 4.
7. See id. at 4, n.5; see also Appendix C.
8. See discussions in Chapter 4.
9. A fuller discussion of the Texas office appears in Chapter 4.
10. Calmes, supra note 2, at 21.
11. Id.
12. Boucher, supra note 1, at 1.
13. Calmes, supra note 2, at 17.
14. Id. at 18; accord, Boucher, supra note 1, at 7-8, 11 and 17.
15. Calmes, supra note 2, at 18.
16. Id.
17. Boucher, supra note 1, at 4.

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18. Id. at 4, referring to Calmes, at 21. See also Appendix C. Budgets figures for the Maryland, Massachusetts, Missouri, and New York state Washington D.C. offices were not available because they are part of the larger governor's budget. See Boucher, at 4, n.6.
19. Boucher, supra note 1, at 6. However, as Boucher pointed out, only nine states can be strictly compared. The median cost for these increased from \$230,000 in 1988 to \$250,000 in 1993, which is an increase of only 1.7 percent annually. Id. at 6, n.9.
20. Id. at 4, n.7.
21. Id. at 6.
22. Id.
23. Id. at 7.
24. Id.
25. Id. For example, the Table in Appendix C shows, for the seventeen offices that can be compared between the 1988 and 1993 surveys, that nine offices lost staff, four experienced no change, and four grew. Furthermore, the median number of staff for these offices fell from six to four. Id.
26. Id.
27. Id.
28. Id. at 7-8.
29. See the comments by the directors of legislative offices for Illinois and New York in Chapter 4 infra.
30. Calmes, supra note 2, at 18.
31. Id.
32. Id.
33. Boucher, supra note 1, at 8.
34. Calmes, supra note 2, at 20.
35. See id. for a discussion of the history behind the creation of the Hall of States.
36. Boucher noted that, because these questions were asked individually to keep the questionnaire as simple as possible, the responses produced three allocations of the same 100 percent of available time. Boucher, supra note 1, at 9. For the full text of the Arkansas Institute's Questionnaire, see Id. at 30-34.
37. Id. at 9. Although both the average and the median allocations for the twenty reporting offices are given, the Arkansas Institute chose to focus on the medians because they "are largely immune to the occasionally extreme variations in the estimates from office to office." The differences between the average and the median allocation were characterized as "sometimes striking." Id.
38. Id. Hawaii, as well as several other states, reported percentages of 50 percent or higher in time devoted to requests from the executive branch.

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39. Id. at 11.
40. Id. Hawaii's state Washington office also was intended to serve the legislature. See section 29-2(9), Hawaii Revised Statutes (perform other services as may be required by the governor and the legislature).
41. Boucher, supra note 1, at 11.
42. Id. (notes omitted).
43. Id.
44. The estimates ranged from a low of 5% of time from Wisconsin to highs of 50% from Washington and 60% for Oklahoma. Id. at 12.
45. Id. at 14.
46. Id.
47. Id. However, Pennsylvania and Delaware present modest exceptions with 6% and 10% respectively. Id.
48. Id.
49. Id. The Arkansas Institute noted, however, that there is no apparent connection between the percentage of time Washington D.C. offices allocate to this activity and the current ranking of the states as recipients of federal R&D funding. The Arkansas Institute questioned whether an increased effort in this area would justify the investment or merely interfere with efforts already under way by other institutions such as the states' universities. Id. at 14-15.
50. Id. at 15. The Arkansas Institute posited that these sources are used primarily to assist in meeting the needs of the states' congressional delegations.
51. See id. at 15 and Appendix H.
52. Id. at 15.
53. Id. at 17.
54. Id. Compare with Appendix F.
55. Respondents to the survey were asked to answer a three-part open-ended question: "When your office tends to make its greatest contribution, who originates the request for action? Where do you go for answers? What sort of task is complete?" Not all respondents answered all questions. See id. at 18, n.17. Much of this discussion, while interesting, is less pertinent to this report and this has not been included here.
56. Id. at 18-19.
57. Id. at 19.
58. Id. The Arkansas institute pointed out that this source was not even mentioned in the Table in Appendix F, discussing the allocation of professional staff time according to the source of the request. Id.
59. Id.

60. Id. at 24.
61. Id. at 24 (notes omitted).
62. Id.
63. Id. See also discussion by other state directors in Chapters 3 and 4.
64. Boucher, supra note 1, at 25 and n.20. See also note 13 supra and accompanying text.
65. Boucher, supra note 1, at 25 (emphasis supplied).
66. Id.
67. Id.
68. Id. at 25-26.
69. Id. at 26. These five states were Pennsylvania, Delaware, Mississippi, Kentucky, and Texas.
70. Id. (notes omitted).
71. Id. at 27.
72. Id.
73. Id. The Arkansas Institute characterized New York's response as only slightly negative. Id.
74. Id. See also id. at 11 n.14.
75. Id. at 27.
76. Id.
77. Id.
78. Id.
79. As one state commented, it is "impossible to quantify the jobs not lost because legislation was successfully amended before introduction to prevent this loss." Id. at 27-28.
80. Id.
81. Id. at 28.
82. Id. (emphasis supplied). Finally, the Arkansas Institute noted that one state office director whimsically commented that the "real test is 'piece [sic] of mind, and a loving, happy family.'"
83. Id.
84. Id.
85. Id. at 29.

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86. Id.

87. Id.

Chapter 3

STATE OF HAWAII, WASHINGTON, D.C. OFFICE

The Resolution specifically requested that the Bureau's study address the feasibility of the Legislature establishing a presence in Washington, D.C. similar to the Hawaii State Office. In order to determine the feasibility of such a move, it first was necessary to examine the office known officially as the State of Hawaii, Washington, D.C. Office. For convenience's sake, it also is called the Hawaii State Office or the Governor's Washington Office. Throughout this report, it will be referred to as the Hawaii State Office or the Office.

To obtain information about the Hawaii State Office, Bureau staff sent a questionnaire to the Director of the Office, Mr. R. Philip Shimer.¹ The questionnaire is attached as Appendix I. Mr. Finseth's written response appears as Appendix J. Staff also interviewed Mr. C. Rocky Finseth II, who, until recently, had been the Assistant Administrator for the Office for two and one-half years and who helped to open the Office. The information contained in this chapter is a synthesis of the responses received by both of these individuals, unless otherwise indicated.

Organizational Structure

Prior to the establishment of the Hawaii State Office, a number of consultants were hired on an "as needed" basis to represent Hawaii in Washington, D.C. on various issues (e.g., geothermal, space port, Governor's liaison). According to Mr. Finseth, there were several disadvantages with this practice, however. Oftentimes, these consultants were not working in unison; they were not "in sync with one another." Another disadvantage with using consultants was that they represented a lot of other clients, including sometimes other states, which precluded full-time devotion to Hawaii concerns. Also, the Governor² was concerned that, at least with respect to some issues, a consultant might lack effectiveness because of the conflicting interests of different clients. For example, a consultant representing Hawaii might also represent another state whose interests on a particular issue were completely opposite of Hawaii's. In view of the amount of money the State was paying in consulting fees, the Governor realized that, by opening a state Washington D.C. office, he could both save the State money and ensure that the State was "speaking with only one voice" on issues. Accordingly, the Hawaii State Office was opened during the summer of 1991.

The statutory authority for the Hawaii State Office is found under sections 29-2 and 201-81, *Hawaii Revised Statutes*. The Office is actually established and functions under a memorandum of agreement between the Department of Business, Economic Development, and Tourism (DBEDT) and the Department of Budget and Finance (B&F). Section 29-1, *Hawaii Revised Statutes*, established a Hawaii Office of Federal Programs Coordinator in Washington, D.C. The Office of Federal Programs Coordinator is headed by a coordinator, appointed by the Governor, and is placed in the Department of Budget and Finance for administrative purposes.³ Section 201-81, *Hawaii Revised Statutes*, authorizes DBEDT to establish out-of-state offices to assist in promoting and informing businesses and governments of the business opportunities available in the State. More importantly, however, under chapter 201, part VI, *Hawaii Revised Statutes*, out-of-state offices of DBEDT have the authority to function and operate outside the State, without having to comply with certain restrictions imposed on other state offices that would severely hamper their ability to operate.⁴ For these reasons, then, and to facilitate its operation, the Hawaii State Office is located for administrative purposes in DBEDT.⁵

According to Mr. Shimer, the staff of the Hawaii State Office reports to and takes program and policy direction from the Governor, the Federal Programs Coordinator, and the Governor's Special Assistant for State-Federal Relations. Mr. Shimer's written job description states that the position is "under the general supervision of the Director [of DBEDT] and the Governor's office."⁶

Staffing

Mr. Shimer and Mr. Finseth were asked about the staff of the Hawaii State Office, including its size and the advantages, if any, of employing staff from Hawaii or Washington, D.C. The employees of the Hawaii State Office are assigned to DBEDT under section 201-81, for administrative purposes only, and are paid from that department's budget. There are three staff positions: the Director of the Office (also known as the "Out-of-State Administrator");⁷ the Assistant Administrator; and the Administrative Assistant.⁸

Two of the three staff members are from Hawaii. In Mr. Shimer's opinion, this "mixed combination seems to work well." He explains that, having worked for, or on behalf of, a number of governors in Washington, D.C., for the past fifteen years, he brings to the Office a

good understanding of how Congress and the federal government work. Being from Hawaii, the Assistant Administrator and the Administrative Assistant possess important knowledge about the State, its government, and the Legislature. Both have worked in the Office of State Planning (OSP) and at the Legislature. "They also add a touch of the 'Aloha Spirit,' lending further credibility to a Hawaii office."

Mr. Finseth appeared to concur that it is better to have a mix of Hawaii and D.C. people on staff. He explained that it is vital that the staff have intimate knowledge of the workings and procedures on Capitol Hill. The disadvantage of having staff only from Hawaii is that "very few people just coming from Hawaii could hit the ground running."

With respect to the small staff size, Mr. Finseth observed that with only two professional staff members, the Office obviously is "spread a little thin" on covering substantive issues. Because of this, "you have to pick and choose the issues you work on; some issues are just too much to deal with." In contrast, a large staff office, such as that of Texas, can be very focused on substantive issues because there are more staff members among whom to divide the subject areas. Finally, he cautioned that, from a practical standpoint, it would be "chaotic" for the Hawaii State Office, given its current staff size, to have to deal with or be responsible for the interests of both the Legislature and the Governor.

Duties

Mr. Shimer and Mr. Finseth were asked about the specific responsibilities and functions of the Hawaii State Office. According to Mr. Shimer, specific responsibilities assigned to the Office include: tracking federal legislation; assisting in the development and communication to the legislative and executive branches of the State's federal positions; monitoring the development and implementation of rules and regulations; alerting state departments to federal grants and other program and policy notices; attending and representing state departments at meetings in Washington, D.C.; following up on requests made by state agencies for information from the congressional delegation or federal agencies and vice-versa. Mr. Shimer further observed that: "The office serves as a 'real time' point of contact for federal agencies, the Hawaii delegation, other Congressional members, and those requesting information on the State--travel agents, school children, potential tourists and residents, and researchers." Mr. Finseth agreed that a surprising number of calls to the

STATE OF HAWAII, WASHINGTON, D.C. OFFICE

Office are from school children and would-be visitors and residents. He also pointed out that staff spend a considerable amount of time promoting Hawaii and fielding requests for information that relieves state agencies in Hawaii from having to respond.⁹

Mr. Shimer's written job description is of interest here and further indicates the scope of activities undertaken by the Hawaii State Office. It states that the Director is:

[R]esponsible for the development and management of the Washington, D.C. office ... in representing the State of Hawaii relative to the purposes enumerated in Section 201-81 and Section 29-1, [Hawaii Revised Statutes]. It is charged with the overall responsibility for the actual conduct of programs, projects, activities and support services in fulfilling administrative initiatives and the purposes of Section 201-81 and Section[s] 29-1 and -2.¹⁰

The job description specifically enumerates the following substantive duties and responsibilities and agency liaison functions:

- (1) Serve as the Governor's Representative in Washington D.C.;
- (2) Establish and advocate coherent federal agenda;
- (3) Provide timely information to departments on federal issues and actions;
- (4) Provide official replies to any federal agency or member of committee of Congress;
- (5) Interact with federal agencies that would require or need assistance or communication by the Congressional delegation;
- (6) Lobby on behalf of the State and state departments;
- (7) Plan, organize, direct, and coordinate out-of-state programs, projects, activities, and services in Washington D.C.;

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- (8) Maintain departmental and state contact and liaison for administrative guidance and report orally and in writing on operations;
- (9) Recommend consultant services and scope of services and conduct relevant coordination, administration, and technical functions to assure the State's interests are served;
- (10) Maintain contact with the Director's office and State programs to assure consistency of office operations with State concerns, interests, and programs and carry out exchange of information on policies, procedures, events, and activities; and
- (11) Conduct liaison, promotional, informational, and other activities to assist in carrying out administration and State initiatives in dealing with Federal agencies and other groups headquartered in Washington D.C.

Also listed are several office managerial and budgetary responsibilities. The job description for the Assistant Administrator, which was the position Mr. Finseth occupied while with the Office, indicates that the Assistant is to assist the Administrator with these same duties. See Appendix L.

When asked about the duties of the Hawaii State Office, Mr. Finseth pointed out that the Office is responsible for the duties set forth in section 29-2, *Hawaii Revised Statutes*, relating to the federal programs coordinator. He explained these in detail. A number of state departments and agencies use the Office as a coordinating body for their plans, policies, and activities, as contemplated by the statute.¹¹ The Hawaii State Office works constantly to create congressional awareness and understanding of the needs and potentials of the State.¹² As an example, Mr. Finseth cited the the role the Office played concerning military base closures, providing information for the Base Realignment and Closure Commission, and helping to coordinate a response to the press and community with respect to the closure of Barber's Point. The Office encourages and advises state departments, universities, or other appropriate state and local agencies in Hawaii of the availability of and requirements for federal grants.¹³ To this end, Office staff review the *Federal Register* on a daily basis and transmit information concerning grants back to the State. Mr. Finseth reported that this has increased the lead time of entities applying for grants by two to three weeks.

The Hawaii State Office provides factual data to Congress and the congressional delegation on a daily basis.¹⁴ Mr. Finseth observed that this was particularly true of issues relating to health care reform during this past year. Many people in Congress wanted an overview of the health care system in Hawaii. The Office responded to hundreds of question through the congressional delegation. However, if questions were very specific or technical, the congressional delegation would refer the requester directly to the Office for a response. The Office also assists in "advising" the congressional delegation. In particular, Mr. Finseth, explained that the Governor meets annually with the congressional delegation to outline the State's federal priorities prior to the start of each congressional session. These priorities are derived from lists of priorities submitted annually by the various state departments to the Governor. The Governor and the Hawaii State Office "weed out these lists" and then the Governor ultimately determines the list of federal priorities to submit to the congressional delegation. These priorities then set the agenda for the Office.

The Hawaii State Office expends considerable effort in recommending legislative or administrative action to the Governor and the various state departments to enable the State to avail itself of beneficial federal programs.¹⁵ The Office also maintains daily contact with other federal, state, and local officials and agencies.¹⁶ In this regard, Mr. Finseth noted that the Hawaii State Office presents a definite advantage because it is exceedingly more expedient to set up meeting contacts in Washington, D.C., than in Honolulu. The Office usually cooperates extensively with the congressional delegation in promoting federal legislation or administrative action that will benefit Hawaii.¹⁷ However, Mr. Finseth cautioned that although "you recognize that the office could not survive without the cooperative effort between the two, there nevertheless are times when you separate with the delegation on certain issues."

The Hawaii State Office is authorized to appear before congressional committees in support or opposition to legislation that affects Hawaii.¹⁸ Mr. Finseth reported that although he himself never appeared, he often assisted others who were to appear. Mr. Finseth also noted that the Office performed "endless" miscellaneous duties or services.¹⁹ The Office administers allocated funds and accepts, disburses, and allocates funds that become available to it from other governmental units. At the end of each congressional session, the Office prepares a report to the Governor on how the priorities set at the beginning of the session have fared. Mr. Finseth explained that this report is accepted as the annual report contemplated in section 29-2(11), *Hawaii Revised Statutes*.

Of particular interest to this study is the amount of service or assistance that the Hawaii State Office provides to the Legislature. Both Mr. Shimer and Mr. Finseth were asked: "Does the office perform any function for the legislative branch, and if so, please specify? If not, does the office view itself solely as an agency created to serve the executive branch?" Mr. Shimer wrote in response:

To date, the office has not performed specific, routine services for the Legislature; however, it does not exclusively serve the executive branch either. Several members of the legislature have, in the past, utilized the office for various purposes--obtaining information, scheduling appointments or using the office as a "home base" while in D.C. Some Legislators have regularly relied upon the office for status reports on issues either under their jurisdiction, or of a personal interest. The Administrator has on occasion attended D.C. meetings with members of the Legislature.

Mr. Finseth stated that the Hawaii State Office has always been very responsive to legislative requests for information and has provided assistance with legislator's Washington, D.C. visits. He pointed out, however, that the Office may have difficulty continuing to service the Legislature as in the past due to cuts in the Office's budget.

A review of the written duties and responsibilities of the Office leads to the conclusion that, by far, the focus is on the executive branch rather than the legislative branch. Section 29-2, *Hawaii Revised Statutes*, mentions the Legislature only sparingly, stating that the coordinator shall perform "such other services as may be required by the governor and the legislature."²⁰ Moreover, the job descriptions for the Director and Assistant Administrator make no specific mention of the Legislature. Furthermore, the Office, in responding to the Arkansas Institute's 1993 survey, was one of several reporting percentages of fifty percent or higher in time devoted to requests from the executive branch.²¹

Budget

Mr. Shimer provided the Bureau with the following information on office expenditures. The total budget for Fiscal Year 1993-1994 for the Hawaii State Office is \$256,516.19. This includes: \$52,776.86 for rent; \$153,912 in salaries; \$9,132.83 for telephone and fax service and phone rental; and \$9,733.57 for airfare and subsistence. See Appendix N for a breakdown of all the Office expenses. Mr. Finseth reported, however, that the Legislature cut the Office budget during the 1994 regular session to \$150,000.²² Mr. Shimer confirmed the budget cuts, adding that "additional funds will be necessary to avoid a break in continuity of service."

Other Comments

Both men were asked their opinions of the pros and cons of the Legislature setting up a separate Washington, D.C. office. Addressing the positive aspects, Mr. Shimer wrote:

The executive and legislative branches of state government, while generally working toward similar goals, sometimes have different priorities. The establishment of a dedicated legislative liaison in Washington, D.C. would enhance the ability of the Legislature to ensure that its priorities, goals, and interests are properly communicated to federal decision makers (Congress and the Administration).

Mr. Finseth acknowledged that he is a very "strong advocate of having a state office in Washington, D.C." He stated his belief that not having some type of presence in Washington, D.C. is a "severe disadvantage to any state" and that the more "presence" a state has, the better. In trying to explain the critical value of the State's presence in Washington, D.C., he said:

You don't understand the opportunities and issues you miss until you get there and operate in that environment.... It is actually frightening to watch the health care debate unfold and know that our health care system could be affected. There seems to be no realization of this outside the [state] department of health. We,

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as a State, could really be hurt by what comes out of Washington, D.C. over this issue.

Mr. Finseth also was outspoken in his support of a legislative office in Washington, D.C., contending that there is "no question that it works to the Legislature's disadvantage not having a voice there." He concurred with Mr. Shimer that there are times when the Legislature's interests and goals will be different from that of others representing the State in Washington, D.C. Indeed, this realization helped him to overcome his "initial skepticism" about the value and effectiveness of having a state Washington, D.C. office:

I wondered whether [Hawaii] really could influence decisions being made 6,000 miles ways [away] and isn't that what the Congressional delegation is supposed to be doing? But you find when you get there that the interests of the Governor or the Legislature compete with other interests in D.C. and you don't always come out on the winning side vis a vis the congressional delegation.

Mr. Finseth cited NAFTA as a "perfect example" of such conflicting interests, explaining that "the Governor strongly supported the free trade agreement; he was very committed to President Clinton and his efforts. The congressional delegation, on the other hand, clearly was against the trade agreement." Mr. Finseth also pointed to the debate concerning health care reform as another example:

At one point in time, while the Governor was strongly, publicly committed to the basic concepts of Clinton's plan (including employer mandated, universal access), the Hawaii congressional delegation, or at least the majority of the delegation, went on record as supporting a single payer system, which was completely opposite of where the Governor stood on the issue.²³

Mr. Finseth explained that the only remaining avenue he has found through which the State can influence federal decision makers, once the congressional delegation moves away from the Governor's position on an issue, has been the Hawaii State Office. He added that, like the Governor, the Legislature may have its own views, separate from the congressional delegation, on a number of issues such as trade policy and health care. Moreover, Mr. Finseth pointed out that many decisions made in Washington, D.C. directly affect state

legislatures. "Certainly the Legislature has a big stake in health care reform with respect to Medicaid and the dramatic increase in these costs." He observed that the impact of decisions by federal law makers on state legislatures may be even greater, given the overall mentality in Washington, D.C. now to "pass the buck to the states, in the form of unfunded mandates."²⁴ He reiterated that state legislatures without a voice in Washington, D.C. are at a severe disadvantage.

Mr. Finseth made an additional argument supporting a legislative Washington, D.C. office:

"Being 6,000 miles away, Hawaii isn't really aware of the money available in Washington, D.C. It is an education process. But other states are more aware and they take advantage of this. It is important that the State inform itself about moneys available to states and filter the information back to the appropriate parties in the Hawaii so they can act upon that information. The more people that are in Washington, D.C. looking out for the State, the better.

According to Mr. Shimer, the "cost of setting up a separate office in Washington, D.C. is the most significant factor in arguing against the establishment of a separate office." He conceded that many of the functions carried out by both an executive and legislative office in Washington, D.C. would be "duplicative and hard to justify in tight budget years."

Mr. Finseth agreed that cost is definitely a factor in the decision whether to open a separate legislative office, stating that:

As we look to shrink government, things like a Washington, D.C. office are prime targets for closure, but ultimately this is a mistake. If we were to close the Hawaii State Office, we should open a legislative office. Hawaii is at a real disadvantage being six time zones away; we are out of the loop with what is happening in Washington, D.C. Decisions are being made there that have a direct impact here and we don't even know what's happening.

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Other than the cost, however, Mr. Finseth insisted that there were not too many disadvantages to having a legislative office in Washington, D.C. Nevertheless, he cautioned that:

You cannot open the office and then forget about it. You need a lot of interaction to take place. If the office loses daily interaction with what is happening back in Hawaii, then the perspective of the Washington, D.C. staff gets skewed (this is referred to as "inside the beltway mentality"). You need to take into account the dynamics of life in Washington, D.C., but also keep in touch with your home base.

Mr. Shimer agreed, noting that:

Effective communications with Washington goes in both directions, and is often most critical during a reaction to outside events or other crisis. The Legislature, in considering Washington representation, needs to ensure that its ability to access information on a timely basis is enhanced, as well as its ability to respond quickly to fast moving events on the federal level.

Finally, Mr. Shimer concluded his written response by offering the following "personal observations based upon a number of years working with both successful and unsuccessful efforts by states to increase their presence in Washington:"

The most important decision is personnel--who you pick and whether or not you can work with them is much more important than how many staff you have. Secondly, for a D.C. office to effectively function, there must be the desire and commitment by its 'clients' to invest the time and money necessary to make a long-term commitment. Continuity is important in Washington, where some major initiatives often take many years to bear fruit. A Washington operation cannot be started one year, shut down the next, only to open it back up a few years later. If the Hawaii Legislature desires to establish a communications and information type office in D.C., it will be necessary to 'hit the ground running.' Given budget cuts absorbed by the Washington Office in the current year, additional funds will be necessary to avoid a

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break in continuity of service. These funds may have to be provided by an early budget session taken by the new Legislature.

Mr. Finseth also had some parting advice about opening a legislative Washington, D.C. office. He cautioned that, for such an office to operate effectively, the Legislature needs to set a clear agenda:

The direction has to come from the leadership of the Senate and the House. You can't have seventy-six bosses. Similar to the operations of the current Hawaii State Office, staff of the legislative office should work with the leadership to create a package of priorities for the upcoming congressional session. This is what the legislative office would then focus on and operate from; it would give the office a basis for developing lobbying strategy.

He also expressed concern that, without this clear direction, a legislative office could become merely an office of protocol.

Part of the fear of having an office is you don't want it to do protocol functions. If you have a small office, there just isn't sufficient staff. If you have a larger office, one person could be assigned to handle all protocol functions. If the legislature is serious about a Washington, D.C. office, it needs to move away from protocol and pursue important policy issues.

Endnotes

1. The official letterhead lists the title of "Director", but the job description for this position refers to it as the "Out-of-state Administrator." See Appendix K.
2. The reference throughout this chapter is to former Governor John Waihee.
3. The Governor's Administrative Director, Mr. Joshua C. Agsalud, serves as the Federal Programs Coordinator. However, accordingly to Mr. Finseth, Mr. Agsalud has delegated that authority to the Office of State Planning.
4. See Haw. Rev. Stat. at §201-85 which exempts out-of-state offices from following certain state laws, e.g., buying supplies outside the procurement code, leasing office space without departmental approvals, and hiring exempt personnel.
5. According to Mr. Finseth, DBEDT originally had a Washington D.C. office, known as the DBEDT Washington office, but it was shut down when the Hawaii State Office was opened.

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6. See Appendix K.
7. Id. See also note 1, supra.
8. See Appendices K, L, and M for job position descriptions.
9. Specific examples offered by Mr. Finseth included: providing information concerning nonresident tax returns and quarantine laws; and a request from a Washington, D.C., area "senior's home" requesting the presence of a representative from the Office to help them celebrate Admission's Day.
10. See Appendix K.
11. The coordinator is to provide a mechanism by which federal, state, and local agencies can coordinate their plans, policies, and activities. Haw. Rev. Stat. at §29-2(1).
12. Id. at §29-2(2).
13. Id. at §29-2(3).
14. Id. at §29-2(4).
15. Id. at §29-2(5).
16. Id. at §29-2(6).
17. Id. at §29-2(7).
18. Id. at §29-2(8).
19. Id. at §29-2(9).
20. Id.
21. See Chapter 2, note 38 and accompanying text.
22. Mr. Finseth conceded that "as resources in the State are dwindling, the Hawaii State Office is an easy target to save \$150,000 when faced with other priorities, such as choosing between a homeless shelter or a Washington, D.C. office. It requires making a commitment to fund the Office at the expense of other programs."
23. Mr. Finseth acknowledged that some movement or shifting of positions is still occurring as the debate continues and that he is unsure where the delegation stands now.
24. Indeed, the Legislature's concern over the number of such mandates is evident by H.R. No. 370, H.D. 1 (1994) which requests the Legislative Reference Bureau to study this issue.

Chapter 4

LEGISLATIVE EFFORTS TO INCREASE ACCESS TO WASHINGTON

General Approaches Taken

In 1984, Carol Steinbach wrote a brief review of what some state legislatures were doing to enhance their relations with federal law makers.¹ According to Steinbach, many state legislators were "frustrated that federal lawmakers simply were not paying enough attention to unique state problems or to how congressional actions affected the operations of government back home."² Steinbach found that, to track events in Washington and influence federal legislation, state legislatures were:

[P]ursuing a virtual Chinese menu of approaches. Each is a little different, reflecting the unique style and character of the legislature and its leadership. Each is also influenced to a degree by the party make-up of the state government, the size of the state, its proximity to Washington, and its reliance on federal dollars.³

Steinbach listed six broad categories of approaches state legislatures have taken to establish formal links with Congress:

- (1) Establishing separate Washington D.C. offices (Steinbach noted that Illinois and New York were the only two legislatures with separate offices - this remains true today);
- (2) Establishing special legislative committees or commissions to track and comment on federal initiatives or assigning a staff member in the legislature's leadership the primary responsibility for keeping abreast of Washington developments;
- (3) Hiring a professional lobbying firm to represent the legislature's interests in Washington D.C.;

- (4) Providing representation through a multifunctional state office in Washington D.C. that serves both the legislature and the executive branch;
- (5) Establishing regular exchange programs to encourage face-to-face meetings between legislators and the congressional delegation; and
- (6) Relying upon NCSL and other similar organizations for formal links to Washington D.C.⁴

In addition, Steinbach reported that Louisiana and Virginia have a regular exchange forum between state and federal lawmakers. Although substantive issues are discussed, Steinbach noted that the "true value of such exchanges is the opportunity to develop a mutual understanding of each other's problems."⁵ Foreshadowing the later comments of Calmes and the Arkansas Institute, Steinbach acknowledged that an alliance of states may be helpful in achieving specific state objectives.⁶ With respect to the hiring of lobbyists to represent state legislatures, Steinbach acknowledged a difference of opinion as to their effectiveness. On the one hand, some charge that there is a potential for conflict of interest and that an "outsider" cannot represent the legislature as adequately as someone "intimately familiar with the state's processes and political culture."⁷ On the other hand, Steinbach noted that others support the idea and feel that it is "cheaper to hire a paid lobbyist on a spot basis than to maintain an office" in Washington D.C.⁸

Regardless of the approach taken by state legislatures, the common goal has been to improve communications. Steinbach reported that, although Congressional offices frequently rely upon state representatives in Washington D.C. to alert them to state concerns and find their assistance invaluable in contacting state and local agencies, the congressmen and their staffs caution that the "formal channels of communication can be only as effective as the personal relationships (the one-to one contacts) between state legislators and their counterparts in Washington. No single mechanism or institution will be good or lacking."⁹ Moreover, some congressmen contend that the many informal exchanges that occur between state and federal lawmakers are the "the heart of political communication and influence. 'Personal contact is still the key to political influence In politics, personal relationships are always more important than formal ones.'... '[Communication] is still more a function of personalities One-on-one communication is more effective than any letter signed by any group of legislators.'"¹⁰

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Steinbach concluded that the real difference that has resulted from these efforts "has come not on broad national issues - though state input on them has increased measurably - but on the hundreds of individualized state concerns, on which Congress previously took no action or legislated in a vacuum (sic)."¹¹

Although Steinbach's 1984 review is somewhat dated, the Bureau found that the discussion of alternative approaches state legislatures can take to improve communication with Congress remains fairly comprehensive. Moreover, the Bureau concurs with Steinbach's observation that the approach any legislature chooses to take will be a little different depending, in large part, upon its unique style, character, leadership, and party make-up.¹² For example, the Illinois and New York legislatures opted to open Washington, D.C. offices separate from the governor's office or the executive branch. But even these approaches are quite different, as the Illinois General Assembly has one nonpartisan office, whereas both Houses of the New York Legislature have their own partisan offices.

A complete survey of each state legislature, and possibly each House and the leadership of each political party in each House, was considered unwarranted, given the likely minimal return from such effort. Instead, and in view of the Legislature's emphasis on exploring the feasibility of establishing a separate Washington, D.C. office, the Bureau endeavored to examine the experiences of existing state legislative Washington offices. The Bureau contacted and interviewed staff from the legislative offices for the Illinois General Assembly and the New York Legislature. These offices are discussed in detail in the remainder of this chapter. The Bureau also attempted to contact the state Washington offices of Texas and Florida, which had been characterized to the Bureau as having legislative staff assigned within a governor's or a state executive branch Washington, D.C. office. The Bureau discovered that this characterization of the Texas office is inaccurate. Texas has established a separate state agency of state-federal relations, with a Washington, D.C. office, which represents the entire state government. Bureau staff interviewed the Director of the agency's Austin office and information based on this discussion appears at the end of the chapter. Unfortunately, repeated attempts by the Bureau to contact the Florida Washington, D.C. office were unsuccessful.¹³

WASHINGTON OFFICE OF THE ILLINOIS GENERAL ASSEMBLY

Organizational Structure

The Illinois General Assembly opened a Washington, D.C., Office in January 1981.¹⁴ The Washington Office was placed under the direction of the Illinois Commission on Intergovernmental Cooperation,¹⁵ which was established as a bipartisan legislative support services agency under the Joint Committee on Legislative Support Services.¹⁶ The primary functions of the Illinois Commission on Intergovernmental Cooperation are to:

- (1) Carry forward participation of the State as a member of the Council of State Governments;
- (2) Encourage and assist legislative, executive, administrative, and judicial officials and employees to maintain friendly contact with officials and employees of the states, the federal government, and local units of government;
- (3) Advance cooperation between the State and other units of government through proposals and by facilitating compacts, uniform or reciprocal statutes, rules, or regulations, informal or personal cooperation of governmental offices, officials, and employees, and interchange and clearance of research information; and
- (4) Act as an information center for the General Assembly in the field of federal-state relations and as the State Central Information Reception Agency for the purpose of receiving information from federal agencies under the U.S. Office of Management and Budget Circular A-98 and the U.S. Department of the Treasury Circular TC-1082.¹⁷

Illinois law also established an Advisory Committee on Block Grants within the Commission which is charged with reviewing, analyzing, and making recommendations through the Commission to the General Assembly and the Governor on the use of federally funded block grants.

An article, written about the General Assembly's Washington Office in 1983, explains the impetus for its establishment:

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The push for a separate office was not merely the result of partisan problems between a Republican chief executive and Democratic leaders in the Legislature. The situation was largely the same under Democratic Gov. Dan Walker's administration.

"[Governors] Ogilvie and Walker had people (in Washington) who in my opinion were under orders not to be cooperative with the Legislature," according to Senate President Philip Rock, who played a leading role in establishing the General Assembly's Washington office.

In the first few years of Gov. James Thompson's administration, the problems did not diminish.

"Our members want a balanced view," says John Lattimer, executive director of the Illinois Commission on Intergovernmental Cooperation, a bipartisan arm of the [Illinois] General Assembly that runs the Washington office. "They want to make up their own minds and not just accept the governor's point of view."¹⁸

More than ten years later, the Director of the Washington Office Mr. Van Esser agrees with this assessment: "The Illinois General Assembly is very independent and likes to have its own eyes and ears here in Washington, D.C." For this reason, perhaps, the Washington Office, in addition to reporting to the Illinois Commission on Intergovernmental Cooperation, also reports to a Joint Legislative Committee on Administration, which is composed of the chiefs of staff of the leaders of the General Assembly.¹⁹

Staffing

The Washington Office has a total of five staff members: the Director; an Associate Director; two Research Associates; and one Office Manager. According to Mr. Esser, the professional staff are assigned to specific issue areas, such as budget and tax; health and human services; education and environment; transportation and communication. Staff members are responsible for "following or tracking developments, including any legislation or regulations, on issues in their assigned area, and reporting any problems or concerns" to the Director. Staff also are responsible for keeping abreast of what other states are doing in these areas. The Director is responsible for carrying out any lobbying conducted by the Office.

Mr. Esser was asked where staff members are usually from and whether there is any advantage of employing staff from either the Illinois or the Washington, D.C. area. He responded that, except for the office manager who is from the Washington, D.C. area, the staff "originally are from Illinois, but have been in D.C. for awhile and are familiar with how things work on 'the Hill.' Usually they are people referred to [the Director] by the leadership in Illinois."

Duties

Written material describing the services of the Washington Office lists six general areas of responsibility:

- (1) Monitor and analyze federal legislation, appropriations, and regulations;
- (2) Review and share information regularly on federal activities through notices of congressional hearings and federal meetings distributed to legislative staff and special reports on current issues prepared for legislative leaders;
- (3) Inform the Illinois congressional delegation of concerns and policy positions of the state legislature, staff committees, and coordinate meetings involving congressional and federal agency officials;
- (4) Help to prepare testimony for legislators and other Illinois officials appearing before congressional committees and federal agencies;
- (5) Assist with writing grant proposals to supplement legislative projects undertaken by Washington and Springfield offices, drafting bills, and writing committee reports; and
- (6) "Lobby" actively for and against federal initiatives at the request of legislators and on behalf of the General Assembly and State.²⁰

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According to Mr. Esser, the general responsibilities of the office include tracking all federal legislation and regulations pertinent to Illinois and being aware of activities in other states. The Washington Office is responsible for cooperating with other state agencies and particularly with the Washington, D.C. offices of the Governor and the City of Chicago. Staff members work closely with other national organizations and interest groups such as the National Conference of State Legislatures (NCSL), National Association of Attorneys General, and the National Association of Governors (NAG).

Staff also consistently monitor the *Federal Register* to determine the potential grants available to the states. The Washington Office also prepares and distributes a monthly grant alert with pertinent information on grants to all state legislators, state and local agencies, and state universities to help increase the amount of federal dollars flowing into the state. See Appendix R for a copy of a *Monthly Grant Alert*. Although Mr. Esser conceded that he could not give an estimate of "how much grant money comes into the state as a result of this activity because the office does not have the resources to do [such] follow-up," he nevertheless maintained that this activity "fills a need not otherwise met," since it is not done by the Governor's Washington, D.C. office.

The Washington Office publishes a quarterly newsletter written by the staff, with articles focusing on "hot issues, such as the concept of the information super highway, education reform, or the crime bill [passed last session]." In addition, the staff respond to specific issues or questions with which Legislators request help. Mr. Esser indicated that he maintains close communication with Springfield, reporting back on a weekly basis with updates on Office activities. Mr. Esser acknowledged that staff occasionally provide assistance to nonlegislative personnel, but usually only where a relationship already has been established through a Legislator. The most common examples are where a Legislator may request the Office to look into an issue for a particular entity, such as a city or a state institution. Nevertheless, the initial contact and, usually any subsequent requests, come through a Legislator.

Budget

Mr. Esser indicated that the Washington Office's budget is approximately \$250,000 annually. See Appendix S for a budget summary provided by Mr. Esser of the Washington Office's fiscal operations. Mr. Esser noted that staff salaries are as follows: \$37,000 for the Associate Director, \$28,000 and \$26,000 for the Research Associates, and \$25,000 for the Office Manager.

Like many other state Washington, D.C., offices, the Illinois Washington Office is located in the Hall of the States Building. Mr. Esser explained that a large portion of the office budget goes to "contractual services." These are services, including most office supplies, telephone, copying, etc., that are provided by the State Services Organization, as part of a package for occupants of the Hall of the States Building. Each office is billed monthly for these services. See Appendix T for a typical month's breakdown of these services. Mr. Esser echoed New York Director Mr. Bartholomew's assessment that the package offered by the Hall of the States is both reasonable and convenient.²¹ He observed that an office located in the Hall of the States Building would need very little equipment, except its own furniture and fax machine.

Mr. Esser acknowledged that the "rent is a little expensive, but that is because of the building's prime location -- two blocks from the Capitol and one block from the Senate Office Building." According to an invoice Mr. Esser shared with the Bureau, rent in the Hall of the States for the Washington Office during the month of October 1993 was \$3,924.93. See Appendix U. Assuming no rate increase, this would translate to a annual rent of \$47,099.16.

Other Comments

Mr. Esser agreed with other representatives of state Washington, D.C. offices about the value of having such an office. He maintained that "if you are not present in Washington, D.C., you often don't find out about important issues or impending actions or events in time to respond effectively. Being present in D.C. allows an immediate response to things." He also noted that it is important to have sufficient staff assigned full time to this task.

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Mr. Esser also concurred with others about the advantages of having an office located in the Hall of the States building:

There is a special advantage in being in the Hall of States building. Everyone is keeping tabs on everything; word is put out fast if something big is breaking. When this happens, NCSL issues an action alert to inform everyone in the building. Then, individual offices use their contacts with people in the congressional offices or within the federal bureaucracy to try to exert their influence.

Not surprisingly, Mr. Esser was strongly supportive of the Legislature having a separate legislative Washington, D.C. office:

One could argue that a separate legislative office is not needed if there already is a Governor's office in Washington, D.C. However, the Illinois General Assembly feels it is important to have at least one person in D.C. who is independent enough to provide his or her own analysis to the Legislature. Although it is true that often the two offices have the same agenda, there clearly are times when their agendas differ.

Mr. Esser acknowledged that there is a general feeling that the state legislature cannot rely too much upon its congressional delegation. "They generally are too busy and also don't think about things in the same way the state or legislature does -- they have a different point of view -- especially on issues where state authority is preempted or states are given mandates without being given any money to accomplish the mandate."

Mr. Esser also conceded that the Office has to "walk a thin line sometimes and not get involved in certain issues where there is no consensus," such as with abortion issues. Nevertheless, he maintained that "at other times, a bipartisan view has enabled the legislative office to see 'the big picture' and focus on broader issues because of its bipartisanship. Therefore, the legislative office serves a very useful role, distinct from the Governor's office."²² Mr. Esser also pointed out that, in certain instances, the Governor's office would not be helpful, from the Illinois General Assembly's point of view. For example, the Governor's office would be unlikely to have the same view as the General Assembly of a bill

that would result in giving the states' chief executive more authority without having to consult with the state legislatures.

Mr. Esser noted that an additional advantage to having legislative staff in Washington, D.C. is that "it facilitates the arranging of meetings for state legislators when they are in Washington, D.C., and staff can assist legislators in providing testimony before Congress and help them to get around the city. It is very helpful to have someone on the scene to facilitate visits."

Finally, Mr. Esser observed that it is extremely beneficial for NCSL to have legislative representatives in Washington, D.C. to help lobby with respect to state issues:

Having New York and Illinois on-site in D.C. has been a tremendous help to NCSL in keeping apprised of state legislative concerns. Such close networking with legislative offices makes NCSL an even more effective voice before Congress and federal agencies. It also facilitates the states working together, as they did, for example, in health care reform. NGA participated directly on Hilary's [health care reform] task force, but NCSL did not. Instead, NCSL, with representatives from the Illinois and New York legislatures, met to express their concerns to the Task Force leadership. This had the result of bringing out other state legislatures to express their concerns directly.

Another example was the energy tax. A bill went through the [United States] House that would have affected the tax on state and local governments. The state legislatures were instrumental in having the provision removed when the bill went through the Senate. The Washington Office was able to lobby Rep. [Dan] Rostenkowski to remove it from the bill. This saved Illinois, alone, tens of millions of dollars. This is an example of how being on site allowed the Washington Office to find out about potential problems that could affect the State and take quick action. You won't find out about this long distance.

Mr. Esser observed that NCSL "continually tries to bring more legislative members into the lobbying process. Having such communication and network is important. NCSL issues action alerts and federal updates to inform the state legislatures and provides a vital assistance to them." Mr. Esser acknowledged it is "difficult to find time to focus on the

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federal government when just focusing on the problems of your own state is overwhelming enough. That's why the presence of NCSL is vital -- they are doing a good job."

Mr. Esser was asked what other measures, short of establishing a separate office, a state legislature might take to improve its communication with Washington, D.C. He suggested that the legislature would not have to open its own office. To save costs, it could combine space with the executive branch or Governor's office to represent the interest of the entire state, including the legislature. Another alternative would be to share space with another state's office to cut costs. Still another alternative would be to hire a consultant to represent the interests of the legislature. Mr. Esser noted that there are a number of firms in Washington, D.C. that have attorneys lobbying fulltime. In fact, some state Washington, D.C. offices even hire attorneys to lobby for the state on specific issues important to the state.

Mr. Esser also indicated that both Pennsylvania and Oklahoma were recently considering opening up their own legislative offices in Washington, D.C. "Oklahoma decided against it because of the cost involved, but in lieu thereof, has established a newsletter to track down federal grants, research, and legislation of interest to the State and to provide better notice of what is happening on the Hill. All of this is done from Oklahoma, however, not on-site in Washington, D.C. The Pennsylvania legislature is still considering the issue."

NEW YORK LEGISLATIVE OFFICE IN WASHINGTON

Organizational Structure

In the late 1970's, the leadership of the New York Legislature decided to establish a Washington, D.C. office. Each house of the New York Legislature had its own office in Washington, although these offices share the same physical space. The Director of the New York Legislature's Senate Washington, D.C. office is Richard Bartholomew. The Senate Office includes staff from both the majority (Republican) and minority (Democratic) parties.²³ Mr. Bartholomew reports directly to the Secretary of the Senate, who acts as the chief administrator of the Senate, similar to a Chief Clerk in a house of the Hawaii State Legislature. The Director of the Assembly Office is Mr. Jeffery Wice. Unfortunately, Mr. Wice did not respond to the Bureau's request for information. Accordingly, the material presented

in this chapter is based substantially on the information received from Mr. Bartholomew and thus focuses primarily on the Senate Office.²⁴

Staffing

In the Senate Office, in addition to the Director, there are four majority staffers and two minority staffers. Mr. Bartholomew expressed the feeling that he "personally feels that it is better to be partisan because you always know *who* you are working for and more trust is put in the answers you give." Nevertheless, he recognized that it is good to have staff for both the majority and minority parties in the Senate Office because that "ensures the Office is never left out of the White House." Mr. Bartholomew explained that the majority and minority staffers in the Senate Office "cooperate with and use each other to get information to benefit the State. We need all the help we can get, especially on issues relating to the powers of state government." With respect to the New York Assembly Office, Mr. Bartholomew indicated that the staff consisted of one and one-half full-time equivalent positions.

Staff in the Senate Office are assigned different subject areas and respond to requests that fall within their particular area. Mr. Bartholomew was asked where staffers are usually from and whether there is any advantage of employing staff from either the New York or the Washington, D.C. area. He responded that, although all the staffers live in D.C., they all have a personal background in New York. Mr. Bartholomew indicated that he feels the New York background is an important job qualification: "Staffers need a New York point of view and need to know what [New York] looks like. [For this reason,] staff members periodically visit the various legislative districts and touch base to find out what specific interests the Legislators have."

Duties

According to Mr. Bartholomew, the Senate Office basically functions as a legislative service bureau. The responsibilities of the Office are quite broad. The primary purpose obviously is to provide service to members of the New York Legislature: to "do whatever the members request and bring to their attention whatever [the staff] thinks they need to know." Mr. Bartholomew indicated that the actual duties performed are primarily informational in

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nature. However, the information transmitted is not limited only to the activities of and issues before Congress, but also includes those of the federal courts, interest groups, and federal agencies.

Mr. Bartholomew acknowledged that staff do a "modest amount of lobbying," but only on bi-partisan issues or issues with overwhelming support. Accordingly, lobbying usually is limited to two primary areas: something that affects the powers of state legislatures (e.g., federal mandates or banking laws); and federal appropriations.

Mr. Bartholomew noted that the Senate Office also will conduct "custom-tailored investigations and research" for a particular legislative member or committee. For example, staff may be requested to research changes in education legislation that will affect New York law and require the redirection of money.

Budget

When asked about the budgetary requirements of his office, Mr. Bartholomew responded that to maintain a "good office [would require] between \$100,000 and \$150,000, allowing for regular visits back to the home state and the use of technology (such as on-line computers) to provide immediate, close contact with the State Legislature.²⁵

Mr. Bartholomew pointed out that one of the advantages of having office space in the Hall of States (where the New York Senate Office is located) is that the rent includes the provision of central administrative services at a very reasonable price.²⁶ Mr. Bartholomew estimated that rent at the Hall of States averages \$20 to \$30 a square foot. He concluded that the building offers a very convenient package, with the added advantage that it is located just one block from congressional Senate offices.

Mr. Bartholomew indicated that staffing a separate state Washington D.C. office would require a minimum of two people. To reduce a state's costs, he suggested that additional staff from the home state could be rotated through the office, either for a certain period of time or as needed to handle major issues. He also noted that using interns from the state university to work in the office provides a good source of inexpensive help.

Other Comments

In discussing the value generally of a state opening a Washington D.C. office, Mr. Bartholomew noted that in Washington D.C. one engages in "trading information." Accordingly, it is tremendously important to "develop a network of people who know how to work the system [in the federal government] and to cultivate this network." In addition to being able to network with other state Washington D.C. offices, being in Washington D.C. allows the New York Senate Office to take more advantage of the assistance offered by the Washington D.C. office of the National Conference of State Legislatures (NCSL). Mr. Bartholomew explained that the New York Senate office "works actively with NCSL to get and use information, analyze testimony, and put together agendas. Our staff members sit in on NCSL staff meetings and have more opportunity to talk with and really get to know [their staff]."

New York Senate office staffers also work closely with other interest groups, such as the Council of State Governments, the National Association of Governors, and the National Association of Attorneys General. Mr. Bartholomew contended that such networking "improves the ability to get information and that the level of detail and accuracy of the information is amazing. You can get lots of highly technical, state specific information." Finally, Mr. Bartholomew reiterated that being located in the Hall of the States, where many other state offices and interest groups are headquartered, offers a tremendous advantage in being able to gain access to information.

Mr. Bartholomew was asked specifically about the advantage of having a legislative Washington D.C. office that is separate from the executive branch or the Governor's office. Mr. Bartholomew clearly indicated he felt there was a strong advantage for a state legislature in having a separate, legislative state office in Washington D.C.:

Having a legislative office in Washington D.C. allows Legislators to get accurate information. D.C. is not always perceived as being friendly to state legislatures. Having an office on-site gives the Legislature confidence that the information being received is accurate. Moreover, there is almost no federal subject or issue that does not have some type of impact on state legislatures and their decision-making process. Considering state

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legislation without knowing where the feds are is dangerous. You can make bad law if you don't know where the feds are going on an issue.

Mr. Bartholomew noted that prior to the opening of the separate legislative office, the New York legislators had a staff person assigned to the Governor's New York state Washington D.C. office. Mr. Bartholomew acknowledged that this may be a viable alternative other state legislatures may wish to consider: "This arrangement might be sufficient for some [states] and may work reasonably well in different political cultures, depending upon the relationships between the [political] parties, the Governor, and the Legislature." He explained that in New York's case, however, "the legislative leaders decided they wanted something really independent, not something compromised by the Governor's hospitality." He emphasized, however, that the legislative office "does not need to fight or undermine the Governor."

Nevertheless, Mr. Bartholomew maintained that the separate legislative office is "necessary when the Legislature needs information that is different from the Governor's point of view. The two offices have roles that are complimentary but different. The focus of [the Senate Office] is the legislature -- both institutionally and its members." Mr. Bartholomew reiterated that "legislators need to know what is going on. The federal government has its finger in *everything*; it impacts everything. It's hard to write good laws in the dark without knowing what the feds are up to."

Mr. Bartholomew was asked what other measures, short of establishing a separate office, a state legislature might take to improve its communication with Washington D.C. He indicated that the most important thing is to follow what goes on in Washington D.C. very closely. He suggested that, at a minimum, legislative staff review the *Congressional Record* and *Federal Register* on a daily basis, read the weekly issues of the *Congressional Quarterly* and *National Journal*, and consistently monitor C-Span to keep abreast of what is going on in D.C. Legislative staff also should increase their use of video communications and computer on-line resources, such as the Congressional Record, to obtain and exchange information quicker. Staff also should use interest groups more aggressively to obtain information and keep informed of issues.

A more expensive alternative suggested by Mr. Bartholomew was to send legislative staff to Washington D.C. as often as possible to gauge personally what is happening. He also pointed out that the Legislature could send someone to Washington D.C. to act as a liaison, but not provide the person with an office. This would eliminate the expense of rent and overhead. Another alternative would be for the legislature to negotiate either with one of the congressional delegate's office or with the state Washington D.C. office, if there is one, to share office space. Mr. Bartholomew also suggested that several state legislatures, considering setting up separate offices but wanting to cut costs, could explore an office sharing arrangement.

Finally, Mr. Bartholomew noted that a state legislature could hire consultants or lawyers to lobby for it on particular issues. Mr. Bartholomew felt there were a number of drawbacks to having a "hired gun" versus a "hometown boy," however:

This alternative is fairly expensive and the state will not always get what it pays for. Consultants and lobbyists have lots of other clients. With respect to many issues, the states are competing against one another for federal dollars, etc. You don't want your lobbyist representing you and your competition. Furthermore, the focus and interests change so often in D.C. that the only way to know your interests are always covered is to have your own person there.

When asked his personal opinion as to whether the Hawaii Legislature should set up a separate Washington D.C. office, Mr. Bartholomew stated he would like to see this happen. He felt that it would be "an advantage, especially given the distance of Hawaii from Washington D.C., and would help to establish a stronger relationship with the feds." He also expressed the view that such a move would be "especially helpful in view of the strong military presence in Hawaii" and the impact of that presence on the State's economy. He concluded that it would be a "tremendous advantage for [Hawaii] legislators to have accurate information."

TEXAS OFFICE OF STATE-FEDERAL RELATIONS

Organizational Structure

According to its Austin Director, Ms. Sidney Bailey Hacker,²⁷ the Texas state Washington, D.C. office is somewhat unique compared to other such offices. Most others are attached to the state governor's office or a few are creatures of the state legislature. However, the Texas Office of State-Federal Relations (hereafter referred to as "Office") was created by statute as a separate state agency within the executive branch.²⁸ As a state agency, the Office has statewide jurisdiction and represents all components of state government.²⁹ To facilitate this statewide representation, the Office is authorized to contract with other major state agencies to assign staff members from the agencies to the Office of State-Federal Relations.³⁰

The Office functions under a Director, who is appointed by the Governor, with the advice and consent of the Texas Senate. There also is an Office of State-Federal Relations Advisory Policy Board, which reviews the Office's priorities and strategies and offers suggestions. The Advisory Policy Board consists of the Governor, the Speaker of the House of Representatives, and the Lieutenant Governor.³¹ The Director reports to the Advisory Policy Board, the chairpersons of relevant legislative committees, and a network of state agencies in Texas. Ms. Hacker noted that it is frequently the case, as in the present instance, that the Governor represents one party and the House leadership represents another.³² Given this organizational structure, it is not surprising that the Office is strongly nonpartisan in its approach and philosophy.

Staffing

The Director is authorized to maintain office space inside and outside the state.³³ The twenty-four employees of the Office of State-Federal Relations are divided between two offices. (See the organizational chart in Appendix W.) Ten staff members are assigned to an office in the state capitol of Austin, and fourteen are assigned to an office located in Washington, D.C. About one-half of the staff are originally from Texas. When asked what, if any, are the advantages of employing staff from Texas or Washington, D.C., Ms. Hacker responded that the non-Texan staff members have "considerable experience on the Hill."

Although she admitted that the Office has received some criticism about staff members who are not Texans, she nevertheless maintained that the experience of these staffers is vitally important to the work of the Office. Furthermore, she noted that these staffers make an extra effort to familiarize themselves with Texas and with members of the Legislature and others with whom they deal on particular issues.

Staff are assigned to one of three major subject matter policy teams: economic development (including NAFTA, super collider; defense; space station, telecommunications); health and human services (including job retraining, and criminal justice); and energy and environment (including agriculture). Some staff members are assigned to more than one team. The Office, as noted previously, has staff on contract from state agencies who look after issues within a particular agency's jurisdiction.

Duties

The Texas Office of State-Federal Relations is assigned several different responsibilities. Ms. Hacker maintains that the work of the policy teams comprise the office's "most substantial program area." The Office also acts as a liaison from the state to the federal government. In this regard, the Director of the Office is charged with:

- (1) Helping to coordinate state and federal programs dealing with the same subject;
- (2) Informing the governor and the legislature of federal programs that may be carried out in the state or that affect state programs;
- (3) Providing federal agencies and the Congress with information about state policy and state conditions on matters that concern the federal government;
- (4) Providing the legislature with information useful in measuring the effect of federal actions on state and local programs; and
- (5) Preparing an annual report for the governor and the legislature that includes: a discussion of the office's operations and priorities and strategies for the coming

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year; details of projects and legislation pursued by the office; discussion of issues before Congress of interest to the state; and an analysis of the availability and formulae of federal funds.³⁴

Ms. Hacker noted that it is particularly in this liaison capacity that the Office responds to a substantial number of requests from Legislators. She observed that the "Office is seen as the experts on federal happenings; therefore, whenever any questions arise regarding a federal issue, policy, or action, legislators and their staff usually call OSFR." She also indicated that Office staff provide frequent expert testimony to legislative committees during the legislative interim. This response is consistent with the report of the Arkansas Institute that staff of the Texas office devote forty percent of their time to legislatively originated work.³⁵

In addition, the Office is statutorily charged with monitoring, coordinating, and reporting on the state's efforts to ensure receipt of an equitable share of federal funds.³⁶ With respect to federal fund management, the statute specifically states that the Office shall:

- (1) Serve as a clearinghouse for information on federal and state funds;
- (2) Prepare reports on federal funds and earned federal funds;
- (3) Monitor the federal register, the Texas Register, and other federal or state publications to identify federal and state funding opportunities, with special emphasis on discretionary grants or other funding opportunities the state is not currently pursuing;
- (4) Develop procedures to notify formally the appropriate state and local agencies of the availability of federal funds and coordinate the application process;
- (5) Review periodically the funding strategies and methods of those states that rank significantly above the national average in the per capita receipt of federal funds to determine whether those strategies and methods could be successfully employed by Texas;

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- (6) Analyze proposed and pending federal and state legislation to determine whether the legislation would have a significant negative effect on the state's ability to receive an equitable share of federal funds;
- (7) Make recommendations for coordination between state agencies and local government entities; and
- (8) Adopts rules necessary to carry out these responsibilities.³⁷

According to Ms. Hacker, the Office has oversight over a pool of approximately ten million dollars appropriated by the legislature in "an experimental effort to improve the State's performance in drawing down federal funds."

Another program area for which the Office is responsible is grant assistance. The statute requires the Director to establish a state grant writing team and states that the team's principal office must be located in Austin, but the Director "may provide for the team to maintain an office in [Washington, D.C.]"³⁸ The statute assigns responsibility to the team for developing a plan for increased access to available federal funds and for coordinating with other state agencies to develop a plan for the use of federal grant funds.³⁹ Ms. Hacker clarified that "this is not a duty [the Office has] ever addressed. We see it as the purview of the individual agencies and program directors to plan how to spend the funds awarded to them. However, we do work with agencies to help them find and plan for the application of federal funds." The statute also authorizes the Office to:

- (1) Establish a clearinghouse of information relating to the availability of state, federal, and private grants;
- (2) Establish an automated information system data base for grant information and make it available for use by state agencies and political subdivisions;
- (3) Counsel state agencies, political subdivisions of the state, nonprofit charitable institutions, and residents of the state concerning the availability and means of obtaining state, federal, and private assistance;

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- (4) Provide assistance in writing grant proposals to individuals through workshops, institutional assistance, and contracting with appropriate entities to provide such assistance;
- (5) Publicize the services and activities of the grant writing team through chambers of commerce, councils of government, department newsletters, local government, state agencies, institutions of higher education, business organizations, private philanthropic organizations, and other appropriate entities and methods;
- (6) Maintain a list of approved grant managers for grant projects that require grant managers; and
- (7) Analyze the criteria for grants that state agencies are denied because of state laws or agencies' rules or organization and suggest changes that would increase the probability of agencies receiving future federal or other grants.⁴⁰

According to Ms. Hacker, the primary advantage of assigning responsibility for grant assistance to the Office of State-Federal Relations is that it:

[P]rovides all state agencies with a central point of contact for information on grants and for technical assistance. Many state agencies are too small to maintain an in-house grants assistance team. Several state agencies already have such teams in place. Another advantage of having the grants team at OSFR is that they can coordinate with the policy teams to help agencies apply for funds that the policy teams worked hard to have included in federal appropriation bills. In addition, the grants team is a central collection point of information on the efforts each state agency is making to increase its amount of federal discretionary funds.

Ms. Hacker also noted that: "Intergovernmental review of grants is required for about [one-third] of posted federal grants. Texas has established a system for carrying out the intergovernmental review. The person responsible is the Single Point of Contact for the state. The SPOC works closely with the grants team and is strategically a part of the team."

Budget

The Texas Office of State-Federal Relations has the largest budget of all the state Washington, D.C. offices. According to Ms. Hacker, the operating budget for the office is \$1.5 million.⁴¹ Approximately fifty percent of these resources are used to support the office in Washington, D.C. Ms. Hacker explained that, because there is a fourteen percent difference in the cost of living in Washington, D.C. compared to Austin, a number of the D.C. staff were made exempt employees to allow for a pay difference. In Austin, all but one of the staff are part of the state civil service system.

Other Comments

Ms. Hacker stated she is strongly convinced of the value to a state of having a state Washington, D.C. office. Moreover, she indicated that the Texas Legislature, in particular, benefits from the Office because it gives the Legislature increased access to federal policy makers:

[The Office] provides ... a road map. We help them identify the best people to talk to given any particular issue. We provide them staff support in Washington when they visit, and we keep them updated as to what is going on and the optimum times to visit Washington to have the greatest possible impact on an issue.

Nevertheless, Ms. Hacker admitted that cost is a legitimate concern, which "explains why at least thirteen or fourteen states do not have a state Washington, D.C. office." She observed, however, that, "because Texas gets thirty percent of its revenue from the federal government, it makes a lot of sense to spend money to look after this important source of revenue." She conceded that other states may not be in the same enviable position. Consequently, the cost of maintaining a Washington, D.C. office may not be worthwhile for them. Ms. Hacker recommended that each state considering establishing a state Washington, D.C. office should conduct its own cost/benefit analysis.

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Ms. Hacker also acknowledged that she sometimes finds it necessary to defend having a state agency located outside of Texas, which is often viewed as being "foreign territory." For this reason, she speculated that the Texas Legislature probably would be reluctant to fund a second, separate Washington, D.C. office to represent solely the Legislature. Moreover, such an office would be seen as redundant, repetitive, and expensive, especially by those who already do not want to fund the cost of a Washington, D.C. office. Accordingly, Ms. Hacker maintained that it is "easier to sell" the idea of a single, consolidated office that represents the entire state.

Ms. Hacker noted other advantages to having a consolidated office, as opposed to some states that have two or three offices in Washington, D.C.,⁴² According to Ms. Hacker, the primary advantage is that it allows for the coordination of various positions to reflect a consensus. The problem with projecting conflicting policy or approaches is that they cancel each other out and negate any influence the state might otherwise exert. Ms. Hacker offered this caution to states considering establishing separate Washington, D.C. offices to represent their executive and legislative branches:

There is a lot of competition among the states for federal dollars. States today are very smart, very sophisticated in their approach to Washington, D.C. and to federal matters, especially with respect to federal funding formulas. For example, Washington and New York get a larger share of federal funds that one would expect.

Accordingly, a state needs to concentrate its message as much as possible. It needs to present a consensus view. If there are two state offices, speaking with two separate voices, you run the risk of diluting your message. And, the result is the state is less effective in securing federal funds. When you have partisan battles, the opposing sides cancel each other out. No one knows what the state's real position is. Two offices are okay if the only purpose is to monitor, as oppose to affect or influence, federal action and policies. But you set up an inherently weakened system if you have two state offices speaking with different voices.⁴³

Because of this philosophy, Ms. Hacker maintained that one of the primary roles of the Office is to "act as a broker to negotiate a consensus" among varying viewpoints. She indicated that, when a consensus can not be reached, "you try to get the opposing parties to back off and not push their own particular view so that at least the State will not be seen as

having conflicting views, because this would result in the Feds discounting the state altogether."

Ms. Hacker acknowledged that there are some areas in which it is more difficult to reach consensus than others. As an example, she noted that consensus is often difficult to achieve with environmental issues and environmental groups: "On this topic you are likely to have a number of state agencies with different concerns and positions. The legislature may have a different, and possibly more than one, view. Environmental groups often have another view; and then there is the Governor's view."

Finally, Ms. Hacker noted that she is strongly supportive of the nonpartisan approach and philosophy of the Office. She maintained that it is difficult for a state Washington, D.C. office to be successful on Capitol Hill, unless it is nonpartisan or at least bipartisan in its approach: "It is necessary to be nonpartisan in order to work in consensus with other states on issues of mutual concern. This is very important to maintaining the Office's credibility."

Endnotes

1. Carol Steinbach, "Calling on Congress," State Legislatures, Vol. 10, No. 2 (February 1984) pp. 17-20 (hereafter cited as Steinbach).
2. Id. at 18.
3. Id.
4. Id. at 18.
5. Id. at 20.
6. Id. See also notes 14-16 & 32 and accompanying text in Chapter 2.
7. Steinbach, supra note 1, at 19. See also comments by state directors infra.
8. Id.
9. Id.
10. Id. at 20.
11. Id.
12. See note 3, supra.

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13. A letter requesting information was sent to the Director of the office on July 8, 1994. See Appendix O. A number of follow-up calls were made, with messages left as the Director was always unavailable. No return calls were ever received.
14. The information presented on the Illinois General Assembly's Washington office is based upon a telephone interview between Ms. Charlotte Carter-Yamauchi and Mr. Van Esser, June 24, 1994, and the materials provided the Bureau by Mr. Esser.
15. The Commission was established in 1937 and is composed of forty-four members. A copy of the Act establishing the Commission and an organizational flow chart are contained in Appendix P.
16. See Appendix P.
17. Id.
18. Paul Merrion, "Springfield raises its voice in Washington: Legislature's lobbyists work to attract more federal dollars," Illinois Business (Autumn 1983) (pp. 14-18).
19. These being the majority and minority leaders in the House of Representatives and in the Senate.
20. Illinois Commission on Intergovernmental Cooperation, Washington Office of the Illinois General Assembly, Pamphlet (undated). A copy of the pamphlet is attached as Appendix Q.
21. See discussion of the New York Legislature's Senate office in Washington, D.C.
22. The majority party in the House of Representatives is Democratic and the majority in the Senate is Republican.
23. This was the case before the November 1994 election.
24. Information presented in this Chapter is based upon a telephone interview between Ms. Charlotte Carter-Yamauchi and Mr. Richard Bartholomew, June 21, 1994.
25. Presumably this figure could be higher for Hawaii, since travel costs between Washington, D.C. and Hawaii are higher than that for most flights between D.C. and major mainland cities.
26. These include such services as a library, office supplies, and xeroxing.
27. Information presented in the section is based upon a telephone interview between Ms. Charlotte Carter-Yamauchi and Ms. Sidney Hacker, Austin Director of the Texas Office of State-Federal Relations, July 18, 1994.
28. See Tex. Gov't Code Ann. Chapter 751. Attached as Appendix V. According to Ms. Hacker, the Office was created in the 1960's to take advantage of the presidency of Lyndon B. Johnson.
29. See id. at §751.001(4).
30. Id. at §751.012.
31. Id. at §751.010.
32. This was the case before the November 1994 election; it may be changed now with the election of Republican George Bush Jr. as Governor.

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33. Tex. Gov't Code Ann. §751.005(c).
34. Id. at §751.005(b).
35. See Chapter 2, note 39 and accompanying text.
36. See Tex. Gov't Code Ann. at §§751.021-751.022.
37. Id. at §751.022(b).
38. Id. at §751.041(a). Ms. Hacker explained that some of the staff in the D.C. office work with the grants team, but the team itself does not maintain a separate office in Washington.
39. Id. at §751.041(b).
40. Id. at §751.042.
41. Texas uses a strategic budgeting system in which agencies' expenses are broken down by program areas. Portions of Texas's budget relevant to the Texas Office of State-Federal Relations appear in Appendix X.)
42. For example, see New York and Illinois which have separate offices for their legislature (separate ones for each House in New York's case), their governor, and certain larger cities.
43. Ms. Hacker concedes that a state with a more powerful Governor may be better able to coordinate the positions of two different state Washington, D.C. offices. She explains that, in Texas, the position of Governor is much weaker than many states. The Governor's power lies primarily in the appointments the Governor can make and the force of personality he or she exerts. The Texas Legislature, on the other hand, is viewed as having the more powerful and influential role because it holds the purse strings.

Chapter 5

CONCLUSION

The Legislature has expressed concern that the Hawaii State Office in Washington, D.C. serves primarily as the "eyes and ears" of the Governor and the executive branch, who have agendas and priorities different from the Legislature. Recognizing that, increasingly, the Legislature must make informed and responsible decisions over a number of issues in Hawaii that inevitably are affected by the actions of Congress and federal policy makers, the Legislature has decided to explore establishing its own communication and information network within the nation's capitol. To that end, the Legislature, through H.C.R No. 215 and H.R. No. 204, has directed the Bureau to study the most cost effective options the Legislature might implement to develop such a communication and information system. The study specifically was to include: an examination of options taken by other state legislatures to enhance communication with and obtain information from the federal government; and the feasibility of the Legislature establishing a presence in Washington, D.C. similar to the Hawaii State Office.

The alternative approaches taken by state legislatures were discussed in Chapter 4, with particular detail given to the separate legislative offices of Illinois and New York and the Texas Office of State-Federal Relations which had been characterized as a "combined" statewide office. Because of the Legislature's interest in exploring the possibility of establishing a separate Washington, D.C. office, the Bureau also examined the more prevalent state executive Washington offices in Chapter 2 and the Hawaii State Office in Chapter 3. This chapter summarizes the various approaches the Legislature may wish to consider implementing. Herein, the Bureau has attempted to reiterate major advantages and disadvantages of each approach. However, the reader is cautioned that the report should be read in its entirety for a fuller discussion.

Upon examining the issue, the Bureau discovered that a number of state legislatures have felt the need to enhance their relations with federal law makers. The variety of their efforts has been described as "a virtual Chinese menu of approaches." The approaches range in expense and sophistication from simply relying more heavily upon national organizations for their formal link to federal law makers to establishing a separate office in Washington, D.C. to represent the interest of the state legislature. Each approach is different, depending upon the circumstances of the state and its legislature. No one

approach, in and of itself, is best. What may work for one legislature, may not work for another. For example, cooperative efforts between the governor and the legislature may be successful in some states; however, if partisan differences are involved, such efforts might be impossible.

Accordingly, the Bureau cannot fairly recommend any particular "model" or "approach" as being inherently superior to others and which, therefore, should be implemented. All of the efforts make a real attempt to improve communications and information gathering ability. Also, it should be realized that these approaches are not exclusive of one another and two or more could be combined for greater effect. Moreover, despite the variations in office functions, staffing, and budgets, the staff of each Washington office examined believed that their "setup" fulfilled the two most important criteria in establishing any endeavor of this sort: (1) meeting the needs of their client, whether the executive or legislative branch (or both as in the case of Texas), (2) at a cost their state government was willing to pay. Accordingly, the real recommendation of this study is that the Legislature first determine and prioritize its needs and cost constraints before making any decisions that would have a major fiscal impact, such as restructuring the State's Washington, D.C. office or establishing a separate office.

The Bureau specifically was requested to address the "feasibility of establishing a presence" in Washington, D.C. The Bureau is of the opinion that this is not only feasible, but also would be an effective endeavor. The primary advantage of an approach that involves a "presence" in Washington D.C., as compared to others, is that it facilitates the development of personal relations, which appear to be the "heart and soul" of political communications and influence. Furthermore, unlike approaches in which the focus is on information gathering that takes place within the State, an on-site presence enhances the "two-way" flow of communication between the State and Washington. The various alternative approaches such a "presence" could take are discussed herein, along with others. Nevertheless, all entail considerable cost. The Bureau found that the, admittedly subjective, evidence suggests that the "return" from such a presence is worth the cost. The decision whether to establish such a presence, and in what form, however, remains a policy decision that the Legislature must determine.

CONCLUSION

ALTERNATIVE APPROACHES

1. Establish a separate, autonomous office in Washington, D.C. solely to represent the Hawaii Legislature.

The Legislature would set the priorities for the office and staff would take their direction from the Legislature. The evidence, albeit subjective, from other state Washington, D.C. offices, whether representing legislative or executive interests, overwhelmingly supports the value and effectiveness of being physically present in Washington, D.C. As Mr. Finseth put it in discussing the Hawaii State Office, "You don't understand the opportunities and issues you miss until you get there and operate in that environment."

Moreover, it was emphasized repeatedly that "personal contacts" are the "key to political influence." Having a legislative representative present in D.C. undoubtedly would facilitate the development of a network of personal relationships with federal decision makers and others in a position to affect decisions made in Washington. In particular, having an office on-site in Washington, D.C. reportedly would enable the Legislature to: develop its own network of personal contacts in Washington, D.C.; ensure its interests, goals, and priorities are properly communicated to federal law makers; enhance its ability to obtain accurate and detailed information on a timely basis; respond quickly to fast moving events; and inform itself of moneys available to the states and transmit that information back to the appropriate parties for action.

Representatives of the legislative offices for Illinois and New York were, perhaps predictably, enthusiastic about the advantages of state legislatures having their own separate offices in Washington, D.C. More enlightening, then, were the comments by present and former members of the Hawaii State Office confirming the concern expressed by the Legislature that the interest the Office represents does not always comport with that of either the Legislature or the congressional delegation. Thus, if the Legislature wants to ensure its interests are always fully represented, a separate legislative Washington office would be very effective.

However, despite the consensus about its effectiveness, the most significant drawback of an on-site legislative office would appear to be its cost. Although citing the costs as relatively "minimal," the Arkansas Institute reported that, in 1993, the median cost for thirteen

state Washington offices was \$210,000. The Bureau obtained rough estimates ranging from approximately \$150,000 to \$250,000 for the cost for a state Washington, D.C. office with a minimum of two professional staff members. The budget for the Hawaii State Office for 1993-1994 was slightly more than \$250,000, but was reduced by the Legislature during the 1994 regular session to \$150,000. Moreover, even advocates of a separate legislative office agreed that many of its functions could be duplicated by an executive state office in Washington, D.C., thus making it more difficult to justify such an expense in the current economy.

Several ways to reduce some of the cost entailed were suggested. The one that would have the most potential for reducing costs would be for the legislative office to share office space with another office. For example, in one scenario, new staff could be hired and paid outright by the Legislature and housed in rented space within the existing offices of the Hawaii State Office. The staff would be dedicated solely to monitoring and communicating on issues of specific interest to the Legislature. Or, in another scenario, the Hawaii legislative office could share office space with one or more other state legislative office. Other possible space sharing arrangements undoubtedly exist.

Other suggestions included maintaining a small skeleton staff in Washington and either: supplementing it by rotating legislative staff from the home state through the Washington, D.C. office; sending staff to D.C. as needed to assist with major issues; or using interns from the state university to supplement staff. Using interns from the Washington, D.C. area might be less costly, but on the other hand, such interns may be unfamiliar with state players and concerns.

If the Legislature decides to establish a separate legislative office in Washington, D.C., the Bureau suggests that it bear in mind comments made by Mr. Shimer and Mr. Finseth in Chapter 3. It may be worthwhile to reiterate a few of their more salient points here. Mr. Shimer maintained that the most important decision concerning an office are: choosing the right personnel "who you pick and whether or not you can work with them"; and having the "desire and commitment to invest the time and money necessary" for a long-term commitment. Mr. Finseth cautioned that the direction for a legislative office would need to come from the leadership of the two Houses; the leadership needs to work with the staff to create a package of priorities for the office. He also advised that the Legislature set a clear agenda for its office to ensure it does not become merely an office of protocol.

CONCLUSION

Both men indicated a mix of staff from D.C. and Hawaii worked well for the Hawaii State Office. Because of the need to "hit the ground running," it clearly would be desirable to have staff intimately familiar with the workings and procedures on Capitol Hill. Evidence indicates that the minimal number of staff necessary to run a Washington office would be two professional and one support staff. The Bureau notes that the Arkansas Institute found the median number in 1993 to be 3.5 staff, of which one was support staff.

In addition, the Legislature would need to decide whether to establish a single, nonpartisan office representing the entire body, such as the Illinois General Assembly has done, or whether each House would have its own "office" (recognizing that both "offices" could be housed within the same rented office space). Finally, the Legislature would have to decide where to locate such an office. In that regard, the Bureau found considerable agreement that being located in the Hall of States building is an advantage in itself because of the ability to share information and resources, join in weekly scheduled meetings (usually called by the NGA or the NCSL) on particular issues of concern, and use building facilities, such as the library and conference rooms. There also was consensus that the central administrative services provided to occupants of the building made for a "very convenient package."

2. Reorganize the existing Hawaii State Office to serve the needs of both the legislative and executive branches and amend its statutory authority accordingly.

It has been noted that this "combined" arrangement might work particularly well where there are few partisan differences between the executive and legislative branches. A major advantage of this arrangement over that of a separate office is that it would avoid some of the costs entailed in opening a separate office and thus might be more politically attractive. However, some added costs would be involved. Additional staff obviously would be required to handle the increase in the Office's responsibilities. Furthermore, this might result in the need for more office space than exists at present. More importantly, the Office already has absorbed budget cuts of about \$100,000. Mr. Shimer has stated that "additional funds will be necessary to avoid a break in continuity of service." Given this, the Hawaii State Office would not be able to handle the additional responsibility without an increase in staff and funds.

Another advantage of this combined office arrangement is that it would avoid duplication of effort in some cases by two separate offices, while still providing services to the Legislature. Also, it has been suggested that the use of such an office by the legislative branch would tend to "ebb and flow with the level of legislative activity" occurring in the state Houses. Thus, "slow periods" of legislative activity would have less of a dramatic impact on a combined office than on a separate legislative office.

It is important to recognize that a combined office necessarily would tend to advocate "consensus positions" with federal decision makers when there is a clearly discernible "state" position on an issue. Thus, when no consensus exists, it would be difficult for such an office to convey the Legislature's position to federal decision makers. Depending upon one's point of view, this may or may not be an advantage. One could argue that the State should approach federal issues on a unified front and that "bringing in too many players on an issue poses the danger of diluting the message" the State is attempting to convey. On the other hand, from the Legislature's perspective, this need for achieving consensus could arguably diminish the value to the Legislature in having an on-site presence.

Finally, it has been suggested that, because of the nature of a combined office, much of the services it would provide to legislators might be more in the form of information gathering and dissemination and arranging meetings for legislators visiting Washington, D.C., than might otherwise be the case with a separate legislative office.

3. Hire a consultant or lobbyist to represent the interests of the Legislature.

This could be done on an on-going basis or just for specific issues. This approach has been touted as being the most cost effective because using a consultant or lobbyist does not entail the extensive salaries, rent, and other fixed costs that a full blown office would. It has been acknowledged, however, that "consultants come with significant drawbacks: they have other clients, therein having potential conflicts; and oversight of consultant relationships sometimes proves difficult, especially from a distance." In addition, some have expressed the opinion that an "outsider" cannot represent the Legislature's interests as well as a "home town boy." As Mr Bartholomew expressed it: "In D.C., the focus and interests change so often that the only way to know your interests are always covered is to have your own person there."

CONCLUSION

4. Send legislative staff from Hawaii to Washington, D.C. as often as possible "to gauge what is happening on the Hill."

This was suggested as a less expensive approach than opening a separate office. Conceivably, the staff could work out of the existing state office or one of the congressional delegate's office. The approach may work well for states that are geographically closer to Washington, D.C., where the trip can be made more frequently and cheaper. However, this may not be as cost effective as it might seem in the present case, given the travel cost (not to mention the distance) involved between Hawaii and Washington, D.C. Moreover, unless the trips were frequent and of sufficient duration, it might be more difficult to develop and sustain a network of personal contacts under such an approach.

5. Establish a special legislative committee or commission to track and comment upon federal initiatives.

For example, a commission could be established similar to the Illinois Commission on Intergovernmental Cooperation. A variation could be to assign one person within the legislative leadership or a legislative agency to keep abreast of developments in Washington, D.C. This obviously would be less costly than other approaches, but would lack the advantage of having a person on-site in D.C. to develop personal contacts and lobby on behalf of the Legislature.

6. Implement regular, formal exchange programs or forums that encourage face-to-face meetings between state legislators and congressional delegates.

This probably occurs to some extent on an informal basis already. This clearly has an advantage of facilitating personal contact and one-on-one communication with the State's own delegation; however, it does little to increase contact with other federal decision makers. It could be fairly cost-effective, if arranged when congressional delegates are already scheduled to be in Hawaii. Although, by itself, it would not prove to be a broad-based, on-going communication and information mechanism, it certainly could be combined effectively with other approaches--as could any of the approaches discussed herein.

7. Improve and expand the existing research, reporting, and other communications effort of the Legislature.

This could conceivably be accomplished by increasing the research and information-gathering capabilities of the legislative research offices and affording them broader access to video communications and available computer on-line resources, such as the *Congressional Record*. Such increased use of electronic communications would allow information to be obtained and exchanged quicker and would greatly assist the Legislature in meeting its research needs. This would entail some additional costs, but would seem well worth the expense. For example, it takes a couple of weeks for the Bureau's library to receive its hard copy of the *Congressional Record* after it is published, even with an air mail subscription. As Mr. Bartholomew advised, the "most important thing is to follow what goes on in Washington D.C. very closely." He suggested that, at a minimum, legislative staff review the *Congressional Record* and *Federal Register* on a daily basis, read the weekly issues of the *Congressional Quarterly* and *National Journal*, and consistently monitor C-Span to keep abreast of what is going on in D.C. Again, this approach lacks an on-site representative of the Legislature in Washington, but could be combined effectively with other approaches.

8. Use interest groups more aggressively to obtain information and keep informed of issues.

Like many other approaches discussed, this one could be combined effectively with others. Sources for this study praised highly the work of national organizations, particularly the NCSL which represents state legislatures. These groups already have established, formal communications links to federal decision makers. Moreover, they have been effective, in many instances, in encouraging alliances between states to achieve specific objectives. Nevertheless, it should be recognized that many of their policy positions are "generic" in nature and do not address specific problems of individual states. Thus, it would be unwise to rely solely upon such organizations for contacts within Washington.

Appendix A

HOUSE OF REPRESENTATIVES
SEVENTEENTH LEGISLATURE, 1994
STATE OF HAWAII

H.C.R. NO.

215

HOUSE CONCURRENT RESOLUTION

REQUESTING A STUDY TO DETERMINE THE MOST COST EFFECTIVE OPTIONS
THE LEGISLATURE MAY USE TO DEVELOP ENHANCED
INTERGOVERNMENTAL RELATIONS WITH THE FEDERAL GOVERNMENT.

1 WHEREAS, as the fiftieth state to be admitted into the
2 Union, Hawaii is uniquely set apart from the rest of the nation
3 because of its geographic location; and
4

5 WHEREAS, as a state, Hawaii is unique not only in its
6 geographic location, but in its cultural and political history,
7 its ethnic makeup, and its proximity to Asia and the South
8 Pacific, where a majority of the world's trade activities now
9 occur; and
10

11 WHEREAS, with the growth in importance of Asia, Hawaii has
12 increasingly found itself the focus of discussion among policy
13 makers in Washington, D.C.; and
14

15 WHEREAS, being that the needs of Hawaii as a State are very
16 unique and requires special attention, and taking into account
17 the role that the State plays in current Asian and Pacific
18 affairs, the Governor of the State of Hawaii has retained a small
19 office in Washington, D.C., to maintain a presence and to monitor
20 federal activities on behalf of State; and
21

22 WHEREAS, the Governor's office in Washington, D.C., while
23 small in size, does an excellent job in reporting back on the
24 latest events in the nation's Capital on a timely basis,
25 digesting the latest issues and trends, and recommending action
26 that the Governor may take; and
27

28 WHEREAS, as the federal economy continues to struggle with
29 its deficit, an increasing number of functions that were once the
30 responsibility of the federal government are being entrusted to
31 the state legislatures to be dealt with on a local level; and
32

33 WHEREAS, an increasing number of issues in Hawaii, such as
34 education, military, and health care, all of which the
35 Legislature must make informed and responsible decisions, are

1 inevitably affected by policy makers and legislators in
2 Washington, D.C.; and

3

4 WHEREAS, it is of increasing importance that the Legislature
5 establish its own communication "pipeline" in which information
6 may be exchanged between the federal government in Washington,
7 D.C., and the Legislature in Hawaii; now, therefore,

8

9 BE IT RESOLVED by the House of Representatives of Seventeenth
10 Legislature of the State of Hawaii, Regular Session of 1994, the
11 Senate concurring, that the Legislative Reference Bureau
12 undertake a study to determine the most cost effective options
13 the Legislature may use to develop a communication and
14 information system which meets its needs as an independent arm of
15 State government; and

16

17 BE IT FURTHER RESOLVED that the study examine all options,
18 including actions that other state legislatures have taken or are
19 presently taking to enhance their abilities to communicate with,
20 and obtain current information from the federal government; and

21

22 BE IT FURTHER RESOLVED that the study also examine the
23 feasibility of the Legislature establishing some presence in
24 Washington, D.C., similar to the Governor's Liaison Office; and

25

26 BE IT FURTHER RESOLVED that a certified copy of this
27 Concurrent Resolution be transmitted to the Director of the
28 Legislative Reference Bureau.

HOUSE OF REPRESENTATIVES
SEVENTEENTH LEGISLATURE, 1994
STATE OF HAWAII

H.R. NO.

204

HOUSE RESOLUTION

REQUESTING A STUDY TO DETERMINE THE MOST COST EFFECTIVE OPTIONS
THE LEGISLATURE MAY USE TO DEVELOP ENHANCED
INTERGOVERNMENTAL RELATIONS WITH THE FEDERAL GOVERNMENT.

1 WHEREAS, as the fiftieth state to be admitted into the
2 Union, Hawaii is uniquely set apart from the rest of the nation
3 because of its geographic location; and

4
5 WHEREAS, as a state, Hawaii is unique not only in its
6 geographic location, but in its cultural and political history,
7 its ethnic makeup, and its proximity to Asia and the South
8 Pacific, where a majority of the world's trade activities now
9 occur; and

10
11 WHEREAS, with the growth in importance of Asia, Hawaii has
12 increasingly found itself the focus of discussion among policy
13 makers in Washington, D.C.; and

14
15 WHEREAS, being that the needs of Hawaii as a State are very
16 unique and requires special attention, and taking into account
17 the role that the State plays in current Asian and Pacific
18 affairs, the Governor of the State of Hawaii has retained a small
19 office in Washington, D.C., to maintain a presence and to monitor
20 federal activities on behalf of State; and

21
22 WHEREAS, the Governor's office in Washington, D.C., while
23 small in size, does an excellent job in reporting back on the
24 latest events in the nation's Capital on a timely basis,
25 digesting the latest issues and trends, and recommending action
26 that the Governor may take; and

27
28 WHEREAS, as the federal economy continues to struggle with
29 its deficit, an increasing number of functions that were once the
30 responsibility of the federal government are being entrusted to
31 the state legislatures to be dealt with on a local level; and

32
33 WHEREAS, an increasing number of issues in Hawaii, such as
34 education, military, and health care, all of which the
35 Legislature must make informed and responsible decisions, are
36 inevitably affected by policy makers and legislators in
37 Washington, D.C.; and

38

1 WHEREAS, it is of increasing importance that the Legislature
2 establish its own communication "pipeline" in which information
3 may be exchanged between the federal government in Washington,
4 D.C., and the Legislature in Hawaii; now, therefore,
5

6 BE IT RESOLVED by the House of Representatives of Seventeenth
7 Legislature of the State of Hawaii, Regular Session of 1994, that
8 the Legislative Reference Bureau undertake a study to determine
9 the most cost effective options the Legislature may use to
10 develop a communication and information system which meets its
11 needs as an independent arm of State government; and
12

13 BE IT FURTHER RESOLVED that the study examine all options,
14 including actions that other state legislatures have taken or are
15 presently taking to enhance their abilities to communicate with,
16 and obtain current information from the federal government; and
17

18 BE IT FURTHER RESOLVED that the study also examine the
19 feasibility of the Legislature establishing some presence in
20 Washington, D.C., similar to the Governor's Liaison Office; and
21

22 BE IT FURTHER RESOLVED that a certified copy of this
23 Resolution be transmitted to the Director of the Legislative
24 Reference Bureau.

Appendix C

Table 1

BACKGROUND DATA ON STATE WASHINGTON OFFICES

STATE OR TERRITORY	OFFICE TODAY? (as of November 93)	YEAR STARTED?		ANNUAL BUDGET? (\$000s)		STAFF SIZE? (Full- and Part-Time)	
		Calmes 1988 1987 ^a	AI 1993	Calmes 1988 \$100 ^f	AI 1993	Calmes 1988	AI 1993
1 Alabama	Yes	1981		\$504		2	
2 Alaska	Yes	1981		\$504		7	
3 American Samoa	Yes						
4 Arizona	No	1987		\$140		1	
5 Arkansas	No						
6 California	Yes	1967		\$923		13	
7 Connecticut	Yes	1972	Early 1980s	\$230	\$163 ^c	5	4
8 Delaware	Yes	1979	1982 ^c	\$120 ^f	N/A	2	1
9 Florida	Yes	1977		\$453		7	
10 Georgia	No	1983		\$100		1	
11 Guam	Yes						
12 Hawaii	Yes	1978 ^b	1991	\$908	\$220	4 ^k	3
13 Illinois	Yes	1969	Mid-1970s	\$615	N/A	10	8
14 Indiana	Yes	1970 ^c		\$236		4	
15 Iowa	Yes	1986		\$190		3	
16 Kentucky	Yes	1979	1978	\$170	\$200	3	3
17 Maine	No	1977		\$80		2	
18 Maryland	Yes	Early 1970s	N/A	*** ^h	N/A	8	7
19 Massachusetts	Yes	1978	Early-Mid 70s	*** ^h	\$140	8	3
20 Michigan	Yes	1973	N/A	\$366	\$290	6	3
21 Minnesota	Yes	1979 ^d	1993	\$184	\$210	3	3
22 Mississippi	Yes	1981	1992	\$48	N/A	1	2
23 Missouri	Yes	1977 ^c		\$40 ^f		2	
24 Montana	No	1968		\$95		2	
25 Nebraska	Yes		1991	\$86		1	
26 Nevada	Yes	1986		\$185		3	
27 New Jersey	Yes	1969	Late 1970s	\$450	\$500	10	9
28 New Mexico	Yes						
29 New York	Yes	1969	N/A	\$170 ^j	N/A	13	13
30 North Carolina	Yes	1973		\$715 ^g		4	
31 Northern Marianas	Yes						
32 Ohio	Yes	1971	1983	\$309	\$474	9	6
33 Oklahoma	Yes		1991		\$200	3	3
34 Pennsylvania	Yes	1980	1980	\$415 ^f	N/A	10	11
35 Puerto Rico	Yes						
36 South Carolina	Yes	1974 ^c		\$103 ^f		2	
37 South Dakota	Yes						
38 Texas	Yes	1977 ^c	1963	\$600	\$1,000	10	18
39 Utah	Yes	1977 ^c		\$62		3	
40 Virginia	Yes	1978	1978	\$250	N/A	4	7
41 Virgin Islands	Yes						
42 Washington	Yes		1989 ^c		\$150	1	1
43 Wisconsin	Yes	1973	1978	\$150	\$250	4	4

Notes:
a. Closed in 1983; reopened in 1987.
b. Contracted with independent consultant.
c. Approximately.
d. Established in 1979; closed in 1981; reopened in 1983.
e. Reopened in this year.
f. Estimated.
g. 1987 contract fee.
h. Part of larger Governor's budget; not broken down.
i. Salaries not included.
j. Fiscal 1987-88; salaries on individual agency payrolls.
k. All part-time; FTE equivalent of about 1 person.
Sources: Calmes (1988), AI Survey (1993)

Source: Boucher, *supra* note 1, at 5.

Appendix D

FEDERAL REPORT

The chief state lobbyists head offices that are as diverse as their states in size, interests and clout. Some are activists, while others serve mostly as information links.

Many of the directors are veterans of Capitol Hill, and more than half are women. Beyond that, some offices represent the entire state government, while others are the governor's preserve. Some directors change with gubernatorial administrations; some stay.

Partisanship can claim an office. Former Arkansas Gov. Frank D. White made the state's office a campaign issue in his 1980 upset of then-Gov. Bill Clinton, saying the office served only to advance Clinton's national ambitions. White subsequently abolished the office.

Preston Bynum, then White's chief of staff, recalls that a van brought most of the office furniture to Little Rock, and some equipment was put into the office of a Republican House member, John Paul Hammerschmidt. "You already have those people elected to do the job," Bynum says. "It's a duplication of effort."

It's a recurring claim. Nevertheless, offices have continued to open (most recently in 1987 for Arizona and Alabama, which had closed its office in 1983), some despite budget cutting at home.

"There's been a growing number of states that decide to have somebody in Washington because they realize it's a sound investment," New York's Johnson says. "When I first started this job, you could work a week on an amendment and get \$50 to \$200 million for the state. Clearly, the money isn't blowing around like it used

Duplication of effort is a recurring charge. Nevertheless, states have continued to open offices in Washington, despite budget cutting at home.

to be; a lot of our work is damage control. But succeeding in damage control can be just as financially

rewarding.

"Unless you want to raise taxes, you can't generate revenue for the state. But you can with a Washington office."

Connecticut's Sullivan says, "I'm always amazed when I talk to people, usually from the far West, about why they don't have a Washington office. How can they even cope

without a Washington office? How do they get their routine requests for information answered? How do they track or monitor a grant application? How do they really find out about what's happening in the appropriations process?"

"And many times people will fully admit that they have to spend a lot of time flying back and forth and on long-distance telephone calls. And I say, 'On the one hand you don't want to open an office because it costs too much, yet on the other hand you're spending all this time and effort trying to do it long distance.' It doesn't make a great deal of sense. But then there's this perception: The governor has a Washington office and additional people there. What are they doing?"

Michigan's Doug Frost, the 1987 chairman of the state directors, says the answer "has to do with the lens through which you view the legislative process. The lens we view it through is: How does something affect state government? The lens a congressman views it through might be different: How does it affect A, my district; B, my state, and not necessarily state government; and C, the country? That's not to say these lenses are mutually exclusive, but the idea is to make sure our lens remains focused on state government." □

Counting Capitol Hill Clout: State Offices in Washington

STATE	STAFF SIZE ¹	1988 BUDGET	YEAR STARTED
Alabama	2	\$100,000 (est.)	1987 ²
Alaska	7	504,100	1981
Arizona	1	140,000	1987
California	13	923,000	1967
Connecticut	5	230,000	1972
Delaware	2	120,000 (est.)	1979
Florida	7	452,911	1977
Georgia	1	Less than \$100,000 ³	1983
Hawaii ⁴	4	90,000 (1987)	1976
Illinois	10	615,000	1969
Indiana	4	236,000	1970 (approx.)
Iowa	3	190,000	1986
Kentucky	3	170,000	1979
Maine	2	80,000	1977
Maryland	8	"	early 1970s
Massachusetts	8	"	1978
Michigan	8	366,200	1972
Minnesota	3	184,000	1983 ⁵
Mississippi	1	48,000	1981
Missouri	2	40,000 ⁶	1977 (approx.)
Montana	2	95,000	1968
Nevada	3	185,000	1986
New Jersey	10	450,000	1969
New York	13	169,663 ⁷	1969
N. Carolina	4	215,000 (1987)	1975
Ohio	9	308,696	1971
Pennsylvania	10	415,000 (1987)	1980
S. Carolina	2	105,000 (est.)	1974 (approx.)
Texas	10	600,000	1977 (approx.)
Utah	3	62,000	1977 (approx.)
Virginia	4	250,000	1978
Wisconsin	4	150,000	1973

¹ Includes both professional and clerical staff.

² Closed in 1983; reopened in 1987.

³ \$6,164 to Southern Governors' Association for office space; salary in governor's budget.

⁴ Also represents American Samoa.

⁵ Part of larger governor's budget; can't be broken down.

⁶ Established in 1979; closed in 1981; reopened in 1983.

⁷ Salaries not included.

⁸ Fiscal 1987-88; salaries on individual agency payrolls.

Sources: State Washington offices.

Appendix E



STATE SERVICES ORGANIZATION

HALL OF THE STATES TELEPHONE DIRECTORY JUNE 1994

STATE OFFICES

Alaska		Florida	
Suite 336		Suite 349	
Main Number	624-5858	Main Number	624-5885
Cook, Tim		Fax Number	624-5886
Dinneen, Mark		Becker, Natascha	
Gordin, Lisa +•		Kilmer, Debby*	
Griffin, Jack		Lewis, Kim +	
Katz, John*		Salem, Charlie	5438
Stepovich, Melissa		White, Tom*	7861
California (**54)		Florida Department of Veterans Affairs	
Suite 134		Suite 349	
Main Number	624-5270	Main Number	624-5885
Fax Number	624-5280	Shepard, Ralph*	
Gilman, Tony □		Hawaii	
Hoffman, Robert		Suite 706	
Metzger, Ande +•		Main Number	508-3830
Morris, Brian		Fax Number	508-3834
Nakamura, John T.		Leong, Lori +•	
Reiser, Stefanie		Shimer, R. Philip*	
Tuttle, Crawford □		Illinois (**30)	
Webb, Brian		Suite 240	
Wetmore, David*		Main Number	624-7760
Connecticut (**29)		Fax Number	724-0689
Suite 317		Caprio, Dan	
Main Number	347-4535	Cormier, Michelle +•	
Fax Number	347-7151	Crocker, Maureen	
Fine, Alex □		Green, Mary	
Fleming, Jon		Lowry, Scott	
Halloran, Larry □		Moreland, Terri*	
Kaplan, Jan*		O'Malley, Mike □	
Moore, Cynthia +•		Roberson, Rachelle	
Towbin, Rachel		Sullivan, Kate	
Delaware		Illinois General Assembly	
Suite 230		Suite 516	
Main Number	624-7724	Main Number	624-7894
Jones, Jonathon		Esser, Van W.*	
Roberts, Michele*		Hinton, Lisa +• □	
Ryan, Elizabeth*		Hyde, Anthony	
		McCarthy, Justin □	
		Paulson, Amy	

Suite 237-Hall of the States-444 North Capitol Street-Washington, D.C. 20001-(202) 624-5490

Iowa		Missouri	
Suite 359S		Suite 376	
Main Number	624-5442	Main Number	624-7720
Payne, Nancy		Fax Number	624-5855
Smith, Phil*+		Douglas, Brad* □	
Walker, Kristi □		Jordan, Amy	
		Tillman, Leah	
Kentucky, Commonwealth of		Nebraska	
Suite 351S		Suite 217	
Main Number	624-7741	Main Number	508-3838
Miller, Pat*		Litjen, Thomas R.*+*	
Womack, Jean+*			
Maryland (**33)		Nevada	
Suite 311		Suite 209	
Main Number	638-2215	Main Number	624-5405
Cunningham, Joanne		Fax Number	624-8181
Feehan, Brian		Abrams, Alisa	5404
Hawley, Christi		Penne, Leo*	5406
Hutchins, Diane		Van Gorder, Robert+*	5405
Kamuf, Kimberly*+			
Kyriacopoulos, Peter		New Jersey (**37)	
Mannella, Ken*		Suite 201	
Maryland Department of Transportation		Main Number	638-0631
Suite 311		Hawkins, Sharron	
Main Number	624-5408	Hessler, Chris □	
Mannella, Ken □		Kasko, Jeff □	
Massachusetts, Commonwealth of (**34)		Kreisher, Tina □	
Suite 217		Lancaster, Ted	
Main Number	624-7713	Shapiro, Steve	
Fax Number	624-7714	Sullivan, Marguerite*	
Cunningham, Carrie+* □		Wilson, Linda □	
Hunt, Timothy		New York (**39)	
Steele, Charles*		Suite 301	
Michigan		Main Number	434-7100
Suite 411		Fax Number	434-7110
Main Number	624-5840	Baker, Melissa	
Fax Number	624-5841	Barnes, Ginger+*	
Gremel, Lori		Cowan, Tor	
Redick, LeAnne**		Frommer, Ross □	
Minnesota		Goldwater, Jim	
Suite 365S		Hoffman, Steve	
Main Number	624-5308	Cullen, Maura	
Fax Number	624-5425	Cuneo, Sandra W.*	
Englund, Alison		Kass, Jennifer	
McClung, Dave		Long, Eunice	
McCright, Kathee*		Luskin, Elizabeth	
Mississippi		Mall, Amy	
Suite 367		Marceau, Carol	
Main Number	434-4870	Noah, Amina	
Fax Number	434-4872		
Barnett, Linda V.*			
Phillips, Thomas+*			

New York Legislature
Suite 536

Senate Majority

Main Number 624-5880

Axenfeld, Laurie
Bartholomew, Richard J.*
Gulick, Sally + •
Hart, Jeffrey
Prock, Geri

Senate Minority

Main Number 624-7853

Cornelius, James
Straub, Tracy*

Assembly

Main Number 624-5860

Wice, Jeffrey**

North Carolina

Suite 332

Main Number 624-5830

Fax Number 624-5836

Bryant, Debra**
Byron, Hannah
Hodgson, Laura □
Regan, Richard
Williamson, Treeby

Ohio

Suite 546

Main Number 624-5844

Fax Number 624-5847

Baxendell, Jennifer
Gray, Kathleen
Hollingsworth, Ted*
McGarey, Mike
Wuellner, Anita + •

Oklahoma

Suite 517

Main Number 508-3820

Fax Number 508-3825

Ames, Kristen*
Davis, Julie +

Palau, Republic of

Suite 619

Main Number 624-7793

Fax Number 624-7795

Temengil, Joyleen B. + •
Uong, Charles*

Pennsylvania, Commonwealth of
Suite 700

Main Number 624-7828

Fax Number 624-7831

Firestine, Shawn
Gohl, Earl*
Jehle, Philip
Kenny, Cindy
McShea, Bernie
Moore, Lisa C. +
Moran, Kathy O'Connor
Perry, Pamela*

South Carolina

Suite 203

Main Number 624-7784

Fax Number 624-7800

Bettis, Jeanie + •
Gelinis, John
McNamee, Nikki*

Utah

Suite 370

Fax Number 624-7707

Neumann, Joanne Snow* 7704

Sorensen, Lauralee* 7704

Virginia, Commonwealth of (42)**

Suite 214

Main Number 783-1769

Fax Number 783-7687

Chapman, Lisa
Freeman, Joe
Hauser, Terri*
Steeves, Doriene

Washington Superintendent of Public Instruction

Suite 230

Main Number 624-5494

Martella, Jana**

Wisconsin

Suite 613

Main Number 624-5870

Cook, Bob
Mantho, Mary Kay
McDevitt, Maureen + •
Sheehy, Mary*

ASSOCIATIONS OF STATE OFFICIALS

Academy for State and Local Government (ASLG)(**43)

Suite 345

Main Number 434-4850

Fax Number 434-4851

Beaumont, Enid* 4848

Crowley, James 4849

Fennell, Lee 4843

Nwachukwu, Cynthia 4844

Robertson, Amy 4842

Ruda, Richard 4845

Thorne-Martin, Thelma 4841

Wynne, George 4840

American Association of State Highway and Transportation Officials (AASHTO)

Suite 249

Main Number 624-5800

Fax Number 624-5806

Berg, Karl 5803

Clawson, Dave 5807

Duncanson, Tanya 5817

Duty, Gay 5804

Elks, Joshua 5805

Flegler, Sandra 5403

Francois, Francis* 5810

Graves, Linda □ 8479

Hancock, Donna 5819

Hensing, David 5812

Higgins, Billy K. 5818

Humphreys, Mariann* 5816

Jackson, David 5478

Johnson, Kurt 5821

Kelley, Patricia 8182

Kobetsky, Ken □ 5254

Kohout, Joan 8918

Machis, Jan M. 8599

Malzone, Mary Lou 5811

Metoyer, Angelique 5808

Miller, Larry A. 8480

Romney-Whitney, Hannah 8489

Rubin, Elaine 5800

Schulz, T.J. 5838

Schust, Sunny 5802

Smith, Shirley 5809

Sonefeld, Otto 5813

Stanton, Jack 5448

Steiner, Amy 5814

Stott, Eileen 7708

Tamburelli, Donna 5815

Association of California Water Agencies (ACWA)

Suite 326

Main Number 434-4760

Fax Number 434-4763

Reynolds, David

Shubitowski, Pamela*

Association of State and Territorial Solid Waste Management Officials (ASTSWMO)

Suite 388

Main Number 624-5828

Fax Number 624-7875

Beagan, Edward

Callahan, Kerry

Foy, Rick

Hoellen, Kris

Kennedy, Thomas**

Malloy, Nicole+

Simcoe, Barbara

Taylor, Katrina

Center for Clean Air Policy (CCAP)

Suite 602

Main Number 624-7709

Fax Number 508-3829

Allen, Jeff 5439

Denuel, Christine* 7709

Festa, David 5259

Gille, Janet 8199

Helme, Ned* 5833

Lax, Donna+ 7709

Popovich, Mark 8825

Richmond, Rob 5260

Teer, Mary Bittle 8191

Center for the New West

Suite 414

Main Number 434-4765

Burgess, Phil 434-4769

Receptionist 434-4765

Director 434-4768

Coalition of Northeastern Governors Policy Research Center Inc. (CONEG)(**44)

Suite 382

Main Number 624-8450

Critzter, Tom+* 8450

Ewing, David 8457

Handley, Rick 8454

Mattheis, Ann □ 8452

Stubbs, Anne* 8451

Tarajano, Maria 8459

Totten, Tracey 8453

Tucker, Wenda 8456

Wolfe, Mark 8455

Coastal States Organization, Inc. (CSO)(**51)

Suite 322

Main Number 508-3860

Fax Number 508-3843

Gregorio, Toni+*

Kehoe, Kerry

Perry, Ray

Ragland, Nancy D.

Slade, David*

Council of Governors' Policy Advisors (CGPA)

Suite 390

Main Number 624-5386

Fax Number 624-7846

Bonaiuto, Matt 7736

Bonnett, Tom 7728

Brenner, Eric □ 5824

Fain, Leslie 5827

Frazier, Nadine 5386

Hercik, Jeanette* 5387

Nosari, Gabriela+• 7738

Council of State Community Development Agencies (COSCDA)(46)**

Suite 224

Main Number 393-6435

Fax Number 393-3107

Baker, Karen

Hagey, Ellen

Moore, Sally

Sidor, John*

Watson, Vicki

Western, Chandra

Council of State Governments (CSG)

Suite 401

Main Number 624-5460

Fax Number 624-5452

Basu, Ab

Frank, Abe*

Green, Connie+•

Korfonta, Paul □

Ost, Marcella

Raphael, Theresa

Sasse, Clayton (Intern) □

Federal Funds Information for States (FFIS)

Suite 299

Main Number 624-5382

Fax Number 624-7745

Fluellen, Gloria 5382

MacKenzie, Jake 8437

Nolan, Christopher* 5848

Raftery, Terrence 5849

Varnum, Charis 7898

Federation of Tax Administrators (FTA)

Suite 348

Main Number 624-5890

Fax Number 624-7888

Alt, Ronald W. 8445

Cassis, Wedad+• 5892

Davis, Roxanne 5893

Duncan, Harley* 5890

Egr, Mary Jane 5896

Fortin-Zaidan, Brigitte 5890

Lyon, Jonathan R. 5894

Maynard, Audrey G. 5895

Ocasal, Chris 8444

Rosenbusch, Stephanie 8442

Smith, Verenda 8443

Wehland, Pat 8441

Forestry Conservation Communications Association

Suite 540

Main Number 624-5416

Burnett, Howard W.*•

Independent Review Board

Suite 528

Main Number 434-8080

Fax Number 434-8084

Cronin, John*

Russell, Therese+•

International Association of Fish and Wildlife Agencies (IAFWA)

Suite 544

Main Number 624-7890

Fax Number 624-7891

Andries, Kirk S.

Clarke-Turner, Helen

Edelson, Naomi

Hussey, Stephanie

MacLauchlan, Donald E.

Nelson, Angela R. +•

Peterson, R. Max*

Reeff, Mark

Spruill, R. Chris

Taylor, Gary

Thieme, Michele

Thomas, Liz

International Association of Official Human Rights Agencies (IAOHRA)

Suite 408

Main Number 624-5410

Burnette, Linda*

Elkins, Edison*

International Reading Association (IRA)

Suite 422

Main Number 624-8800

Fax Number 624-8826

Golum, Rachel

Long, Richard*

Rubin, Pamela

**Interstate Conference of Employment
Security Agencies (ICESA)(**48)**

Suite 142

Main Number 628-5588

Carr, Judy

Cashen, Katy □

Crossley, Gary

DeRocco, Emily*

Keil, Ruth

Pass, Martina + *

Templeman, Cheryl

Terry, Sybil

**Justice Research and Statistics Association
(JRSA) and National Computer Center**

Suite 445

Main Number 624-8560

Fax Number 624-5269

Burnett, Ali + *

Cook, Charleen 8563

Craft, Loyce 7878

Dayton, Sandy 8564

Dressler, Kellie 8562

Florence, Rick 8812

Kessler, David 8566

Lane, Jerry 5268

Maline, Karen 8565

Meszaros, Gabriella 8560

Moseley, Bob □ 8568

Prado, Lourdes □ 7865

Richards, Andrea 8561

Ruboy, Melissa 7879

Weiss, Joan* 8830

Zepp, James 5267

Charles F. Kettering Foundation

Suite 434

Main Number 393-4478

Fisher, Richard*

Plattner, Daniel □

Saunders, Harold

Wilder, James* +

Multistate Tax Commission (MTC)

Suite 425

Main Number 624-8699

Fax Number 624-8819

Blocker, René □

Bucks, Dan* 8591

Carrillo, Gloria 5440

Davis, Alice 8589

Friedman, Alan 508-3807

Goral, Mike 8699

King, Loretta 508-3801

Koenig, Les 8438

Mattis, Charmaine 8699

Mazurov, Michael 8694

Mines, Pauli 8581

Robinson, Natalie 8682

Ross, Tyrone 508-3806

Ruffin, Teresa 508-3800

Six, Bill* 8820

Verma, Naresh 8186

8587

**National Adult Education Professional
Development Consortium (NAEPDC)**

Suite 422

Main Number 624-5250

Fax Number 624-8826

Koloski, Judy*

Passman, Stacy + *

**National Alliance of State and Territorial AIDS
Directors (NASTAD)**

Suite 617

Main Number 434-8090

Fax Number 434-8092

Greabell, Lynne □

Hendrix, Jason R. □

Kelly, Joseph F.

Schofield, Julie*

**National Association of Attorneys General
(NAAG)(**49)**

Suite 339

Main Number 434-8000

Fax Number 434-8008

Alcock, Margret □ 8013
 Anaya, Kari 8021
 Beaulieu, Paul 8052
 Bell, Jimmy □ 8047
 Biasillo, Sandra 8031
 Borus, Jim 8026
 Carlton, Emmitt 8016
 Chesser, Wib 8062
 Cohen, Mark 8060
 Constantine, Eleni 8010
 Cordry, Karen 8025
 Cross, Teresa 8054
 Crouch, Allison 8018
 DeShield-Minnis, Tara □ 8014
 DiCesare, Joanne 8017
 Evans, Gwendolyn 8046
 Glanzman, Steve* 8029
 Green, Jonathan 8042
 Hampton, Andrea 8011
 Harris, Lisa Wells 8023
 Hodge, Mike 8061
 Hurley, Ann 8039
 Jackson, Winston 8033
 Kelly, Laura 8053
 Lee, Sharon+ 8000
 Malone, Jackie 8063
 McKee, Judy 8044
 Milliken, Christine* 8053
 Morgan, Anna 8024
 Morgan, Tina 8048
 Myers, Emily 8015
 Payne, Tracye 8012
 Petrocelli, Daniel 8043
 Porter, Rosalind 8034
 Rahming, Sheila 8045
 Roy, Patrick 8032
 Schachter, John 8022
 Zelner, Barbara 8020
 Ziegler, Eric 8030
 Zwit, Brian 8041

**National Association of Development Organiza-
tions (NADO) & the NADO Research Foundation**

Suite 630

Main Number 624-7806

Enright, Kathleen
 Hines, Oscar
 Hoehne, Paul
 Lawson, Martha
 Locke, Susan
 Schiefelbein, Gregory
 Smith, Vicki+*
 Whipple, Scott
 Wohlbruck, Aliceann*

**National Association of Federally Impacted
Schools (NAFIS)**

Suite 419

Main Number 624-5455

Fax Number 624-5468

Balduman, Barbara*
 Forkenbrock, John*
 Pizzarello, Laura
 Watkins, Lynn

**National Association of Insurance
Commissioners (NAIC)**

Suite 309

Main Number 624-7790

Fax Number 624-8579

Barks, Ed
 Boyer, Terry*
 Carneal, Garry
 Cronin, Kevin*
 Davies, Rachel
 Goddard, Tom
 Hatley, Les
 Korsh, David
 Lehr, Ellen
 Maturo, Linda M.*+ □
 Miller, Minnie
 Salamone, Amy M.
 Sutton, Carol
 Tapay, Nicole
 Vinjamuri, Anantha
 Windland, Kim
 Woolfolk, Avais
 Young, Tralischia

National Association of State Alcohol and Drug Abuse Directors (NASADAD)(53)**

Suite 642

Main Number 783-6868

Fax Number 783-2704

Anderson, Robert
 Ash, Victoria □
 Bartosch, Bill
 Brooke, Mildred □
 Butynski, William*
 Ciaccio, Marion
 DiCarlo, Mary □
 Fleming, Shelley
 Foley, Linda
 Gemma, Dianna
 Greenwood, Lynette+
 Harper, Sharon □
 Hawkins, Marjorie
 Jones, Ben □
 Lewis, Brenda
 McMullen, Hollis
 McNamee, Renee
 Nelson, Sondra
 Person, Virginia □
 Reda, Jo Lynn*
 Ross, Sonya
 Rupert, Mae
 Sheehan, Kathleen
 Stewart, Darnell
 Swink, Mike
 Tatum, Annette
 Watson, Scott
 Weeden, Cheryl

National Association of State Auditors, Comptrollers and Treasurers (NASACT)

Suite 234

Main Number 624-5451

Krouse, James
 Nelson, Tailinda M.*
 Sims, Helena*

National Association of State Budget Officers (NASBO)

Suite 299

Main Number 624-5382

Fax Number 624-7745

Brown, Greg 8432
 Dingrando, Mary 8434
 Fluellen, Gloria+ 5382
 Friedberg, Edna 8439
 Mazer, Stacey 8431
 Nowacki, Melanie 8433
 Roherty, Brian* 8804
 Shaw, Laura* 8435

National Association for State Community Services Programs (NASCSP)

Suite 548

Main Number 624-5866

Fax Number 624-8472

Jakopic, Julie 8471
 Mullen, Jessica*+ 5866
 Witherspoon, Marjorie* 5865

National Association of State Foresters (NASF)

Suite 540

Main Number 624-5415

Bates, Terri*+
 Imbergamo, Bill 5416
 Singletary, Kimberly* 5258

National Association of State Mental Health Program Directors (NASMHPD)

Suite 417

Main Number 624-5837

Fax Number 624-7892

Ross, Clarke*

The National Association of State Treasurers (NAST)

Suite 401

Main Number 624-8595

Ost, Marcella+* 8481
 Waisanen, Bert □ 8593
 Wells, Milton* 8592

National Black Caucus of State Legislators (NBCSL)

Suite 622

Main Number 624-5457

Bremer, Charles*
 Bush, Diane
 Groff, Regis F.
 Johnson, Celeste
 Lanier, Ivan
 Owusu, Kofi
 Works, Trilvey

National Child Support Enforcement Association (NCSEA)

Suite 372

Main Number 624-8180

Landstreet, Eleanor*
 Tonks, Heather
 Vogeley, Patty+*

National Conference of State Historic Preservation Officers (NCSHPO)

Suite 342

Main Number 624-5465

Hertfelder, Eric*
 Miller, Nancy
 Zepp, Anita+*

National Conference of State Legislatures (NCSL)(26)**

Suite 515

Main Number 624-5400

Fax Number 737-1069

Bell, Aaron 8672
 Bird, Michael 8686
 Brady, Rebecca 8674
 Clark, Crystal 8669
 Dechert, Elizabeth 8679
 DeFife, Scott 8670
 Dosland, Valerie 8664
 Dunlap, Jonathan 8684
 Felde, Jon 8667
 Ferebee, Renee 5400
 Itkin, Laurie 8675
 Johnson, Karen 8183
 Lake, Lynda + 8661
 Martinez, Melinda □ 8195
 Morse, Ann 8697
 Osten, Neal 8660
 Pound, William* 8680
 Prather, Sharon 8193
 Pugh, Monique 8692
 Raney, Tawana 8687
 Rosenfeld, Klare 8683
 Seladones, Susan 8678
 Shreve, David 8187
 Sledge, Renae 8681
 Steisel, Sheri 8693
 Tubbesing, Carl* 8663
 Turnbow, Marilyn 8691
 Venkatapuram, Kalpana 8662
 Warren, Bill 8665
 Wiggins, Kathy 8676
 Wilson, Joy Johnson 8689
 Wnuk, Christine 8695
 Wright, Rosa 8690
 Zimmerman, Chris 8668

National Consortium of TASC Programs

Suite 642

Main Number 347-3533

Fax Number 783-2704

Huch, Earl C.
 May, Bob
 Weaver, Charlene +

National Council of State Housing Agencies (NCSHA)(47)**

Suite 438

Main Number 624-7710

Fax Number 624-7719

Anderson, Carol 4643
 Autry, Germaine 8486
 Blankenship, Sara 7715
 Casey, John 8584
 Harmon, Erika 8469
 Hudson, Mike □ 7710
 LaFleur, Linda 7716
 Landi, Loretta 4659
 Lee, Nancy 8487
 McEvoy, John* 4640
 Pankow, Ann + 7718
 Reeves, Julie 8838
 Rieman, Garth B. 4642
 Sharp, Laurie 4648
 Soltz, Jessica 4646
 Tassos, Jim 4649
 Thompson, Barbara 4644
 Wallace, Terri 4658

National Criminal Justice Association (NCJA)(50)**

Suite 618

Main Number 4620 or 347-4900

Fax Number 508-3859

Holden, Gwen*
 Kapler, Robert A.
 Lawrence, Paul*
 Meacham, Patrick M.
 Meredith, Wanda
 Moran, Lisa Doyle
 Reid, Carolyn +

National Governors' Association (NGA)

Suite 267

Main Number 624-5300

Fax Number 624-5313

Ade, Suzan 5317
 Aebersold, Alicia 5422
 Alsop-Thompson, Angela 5388
 Amico, Lorraine 5346
 Armstrong, Laura 5376
 Barnes, Joretha 5325
 Beauchesne, Ann 5370
 Becker, Victoria 5368
 Bond, Rae 5331
 Borysiewicz, Shelley 5330
 Botts, Marsha □ 5978
 Boyd, Cynthia 5396
 Boyd, Karen 7816
 Breyel, Janine 5851
 Brodie, Russ 5305
 Brown, David 5427
 Brown, Patricia 7705
 Bruvold, Les 7734

National Governors' Association (continued)

Callahan, Robert	5328
Champion, Doug	7872
Christian, Shirley	5324
Clarke, Marianne	5380
Cochran, Charles	5329
Conrad, Lydia	5363
Cook-Hall, Stephanie	5343
Cramer, Bill	5496
Curtis, Tom	5389
Davidson, Tammy	5326
DeSonia, Randy □	5319
Donley French, Kelly	7818
Dotchin, Susan	5327
Dunlavey, Jan	5347
Farrell, Luisa	5355
Feinstein, Gerry	5332
Finegold, Allyn	5357
Fuller, Marissa	5303
Gacser, Ann	5307
Ganzglass, Evelyn	5394
Glass, Karen	7787
Gordon, Doris	5323
Goren, Paul	5309
Greene, Joan	7808
Habetler, Kaye	5326
Hall, Jackie	5341
Harney, Christine	7813
Higginbotham, Marla	5304
Hoeldtke, Melissa	7810
Jensen, Martin	5353
Jeter, Norma	5362
Jones, Carolyn	5339
Jones, Nolan	5360
Kahn, Debbie	7895
Kayne, Joseph	5392
Kindermann, Kara	8575
Krause, Karen	7835
Lackovic, Lisa	5898
Lally, Rosemary □	5333
Lederer, John	5335
Litt, Jill	5356
Manocha, Virender	5337
Martin, Jim	5315
Martinez, Manon	5390
Masanz, Tim	5311
Matthews, Francine	7811
McCart, Linda	5336
Moore, Tess	5320
O'Neill, Casandra	7870
Orloff, Tracey	7820
Rubel, Thom	7740
Scheppach, Ray*	5320
Shiflett, Laura	5314
Shonka, Molly	7801
Siegel, Margaret	5340
Simon, Martin	5345
Solyst, Jim	7739
Stanton, Raquel	5397
Steciuk, Dan*	7855
Stief, Elizabeth	7873

Strawn, Julie	7823
Sullivan, Patricia	7723
Thomas, Bob	5350
Thomasian, John	7881
Thompson, Paul	5359
Traiman, Susan	5383
Tymann, Barbara	5344
Unruh, Tom	8573
Van Lare, Barry	5342
Villanueva-Brown, Marilyn □	5300
Volpe, Carl	7729
Watson, Donna	8572
Webb-Blanc, Janice	5377
Wells, Barbara	5822
Winston, Kyle	5395
Woods, Debbie	5338
Worthy, Maxine	7893

National School Boards Association (NSBA)

Suite 413	
Main Number	737-4052

National Treatment Consortium

Suite 200	
Main Number	434-4780
Fax Number	434-4783
Kramer, Jeffrey T.*	4780
Vanderweit, Jill	4780

New England Council

Suite 418	
Main Number	434-8095
Fax Number	434-8099
Farrell, Meghan + *	
O'Connor, Carolyn*	

New Standards, Inc.

Suite 200	
Main Number	434-4782
Fax Number	434-4783
Kramer, Jeffrey T.*	
Vanderweit, Jill □	

Ozone Transport Commission (OTC)

Suite 604	
Main Number	508-3840
Fax Number	508-3841
Carhart, Bruce*	
Cooper, Stephanie + *	
Foerter, David	

Southern Governors' Association (SGA)

Suite 200

Main Number 624-5897

Fax Number 624-7797

Bruursema, Jennifer

Hamilton, Linda

Munro, Doug

Penn, Candy*

Purdy, Liz + •

Webb, Sandy

Webber, Scott

Southern Regional Project on Infant Mortality

Suite 401

Main Number 624-5460

Fax Number 624-5452

Bradford, Kelly

Gehshan, Shelly

Harrison, Stephanie

Perez, Alfredo

Schlitt, John

Thomas, Jane Pomeroy

State and Territorial Air Pollution Program

Administrators/Association of Local Air

Pollution Control Officials (STAPPA/ALAPCO)

Suite 307

Main Number 624-7864

Becker, Bill*

Douglas, Mary Sullivan

Friedman, Todd*

Kruger, Nancy

Schobel, Torrey

Tucker, Christina

Wallenberg, Dave

Western Governors' Association (WGA)

Suite 370

Main Number 624-5402

Fax Number 624-7707

Bechtel, Rich*

Doerman, Julia

Schaefer, Matt 624-7844

Western States Foundation

Suite 414

Main Number 434-4767

Cocozza, Dick* + •

STATE SERVICES ORGANIZATION
Suite 237

Main Number	624-5490		
Fax Number	624-8588		
Voice Mail	624-8919		
Catlett, Rebekah R.*	5489	Padgett, Eddie	8570
Champion, Brian	5490	Reiff, Marianne	5487
Esher, Dotty	7849	Ross, Ron	5481
Gates, Towanna	5480	Sandridge, Nelle	7848
Gorham, Richard	5483	Scott, Frank	5493
Graybeal, Earl	5485	Simmons, Jennifer	5488
Hare, Ben	5492	Wilkins, Maurice	7847
Henderson, Kevin	7847	Williams, Michael	7847
Jones, Lawrence	7847	Williams, Roz	8430
Lewis, Natalie	5420		

SECURITY

Building Lobby Guard 347-1250

Police - 1st District 727-4326

Building Management has asked that it be notified when you expect visitors after 6:00 p.m. so that adequate security arrangements may be made. It is important that such notification occur when the participants in a meeting are scheduled to arrive at six or after on a weekday or anytime on a weekend. All such notifications should be given to SSO, which will make the necessary arrangements with Building Management.

Phone numbers beginning with the 434, 508, and 624 exchange are part of the SSO centralized telephone system for the System 75. Individuals on this system can dial other individuals on the system by using the last four digits of the number.

* Office Director

+ Telephone Directory Contact

• Office Manager

□ New person on directory

** Speed dial numbers that can be used by offices on the System 75. Press button that has access to system list or dial 101 and two-digit code.

CONTACT LIST FOR SERVICES IN THE HALL OF THE STATES

<i>Area of Interest</i>	<i>Individual to Contact</i>	
Address list maintenance	Nelle Sandridge	624-7848
Audio visual equipment	Eddie Padgett	624-8570
Billing	Natalie Lewis	624-5420
Bindery	Frank Scott	624-5493
Building access after hours	Roz Williams	624-8430
Building directory listings/signs	Roz Williams	624-8430
Building maintenance	Roz Williams	624-8430
C-Span	Rebekah Catlett	624-5489
Catering	Dotty Esher	624-7849
Coffee	Rebekah Catlett	624-5491
Conference rooms	Eddie Padgett	624-8570
Congressional Record delivery	Earl Graybeal	624-5483
Construction	Rebekah Catlett	624-5489
Copying	Frank Scott	624-5493
Desk-top publishing	Dotty Esher	624-7849
Electrical	Roz Williams	624-8430
Express Mail	Ron Ross	624-5481
FAX	Dotty Esher	624-7849
Federal Express	Ron Ross	624-5481
Federal Register delivery	Earl Graybeal	624-5483
Hall of the States telephone directory	Dotty Esher	624-7849
Inter-library loan	Earl Graybeal	624-5483
Keys	Roz Williams	624-8430
Library—general information	Earl Graybeal	624-5483
Library—reference services	Earl Graybeal	624-5483
Lunchroom/vending machines	Dotty Esher	624-7849
Mail	Ron Ross	624-5481
Messenger service	Frank Scott	624-5492
Office rental	Rebekah Catlett	624-5489
Painting	Rebekah Catlett	624-5489
Parking	Rebekah Catlett	624-5491
Personnel	Rebekah Catlett	624-5489
Printing	Frank Scott	624-5493
Security	Roz Williams	624-8430
Supplies	Rebekah Catlett	624-5491
Telephones	Towanna Gates	624-5480
Transparencies and negatives	Frank Scott	624-5493
United Parcel Service (UPS)	Ron Ross	624-5481
Word processing	Dotty Esher	624-7849
Xerox (Infotext)	Frank Scott	624-5493

Appendix F

Table 2

STATE WASHINGTON OFFICES' CLIENTS:
DISTRIBUTION OF PROFESSIONAL STAFF TIME
SOURCE OF REQUESTS FOR INFORMATION OR OTHER ASSISTANCE

<u>SOURCE OF REQUEST</u>	<u>PERCENTAGE OF TIME</u>	
	<u>Average</u>	<u>Median</u>
Executive Branch in home state (including the Governor's Office)	36.8%	45.3%
Own Representatives in Congress or their staff	16.8%	17.5%
Own Senators in Congress or their staff	13.3%	11.6%
Other states' D.C. offices	5.2%	5.8%
Trade or professional associations in home state	5.2%	4.7%
Businesses in home state	4.1%	4.1%
Individual citizens in home state	3.4%	4.1%
Colleges and universities in home state	3.0%	3.4%
State legislature in home state	6.1%	2.3%
Members of Congress from other states or their staff	2.5%	1.2%
Judiciary in home state	0.3%	0.0%
Other		
• Municipalities in home state	0.7%	0.0%
• Regional organizations in home state	0.5%	0.0%
• Press	1.4%	0.0%
• Unnamed	<u>0.7%</u>	<u>0.0%</u>
Total	100.0%	100.0%

Source: Boucher, supra note 1, at 10.

Appendix G

Table 3

STATE WASHINGTON OFFICES' SERVICES: PERCENTAGE OF PROFESSIONAL STAFF TIME BY TASK PERFORMED

TYPE OF TASK	PERCENTAGE OF TIME	
	Average	Median
Advising own delegation or staff on state concerns about particular issues/legislation	20.7%	20.1%
Advising state government or others in home state on the status of legislation, negotiations between houses or between the President and Congress, etc.	14.8%	17.2%
Developing assessments of potential impacts of new or proposed legislation on home state	9.3%	11.4%
Building coalitions with other members of Congress or staff or other D.C. offices on legislation or administrative actions	8.0%	11.4%
Making contacts/opening doors/etc. in support of on-going or planned state efforts	6.9%	8.6%
Working with own delegation or staff to draft legislation, prepare for hearings, etc.	9.3%	5.7%
Hosting/arranging meetings between state and congressional groups	4.5%	5.7%
Attending hearings, monitoring other federal developments, gathering background data, etc.	6.5%	5.7%
Working with people in home state to clarify or help reconcile conflicting requests for congressional assistance	3.8%	4.0%
Handling incidental requests for information	4.3%	3.1%
Briefing state visitors in D.C.	3.1%	2.6%
Conducting briefings in home state	2.0%	1.7%
Helping businesses in home state to secure R&D funding	2.1%	1.7%
Helping state institutions of higher education to secure R&D funding	1.9%	1.1%
Presenting testimony	1.8%	0.0%
Other--"Intergovernmental" work	<u>1.0%</u>	<u>0.0%</u>
Total	100.0%	100.0%

Source: Boucher, supra note 1, at 13.

Appendix H

Table 4

**STATE WASHINGTON OFFICES' SOURCES:
PERCENTAGE OF PROFESSIONAL STAFF TIME SPENT
WITH VARIOUS GROUPS IN ORDER TO FULFILL CLIENT REQUESTS FOR SERVICES**

<u>TYPE OF SOURCE</u>	<u>PERCENTAGE OF TIME</u>	
	<u>Average</u>	<u>Median</u>
Agencies of state government in home state	17.9%	24.4%
Federal Executive Branch departments or agencies (including the White House)	18.9%	18.4%
Own Representatives in Congress or their staff	14.0%	12.2%
Own Senators in Congress or their staff	11.5%	12.2%
Own office staff (i.e., in-house)	9.7%	12.2%
Congressional committees	7.6%	6.1%
Other states' D.C. offices	5.3%	6.1%
Congressional agencies (e.g., CBO, CRS)	3.2%	2.4%
Members of Congress from other states or their staff	3.8%	2.4%
National trade or professional associations (including NGA)	4.7%	2.4%
Independent federal agencies (e.g., FTC, FCC)	2.9%	1.2%
Federal judicial offices	0.2%	0.0%
Other--"In-house library"	<u>0.3%</u>	<u>0.0%</u>
Total	100.0%	100.0%

Source: Boucher, supra note 1, at 16.

Appendix I

Samuel B. K. Chang
Director

Research (808) 587-0666
Revisor (808) 587-0670
Fax (808) 587-0681



LEGISLATIVE REFERENCE BUREAU
State of Hawaii
State Capitol
Honolulu, Hawaii 96813

June 14, 1994

5358-A

Mr. Philip R. Shimer
Hawaii State Office
Hall of the States, Suite 706
444 North Capitol Street
Washington, DC 20001

Dear Mr. Shimer:

Re: Study on Intergovernmental Relations with the Federal Government

The Legislative Reference Bureau is conducting the above-referenced study, which was requested by House Concurrent Resolution No. 215 and House Resolution No. 204 adopted by the Hawaii Legislature during the Regular Session of 1994.

The purpose of the study is to determine the most cost-effective options the Legislature has to develop an effective communication and information system with the federal government that meets the Legislature's needs as an independent arm of state government. The Bureau is directed to examine actions taken by other states to enhance their abilities to communicate and interact with the federal government and also to examine the feasibility of the Legislature establishing an office in Washington, D.C. similar to the Hawaii State Office.

In order to respond to these resolutions, the Bureau is requesting your assistance and cooperation in obtaining information. In particular, the Bureau needs specific information concerning the operations of your office to determine the feasibility of the Legislature establishing a similar presence. Accordingly, the Bureau would appreciate your responding to the following questions:

- (1) Under what authority was your office established (i.e., statute, rule, governor's directive) and, as an administrative function, to whom is your office responsible?
- (2) What specific responsibilities are assigned to your office? What other functions do your staff perform?
- (3) How many persons are employed in your office and what are their specific duties? Also, are staff members from Hawaii or the Washington, D.C. area and what is the advantage, if any, for your office employing such persons?

- (4) What is your annual budget? What is the breakdown for staff salaries (per staffer), office rent, equipment, etc.?
- (5) Does your office perform any function or service for the legislative branch, and if so, please specify? If not, does your office view itself solely as an agency created to serve the executive branch?
- (6) In your opinion, what would be the pros and cons of the Legislature setting up its own Washington, D.C. office to facilitate communication between that branch and the federal government?
- (7) Are you aware of any actions other state legislatures have taken to enhance their communication with the federal government (please specify)?
- (8) Can you suggest any options or alternatives the Hawaii Legislature should explore to increase effective communication with the federal government?

Please feel free to address any other issue or include any other comments or suggestions you think would be helpful to the Bureau's study.

Copies of the referenced resolutions are enclosed for your convenience. If you have any questions or need additional information, please do not hesitate to contact the Bureau at (808) 587-0666 or fax number 587-0681. The researcher assigned to this study, Charlotte Carter-Yamauchi, or her immediate supervisor, Ken Takayama, Assistant Director for Research, would be happy to assist you.

The Bureau appreciates your cooperation and assistance in providing the foregoing information and requests an early response to enable a timely report to the Legislature.

Very truly yours,


Samuel B. K. Chang
Director

SBKC:jv

Enc.

Appendix J

AUG - 1 1994

JOHN WAIHEE
GOVERNOR



R. PHILIP SHIMER
DIRECTOR

STATE OF HAWAII - WASHINGTON, D.C. OFFICE

444 NORTH CAPITOL STREET, N.W., SUITE 706
WASHINGTON, D.C. 20001
(202) 508-3830
FAX: (202) 508-3834

July 29, 1994

Mr. Samuel B. K. Chang
Director
Legislative Reference Bureau
State Capitol
Honolulu, Hawaii 96813

Dear Mr. Chang:

This is in response to your letter dated June 14, 1994, which I received on June 24. You wrote regarding your office's ongoing study to develop cost-effective options to facilitate communication between the Hawaii Legislature and the federal government. My apologies for not getting back to you sooner.

1. *Under what authority was your office established (i.e., statute, rule, governor's directive) and, as an administrative function, to whom is your office responsible?*

The office was established under Chapters 201-81 and 29-2 of the Hawaii Revised Statutes. The establishment of out-of-state offices is authorized under Chapter 201-81, while the Governor's Administrative Director serves as the Federal Program Coordinator for the State as outlined in Chapter 29-2.

The employees of the office are assigned to the Department of Business, Economic Development & Tourism (DBEDT) under Chapter 201-81, HRS, for administrative purposes only. The staff take their program and policy direction from the Governor, his Federal Programs Coordinator, and his Special Assistant for State-Federal Relations.

2. *What specific responsibilities are assigned to your office? What other functions do your staff perform?*

Responsibilities include: tracking federal legislation; assisting in the development and communication to the legislative and executive branches of the State's federal positions; monitoring the development and implementation of rules and regulations; alerting State departments to federal grants and other program and policy notices (e.g. the Federal Register); attending and representing departments at meetings in Washington, D.C.; following-up on requests made by State agencies for information from the Congressional delegation or federal agencies and vice-versa.

The office serves as a "real time" point of contact for federal agencies, the Hawaii delegation, other Congressional members, and those requesting information on the State--travel agents, school children, potential tourists and residents, and researchers.

3. *How many persons are employed in your office and what are their specific duties? Also, are staff members from Hawaii or the Washington, D.C. area and what is the advantage, if any, for your office employing such persons?*

There are three full-time exempt State employee positions in the office--the Administrator, Assistant Administrator and Administrative Assistant (see Attachment A for position descriptions).

Two of the three people currently in the office are from Hawaii. This mixed combination seems to work well. The Administrator has worked for, and on behalf of, a number of governors in Washington, D.C. for the past 15 years, and brought to the office a good understanding of how Congress and the federal government work. The Assistant Administrator and Administrative Assistant are both from Hawaii. They possess important knowledge about the state, its government and the Legislature. Both worked in the Office of State Planning (OSP) and at the Legislature. They also add a touch of the "Aloha spirit," lending further credibility to a Hawaii office.

4. *What is your annual budget? What is the breakdown for staff salaries (per staffer), office rent, equipment, etc.?*

We have attached an expenditure report for FY 94 (see Attachment B).

5. *Does your office perform any function or service for the legislative branch, and if so, please specify? If not, does your office view itself solely as an agency created to serve the executive branch?*

To date, the office has not performed specific, routine services for the Legislature; however, it does not exclusively serve the executive branch either. Several members of the Legislature have, in the past, utilized the office for various purposes--obtaining information, scheduling appointments or using the office as a "home base" while in D.C. Some Legislators have regularly relied upon the office for status reports on issues under their jurisdiction, or of a personal interest. The Administrator has on occasion attended D.C. meetings with members of the Legislature.

6. *In your opinion, what would be the pros and cons of the Legislature setting up its own Washington, D.C. office to facilitate communication between that branch and the federal government?*

Pros: The executive and the legislative branches of state government, while generally working toward similar goals, sometimes have different priorities. The establishment of a dedicated legislative liaison in Washington, D.C. would enhance the ability of the Legislature to ensure that its priorities, goals, and interests, are properly communicated to federal decision makers (Congress and the Administration).

Cons: The cost of setting up a separate office in Washington, D.C., is the most significant factor in arguing against the establishment of a separate office. Many of the functions of having both an executive and legislative office in Washington, D.C., would be duplicative and hard to justify in tight budget years.

7. *Are you aware of any actions other state legislatures have taken to enhance their communication with the federal government (please specify)?*

The New York Assembly and Senate (with separate majority and minority offices) and the Illinois Assembly maintain their own offices in Washington. They often work in conjunction with their executive branch offices on certain issues, as well as representing their legislative leadership to such organizations as the National Conference of State Legislatures (NCSL).

Both Florida and Texas have established, by statute, offices that serve both the executive and the legislative branches in their respective states. The utilization of these offices by the legislative branch tends to ebb and flow with the legislative activity in the state houses. Much of the services provided to the legislators by these "combined" offices is information gathering and dissemination through a regular reporting schedule. They also make a variety of meeting arrangements for legislators visiting D.C. Positions that these offices advocate with the federal government, tend to be consensus positions where there is a clearly discernible "state" position on an issue.

Further information on the statutory basis, the responsibilities/functions, and the funding of these "combined" offices can be put together upon request.

8. *Can you suggest any options or alternatives the Hawaii Legislature should explore to increase effective communication with the federal government?*

Effective communications with Washington goes in both directions, and is often most critical during a reaction to outside events or other crises. The Legislature, in considering Washington representation, needs to ensure that its ability to access information on a timely basis is enhanced, as well as its ability to respond quickly to fast moving events on the federal level. Several alternatives do exist to carry out an effective program at the federal level.

These include:

1. Establish a separate, autonomous office that serves only the Hawaii Legislature.
2. Hire a consultant who can work without the necessity for the extensive overhead that a full blown office requires. Consultants come with significant drawbacks--they have other clients, therein having potential conflicts, and oversight of consultant relationships sometimes proves difficult, especially from a distance.
3. Expand the current reporting and other communications efforts of the State's existing office. Some services, for example research services, might need to be expanded to completely serve a Legislature as a new "client." This could conceivably be accomplished by increasing access to on-line, informational services to assist the Legislature in meeting its research needs in Hawaii.

Mr. Samuel B. K. Chang
July 29, 1994
Page 4

4. Add new staff to the existing office. These addition(s), could be dedicated to monitoring and communicating on issues of specific interest to the Legislature. Staff could be hired and paid outright by the Legislature and housed in rented space within the existing state office.

In closing, let me offer some unsolicited personal observations based on a number of years working with both successful and unsuccessful efforts by states to increase their presence in Washington. The most important decision is personnel--who you pick and whether or not you can work with them is much more important than how many staff you have. Secondly, for a D.C. office to effectively function, there must be the desire and commitment by its "clients" to invest the time and money necessary to make a long-term commitment. Continuity is important in Washington, where some major initiatives often take many years to bear fruit. A Washington operation cannot be started one year, shut down the next, only to open it back up a few years later. If the Hawaii Legislature desires to establish a communications and information type office in D.C., it will be necessary to "hit the ground running." Given budget cuts absorbed by the Washington Office in the current year, additional funds will be necessary to avoid a break in continuity of service. These funds may have to be provided by an early budget section taken by the new Legislature.

Again, I apologize for not completing my response earlier. I would enjoy talking with you if you, or your staff, have any further questions or need additional information.

Sincerely,



R. Philip Shimer
Director

Attachments

cc: Joshua C. Agsalud
Norma Wong

Source: The Hawaii State Office.

Appendix K

OUT-OF-STATE ADMINISTRATOR, WASHINGTON, D.C.

I. INTRODUCTION

This position is located in Washington, D.C. The position will be administered by the Department of Business, Economic Development & Tourism as established by Section 201-81 and Section 29-1. As expressed in Section 201-81, the Department is authorized to establish and operate out-of-state offices to assist in promoting and informing businesses and governments of the business opportunities available in the State of Hawaii.

In addition, as expressed in Section 29-1 and Section 29-2, there shall be a Washington, D.C. Hawaii office which shall carry out various powers and duties related to coordinating federal programs and issues of importance to the State of Hawaii.

The program operation of the office shall function under a memorandum of agreement between the Department of Budget and Finance and the Department of Business, Economic Development and Tourism.

Section 201-81 and Section 29-1 allows exemptions from various statutory requirements and restrictions relating to personnel administration, purchasing, fiscal operations, and real property management relative to these out-of-state offices in order to facilitate their operation and management.

The subject position is responsible for the development and management of the Washington, D.C. office in accordance with general policies and administrative guidelines in representing the State of Hawaii relative to the purposes enumerated in Section 201-81 and Section 29-1. It is charged with the overall responsibility for the actual conduct of programs, projects, activities and support services in fulfilling administration initiatives and the purposes of Section 201-81 and Section 29-1 and -2.

A. MAJOR DUTIES AND RESPONSIBILITIES

40%

1. Serves as the Governor's Representative in Washington, D.C.
2. Establish and advocate coherent federal agenda.
3. Provide timely information to departments on federal issues and actions.
4. Provide official replies to any federal agency or member of committee of Congress.
5. Interact with federal agencies that would require or need assistance or communication by the Congressional delegation.

6. Effectively lobby on behalf of departments and the State.
7. Plan, organize, direct, and coordinate out-of-state programs, projects activities and services in Washington, D.C.
8. Develop proposed budgets and expenditure plans, and authorize/monitor expenditures as approved.
9. Recommend staffing and carry out relevant functions such as recruitment, selection, training, discipline, etc.
10. Maintain departmental and state contact and liaison for administrative guidance and to report orally and in writing on operations.
11. Recommend consultant services and scope of services, and conduct relevant coordination, administration and technical functions to assure State's interests are served.
12. Direct the development and conduct of office procedures.
13. Enter into contracts for space, supplies, and services on behalf of the State as pre-authorized.

B. INTRA- AND INTER-AGENCY LIAISON

45%

1. Maintains contact with the Director's office and State programs to assure consistency of office operations with State concerns, interests and programs; and carries out the exchange of information on policies, procedures, events, and activities.
2. Conducts liaison, promotional, informational, and other activities to assist in carrying out administration and State initiatives in dealing with Federal agencies and other groups headquartered in Washington, D.C.

C. PUBLIC CONTACT

10%

1. Conduct public speaking, informational and other activities.

D. MISCELLANEOUS

05%

Reviews operating statistics, prepares correspondence, deals with vendors and others, and performs various miscellaneous functions.

III. SUPERVISION RECEIVED

The subject position is under the general supervision of the Director of DBED and the Governor's office. Policy and procedural guidance are available in the form of Departmental publications, plans, and instructions, but judgment and discretion are required in the application of guidelines and protocol in dealing with Federal officials and others.

IV. KNOWLEDGE AND SKILL REQUIREMENT

The incumbent of this position must possess knowledge and understanding of issues important to the State, as well as knowledge of national issues as they impact the State and Pacific Region. The incumbent must be knowledgeable in the procedures and processes of the executive and legislative branches of the federal government, and possess knowledge of management and administrative principles and practices relevant to the independent operation of an out-of-state office.

Considerable communication skills are required.

(B/P059/7)

Source: The Hawaii State Office.

Appendix L

ASSISTANT OUT-OF-STATE ADMINISTRATOR, WASHINGTON, D.C.

I. INTRODUCTION

This position is located in Washington, D.C. The position will be administered by the Department of Business, Economic Development & Tourism as established by Section 201-81 and Section 29-1. As expressed in Section 201-81, the Department is authorized to establish and operate out-of-state offices to assist in promoting and informing businesses and governments of the business opportunities available in the State of Hawaii.

In addition, as expressed in Section 29-1 and Section 29-2, there shall be a Washington, D.C. Hawaii office which shall carry out various powers and duties related to coordinating Federal programs and issues of importance to the State of Hawaii.

The program operation of the office shall function under a Memorandum of Agreement between the Department of Budget and Finance, the Department of Business, Economic Development and Tourism and the Federal Programs Coordinator.

Section 201-81 and Section 29-1, allows exemptions from various statutory requirements and restrictions relating to personnel administration, purchasing, fiscal operations, and real property management relative to these out-of-state offices in order to facilitate their operation and management.

The subject position is responsible for assisting in the development and management of the Washington, D.C. office in accordance with general policies and administrative guidelines in representing the State of Hawaii relative to the purposes enumerated in Section 201-81 and Section 29-1. It is charged with the overall responsibility for the actual conduct of programs, projects, activities and support services in fulfilling administration initiatives and the purposes of Section 201-81 and Section 29-1 and -2.

A. MAJOR DUTIES AND RESPONSIBILITIES

40%

1. Assist the out-of-state Administrator in serving as the Governor's Representative in Washington, D.C.
2. Assist in establishing and advocating a coherent Federal agenda.
3. Assist in providing timely information to departments on Federal issues and actions.

4. Assist in providing official replies to any Federal agency or member of Committee of Congress.
5. Assist in interaction with Federal agencies that would require or need assistance or communication by the Congressional delegation.
6. Assist with the lobbying on behalf of departments and the State.
7. Assist in the planning, organizing, directing, and coordinating of out-of-state programs, projects activities and services in Washington, D.C.
8. Assist in developing proposed budgets and expenditure plans, and authorize/monitor expenditures as approved.
9. Assist in maintaining departmental and State contact and liaison for Administrative guidance.
10. Assist in recommending consultant services and scope of services, and conduct relevant coordination, administration and technical functions to assure State's interests are served.
11. Assist in directing the development and conduct of office procedures.
12. Assist in the negotiations of contracts for space, supplies, and services on behalf of the State as pre-authorized.

B. INTRA- AND INTER-AGENCY LIAISON

45%

1. Assists the out-of-state Administrator in maintaining contact with the Director's office and State programs to assure consistency of office operations with State concerns, interests and programs; and carries out the exchange of information on policies, procedures, events, and activities.
2. Assist the out-of-state Administrator in conducting liaison, promotional, informational, and other activities to assist in carrying out administration and State initiatives in dealing with Federal agencies and other groups headquartered in Washington, D.C.

C. PUBLIC CONTACT 10%

1. Provide information to the public.

D. MISCELLANEOUS 05%

1. Assist the out-of-state Administrator in reviewing operating statistics, preparing correspondence, dealing with vendors and others, and performing various miscellaneous functions.

III. SUPERVISION RECEIVED

The subject position is under the general supervision of the out-of-state Administrator. Policy and procedural guidance are available in the form of Departmental publications, plans, and instructions, but judgement and discretion are required in the application of guidelines and protocol in dealing with Federal officials and others.

IV. KNOWLEDGE AND SKILL REQUIREMENT

The incumbent of this position must possess knowledge and understanding of issues important to the State and the Pacific Region, and have experience working in the Washington, D.C. environment. The incumbent must be knowledgeable in the procedures and processes of the Executive and Legislative branches of the State and Federal government.

Considerable communication skills are required.

Source: The Hawaii State Office.

Appendix M

ADMINISTRATIVE ASSISTANT, OUT-OF-STATE OFFICE

I. INTRODUCTION

This position is located in the Washington, D.C. office. The position will be administered by the Department of Business, Economic Development & Tourism. as established by Section 201-81 and Section 29-1. As expressed in Section 201-81, the Department is authorized to establish and operate out-of-state offices to assist in promoting and informing businesses and governments of the business opportunities available in the State of Hawaii.

In addition, as expressed in Section 29-1 and Section 29-2, there shall be a Washington, D.C. Hawaii office which shall carry out various powers and duties related to coordinating federal programs and issues of importance to the State of Hawaii.

The program operation of the office shall function under a memorandum of agreement between the Department of Budget and Finance and the Department of Business, Economic Development & Tourism.

Section 201-81 and Section 29-1 allows exemptions from various statutory requirements and restrictions relating to personnel administration, purchasing, fiscal operations, and real property management relative to these out-of-state offices in order to facilitate their operation and management.

The position serves as administrative assistant to the Administrator of the Washington, D.C. office in the conduct of the programs and projects of the office and in the office operations.

II. MAJOR DUTIES AND RESPONSIBILITIES

% of Time

A. Assistance in Programs and Projects

45%

1. Reviews proposed legislation and other materials, attends briefings, obtains background information by querying appropriate offices, etc. and prepares/presents reports of findings to the Administrator.
2. In response to program opportunities and obstacles, discusses alternative strategies and actions with the Administrator from the standpoint of practical feasibility to assist the Administrator in planning and consideration of policy implications.

3. Develops budget, human resource, and other details in the initiation and conduct of programs and projects.
4. Handles logistical and other arrangements on behalf of the Administrator in the conduct of programs and projects; and participates in the critique of such programs and projects in order to improve future planning and performance.

B. Office Operation

45%

1. Plans, schedules and maintains office operations to assure availability and responsiveness to inquiries, visitors, program problems, project adjustments and so forth.
2. Develops budget details for office operations for consideration of the Administrator in operating budget preparation, and participates in budget discussion.
3. Recommends changes in office operations, equipment and supply needs, and clerical help.
4. Presents invoices to the Administrator for authorization payment, follows up on discrepancies, maintains administrative files including budget and accounting records, and performs various other administrative housekeeping details.
5. Arranges for clerical support and assistance in the conduct of office operations as needed.

C. Miscellaneous

10%

Drafts correspondence, reports, and other materials; and performs various miscellaneous functions.

III. Supervision Received

The subject position is under the general supervision of the Out-of-State Administrator, Washington, D.C. office. Policy and procedural guidelines are available in the form of Departmental publications, plans, and instructions.

IV. Knowledge and Skill Requirements

The incumbent of this position must have knowledge of office management principles and practices. An understanding of the role of an administrative assistant in facilitating the work of the Administrator and office operations is also required.

Skills in communicating in writing and the spoken work, and in dealing with others are required.

Source: The Hawaii State Office.

(B/P060)

Appendix N

ACTUAL EXPENDITURES FY 1994 WASHINGTON, D.C. OFFICE

EXPENSES	AMOUNT TOTAL
Payroll: Administrator	\$79,992.00
Payroll: Asst. Administrator	\$40,764.00
Payroll: Administrative Asst.	\$33,156.00
Office Supplies	\$3,749.89
Publications/Reports	\$182.60
Computer Equipment/Supplies/Service	\$6,600.89
Subscriptions	\$5,238.01
Federal Express/Messenger Service	\$1,641.08
Postage	\$926.47
Telephone & Fax Service/Phone Rental	\$9,132.83
Printing	\$657.25
Travel - Airfare/Subsistence	\$9,733.57
Office Rent	\$52,776.86
Photocopying	\$2,525.53
Repair & Maintenance, Equipment	\$864.60
Services on a Fee	\$1,521.83
Registration Fees	\$1,069.00
Office Equipment	\$1,001.46
Miscellaneous Expenses	\$4,982.32
TOTAL EXPENSES FOR FY 94	\$256,516.19

Source: Hawaii State Office.

Appendix O

Samuel B. K. Chang
Director

Research (808) 587-0666
Revisor (808) 587-0670
Fax (808) 587-0681



LEGISLATIVE REFERENCE BUREAU
State of Hawaii
State Capitol
Honolulu, Hawaii 96813

July 11, 1994

5358-A

Ms. Debby Kilmer
Florida State Office
Hall of the States, Suite 349
444 North Capitol Street
Washington, DC 20001

Dear Ms. Kilmer:

Re: Study on Intergovernmental Relations with the Federal Government

The Hawaii Legislative Reference Bureau is conducting the above-referenced study, which was requested by House Concurrent Resolution No. 215 and House Resolution No. 204, adopted by the Hawaii Legislature during the Regular Session of 1994.

The purpose of the study is to determine the most cost-effective options the Legislature has to develop an effective communication and information system with the federal government that meets the Legislature's needs as an independent arm of state government. The Bureau is directed to examine actions taken by other states to enhance their abilities to communicate and interact with the federal government and also to examine the feasibility of the Legislature establishing a separate office in Washington, D.C. similar to the Hawaii State Office, which functions primarily as a liaison office for the Governor and the executive branch agencies.

The Bureau understands that the Florida Legislature has established direct communication and interaction with the federal government and that this has been accomplished through a space sharing arrangement with the Florida State Office in Washington, D.C., of which you are the director. The Bureau is very interested in learning more about this arrangement and would deeply appreciate receiving information about: your office and its authority, structure, staffing, duties, and budgetary needs; and the legislative liaison function, its authority, and how it interfaces with your office operations. In particular, the Bureau would appreciate your taking the time to respond to the following:

- (1) Please describe the structure and function of your office and how the legislative liaison function operates within that structure?
- (2) When and under what authority was your office established (i.e., statute, rule, resolution) and, as an administrative function, to whom is your office responsible? When and under what authority was the legislative liaison function established? To whom does the legislative liaison staff person(s) report?

- (3) What was the rationale for adding the legislative liaison function? What other alternatives (i.e., separate office, hired consultant, etc.) were considered? Why was this option chosen over other alternatives?
- (4) How many persons are employed generally in your office and what are their specific responsibilities? How many are assigned to legislative liaison functions and is this full time or as part of other duties? Also, are staff members from Florida or the Washington, D.C. area and is there an advantage for your office in employing persons from either locale?
- (5) What is your annual budget? What is the breakdown for staff salaries (per staffer), office rent, equipment, etc.? What is the additional cost to your office of having legislative liaison staff person(s) on board?
- (6) In your opinion, what would be the pros and cons of the Hawaii Legislature establishing a presence within the Hawaii State Office in Washington, D.C., similar to Florida? What do you think would be the pros and cons of the Hawaii Legislature setting up its own Washington, D.C. office similar to Illinois or New York?
- (7) Are you aware of any actions other state legislatures have taken to enhance their communication with the federal government (please specify)?
- (8) Can you suggest any other options or alternatives the Hawaii Legislature should explore to increase effective communication with the federal government?

Please feel free to address any other issue or include any other comments or suggestions you think would be helpful to the Bureau's study.

Copies of the referenced resolutions are enclosed for your convenience. If you have any questions or need additional information, please do not hesitate to contact the Bureau at (808) 587-0666 or fax number 587-0681. The researcher assigned to this study, Charlotte Carter-Yamauchi, or her immediate supervisor, Ken Takayama, Assistant Director for Research, would be happy to assist you.

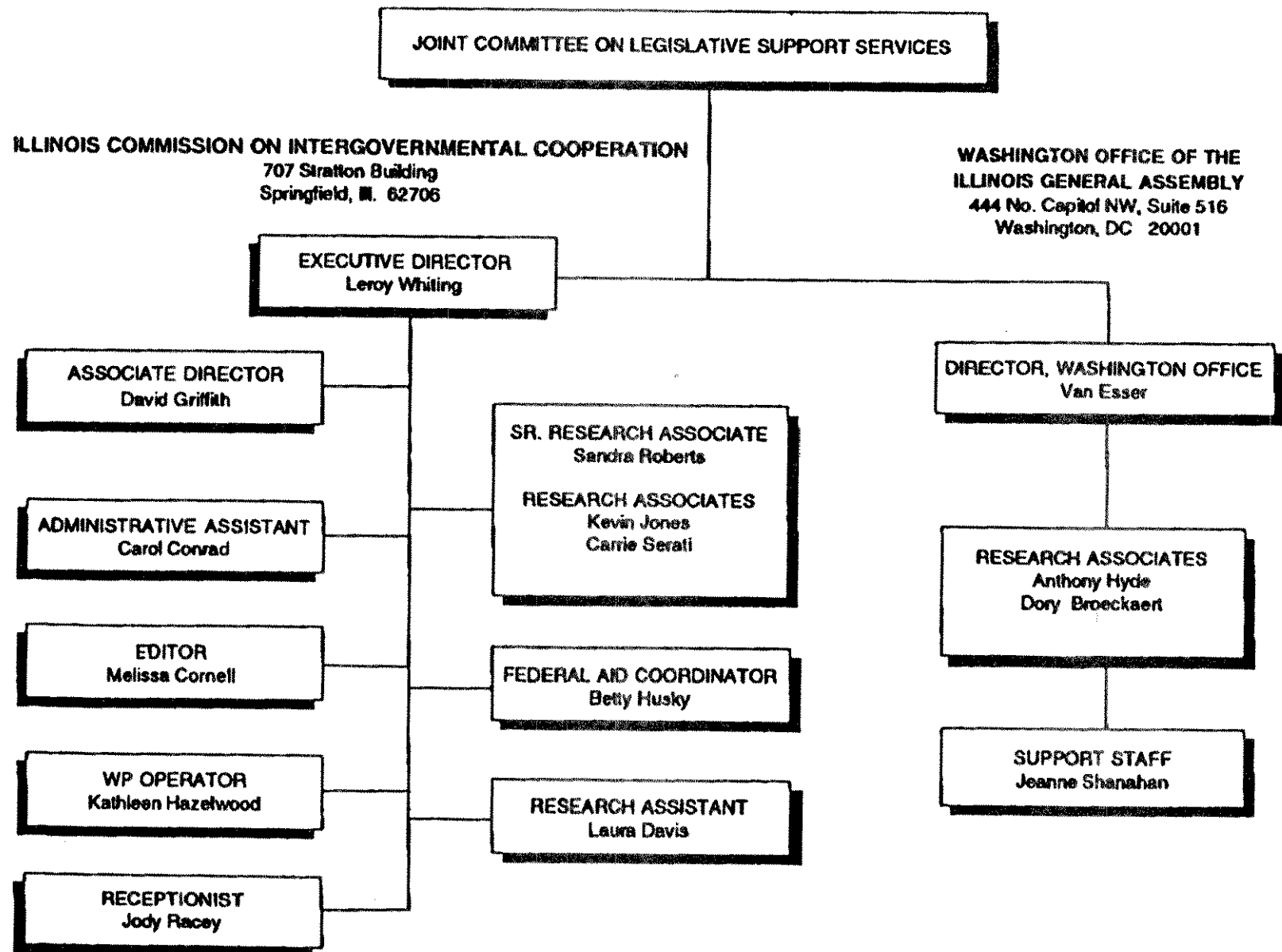
The Bureau appreciates your cooperation and assistance in providing the foregoing information and requests an early response to enable a timely report to the Legislature.

Very truly yours,


Samuel B. K. Chang
Director

SBKC:mm
Enc.

Appendix P



Updated December 1993

**ACT ESTABLISHING THE
ILLINOIS COMMISSION ON INTERGOVERNMENTAL COOPERATION**

CHAPTER 127-STATE GOVERNMENT

AN ACT to establish an unpaid Commission on Inter-governmental Cooperation. Laws 1937, p. 203, approved and eff. July 6, 1937.

186. Continuance - Membership - Tenure - Appointments

§ 1. The Illinois Commission on Inter-governmental Cooperation is hereby continued. It shall consist of 44 members to be appointed as follows:

(a) Seven members of the Senate to be appointed by the President thereof, no more than 4 of whom shall be affiliated with the same political party;

(b) Seven members of the House of Representatives to be appointed by the Speaker of the House, no more than 4 of whom shall be affiliated with the same political party;

(c) Two administrative officers or employees to be appointed by the Governor;

(d) The Governor, the Lieutenant Governor, the Secretary of State, the President and the Minority Leader of the Senate, the Speaker and the Minority Leader of the House of Representatives, the Comptroller, the Treasurer, the Director of the Department of Administrative Services, the Director of the Department of Commerce and Community Affairs and the Attorney General shall be members of the Commission during the terms of their respective offices;*

(e) The Secretary of the Senate, the clerk of the House of Representatives, the Director of Research of the Illinois Legislative Council and the Executive Secretary of the Legislative Reference Bureau shall be non-voting ex officio members of the Commission;

(f) Four public members, one each to be appointed by the President of the Senate, the Speaker of the House of Representatives and the minority leaders of the Senate and the House of Representatives. Consideration shall be given to individuals who are knowledgeable or experienced in federal, state and local relations. Other than specific voting responsibilities detailed in Sections 3a and 3b, these members shall be non-voting members of the Commission; and

(g) Eight members of the General Assembly, 2 each to be appointed by the President of the Senate, the Speaker of the House of Representatives and the minority leaders of the Senate and the House of Representatives. Consideration shall be given to the appointment of members who are knowledgeable with respect to federal block grant programs. Other than specific voting responsibilities detailed in Sections 3a and 3b, these members shall be non-voting members of the Commission, unless the member has also been appointed to the Commission pursuant to subsection (a) or subsection (b) of Section 1 of this Act.

All appointive members shall serve until the first day of July of the odd-numbered year following the year of their appointment and until their successors are appointed and qualified, except that General Assembly members shall serve such term or until termination of their legislative service, whichever first occurs. Their successors shall be appointed before July 1 of each odd-numbered year. Vacancies shall be filled for the unexpired term in the same manner as original appointments. All appointments shall be in writing and filed with the Secretary of State as a public record.

Amended by P.A. 81-576, § 1, eff. Sept. 14, 1979, and P.A. 82-904, § 1, eff. Aug. 13, 1982.

Transfer of rights, powers and duties, see note preceding §63b14 of this chapter.

187. Functions

§ 2. It shall be the function of this Commission;

(1) To carry forward the participation of this State as a member of the Council of State Governments.

(2) To encourage and assist the legislative, executive, administrative and judicial officials and employees of this State to develop and maintain friendly contact by correspondence, by conference, and otherwise, with officials and employees of the other States, of the Federal Government, and of local units of government.

(3) To endeavor to advance cooperation between this State and other units of government whenever it seems advisable to do so by formulating proposals for, and by facilitating:

*The Department of Administrative Services is now the Department of Central Management Services.

- (a) The adoption of compacts.
- (b) The enactment of uniform or reciprocal statutes.
- (c) The adoption of uniform or reciprocal administrative rules and regulations.
- (d) The informal cooperation of governmental offices with one another.
- (e) The personal cooperation of governmental officials and employees with one another individually.
- (f) The interchange and clearance of research and information.
- (g) Any other suitable process, and
- (h) To do all such acts as will enable this State to do its part in forming a more perfect union among the various governments in the United States and in developing the Council of State Governments for that purpose.

(4) The Commission is established as the information center for the General Assembly in the field of federal-state relations and as State Central Information Reception Agency for the purpose of receiving information from federal agencies under the United States Office of Management and Budget Circular A-98 and the United States Department of the Treasury Circular TC-1082 or any successor circulars promulgated under authority of the United States Inter-governmental Cooperation Act of 1968. Its powers and duties in this capacity include, but are not limited to:

- (a) Compiling and maintaining current information on available and pending federal aid programs for the use of the General Assembly and legislative agencies;
- (b) Analyzing the relationship of federal aid programs with state and locally-financed programs, and assessing the impact of federal aid programs on the State generally;
- (c) Reporting annually to the General Assembly on the adequacy of programs financed by federal aid in the State, the types and nature of federal aid programs in which State agencies or local governments did not participate, and to make recommendations on such matters;
- (d) Cooperating with the Illinois Bureau of the Budget and with any State of Illinois offices located in Washington, D.C., in obtaining information concerning federal grant in aid legislation and proposals having an impact on the State of Illinois;
- (e) Cooperating with the Bureau of the Budget in developing forms and identifying number systems for the documentation of applications, awards, receipts and expenditures of federal funds by State agencies;
- (f) Receiving from the Bureau of the Budget copies of reports of applications and awards of federal funds by State agencies, and changes in such awards and applications, as reported to the Bureau; and
- (g) Reporting such information as is received under subparagraph (f) to the President and Minority Leader of the Senate and the Speaker and Minority Leader of the House of Representatives and their respective appropriation staffs and to any member of the General Assembly on a monthly basis at the request of the member.

The State colleges and universities, the agencies of the legislative and judicial branches of State government, and the elected State executive officers, not including the Governor, shall submit to the Commission, in a manner prescribed by the Commission, summaries of applications for federal funds filed and grants of federal funds awarded.

Amended by P.A. 80-1029, § 1, eff. Jan. 1, 1978.

188. Committees

§ 3. The Commission shall establish such committees as it deems advisable, in order that they may confer and formulate proposals concerning effective means to secure intergovernmental harmony, and may perform other functions for the Commission in obedience to its decision. Subject to the approval of the Commission, the member or members of each such committee shall be appointed by the Chairman of the Commission. State officials or employees who are not members of the Commission on Intergovernmental Cooperation may be appointed as members of any such committee, but private citizens holding no governmental position in this State shall not be eligible. The Commission may provide such other rules as it considers appropriate concerning the membership and the functioning of any such committee. The Commission may provide for advisory boards for itself and for its various committees, and may authorize private citizens to serve on such boards.

§ 3a. The General Assembly finds that the most efficient and productive use of federal block grant funds can be achieved through the coordinated efforts of the Legislature, the Executive, State and local agencies and private citizens. Such coordination is possible through the creation of an Advisory Committee on Block Grants empowered to review, analyze and make recommendations through the Commission to the General Assembly and the Governor on the use of federally funded block grants.

The Commission shall establish an Advisory Committee on Block Grants. The primary purpose of the Advisory Committee shall be the oversight of the distribution and use of federal block grant funds.

The Advisory Committee shall consist of the 4 public members appointed to the Commission pursuant to subsection (f) of Section 1 and the 8 members of the General Assembly appointed to the Commission under subsection (g) of Section 1. A chairperson shall be chosen by the members of the Advisory Committee.

ARTICLE 4.

[S.H.A. ch. 63, §1004-1]

Section 4-1. The Illinois Commission on Intergovernmental Cooperation, hereinafter referred to as the "Commission", is hereby established as a legislative support services agency. The Commission shall perform the powers and duties delegated to it under this Act and such other functions as may be provided by law.

[S.H.A. ch. 63, § 1004-2]

Section 4-2. It shall be the function of this Commission:

(1) To carry forward the participation of this State as a member of the Council of State Governments.

(2) To encourage and assist the legislative, executive, administrative and judicial officials and employees of this State to develop and maintain friendly contact by correspondence, by conference, and otherwise, with officials and employees of the other States, of the Federal Government, and of local units of government.

(3) To endeavor to advance cooperation between this State and other units of government whenever it seems advisable to do so by formulating proposals for, and by facilitating:

- (a) The adoption of compacts.
- (b) The enactment of uniform or reciprocal statutes.
- (c) The adoption of uniform or reciprocal administrative rules and regulations.
- (d) The informal cooperation of governmental offices with one another.
- (e) The personal cooperation of governmental officials and employees with one another individually.
- (f) The interchange and clearance of research and information.
- (g) Any other suitable process, and
- (h) To do all such acts as will enable this State to do its part in forming a more perfect union among the various governments in the United States and in developing the Council of State Governments for that purpose.

(4) The Commission is established as the information center for the General Assembly in the field of federal-state relations and as State Central Information Reception Agency for the purpose of receiving information from federal agencies under the United States Office of Management and Budget Circular A-98 and the United States Department of the Treasury Circular TC-1082 or any successor circulars promulgated under authority of the United States Inter-governmental Cooperation Act of 1968. Its powers and duties in this capacity include, but are not limited to:

- (a) Compiling and maintaining current information on available and pending federal aid programs for the use of the General Assembly and legislative agencies;
- (b) Analyzing the relationship of federal aid programs with state and locally-financed programs, and assessing the impact of federal aid programs on the State generally;
- (c) Reporting annually to the General Assembly on the adequacy of programs financed by federal aid in the State, the types and nature of federal aid programs in which State agencies or local governments did not participate, and to make recommendations on such matters;
- (d) Cooperating with the Illinois Bureau of the Budget and with any State of Illinois offices located in Washington, D.C., in obtaining information concerning federal grant in aid legislation and proposals having an impact on the State of Illinois;
- (e) Cooperating with the Bureau of the Budget in developing forms and identifying number systems for the documentation of applications, awards, receipts and expenditures of federal funds by State agencies;
- (f) Receiving from the Bureau of the Budget copies of reports of applications and awards of federal funds by State agencies, and changes in such awards and applications, as reported to the Bureau; and
- (g) Reporting such information as is received under subparagraph (f) to the President and Minority Leader of the Senate and the Speaker and Minority Leader of the House of Representatives and their respective appropriation staffs and to any member of the General Assembly on a monthly basis at the request of the member.

The State colleges and universities, the agencies of the legislative and judicial branches of State government, and the elected State executive officers, not including the Governor, shall submit to the Commission, in a manner prescribed by the Commission, summaries of applications for federal funds filed and grants of federal funds awarded.

Amended by P.A. 80-1029, § 1, eff. Jan. 1, 1978.

[S.H.A. ch. 63, § 1004-3]

Section 4-3. The Commission shall establish such committees as it deems advisable, in order that they may confer and formulate proposals concerning effective means to secure intergovernmental harmony, and may perform other functions for the Commission in obedience to its decision. Subject to the approval of the Commission, the member or members of each such committee shall be appointed by the Chairman of the Commission. State officials or employees who are not members of the Commission on Intergovernmental Cooperation may be appointed as members of any such committee, but private citizens holding no governmental position in this State shall not be eligible. The Commission may provide such other rules as it considers appropriate concerning the membership and the functioning of any such committee. The Commission may provide for advisory boards for itself and for its various committees, and may authorize private citizens to serve on such boards.

[S.H.A. ch 3, § 1004-4]

Section 4-4. The General Assembly finds that the most efficient and productive use of federal block grant funds can be achieved through the coordinated efforts of the Legislature, the Executive, State and local agencies and private citizens. Such coordination is possible through the creation of an Advisory Committee on Block Grants empowered to review, analyze and make recommendations through the Commission to the General Assembly and the Governor on the use of federally funded block grants.

The Commission shall establish an Advisory Committee on Block Grants. The primary purpose of the Advisory Committee shall be the oversight of the distribution and use of federal block grant funds.

The Advisory Committee shall consist of the 4 public members appointed by the Joint Committee on Legislative Support Services and members of the Commission. A chairperson shall be chosen by the members of the Advisory Committee.

Section 2. Section 3b of "An Act to establish an unpaid Commission on Inter-governmental Cooperation", approved July 6, 1937, as amended, is amended to read as follows:

§ 3b. The Advisory Committee on Block Grants shall have the following powers and duties.

(1) To request for review and comment all federally required block grant reports and annual plans to ensure quality and consistency in State reporting and planning. Each annual block grant plan submitted for review and comment shall contain the names and affiliations of members of each State agency block grant advisory Committee and a statement of the written charge for that Committee. The annual block grant plan shall contain the significant issues that were debated at State agency block grant advisory Committee meetings and the positions taken on the issues.

Each plan shall also include information on the time and place that State agency hearings were held to review the plan.

Each State agency administering federal block grants shall make available to the Advisory Committee proposed annual block grant plans by March 15 of each year.

Each proposed annual plan shall contain the date, time and place of public hearings planned by the State agency and shall include the method of notifying the public of such hearings.

(2) To conduct public hearings on the intended use of the block grant funds by the various State agencies to ensure that the use is consistent with established State policy.

(3) To determine, through public hearings, statewide priorities for the use of individual block grant funds as well as block grant funds in total.

(4) To recommend to the General Assembly and the Governor, after appropriate hearings and on or before May 1 each year, State funding levels for programs within each of the federal block grants. In the event that funding levels for the overall block grant programs have not been made available by the federal government for the forthcoming fiscal year, the Advisory Committee on block grants shall provide percentage allocations for the various programs the committee has included within the program priorities for the individual block grants in lieu of recommended dollar allocations. The recommendations shall ensure that the maximum amount of funds estimated to be available to the State is set aside for program purposes and a minimum amount is set aside for administrative purposes.

(5) Following the initial submission of its recommendations to the General Assembly and Governor on May 1, to report to the House and Senate Appropriations Committees on a quarterly basis, and more frequently as they may request, changes in federal block grant program authorizations and funding levels which may require the General Assembly to adjust current year State appropriations.

(6) To monitor through public hearings the use of block grant funds to ensure compliance with the purposes included in State plans and recommended by the Governor in the State budget and approved by the General Assembly.

(7) To monitor future federal block grant initiatives in order to assess their impact on the delivery of State and local services and to recommend appropriate State action to the Governor and the General Assembly.

(8) To review and comment on all proposals for transfer of funds between or among the block grants as may be allowed by federal law. State agencies administering federal block grants shall give the Advisory Committee on Block Grants reasonable notice of any proposed transfer of funds between or among block grants and the reasons for the proposed transfers.

[S.H.A. ch. 63, § 1004-6]

Section 4-6. It is the intention of the Illinois General Assembly that all hearings conducted pursuant to subsections (2), (3) and (4) of Section 4-5¹ shall meet the formal legislative hearing requirements which are mandated by federal law for any individual block grant program. However, this provision shall not preclude or preempt the Illinois General Assembly or any of its Committees from conducting hearings on the intended use and distribution of these or any other block grant funds.

¹ Paragraph 1004-5 of this chapter.

[S.H.A. ch. 63, § 1004-7]

Section 4-7. The Commission shall report to the Governor and to the Legislature within fifteen days after the convening of each General Assembly, and at such other time as it deems appropriate. The members of all committees which it establishes shall serve without compensation for such service, but they shall be paid their necessary expenses in carrying out their obligations under this Act. The Commission may by contributions to the Council of State Governments, participate with other states in maintaining the said Council's district and central secretariats, and its other governmental services.

The requirement for reporting to the General Assembly shall be satisfied by filing copies of the report with the Speaker, the Minority Leader and the Clerk of the House of Representatives and the President, the Minority Leader and the Secretary of the Senate and the Legislative Research Unit, as required by Section 3.1 of "An Act to revise the law in relation to the General Assembly", approved February 25, 1874, as amended,¹ and filing such additional copies with the State Government Report Distribution Center for the General Assembly as is required under paragraph (t) of Section 7 of the State Library Act.²

¹ Chapter 62, § 3.1.

² Chapter 128, § 107.

Source: The Washington Office of the Illinois General Assembly.

Appendix Q

Washington Office of the Illinois General Assembly



Van Esser, Director
Washington Office of the Illinois
General Assembly
Suite 516
444 North Capitol Street, N.W.
Washington, D.C. 20001
(202) 624-7894



Suite 516
444 North Capitol Street, N.W.
Washington, D.C. 20001
(202) 624-7894

Kevin Noone, Executive Director
Illinois Commission on Intergovernmental Cooperation
707 Stratton Building
Springfield, Illinois 62706
(217) 782-6924

An Office of the Illinois
Commission on
Intergovernmental Cooperation

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Since 1980, the Illinois General Assembly has operated a Washington, D.C. office to inform the Illinois congressional delegation of concerns and policy positions of the state legislature and to assist with federal-state issues. The office, placed under the direction of the Illinois Commission on Intergovernmental Cooperation, serves members of the state legislature, legislative staff, and the Illinois congressional delegation and their staffs.

*****SERVICES*****

The Washington office includes professionals knowledgeable not only about federal and state relations, but also about issues important to the Illinois General Assembly. Their six general areas of responsibility are to:

(1) monitor and analyze federal legislation, appropriations, and regulations. This information is published in the "Washington to Illinois Report," a section of news on federal-state issues printed in the commission newsletter Intergovernmental Issues. Subjects covered include the potential impact of federal budgets, block grants and new federalism initiatives on Illinois;

(2) review and share information regularly on federal activities with notices of congressional hearings and federal meetings distributed to legislative staff and special reports on current issues prepared for legislative leaders;

(3) inform the Illinois congressional delegation of concerns and policy positions of the state legislature, staff committees, and coordinate meetings involving congressional and federal agency officials;

(4) help to prepare testimony for legislators and other Illinois officials appearing before congressional committees and federal agencies;

(5) assist with writing grant proposals to supplement legislative projects undertaken by Washington and Springfield offices, drafting bills and writing committee reports; and

(6) "lobby" actively for and against federal initiatives at the request of legislators and on behalf of the General Assembly and state.

The office is located on Capitol Hill in the Hall of States Building. This location provides immediate access to all congressional activities as well as other major state-related public interest groups including the National Conference of State Legislatures, the Council of State Governments, and other individual state offices.

The Illinois Commission on Intergovernmental Cooperation, located in Springfield, is a bipartisan legislative commission under the Joint Committee on Legislative Support Services. It was established in 1937 and is composed of six senators and six representatives, as well as research staff which provides intergovernmental services to the Illinois General Assembly.

The combination of professional legislative staffs in Washington, D.C., and Springfield serves the Illinois General Assembly's need to be informed about the federal budgets and legislation affecting state and local government.

For information or assistance, please call Van Esser at (202) 624-7894.

*****STAFF MEMBERS*****

Van Esser, Director
Dory Broeckaert, Research Associate
Kate Coler, Research Associate
Anthony Hyde, Research Associate
Jeanne Shanahan, Office Manager

Appendix R

Federal Grant Notices for State & Local Governments and Community Agencies

Vol. 2, No. 1
JANUARY 1994

GRANT ALERTS

ILLINOIS COMMISSION ON INTERGOVERNMENTAL COOPERATION

Rural Health Outreach Grant Program

Federal Register 11/30/93, p. 63173

Purpose: The Office of Rural Health Policy, Health Resources and Services Administration (HSRA) announces that applications are being accepted for Rural Health Outreach Demonstration Grants to expand or enhance the availability of essential health services in rural areas.

Eligibility: All public and private entities, both nonprofit and for-profit may participate as members of a consortium arrangement.

Funding: \$24.8 million. Individual grant awards under this notice will be limited to a total amount of \$300,000.

Deadline: March 11, 1994

Contact: Opal McCarthy, Bureau of Primary Health Care, East West Building, 11th Floor, 4350 East West Highway, Rockville, Maryland 20857; (301) 594-4260

Public and Private Non-Profit Organizations in Support of International Educational and Cultural Projects

Federal Register 12/02/93, p. 63618

Purpose: The Office of Citizen Exchanges (E/P) announces a competitive grants program for nonprofit organizations to develop training programs in the areas of (1) local government/public administration, (2) independent media development and (3) business administration. These projects should link the U.S. organization's international exchange interests with counterpart institutions and groups in Albania, Bulgaria, Croatia, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Macedonia, Poland, Romania, Slovak Republic and Slovenia.

Comments: Interested applicants are urged to read the complete *Federal Register* announcement before addressing inquiries to

the office or submitting their proposals.

Funding: The amount requested from USIA should not exceed \$200,000. However, exchange organizations with less than four years of successful experience in managing international exchange programs are limited to \$60,000.

Deadline: January 28, 1994

Contact: European Division Office, Office of Citizen Exchanges (E/P), Room 216, United States Information Agency, 301 Fourth Street, S.W., Washington, D.C. 20547; (202) 619-5348, (202) 619-4350 [FAX]. All communications concerning this announcement should refer to Central and Eastern European Training Program (CEETP-4), announcement number is E/P-94-17.

Freedom Support Act—Secondary School Initiative for School Linkages

Federal Register 12/02/93, p. 63621

Purpose: The United States Information Agency (USIA) invites applications from U.S. educational, cultural, and other not-for-profit, private organizations and public institutions to conduct exchanges through school linkage programs with the twelve Newly Independent States (NIS) of the former Soviet Union. The school linkage program has the following two components: (1) exchange of students, between the ages of 14 and 18 1/2 years of age, and a defined number of escorts for all 12 NIS republics; (2) exchange of teachers and administrators for specified programming between the U.S. and Russia only.

Comments: Interested applicants are urged to read the complete *Federal Register* announcements in the December 2, 1993, *Federal Register* (pages 63621-63623) and the December 16, 1993 *Federal Register* (page 65765) before addressing inquiries to the office or submitting their proposals.

Funding: The organization must submit a

comprehensive line item budget. Grant awards to eligible organizations with less than four years experience in conducting international exchange programs are limited to \$60,000.

Deadline: January 28, 1994

Contact: Diana Aronson, NIS Secondary School Division (E/PY) Room 314, U.S. Information Agency, Ref: F.S.A. - School Linkages Program, 301 4th Street, S.W., Washington, D.C. 20547; (202) 619-6299, (202) 619-5311 [FAX]. Please refer to announcement number E/P-94-15.

Environmental Justice Grants

Federal Register 9/3/93, p. 63955

Purpose: The U.S. Environmental Protection Agency announces the availability of funds to provide financial assistance to community groups that pursue environmental justice issues.

Eligibility: Community groups, grassroots organizations, schools and universities.

Funds: \$500,000. Awards of up to \$10,000 provided; minimum five percent match required.

Deadline: February 4, 1994 for pre-application.

Contact: Dr. William H. Sanders, USEPA Region 5 (S-14J), 77 W. Jackson Blvd. Chicago, IL 60604-3507; (312) 353-3808.

Graduate Student Program for Former Soviets

Federal Register 9/3/93, p. 64023

Purpose: Under the 1994 Edmund S. Muskie Fellowship Program accredited institutions are being sought to enroll graduate students from former Soviet Union nations in master's level degree and non-degree programs.

Eligibility: Regionally and professionally accredited institutions offering degrees and

executive education programs at the master's level in business administration, economics, law, public administration and English as a second language (ESL).
Funds: Fellows receive full tuition, board and other funding.
Deadline: January 28, 1994
Contact: Contact depends on nature of academic program. General contact: Ted Kniker, (202) 250-0525.

Cultural/Artistic International Exchange Program

Federal Register 9/3/93, p. 64026
Purpose: The Creative Arts Exchanges Division requests proposals for projects that enable artists and art administrators from the U.S. and other countries to exchange cultural/artistic information.
Eligibility: Private, nonprofit organizations.
Funds: Funding limited. Awards of up to \$200,000 provided; 33 percent match required.
Deadline: January 28, 1994
Contact: U.S. Information Agency's Office of Arts America, Creative Arts Exchanges Division, 301 4th Street, SW Washington, DC 20547; (202) 619-5338.

International Educational and Cultural Activities Discretionary Grant Program

Federal Register 12/10/93, p. 65012
Purpose: The Office of Citizen Exchanges (E/P) of the United States Information Agency announces a discretionary grants program in support of projects that link their international exchange interests with counterpart institutions/groups in ways supportive of the aims of the Bureau of Educational and Cultural Affairs. Their purpose is to increase private sector commitment to and involvement in international exchanges.
Eligibility: Private, nonprofit organizations
Comments: Interested applicants are urged to read the complete *Federal Register* announcement before addressing inquiries to the office or submitting their proposals.
Funding: Although no set funding limit exists, proposals for less than \$150,000 will receive preference. Organizations with less

than four years of successful experience in managing international exchange programs are limited to \$60,000.
Deadline: February 25, 1994
Contact: Office of Citizen Exchanges, Bureau of Educational and Cultural Affairs, United States Information Agency, 301 4th Street, S.W., Washington, D.C. 20547; (202) 619-5326.

Affordable Housing Credit Enhancement Program

Federal Register 9/3/93, p. 64054
Purpose: Invites qualified Housing Finance Agencies (HFAs) to participate in a pilot program to demonstrate new forms of credit enhancement for developing affordable multifamily housing. HFAs will originate, underwrite, close and service loans insured by HUD.
Eligibility: Qualified state and local HFAs.
Comments: Up to 30,000 multifamily units will be processed through fiscal 1995.
Deadline: February 1, 1994
Contact: Jessica A. Franklin, Director, Policies and Procedures Division, Office of Insured Multifamily Housing Development, Room 6142, 451 7th Street SW, Washington, D.C. 20410, (202) 708-2556.

Public Health Conference Support Cooperative Agreement Program for HIV Prevention

Federal Register 12/06/93, p. 64328
Purpose: The Centers for Disease Control and Prevention (CDC) announces the availability of funds for the Public Health Conference Support Cooperative Agreement Program for Human Immunodeficiency Virus (HIV) Prevention. The Public Health Service (PHS) is committed to achieving the health promotion and disease prevention objectives of Healthy People 2000, a PHS-led national activity to reduce morbidity and mortality and improve the quality of life.
Eligibility: Eligible applicants include universities, colleges, research institutions, hospitals, other public and private (e.g., community-based, national, and regional) organizations, State and local governments or their agents, federally-recognized small, minority-

and/or women-owned businesses are also eligible for these cooperative agreements.
Funding: \$300,000. There will be 10 to 15 awards with an average amount of \$22,000.
Deadline: Letter of Intent for first cycle: January 13, 1994; Application Deadline: March 14, 1994. Letter of Intent for second cycle: April 18, 1994; Application Deadline: June 20, 1994
Contact: To receive additional written information, call (403) 332-4561 and leave your name, address, and phone number and refer to Announcement Number 412. You will receive a complete program application package containing the addresses and phone numbers for the contact personnel. If you have questions after reviewing the contents of all the documents, contact Mr. Kevin Moore, Grants Management Specialist, Grants Management Branch, Procurement and Grants Office, Centers for Disease Control and Prevention (CDC), 255 East Paces Ferry Road, N.E., Room 320, Atlanta Georgia 30305; (404) 842-6550.

Disability and Rehabilitation Research Grants

Federal Register 12/08/93, p. 64642
Purpose: The Secretary announces funding priorities for Research and Demonstration (R&D) projects under the National Institute on Disability and Rehabilitation Research (NIDRR) to focus research attention on areas of national need consistent with NIDRR's long-range planning process. These priorities are intended to improve rehabilitation services and address problems encountered by individuals with disabilities in their daily activities.
Eligibility: The Secretary gives absolute preference to applications that meet one of the following priorities: (1) rehabilitation of migrant and seasonal farmworkers with disabilities; (2) community planning and education to further the implementation of the Americans with Disabilities Act.
Deadline: Migrant/Seasonal Workers—Mar. 8, 1994; 1 award of 175,000. Implementation of ADA—Mar. 8, 1994; 3 awards of \$150,000.
Contact: David Esquith, U.S. Department of Education, 400 Maryland Avenue, S.W.,

Switzer Building, Room 3424, Washington, D.C. 20202-2601; (202) 205-8801. TDD number: (202) 205-5516.

Labor-Management Cooperation Program

Federal Register 12/09/93, p. 64768

Purpose: The Federal Mediation and Conciliation Service (FMCS) is publishing the Program Guidelines/Application Solicitation for the Labor-Management Cooperation Program. The Labor-Management Act of 1978 identifies the following seven general areas for which financial assistance would be appropriate: (1) to improve communication between representatives of labor and management; (2) to provide workers and employers with opportunities to study and explore new and innovative joint approaches to achieving organizational effectiveness; (3) to assist workers and employers in solving problems of mutual concern not susceptible to resolution within the collective bargaining process; (4) to study and explore ways of eliminating potential problems which reduce the competitiveness and inhibit the economic development of the plant, area, or industry; (5) to enhance the involvement of workers in making decisions that affect their working lives; (6) to expand and improve working relationships between workers and managers; and (7) to encourage free collective bargaining by establishing continuing mechanisms for communication between employers and their employees through federal assistance in the formation and operation of labor-management committees.

Eligibility: Eligible grantees include state and local units of government, labor-management committees (or a labor union, management association, or company on behalf of a committee that will be created through the grant), and certain third-party private non-profit entities on behalf of one or more committees to be created through the grant.

Funding: \$769,000

Deadline: May 14, 1994

Contact: Linda Stubbs, Lee A. Buddendeck, or Peter L. Regner, Federal Mediation and Conciliation Service, Labor-Management Grants and Projects, 2100 K Street, N.W., Washington, D.C. 20427; (202) 653-5320.

Energy Research Financial Assistance Program—Computer Hardware Advanced Mathematics and Climate Physics (CHAMMP) Program

Federal Register 12/10/93, p. 64937

Purpose: The Office of Health and Environmental Research (OHER) of the Department of Energy (DOE) hereby announces its interest in receiving financial assistance applications to support the improvement of decade-to-century climate prediction in conjunction with the Environmental Sciences Division's (ESD) Computer Hardware, Advanced Mathematics and Climate Physics (CHAMMP) program. One of the major objectives of the ESD is to improve the performance and accuracy of Earth climate prediction models to make better forecasts of the climate system response to increasing concentrations of greenhouse gases.

Funding: \$1,500,000

Deadline: March 1, 1994

Contact: Formal applications referencing Program Notice 94-07 should be forwarded to: U.S. Department of Energy, Office of Energy Research, Acquisition and Assistance Management Division, ER-64 (GTN), Washington, D.C. 20585, ATTN: Program Notice 94-07. For further information contact: Mr. Michael Riches, U.S. Department of Energy, Office of Health and Environmental Research, Environmental Sciences Division, ER-74 (GTN), Washington, D.C. 20585; (301) 903-4328.

Urban Park and Recreation Recovery Program

Federal Register 12/13/93, p. 65191

Purpose: This notice announces the availability of grant funds under the Rehabilitation and Innovative phases of the Urban Park and Recreation Recovery (UPARR) Program.

Eligibility: Urban jurisdictions as listed in 36 CFR 72.45 appendix B will be eligible. Additional jurisdictions meeting the criteria for eligibility described in 36 CFR part 72 appendix A, and having been approved as discretionary applicants by NPS, may also compete. All applicants must have a Recovery

Action Program (RAP) which has been approved by NPS within the past five years, and all projects must be in accord with the priorities outlined in the approved RAPs.

Funding: \$5,000,000

Deadline: Preapplications are due by April 15, 1994

Contact: UPARR, Recreation Grants Division, National Park Service, Department of the Interior, P.O. Box 37127, Washington, D.C. 20013-7127; (202) 343-3700 or Assistant Regional Director for Recreation Assistance Programs, National Park Service, 1709 Jackson Street, Omaha, NE 68102-2571; (402) 221-3201.

Cooperative Demonstration Program—Community Education Employment Centers

Federal Register 12/14/93, p. 65434

Purpose: The Cooperative Demonstration Program Community Education Employment Centers provides financial assistance for projects to improve access to quality voca-

GRANT ALERTS

Grant Alerts is published monthly by the Illinois Commission on Intergovernmental Cooperation, a legislative service agency of the Illinois General Assembly.

Illinois Commission on
Intergovernmental Cooperation
707 Stratton Building
Springfield, IL 62706
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Commission Co-Chairs
Senator Penny L. Severns
Representative Kathleen L. Wojcik

Grant notices are excerpted from the *Federal Register* and compiled by the Commission's Washington Office of the Illinois General Assembly. For further information, contact:

Washington Office of the
Illinois General Assembly
444 North Capitol St., NW
Suite 516, Hall of the States
Washington, DC 20001
(202) 624-7894

Contact: Kate Holmberg, Special Programs Branch, Division of National Programs, Office of Vocational and Adult Education, U.S. Department of Education, Room 4512 - Switzer Building, 400 Maryland Avenue, S.W., Washington, D.C. 20202-7327; (202) 205-5563

Cooperative Agreements to Conduct Research, Treatment, and Education Programs on Lyme Disease in the United States

Funding: \$2,700,000

Contact: Locke Thompson, Grants Management Specialist, Grants Management Branch, Procurement and Grants Office, Centers for Disease Control and Prevention, 255 East Paces Ferry Road, N.E., Room 300, Mailstop E-18, Atlanta, Georgia 30305; (404) 842-6595. Announcement #400.

Head Start Public Housing Child Care Demonstration Project

Contact: Madeline G. Dowling, P.O. Box
1182, Head Start Bureau, Washington, D.C.
20013; (202) 205-8549

Dwight David Eisenhower
Transportation Fellowship Program

Eligibility: All fellows must be in a field of study which is directly related to transportation. For students pursuing degrees, the fellow's degree program must contain a major, minor or emphasis in transportation.

Contact: Ms. Ilene D. Payne, Director, Universities and Grants Programs, National Highway Institute (HHI-20), Federal Highway Admin., 6300 Georgetown Pike (room F-203), McLean, Virginia 22101; (703) 285-2785

Runaway and Homeless Youth Program—National Communication System

Contact: Anita G. Wright, MSW, Administration on Children, Youth and Families, Family and Youth Services Bureau, Program Operations Division, P.O. Box 1182, Washington, D.C. 20013; (202) 205-8030

Farmworker Housing Assistance Program—Technical Assistance Funds

Purpose: The U.S. Department of Labor, Employment and Training Administration (ETA), announces the availability of funds to provide technical assistance to private non-profit and public organizations engaged in

assisting farmworkers in seeking and securing temporary or permanent housing.

Eligibility: Eligible applicants for these funds under this announcement include public organizations and private nonprofit organizations authorized by their charter or articles of incorporation to provide housing assistance services to the migrant and seasonal farmworker community.

Funding: \$2,354,486

Deadline: February 25, 1994

Contact: Ms. Irene Taylor-Pindle, Division of Acquisition and Assistance, U.S. Department of Labor, Employment and Training Admin. Office of Grants and Contract Management, Room S-4203, 200 Constitution Avenue, N.W., Washington, D.C. 20210; (202) 219-8702. Reference SGA/DAA094-002.

Grants through



Outcome Measures for Early Intervention/Outcome Measures Synthesis

Purpose: The Illinois Planning Council on Developmental Disabilities and the State

Board of Education (ISBE), in their efforts to evaluate quality early intervention services for developmentally delayed and disabled children aged birth to three, are soliciting formal applications from individuals and organizations to develop and field test early intervention outcome measures during the first year of the project. Second year funds from the IPCDD will be provided for the purpose of synthesizing all existing IPCDD funded outcome measure projects (Community Living, Transition, Supported Employment, and Early Intervention) and identifying outcomes for Family Support and Education to be included in this synthesis. It is expected that year two will also include training activities related to the use of outcome measures as a means of identifying quality services and supports.

Eligibility: Any state or local unit of government, for-profit or not-for-profit public or private agency or individual is eligible to apply.

Funding: Year 1-\$50,000; Year 2-\$40,000 (contingent upon success of year 1)

Deadline: February 28, 1994

Contact: Susan Auld or Therese O'Shea, Illinois Planning Council on Developmental Disabilities, 100 West Randolph, 10-600, Chicago, IL 60601; (312) 814-2080.

Transition Best Practice Training for Foster Parents, IDCFS Staff Specialists, and Others

Purpose: The Illinois Planning Council on Development Disabilities is funding a project to improve transition planning and implementation for young people with developmental disabilities ages 14 and over who have the Illinois Department of Children and Family Services (IDCFS) as their guardians. This project will give training to foster parents, IDCFS staff specialists, and others so that they will be better prepared to help young people with developmental disabilities who are IDCFS wards get jobs and homes in the community when they reach the age of 21. The grantee chosen for this project will develop a transition training curriculum and will provide intensive training to targeted groups beginning approximately July 1, 1994.

Eligibility: Individuals, agencies and organizations capable of developing and delivering a transition training curriculum for adult learners.

Deadline: February 28, 1994

Contact: Thomas Cook, Illinois Planning Council on Developmental Disabilities 830 South Spring Street, Springfield, IL 62704; (217) 783-9696.

Source: Illinois General Assembly's Washington Office.

Appendix S

Summary of Fiscal Operations

AGENCY: Intergovernmental Cooperation Commission
ORGANIZATION UNIT: GRF

	FY 19CY					FY 19BY		
	1	2	3	4	5	6	7	8
Object of Expenditure	Original Appropriation	Appropriation After Transfers	Actual Expenditures Thru 1/31	Total Est'd Expenditures 7/1 - 9/30	Estimated Lapse	Request	Dollar Change	Percent Change
Personal Services	\$156,000	\$156,000	\$71,950	\$137,660	\$18,340	\$157,704	\$20,044	14.56
Retirement - Contribution	\$6,100	\$6,100	\$3,492	\$6,100	\$0	\$6,623	\$523	8.57
Retirement - Pension Pick-Up	\$6,200	\$6,200	\$2,878	\$5,506	\$694	\$6,308	\$802	14.57
Social Security	\$11,700	\$11,700	\$5,445	\$10,472	\$1,228	\$12,064	\$1,592	15.20
Contractual Services	\$50,400	\$56,000	\$28,890	\$56,000	\$0	\$58,000	\$2,000	3.57
Travel	\$2,000	\$1,600	\$493	\$1,600	\$0	\$2,000	\$400	25.00
Commodities	\$500	\$500	\$123	\$500	\$0	\$500	\$0	0.00
Printing	\$0	\$0	\$0	\$0	\$0	\$0	\$0	0.00
Equipment	\$1	\$1	\$0	\$0	\$1	\$201	\$201	201.00
EDP	\$200	\$200	\$0	\$200	\$0	\$600	\$400	200.00
Telecommunications	\$13,200	\$8,000	1,937	\$8,000	\$0	\$8,000	\$0	0.00
Total	\$246,301	\$246,301	\$115,208	\$226,038	\$20,263	\$252,000	\$25,962	11.49

Source: Illinois General Assembly's Washington Office.

Appendix T



STATE SERVICES ORGANIZATION

ILLINOIS GENERAL ASSEMBLY
HALL OF THE STATES, #516
444 NORTH CAPITOL STREET, N.W.
WASHINGTON, D.C. 20001

04/30/1994

S0419945385

Statement for the month of

April, 1994

Balance due at the end of last month	2,811.35
Payments received as of 04/30/1994	.00
Total unpaid charges from last month	2,811.35

Current month charges

Supplies	2.56
System 75 Telephone	423.76
Copying	154.44
Central Purchasing	271.40
Central Purchasing H/F	8.14

Total charges for the month	860.30
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Total amount unpaid	3,671.65
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PLEASE RETURN A COPY OF THIS STATEMENT WITH
PAYMENT OR SHOW CONTROL NUMBER WITH PAYMENT

Source: Illinois General Assembly's Washington Office.

Appendix U



STATE SERVICES ORGANIZATION

06/14/93

ILLINOIS GENERAL ASSEMBLY
HALL OF THE STATES, SUITE #516
444 NORTH CAPITOL STREET, N.W.
WASHINGTON, D.C. 20001

R0919935385

REVISED RENT INVOICE

Rent for the month of October, 1993 - Suite #516	\$ 3,924.93
Total	\$ 3,924.93

PLEASE RETURN A COPY OF THIS STATEMENT WITH PAYMENT
OR SHOW CONTROL NUMBER WITH PAYMENT

Source: Illinois General Assembly's Washington Office.

Appendix V

SECTION 8.01. CHAPTER 751, GOVERNMENT CODE, AS
ADDED BY CHAPTER 38, ACTS OF THE 72ND LEGISLATURE,
REGULAR SESSION, 1991, IS AMENDED TO READ AS FOLLOWS:

CHAPTER 751. OFFICE OF STATE-FEDERAL RELATIONS

SUBCHAPTER A. GENERAL PROVISIONS

Section

- 751.001. Definitions.
- 751.002. Office of State-Federal Relations.
- 751.003. Sunset Provision.
- 751.004. Appointment and Term of Director.
- 751.005. General Powers and Duties of Director.
- 751.006. Staff, Career Ladder Program.
- 751.007. Lobbyist Restriction.
- 751.008. Public Information and Complaints.
- 751.009. Contributions.
- 751.010. Office of State-Federal Relations Advisory Policy Board.
- 751.011. Board Duties.
- 751.012. Interagency Contracts.

[Sections 751.013 to 751.020 reserved for expansion.]

SUBCHAPTER B. FEDERAL FUNDS MANAGEMENT

- 751.021. Definitions.
- 751.022. Powers and Duties.

[Sections 751.023 to 751.040 reserved for expansion.]

SUBCHAPTER C. GRANT ASSISTANCE

- 751.041. Grant Writing Team.
- 751.042. Grant Information.
- 751.043. Fees.
- 751.044. Federal Grants for Criminal Justice Agencies.

(Note: Changes included in Senate Bill 3, 72nd
Legislature, 1st Called Session, 1991, are *italicized*.)

SUBCHAPTER A. GENERAL PROVISIONS

§ 751.001. Definitions

In this chapter:

- (1) "Board" means the Office of State-Federal Relations Advisory Policy Board.
- (2) "Director" means the director of the Office of State-Federal Relations.
- (3) "Office" means the Office of State-Federal Relations.
- (4) "State agency" means a state board, commission, department, institution, or officer having statewide jurisdiction, including a state college or university.

§ 751.002. Office of State-Federal Relations

The Office of State-Federal Relations is *an agency of the state and operates* within the executive department.

§ 751.003. Sunset Provision

The Office of State-Federal Relations is subject to Chapter 325 (Texas Sunset Act). Unless continued in existence as provided by that chapter, the office is abolished and this chapter expires September 1, 1995.

§ 751.004. Appointment and Term of Director

(a) The governor, with the advice and consent of the senate, shall appoint a director of the office.

(b) The director serves at the pleasure of the governor.

§ 751.005. General Powers and Duties of Director

(a) The director shall exercise the powers and carry out the duties prescribed by this section in order to act as a liaison from the state to the federal government.

(b) The director shall:

- (1) help coordinate state and federal programs dealing with the same subject;
- (2) inform the governor and the legislature of federal programs that may be carried out in the state or that affect state programs;
- (3) provide federal agencies and the United States Congress with information about state policy and state conditions on matters that concern the federal government;
- (4) provide the legislature with information useful in measuring the effect of federal actions on the state and local programs; and
- (5) prepare and supply to the governor and all members of the legislature *an annual report that:*
 - (A) *describes the office's operations;*
 - (B) *contains the office's priorities and strategies for the following year;*
 - (C) *details projects and legislation pursued by the office;*
 - (D) *discusses issues in the following congressional session of interest to this state; and*
 - (E) *contains an analysis of federal funds availability and formulae.*

(c) The director may maintain office space at locations inside and outside the state as chosen by the director.

§ 751.006. Staff; Career Ladder Program

(a) The director may employ staff necessary to carry out the director's powers and duties under this chapter.

(b) The director or the director's designee shall develop an intraagency career ladder program that includes the intraagency posting of all nonentry level positions for at least 10 days before the date of any public posting.

(c) The director or the director's designee shall develop a system of annual performance evaluations based on measurable job tasks and merit pay for staff must be based on this system.

§ 751.007. Lobbyist Restriction

A person required to register as a lobbyist under Chapter 305 may not act as general counsel of the office.

§ 751.008. Public Information and Complaints

(a) The director shall:

- (1) prepare information of public interest describing the director's functions and the procedures by which complaints are filed with and resolved by the director;
- (2) make the information available to the public and appropriate state agencies; and
- (3) maintain an information file on each complaint filed relating to an office activity.

(b) If a written complaint relating to an office activity is filed with the director, the director, at least quarterly and until final disposition of the complaint, shall notify the parties to the complaint of the status of the complaint unless the notice would jeopardize an undercover investigation.

§ 751.009. Contributions

(a) The office may accept contributions that the office determines will further the objectives of the office.

(b) A contribution may not be used to pay any part of the compensation of a person who is an officer or employee of the office on the date the office receives the contribution.

§ 751.010. Office of State-Federal Relations Advisory Policy Board

(a) *The Office of State-Federal Relations Advisory Policy Board consists of:*

- (1) the governor;*
- (2) the lieutenant governor; and*
- (3) the speaker of the house of representatives.*

(b) A member of the board may designate a person to perform the member's duties on the board.

(c) The board, by majority vote, shall select a chairman of the board.

§ 751.010. Office of State-Federal Relations Advisory Policy Board (Continued)

(d) *A majority of the members of the board constitutes a quorum to transact business.*

(e) *The board shall meet before the beginning of each congressional session and at the call of the chairman.*

§ 751.011. Board Duties.

The board shall review the office's priorities and strategies set forth in the annual report and deliver to the director any suggested modifications.

§ 751.012. Interagency Contracts

The office may enter into interagency contracts with other state agencies to locate staff of the other state agency in Washington, D.C., to work under the office's supervision.

SUBCHAPTER B. FEDERAL FUNDS MANAGEMENT

§ 751.021. Definitions

In this subchapter:

(1) *"Earned federal funds" means funds that are received or earned in connection with a federally funded program but that are not required by the governing agreement to be distributed on that program. The term includes indirect cost receipts and interest earned on advances of federal funds.*

(2) *"Federal funds" means all assistance provided or potentially available to state agencies from the federal government in the form of grants, contracts, loans, loan guarantees, property, cooperative agreements, interest subsidies, insurance, direct appropriations, or any other method of disbursement.*

(3) *"Indirect costs" means costs, as defined by Federal Management Circular A-87 or subsequent revisions of that circular, that are incurred by state agencies in support of federally funded programs and that are eligible for reimbursement from the federal government.*

(4) *"Local governmental entity" means a county, municipality, special purpose district, including a school district, or any other political subdivision of this state.*

(5) *"State funds" means all assistance provided or potentially available to state agencies from the state government in the form of grants, contracts, loans, loan guarantees, property, cooperative agreements, interest subsidies, insurance, direct appropriations, or any other method of disbursement.*

§ 751.022. Powers and Duties

(a) *The office has primary responsibility for monitoring, coordinating, and reporting on the state's efforts to ensure receipt of an equitable share of federal funds.*

(b) *The office shall:*

(1) *serve as the state's clearinghouse for information on federal and state funds;*

(2) *prepare reports on federal funds and earned federal funds;*

(3) *monitor the federal register, the Texas Register, and other federal or state publications to identify federal and state funding opportunities, with special emphasis on discretionary grants or other funding opportunities that the state is not pursuing;*

(4) *develop procedures to formally notify appropriate state and local agencies of the availability of federal funds and coordinate the application process;*

§ 751.022. Powers and Duties (Continued)

(5) periodically review the funding strategies and methods of those states that rank significantly above the national average in the per capita receipt of federal funds to determine whether those strategies and methods could be successfully employed by this state;

(6) analyze proposed and pending federal and state legislation to determine whether the legislation would have a significant negative effect on the state's ability to receive an equitable share of federal funds;

(7) make recommendations for coordination between state agencies and local government entities and

(8) adopt rules under the rule-making procedures of the Administrative Procedure and Texas Register Act (Article 6532-13a, Vernon's Texas Civil Statutes), as necessary to carry out the responsibilities assigned by this subchapter.

(c) The office shall annually prepare a comprehensive report to the legislature on the effectiveness of the state's efforts to ensure receipt of an equitable share of federal funds for the preceding federal fiscal year. The report must include:

(1) an executive summary that provides an overview of the major findings and recommendations included in the report;

(2) a comparative analysis of the state's receipt of federal funds relative to other states, prepared using the best available sources of data;

(3) an analysis of federal funding trends that may have a significant effect on resources available to the state;

(4) a description of any instances in which the state or a state agency has not pursued available opportunities to receive federal funds or earned federal funds and the reason for the failure to pursue the opportunity; and

(5) recommendations, developed in consultation with the Legislative Budget Board, the Governor's Office of Budget and Planning, and the comptroller, for any state legislative or administrative action necessary to increase the state's receipt of federal funds, enhance the recovery of indirect costs, or otherwise improve the state's management of federal funds or earned federal funds.

(d) Each state agency shall designate an employee on the management or senior staff level to serve as the agency's federal funds coordinator. An agency may not create a staff position for a federal funds coordinator. The coordinator's duties are additional duties of an employee of the agency. Each federal funds coordinator shall:

(1) oversee and coordinate the agency's efforts in acquiring federal funds;

(2) send the office a quarterly report listing the grants for which the agency has applied and listing the catalogue of federal domestic assistance number and giving a short description of the grant; and

(3) notify the office of the award or denial of a federal grant to the agency.

(e) Each state agency or institution shall file an annual report with the office concerning the agency's efforts in acquiring available federal funds during the preceding state fiscal year. The office shall establish guidelines for information included in the annual report required by this section. The office shall evaluate the effectiveness of each agency in acquiring federal funds and shall evaluate the effectiveness for each agency in acquiring federal funds and shall report to the governor and the Legislative Budget Board.

(f) If the governor or Legislative Budget Board, after reviewing the reports under Subdivision (e), determines that any agency's efforts were unsatisfactory, either entity may, without a finding of an existing emergency, take action under Chapter 317 to affect the agency's appropriation.

SUBCHAPTER C. GRANT ASSISTANCE

§ 751.041. Grant Writing Team

(a) The director shall establish a state grant writing team in the office. The principal office of the team must be located in Austin, Texas. The director may provide for the team to maintain an office in the District of Columbia.

(b) The grant writing team shall:

- (1) develop a plan for increased access by the state to available federal funds;*
- and*
- (2) coordinate with other state agencies to develop a plan for the use of federal grant funds.*

§ 751.042. Grant Information

The office may:

- (1) establish a clearinghouse of information relating to the availability of state, federal, and private grants;*
- (2) establish an automated information system data base for grant information and make it available for use by state agencies and political subdivisions;*
- (3) provide counseling to state agencies, political subdivisions of the state, nonprofit charitable institutions, educational institutions, and residents of the state relating to the availability and means of obtaining state, federal, and private assistance;*
- (4) provide or enter contracts with appropriate entities to provide assistance in writing grant proposals to individuals and through workshops and institutional assistance;*
- (5) publicize the services and activities of the grant writing team through chambers of commerce, councils of government, department newsletters, local governments, state agencies, institutions of higher education, business organizations, private philanthropic organizations, and other appropriate entities and methods;*
- (6) maintain a list of approved grant managers for grant projects that require grant managers; and*
- (7) analyze the criteria for grants for which state agencies are denied access because of state law or rules or agency organization and suggest to an affected state agency changes in rules or organization that would increase the probability of the agency's receiving federal or other grants.*

§ 751.043. Fees

When appropriate, the office shall charge and collect fees from persons who use the grant writing team's services and who receive a grant. The fees shall be set in amounts necessary to cover all or a part of the costs of carrying out this subchapter.

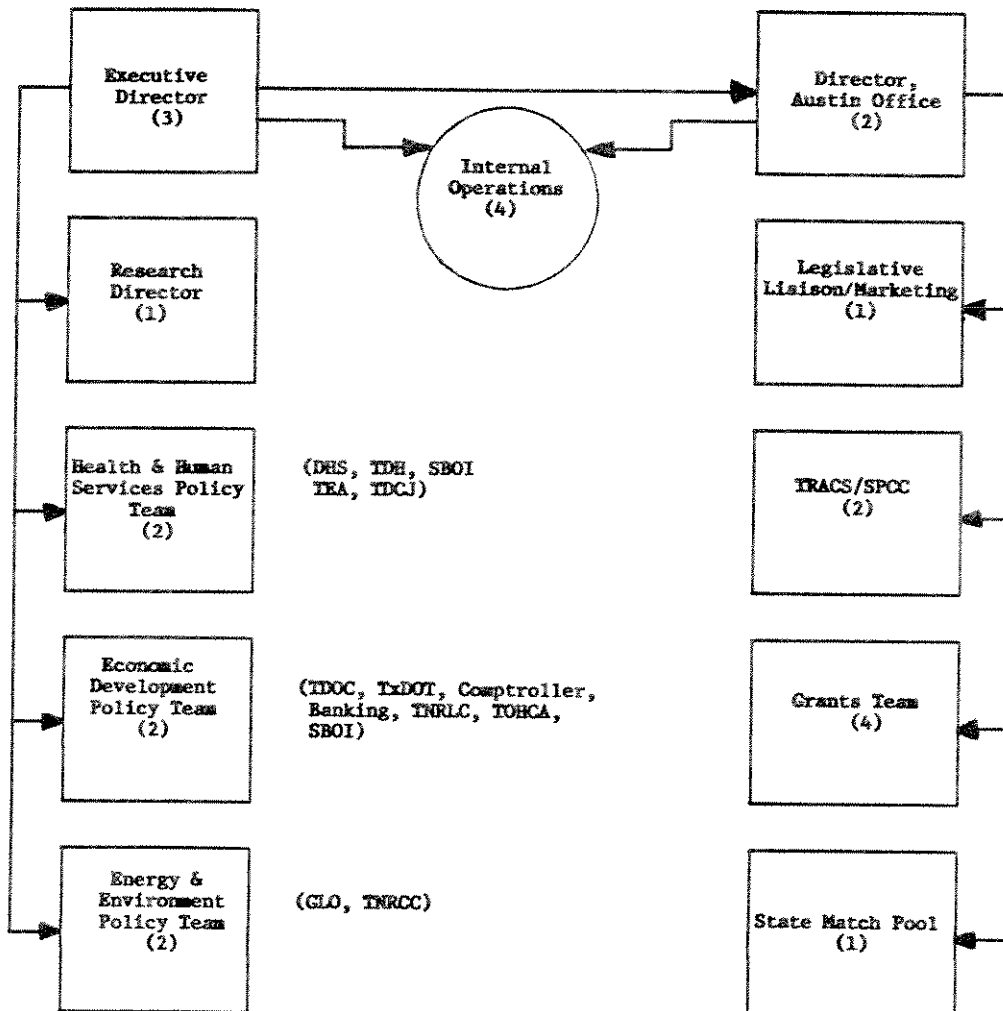
§ 751.044. Federal Grants for Criminal Justice Agencies

The office shall monitor and identify federal grants that are available to state and local criminal justice agencies and assist the agencies in applying for and obtaining those grants.

Source: Texas Office of State-Federal Relations.

Appendix W

Texas Office of State-Federal Relations Organization Chart, With Number of Personnel



Source: Texas Office of State-Federal Relations.

Appendix X

**TABLE 1
AGENCY SUMMARY BY BILL PATTERN**

Agency Code: 333	Agency Name: State-Federal Relations	Prepared By: Cheryl Seidensticker	Date: 10/18/93
Program	1993 Actual	1994 Appropriated	1994 Budgeted
A. Goal: Greater state official influence over federal policy and funding.			
A. 1.1. Strategy: Research Federal Action	\$578,654.27	\$493,747	\$686,221.84
A. 1.2. Strategy: Federal Grant Assistance	\$271,908.63	\$232,797	\$337,418.07
A. 1.3. Strategy: Report to Texas Officials	\$307,799.60	\$356,234	\$361,402.43
A. 1.4. Strategy: Match Pool	N/A	\$9,850,000	\$9,850,000
TOTAL, GOAL A:	\$1,158,362.50	\$10,932,778	\$11,235,042.34
B. Goal: SEC 146, 1993 Salary Inc.		\$18,856	N/A
TOTAL, GOAL B:	N/A	\$18,856	N/A
Total			
GRAND TOTAL	\$1,158,362.50	\$10,951,634	\$11,235,042.34
METHOD OF FINANCE:			
General Revenue Fund	\$1,002,002	\$10,855,404	\$10,855,404
Interagency Contracts	\$156,362.50	\$96,230	\$378,988.34
Fees			\$650.00
Total, Method of Finance	\$1,158,362.50	\$10,951,634	\$11,235,042.34
Number of Positions (FTE)	19	17	24

TABLE III (CONT'D)
1994 OPERATING BUDGET
STRATEGY LEVEL DETAIL

Code	Key	Description	1993 Actual	1994 Targeted Performance	1994 Proposed Revision
N/A		INPUT OR EXPLANATORY MEASURES:	N/A	N/A	N/A
OBJECTS OF EXPENSE					
Code		Description	1993 Expended	1994 Budgeted	
1000		Personnel	\$168,860.43	\$169,585.21	
2000		Operating Costs	\$135,784.45	\$190,992.22	
5000		Capital	\$3,154.72	\$825.00	
		Total, Objects of Expense	\$307,799.60	\$361,402.43	
METHOD OF FINANCE					
Code		Description	1993 Expended	1994 Budgeted	
001		General Revenue Fund	\$285,847.16	\$329,742.43	
		Interagency Contracts	\$21,952.44	\$31,660	
		Total, Method of Finance	\$307,799.60	\$361,402.43	
Number of Positions (FTE):			5	5	

**TABLE III (CONT'D)
1994 OPERATING BUDGET
STRATEGY LEVEL DETAIL**

Code	Key	Description	1993 Actual	1994 Targeted Performance	1994 Proposed Revision
01-02-01		INPUT OR EXPLANATORY MEASURES: Number of Grant Applications submitted by the State.	295	296	
OBJECTS OF EXPENSE					
Code		Description	1993 Expended	1994 Budgeted	
1000		Personnel	\$128,993.65	\$202,235.02	
2000		Operating Costs	\$139,694.59	\$135,183.05	
5000		Capital	\$3,220.39	\$0	
		Total, Objects of Expense	\$271,908.63	\$337,418.07	
METHOD OF FINANCE					
Code		Description	1993 Expended	1994 Budgeted	
001		General Revenue Fund	\$223,262.14	\$216,079.07	
		Interagency Contracts	\$48,646.49	\$120,689	
		Fees		\$650.00	
		Total, Method of Finance	\$271,908.63	\$337,418.07	
Number of Positions (FTE):			6	6	

**TABLE III (CONT'D)
1994 OPERATING BUDGET
STRATEGY LEVEL DETAIL**

Code	Key	Description	1993 Actual	1994 Targeted Performance	1994 Proposed Revision
01-04-01		INPUT OR EXPLANATORY MEASURES: Total demand for State Matching Pool funds (in millions of dollars).		15.0 million	
OBJECTS OF EXPENSE					
Code		Description	1993 Expended		1994 Budgeted
1000		Personnel	N/A		\$58,754.59
2000		Operating Costs	N/A		\$91,245.41
4000		Grants	N/A		\$9,700,000
5000		Capital	N/A		\$0
		Total, Objects of Expense			\$9,850,000
METHOD OF FINANCE					
Code		Description	1993 Expended		1994 Budgeted
001		General Revenue Fund	N/A		\$9,850,000 \$0
		Total, Method of Finance	N/A		\$9,850,000
Number of Positions (FTE):			N/A		2

TABLE III (CONT'D)
1994 OPERATING BUDGET
STRATEGY LEVEL DETAIL

Code	Key	Description	1993 Actual	1994 Targeted Performance	1994 Proposed Revision
N/A		INPUT OR EXPLANATORY MEASURES: N/A	N/A	N/A	N/A
OBJECTS OF EXPENSE					
Code		Description	1993 Expended	1994 Budgeted	
1000 2000 5000		Personnel Operating Costs Capital	\$316,065.87 \$238,979.42 \$23,608.98	\$346,722.24 \$326,724.60 \$12,775	
		Total, Objects of Expense	\$578,654.27	\$686,221.84	
METHOD OF FINANCE					
Code		Description	1993 Expended	1994 Budgeted	
001		General Revenue Fund Interagency Contracts	\$492,892.70 \$85,761.57	\$459,582.50 \$226,639.34	
		Total, Method of Finance	\$578,654.27	\$686,221.84	
Number of Positions (FTE):			8		11

Source: Texas Office of State-Federal Relations.