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OHIO LEGISLATIVE SERVICE COMMISSION

Mark Flanders, Director

Office of Research
and Drafting

Legislative Budget
Office

To: Chair Greenspan and Members of the House Finance Subcommittee on Transportation

From: Mark Flanders, Director

Date: April 3, 2019

Subject: LSC FY 2020-FY 2021 budget request

Chair Greenspan, Ranking Member Skindell, and members of the subcommittee, I am Mark Flanders, Director of the Legislative Service Commission (LSC). I appreciate the opportunity to come before you today to present LSC's budget request for the next biennium.

The only reason my agency exists is to provide nonpartisan services to the members of the General Assembly. I am sure you are already familiar with many of those services, but I thought I would run through some of the major ones in the hope that you feel that the money appropriated to us is well-spent. Our functions include:

- Drafting all the General Assembly's bills and amendments, and analyzing their effects on state law;
- Analyzing bills for their impact on state and local revenues and expenditures;
- Staffing all the General Assembly's standing committees;
- Conducting research on the many issues members bring before us;
- Forecasting the revenues and expenditures of the state during the budget process, and preparing a multitude of documents for use during budget deliberations;
- Reviewing state agency requests for Controlling Board action before each Controlling Board meeting;
- Writing honorary and congratulatory letters and resolutions; and
- All of the other duties and responsibilities that I have listed in the memorandum that is included at the end of this testimony.

Of course, all of these functions take people, and in fact 95.8% of the LSC operating budget went to employee personnel costs last fiscal year. For the money, the legislature gets a staff of motivated, experienced, highly trained, and highly educated employees.

To briefly explain our structure, the Legislative Service Commission itself is our governing body. The Commission is made up of 14 legislators, seven from the House and seven from the Senate. Traditionally, the chair rotates between the Speaker of the House and the President of the Senate.

I would now like to go over our proposed appropriations in H.B. 166, to briefly explain the purpose of each line item in the budget group. The budget includes funding for three different legislative agencies and several other legislative functions. Overall for the group, we are requesting an appropriation decrease of 6.6% for FY 2020 and an increase of 2.7% for FY 2021.

The first line item covers the operating expenses for my agency, LSC. The proposed budget provides for moderate increases to \$18,600,000 the first fiscal year and \$19,158,000 the second fiscal year. Those amounts are sufficient for us to continue providing all the services you expect. As I mentioned, almost 96% of expenditures from the line goes to payroll, and the requested increases result in part from the increasingly competitive central Ohio job market. Also, the last General Assembly gave us new duties that will cost money, in H.B. 489, S.B. 139, and S.B. 255.

The second line item pays the salaries and expenses for 24 participants in the Legislative Fellowship Program. Ten fellows are placed with the House, ten with the Senate, two with Ohio Government Telecommunications, and two with LSC.

The third line item covers the expenses of a separate legislative agency, the Correctional Institution Inspection Committee (CIIC). Representative Doug Green is the chair of CIIC this year.

The next line item is an appropriation for the Legislative Task Force on Redistricting, Reapportionment, and Demographic Research. The task force is made up of six members appointed by House and Senate leadership. The money will be used to support the next round of drawing legislative and Congressional district boundaries.

The National Associations line item pays the General Assembly's annual membership dues to belong to the National Conference of State Legislatures (NCSL), the Council of State Governments (CSG), the American Legislative Exchange Council (ALEC), and three smaller organizations.

The next line item pays for another legislative agency, Legislative Information Systems (LIS). LIS provides computer networking, telephone, application development, and a variety of other information technology services to the House, the Senate, and the other legislative agencies. The LIS request also calls for moderate increases for the two fiscal years. Kurt McDowell is the Director of LIS, and is here with me today. Director McDowell's written testimony is part of our packet, and he is available to answer any questions you may have about his agency.

Our final GRF line item is Litigation, and is under the control of the Speaker and President. It can be used for the expenses of any lawsuit that might arise challenging the Ohio Constitution or state law, to which the General Assembly is a party.

In addition, we have one smaller non-GRF line item that I would be happy to explain if you so desire.

Thank you for your consideration. Mr. Chair, I would be happy to respond to any questions you and the subcommittee may have.



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To: Chair Greenspan and Members of the House Finance Subcommittee on Transportation

From: Mark Flanders, Director

Date: April 3, 2019

Subject: Summary listing of the duties and responsibilities of the LSC staff

Under the direction of the Legislative Service Commission (LSC), the staff has the following duties and responsibilities:

- Draft every bill, substitute bill, and amendment requested by a member of the General Assembly. For the 132nd General Assembly in 2017 and 2018, we drafted more than 6,000 bills and over 13,800 amendments.
- Prepare an analysis of each bill for its first hearing in committee and at other stages as the bill moves through the legislative process. During the last General Assembly, we prepared approximately 2,600 analyses.
- Prepare a Fiscal Note and Local Impact Statement for any bill that receives a second hearing in committee and at all subsequent stages of the process. We wrote 2,600 Fiscal Notes for the 132nd General Assembly.
- Provide state revenue and expenditure forecasts, Redbooks, Budget in Detail spreadsheets, and Comparison Documents for use in the consideration of the budget bills enacted each biennium.
- Review state agency requests that come before the Controlling Board, and provide caucus briefings if requested prior to each of the Board's meetings.
- Provide research services to all members of the General Assembly. We completed 4,900 research assignments for the 132nd General Assembly. The time necessary to complete an assignment can range from as little as 15 minutes to as much as 200 hours.
- Provide one or more staff persons for each of the General Assembly's standing committees and subcommittees.
- Provide staff assistance for special, select, and joint committees of the House and Senate.
- Write congratulatory and honorary letters and resolutions. More than 52,400 of these documents were requested for the 132nd General Assembly.

- Provide a synopsis of amendments made to House bills in Senate committee and Senate bills in House committee, for use at the time of the House and Senate concurrence votes on the bills.
- Provide a substitute bill comparative synopsis of the differences between a substitute bill accepted by a House committee and the previous version of the bill. Also, before a floor vote is taken on a conference committee report, provide a synopsis that summarizes the recommendations of the conference committee.
- Provide continuous review of the entire Ohio Revised Code, to maintain compliance with editorial and other codification policies.
- Provide support and assistance to the House and Senate clerks in the preparation of substitute bills, amendments, and committee reports.
- Conduct occupational licensing reviews of approximately 50 state boards and 600 regulated professions, in accordance with the state policy enacted in S.B. 255 of the 132nd General Assembly.
- Operate for members and staff a legislative research library with extensive research capacity.
- Operate the Legislative Information Office within the library, providing toll-free telephone access to the public concerning the status of bills and other information about the legislature. The Office received 5,100 calls during the 132nd General Assembly.
- Provide a New Member Orientation program for newly elected and appointed members of the General Assembly, as well as publish the *Guidebook for Ohio Legislators*.
- Provide staffing, training, and administrative support for the Legislative Fellowship Program. The program provides members of the General Assembly with enthusiastic and well-qualified staff assistance at a modest cost. Ten fellows are placed with the House, ten with the Senate, two with LSC, and two with Ohio Government Telecommunications.
- Operate the *Register of Ohio* and manage the electronic filing of administrative rules. Electronic filing with LSC is generally the sole means by which state agencies can file administrative rules. The *Register of Ohio* is published online and includes proposed, adopted, and emergency rules. There were 18,600 filings during the 132nd General Assembly.
- Maintain and revise online training modules for new caucus staff, legislative aides, and other staff regarding the legislative process and efficient ways to perform their duties.
- Provide informational sessions to assorted other persons, including students, international visitors, and professionals working in other agencies.
- Provide personnel, supplies, and equipment to allow LSC staff to be present on the House and Senate floors to draft amendments and answer questions during floor sessions.

- Serve as the legislature's central link to the Council of State Governments (CSG) and the National Conference of State Legislatures (NCSL), including planning and providing staff for CSG and NCSL meetings held in Ohio.
- Provide centralized payroll, purchasing, and accounting services for Legislative Information Systems, the Correctional Institution Inspection Committee, the Joint Committee on Agency Rule Review, the Joint Education Oversight Committee, and the Joint Medicaid Oversight Committee.



OHIO LEGISLATIVE INFORMATION SYSTEMS

Date: April 3, 2019
To: Chairman Greenspan and Members of the Finance
Subcommittee on Transportation
From: Kurt McDowell, Director
Subject: LIS FY2020-2021 Budget Request

Chairman Greenspan and members of the Finance Subcommittee on Transportation, my name is Kurt McDowell, and I am the Director of Legislative Information Systems (LIS).

Legislative Information Systems (LIS) was formed in 1995, and serves the Ohio General Assembly and the legislative agencies. Like our parent agency, the Legislative Service Commission (LSC), LIS is a non-partisan agency established to facilitate the legislative process. We strive to provide the highest quality and professional information technology (IT) services through robust, reliable, and cost-effective systems that meet the needs of the legislative agencies we support.

The LIS director functions as the General Assembly Chief Technical Officer (CTO). The CTO acts to improve cooperation, standards conformity, and security in all General Assembly IT organizations. Oversight of LIS is provided by the Senate Clerk, the House Clerk and the LSC Director.

While the House, Senate, and LSC each have their own information technology organizations, we work closely and cooperatively with them. LIS also provides direct services that generally begin when requirements affect the entire General Assembly or an even larger community.

LIS operates the General Assembly, Senate, and House websites and is responsible for the design and support of key applications like the bill drafting and chamber systems. The SOLAR (State of Ohio Legislative Application Repository) project transforms the legislative process by making it more efficient and modern. This project entails everything from the initial request that LSC draft a bill, through consideration and approval by both the House and Senate, to the preparation of an act for the presentation to the Governor. You are using a portion of the SOLAR system today if you are following the testimony on your iPad.

LIS is responsible for the Electronic Rule Filing (ERF) system, the Register of Ohio (ROO) website and applications, Rule Authoring Software (RAS), and Rule Watch Ohio - a website that allows the public to track administrative rules of interest.

LIS is responsible for the design and daily maintenance of the legislative telephone system.

LIS also maintains computer desktop, server, network, telephone, and website support for other legislative agencies. These include Correctional Institution Inspection Committee (CIIC), Capitol

Square Review and Advisory Board (CSRAB), Joint Committee on Agency Rule Review (JCARR), Joint Legislative Ethics Committee (JLEC), Joint Medicaid Oversight Committee (JMOC), Ohio Retirement Study Council (ORSC) and Joint Education Oversight Committee (JEOC).

Thank you for your time today. I am happy to answer any questions that you might have.