

# VERMONT GENERAL ASSEMBLY

## Legislative Branch Workforce Comparative Evaluation

March 2019  
**FINAL REPORT**



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CONDUCTED BY  
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# Table of Contents

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Executive Summary .....	1
Compensation Analysis .....	1
Resources and Capacity Analysis .....	2
Organizational Structure Analysis .....	3
Introduction .....	4
Background and Methodology .....	5
Compensation .....	5
Staff Levels and Workload .....	5
Organization and Structure .....	5
Compensation .....	7
Methodology for Market Analysis .....	7
Analysis and Discussion .....	10
Developing a Compensation Plan .....	12
Compensation Summary and Recommendation .....	13
Staff Levels and Workload .....	14
Bill Drafting Staff .....	14
Information Technology Staff .....	20
Organization and Structure .....	22
Current Vermont Legislative Staff Organization .....	23
Organizational Structure Issues and Recommendations .....	25
Oversight Reform .....	25
Professionalization of Human Resource Management .....	26
Staff Structure Reform .....	27
<b>Option A</b> .....	27
<b>Option B</b> .....	32
Additional Organization and Capacity Issues .....	35
Recommendations .....	36
Appendix A: Comparable Market Data .....	38
Appendix B: Classification and Compensation Plan Design .....	52



## Executive Summary

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In August of 2018, the National Conference of State Legislatures (NCSL) entered into a contract with the Vermont General Assembly to conduct a study with the following objectives.

1. Compare current pay of legislative jobs to the relevant job market to determine current market competitiveness.
2. Analyze Vermont legislative staffing resources and capacity to determine if current legislative staff levels are adequate, effective and efficient.
3. Determine if current staff structure and organization serve the legislature effectively.

The review included all legislative staff in the five offices of the General Assembly: the Clerk of the House, Joint Fiscal Office, Office of Legislative Council, Office of the Sergeant at Arms and the Secretary of the Senate.

The NCSL study team began the project in September 2018 and traveled to Montpelier in late September to conduct interviews and gather information, making a second trip to the capitol in October to supplement data gathering on job content and issue identification. A final report was shared with leadership and senior staff directors. NCSL received additional comments and clarifications from the staff directors and incorporated those into this revised final report.

The professionalism and skill of the Vermont General Assembly staff impressed NCSL's study team. NCSL's many interviews, as well as legislative satisfaction surveys, confirm that the staff are highly regarded. The staff are hardworking. The depth of experience and expertise of the many professionals working for the legislative branch is considerable. The General Assembly is well-served by a talented group of professionals dedicated to the vital work of the institution. This extends to the seasonal staff hired for each session who are, by all accounts, widely appreciated for the vital contribution that they make during the intensity of the session.

## Compensation Analysis

Unlike most legislatures, the Vermont General Assembly does not have a formal employee pay plan with market-based ranges designed to promote internal pay equity and external competitiveness. However, the offices of the General Assembly have mostly maintained competitive pay according to NCSL's market analysis, with only a few exceptions. Each office follows its own rules and guidelines regarding salaries. Turnover is relatively low and overall job satisfaction is high.

During interviews with the NCSL study team, legislative leaders emphasized that they wanted a compensation system that would allow the legislature to attract and retain talented staff to sustain the legislature as a strong institution. They also expressed concern about internal consistency and ever-present issues arising around staff compensation.

NCSL concluded that most employees are currently paid in line with ranges that NCSL determined based on comparable market data. That is not a surprise given the small size of the legislative staff and ongoing efforts by individual managers to adjust salaries as needed. NCSL recommends only a few adjustments based on the market analysis.

The lack of a comprehensive compensation plan for all employees of the General Assembly has led to some internal equity issues. These pay equity concerns have resulted in frequent salary adjustments for individuals rather than reliance on a holistic approach to compensation. The constant review and ad hoc adjustment of salaries on a case-by-case basis creates problems of internal inequity or at least introduces pay fairness concerns among legislative employees. NCSL recommends that it is important for the General Assembly to move soon to develop and adopt a pay plan based comparative data form the relevant job market. The General Assembly should also develop rules and guidelines that are used to determine and administer compensation for all legislative employees.

NCSL did not review the appropriateness of individual employee salaries for this study. It appears that the pay is generally in line with the market. However, some individual salaries might not be appropriate for the employee based on their experience and performance. Once a pay plan is in place, the General Assembly should conduct further analysis to determine if individual salaries are located properly within ranges.

## Resources and Capacity Analysis

Vermont legislative staff respond to very high demand for service during the legislative session. Generally, workload returns to normal during the interim. The interim, however, remains a busy time for most staff who use it to conduct long term projects, support ongoing committee hearings, monitor the state budget and other policy issues, and prepare for the next session and budget. To the degree possible, staff also use the interim as a time to decompress, take annual leave and use accumulated comp time earned during the session. This pattern is common in part-time legislatures throughout the country.

Vermont legislative leadership directed NCSL to review the staffing capacity for all functions in the General Assembly. While most staff work extraordinary hours during session, NCSL does not believe that current staff levels are out of line with legislative workload demands except in two areas.

The bill and amendment drafting demands on the legal counsel staff have increased in recent years. After a more intensive review of the drafting operations team following an initial release of this report, NCSL believes that the drafting operations team is insufficient given the well documented increased demands by legislators on the bill drafting staff over the past several years. NCSL recommends adding one permanent full-time editor as well as an additional session-only drafting technician or a hybrid position that has the responsibilities of both an editor and drafting technician.

Based on a comparison of staffing levels and workload levels in other states, NCSL recommends that the staff for managing IT needs at the General Assembly should be increased by at least one FTE. As legislatures rely more on increasingly complex information technologies and applications, it is essential that they maintain adequate expertise to manage and take advantage of these tools.

Vermont is no different in this respect than other legislatures. The Vermont staff capacity for this important internal service should be increased.

## Organizational Structure Analysis

The Vermont General Assembly employs fewer staff than almost any other state legislature in the United States. Despite its relatively small size, the Vermont staff provide the critical services required by legislators and the institution. However, the current staff structure, the legislative oversight of those staff, and some related functions and employment practices are inefficient or outdated. The General Assembly should address these issues to improve staff services, increase operational efficiency, establish a more equitable and stable workplace and mitigate potential institutional risks related to personnel matters.

NCSL recommends that the General Assembly streamline its oversight of legislative staff by consolidating this role into a single joint committee. This model reflects an oversight approach used in dozens of other state legislatures. This new joint committee—perhaps named the Joint Legislative Management Committee (JLMC)—would assume responsibility for most staff and institutional oversight, including the personnel authority that currently resides in the Legislative Council, Joint Fiscal Committee and Joint Rules Committee.

In concert with creation of the JLMC, the General Assembly should reorganize its staff structure so that all nonpartisan, central staff (not including the offices of the Chief Clerk of the House and Secretary of the Senate) report to this new oversight authority.

NCSL presents two options for a restructuring based on successful staff models in other legislatures. One option includes creating a new executive director position that would act as a CEO, reporting to the JLMC and responsible for coordinating all nonpartisan, central staff activities. The second option proposes four centralized offices each reporting to the JLMC. Both options recommend consolidation of various administrative functions into a dedicated administrative unit. Both options also elevate the General Assembly's information technology staff to a more independent and centralized organizational position.

Other important organizational and operational recommendations include creation of a new human resources director position and office, modification of the authority of the Legislative Staff Information Systems Team, changing the process for selecting the Sergeant at Arms, and the creation of new staff services for policy research and performance auditing.

## Introduction

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The Vermont General Assembly contracted with the National Conference of State Legislatures (NCSL) in August 2018 for an evaluation of its legislative staff compensation, workload and organization. NCSL has frequently conducted similar studies for legislatures since the organization was formed in 1975. NCSL specializes in legislative comparisons and contemporary compensation best practices. NCSL assigned a team of senior staff with extensive knowledge of, and experience with, state legislative compensation and organization to accomplish the project. The team included NCSL's Director for Legislative Strengthening Brian Weberg, Director for Legislative Staff Services Angela Andrews, Policy Specialist John Mahoney and Director of State Services Tim Storey.

This report summarizes the activities of the study team and presents data collected by NCSL to determine market competitiveness of current salaries for employees of the Vermont General Assembly. The report describes NCSL's methodology for conducting its analysis and offers conclusions about compensation offered by the General Assembly. The report includes NCSL's findings on staff workload and the overall staffing capacity of the General Assembly. And the report examines the current organizational structure for the legislature and offers recommendations designed to strengthen the effectiveness and efficiency of the staff structure.

Successful completion of this study required the participation and cooperation of many people in Vermont to whom the NCSL study team is indebted for their support, responsiveness, and thoughtful input. Specifically, legislative leaders offered essential input and guidance.

The employees at the Vermont General Assembly were extraordinarily helpful and eager to assist. They were a pleasure to work with. The staff gladly shared critical information and ideas that enabled NCSL to do its best work. The NCSL study team is grateful to all of the staff who cheerfully contributed their time and expertise to the NCSL study team. They provided valuable input and feedback throughout the entire process.

# Background and Methodology

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The Vermont General Assembly directed NCSL to complete three objectives.

1. Compare current pay of legislative jobs to the relevant job market to determine current market competitiveness.
2. Analyze Vermont legislative staffing resources and capacity to determine if current legislative staff levels are adequate, effective and efficient.
3. Determine if current staff structure and organization serves the legislature effectively.

The NCSL study team accomplished the following tasks to complete the evaluation.

## Compensation

1. Distributed and collected job content questionnaires to gather detailed information about the current duties, functions, responsibilities and qualifications for all legislative staff covered by the study.
2. Interviewed nearly all General Assembly staff to gather information about current duties, functions, responsibilities and qualifications.
3. Reviewed available job descriptions and current compensation data and policies for all staff.
4. Gathered salary data for positions comparable to Vermont legislative positions from the executive branch, local governments, private sector employers and other state legislatures.
5. Analyzed the data and job content information to determine compensation issues needing attention.

## Staff Levels and Workload

1. Analyzed job content questionnaires, job descriptions and job content interview input to assess workload demands for each job when the legislature is in session and during the interim and compared with similar positions in Vermont and other legislatures.
2. Survey Vermont legislators regarding effectiveness and sufficiency of current staffing.
3. Compared Vermont legislative staff resources to comparable legislatures based on size of the legislature, time spent in session, numbers of committees, other factors that drive demands on staff, and responsibilities of legislative staff.
4. Determined areas of problematic workload and recommended changes.

## Organization and Structure

1. Examined and evaluated the overall organization and reporting structure of legislative staffing for the Vermont General Assembly.
2. Compared Vermont's current system for staffing with similar legislatures and identified improvements to the organization and structure to improve staff services to legislators.

In December, NCSL sent a draft report to leadership. In January, a final report was sent to leadership and shared with senior staff. NCSL received clarifications and comments from senior staff that were incorporated into a revised final report submitted in early February. That version was shared with all Vermont staff and NCSL presented the report by video-conference, answering questions about the study. After that, Vermont legislative leadership asked NCSL to review further some specific issues highlighted by Vermont staff around workload, salary data and comparable salary information for session only staff. This updated version of the final report incorporates the feedback from all staff and written replies and memos from several of the staff directors. In particular, NCSL strengthened the recommendation to add support to drafting operations and added comparable compensation data for session-only staff.

# Compensation

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Compensation market analysis is a standard tool for setting and maintaining compensation levels that improve a legislature's ability to attract and retain the most talented employees. Market data is commonly used by legislatures to establish, monitor and adjust legislative staff pay. The data allows legislatures to monitor changes in the job market, remain competitive and offer fair compensation for all employees.

Market analysis cannot, however, provide a measure of the efficiency and fairness of individual salaries within an organization, typically referred to as an organization's internal pay equity. NCSL did not examine internal equity and does not provide any recommendations regarding the relation of any individual employee's salary to those of other legislative staff. That kind of analysis would require that each individual staff person's performance, experience and job content be reviewed extensively to determine if they are being compensated properly within a range. NCSL did not do that level of granular analysis for this project.

NCSL strongly recommends that the Vermont General Assembly develop and adopt a formal and comprehensive classification and compensation plan. That process should include a review of internal equity for all legislative employees to ensure that positions doing equivalent work are being compensated equally. A brief discussion on what such a plan would look like, and how it may be constructed, is included at the end of this analysis. NCSL can provide guidance on a process to review specific pay for individual employees if the General Assembly moves forward with designing a traditional compensation system.

## Methodology for Market Analysis

NCSL employs a standard methodology in its consulting work on legislative staff classification and compensation that has proven effective through years of experience working with numerous legislatures. Most legislative jobs are very specialized and found exclusively in legislatures. NCSL has developed a very deep understanding of the unique jobs performed by legislative staff. The NCSL process can be summarized in three steps.

1. Job Content Analysis
2. Market Data Collection
3. Comparative Analysis of Data

1. Job Content Analysis. To compare Vermont's legislative jobs to market comparables, it was essential to develop a clear and comprehensive understanding of the roles and responsibilities of each job title at the General Assembly. NCSL accomplished the job content analysis in two stages. First, NCSL deployed a job content questionnaire to all full-time legislative staff. Each employee completed the survey and returned it to NCSL. The questionnaire captured details about legislative jobs including the time spent on key responsibilities both during session and in the interim. Completed surveys were reviewed by the respondent's immediate supervisor for completeness and accuracy before submission to NCSL.

After receiving the completed surveys, the NCSL study team traveled to Montpelier on two occasions to conduct in-person interviews with staff to learn more about the work they do. NCSL conducted over 60 job content interviews in Montpelier. Nearly every full-time staffer was interviewed as well as several session staff. After release of the February version of this report, NCSL conducted additional interviews with a number of session-only staff in order to identify comparable salary data for those positions as well.

2. Market Data Collection. The detailed knowledge of job content made possible through the questionnaire and interviews provided the basis for moving to the next step of the market analysis—the collection of salary data for similar jobs.

NCSL’s experience working on legislative staff compensation issues confirms what most compensation experts believe—that in almost all cases, local job markets are the most relevant sources of data for use in comparative compensation analysis. However, NCSL recognizes that many legislative jobs are almost completely unique to the legislative environment and therefore accurate analysis requires the use of data from other state legislatures. Therefore, for this study, NCSL relied on a combination of data from local public employers including the executive branch and data from other state legislatures that share similar structural characteristics to Vermont.

Data from the following employers was collected for use in this market analysis study:

- Vermont State Government
- City of Burlington
- City of Montpelier
- The University of Vermont
- Kansas State Legislature
- Maine State Legislature
- Montana State Legislature
- New Hampshire General Court
- New Mexico State Legislature

In addition to these sources, NCSL relied on compensation data provided by the Economic Research Institute (ERI) for baseline, city-specific salary statistics on a broad range of job titles. NCSL subscribes to the ERI database that includes up-to-date market data on over 8000 positions commonly found in the U.S. workforce. The enormous ERI database is a vital tool in the overall assessment of local salary market conditions and very effective at identifying private sector pay rates in particular. Salary data from ERI, in addition to data from the five legislatures mentioned above, were adjusted to the Montpelier market with ERI’s Geographic Assessor tool that uses the vast ERI salary database to adjust to over 9000 locations.

NCSL collected comparable market salary data for all but one of the existing full-time staff job titles at the General Assembly. In reviewing the duties of the Senate Journal Clerk, it was determined that the hybrid nature and complex duties of this position made it unsuitable for market analysis because NCSL could not identify a similar position for comparison. NCSL recommends that the duties and salary for this position be carefully reviewed if a formal compensation plan is developed in the future.

Additionally, data was collected for a Director of Human Resources position in order to assist the General Assembly in determining a suitable hiring range if such a position is created. In total, 147

individual salary market data points were used to conduct this analysis. The NCSL study team has high confidence that the accumulated data are relevant and represent a comprehensive picture of the current salary marketplace in which the General Assembly competes for talent. Appendix A presents these data.

**3. Comparative Analysis of Data.** The central goal of the compensation analysis is to determine the current market value for all staff positions. These market values can then be compared to existing salaries to assess the General Assembly’s position on employee pay relative to the market<sup>1</sup>. The market value is calculated as the average midpoint of all the comparable market pay ranges collected for a specific title. Table 1 offers an example of this calculation as it applies to the Chief Fiscal Officer position.

**Table 1: Market Comparables for Chief Fiscal Officer**

**TITLE: Chief Fiscal Officer**

Current Salary	Market Comparables			Source/Title
	Minimum	Midpoint	Maximum	
\$ 113,630		\$ 121,025		Kansas State Legislature - <i>Director Legislative Research</i>
	\$ 88,577	\$ 119,790	\$ 151,002	Maine State Legislature - <i>Director, Fiscal/Program Review</i>
	\$ 117,513	\$ 131,750	\$ 145,987	Montana State Legislature - <i>Legislative Fiscal Analyst</i>
	\$ 107,421	\$ 129,478	\$ 151,534	New Hampshire General Court - <i>Legislative Budget Assistant</i>
	\$ 86,073	\$ 115,107	\$ 144,141	New Mexico State Legislature - <i>Director, LFC</i>
	\$ 97,582	\$ 121,978	\$ 146,373	State of Vermont - <i>Large Department Commissioner</i>
	\$ 99,433		\$ 147,807	
Market Midpoint		\$ 123,188		

As Table 1 shows, the current salary for the incumbent in this position is \$113,630 and its corresponding market midpoint is \$123,188. Table 1 also provides the market minimum for this position (\$99,433) and the market maximum (\$147,807), which, considered together, give the market range for this position. The market minimum represents the “entry-level,” or recruiting, salary for this title and the market maximum represents the highest salary that organizations currently pay for the position.

The market ranges that Vermont should adopt would likely reflect the minimums and maximums shown in the data collected by NCSL. Yet, the ranges for Vermont might be different depending on the compensation approach adopted by leadership. Specifically, the range widths would need to be uniform and based on the market midpoints. Vermont might decide to have wider ranges than the market comparables to encourage employees to view legislative service as a career and stay longer. Vermont also lacks traditional career ladder tracks for most positions, a salary plan trait that many legislatures have adopted. In the absence of career ladders, employers should consider wider pay ranges because there may be significant differences of pay for people with the same title.

<sup>1</sup> The actual salaries used in the NCSL analysis were provided in the fall of 2018 and do not reflect salary changes made in January of 2019 after NCSL delivered the initial report for this project.

As NCSL did not analyze specific employees' experience or job performance as part of this study, the interpretation of market data like that presented in Table 1 is for positions, not individuals. This data should be interpreted as a guide for pay ranges in which salaries are set.

Comparable market data does not determine where an individual salary should be set within any given range. For example, while the salary of the director highlighted in Table 1 lags the market *midpoint*, this does not necessarily mean that this salary is incorrectly set. That would be determined by analyzing the actual pay of an incumbent and reviewing that employee's experience and job performance with attention to internal equity. It is important to note that no salary should be under what NCSL has determined as the minimum salary for a particular job, and NCSL recommends that a very few adjustments be made to specific salaries to bring them to the entry level salary as determined by the market analysis. NCSL made one exception to our process of not reviewing individual salaries within projected ranges. Because the positions of Chief Fiscal Officer and Director and Chief Counsel are both filled by incumbents with substantial experience, they should not be toward the low end of NCSL's market ranges. Those salaries should at least be set to the midpoints of the market ranges.

Appendix A displays market data tables like that presented in Table 1 for all full-time staff positions at the General Assembly. The data for the House Clerk and Senate Secretary offices have been merged into a combined analysis. Session-only comparables are included under the various offices where they are employed.

## Analysis and Discussion

NCSL analyzed the salaries of 49 full-time staff positions as part of this market analysis. NCSL did not analyze the pay for hourly staff employed primarily during session. Current salaries for 43 of those positions fell within market ranges. Five current salaries fell below market minimums. NCSL recommends that current below-market salaries be increased to the market minimum as identified by NCSL's analysis. One salary was incrementally above the market maximums and does not need to be adjusted. The five salaries that are recommended for adjustment are listed below:

*First Assistant Clerk of the House.* The current salary of this position is 2.5 percent under the market minimum of \$70,316.

*Systems Analyst (JFO).* The current salary of this position is 0.1 percent under the market minimum of \$57,042<sup>2</sup>.

*Chief of Police.* The current salary of this position is 3.4 percent under the market minimum of \$72,342.

*Chief of Staff.* The current salaries for this position are 8.7 percent and 11.9 percent below the market minimum of \$74,928.

For most job titles, the General Assembly's staff compensation falls within the salary market ranges determined in NCSL's analysis. This is further confirmed by an analysis of the distribution

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<sup>2</sup> It is possible that changes made to this salary in January 2019 moved it above the NCSL recommended market minimum.

of market indices. A salary’s market index is calculated by dividing it by its appropriate market midpoint. Using the example presented in Table 1, the market index would be calculated as follows:

$$\text{Market Index} = \text{Current Salary} / \text{Market Midpoint} = \$113,630 / \$123,187 = 92.24 \text{ percent}$$

The market index therefore shows how closely a salary matches its average market value – a market index of 100 percent indicates a salary which is perfectly in line with its average market value, while a market index of 30 percent might indicate an underpaid position. Clearly, not every position is going to have a market index of 100 percent, nor should this be the case. New, or relatively new employees, will likely have salaries closer to the market minimum and therefore have a market index below 100 percent. Conversely, employees with decades of experience will have market indices closer to the maximum and therefore significantly above 100 percent. Therefore, an organization which is competitive with the market should exhibit a normal distribution of the market indices - with the majority of salaries having a market index around 100 percent and the remainder between about 75 percent and 125 percent. The distribution of the Vermont legislative staff’s market indices is presented in Figure A below.

**Figure A: Distribution of Market Indices**

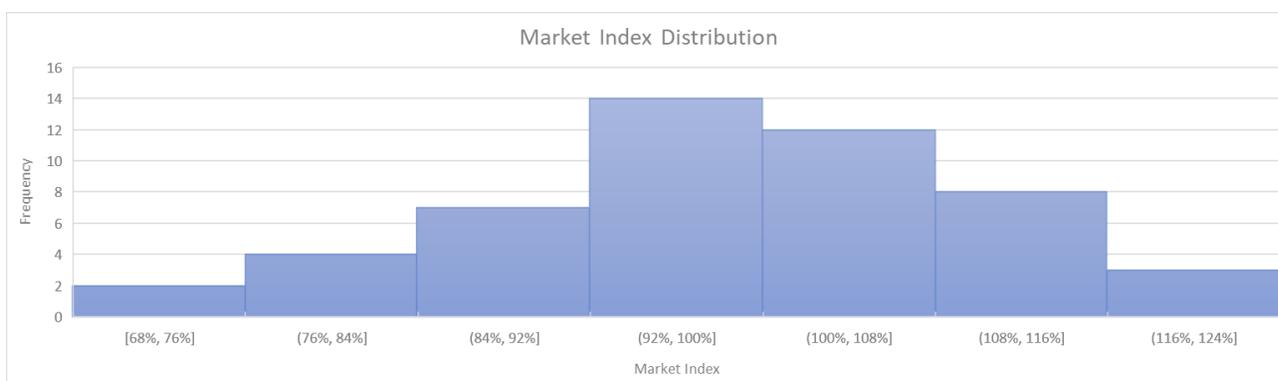


Figure A indicates that the Vermont General Assembly maintains a fairly normal distribution of market indices among its employees. Thirty-two of the 50 positions analyzed fell between 90 percent and 110 percent of the market midpoint, nine fell between 68 percent and 89 percent and nine salaries fell between 111 percent and 125 percent.

Although examining pay for individual employees was beyond the scope of this study, NCSL did identify a specific salary issue that should be addressed. The salaries for both the Chief Fiscal Officer and the Director and Chief Counsel are significantly short of the market midpoints established by NCSL’s analysis as shown in Table 2.

**Table 2: Current Salaries vs Market Values for ‘Chief Fiscal Officer’ and ‘Director and Chief Counsel’**

Title	Current Salary	Market Min.	Market Mid.	Market Max.	Market Index
Chief Fiscal Officer	\$ 113,630	\$ 99,433	\$ 123,187	\$ 147,807	92.24%
Director and Chief Counsel	\$ 113,277	\$ 95,283	\$ 121,865	\$ 147,752	92.95%

Salaries for the two positions in Table 2 are within the established ranges for their positions, yet they lag their respective midpoints substantially. In NCSL’s experience, salaries for positions at the highest levels of responsibility most often meet or exceed average market value. Therefore, NCSL recommends legislative leadership assess the rates at which these salaries are currently set. While NCSL did not evaluate the performance of the two incumbents in these positions, each of them has significant experience that would normally be reflected by a salary closer to the top of the appropriate market range.

## Developing a Compensation Plan

There are numerous methods for designing and implementing a formal classification and compensation plan. However, all approaches share a common focus on issues of external competitiveness, internal equity and consistent structure.

The preceding analysis provided an example of the methodology used for the external competitiveness portion of pay plan design. Internal equity, on the other hand, is commonly determined using point factor analysis, the aim of which is to score and rank each position using a set of common job factors including things like consequence of error, job complexity, and experience and education necessary to perform the job successfully.

Once a point factor analysis has been completed for every job title in the legislature, positions can be sorted and grouped into pay grades. Compensation ranges are then established for each grade, based on combined market values for the positions in each range, and on an organization’s compensation policy regarding its posture to the external market.

Depending on the type of organization and its employment situation, an employer may decide to maintain a compensation plan that closely matches market pay conditions, or it may decide to “lead” or “lag” the market. Employers determined to hire the “best and brightest” available talent and want a workforce with relatively low turnover or that have a structural disadvantage in hiring and retention (the work or work location may not be socially desirable or intrinsically appealing), may choose to set their pay plan slightly ahead of the market. Conversely, employers that can tolerate higher turnover, do not require specialized talent, offer highly competitive benefits, or that have a special hiring advantage based on social perceptions of their workplace or other relational variables, might choose to “lag” the market in their compensation plan. Many legislatures intentionally adopt a slightly aggressive approach to the market for a variety of reasons including the fact that legislative employees are completely “at-will” and lack job security often afforded to executive branch employees. In addition, legislative staff are expected to do intense levels of work during legislative sessions under considerable stress and often with limited back-up support. These are job conditions not found in other jobs in most state governments.

Finally, consideration must be given to questions of internal structure. Often jobs that share a common title are in fact different with varying degrees of responsibility, experiential requirements and different duties. In these cases, a career ladder approach is used to delineate these positions. For example, the career ladder for an ‘Analyst’ position may look like: ‘Analyst I’, ‘Analyst II’ and ‘Analyst III’, or ‘Analyst’, ‘Senior Analyst’ and ‘Principal Analyst.’ This is a common classification approach in legislatures throughout the nation and encourages employees to make a career in legislative service.

## Compensation Summary and Recommendation

NCSL's analysis finds that despite the lack of a formal compensation plan, salaries for most Vermont legislative staff are competitive with the external market. This finding does not preclude this report's recommendation that proceeding without a compensation plan could be detrimental to the future institutional health of the Vermont General Assembly. Some individual salaries might need to be adjusted based on experience and performance. That analysis should be pursued after the adoption of a market-based pay plan that includes fair and defensible ranges for all positions.

While external competitiveness is a critical factor for any legislature to consider when making compensation decisions, it is not the only one. Internal alignment and equity, the mitigation of unhealthy competition between employees and offices, and compliance with employment laws and regulations are also very important. A formal job classification and compensation plan allows an organization to develop a comprehensive and complete understanding of all these issues.

Without a formal compensation plan that treats all employees within a legislature fairly, and that is administered consistently, there are potential negative legal and public relations consequences. NCSL recommends that the Vermont General Assembly develop and adopt a more comprehensive classification and compensation plan to determine salaries for all legislative staff.

For more detailed information about the design of legislative compensation plans as well as examples from other legislatures, see Appendix B of this report.

## Staff Levels and Workload

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As is the case in all legislatures, workload for staff in the Vermont General Assembly is considerably higher during the legislative session than during the interim. This observation was almost unanimous in the interviews NCSL conducted with nearly every one of the General Assembly's staff. It is very common for staff to work extremely long days and weeks when the legislature is meeting and to have a less demanding interim.

Many Vermont staff described high workloads during the session while also identifying the interim as an opportunity to recharge, complete outstanding projects and prepare for the next session. This depiction is true in other part-time state legislatures, where legislative sessions are intense, and staff perform a great deal of work under difficult time constraints. Interims are slower and allow staff to work at a more normal pace and use the well-earned time off accumulated during session. One Vermont legislative staffer described the session versus interim workload as the “yin and yang” of the legislature.

NCSL identified two notable workload tension points at the Vermont General Assembly. First, high demand on the legal and drafting operations staff during the peak weeks of the legislative session, and second, the small number of information technology staff available to support legislative operations and users.

The study team did not identify additional workload issues that need immediate attention although it is true that all staff offices are highly taxed during session, and most staff work steadily throughout the year. Overstaffing relative to workload demands is not an issue in any of the five Vermont legislative staff offices.

### Bill Drafting Staff

Many factors drive legislative staff workload including the number of legislators, the days spent in session and in committee, the size of a state's budget, constituent demands, the number of requests for bill/amendment drafts, and requests for complex fiscal and policy research.

For the purposes of this workload analysis, NCSL identified five legislatures similar in scale and activity level to Vermont: Kansas, Maine, Montana, New Hampshire<sup>3</sup> and New Mexico. NCSL compared the number of bill introductions and bill enactments between the five comparable states and Vermont across three previous bienniums (2011-2012, 2013-2014, 2015-2016) and the 2017 session. During the 2011-2012 and 2015-2016 bienniums, Vermont had the lowest number of bill introductions compared to the other five states. During the 2013-2014 biennium, however, Vermont had the third highest bill introduction rate (1,924 bills) in the comparison group, with only Maine and New Mexico lawmakers introducing more bills, 2,911 and 1,941 respectively. In

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<sup>3</sup> One of the comparison states, New Hampshire, has one very distinct characteristic as an American legislature, a 400-member House. In many ways Vermont is like its neighbor to the east, with this very glaring exception. Also, Montana is only one of four states that do not hold regular annual sessions in the even numbered year.

2017, Vermont lawmakers introduced 688 bills which is comparable to bill introductions in Kansas, Maine and New Hampshire.

For bill enactments, Vermont had the lowest or second to lowest bill enactment rate compared to the five other legislatures with one exception. During the 2013-2014 biennium, more bills were enacted in Vermont (320 bills) than Kansas (278 bills) and New Mexico (319 bills).

Bill introduction and bill enactment rates are two helpful data points to compare the workload of state legislatures because all legislatures have similar staff functions that support legislators in introducing and enacting legislation. These functions include policy research, bill, resolution and amendment drafting and editing, and committee staffing.

However, the above comparison does not fully describe the workload of staff in the Office of the Legislative Council. For example, this data does not consider that some bills are drafted and never introduced or that some bills are amended multiple times and require additional drafts and reviews by Vermont's legal and editing staff. These actions are common in most drafting operations in state legislatures. Furthermore, this data does not indicate the complexity of bill drafts. In fact, many of the staff attorneys indicated that the number of bill requests and their complexity have increased in recent years. This observation is echoed by senior bill drafting experts in many other states. There is no doubt that legislative issues are more complex today than in years past.

The bill comparisons also do not reflect resolutions drafted. States vary greatly to the extent that they research and incorporate content into resolutions. While NCSL did not conduct a formal analysis comparing resolution content among states, the NCSL study team does believe that Vermont resolutions tend to be more detailed and filled with specifics than similar legislative instruments in other states.

According to data provided to NCSL by the Office of Legislative Council, Vermont legislator bill drafts have steadily increased since the 2011-2012 biennium. During the 2011-2012 biennium, 1,536 bills were requested while 1,880 bills were requested during the 2017-2018 biennium (this does not include the 2018 special session). In addition, the number of bills passed by the General Assembly has steadily increased since the 2011-2012 biennium, from 190 to 250, respectively. Furthermore, the Office of Legislative Council estimates that the drafting operations team of editors and drafting technicians review approximately 9,000-12,000 bills, resolutions and amendments (sometimes multiple versions of each) per biennium. These numbers do not include other legislative instruments that are reviewed by the editors, including legal memos, reports or correspondence. Given these numbers, workload has certainly increased for staff in the Legal and Drafting Operations units of the Vermont Office of Legislative Council.

For comparison, editors in the New Mexico Legislative Council Service (a substantially larger team than in Vermont) reviewed an average of 7,027 documents during each of the last three bienniums (2013-2014, 2015-2016, and 2017-2018). Approximately 70% of the edited document were bills, amendments, memorials and resolutions, while the remaining 30% were letters, memo, research memos and publications.

High demand for bill drafting and research services and increased staff workloads during legislative sessions are the norm across part-time legislatures. During the legislative session, Vermont assigns 27 full-time and session-only staff in the Office of Legislative Council to drafting

and editing of bills, resolutions and amendments. This number includes 18 full-time Legal Counsel, three session-only law clerks and two full-time editors, one full-time drafting technician, two session-only drafting tech/editors and the director of Drafting Operations.

Beyond drafting bills, amendments and resolutions, Legal Counsel staff in the Office of the Legislative Council carry many other duties, including conducting legal and policy research, testifying before committees, providing legal advice to members and responding to member inquiries. During the interim, they staff summer study committees, undertake the statutory review process and review acts and write act summaries.

These 18 full-time Legal Counsel staff (and the three session-only law clerks) have multiple duties that are often handled by various staff offices in the five comparable state legislatures.

As shown in Table 3, there are 18 legal staff and three editors in the non-partisan Revisor of Statute's office in Kansas. These staff are solely responsible for drafting and editing bills while an additional 1724 research staff in the Kansas Legislative Research Department are responsible for providing nonpartisan research to members and briefing committees on policy topics. In Maine, six staff in the Revisor of Statute's office and 17 staff in the Office of Policy and Legal Analysis (OPLA) draft bills, for a total of 23 bill drafters. The 17 OPLA staff, and an additional three OPLA staff, conduct nonpartisan policy and legal research for legislators and the standing committees. There are also 14 editors in the Maine Revisor of Statute's office.

Editors in the Office of the Legislative Council in Vermont are responsible for editing and proofreading a variety of legislative instruments (bill drafts, amendments, resolutions, summaries, reports, press releases, correspondence, act) and must ensure that these documents adhere to the drafting and style manuals. They edit not only for legislators and staff in the Office of the Legislative Council, but also for staff in the other General Assembly offices. Editors also help with the statutory review process during the interim. The drafting technicians support the work of the Legal Counsel and Editors by formatting all documents, assigning numbers to drafts, bill and resolutions, tracking all requests and then communicating with a variety of stakeholders when drafts and other documents are complete.

Table 3 shows that New Hampshire has the lowest total number of legal, editorial and research staff and there are differences between how staff are allocated in New Hampshire and Vermont. For example, New Hampshire has a small centralized nonpartisan research office plus research staff in each of the chambers. Vermont does not have a centralized office solely dedicated to nonpartisan policy research nor does Vermont have chamber staff except the Chiefs of Staffs to the leaders and the House Clerk, Senate Secretary and their staffs. Other than New Hampshire, Vermont has the smallest number of legal, editorial and research staff among the four other comparative states, yet these staff produce an extraordinary amount of work, especially during the legislative session.

One legislative staffer stated during an interview, "there's not enough Legislative Counsel staff during session, but if you hire enough, it would be too many." NCSL agrees with this observation and concludes that while workload is high for Legal Counsel staff during session, it is manageable

during the interim. One way to alleviate the intense workload for Legal Counsel staff at the peak of session would be to establish a small research office, as recommended later in this report, as a way to siphon off some of the basic and moderate research demands from the attorneys. This potential change would provide more time for the attorneys to focus on writing legislation.

The greatest workload stress is clearly on the drafting operations team. NCSL concurs with this quote from a memo by the Director and Chief Counsel, “To put it bluntly, Drafting Operations is near a breaking point.” Given the significant workload of the drafting operations staff, NCSL recommends that the Legislative Council add one full-time editor and one additional session-only drafting technician or a hybrid position that has the responsibilities of both an editor and drafting technician. These additional hires will ease the workload of the drafting operation unit in the Office of the Legislative Council.

**Table 3: Size of Legal, Editing, and Research Staff**

	<b>Kansas</b>	<b>Maine</b>	<b>Montana</b>	<b>New Hampshire</b>	<b>New Mexico</b>	<b>Vermont</b>
<b>Number of Legislators</b>	165	186	150	424	112	180
<b>Full-time and session-only Legal staff</b>	18	6	10	8	17	21
<b>Full-time and session-only Editors and Drafting Technicians</b>	3	14	4	4	15	6
<b>Full-time and session-only Research Staff</b>	17	20	14	12	7	0
<b>Total staff</b>	<b>38</b>	<b>40</b>	<b>28</b>	<b>24</b>	<b>39</b>	<b>27</b>
<b>Legislative Session Length</b>	Odd -- none Even -- 90 C	Odd -- 3rd Wed in June Even -- 3 <sup>rd</sup> Wed in April	Odd -- 90 C Even -- No session	45 L or July 1	Odd -- 60 C Even -- 30 C	No limit on length of legislative session

**Notes:**

**Kansas:** Includes the Office of Revisor of Statutes and the Kansas Legislative Research Department (KLRD). Fiscal and communications staff are also in KLRD but not included in the numbers above. Nor are administrative staff included in the listed totals.

**Maine:** Includes Revisor of Statutes office and the Office of Policy and Legal Analysis (OPLA). These figures do not include the administrative staff in OPLA. In addition to the legal staff in the Revisor’s office, the OPLA Director, Deputy director and all Legislative Analysts’ draft bills, for a total of 17 bill drafters in OPLA. The Revisor’s office hires a contract attorney that works the first three months in the first year of the biennium. This position is not included in the above total.

**Montana:** Of the combined legal and research staff (24 total), 21 draft bills, including the director of the legal services office and the director of the legislative services division. Research staff are housed in two separate offices: The Office of Research and Policy Analysis and the

Legislative Environmental Policy Office. Staff in both the legal and research offices staff session committees.

**New Hampshire:** There's no specific editing function. Attorneys review each other's work and two staff "word-process" bills by correcting format, grammar and spelling. Two additional staff assist the word processing staff, as needed, while also managing member requests, coordinating sign-offs and managing the bill drafting system and bill drafting database. In addition to a centralized non-partisan research division (four staff including the director), chamber staff also provide research services (five in the House and three in the Senate).

**New Mexico:** Legal staff who do drafting includes assistant director for drafting services and senior staff attorney. Senior staff attorney only drafts on a limited basis and only on complex legislation related to ethics or elections. Staff included in this count are with the Legislative Council Service.

**Vermont:** Legal staff includes the director and chief counsel, two deputy chief counsel and three session-only law clerks. The full-time and session-only editors and drafting technicians number includes the supervisor of drafting operations.

## Information Technology Staff

It is difficult to compare IT staff workload between legislatures because so many variables affect the work of these employees. Legislative IT systems (and the demands they place on IT staff) differ in many ways, including:

- Total IT system users;
- Type and variety of equipment supported;
- Total applications supported;
- Scope of web services supported;
- Help desk expectations and demands;
- Programming responsibilities and demands;
- Audio/visual, social media and personal device support services; and
- IT system maintenance, contracts and purchasing responsibilities.

The Vermont General Assembly employs a small number of legislative information technology staff compared to most other legislatures. The average number of IT staff in the nation’s part-time legislatures is nine. Compared to this study’s five comparison states, only New Hampshire employs fewer full-time centralized IT staff.

In Vermont, there is one full-time IT staffer for every 47 users. Only New Hampshire and New Mexico have lower ratios of full-time IT staff to users.

**Table 4: IT Staff in Comparable Legislatures**

State	Number of Full-Time Centralized NP IT staff	Number of Users	Ratio of IT staff to Users
Kansas	20	519	1:26
Maine	9	392	1:44
Montana	15	401	1:27
New Hampshire	4	574	1:114
New Mexico	7	786	1:157
Vermont	6*	282	1:47

\*Does not include specialized IT position in Joint Fiscal Office

One interviewee commented that the IT staff must be “on” 24 hours a day, 7 days a week, 365 days a year because of the small number of personnel in the office. Under current circumstances, if an IT staffer becomes ill during the legislative session, they are expected to work remotely. And while many staff professionals at the General Assembly can look forward to the interim for workload relief, the IT staff find it difficult to join them due to the backed-up list of system maintenance, development and “build-out” demands waiting for them at session’s end.

Vermont’s IT team understands the key role it plays in the successful operation of the General Assembly. As one IT staffer put it, “If we don’t do our job well, it prevents everyone else from doing their job.” Unfortunately, this clarity of purpose and the IT team’s dedication to its mission is thwarted by a demonstrably high (and likely increasing) workload that threatens to reduce productivity, increase staff “burnout” and potentially cause key IT personnel to seek other employment.

Given the demands on Vermont's Information Technology staff, NCSL recommends that the Legislative Council hire one additional full-time User Support Specialist or an Application Developer. There is currently one full-time User Support Specialist and one session-only User Support Specialist. The IT Technician also provides user support but is limited in providing this service during the legislative session as the position is also responsible for managing the copy room. As such, the Systems Administrator steps in to provide user support. Having an additional full-time User Support Specialist would provide much needed back-up and support in the IT group and allow others to focus more exclusively on their primary responsibilities.

As described to the NCSL study team, one IT staffer is currently responsible for bare bones maintenance of current applications (in addition to other duties), while the legislature outsources, at high cost, the development of new applications. An Application Developer position was left unfilled for four years due to the inability to find a qualified candidate for the position. The position was reclassified to a Network Security Administrator position and only recently filled.

Hiring at least one additional full-time legislative IT professional would reduce the excessive workload of all IT staff. This staff addition, coupled with re-organizing the current staff structure and reconfiguring the purpose and role of the Legislative Staff Information Systems Team as recommended later in the report, would greatly strengthen the information technology group.

## Organization and Structure

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All 50 state legislatures employ staff to help them accomplish the basic and complex tasks, analyses and counsel required to complete legislative business. Legislatures could not function effectively and efficiently in the contemporary world without high quality staff. Staff are indispensable to policymaking and lawmaking in every state.

Prior to the 1900s, legislative staffing consisted primarily of a few clerks and secretaries who tracked legislation and who ran errands and provided personal support to legislators and legislative leaders. In the 20<sup>th</sup> Century, legislative libraries blossomed into more professionalized legal and research offices and by the 1960s most state legislatures had modest staff offices offering professional bill drafting, budget analysis and committee staff support.

Legislative staff development changed dramatically around 1970 with the publication of the seminal work, *The Sometime Governments*. It was a critical analysis of state legislative effectiveness that identified the professionalization and expansion of staff as a critical goal in the quest to strengthen the institution. At about the same time, the composition of legislative membership changed as most states conducted legislative redistricting based on the landmark one-person, one-vote Supreme Court decisions of the early and mid-1960s.

In 1974 a large, reform-minded class of freshman legislators arrived in capitols in the aftermath of Watergate. These and other circumstances emboldened a cadre of influential legislative leaders to pursue and evangelize legislative reforms designed to make state legislatures co-equal with, and independent from, the executive branch. These legislators worked to insulate the institution from the influence of special interests and executive agencies. The professionalization and expansion of legislative staff was a pillar of the reform movement and the modernization of the legislative branch.

Today the 20<sup>th</sup> Century trends of legislative staff expansion and professionalization have largely run their course, but along different paths in different states. In the 50 state legislatures there are 50 variations of staff organization, size, service emphasis and influence. But in general terms, state legislatures arrived at their current staffing arrangements based on their answers to three key questions: 1) how many staff do we need? 2) how partisan or nonpartisan should our staff be? and 3) how centralized or decentralized should our staff structure be?

Each legislature addressed the questions differently, based on variables such as the size of the state's population, members' district size, the size of the legislative body, time spent in session, the state's economy, state traditions and philosophy toward government, and often in response to the vision of charismatic legislative leaders and staff directors who championed specific staffing approaches. As a result, we now find remarkable diversity in legislative staff size, organization and roles across the country. Pennsylvania's highly partisan, decentralized staff of nearly 3000 employees stands in stark contrast to Wyoming's nonpartisan, centralized approach that employs 35 full-time staff. California emphasizes personalized, district-focused services by providing at least 10 staff to each Assembly member, half of whom work in the member's district office. Washington provides one legislative assistant to every member, maintains separate House and Senate nonpartisan research offices and supports each party caucus with additional professional staff services.

Among all these approaches to staffing, every state legislature honors the value and practice of nonpartisanship within some or, in many states, nearly all staff operations. Most legislatures employ some level of centralization for key staff services such as bill drafting, fiscal analysis, administrative services (including human resources and information technology) and committee support. It is the most common model of the various staffing approaches, especially in smaller, more part-time legislatures. In legislatures similar to Vermont, nonpartisan and centralized staffing is the norm. But even in these states, there are variations in the way staff operations are organized and in how the legislature provides oversight and guidance to those operations.

## Current Vermont Legislative Staff Organization

The most recent nationwide census of state legislative staff was conducted by NCSL in 2015. Those national data show that Vermont's total number of staff (full-time plus session-only) is the smallest in the nation. Vermont ranks third smallest in total full-time legislative employees. Only North Dakota and Wyoming have fewer. Staffing for the Vermont General Assembly is lean compared to all other states especially given that the Vermont General Assembly has the 12<sup>th</sup> largest legislative membership in the nation and is among the states with a longer session excluding the handful of truly full-time legislatures.

Organizationally and philosophically, Vermont's legislative staffing follows the themes and structures common to "citizen" legislatures. The Vermont staff is almost entirely nonpartisan, except for the staff who work directly for the legislative leaders. The staff structure is centralized so that most employees serve all the elected members equally. Centralized staffing also reduces duplication of effort and enhances the efficient use of limited staffing resources. The offices of the Chief Clerk and Senate Secretary are small and focused largely on bill processing, chamber administration and procedure.

As in all legislatures, legislative culture, traditions, personalities, incrementalism and resource availability have shaped the development of the Vermont staff structure in unique ways. Vermont also resembles some other legislatures in its relatively slow embrace of contemporary personnel management practices and in the challenges it faces to make full investment in a modern and streamlined information technology capacity. Most legislatures have been closing these gaps swiftly over the past decade.

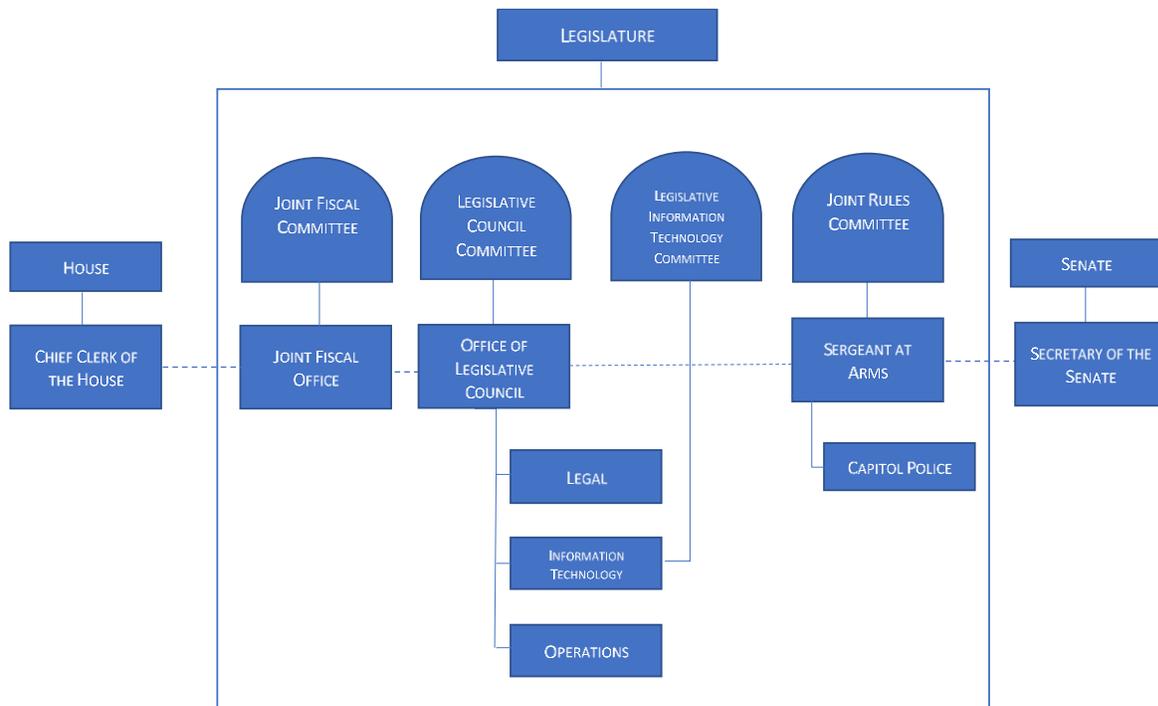
Vermont's staff provide almost all the critical services deemed necessary for a functional legislature including professional and expert fiscal analysis, bill drafting, legal services, computer support, security, chamber administration, committee support and general administration including internal budgeting, purchasing and accounting. Missing from this mix, or less developed, are staff services focused on human resources management, a dedicated policy research function, program evaluation and a clearly defined responsibility for facility management.

Structurally, the Vermont staff setup follows a pattern familiar in other legislatures with its Office of Legislative Council, Joint Fiscal Office, IT staff, and committee support group. Less common is the unique Sergeant at Arms position that is elected by the Legislature. In many legislatures, a Sergeant at Arms is elected in each chamber to oversee chamber decorum during session. Only Massachusetts and Vermont have a Sergeant at Arms that is elected by the entire body. In

Vermont’s case, this position and office have duties that include maintaining order and decorum, managing the page program, overseeing State House tours and visitor services, and directing various facility management projects. The Sergeant at Arms also oversees a small Capitol Police force that is responsible for the security of the State House.

Figure B illustrates the current Vermont legislative staff organization that features three separate but interdependent central, nonpartisan staff offices: 1) Office of Legislative Council; 2) Joint Fiscal Office; and 3) Sergeant at Arms and the offices of House chief clerk and Senate secretary.

**Figure B: Staff Organization at the Vermont General Assembly**



The reliance on a centralized, nonpartisan staffing approach matches the needs of the institution and its membership. It is an efficient model that keeps operating costs low and provides essential staff services to the legislature. However, as this model has evolved, each of the separate staff offices has been compelled to develop internal functions and job roles that could be consolidated and made more consistent and efficient. These internal functions fall into three important administrative categories: 1) personnel management; 2) budgeting and financial management; and 3) information technology.

The Vermont Legislature also provides important oversight to its staff offices through four joint committees: 1) The Legislative Council Committee, 2) the Joint Fiscal Committee, 3) the Joint Rules Committee, and 4) the Legislative Information Technology Committee. Figure B shows the relationship of these committees to the staff offices. Joint oversight committees are common in state legislatures and critical to the effective operation of nonpartisan staff organizations. Many legislatures comparable to Vermont’s rely on a single joint committee for oversight of nonpartisan staff and often employ an executive director to oversee the daily operations of all staff offices.

## Organizational Structure Issues and Recommendations

The Vermont legislative staff have earned a national reputation for their professionalism and expertise. By all accounts, they are hard-working and dedicated to their legislative service. Many Vermont staff are well known on the national stage as experts in their field. Most importantly, according to the NCSL survey of members for this study as well as internal staff satisfaction evaluations, the staff are highly regarded by their primary clients—the 180 members of the Vermont General Assembly. NCSL’s study team interviewed all but a very few of the Vermont full-time staff as well as some of the session-only staff and was impressed with the knowledge, work ethic and commitment to excellence that is a hallmark of each staff office.

The current staffing approach, both in structure and function, provides the services necessary for legislators and the institution. However, the General Assembly needs to reorganize the staff structure and build capacity to address current issues and position the institution for the future.

NCSL believes that there is room and reason for oversight and organizational reforms that would enhance the long-term effectiveness of Vermont’s legislative staff services. These reforms would help legislators and legislative leaders provide staff with more consistent and comprehensive oversight and guidance.

### Oversight Reform

The relatively small staff at the Vermont Legislature reports to many masters. As Figure B demonstrates, there are at least four statutory oversight committees with some level of jurisdiction over the employment, services and activities of legislative staff. The Information Technology staff group is subject to input from no less than three statutory bodies, including a staff-composed *Legislative Staff Information Systems Team* (not included in Figure B) with powers to “plan and coordinate information systems and resources for legislative staff and make recommendations to the Legislative Information Technology Committee.” [2 V.S.A. Section 753]

Staff management structures vary from state to state, but most states similar to Vermont in scale and scope of services fall under the direction of a single oversight committee. In Maine, this committee is called the Legislative Council. In Connecticut, which has a much larger staff than Vermont, the single oversight committee is called the Joint Committee on Legislative Management. In Kansas, it is the Legislative Coordinating Council and in Ohio it’s the Legislative Service Commission. Almost all legislative joint management committees have two things in common: 1) they are chaired by the leaders of the House or the Senate, with the chair typically rotating between the two chambers every year and: 2) they have jurisdiction over all nonpartisan, central legislative staff and employee guidelines and rules.

NCSL recommends that the Vermont General Assembly and its members, leaders and staff to create a single legislative oversight body for all central, nonpartisan employees. This body, perhaps named the Joint Legislative Management Committee (JLMC), would become a “one-stop shop” for all matters having to do with legislative staff services and employment issues. The creation of

the JLMC would help mitigate ambiguity about how and where personnel matters are settled, foster a more uniform approach to the management of staff and the institution, and help legislative leaders and staff develop more coordinated planning strategies for strengthening the General Assembly and maintaining effective staff services.

As suggested above, the JLMC should be chaired by the presiding officers from the two chambers. Most similar committees in other legislatures also include the minority party leaders as members. In Vermont, it is probably appropriate to also designate the chairs of the Joint Fiscal Committee as members of the JLMC. Typically, these joint committees have about 12 members—six from each chamber. Using this benchmark as a guide, the remaining six members of the JLMC could be appointed by the presiding officers, with three appointments coming from each chamber.

### Professionalization of Human Resource Management

The Vermont General Assembly employs over 85 skilled professionals but has no central personnel office or authority to oversee and guide critical employment matters such as compensation planning, personnel policy development, payroll oversight, benefits administration, professional development and employee grievance mediation. In current practice, these employment matters are handled independently, and sometimes interdependently, among the various staff offices. This situation creates competition between staff offices for compensation resources, inconsistent or unclear personnel policies, and duplication of various administrative functions related to payroll administration.

The resource competition among staff offices and lack of consistent, legislature-wide personnel policies forces legislative leaders to commit more time than they should to arbitration of salary disputes and to the mediation of employee complaints. In addition, the lack of a comprehensive staff pay plan, common promotion policies, uniform recordkeeping and consistent measures for employee performance heightens the risks for the unfair and inconsistent treatment of staff, development of inequitable pay levels for similar jobs and the potential for employee claims of discriminatory employment practices.

The Vermont Legislature is not alone among state legislatures in the delayed adoption of professional HR practices and expertise. However, there is a clear trend in state legislatures—accelerated by recent increased awareness of and attention to workplace harassment—to create or strengthen full-time human resource management offices staffed with qualified HR personnel.

The lack of an established personnel office and authority exposes the General Assembly and its employees to legal risks that can be mitigated through application of consistent personnel policies and administration. In today's very litigious and complex world of employment law, all organizations need guidance, advice and workplace solutions offered by human resources professionals.

NCSL recommends that the Vermont Legislature hire a full-time director of human resources and create an office responsible for developing several important personnel programs and services for all legislative employees. These would include:

- A staff compensation and classification plan.

- A personnel manual or handbook applicable to all employees outlining conditions of employment including leave policies, grievance procedures, workplace conduct standards and other relevant employee policies.
- Payroll procedures and employee benefits assistance.
- Candidate recruitment, hiring, discipline and employee termination procedures and support.
- Staff professional development.

It is important that the new HR function and personnel be located centrally and apart from the other staff offices to maintain neutrality and a reputation for equitable and confidential engagement with all employees. This approach will assist in the streamlining of various personnel activities currently duplicated throughout the existing staff groups. The following discussion about structural reform options includes two approaches for locating the new human resources office.

### Staff Structure Reform

The creation of a new Joint Legislative Management Committee creates opportunities for streamlining the overall staff structure at the Vermont Legislature. NCSL offers two options for structural reform, both based on successful models used by other legislatures. Both options address staff issues in Vermont and suggest opportunities for building on the strengths of the existing staff structure.

#### **Option A**

Option A proposes creation of a central staff agency, the *Legislative Management Agency*, operating under the direction of an executive director. This staffing model is common to state legislatures similar to Vermont in operational scope, staff size and legislative activity and also found in many states with large staffs and more active legislative schedules than Vermont. These comparable legislative staff agencies have names such as Legislative Services Office, Legislative Services Agency, Department of Legislative Services, Bureau of Legislative Research and Legislative Research Commission and they operate successfully in Alabama, Connecticut, Indiana, Iowa, Kentucky, Maine, Maryland, Nevada, North Carolina, North Dakota, Ohio, South Dakota, and Wyoming and several other states. Option A represents a proven staff structure that provides clear lines of accountability, oversight and service responsibility.

**Figure C: Option A Reorganization**

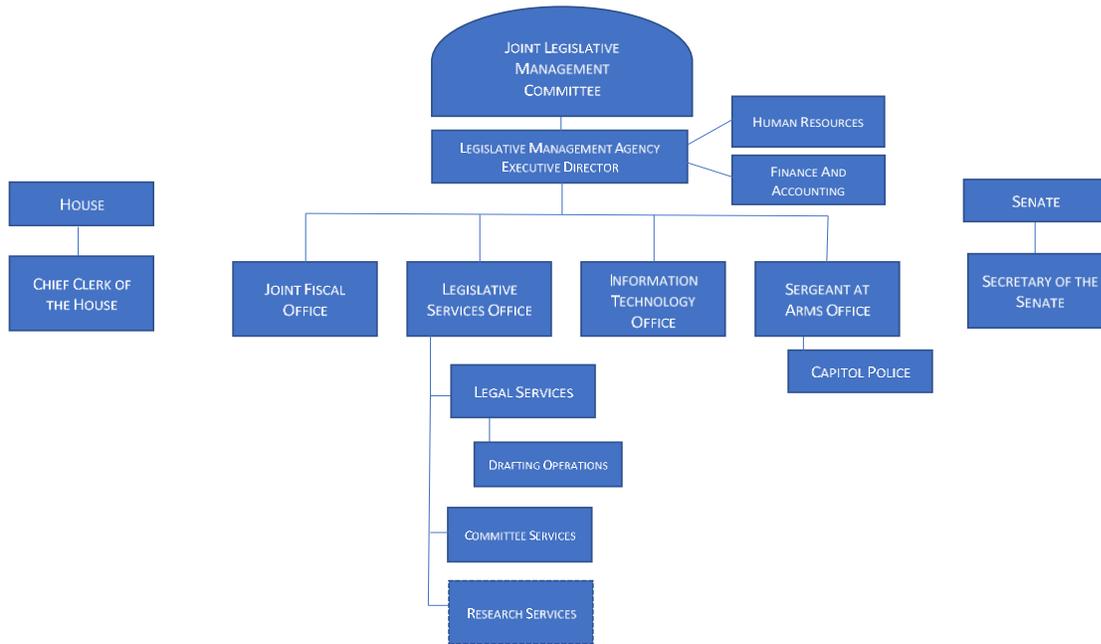


Figure C illustrates the overall staff structure proposed as Option A. It features oversight from a new Joint Legislative Management Committee (discussed above), the introduction of the position of Executive Director, and five reconfigured offices that are described below.

Office of the Executive Director. The position of staff *executive director* is common to many state legislatures. This is especially true of legislatures similar to Vermont’s in scale and scope of activities. In the staffing model represented by Option A and illustrated in Figure C, the executive director is cast as the CEO for all central, nonpartisan staff offices and reports to and staffs the Joint Legislative Management Committee which oversees and guides all central, nonpartisan staff activities.

The Executive Director would be where the proverbial “buck stops” on all matters related to staff personnel issues, preparation of the General Assembly’s budget, development of short- and long-range staff planning, and legislator satisfaction with staff services. Directors of the Legislative Services Office, Information Technology Office, Facilities and Security Office and Joint Fiscal Office would report to the executive director. The four office directors would be hired by the executive director with approval from the JLMC. The Executive Director would have the authority to discipline or fire an office director. Without authority to discipline and dismiss the top directors, the executive director role would be substantially weakened and unable to help the General Assembly realize the full benefits of the Option A staff structure.

The Office of the Executive Director would house the new personnel office and human resources director. The General Assembly would consolidate current decentralized and duplicate payroll functions into this office, and the personnel office would focus on modernizing, streamlining and improving employee personnel services, procedures and policies.

The executive director’s office would include a new, centralized finance and accounting office responsible for a variety of financial duties including coordinating, compiling and reporting on the

General Assembly's operating budget, managing legislative accounts receivable and payable, overseeing legislative contracts and purchasing, and handling the paperwork for staff and member payrolls and reimbursements.

Legislative Services Office. The Legislative Services Office (LSO) would resemble, in significant ways, the current Office of Legislative Council, but with a more focused mission, and potentially an expanded range of services.

The core mission of the LSO would be to provide bill drafting and related legal research services to legislators and legislative committees through a Legal Services division. "Drafting operations" currently located in the operations division of the Legislative Council, would be part of the Legal Services division.

The LSO would include the committee services function that provides administrative support to legislative committees. Also, NCSL believes that the General Assembly should consider adding a new "research services" division to the LSO. This small division of perhaps three employees would be staffed by policy generalists able to provide legislators, committees and other staff with policy expertise, research and analysis. Currently, issue research is done by the fiscal analysts, legislative attorneys and contractors in addition to their duties compiling budgets and drafting bills and amendments. NCSL recommends that the capacity for short-term as well as long-term research should be expanded with a small team of research professionals.

NCSL believes that combining legal services, drafting services, committee support and, at some point, a new policy research unit into a single office is an efficient and more focused approach for organizing these staff functions.

Information Technology Office. Option A moves the current information technology group toward more independent status as a stand-alone office reporting to the executive director. The IT director and the executive director would be strategic partners able to more effectively and quickly resolve technology issues and engage all legislative stakeholders in IT planning.

NCSL believes that the effectiveness of IT strategy and services would be greatly enhanced by simplifying and reconfiguring how the General Assembly oversees and makes decisions about selecting and integrating technology to support the mission of the legislature and provide the tools that staff need to perform their best.

The Legislative Staff Information Systems Team's purpose and role should be reconfigured as an advisory body rather than as a planning committee as it is currently conceived. Statutory language establishing the Team says that it "...shall provide assistance to the Legislative Information Technology Committee..." and "...shall plan and coordinate information systems for legislative staff and make recommendations to [the Committee] with respect to information technology resources and services for all legislative staff..." NCSL believes that current powers vested in the Legislative Staff Information Systems Team are too broad and potentially interfere with the work of the Legislature's IT professionals.

Planning and coordination of IT services should be the responsibility of the Information Technology Office and not a committee of IT stakeholders. Legislatures invest in professional IT personnel with the expectation that their expertise and technical prowess will guide and maintain an effective and robust information technology service for all users.

IT professionals routinely seek advice about services and products from all stakeholders. The membership of the Legislative Staff Information Systems Team is the appropriate group for providing this kind of input. As currently construed, the Team's powers supersede the common stakeholder or "user-group" approach used by most legislative IT offices. Instead, the Team has the potential to second guess and override the decisions and best judgments of the IT staff, potentially leading to less coherent IT planning, implementation and service.

During this study, NCSL heard about disfunction and discord on some IT issues and implementation, some of which can be traced to what NCSL believes is the overreaching influence and nature of the current Legislative Staff Information Systems Team. NCSL recommends that statutory language found at 2 V.S.A. Section 753 be amended to reconfigure the role and responsibilities of this Team. Here is a concept for that amendment:

(a) There is created a Legislative Staff Information Systems Team to be composed of the following legislative staff officers and their designees:

- (1) The Director of the Information Technology Office
- (2) The Secretary of the Senate;
- (3) The Clerk of the House;
- (4) ~~The Chief Counsel of the Legislative Council;~~ The Director of the Office of Legislative Services
- (5) The Joint Fiscal Officer of the Joint Fiscal Committee; and
- (6) The Sergeant at Arms.

(b) ~~The Legislative Staff Information Systems Team shall provide assistance to the Legislative Information Technology Committee as requested by the Committee. It shall plan and coordinate~~ advise the Director of the Information Technology Office on the planning and coordination of information systems and resources for legislative staff and make recommendations to the ~~Legislative Information Technology Committee~~ Director of the Information Technology Office, with respect to information technology resources and services for all legislative staff for inclusion in the legislative information technology long-range plan and annual budget. The Legislative Staff Information Systems Team shall provide assistance to the Legislative Information Technology Committee as requested by the Committee.

Other amendments may be necessary to reinforce the intended effect of this change. For example, 2 V.S.A. Section 752 (b) that discusses preparation of a long-range IT plan could be amended as follows:

In the preparation of the plan, the Committee shall consult with members of the General Assembly, the Director of the Information Technology Office, the Legislative Staff Information Systems Team established by section 753 of this title, and other legislative staff...

The creation of a Joint Legislative Management Committee also would create the opportunity to relocate the Legislature’s information technology planning and oversight function from the current Legislative Information Technology Committee to a new subcommittee of the JLMC. This move would unify legislative IT planning oversight with the legislative budgeting and personnel functions envisioned for the JLMC, enhancing the strategic benefits of the JLMC model.

Facilities and Security Office. Option A seeks to clarify, but not change substantially, the role of the Sergeant at Arms and the responsibilities of that position and office. The key difference presented for this office in Option A is the placement of the Sergeant at Arms within the JLMC structure, with the Sergeant at Arms reporting to the executive director. This arrangement would necessitate a change in the way the Sergeant at Arms is hired and revising the framework for this position’s conditions of employment at the Legislature.

NCSL recommends that the Legislature discontinue the practice of electing the Sergeant at Arms, elevating it instead to a full-time, professional position hired by the Executive Director with approval of the JLMC. The Sergeant at Arms’s compensation would be set by the Executive Director within parameters established in a new staff classification and plan (outlined elsewhere in this report). The duties of the Sergeant at Arms, as enumerated in 2 V.S.A. Section 62, would not change, except that its activities and “other duties” would be determined by the Executive Director in consultation with the JLMC and not “by any duly authorized committee thereof.” This shift in oversight would require changes to applicable statutes.

NCSL recognizes the important role played by the Sergeant at Arms and the need for this office to be responsive to the needs and requests of both chambers as well as staff and visitors to the capitol. The effective response by this office to these needs would not change. The Sergeant at Arms is also responsible for the security of the State House and the protection of legislators, staff and the public. In this respect, the incumbent holding the position of Sergeant at Arms must possess advanced skills in the areas of personnel management, building security and security technology, law enforcement trends and issues, and a host of issues regarding public access, engagement and control.

As security issues for public institutions continue to evolve and become more complex and challenging, it seems prudent that the Legislature establish clear qualifications for future candidates for this job and that selection of the Sergeant at Arms shift from its current, election-based procedure to a more formal recruitment and hiring process conducted by the Executive Director with oversight and final approval of the JLMC.

Joint Fiscal Office. The JFO is, by all accounts, a highly effective and well-respected staff group that enjoys a strong relationship with its oversight body, the Joint Fiscal Committee. It is influential in almost all aspects of legislative activity and its employees are highly motivated by and engaged in their work. NCSL believes that the creation of a more centralized staff structure will not significantly impact any of these JFO qualities.

NCSL is aware of at least four states—Alabama, Iowa, Maryland and Ohio—where the legislature has successfully merged a previously separate fiscal office into a more centralized staff structure. The organizational changes suggested in Option A will foster a more unified personnel structure and accountability, create stronger coordination between the staff offices and promote more equal application of staff policies and employment practices. Under this new staff arrangement, NCSL

believes the JFO will continue to flourish and discover enhanced ability to focus on its core mission to serve the Joint Fiscal Committee and members of the General Assembly.

None of the JFO's duties and responsibilities change under Option A. However, Option A requires one key structural and legal change related to the JFO. With the adoption of Option A, the Joint Fiscal Committee would no longer be the employer of JFO staff as set out in 2 V.S.A. § 502. Rather, like all other employees working under banner of the new Legislative Management Office, JFO staff would be employed by and subject to the rules and conditions of employment established by the Joint Legislative Management Committee and the entire General Assembly. Similarly, the Chief Fiscal Officer would be hired by the executive director, with approval of the JLMC. In all other respects, the JFO and its staff will continue to operate with the same responsibilities, clients, responsibilities and relationships as it does today.

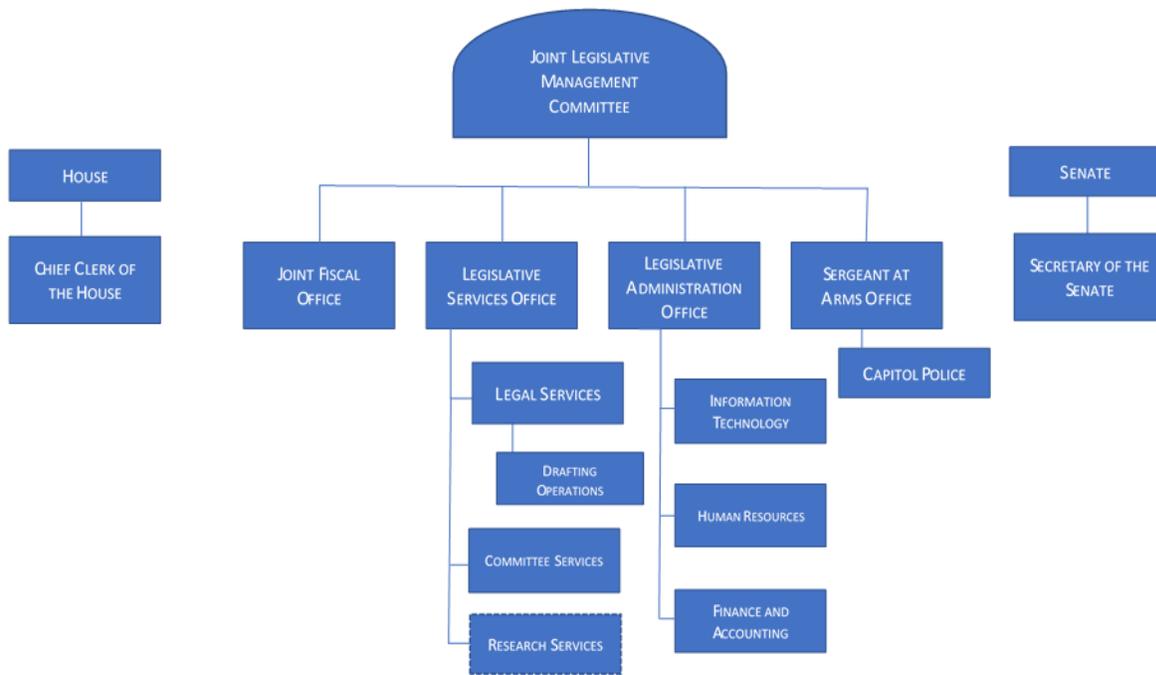
### **Option B**

Option B offers a staff restructuring plan that is similar to Option A. Like Option A, Option B recommends a Joint Legislative Management Committee to oversee all central nonpartisan staff except those employed by the House clerk and Senate secretary's offices. NCSL believes this centralization of legislative oversight for the large majority of staff is very important for improving staff operations for the General Assembly whether it is Option A or B. Like Option A, Option B centralizes most personnel and internal financial functions into a single office independent from the other staff groups. Option B, however, does not feature an executive director role and, instead, recommends creation of a new Legislative Administration Office (LAO) designed to house and centralize human resources, information technology and internal financial services.

In Option B, the four office directors would each report to and be hired by the Joint Legislative Management Committee. The JLMC, rather than an executive director, becomes the key coordinating actor in this staffing option and would have four direct reports rather than one under Option A

Option B is illustrated below in Figure D. Similar staffing models are used successfully in Kansas, Oregon and Tennessee.

**Figure D: Option B Reorganization**



Legislative Administration. The Vermont legislative staff is small and efficient, but over the years some areas of unnecessary duplication have developed among the various staff offices. Most of these duplicate efforts revolve around administrative functions and support services including internal budgeting, purchasing, payroll, accounting, personnel management and information technology. In some cases, these overlaps create more than inefficiencies by also generating conflict over turf and resources. This can also lead to unhealthy internal competition over discrepancies in personnel rules and salary plans. In many state legislatures, responsibility for these important operational functions are consolidated into a single unit or division. NCSL believes that Vermont should adopt this approach to improve efficiency, clarify responsibilities, foster administrative expertise in key areas and allow the existing staff offices to focus more effort on their central missions.

Under Option B, NCSL recommends that the Legislature create a new Legislative Administration Office (LAO) equivalent in stature but separate from the other, existing staff offices. The LAO would act as a services center for the entire legislative staff and the General Assembly, consolidating in its portfolio of responsibilities a range of internal functions currently shared or duplicated among the existing staff offices. The following specific duties would fall within the purview of LAO.

- Financial Management (legislative budget, purchasing, payroll, accounting)

- Information Technology
- Human Resources/Employee Services

Administrative staff units or offices similar to the one described above are found in many state legislatures and provide a central resource for the efficient and consistent management of legislative resources and personnel.

The creation of an Office of Administrative Services also will allow the other staff offices to concentrate more on their core responsibilities and rely on a dedicated, professional service center (the LAO) for most of their administrative needs.

NCSL believes that the new LAO can be created at little cost through the realignment of current staff resources within the existing staff offices. The most obvious organizational shift would be from the Operations Division at the Office of Legislative Council. Most, but not all, of the responsibilities located within Operations would move to the new LAO. However, as discussed elsewhere in this report, this structural change assumes the hiring of a new director of human resources. NCSL recommends the creation of this new HR position regardless of how, or if, other structural changes are adopted by the General Assembly.

Less obvious, but equally important to the success of this realignment and creation of the LAO will be transfer of various internal budgeting, personnel and IT practices from the existing offices to the new administrative office. NCSL does not underestimate the difficulty that all organizations face when asked to relinquish, under the banner of system-wide efficiency and effectiveness, long-practiced roles and routines. It will take leadership, commitment and strong legislative oversight to make the new LAO concept a fully-functioning and fully-realized staffing reform.

Option B assumes other changes to staff structure as described above in Option A. These include:

- Creation of a new Legislative Services Offices;
- Realignment and hiring reform for the Sergeant at Arms position and office and Joint Fiscal Office;
- Reform of the Legislative Staff Information Systems Team; and
- Creation of shared personnel policies, pay systems and conditions of employment for all legislative employees, including staff those employed at the offices of the Clerk of the House and Secretary of the Senate.

## Additional Organization and Capacity Issues

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Research Office. Options A and B above include the addition of a new legislative service designed to provide policy research to members and committees. The research unit within a new Legislative Services Office would be staffed by a small number of policy generalists who specialize in researching, summarizing and providing briefings on complex public policy issues and topics. Staff in the research group would respond to member and committee requests for information and operate according to the same confidentiality rules practiced by their colleagues in the JFO and legal services unit. They would take the lead on minor to moderate research requests and work closely with staff attorneys and fiscal analysts to coordinate work and products on more complex requests from legislators and committees.

Several other state legislatures with small overall staff operations have created similar staff groups to support the legislature's need for independent research and policy support. Arkansas and Wyoming were among the last states to do so, setting up offices just over a decade ago. The creation of such an office may be a mid- to long-term goal for Vermont, but NCSL believes it is useful to introduce this concept at a time when the General Assembly is engaged in considerations about overall staffing and organization. This new research staff enhancement would bring Vermont into line with almost all other legislatures and enhance capacity that is recognized as a critical component for a strong and independent legislature.

Performance Auditing and Program Evaluation. Over 80 percent of all state legislatures employ staff who specialize in conducting performance-based audits, or reviews, of state agencies and programs. Unlike financial audits, these studies and reports focus on executive agency compliance and effectiveness in delivering programs and services that are responsive to legislative intent, public need and to generally accepted standards of efficiency and effectiveness.

The Vermont General Assembly is one of only a few state legislatures that does not have this kind of executive oversight capacity. Maine offers a good example of a legislature that recently added a program evaluation staff function, along with a legislative committee dedicated to directing and reviewing its performance audits.

NCSL is not specifically recommending the creation of a program evaluation unit in this report. However, we are compelled to raise awareness about the trend in state legislatures to invest in this important oversight capacity. Vermont leaders should review examples of program evaluation offices in other legislatures to determine the value of this concept for the General Assembly. Good examples exist in Arizona, Maine, Mississippi, North Carolina, Utah and many other states.

Office Hiring Authority. The creation of a Joint Legislative Management Committee, a new personnel office and, in Option A, an executive director will foster a new approach to employee relations at the General Assembly. NCSL has attempted to highlight the benefits of these changes to the staff and to the long-term effectiveness of the services that they provide. It is important to clarify that in both options it is assumed that essentially all decisions about who to hire and dismiss will remain the discretion of office directors as guided by personnel guidelines applicable to all employees of the General Assembly. Directors of the key offices under the umbrella of the JLMC or the Secretary of the Senate and Chief Clerk of the House should be the hiring authority for their

office employees The key change is that JLMC, through the executive director and at the recommendation of the Human Resources Director, will establish policies, a pay plan and other procedures that guide employment practices at the General Assembly.

## Recommendations

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Based on NCSL's evaluation of Vermont legislative staff compensation, staff workload and capacity and organizational structure, the NCSL study team makes the following recommendations with estimated implementation costs. NCSL is available to assist the Vermont General Assembly in the implementation of these recommendations.

**Recommendation 1:** Raise under-market salaries identified in NCSL's salary market analysis to match the market minimum pay levels for those positions.

Estimated cost = \$20,000 (one-time expenditure)

**Recommendation 2:** Raise salaries of the Chief Fiscal Officer and Director and Chief Counsel at least to the market midpoints for those positions.

Estimated cost = \$18,000 (one-time expenditure)

**Recommendation 3:** Design and adopt a staff classification and compensation plan that covers all employees at the General Assembly.

Estimated cost = \$30,000 to \$60,000 (one-time expenditure)

**Recommendation 4:** Add one full-time legislative editor and one part-time drafting technician/editor to the Drafting Operations team in the Office of Legislative Council.

Estimated cost = \$100,000 to \$115,000

**Recommendation 5:** Add one FTE, at a minimum, to the staff of the Information Technology Office.

Estimated cost = \$60,000 to \$70,000

**Recommendation 6:** Hire a full-time, professional director of human resources and create a new office of human resources to develop a comprehensive classification and compensation plan and other necessary personnel procedures and policies.

Estimated cost = \$100,000 to \$115,000

**Recommendation 7:** Amend appropriate statutory language related to the Legislative Staff Information Systems Team that shifts this group's role from IT policymaking and planning to a more advisory role on IT issues and development.

**Recommendation 8:** Centralize legislative oversight of central, nonpartisan staff services by creating a new Joint Legislative Management Committee.

Estimated cost = \$5,000 (one-time expenditure)

**Recommendation 9:** Amend appropriate statutory language to change the method of selection for the Sergeant at Arms from its current election procedure to one where the position is hired and employed by the General Assembly under conditions of employment like those that govern other director-level positions.

**Recommendation 10:** Create a new, small research staff group that provides independent policy research and support to members and committees and that complements the services provided by the JFO and Legislative Council staffs.

Estimated cost = \$290,000 to \$310,000

**Recommendation 11:** Explore the costs and benefits of creating a new program auditing staff group and oversight committee, like those found in most other legislatures, and designed to conduct performance audits of state agencies and programs.

NCSL estimates that the total cost to implement all recommendations including the addition of a dedicated research unit to be between \$623,000 and \$713,000. Excluding a new research office, the estimated cost is \$333,000 to \$403,000.

# Appendix A: Comparable Market Data

## Capitol Police

### TITLE: Chief of Police

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 69,950	\$ 74,630	\$ 95,742	\$ 117,582	State of Vermont - <i>Chief (DLC, DMV and F&amp;W)</i>
	\$ 70,054	\$ 89,856	\$ 110,073	State of Vermont - <i>Captain</i>
	\$ 72,342		\$ 113,828	
Market Midpoint		\$ 92,799		

### TITLE: Police Officer

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 60,341	\$ 51,220	\$ 61,441	\$ 71,661	City of Burlington - <i>Police Officer</i>
\$ 48,880	\$ 42,309	\$ 52,814	\$ 63,318	City of Montpelier - <i>Patrol Officer</i>
	\$ 47,923	\$ 61,381	\$ 74,838	State of Vermont - <i>Trooper</i>
	\$ 41,538	\$ 51,928	\$ 62,317	University of Vermont - <i>Police Officer</i>
	\$ 45,748		\$ 68,034	
Market Midpoint		\$ 56,891		

### TITLE: Police Sergeant

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 63,003	\$ 75,961	\$ 78,292	\$ 80,622	City of Burlington - <i>Sergeant</i>
	\$ 44,498	\$ 55,546	\$ 66,593	City of Montpelier - <i>Investigator/Corporal</i>
	\$ 50,814	\$ 65,125	\$ 79,435	State of Vermont - <i>Sergeant</i>
	\$ 58,677	\$ 73,341	\$ 88,005	University of Vermont - <i>Senior Police Officer</i>
	\$ 57,488		\$ 78,664	
Market Midpoint		\$ 68,076		

## Chief of Staff

**TITLE: Chief of Staff**

	Market Comparables			
Current Salaries	Minimum	Midpoint	Maximum	Source/Title
\$ 68,432	\$ 61,564	\$ 87,253	\$ 112,941	Kansas Legislature - <i>Chief of Staff</i>
\$ 66,019	\$ 80,358	\$ 108,946	\$ 137,534	Maine Legislature - <i>Chief of Staff</i>
	\$ 86,700	\$ 104,402	\$ 122,103	New Hampshire General Court - <i>House Chief of Staff</i>
	\$ 78,056	\$ 93,912	\$ 109,768	New Hampshire General Court - <i>Senate Chief of Staff</i>
	\$ 67,960	\$ 90,669	\$ 113,377	New Mexico Legislature - <i>Chief of Staff</i>
	\$ 74,928		\$ 119,145	
Market Midpoint		\$ 97,036		

## House Clerk & Senate Secretary

### TITLE: Clerk of the House/Secretary of the Senate

Market Comparables				
Current Salaries	Minimum	Midpoint	Maximum	Source/Title
\$ 110,698	\$ 80,901	\$ 100,574	\$ 120,246	ERI (Montpelier - State Government) <i>Administrative Director</i>
\$ 108,118		\$ 86,373		Kansas State Legislature - <i>Chief Clerk of the House/Secretary of the Senate</i>
	\$ 88,577	\$ 119,790	\$ 151,003	Maine State Legislature - <i>Clerk of the House/Secretary of the Senate</i>
	\$ 70,239	\$ 84,462	\$ 98,684	New Hampshire General Court - House Clerk/Senate Clerk
	\$ 76,478	\$ 102,213	\$ 127,947	New Mexico State Legislature - <i>Chief Clerk of the House/Senate</i>
	\$ 73,632	\$ 94,827	\$ 116,022	State of Vermont - <i>Administrative Services Director III</i>
	\$ 77,965		\$ 122,780	
Market Midpoint		\$ 98,040		

### TITLE: First Assistant Clerk of the House / Assistant Secretary of the Senate

Market Comparables				
Current Salaries	Minimum	Midpoint	Maximum	Source/Title
\$ 80,496	\$ 73,159	\$ 88,550	\$ 103,940	ERI - Production Control & Planning Manager
\$ 68,536	\$ 80,358	\$ 108,946	\$ 137,534	Maine State Legislature - <i>Assistant Clerk of the House</i>
	\$ 57,432	\$ 68,680	\$ 79,928	New Hampshire General Court - <i>Assistant House Clerk</i>
	\$ 70,316		\$ 107,134	
Market Midpoint		\$ 88,725		

### TITLE: Journal Clerk

Market Comparables				
Current Salaries	Minimum	Midpoint	Maximum	Source/Title
\$ 83,013	\$ 41,363	\$ 55,850	\$ 70,337	Maine State Legislature - <i>Journal Clerk</i>
\$ 60,590	\$ 47,277	\$ 56,034	\$ 64,791	New Hampshire General Court - <i>Journal Clerk</i>
	\$ 44,320		\$ 67,564	
Market Midpoint		\$ 55,942		

### TITLE: Calendar Clerk (Senate - Session Only)

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$26.40/Hour	\$ 20.24	\$ 28.97	\$ 37.70	ERI - (Montpelier - All Industries) <i>Production Scheduler</i>
	\$ 19.94	\$ 26.07	\$ 32.20	ERI - (Montpelier - State Government) <i>Production Scheduler</i>
	\$ 19.91	\$ 28.47	\$ 37.03	Maine State Legislature - <i>Calendar Clerk</i>
	\$ 20.75	\$ 24.53	\$ 28.31	New Hampshire General Court - <i>Calendar Clerk</i>
	\$ 20.21		\$ 33.81	
Market Midpoint		\$ 27.01		

**TITLE: Resolution Clerk (House - Session Only)**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$25.49/Hour	\$ 16.62	\$ 20.44	\$ 24.25	ERI - (Montpelier - All Industries) <i>Word Processor</i>
	\$ 16.30	\$ 19.93	\$ 23.57	ERI - (Montpelier - State Government) <i>Word Processor</i>
	\$ 17.17	\$ 22.57	\$ 27.97	Maine State Legislature - <i>Legislative Technician</i>
	\$ 16.61	\$ 20.74	\$ 24.87	Montana State Legislature - <i>Publishing Technician</i>
	\$ 15.99	\$ 21.37	\$ 26.75	New Mexico State Legislature - <i>Word Processing Specialist/Office Manager</i>
	\$ 16.54		\$ 25.48	
Market Midpoint		\$ 21.01		

**TITLE: Office Assistant (Senate - Session Only)**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$22.93/Hour	\$ 15.92	\$ 21.78	\$ 27.64	ERI - (Montpelier - All Industries) <i>Office Administrator</i>
	\$ 15.53	\$ 20.97	\$ 26.40	ERI - (Montpelier - State Government) <i>Office Administrator</i>
	\$ 19.91	\$ 26.87	\$ 33.84	Maine State Legislature - <i>Administrative Secretary</i>
	\$ 18.85	\$ 22.25	\$ 25.65	New Hampshire General Court - <i>Administrative Assistant II</i>
	\$ 15.99	\$ 21.37	\$ 26.75	New Mexico State Legislature - <i>Office Manager</i>
	\$ 18.49	\$ 23.59	\$ 28.69	State of Vermont - <i>Administrative Assistant B</i>
	\$ 17.45		\$ 28.16	
Market Midpoint		\$ 22.80		

**TITLE: Clerk Assistant (House - Session Only)**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$21.85/Hour	\$ 17.30	\$ 22.42	\$ 27.54	ERI - (Montpelier - All Industries) <i>Administrative Assistant</i>
	\$ 17.16	\$ 22.58	\$ 27.99	Maine State Legislature - <i>Record/Journal Assistant</i>
	\$ 18.91	\$ 22.30	\$ 25.69	New Hampshire General Court - <i>Bill Status Clerk/Administrative Assistant</i>
	\$ 17.79		\$ 27.07	
Market Midpoint		\$ 22.43		

## Human Resources (Proposed)

### TITLE: Director of Human Resources

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
N/A	\$ 78,186	\$ 94,299	\$ 110,411	ERI - (Montpelier - State Government) <i>Human Resources Manager</i>
	\$ 80,358	\$ 108,946	\$ 137,534	Maine Legislature - <i>Human Resources Director</i>
	\$ 67,364	\$ 76,107	\$ 84,849	Montana Legislature - <i>Human Resource Analyst</i>
	\$ 70,239	\$ 84,452	\$ 98,665	New Hampshire Legislature - <i>Pay Grade N</i>
	\$ 67,960	\$ 90,669	\$ 113,377	New Mexico Legislature - <i>Assistant Director for Administration (HR)</i>
	\$ 60,944	\$ 78,250	\$ 95,555	State of Vermont - <i>Human Resources Manager</i>
	\$ 70,842		\$ 106,732	
Market Midpoint		\$ 88,787		

## Joint Fiscal Office

### TITLE: Chief Fiscal Officer

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 113,630		\$ 121,025		Kansas State Legislature - <i>Director Legislative Research</i>
	\$ 88,577	\$ 119,790	\$ 151,002	Maine State Legislature - <i>Director, Fiscal/Program Review</i>
	\$ 117,513	\$ 131,750	\$ 145,987	Montana State Legislature - <i>Legislative Fiscal Analyst</i>
	\$ 107,421	\$ 129,478	\$ 151,534	New Hampshire General Court - <i>Legislative Budget Assistant</i>
	\$ 86,073	\$ 115,107	\$ 144,141	New Mexico State Legislature - <i>Director, LFC</i>
	\$ 97,582	\$ 121,978	\$ 146,373	State of Vermont - <i>Large Department Commissioner</i>
	\$ 99,433		\$ 147,807	
Market Midpoint		\$ 123,188		

### TITLE: Associate Fiscal Officer/Senior Economist

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 110,000	\$ 80,358	\$ 108,946	\$ 137,534	Maine State Legislature - <i>Deputy Director, Fiscal/Program Review</i>
\$ 110,000	\$ 99,952	\$ 112,140	\$ 124,328	Montana State Legislature - <i>Fiscal Operations Manager</i>
\$ 110,000	\$ 86,700	\$ 104,402	\$ 122,104	New Hampshire General Court - <i>Deputy Legislative Budget Assistant</i>
\$ 105,000	\$ 67,960	\$ 90,669	\$ 113,377	New Mexico State Legislature - <i>Deputy Director, LFC</i>
	\$ 88,518	\$ 110,648	\$ 132,777	State of Vermont - <i>Large Department Deputy Commissioner</i>
	\$ 84,698		\$ 126,024	
Market Midpoint		\$ 105,361		

### TITLE: Senior Fiscal Analyst

Market Comparables				
Current Salaries	Minimum	Midpoint	Maximum	Source/Title
\$ 94,182	\$ 66,543	\$ 76,458	\$ 86,373	Kansas State Legislature - <i>Principal Fiscal Analyst</i>
\$ 86,570	\$ 76,566	\$ 86,458	\$ 96,350	Montana Legislature - <i>Lead Fiscal Analyst</i>
\$ 85,758	\$ 78,056	\$ 93,912	\$ 109,768	New Hampshire General Court - <i>Senior Budget Officer</i>
	\$ 66,216	\$ 90,001	\$ 113,785	Maine Legislature - <i>Senior Budget Analyst</i>
	\$ 60,340	\$ 80,388	\$ 100,435	New Mexico Legislature - <i>Principal Fiscal Analyst</i>
	\$ 64,605	\$ 83,242	\$ 101,878	State of Vermont - <i>Senior Budget and Management Analyst</i>
	\$ 68,721		\$ 101,432	
Market Midpoint		\$ 85,076		

**TITLE: Financial Manager/Fiscal Analyst/Data Analyst**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 69,410	\$ 52,301	\$ 68,108	\$ 83,915	ERI (Montpelier-State Government) - <i>Budget Analyst</i>
\$ 68,640	\$ 60,275	\$ 81,880	\$ 103,484	Maine State Legislature - <i>Fiscal Analyst</i>
\$ 68,640	\$ 63,692	\$ 71,935	\$ 80,177	Montana State Legislature - <i>Fiscal Analyst I</i>
	\$ 47,528	\$ 63,404	\$ 79,280	New Mexico State Legislature - <i>Senior Fiscal Analyst I</i>
	\$ 63,350	\$ 76,089	\$ 88,828	New Hampshire General Court - <i>Assistant Budget Officer</i>
	\$ 60,944	\$ 79,290	\$ 97,635	State of Vermont - <i>Budget and Management Analyst</i>
	\$ 58,015		\$ 88,887	
Market Midpoint		\$ 73,451		

**TITLE: Staff Associate and Records Officer**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 57,554	\$ 45,679	\$ 56,744	\$ 67,809	ERI - (Montpelier - State Government) <i>Office Manager</i>
	\$ 49,724	\$ 64,752	\$ 79,779	ERI - (Montpelier - State Government) <i>Executive Assistant</i>
	\$ 45,507	\$ 61,480	\$ 77,452	Maine State Legislature - <i>Executive Assistant</i>
	\$ 43,066	\$ 50,939	\$ 58,812	New Hampshire General Court - <i>Executive Assistant</i>
	\$ 37,493	\$ 50,077	\$ 62,661	New Mexico Legislature - <i>Office Administrator</i>
	\$ 45,282	\$ 57,980	\$ 70,678	State of Vermont - <i>Executive Staff Assistant</i>
	\$ 44,459		\$ 69,532	
Market Midpoint		\$ 56,995		

**TITLE: Systems Analyst**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 56,971	\$ 54,958	\$ 72,372	\$ 89,786	ERI - (Montpelier - All Industries) <i>IT Systems Analyst</i>
	\$ 63,609	\$ 68,744	\$ 73,879	Kansas State Legislature - <i>Applications Programmer/Analyst</i>
	\$ 55,828	\$ 75,662	\$ 95,496	Maine State Legislature - <i>Programmer/Analyst</i>
	\$ 53,553	\$ 71,390	\$ 89,227	New Mexico State Legislature - <i>Systems Analyst</i>
	\$ 57,262	\$ 73,538	\$ 89,814	State of Vermont - <i>IT Systems Developer III</i>
	\$ 57,042		\$ 87,640	
Market Midpoint		\$ 72,341		

## Office of Legislative Council

### Information Technology

**TITLE: Deputy Director, IT**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 100,006	\$ 82,669	\$ 114,380	\$ 146,090	ERI - (Montpelier - All Industries) <i>Information Technology Director</i>
	\$ 83,204	\$ 102,454	\$ 121,704	ERI - (Montpelier - State Government) <i>Information Technology Director</i>
	\$ 88,577	\$ 119,790	\$ 151,002	Maine State Legislature - <i>Director, Legislative IT</i>
	\$ 109,072	\$ 122,382	\$ 135,691	Montana State Legislature - <i>Chief Information Officer</i>
	\$ 78,056	\$ 93,912	\$ 109,768	New Hampshire General Court - <i>Manager, General Court Information Services</i>
	\$ 78,645	\$ 101,317	\$ 123,989	State of Vermont - <i>Director, Information Technology</i>
	\$ 72,000	\$ 104,400	\$ 136,800	University of Vermont - <i>Information Technology Manager</i>
	\$ 84,603		\$ 132,149	
Market Midpoint		\$ 108,376		

**TITLE: Business Manager/Systems Analyst**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 93,974	\$ 73,304	\$ 89,438	\$ 105,571	ERI - (Montpelier - All Industries) <i>IT Systems Analyst Level 3</i>
	\$ 64,957	\$ 85,536	\$ 106,114	ERI - (Montpelier - State Support Services) <i>Accounts Payable Manager Levels 2-3</i>
	\$ 64,605	\$ 83,242	\$ 101,878	State of Vermont - <i>IT Specialist V</i>
	\$ 62,000	\$ 89,900	\$ 117,800	University of Vermont - <i>Information Technology Specialist</i>
	\$ 66,217		\$ 107,841	
Market Midpoint		\$ 87,029		

**TITLE: Systems Administrator**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 78,250	\$ 53,647	\$ 81,548	\$ 109,448	ERI - (Montpelier - All Industries) <i>Systems Administrator</i>
	\$ 66,543	\$ 74,371	\$ 82,199	Kansas State Legislature - <i>Information Systems Administrator</i>
	\$ 72,962	\$ 99,047	\$ 125,131	Maine State Legislature - <i>Systems Engineer</i>
	\$ 72,581	\$ 91,370	\$ 109,644	Montana State Legislature - <i>Senior Computer Systems Engineer</i>
	\$ 63,350	\$ 76,089	\$ 88,828	New Hampshire General Court - <i>PC/LAN Support Specialist</i>
	\$ 53,553	\$ 71,390	\$ 89,227	New Mexico State Legislature - <i>Systems Analyst</i>
	\$ 64,605	\$ 83,242	\$ 101,878	State of Vermont - <i>IT Systems Administrator IV</i>
	\$ 62,000	\$ 89,900	\$ 117,800	University of Vermont - <i>Information Technology Specialist</i>
	\$ 63,655		\$ 103,019	
Market Midpoint		\$ 83,369		

**TITLE: User Support Specialist**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 48,838	\$ 38,543	\$ 53,980	\$ 69,417	ERI - (Montpelier - All Industries) <i>IT User Support Analyst</i>
	\$ 41,817	\$ 59,399	\$ 76,980	Kansas State Legislature - <i>Technical Assistance Officer</i>
	\$ 45,444	\$ 61,437	\$ 77,430	Maine State Legislature - <i>Help Desk Support Administrator</i>
	\$ 42,934	\$ 50,835	\$ 58,736	New Hampshire General Court - <i>PC Support Specialist</i>
	\$ 37,418	\$ 49,995	\$ 62,571	New Mexico State Legislature - <i>Computer Specialist III</i>
	\$ 45,282	\$ 57,980	\$ 70,678	State of Vermont - <i>IT Service Desk Analyst II</i>
	\$ 42,500	\$ 62,575	\$ 82,650	University of Vermont - <i>Information Technology Professional</i>
	\$ 41,991		\$ 71,209	
Market Midpoint		\$ 56,600		

**TITLE: IT Technician**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 48,838	\$ 32,405	\$ 45,320	\$ 58,235	ERI - (Montpelier - All Industries) <i>IT Technician</i>
	\$ 39,103	\$ 51,477	\$ 63,851	Maine State Legislature - <i>Office and Help Desk Support Technician</i>
	\$ 35,947	\$ 44,848	\$ 53,818	Montana State Legislature - <i>Service Desk Technician</i>
	\$ 33,206	\$ 44,371	\$ 55,535	New Mexico State Legislature - <i>Print Services Manager</i>
	\$ 34,653	\$ 44,128	\$ 53,602	State of Vermont - <i>Administrative Services Technician III</i>
	\$ 34,330	\$ 49,780	\$ 65,230	University of Vermont - <i>Information Technology Assistant</i>
	\$ 34,941		\$ 58,378	
Market Midpoint		\$ 46,654		

**TITLE: User Support Specialist (Session Only)**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$19.25/Hour	\$ 18.53	\$ 25.95	\$ 33.37	ERI - (Montpelier - All Industries) <i>IT User Support Analyst</i>
	\$ 20.10	\$ 28.56	\$ 37.01	Kansas State Legislature - <i>Technical Assistance Officer</i>
	\$ 21.85	\$ 29.54	\$ 37.23	Maine State Legislature - <i>Help Desk Support Administrator</i>
	\$ 20.64	\$ 24.44	\$ 28.24	New Hampshire General Court - <i>PC Support Specialist</i>
	\$ 17.99	\$ 24.04	\$ 30.08	New Mexico State Legislature - <i>Computer Specialist III</i>
	\$ 21.77	\$ 27.88	\$ 33.98	State of Vermont - <i>IT Service Desk Analyst II</i>
	\$ 20.43	\$ 30.08	\$ 39.74	University of Vermont - <i>Information Technology Professional</i>
	\$ 20.19		\$ 34.24	
Market Midpoint		\$ 27.21		

## Legal

### TITLE: Director and Chief Counsel

Current Salary	Market Comparables			Source/Title
	Minimum	Midpoint	Maximum	
\$ 113,277		\$ 123,963		Kansas State Legislature - <i>Revisor of Statutes</i>
	\$ 88,577	\$ 119,790	\$ 151,002	Maine State Legislature - <i>Director, OPLA</i>
	\$ 117,486	\$ 145,954	\$ 175,145	Montana State Legislature - <i>Director of Legal Services</i>
	\$ 86,700	\$ 104,402	\$ 122,104	New Hampshire General Court - <i>Director of Legislative Services</i>
	\$ 86,073	\$ 115,107	\$ 144,141	New Mexico State Legislature - <i>Director, LCS</i>
	\$ 97,582	\$ 121,978	\$ 146,373	State of Vermont - <i>Large Department Commissioner</i>
	\$ 95,284		\$ 147,753	
Market Midpoint		\$ 121,866		

### TITLE: Deputy Director, Legal

Current Salaries	Market Comparables			Source/Title
	Minimum	Midpoint	Maximum	
\$ 110,011	\$ 99,666	\$ 117,411	\$ 135,155	ERI (Montpelier - State Government) - <i>Legal Counsel Level 3</i>
\$ 95,014	\$ 97,854	\$ 107,897	\$ 117,940	Kansas State Legislature - <i>First Assistant Revisor</i>
	\$ 80,358	\$ 108,946	\$ 137,534	Maine State Legislature - <i>Deputy Director, OPLA</i>
	\$ 82,943	\$ 104,112	\$ 124,934	Montana State Legislature - <i>Legal Counsel</i>
	\$ 78,056	\$ 93,912	\$ 109,768	New Hampshire General Court - <i>Chief Legal Officer</i>
	\$ 67,960	\$ 90,669	\$ 113,377	New Mexico State Legislature - <i>Senior Staff Attorney</i>
	\$ 88,518	\$ 110,648	\$ 132,777	State of Vermont - <i>Large Department Deputy Commissioner</i>
	\$ 85,051		\$ 124,498	
Market Midpoint		\$ 104,799		

### TITLE: Legislative Counsel

Current Salaries	Market Comparables			Source/Title
	Minimum	Midpoint	Maximum	
\$ 106,392	\$ 74,616	\$ 94,769	\$ 114,922	ERI (Montpelier - State Government) - <i>Legal Counsel Levels 1-2</i>
\$ 97,011	\$ 66,543	\$ 77,502	\$ 88,461	Kansas State Legislature - <i>Senior Assistant Revisor</i>
\$ 97,011	\$ 64,875	\$ 89,330	\$ 113,785	Maine State Legislature - <i>Senior Legislative Attorney</i>
\$ 97,011	\$ 76,139	\$ 95,816	\$ 114,979	Montana State Legislature - <i>Legislative Attorney II</i>
\$ 90,002	\$ 70,239	\$ 84,452	\$ 98,665	New Hampshire General Court - <i>Senior Attorney</i>
\$ 85,010	\$ 60,340	\$ 80,388	\$ 100,435	New Mexico State Legislature - <i>Staff Attorney III</i>
\$ 85,010	\$ 73,653	\$ 88,026	\$ 102,398	State of Vermont - <i>General Counsel I</i>
\$ 85,010				
\$ 85,010				
\$ 85,010				
\$ 85,010				
\$ 85,010				
\$ 78,291				
	\$ 69,486		\$ 104,806	
Market Midpoint		\$ 87,183		

**TITLE: Law Clerk (Session Only)**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$20.00/Hour	\$ 19.86	\$ 23.90	\$ 27.94	ERI - (Montpelier - All Industries) <i>Legal Analyst - Level I</i>
	\$ 19.58	\$ 22.55	\$ 25.51	ERI - (Montpelier - State Government) <i>Legal Analyst - Level I</i>
	\$ 19.91	\$ 28.47	\$ 37.03	Maine State Legislature - <i>Legal Assistant</i>
	\$ 19.78		\$ 30.16	
Market Midpoint		\$ 24.97		

## Operations

**TITLE: Supervisor of Committee Services**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 63,003	\$ 47,320	\$ 61,711	\$ 76,101	ERI - (Montpelier - All Industries) <i>Office Manager Levels 2-3</i>
	\$ 55,828	\$ 75,662	\$ 95,496	Maine State Legislature - <i>Manager, Legislative Information Office</i>
	\$ 47,630	\$ 63,481	\$ 79,331	New Mexico State Legislature - <i>Administrative Services Manager</i>
	\$ 50,814	\$ 65,125	\$ 79,435	State of Vermont - <i>Administrative Services Coordinator IV</i>
	\$ 50,398		\$ 82,591	
Market Midpoint		\$ 66,494		

**TITLE: Committee Staff (Session Only)**

Market Comparables				
Current Salaries	Minimum	Midpoint	Maximum	Source/Title
\$22.25/Hour	\$ 18.66	\$ 23.68	\$ 28.69	ERI - (Montpelier - All Industries) <i>Executive Secretary Levels 1-2</i>
\$22.00/Hour	\$ 18.73	\$ 22.42	\$ 26.10	ERI - (Montpelier - State Government) <i>Executive Secretary Levels 1-2</i>
\$20.00/Hour	\$ 15.63	\$ 20.54	\$ 25.44	Maine State Legislature - <i>Committee Clerk</i>
\$19.75/Hour	\$ 17.21	\$ 20.27	\$ 23.32	New Hampshire General Court - <i>Administrative Assistant, Committee Services</i>
\$18.75/Hour	\$ 16.03	\$ 21.42	\$ 26.81	New Mexico State Legislature - <i>Committee Services Secretary</i>
\$18.50/Hour	\$ 19.51	\$ 24.91	\$ 30.31	State of Vermont - <i>Executive Office Manager</i>
\$18.00/Hour				
	\$ 17.63		\$ 26.78	
Market Midpoint		\$ 22.20		

**TITLE: Drafting Operations Supervisor**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 61,006	\$ 57,802	\$ 76,941	\$ 96,079	ERI - (Montpelier - All Industries) <i>Department Editor Levels 2-3</i>
	\$ 50,027	\$ 67,688	\$ 85,349	Maine State Legislature - <i>Supervising Editor/Proofreader</i>
	\$ 60,617	\$ 76,217	\$ 91,816	Montana State Legislature - <i>Chief Technical Editor</i>
	\$ 47,630	\$ 63,481	\$ 79,331	New Mexico State Legislature - <i>Editor</i>
	\$ 54,019		\$ 88,144	
Market Midpoint		\$ 71,081		

**TITLE: Senior Legislative Editor**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 57,013	\$ 57,101	\$ 69,069	\$ 81,037	ERI - (Montpelier - All Industries) <i>Technical Editor Level 3</i>
	\$ 39,150	\$ 51,526	\$ 63,901	Maine State Legislature - <i>Senior Legal Proofreader/Editor</i>
	\$ 52,674	\$ 66,117	\$ 79,559	Montana State Legislature - <i>Legislative Technical Editor</i>
	\$ 42,269	\$ 56,397	\$ 70,524	New Mexico State Legislature - <i>Proofreader II</i>
	\$ 47,799		\$ 73,755	
Market Midpoint		\$ 60,777		

**TITLE: Legislative Editor**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 43,000	\$ 43,078	\$ 55,961	\$ 68,844	ERI - (Montpelier - All Industries) <i>Technical Editor Levels 1-2</i>
	\$ 35,711	\$ 46,947	\$ 58,183	Maine State Legislature - <i>Legal Proofreader/Editor</i>
	\$ 36,825	\$ 46,012	\$ 55,199	Montana State Legislature - <i>Assistant Technical Editor</i>
	\$ 37,493	\$ 50,077	\$ 62,661	New Mexico State Legislature - <i>Proofreader I</i>
	\$ 38,277		\$ 61,222	
Market Midpoint		\$ 49,749		

**TITLE: Drafting Technician**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 43,680	\$ 34,567	\$ 42,507	\$ 50,446	ERI - (Montpelier - All Industries) <i>Word Processor</i>
	\$ 35,711	\$ 46,947	\$ 58,183	Maine State Legislature - <i>Legislative Technician</i>
	\$ 34,553	\$ 43,139	\$ 51,724	Montana State Legislature - <i>Publishing Technician</i>
	\$ 33,259	\$ 44,445	\$ 55,631	New Mexico State Legislature - <i>Word Processing Specialist/Office Manager</i>
	\$ 34,523		\$ 53,996	
Market Midpoint		\$ 44,259		

**TITLE: Legislative Editor (Session Only)**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$20.00/Hour	\$ 20.71	\$ 26.90	\$ 33.10	ERI - (Montpelier - All Industries) <i>Technical Editor Levels 1-2</i>
	\$ 20.30	\$ 25.08	\$ 29.85	ERI - (Montpelier - State Government) <i>Technical Editor Levels 1-2</i>
	\$ 17.17	\$ 22.57	\$ 27.97	Maine State Legislature - <i>Legal Proofreader/Editor</i>
	\$ 12.90	\$ 19.72	\$ 26.54	Montana State Legislature - <i>Assistant Technical Editor</i>
	\$ 18.03	\$ 24.08	\$ 30.13	New Mexico State Legislature - <i>Proofreader I</i>
	\$ 17.82		\$ 29.52	
Market Midpoint		\$ 23.67		

**TITLE: Drafting Technician (Session Only)**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$19.00/Hour	\$ 16.62	\$ 20.44	\$ 24.25	ERI - (Montpelier - All Industries) <i>Word Processor</i>
	\$ 16.30	\$ 19.93	\$ 23.57	ERI - (Montpelier - State Government) <i>Word Processor</i>
	\$ 17.17	\$ 22.57	\$ 27.97	Maine State Legislature - <i>Legislative Technician</i>
	\$ 16.61	\$ 20.74	\$ 24.87	Montana State Legislature - <i>Publishing Technician</i>
	\$ 15.99	\$ 21.37	\$ 26.75	New Mexico State Legislature - <i>Word Processing Specialist/Office Manager</i>
	\$ 16.54		\$ 25.48	
Market Midpoint		\$ 21.01		

**TITLE: Deputy Director, Operations**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 74,006	\$ 59,914	\$ 79,828	\$ 99,741	ERI (Montpelier - State Government) - <i>Operations Manager Levels 1-2</i>
	\$ 86,525	\$ 97,447	\$ 108,369	Montana State Legislature - <i>Operations Manager</i>
	\$ 57,431	\$ 68,680	\$ 79,928	New Hampshire General Court - <i>Operations Director</i>
	\$ 67,960	\$ 90,669	\$ 113,377	New Mexico - <i>Assistant Director/Administration</i>
	\$ 64,604	\$ 83,241	\$ 101,878	State of Vermont - <i>Director of Administrative Services</i>
	\$ 51,200	\$ 74,240	\$ 97,280	University of Vermont - <i>Administrative Professional</i>
	\$ 64,606		\$ 100,096	
Market Midpoint		\$ 82,351		

**TITLE: Administrative Assistant/Operations Coordinator**

Market Comparables				
Current Salaries	Minimum	Midpoint	Maximum	Source/Title
\$ 58,531	\$ 32,394	\$ 41,712	\$ 51,030	ERI - (Montpelier - All Industries) <i>Accounts Payable &amp; Receivable Clerk</i>
\$ 55,515	\$ 35,989	\$ 46,637	\$ 57,285	ERI - (Montpelier - All Industries) <i>Administrative Assistant</i>
	\$ 41,416	\$ 55,897	\$ 70,377	Maine State Legislature - <i>Administrative Secretary</i>
	\$ 39,214	\$ 46,288	\$ 53,362	New Hampshire General Court - <i>Administrative Assistant II</i>
	\$ 33,259	\$ 44,445	\$ 55,631	New Mexico State Legislature - <i>Office Manager</i>
	\$ 38,459	\$ 49,067	\$ 59,675	State of Vermont - <i>Administrative Assistant B</i>
	\$ 36,789		\$ 57,893	
Market Midpoint		\$ 47,341		

## Sergeant at Arms

### TITLE: Sergeant at Arms

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 84,989	\$ 58,301	\$ 75,021	\$ 91,741	ERI - (Montpelier - State Government) <i>Security Director</i>
	\$ 55,772	\$ 75,645	\$ 95,517	Maine State Legislature - <i>Facilities Manager</i>
	\$ 60,340	\$ 80,388	\$ 100,435	New Mexico State Legislature - <i>Building Superintendent</i>
	\$ 57,262	\$ 73,538	\$ 89,814	State of Vermont - <i>Operations and Logistics Chief</i>
	\$ 52,500	\$ 76,125	\$ 99,750	University of Vermont - <i>Administrative Facilities Professional</i>
	\$ 56,835		\$ 95,451	
Market Midpoint		\$ 76,143		

### TITLE: Assistant Sergeant at Arms

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 42,390	\$ 42,551	\$ 49,549	\$ 56,547	ERI - (Montpelier - State Government) <i>Office Manager Level I</i>
	\$ 44,395	\$ 52,335	\$ 60,275	ERI - (Montpelier - State Government) <i>Executive Assistant Level I</i>
	\$ 32,509	\$ 42,708	\$ 52,906	Maine State Legislature - <i>Assistant Sergeant at Arms</i>
	\$ 33,259	\$ 44,445	\$ 55,631	New Mexico State Legislature - <i>Office Manager</i>
	\$ 40,581	\$ 51,813	\$ 63,045	State of Vermont - <i>Executive Office Manager</i>
	\$ 38,659		\$ 57,681	
Market Midpoint		\$ 48,170		

### TITLE: Tour Guide Coordinator

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$ 48,672	\$ 40,821	\$ 49,428	\$ 58,034	ERI (Montpelier - State Government) <i>Museum Teacher Level 2-3</i>
	\$ 40,580	\$ 51,813	\$ 63,045	State of Vermont - <i>Information Center Supervisor</i>
	\$ 37,245	\$ 54,008	\$ 70,770	University of Vermont - <i>Outreach Professional</i>
	\$ 39,549		\$ 63,950	
Market Midpoint		\$ 51,749		

4

<sup>4</sup> The tour guide coordinator is on a 32-hour work week.

**TITLE: Head Doorkeeper (Session Only)**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$33.93	\$ 19.58	\$ 27.93	\$ 36.27	ERI - (Montpelier - All Industries) <i>Security Coordinator</i>
	\$ 19.30	\$ 25.38	\$ 31.45	ERI - (Montpelier - State Government) <i>Security Coordinator</i>
	\$ 19.44		\$ 33.86	
Market Midpoint		\$ 26.65		

**TITLE: Doorkeeper (Session Only)**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$20.13/Hour	\$ 13.57	\$ 17.86	\$ 22.14	ERI - (Montpelier - All Industries) <i>Security Aide</i>
\$17.58/Hour	\$ 13.40	\$ 17.39	\$ 21.38	ERI - (Montpelier - State Government) <i>Security Aide</i>
	\$ 13.49		\$ 21.76	
Market Midpoint		\$ 17.62		

**TITLE: Administrative Assistant (Session Only)**

Market Comparables				
Current Salary	Minimum	Midpoint	Maximum	Source/Title
\$19.06/Hour	\$ 17.30	\$ 22.42	\$ 27.54	ERI - (Montpelier - All Industries) <i>Administrative Assistant</i>
	\$ 19.91	\$ 26.87	\$ 33.84	Maine State Legislature - <i>Administrative Secretary</i>
	\$ 18.85	\$ 22.25	\$ 25.65	New Hampshire General Court - <i>Administrative Assistant II</i>
	\$ 15.99	\$ 21.37	\$ 26.75	New Mexico State Legislature - <i>Office Manager</i>
	\$ 18.49	\$ 23.59	\$ 28.69	State of Vermont - <i>Administrative Assistant B</i>
	\$ 18.11		\$ 28.49	
Market Midpoint		\$ 23.30		

## Appendix B: Classification and Compensation Plan Design

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## **The Basics**

Organizations try to set employee salaries at levels that make them competitive players in the recruitment and retention of the talent necessary for organizational success. The amount of the salary is only one of many considerations that job candidates or existing employees consider when deciding to accept an offer or to stay in a job. Employee benefits, career growth opportunities, job autonomy and various other factors have a big influence too. Those decision-making factors are in addition to the money an employer will offer a candidate or use to promote someone already on board. The base pay must be reasonably competitive or talented people will look for other employment.

Historically, most state legislatures took a hit-and-miss approach to employee pay, focusing on the circumstances and compensation requirements of each staff person and what it would take to hire them or encourage them not to leave for more money. Unfortunately, that system of constant one-on-one bargaining almost always had unintended, and unanticipated, consequences for the legislature. Pay levels for jobs of similar value and content often fell out of line with each other, causing legitimate claims of internal salary inequity. Legislatures often lost touch with movements in the job market that dictated, and sometimes predicted, how and where salary competition would affect their workforce. Under those conditions, many legislative staff directors and legislative leaders found themselves in a constant struggle to respond to compensation-based employee problems trying to balance internal salary inequities while recruiting new talent in the absence of comprehensive knowledge of market pay conditions.

In response to these challenges and over the past couple of decades, most state legislatures have adopted practices borrowed from the field of professional human resources management that establish structures, procedures and policies designed to bring consistency and transparency to employee pay strategies. Generally, these systems are known as “classification and compensation plans.”

### ***Classification and compensation***

As the name implies, a classification and compensation plan consists of two elements: 1) the grouping of jobs of similar value into job classes, or classifications, and 2) the assignment of market-based pay ranges to each job classification. Taken together, these elements lead to a table of job titles and salary ranges that not only clarify pay for specific jobs, but also support promotional career ladders for various types of jobs.

Table 1 below shows the staff “class & comp” plan from the Maine Legislature. Notice how jobs of very different character and function are grouped together in the grade classifications. For example, classification Grade 9 contains jobs responsible for policy research, chamber administration, facility management and information technology. This grouping of titles means that all jobs in Grade 9 have similar value to the Maine Legislature and are paid within the same salary range. But how did Maine group jobs together that appear so disparate and unrelated? How does an organization evaluate the value of a job so that classification groups can be created? Human resource management has the answer in a tool commonly known as point-factor analysis.

**Point Factoring.** Point factor analysis, or point factoring, involves the objective ranking of jobs based on point system of some type using a point factor analysis tool. The point factoring tool used by NCSL was developed the U.S. Office of Personnel Management and modified by NCSL for state legislative application. It consists of fifteen scoring factors (or categories) and within each category, a range of possible point-scoring options that the organization applies to the job under consideration. The scoring factors include a variety of issues, responsibilities and qualifications such as education level, supervisory responsibilities, job autonomy, consequence of error, and scope and complexity of work.

After all job titles are scored, most of them tend to fall into groups of titles with similar scores, meaning that jobs within each group have equal value to the organization and should be compensated in a similar manner. These groups become the job classifications (or job grades) upon which an organization builds its pay plan and establishes internal pay equity.

**Salary Market Analysis.** Point factor analysis provides an objective method for grouping job titles into job classifications. When this exercise is completed, the next step is to establish the “compensation” aspect of the compensation and classification plan. This is accomplished by searching the *relevant* job market for current salaries that other employers are paying for jobs similar to the ones in each job classification, or group. The salary data for these “similar” jobs are called *comparables*, or *salary comps*.

The best salary comps are ones that come from the job market in which an employer competes for talent. It makes little sense, for example, for an organization to compare its jobs to those from a distant location unless there is evidence that the organization is losing talent to that location or that it has recruiting opportunities there. For this reason, NCSL generally recommends that state legislatures select salary comps locally and regionally. In most cases, the best source of comparable salary data are state agencies and local and county governments. Local and regional businesses also are important sources for salary comps in information technology and administrative positions or for jobs that are not specialized roles found mostly in legislatures or in the public sector.

The central goal for collection salary comps is to determine what is called the “market rate” for job titles within a given group or classification. If the sample size of the salary comps is large enough, the midpoint is considered to be the average of all of the salary comps collected for jobs in classification. In most cases, NCSL believes a better approach is to collect salary comp data that represents the entry level and maximum compensation levels that employers are paying for similar jobs. By averaging the all the minimum data points and all the maximum data points, it’s possible to calculate a “market” pay range for the classification group in question. The important market midpoint is then calculated as the average of the market minimum and the market maximum values.

Why is the market midpoint important? First, compensation methodology identified the market midpoint as the salary level that employers are paying to employees who have achieved full proficiency at their job. Second, the final structure of a classification and compensation plan is

built around the values of the market midpoints for each classification grade. The market midpoint is foundation upon which the compensation and classification plan is constructed.

Most compensation experts agree on two important structural rules for creating a strong compensation and classification plan. Good plans should demonstrate these internal qualities:

**Consistent Range Width.** *Range width* (or grade width) with is the span of a pay range from its minimum value to its maximum value, expressed as a percentage. For example, a pay range of \$50,000 - \$100,000 would have a range of 100 percent. Range width varies from organization to organization and NCSL usually recommends that pay plans have a range width between about 50 percent to 90 percent. The key goal for pay plan designers is consistency of range width throughout the pay plan. The staff pay plans in Maine and Washington each demonstrate very consistent range (grade) width in their plans even though each state has chosen a different value for its range width. Figures 2 and 3 illustrate this pay plan dimension.

**Consistent Range Progression.** *Range progression* (or grade progression) is the change in value between a pay plan midpoint and the next highest midpoint in the plan. Compensation experts generally agree that range (or grade) progression should be similar throughout the plan. This helps build a logical and consistent structure for pay promotion and advancement. With reference to Figures 2 and 3, note that the Maine and Washington plans each have internally consistent range progression. The Maine plan, with only 15 job grades has a larger range progression value than Washington which uses 28 job grades. However, each legislature covers offers nearly equivalent overall compensation from the top to the bottom of their plans.

Depending on the type of organization and its employment situation, an employer may decide to maintain a compensation plan that closely matches market pay conditions, or it may decide to “lead” or “lag” the market. Employers determined to hire the “best and brightest” available talent and that seek a workforce with relatively low turnover or that have a structural disadvantage in hiring and retention (the work or work location may not be socially desirable or intrinsically appealing), may choose to set their pay plan slightly ahead of the market. Conversely, employers that can tolerate higher turnover, do not require specialized talent, offer highly competitive benefits, or that have a special hiring advantage based on social perceptions of their workplace or other relational variables, might choose to “lag” the market in their compensation plan.

**Other Important Compensation System Elements.** Effective classification and compensation plans also require and are supported by the following critical elements:

**Job Descriptions.** Job descriptions are essential workplace tools that serve many purposes, including the creation of a solid compensation and classification plan. Organizations should spend considerable time and effort clarifying the job content of each of its positions and converting that content into clearly, consistently formatted job descriptions. Well-written job descriptions are one of the key elements in point factoring and job evaluation.

*Compensation Policies and procedures.* Internal equity and compensation fairness can only be achieved through the consistent application of clear policies and procedures that guide managers and inform employees about how the organization conducts candidate recruitment and hiring, makes decisions about employee promotion, and how it processes other compensation-related issues. Most compensation experts agree that routine employee performance evaluations play an important role in an organization’s compensation process as well as things like agreed upon recruiting ranges. It is also vital that compensation plans be maintained and updated to reflect changes in the market. Intervals for collecting data on benchmark jobs can be established in the guidelines that apply to a compensation plan.

*Leadership.* The creation and enforcement of a classification and compensation plan can only be successful with the full participation of legislative leaders and legislative staff directors. The human resources staff and legislative staff managers need unequivocal support from leaders and senior managers on the consistent application of salaries and related policies and procedures. Without this backing, a perfect plan can collapse or, at least, become difficult to administer. A sound compensation plan helps guarantee transparency and insulate legislative staff hiring from unnecessary political influence.

**Table 1: Maine Legislature Staff Classification and compensation Plan**

[Notes: Each grade in the Maine plan is composed of 12 step increases. Step one is the grade pay minimum (or entry level) and Step 12 is the grade pay maximum. Individual pay levels for Steps 2-11 are not shown in this chart. All Maine job titles have detail job descriptions. Salary data shown are effective October 2018 and may not reflect current levels. Salary data are rounded off to the nearest dollar amount.]

<b>Pay Grade Classification</b>	<b>Job Titles in Grade</b>	<b>Grade Pay Minimum</b>	<b>Grade Pay Maximum</b>
1	No titles in grade	\$25,106	\$41,267
2	Chamber Staff Tour Guide	\$28,122	\$46,218
3	Library Assistant Secretary Committee Clerk Assistant Sergeant at Arms	\$31,450	\$51,667
4	Legal Proofreader/Editor Legislative Information Assistant Legislative Technician Senior Secretary	\$34,632	\$56,888

5	Chamber Activity Coordinator Legislative Staff Accountant Human Resources Generalist Library Associate Office Support Technician Senior Engrossing Proofreader Legal Proofreader/Editor Receptionist Senior Legislative Information Assistant Senior Legislative Technician Sergeant at Arms	\$38,043	\$62,545
6	Administrative Secretary Legal Assistant/Legislative Indexer Senior Engrossing Proofreader/Editor Senior Legal Proofreader/Editor Supervising Legislative Technician Calendar Clerk Journal Clerk and Records Manager Executive Secretary Executive Assistant Stamping Clerk	\$40,290	\$68,827
7	Helpdesk Support Administrator Senior Calendar Clerk Senior Executive Secretary Website and Senior Admin Support Technician	\$44,346	\$75,629
8	Associate Law Librarian Desktop and Technical Support Administrator Legislative Researcher Paralegal Senior Human Resources Generalist Supervising Editor/Proofreader Legislative Aide Deputy Communications Director	\$48,818	\$83,221
9	Facilities Manager Manager-Legislative Information Office Programmer Analyst Senior Legislative Researcher Senior Legislative Aide Chief Calendar Clerk	\$54,558	\$92,976

10	Legislative Analyst Associate Law Librarian Senior Law Librarian Senior Programmer Analyst Senior Systems Support Coordinator Assistant Secretary of the Senate Chief of Staff (Caucus) Communications Director	\$59,010	\$100,672
11	Senior Analyst Senior Programmer Analyst	\$64,875	\$110,718
12	Internet Infrastructure/Applications Administrator Systems Engineer Principal Analyst	\$71,344	\$121,784
13	Director, Office of Program Evaluation Human Resources Director Deputy Director Legislative Finance Director Chief of Staff (Leadership) Assistant Clerk of the House Assistant Secretary of the Senate	\$78,437	\$133,931
14	Chief Clerk of the House Director, Office of Policy and Legal Analysis Director, Revisor of Statutes (bill drafting) Director, Legislative Information Technology Director, Fiscal and Program Review Director, State Law Library Secretary of the Senate	\$86,320	\$147,285
15	Executive Director	\$94,973	\$162,001

**Table 2: Maine Staff Pay Plan Grade Width and Grade Progression**

<b>Grade</b>	<b>Minimum</b>	<b>Midpoint</b>	<b>Maximum</b>	<b>Grade Width</b>	<b>Grade Progression</b>
1	\$25,106	\$33,187	\$41,267	64.4%	
2	\$28,122	\$37,170	\$46,218	64.3%	12%
3	\$31,450	\$41,559	\$51,667	64.3%	12%
4	\$34,632	\$45,760	\$56,888	64.3%	10%
5	\$38,043	\$50,294	\$62,545	64.4%	10%
6	\$40,290	\$54,559	\$68,827	70.8%	8%
7	\$44,346	\$59,988	\$75,629	70.5%	10%
8	\$48,818	\$66,020	\$83,221	70.5%	10%
9	\$54,558	\$73,767	\$92,976	70.4%	12%
10	\$59,010	\$79,841	\$100,672	70.6%	8%
11	\$64,875	\$87,797	\$110,718	70.7%	10%
12	\$71,344	\$96,564	\$121,784	70.7%	10%
13	\$78,437	\$106,184	\$133,931	70.7%	10%
14	\$86,320	\$116,803	\$147,285	70.6%	10%
15	\$94,973	\$128,487	\$162,001	70.6%	10%

**Table 3: Washington House and Senate Employee Compensation Plan**

Range	Minimum	Midpoint	Maximum	Grade Width	Grade Progression
29	\$ 97,392	\$ 143,532	\$ 189,672	95%	5%
28	\$ 92,700	\$ 136,614	\$ 180,528	95%	5%
27	\$ 88,236	\$ 130,044	\$ 171,852	95%	5%
26	\$ 83,988	\$ 123,774	\$ 163,560	95%	5%
25	\$ 79,920	\$ 117,774	\$ 155,628	95%	5%
24	\$ 76,080	\$ 112,116	\$ 148,152	95%	5%
23	\$ 72,456	\$ 106,794	\$ 141,132	95%	5%
22	\$ 68,928	\$ 101,574	\$ 134,220	95%	5%
21	\$ 65,580	\$ 96,660	\$ 127,740	95%	5%
20	\$ 62,448	\$ 92,028	\$ 121,608	95%	5%
19	\$ 59,448	\$ 87,612	\$ 115,776	95%	5%
18	\$ 56,580	\$ 83,364	\$ 110,148	95%	5%
17	\$ 53,844	\$ 79,350	\$ 104,856	95%	5%
16	\$ 51,288	\$ 75,570	\$ 99,852	95%	5%
15	\$ 48,780	\$ 71,868	\$ 94,956	95%	5%
14	\$ 46,452	\$ 68,460	\$ 90,468	95%	5%
13	\$ 44,196	\$ 65,136	\$ 86,076	95%	5%
12	\$ 42,060	\$ 61,974	\$ 81,888	95%	5%
11	\$ 40,104	\$ 59,142	\$ 78,180	95%	5%
10	\$ 38,208	\$ 56,346	\$ 74,484	95%	5%
9	\$ 36,528	\$ 53,814	\$ 71,100	95%	5%
8	\$ 34,860	\$ 51,372	\$ 67,884	95%	5%
7	\$ 33,264	\$ 49,044	\$ 64,824	95%	5%
6	\$ 31,776	\$ 46,848	\$ 61,920	95%	5%
5	\$ 30,348	\$ 44,718	\$ 59,088	95%	5%
4	\$ 28,944	\$ 42,672	\$ 56,400	95%	5%
3	\$ 27,648	\$ 40,758	\$ 53,868	95%	5%
2	\$ 26,376	\$ 38,898	\$ 51,420	95%	5%
1	\$ 25,248	\$ 37,212	\$ 49,176	95%	



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**William T. Pound, Executive Director**

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