

**B75A01**  
**General Assembly of Maryland**

***Executive Summary***

---

The General Assembly of Maryland (GAM) is the Legislative Branch of State government. The Department of Legislative Services (DLS) provides nonpartisan staff support to GAM.

***Operating Budget Data***

---

(\$ in Thousands)

	<b><u>FY 18</u></b>	<b><u>FY 19</u></b>	<b><u>FY 20</u></b>	<b><u>FY 19-20</u></b>	<b><u>% Change</u></b>
	<b><u>Actual</u></b>	<b><u>Working</u></b>	<b><u>Allowance</u></b>	<b><u>Change</u></b>	<b><u>Prior Year</u></b>
General Fund	\$89,334	\$91,264	\$95,466	\$4,202	4.6%
Adjustments	0	365	1,711	1,346	
<b>Adjusted General Fund</b>	<b>\$89,334</b>	<b>\$91,629</b>	<b>\$97,177</b>	<b>\$5,548</b>	<b>6.1%</b>
<b>Adjusted Grand Total</b>	<b>\$89,334</b>	<b>\$91,629</b>	<b>\$97,177</b>	<b>\$5,548</b>	<b>6.1%</b>

Note: The fiscal 2019 appropriation includes deficiencies, a one-time \$500 bonus, and general salary increases. The fiscal 2020 allowance includes general salary increases.

- The fiscal 2020 allowance totals \$97.2 million, which is \$5.5 million more than the fiscal 2019 legislative appropriation. The increase is primarily attributable to a 3% general salary increase, increased pension contributions, and additional legislative district allowances. The entire budget is supported by the General Fund.

Note: Numbers may not sum to total due to rounding.

For further information contact: Patrick S. Frank

Phone: (410) 946-5530

*Analysis of the FY 2020 Maryland Executive Budget, 2019*

## ***Personnel Data***

---

	<b><u>FY 18 Actual</u></b>	<b><u>FY 19 Working</u></b>	<b><u>FY 20 Allowance</u></b>	<b><u>FY 19-20 Change</u></b>
Regular Positions	749.00	751.00	751.00	0.00
Contractual FTEs	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>
<b>Total Personnel</b>	<b>749.00</b>	<b>751.00</b>	<b>751.00</b>	<b>0.00</b>

### ***Vacancy Data: Regular Positions***

Turnover and Necessary Vacancies, Excluding New Positions	11.15	1.49%
Positions and Percentage Vacant as of 12/31/18 <sup>1</sup>	26.00	3.46%

<sup>1</sup> Vacancies at the Department of Legislative Services.

## ***Key Observations***

---

- In response to a heightened awareness of workplace harassment, legislation requiring training and clarifying policies was enacted. Legislators and staff are receiving additional training, and policies are published on the GAM website.
- Legislation reorganizing DLS was enacted in 2018. The legislation consolidates support services, including information systems, in the Office of Operations and Support Services. A study of State agency performance by DLS, in consultation with the Department of Budget and Management, is required to be completed by October 1, 2019.

## **Operating Budget Recommended Actions**

1. Concur with the budget as approved by the Legislative Policy Committee.

**B75A01**  
**General Assembly of Maryland**

***Operating Budget Analysis***

---

**Program Description**

The General Assembly of Maryland (GAM) is the Legislative Branch of State government. Separate budgets are provided for the Senate, comprised of 47 members; the House of Delegates, comprised of 141 members; leadership, committee, and member staff support; and general expenses shared by both chambers.

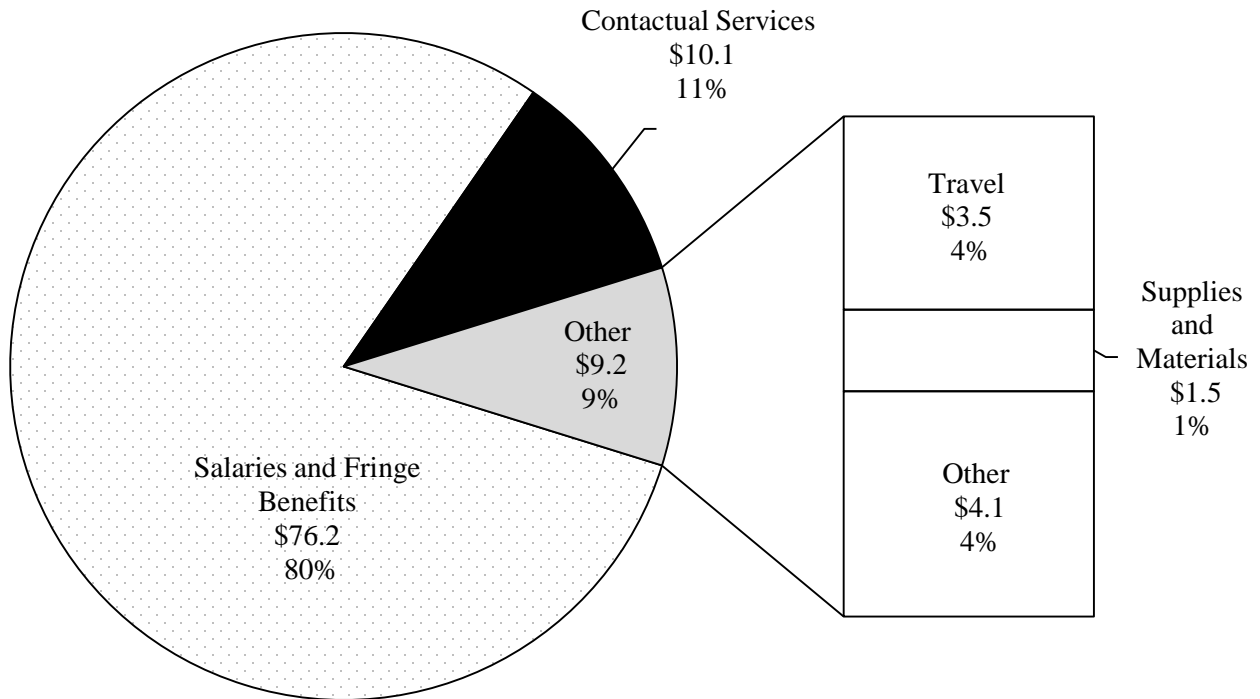
The Department of Legislative Services (DLS) provides nonpartisan staff support to GAM. The department has three offices – the Office of Operations and Support Services, the Office of Legislative Audits, and the Office of Policy Analysis – that report to the Office of the Executive Director.

**Fiscal 2020 Allowance**

**Overview of Agency Spending**

Most of GAM and DLS spending supports salaries and fringe benefits. **Exhibit 1** shows that 80% is for the salaries and fringe benefits of legislators and regular employees. Another 11% is for contractual services, which support such activities as consultant studies for the Commission on Innovation and Excellence in Education (also known as the Kirwan Commission), actuarial services, equipment and software contracts, and training.

**Exhibit 1**  
**General Assembly Spending by Object**  
**Fiscal 2020**  
**(\$ in Millions)**



Source: Department of Budget and Management

**Proposed Budget Change**

**Exhibit 2** shows that the budget increases by \$5.5 million in fiscal 2020, or 6.1%; the budget is comprised entirely of general funds. Personnel expenses add \$3.1 million with increases attributable to the 3% general salary increase for all State employees and increasing pension contributions.

Legislators are also receiving an additional \$1.9 million for their district offices, the first increase in years. Each legislator receives an additional \$10,000. Funds for senators are unrestricted, while funds for delegates can only support additional payroll.

**Exhibit 2**  
**Proposed Budget**  
**General Assembly of Maryland**  
**(\$ in Thousands)**

<b>How Much It Grows:</b>	<b>General Fund</b>	<b>Total</b>
Fiscal 2018 Actual	\$89,334	\$89,334
Fiscal 2019 Working Appropriation	91,629	91,629
Fiscal 2020 Allowance	<u>97,177</u>	<u>97,177</u>
Fiscal 2019-2020 Amount Change	\$5,548	\$5,548
Fiscal 2019-2020 Percent Change	6.1%	6.1%
 <b>Where It Goes:</b>		
<b>Personnel Expenses</b>		
General salary increase .....		\$1,648
Remove \$500 bonus .....		-302
Other compensation .....		698
Student loan repayments .....		125
Employees' pension contribution .....		631
Employee and retiree health insurance .....		114
Turnover adjustments .....		160
Other fringe benefit adjustments .....		26
<b>Other Changes</b>		
Increased legislative district allowances .....		1,880
Information technology equipment – servers .....		325
Postage and telecommunications costs .....		75
Recruitment notices .....		60
Management studies .....		50
<b>Other Changes</b> .....		58
<b>Total</b>		<b>\$5,548</b>

Note: Numbers may not sum to total due to rounding.

## ***Updates***

---

### **1. Workplace Harassment Legislation Is Enacted**

Recent events have highlighted the prevalence of sexual harassment in the workplace, and heightened awareness of the issue has prompted many private and public organizations to reexamine existing policy. Sexual harassment is a form of sex-based discrimination that is prohibited under both State and federal law. Each branch of State government is governed by the laws, personnel policies, and procedures applicable in that branch unless otherwise provided by law. Thus, an employee or official in the Judicial, Legislative, or Executive Branch of State government is governed by separate, although substantially similar, prohibitions on sexual harassment.

To address the problem of harassment, GAM passed HB 1342 of 2018 (Chapter 525). This was an emergency bill that made several changes related to anti-harassment procedures, policies, and training applicable to State government, including (1) prohibiting Executive Branch officials from unlawfully harassing or discriminating against an official, employee, intern, page, fellow, lobbyist, or member of the press; (2) requiring the Legislative Policy Committee (LPC) to update its anti-harassment policies and procedures governing members and employees of GAM; (3) requiring the Joint Committee on Legislative Ethics (Ethics Committee) to review complaints involving GAM members that allege violations of the policy and procedures adopted by LPC; (4) establishing anti-harassment duties and procedures for the State Ethics Commission relating to regulated lobbyists; and (5) establishing specific prohibitions relating to sexual harassment for lobbyists.

The legislation requires that, unless the victim objects, the Ethics Committee must refer harassment or discrimination complaints against members of GAM to an outside and independent investigator. The investigator shall evaluate and investigate the complaint unless the investigator recommends dismissal. After the investigation is completed, the investigator must submit findings and recommendations to the Ethics Committee, which are relayed to the complainant. The investigation can be delayed if the matter has been referred to a prosecuting authority. The bill prohibits State funds from being used to settle a claim of harassment or discrimination filed against a State official or employee.

In December 2018, LPC updated the anti-harassment policies and procedures governing members and employees of GAM and published it on the GAM website. Going forward, LPC is required to review and update anti-harassment policies and procedures at least once every two years in order to create and maintain an environment in which all members and employees are treated with respect and are free from unlawful discrimination and harassment. The Executive Director of DLS must maintain electronic records of each member of General Assembly, each GAM employee, and each DLS employee who completes workplace harassment prevention training. These records must be published on the GAM website. Training was offered to legislators in January 2019. The website shows that all members completed the training.

The bill also prohibits lobbyists from harassing or discriminating against an official, employee, intern, page, or fellow of any branch of State government; a lobbyist; or a member of the press. The State Ethics Commission is required to provide training to lobbyists on discrimination and harassment.

## **2. DLS Reorganization**

Chapter 281 of 2018 reorganized DLS. Previously, the department had three offices that reported to the Office of the Executive Director – the Office of Legislative Audits, the Office of Legislative Information Systems, and the Office of Policy Analysis – as well as support services that also reported to the Executive Director. The new law moved the Office of Information Systems and the support services into the newly created Office of Operations and Support Services. **Appendix 2** shows the prior and current organizational structure.

## **3. DLS Review of the Managing for Results State Comprehensive Plan**

Chapter 281 also required that DLS, in consultation with the Department of Budget and Management (DBM), study the effectiveness and public accessibility of the goals developed in the Managing for Results (MFR) State Comprehensive Plan as well as its objectives and performance measures by October 1, 2019. The study must include an evaluation of and recommendations on the creation of a consistent and ongoing system to measure government performance through an Open Performance Maryland System, including evaluating:

- how to make agency performance standards more effective in measuring performance of the agency’s mission and the services provided;
- the creation or inclusion of existing customer service surveys of agency performance and services as applicable, including those created under the State Customer Service and Business Development Efforts Training Program established under the Economic Development Article;
- whether and how to include agency performance data from the StateStat process established under the State Finance and Procurement Article;
- whether and how to include data relevant to agency performance from open data portals developed in accordance with specified provisions of the State Government Article; and
- how to publish agency performance data in graphic form and in a format easily accessible to the public, in a manner that demonstrates how an agency is performing and meeting the agency’s mission and responsibilities.

During the 2018 interim, DBM’s Office of Budget Analysis was implementing a new budget system. This major information technology (IT) development project required substantial management and staff resources. DBM expressed concerns with the timing of the MFR study coinciding with this major IT project in 2018 and, therefore, the study will be completed in the fiscal 2019 interim.

#### **4. Living Wage Initiative for Contractual Employees**

GAM has a number of staff whose salaries were less than the living wage, which is \$13.96 per hour. This includes both regular employees and contractual full-time equivalent (FTE) employees.<sup>1</sup> In fiscal 2019, GAM completed a two-year initiative to provide a living wage of \$13.96 to contractual employees. This has raised the wages of 41 employees. Salaries were increased between \$1.50 and \$2.15 per hour. The total annual cost of the initiative is approximately \$204,600. This initiative was done within existing resources. There are still some contractual FTEs with a starting base rate of \$12; further management review of these salaries will occur for fiscal 2020.

---

<sup>1</sup> Staffing needed by GAM is seasonal. Additional staff are required during the legislative session, which begins on the second Wednesday of the year and ends after 90 days. To manage peak workload demands, GAM contractual employees are hired during the legislative session.



**Appendix 1**  
**Current and Prior Year Budgets**  
**General Assembly of Maryland**  
**(\$ in Thousands)**

	<u>General Fund</u>	<u>Special Fund</u>	<u>Federal Fund</u>	<u>Reimb. Fund</u>	<u>Total</u>
<b>Fiscal 2018</b>					
Legislative Appropriation	\$90,285	\$0	\$0	\$0	\$90,285
Deficiency/Withdrawn Appropriation	-951	0	0	0	-951
Cost Containment	0	0	0	0	0
Budget Amendments	0	0	0	0	0
Reversions and Cancellations	0	0	0	0	0
<b>Actual Expenditures</b>	<b>\$89,334</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$89,334</b>
<b>Fiscal 2019</b>					
Legislative Appropriation	\$90,761	\$0	\$0	\$0	\$90,761
Budget Amendments	503	0	0	0	503
<b>Working Appropriation</b>	<b>\$91,264</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$91,264</b>

Note: The fiscal 2019 appropriation does not include deficiencies, a one-time \$500 bonus, or general salary increases. Numbers may not sum to total due to rounding.

## **Fiscal 2018**

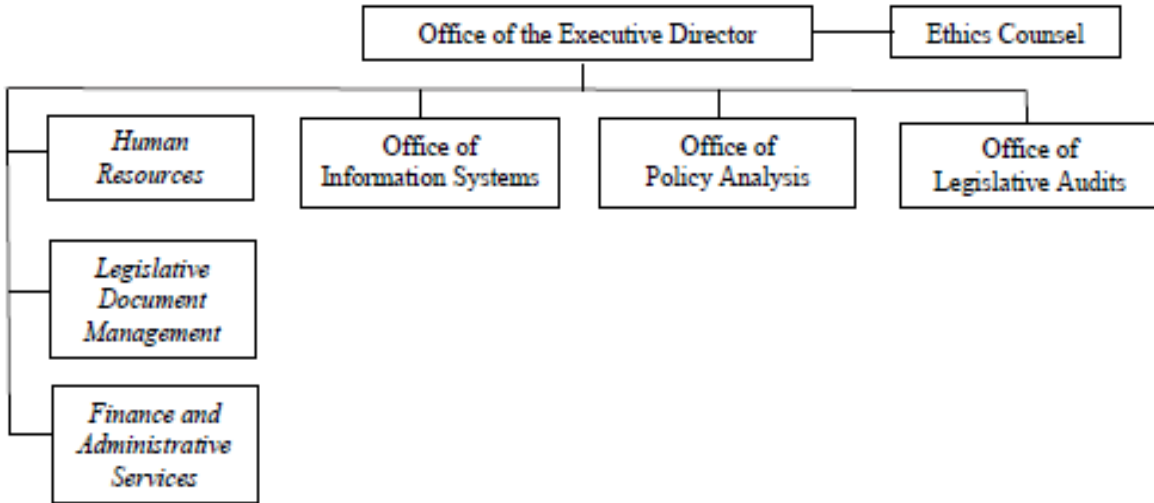
In fiscal 2018, spending totaled \$89.3 million, which is less than the legislative appropriation that totaled \$90.3 million. This is attributable to a statewide across-the-board reduction, specifically, \$950,942 in general funds in withheld allotments for employee and retiree health insurance costs.

## **Fiscal 2019**

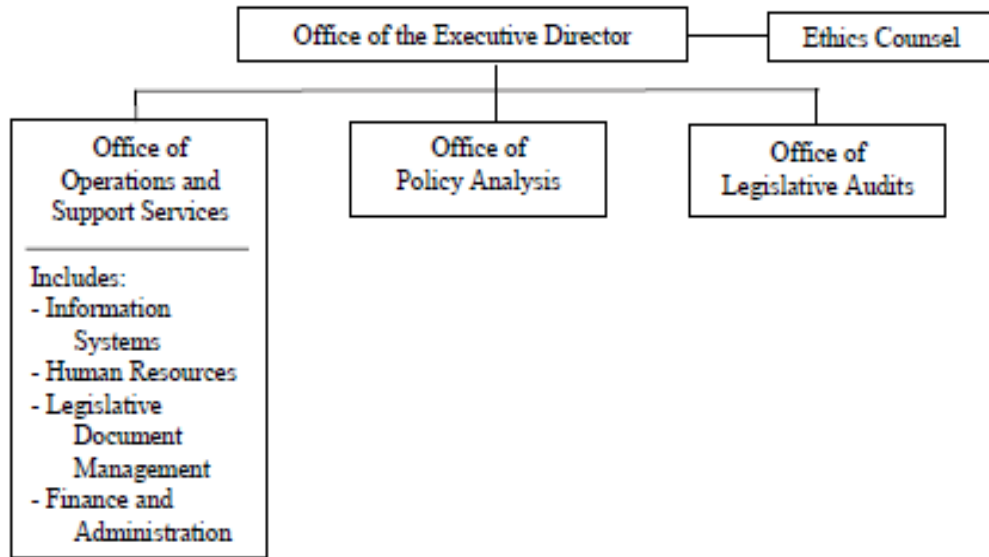
The fiscal 2019 working appropriation is \$91.3 million; the only change to the appropriation is approving a budget amendment to transfer \$503,254 in general funds into the budget to support a 2% general salary increase.

Appendix 2

Prior Law



Chapter 281 of 2018



**Appendix 3  
Object/Fund Difference Report  
General Assembly of Maryland**

<u>Object/Fund</u>	<u>FY 18 Actual</u>	<u>FY 19 Working Appropriation</u>	<u>FY 20 Allowance</u>	<u>FY 19 - FY 20 Amount Change</u>	<u>Percent Change</u>
<b>Positions</b>					
01 Regular	749.00	751.00	751.00	0.00	0%
<b>Total Positions</b>	<b>749.00</b>	<b>751.00</b>	<b>751.00</b>	<b>0.00</b>	<b>0%</b>
<b>Objects</b>					
01 Salaries and Wages	\$ 69,242,695	\$ 74,463,620	\$ 76,217,810	\$ 1,754,190	2.4%
02 Technical and Special Fees	1,328,620	1,409,192	1,405,462	-3,730	-0.3%
03 Communication	499,307	638,450	713,850	75,400	11.8%
04 Travel	2,700,189	3,521,340	3,536,100	14,760	0.4%
06 Fuel and Utilities	4,058	6,000	5,000	-1,000	-16.7%
07 Motor Vehicles	14,566	12,573	1,711	-10,862	-86.4%
08 Contractual Services	6,670,725	8,093,943	10,089,850	1,995,907	24.7%
09 Supplies and Materials	1,170,488	1,483,428	1,496,204	12,776	0.9%
10 Equipment – Replacement	7,092,836	990,489	1,316,393	325,904	32.9%
11 Equipment – Additional	8,093	6,000	4,000	-2,000	-33.3%
13 Fixed Charges	488,726	531,340	561,710	30,370	5.7%
14 Land and Structures	113,318	107,600	117,600	10,000	9.3%
<b>Total Objects</b>	<b>\$ 89,333,621</b>	<b>\$ 91,263,975</b>	<b>\$ 95,465,690</b>	<b>\$ 4,201,715</b>	<b>4.6%</b>
<b>Funds</b>					
01 General Fund	\$ 89,333,621	\$ 91,263,975	\$ 95,465,690	\$ 4,201,715	4.6%
<b>Total Funds</b>	<b>\$ 89,333,621</b>	<b>\$ 91,263,975</b>	<b>\$ 95,465,690</b>	<b>\$ 4,201,715</b>	<b>4.6%</b>

Note: The fiscal 2019 appropriation does not include deficiencies, a one-time \$500 bonus, or general salary increases. The fiscal 2020 allowance does not include general salary increases.

**Appendix 4  
Fiscal Summary  
General Assembly of Maryland**

<u>Program/Unit</u>	<u>FY 18 Actual</u>	<u>FY 19 Wrk Approp</u>	<u>FY 20 Allowance</u>	<u>Change</u>	<u>FY 19 - FY 20 % Change</u>
01 Senate	\$ 13,184,267	\$ 13,327,980	\$ 14,087,326	\$ 759,346	5.7%
02 House of Delegates	24,897,388	25,398,298	27,047,046	1,648,748	6.5%
03 General Legislative Expenses	1,026,478	1,140,408	1,145,964	5,556	0.5%
04 Office of Operations and Support Services	8,808,935	14,873,357	15,701,767	828,410	5.6%
05 Office of Legislative Audits	14,166,837	14,411,213	14,777,048	365,835	2.5%
06 Office of Legislative Information Systems	6,789,496	0	0	0	0%
07 Office of Policy Analysis	20,460,220	22,112,719	22,706,539	593,820	2.7%
<b>Total Expenditures</b>	<b>\$ 89,333,621</b>	<b>\$ 91,263,975</b>	<b>\$ 95,465,690</b>	<b>\$ 4,201,715</b>	<b>4.6%</b>
General Fund	\$ 89,333,621	\$ 91,263,975	\$ 95,465,690	\$ 4,201,715	4.6%
<b>Total Appropriations</b>	<b>\$ 89,333,621</b>	<b>\$ 91,263,975</b>	<b>\$ 95,465,690</b>	<b>\$ 4,201,715</b>	<b>4.6%</b>

Note: The fiscal 2019 appropriation does not include deficiencies, a one-time \$500 bonus, or general salary increases. The fiscal 2020 allowance does not include general salary increases.