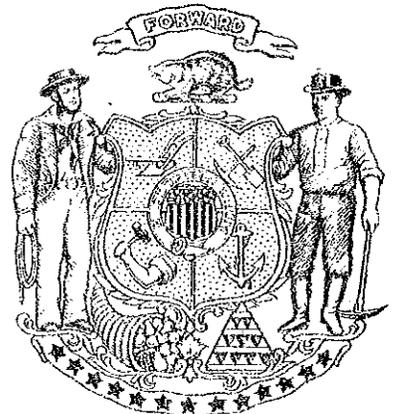

The State of Wisconsin

A PRICE OF AFFLUENCE: LEGISLATING
AIR POLLUTION CONTROL

Legislative Reference Bureau
State Capitol
Madison, Wis. 53702

Research Bulletin 66-7
December 1966



A PRICE OF AFFLUENCE: LEGISLATING AIR POLLUTION CONTROL*

HIGHLIGHTS

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A PRICE OF AFFLUENCE: LEGISLATING AIR POLLUTION CONTROL

IS AIR POLLUTION A WISCONSIN PROBLEM?

In 1966, clean air became a topic of considerable interest in Wisconsin. Increasingly, public officials have called attention to state air pollution problems. In Milwaukee, where county-wide air pollution control was instituted as early as 1948, Fred R. Rehm, Deputy Air Pollution Control Director for Milwaukee County, stated, "Our problem is growing and we are more cognizant of the health effects." In June Attorney General Bronson C. La Follette, in calling a meeting on the air pollution problem in the St. Croix River Valley, stated, "There is a total lack of adequate machinery on the state level equipped to deal with the problems of air pollution." Patrick J. Lucey, Democratic candidate for Governor in the 1966 elections, warned, "Wisconsin waited until water pollution reached the crisis stage before taking a strong stand. We must not wait that long to meet our air pollution problems." In October, Governor Knowles declared a Clean Air Week in which he urged Wisconsin citizens to "begin a year long campaign to abate destructive air pollution from all sources" and directed government agencies to assist in arousing the public concerning the need for active participation in this effort. Although Wisconsin has not yet experienced air pollution emergencies like those of New York and California, the more populous areas of the state are finding air pollution an increasing problem. According to a recent Wisconsin State Journal editorial, November 28, 1966, Milwaukee is already suffering from a severe case of tainted air and Madison has had some isolated and limited instances of atmospheric contamination.

WHAT IS POLLUTION?

The atmosphere has long been a convenient and economical dumping ground for waste products of industrial and domestic combustion. It absorbs noxious odors, gases, smoke and dust, dilutes them with large amounts of clean air and disbursts them harmlessly over a large area. Usually the atmosphere appears capable of continual functioning in this manner. However, the appearance in recent years of heavy fogs, irritating smog, and air pollution disasters bear dramatic witness that air, like other natural resources, is limited in its waste-absorbing capacity.

The ability of the air to absorb and disburse materials is related to the amount of air movement and the amount of material to be absorbed. With continual rapid movement, the atmosphere can dilute large amounts of material and scatter the particles and gases over a wide area. When weather conditions prevent rapid circulation, the materials in the atmosphere are not broken up and distributed but remain suspended as densely constituted masses,

WHAT ARE ITS EFFECTS?

Nuisance Effects

The soiling and nuisance effects of air pollution were first noticed as early as the 1500's by Londoners. Annoyed by the ugly smoke and dirty soot from city chimneys, they sought control of this irritant through city nuisance ordinances. Similar anxieties concerning the quality of our environment exist today. With air quality proclaimed as a national goal, there are fewer adherents to the claim that dirt and filth are costs which an industrial society must bear in order to retain prosperity. Efforts to control the air pollution problem by legislation are seemingly becoming part of the price of affluence in a modern society.

Economic Effects

Monetary effects of air pollution have been noted in many recent studies. Economic losses include damages to vegetation and livestock, deterioration of rubber and corrosion

of metals, and soiling of buildings and materials. Resulting reduced visibility is a secondary cause of economic loss, because it halts air transportation and increases chances for costly accidents. Long-range effects of the general accumulation of dirty air restrain tourist trade and depress property values. Another indirect cost is the loss of worker efficiency in an environment which allows greater irritation to respiratory tracts and greater possibility of sinus and throat infections.

Actual costs in terms of dollars and cents are difficult to assess. As various studies have been made, a sampling of their findings will serve to indicate the extent of economic loss. In 1959, Wilbur G. Christy, consulting engineer for New York City, estimated that damages in that city run from \$225 million to \$5 billion a year. Other city-wide studies have shown the annual loss in Pittsburgh to be \$10 million, in Cincinnati, \$8 million, and in Cleveland, \$6 million. The Stanford Research Institute recently completed a study showing annual losses for individual businesses in the 15 largest United States cities. Estimates for large department stores ran from \$20,000 to \$50,000 each, for hospitals, \$4,000 to \$20,000 and for hotels, \$9,000 to \$25,000 as the costs resulting from smoke, soot, and contaminated air. Agricultural damages measured in Southern California show an increase from \$500,000 in 1949 to \$3,000,000 in 1953 as the result of contaminated air.

Public Health Effects

There is much controversy over the effects of contaminated air on public health. The concern for public health effects followed the reporting of mass deaths blamed directly on the polluted air. In the Meuse Valley, Belgium, in 1930, 63 deaths were attributed to a sulphur contaminated fog lasting several days in the industrial, coal burning valley. Similar circumstances were believed to be the cause of 20 deaths in Donora, Pennsylvania in 1948. In London, during 1952, over 3,500 deaths were attributed to air pollution. Such deaths were usually due to suddenly intensified illnesses in persons already having histories of respiratory or circulatory disorders.

Because of the mobility of persons and changing environmental factors, health effects are not easily subjected to scientific measurement and can only be indicated by indirect evidence. Air pollution is suspected of playing a causative role in chronic bronchitis and emphysema. In 1964, respiratory system diseases were the fifth ranking cause of death in Wisconsin, resulting in 1,097 deaths. In the United States as a whole, emphysema has increased in prevalence in recent years and has become the source of much concern in the medical and public health professions.

Chemists have also isolated from air a number of substances known to cause cancer in experimental animals if given in large dosages over long periods of time. Eye and nose irritation are by far the most directly apparent effects on human health. In New York City, a study showed that a cab driver who lives in the city and is a heavy smoker had the shortest life expectancy of groups tested. Thus industrial, vehicle and cigarette smoke in combination appear relatively lethal. While there is no conclusive proof as yet of the causative role played by air pollution in public health, much of the data shows a connection between unhealthy environment and unhealthy inhabitants.

Changing Environment

A recent news article contained a statement by a New York citizen, that the city should provide air shelters in which persons having conditions aggravated by the city atmosphere could seek refuge during smog periods. Clean air shelters, children playing in gas masks, and other science fiction projections show a definite public concern that air pollution may eventually make the atmosphere so polluted as to make cities uninhabitable except under

synthetic conditions. Such thoughts are not necessarily projections of a far-off future. In Los Angeles, an Air Pollution Control District official was recently quoted as stating, "If we had not stopped smog from stationary sources, Los Angeles today would be uninhabitable. If we are not able to stop smog from automobiles, it will be uninhabitable in a very few years." Los Angeles was the first area in the United States to begin a full-scale battle on air pollution. However, despite some of the strictest control measures being instituted, the problem is still not solved.

HOW IS IT CONTROLLED?

Basic Principles

The basic principles behind air pollution are simple. Clean atmospheric conditions depend on 2 factors, general air movement and the amount of waste materials to be absorbed. The greater the air movement, the more materials it can consume. When the air is not moving, the effect is similar to that of a crowd of smokers in a closed room. The air does not ventilate the room and the materials remain suspended in a dense, unpleasant cloud. In a closed room, the problem is solved either by not smoking or, more likely, by opening the window or turning on a fan. Similarly air pollution can be stopped by limiting the materials allowed into the air or by speeding air movement. Although schemes to build giant fans or air ducts and to drill holes in mountains have been suggested, the lack of precise atmospheric prediction and the technical problems involved make such grand schemes unfeasible. Instead, the general aim of controls has been to limit waste materials to an amount which can be efficiently handled by the prevailing atmosphere. Few would suggest that all waste materials could be eliminated from our densely populated and highly industrialized society.

Sources

The initial problem in control is finding sources of the wastes. In cases of smoke and soot, the source is usually apparent. Smog, however, is found to be a chemical reaction between hydrocarbons and oxides of nitrogen in the presence of sunlight. The diffuse sources of hydrocarbons and nitrogen oxides producing such smog are much more difficult to trace. Major causes cited in various studies include industries, dwellings, private and public incinerators, motor vehicles and radioactive materials.

Jurisdictional Problems

Because air conditions vary from place to place, it is generally felt that control is most effective if it is handled through the local governmental unit in which the pollution occurs. Unfortunately, polluted areas rarely coincide with established political boundaries. The jurisdictional problem involved can be quite complex.

Cost

The cost of equipment and personnel necessary for direct control of polluting sources was considered in the November 1965 issue of Fortune Magazine. Industrial expenditures for air pollution control were estimated at approximately \$300 million annually in the United States. Government spending on all levels for both enforcement and research was estimated at \$40 million, with 65 per cent of this sum federal money. The article also projected that American industry could reduce total pollution by two-thirds through an expenditure of \$3 billion over the next 10 years.

WHO REGULATES AIR POLLUTION?

Because, seemingly, air pollution can best be controlled on a local level and because the locality in which air pollution exists often spans state lines as well as municipal bounda-

ries, control is subject in varying degrees to regulation by the federal, state and local governments and can, as well, be the subject of international agreements.

Federal Programs

Basically the federal government has confined its activities to research, granting research funds to the states, controlling pollution on U.S. government property, and controlling air pollution from vessels and vehicles engaged in interstate commerce. It also authorizes interstate agreements and participates in international agreements on air pollution. The basis for federal control is the interstate commerce clause.

Air Pollution Control Act of 1955

Federal legislation in this area began with the 1955 Air Pollution Control Act. This act recognized the primary responsibilities of the states and local government in air pollution control but authorized federal grants-in-aid to state and local control agencies in order to assist them in formulating and executing research programs. It also authorized a program of research on the federal level by the Public Health Service of the Department of Health, Education and Welfare, to obtain data and develop methods for abatement and control of air pollution.

Clean Air Act of 1963

In 1963, Congress passed the Clean Air Act, P.L. 88-206, which increased federal participation. It gave the Secretary of H.E.W. the power to instigate specific abatement proceedings in cases where pollution originating in one state adversely affected the health or welfare of persons in another. It also established grants to state, regional and municipal air pollution control agencies to stimulate them to assume full responsibilities for the control of air pollution at its source. The Secretary of H.E.W. was directed to develop air quality standards to guide such control agencies. Also, the act provided for various federal studies of aspects of air pollution, including methods to reduce atmospheric sulfurous pollution from oil and coal, to regulate discharges of air pollutants from buildings and to abate motor vehicle air pollution.

Clean Air Act Amendments and Solid Waste Disposal Act of 1965

Although the federal government has continually stated that air pollution control is the province of the states, Congress has gradually moved into the area of direct control. In 1965, the 89th Congress enacted P.L. 89-272, amending the Clean Air Act to provide uniform national standards for limiting emissions from all new motor vehicles introduced into interstate commerce, beginning in 1968. The act states that such control is necessary on the federal level because motor vehicles move freely from city to city and from coast to coast and that anything less than a national uniform standard falls short of the need. The Secretary of Health, Education and Welfare is to set and revise emission standards.

This act also authorizes the Secretary of H.E.W. to conduct investigations in areas where significant new sources of air pollution might be prevented from entering the air and to recommend action to local control agencies. While such recommendations would be only advisory, it was hoped that the hearings would publicize imminent pollution to the extent that local authorities would deal with it. Also the act extended authority to cover international air pollution problems with bordering countries.

The Solid Waste Disposal Act of 1965 allowed the federal government to conduct research and training programs and grant support for local and state programs to find and perfect methods of effectively disposing of solid wastes while avoiding air contamination.

Clean Air Act Amendments of 1966

In 1966, Congress passed P.L. 89-675, to authorize grants to air pollution agencies for maintenance as well as for development. According to the Milwaukee Journal of October 9, 1966, the new act would qualify Milwaukee's air pollution program for receipt of up to 60 per cent of its operating budget from federal funds.

The general aim of federal legislation has been to encourage, through grants and research assistance, the operation of local and state control agencies and to study critical problems. On the control level, the federal government has confined itself to regulation of interstate problems, but such control has grown with regulation of motor vehicles and international and interstate air pollution problems. Also the federal government has been the primary source of funds for air pollution control programs.

Local Programs

Enforcement has generally been the responsibility of local government units. Early smoke control was carried on under municipal nuisance regulations. In areas in which the local governmental unit did not encompass the complete polluting area, state action to create larger pollution control districts, either county or multicounty, has sometimes been necessary. Where pollution areas are located in places that include sections of more than one state, state action has been taken for interstate control of the problem.

State Programs

Aside from aiding localities when jurisdictional problems arise, many states have enacted state-wide pollution abatement programs.

WHAT ARE THE STATES DOING?

Generally, state programs have involved 3 major types of legislation, each based on a different relationship between local and enforcing units and the state. The most centralized control system is that in which the state controls the pollution program. Such legislation may include provisions for establishing a state air pollution control agency, recruiting personnel to staff it and authorizing the utilization of personnel from other state agencies. It may outline a plan for the agency to follow in a comprehensive program which takes into account the various state areas. The state level agency may also be authorized to promulgate rules and regulations in accordance with due process, that is, holding public hearings, appeals, etc. It may authorize formation of local or regional control agencies, resolve regional disputes, conduct research, collect and disseminate information, provide technical assistance to local programs, receive or initiate complaints, take necessary action, and co-operate with interstate, federal and other proper agencies to control air pollution.

Local option is another type of state program. It may include a state agency, but usually in an advisory or co-ordinating role, with the emphasis on local control and initiative. Legislation of this type may provide procedures by which local districts may be activated and organized, particularly those involving one or more cities or counties. It may list general or specific powers of districts, provide for air pollution control and hearing boards for the various districts, prescribe duties of each, provide for the appointment of officers and employees of districts and their powers and duties, authorize financing of districts and appropriations to districts by counties and cities therein, provide standards for the control or prohibition of obvious pollution and provide for emergency curtailment of polluting activity.

States have also enacted legislation providing only for research and technical assistance services to localities with the state serving as a clearinghouse for information. Legislation

of this type usually provides authority for conducting studies on air pollution causes and effects, maintaining a laboratory to provide services for controlling air pollution, developing monitoring systems for determining presence of air pollution in localities within the state, assisting local agencies by means of co-operative activities and consultation, collecting and disseminating information, and accepting and administering public and private grants.

The following chart indicates states which have enacted programs of state control, local option or research and technical assistance. Oklahoma, Wisconsin, California and Colorado have also been selected as examples of the various types of programs. A detailed description of the legislation in each of these states is included following the chart.

State Air Pollution Control Laws: Level of Government Regulation

<u>State Control</u>	<u>Local Option</u>	<u>State Research and Technical Assistance</u>
Alaska	Arizona	Arkansas
California	California ¹	California
Colorado	Florida ¹	Colorado
Delaware	Illinois ¹	Connecticut
Florida	Iowa ¹	North Carolina
Hawaii	Kentucky	Ohio
Idaho	Massachusetts ¹	Oklahoma
Illinois	Missouri ¹	Tennessee
Indiana	Nebraska ¹	Washington
Kentucky	Nevada	
Louisiana	North Carolina ¹	
Maryland	Ohio ¹	
Massachusetts	Oregon	
Minnesota ¹	Rhode Island ¹	
New Jersey	South Carolina ¹	
New York	Utah	
Oregon	Washington	
Pennsylvania	Wisconsin	
Texas		
Virginia		
Washington		
West Virginia		

¹Limited application.

Source: U.S. Department of Health Education and Welfare, Public Health Service, A Digest of State Air Pollution Laws, 1963, updated to 1966 by Legislative Reference Bureau.

Research and Technical Assistance Legislation - Oklahoma

Programs involving research and technical assistance have been the minimal type of state legislation established in recent years. Impetus for beginning such programs has come in great part from recent federal legislation which allows grants for research programs and requires that states authorize an agency to administer such grants. An Oklahoma act, S. Bill No. 320, Laws of 1961, creates such a research authority and locates it within the State Department of Health. Title 63, Chapter 1, of the 1961 session laws states:

The State Department of Health is hereby authorized to encourage, participate in, and conduct studies, investigations, training, research, and demonstrations relating to the control of air pollution, the measurement of air pollution, and the effects on health of exposure to air pollution.

The State Department of Health is hereby authorized as the Oklahoma state agency to cooperate with the United States Public Health Service or other federal agencies in the administration of any programs in air pollution control that may be initiated.

As funds for this program are not listed separately from the total health department appropriations and are not a separate entry in the fiscal report of the state, the exact cost of this program is difficult to determine. The entire Oklahoma Department of Health expenditures for the 1964-1965 fiscal year was \$340,069.03. The technical assistance and research program appears to be the initial step by which many states begin air pollution control programs. Research studies which concentrate on problems within the state, define them and determine means to eradicate them are invaluable aids in establishing state programs of control.

Technical assistance is an economical way to handle expensive equipment which may be desired by communities for atmospheric testing, but which individual communities cannot afford. This type of assistance can be beneficial to communities which are initiating their own programs, but such a program does not allow the state to bring control to areas where local officials and agencies are unable or unwilling to deal with such problems.

Such assistance also does not take into account pollution problems in areas composed of several independent political units.

Local Option - Wisconsin

Wisconsin statutes allow for control of pollution by local option. Section 59.07 (85) states:

Air pollution control. In any county, regulate by ordinance within the territorial limits of such county the ejection, discharge or emission into the open air of smoke and solids, liquids, gases, fumes, acids, burning embers, sparks, particulate wastes or dusts, including their radioactive fractions or counterparts, from any chimney, smokestack, vent, fuel-burning equipment, open fire, apparatus, device, mechanism, substance, material or premises. In aid of such regulations, prescribe rules, regulations and standards governing processes, control equipment, and devices, application of fuels and raw materials to equipment and processes; prescribe fees for the examination of plans, inspections, tests, issuance of permits for equipment and certificates of operation; provide in such ordinance for an appeal board and an advisory board and prescribe the powers of each; prescribe penalties for violating such ordinance; provide for commencing actions to enjoin acts, threats of acts and the procuring or suffering of acts to be done in violation of such ordinance; and provide for a county department of air pollution control with necessary officers and assistants to perform any and all functions relating to enforcing such ordinance. Such ordinance shall not supersede any town, village or city ordinance which has been or may be enacted and which is at least equally restrictive.

Milwaukee was the first county to take this option; its action came under the similar provisions of Section 59.07 (53). In 1948, pollution control was instituted on a county-wide level. In 1965, the Milwaukee County Air Pollution Control Agency budgeted \$186,000 for its annual program expenditures.

Advantages of the local option program are clear in states in which air pollution problems are the concern of only a localized portion of the state, places where the urban center is clustered in one area and the rest of the state is relatively free of pollution problems. This was the type of program originally enacted in California when the Los Angeles County Air Pollution Control district was established.

Local option legislation can be advantageous in allowing each area to prescribe its own remedies. Such legislation, with the additional provision for the state to intercede where interjurisdictional problems arise, can be very effective.

Local Option and State Control - California

Background

With the World War II expansion of industry and the accompanying growth in population in California, particularly Los Angeles, came an unexpected weather condition in which a fog-like substance appeared which irritated eyes and noses and caused reduced visibility. The word smog was coined to describe this condition, and it soon became a nationally known term almost synonymous with Los Angeles. Similar reactions were reported in other areas of the state as well, and the situation, which may have been joke material for the rest of the United States, assumed a very serious aspect in California. Because the weather conditions which made such smog possible were initially found only in highly populated coastal areas subject to temperature inversion, the first state control efforts were concerned with granting local options.

The Los Angeles Air Pollution Control District

In 1947 the state granted local authorities the power to regulate factories and other sources of contaminants within its jurisdiction. The initial legislation declared that California citizens had a primary interest in atmospheric purity, that portions of the state had polluted air, and that local authority could not control it by county and city ordinance. Each county of the state was designated as an air pollution control district (APCD). Activation of the APCD could be achieved by a declaration of need from the county board of supervisors. The declaration would be followed by public hearings to determine if there existed air pollution which was beyond the control of existing local ordinances. If such findings were made, the district could be activated. The governing body was to make use of the existing county administrative organization, with the county board of supervisors becoming the board of the air pollution control district. The district could use county personnel and be financed by county funds appropriated by the board of supervisors. The board was to appoint an air pollution control officer whose duties would include enforcing rules, regulations and standards set by the air pollution control board and various state agencies. Under these provisions the County of Los Angeles abolished major stationary sources of air pollution, even including backyard incinerators.

Voluntary districts in California

In the San Francisco area, an air pollution district was activated on the county level. However, sources outside the county continued to cause pollution. The entire polluted area then formed a voluntary multicounty district. Statutory provisions for voluntary multicounty districts state the district shall be governed by the entire membership of all boards of supervisors of counties within it and financed by funds from each county proportioned on the basis of county population at the date of merger. The treasurer of the largest county would act

as district treasurer.

Multi-county district by special act in California

Voluntary districts have not been entirely successful. In the case of the San Francisco Bay Area, not all counties within the polluted area wished to take on the added problems and expense of becoming an air pollution control district. Therefore, in 1955, the State Legislature passed a special act incorporating the Counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma within the Bay Area Air Pollution Control District.

In 1959 a similar special act, subject in this case to referendum within the specified counties, was passed for the San Joaquin Valley Air Pollution Control District for the Counties of Fresno, Kern, Kings, Madera, Merced, San Joaquin, Stanislaus and Tulare.

In both districts, the governing body, called the board of directors, is composed of one representative from each county board of supervisors and from each city selection committee within the counties. A city selection committee is composed of the mayor or chairman of each city council. The board appoints an executive secretary, who appoints an air pollution control officer under civil service. The board adopts rules and regulations necessary to control air pollution, and the control officer enforces such regulation with proper notices and public hearings.

State control of motor vehicles in California

Although successful in abating most pollution from stationary sources, the air pollution control district provisions did not solve the air pollution problem in California. In 1953, the automobile was pinpointed as the major uncontrolled source of air pollution due to emission of hydrocarbons from the crankcase and exhaust systems. The State Department of Public Health in 1959 set initial standards for vehicular emissions, which were implemented by the legislative creation in 1960 of the Motor Vehicle Pollution Control Board, with authority to control auto, truck, and bus pollutants on a mandatory basis. The 2 basic functions given the MVP CB were to establish control criteria for each auto emission control system and to test control system devices to see that they met specified standards. When at least 2 devices met the required standards, such approval was to bring mandatory installment on motor vehicles.

California served as a major testing ground for control devices. Pleas by California state agencies to Washington and Detroit for aid in developing pollution abating devices were responsible for initial action in the auto industry and in Congress. In 1959, the automobile industry announced findings that crankcase emissions were a major source of smog-forming hydrocarbons. The industry offered a means of controlling approximately 80% of the emissions. Already in 1953, a California study had made similar finding in the case of crankcase emissions and, in 1963, the state MVPCB required devices to control almost 100% hydrocarbon emission on all new cars sold in California. Since 1963, the auto industry has installed 100% closed crankcase systems on all cars sold in the United States.

Another automotive source of pollution is the exhaust system. California has tested various pollution prevention devices for exhausts and beginning in 1966 all new cars sold in California were to have devices approved by the Motor Vehicle Pollution Control Board.

Used cars created another problem. Beginning in 1964, crankcase devices were made mandatory on used vehicles of 1950-1960 vintage, upon transfer of registration. It is now estimated that nearly half of California's ten million motor vehicles are equipped with approved crankcase control systems.

Other California pollution control activities

In addition to the MVPCB, several agencies on the state level are concerned with air pollution control. Since 1964, the California Highway Patrol has licensed motor vehicle device installation and inspection stations on a local option basis through the air pollution control districts. The University of California, through its Air Pollution Research Center, carries on basic research. The State Department of Public Health applies research, sets air quality standards, monitors air and operates an automotive testing laboratory in Los Angeles.

Cost of California programs

The magnitude of the California program is reflected in the governmental costs. The Motor Vehicle Pollution Control Board's net expenditure for the fiscal year June 30, 1964 to June 30, 1965, was \$520,770.12 (budget - \$541,051). Each activated air pollution control district has a separate budget. For those districts spending in excess of \$5,000 in 1964-1965, the following amounts were budgeted:

<u>AREA</u>	<u>Population 1960 (1000)</u>	<u>1965 Budget (\$1000)</u>
Humboldt County, Calif.	105	7
Los Angeles County, Calif.	6,039	3,663
Orange County, Calif.	704	176
Riverside County, Calif.	306	86
Sacramento County, Calif.	503	28
San Bernadino County, Calif.	504	284
San Diego County, Calif.	1,000	68
San Francisco Bay Area, Calif. . .	3,291	1,048
Ventura County, Calif.	199	30

Despite stringent controls at both the district and state level, California's problem is not solved. According to some officials only radical changes in the gasoline engine or the widespread use of electric vehicles will bring a final solution to the chronic smog in parts of California.

State Control - Colorado

Legislation

The recently enacted Colorado Air Pollution Control Act of 1966 serves as an example of a centralized state pollution control program. As with California, the enforcing unit is local. However, initiative for the activation of the local units lies at the state rather than at the local level.

Organization of Colorado's program

The program is administered by the Division of Administration of the Department of Public Health. The division may declare areas of the state in which the air quality standards, set by statute, are to be effective and may declare the local agency or person to enforce such standards. Sampling and monitoring ambient air in such designated areas is also the responsibility of the division. It may conduct studies, inspect property for compliance with its rules, and provide technical consultation services to local communities. The agency also is to receive federal grants.

At the state level the Governor appoints members of the Air Pollution Variance Board. The purpose of the board is to hold public hearings following the designation of a control

area by the Division of Administration of the Public Health Department. It also hears public comments on air pollution problems within the area, and designates a hearing officer to conduct hearings concerning violations. It is authorized to grant variances in cases where full compliance with division regulations would cause undue hardships to persons or industries. The statute requires that the board be composed of 9 members, including a representative of the State Board of Health, one engineer not connected with industry, one toxicologist physician also not affiliated with industry, 3 industry representatives and 3 members representing the public. The board is to report yearly to the Legislature on the effectiveness of the control act.

Setting air standards in Colorado

An interesting feature of the Colorado law is the setting of exact standards for ambient (surrounding) air. Generally, specific stipulations of standards in state level control legislation have been delegated to an administering agency. However, Chapter 45, Laws of 1966 states:

Ambient air standards . -- (1) The following standards of ambient air quality define the limits of air contamination by particulates and gases above which limits the ambient air is hereby declared to be unacceptable:

<u>(2) (a) Kind of particulate</u>	<u>Measurable limits averaged for any three-month period</u>
Suspended particulates	120 micrograms per cubic meter
Coefficient of haze	0.5 Coh units

(b) Sampling stations shall be so located and operated as to conform as nearly as possible to the following criteria:

(i) Located in the central business district of a city or community and at such other places as the division determines desirable, approximately twenty-five to fifty feet above ground level and where a single emission source is not the prime polluter of the air being sampled.

(ii) Samples to be collected on a regular three-day basis.

<u>(3) (a) Gases</u>	<u>Measurable limits based on one per cent of the time during any three-month period</u>
Total oxidant1 part per million for one hour using a potassium iodide method of testing
Oxides of nitrogen1 part per million for one hour
Sulfur dioxide5 parts per million for one hour-- or-- .1 part per million for twenty-four hours

(b) Sites and conditions of gas sampling shall be so chosen as to realistically

represent the exposures of persons and property which might be affected.

State Variations in Control Districts

Authority

Generally, state programs of pollution control use districts as enforcement units for regulatory programs. Authority to form such districts usually includes the power to regulate any and all air contaminants. Several states permit districts to regulate only visible smoke. Where the general regulatory provisions exist, certain specific sources, including agricultural, weed control, fire prevention and fire-fighting demonstration fires set by public officers are commonly exempted from control.

Governing body

In states where local option exists, governing authority within the district is usually vested in either the existing governing body of the area or a board selected by and usually consisting of some members of the governing bodies of the included political subdivisions. In states with air pollution control boards on a state level set up within the state health agency, such boards are generally comprised of heads of state agencies and of members appointed by the Governor, with qualifications for appointed members frequently specified.

Hearings and appeals

Hearings or appeals boards may be separate from governing boards, or the governing boards may also hear appeals. Several states have no provision for administrative appeal; in others, the powers of some of the administrative hearings boards border on the judicial. In California, hearings boards may issue subpoenas, administer oaths, and request the courts to issue contempt citations.

Setting standards

Generally, air quality standards are set by the state health agency. In Florida and Kentucky, however, the districts establish air quality standards. Equipment standards are usually regulated by the district through a permit or licensing system.

Financing

Three methods of obtaining funds for the financing of air pollution control districts are: (1) levying special taxes against incorporated and unincorporated areas of the districts based on population or based on property valuation, (2) raising funds in the same manner as the area raises other finances where the district is coincident with another governmental area, or (3) where a district consists of several governmental areas, appropriating funds from each area general fund, prorated on a population basis. With these systems a fee system is sometimes included to cover the cost of issuance of permits, inspections, and variance procedures but in no state is the fee system intended to cover the entire expenses of the district.

The general rationale behind a levy based partly on population and partly on assessed valuation is that this type of financing tends to distribute the cost between agents of pollution and those who most benefit from clean air. It assumes that population concentration indicates both high industrialization and a large number of vehicles, and, thus, population becomes a rough indicator of pollution potential. On the other hand, assessed valuation indicates property owners who derive benefits from cleaner air in the protection of property. Under this plan costs would be divided into equal amounts: one-half would be assessed against the municipalities on basis of population and one-half on the basis of relative adjusted assessed valuation. Collection could be through already established taxing procedures of the state or municipalities.

Interstate Compacts

Within a state, as we have seen, interjurisdictional air pollution problems can be dealt with by the creation of larger districts, either through local option or state intervention. Either voluntary agreements, like interstate compacts, or federal intervention are used to cope with jurisdictional problems between states. The state benefits from interstate agreements by retaining initiative and by creating, through a compact, a permanent means to deal with pollution problems. Federal intervention can control only individual pollution problems already in existence. Two major interstate agreements in existence are the New York-New Jersey and the Illinois-Indiana Interstate Air Pollution Compacts.

New York-New Jersey Compact

In 1961, New York re-enacted the Tri-State Compact and Interstate Sanitation Commission (first enacted in 1936). The purpose of the compact was a 3-state attack on water pollution in the New York port area and adjoining rivers. As the agency to direct this attack, the Interstate Sanitation Commission was created. In 1966, New York and New Jersey entered into an agreement that the commission would also be responsible for a program of air pollution control for the 2 states. Connecticut did not take part in this program. The commission was given the authority to conduct studies; undertake research, testing and development; gather and disseminate information; take samplings and trace sources of air pollutants. It could refer complaints to an enforcement agency of the states in which sources were located and to which air pollutants were carried, make recommendations to Governors and the Legislatures of participating states, and recommend to Legislatures and air pollution control agencies the establishment of particular control and enforcement measures to abate air pollution from one state which endangered health and welfare of people in another.

The primary effort of the Interstate Sanitation Commission under this act was directed toward controlling air contaminant solids, liquids or gases which were toxic, disagreeable, irritating or destructive.

The commission was allowed to make use of state, local and federal agencies whenever feasible and available, and to accept monies, property and other donations or grants.

The program was to be financed by 2 states in equal shares, and activities were to be governed solely by the commissioners from the States of New York and New Jersey.

Illinois-Indiana Compact

The Illinois-Indiana Compact did not have the benefit of an already established agency within which to work. The compact set up an Illinois-Indiana Interstate Air Pollution Control Commission, consisting of 7 members from each state appointed by the Governor. It stipulated that members are to represent the health agency, air pollution control agency, industry, labor, local government and the general public of each state. The commission elects the chairman and appoints an executive director to act as secretary. Its functions include establishing standards and reporting recommendations to abate interstate air pollution. If recommendations are not implemented within 6 months, the commission may hold hearings and issue abatement orders affirmed by any court of competent jurisdiction in the area, with aggrieved party entitled to judicial review.

The commission submits a budget request to each party state's Governor. Each state shares the expenses equally. The states' shares plus any federal grants and other public and private grants received make up the funds of the commission. A yearly audit of the commission is required.

Informal Interstate Agreements

At the December 1966 meeting of the National Governors Conference in White Sulphur Springs, the Governors of New York, New Jersey, Pennsylvania and Delaware reached an informal agreement on air pollution. The agreement provided that each state would faithfully enforce its pollution control laws in order that none would become a "pollution haven" in order to attract industry. The Governors also promised to review enforcement laws to insure that they provide an effective 4-state abatement system and to encourage industry, through sponsoring of tax incentive legislation, to install equipment to abate air pollution.

WHAT IS WISCONSIN DOING TO CONTROL AIR POLLUTION?

Background Legislation

In Wisconsin, as in other states, early regulation was the province of local governments; and most early ordinances were directed at the elimination of dense smoke. The City of Milwaukee enacted a smoke control ordinance in 1903. Other municipalities began smoke regulation under nuisance ordinances. These regulations were directed at single sources, and usually action was based on specific complaint rather than regular inspection.

Initial state legislative action in this field began at the physical core of the state government--the State Capitol. In 1909, Assembly Joint Resolution 65, enacted as Joint Resolution 30, requested the Madison Common Council to regulate the burning of soft coal in order to protect the Capitol from being "impaired by the sooty condition of the atmosphere which has become immeasurably worse during recent years in this city." By Chapter 493, Laws of 1915, the Legislature took direct action to regulate smoke in the Capitol area. The law prohibited the burning of bituminous coal in furnaces not equipped with smoke-preventing equipment in the several blocks surrounding Capitol Park.

Aside from direct control in the case of the State Capitol, the other concern of early state legislation was the passage of enabling acts to aid municipalities in controlling smoke. Chapter 314, Laws of 1911, authorized the City of Milwaukee to extend its area of smoke regulation to include a one-mile radius outside the city. Chapter 502, Laws of 1927, extended the provision to all cities and villages in the state.

The 1940 smog epidemics, particularly in Los Angeles and Pennsylvania, and the continued industrial growth in Milwaukee demonstrated that visible smoke from coal fires was not the only threat to a clean atmosphere. In 1948, following the enactment of enabling legislation by Chapter 128, Laws of 1947, the Milwaukee County Board enacted an anti-smoke ordinance and created a small enforcement agency. This agency had the power to bring violators to court and, should violations continue, to close down polluting sources. It also had the power to inspect new fuel-burning equipment before installation and could stipulate the types of fuel to be burned.

Because the enabling act which made such stringent enforcement possible pertained exclusively to Milwaukee County, questions arose concerning its constitutionality. In the face of possible court controversy, the Milwaukee County Board requested the state to pass further enabling legislation to extend to all counties the same options. A bill to do so was introduced in the 1951 session. Although enacted (Chapter 564, Laws of 1951), it passed the Legislature in an amended form which excluded the provision to include other counties. In June 1961, the constitutional question was decided by a Milwaukee circuit court, which declared the 1947 act unconstitutional on the grounds that it pertained exclusively

to Milwaukee County and thereby violated the uniformity clause of constitutional municipal home rule (Art. XI, Sec. 3). The Legislature responded by passing a law to allow similar regulation in any county (Chapter 508, Laws of 1961). On behalf of the smaller Wisconsin municipalities, it was stipulated that such county action should not supersede any municipal action which was at least as restrictive or more restrictive than the county-wide act.

Other miscellaneous changes were made in the state law, including increasing the size of population necessary for populous counties and stipulating additional items to be regulated. In 1953, following the 1950 U.S. Census, Chapter 53 was enacted to increase the population figure for populous counties included in the general enabling act. This law also added burning embers and sparks to the list of materials to be regulated. Chapter 340, Laws of 1957, added the regulation of radioactive materials.

Another area of state action has been the offering of economic incentives to bring about pollution abatement. Chapter 183, Laws of 1953, introduced by the Legislative Council, concerned water as well as air pollution. It allowed air pollution control facilities to be exempt from local taxation for 5 years after installation, unless the property resulted in net income. According to the Wisconsin Department of Taxation and the Board of Health, very little use has been made of this provision. As of August 1966, only 2 plants have taken advantage of the tax exemption and 2 others have made inquiries. (Information from the Property Tax Division, State Department of Taxation)

Recent Wisconsin Legislation

Progress toward enactment of a state control program in Wisconsin has been slow. In 1964, following the passage of Public Law 88-206 (the federal Clean Air Act), the State Board of Health established the Air Pollution Control Division.

The division was created by the board on June 5, 1964. Its purpose was to assist municipalities and local air pollution control agencies, to establish state-wide standards and regulations relating to permissible emission of air pollutants, and to bring state action where intermunicipal pollution occurred and localities failed to control it. Laboratory services were to be provided for air sampling. Until funds were provided for the program, staffs of other divisions were to serve the newly created agency. The Board of Health requested funds of \$85,695 for the agency for 1965-1967, but the request was denied with the Governor's recommendation that "Air pollution is not a major problem in Wisconsin and where it does exist the local units are beginning to take remedial action."

Funds for an air pollution control division were also provided in Assembly Bill 365, the Wisconsin Clean Air Act, introduced in the 1965 Legislature. An amendment to create an advisory committee representing various state agencies and groups was also introduced. No action was taken on the bill, however, and the division remains in a skeletal state with neither a director nor a program. Dr. E. H. Jorris, state health officer, in regard to the Air Pollution Control Division, has stated succinctly, "There are no programs." (Milwaukee Sentinel, November 16, 1966)

State Assistance to Municipalities in Wisconsin

The single state activity presently in operation is the technical assistance to communities through lending of sampling equipment and analyzing of air samples. This service is carried out by the Division of Occupational Health within the Board of Health. Testing equipment has been loaned to Eau Claire, Fond du Lac, La Crosse, Wisconsin Rapids, Green Bay and Rhinelander. Twelve municipalities have made use of the technical services of the division. They include Appleton, Eau Claire, Manitowoc, Morton, Waukesha,

Kenosha, Medford, Wausau, DeForest, Madison, Alma and Boyd. Also the Northern States Power Company has 5 monitoring systems for which the state provides equipment and laboratory services.

Other municipalities are part of the United States Public Health Service monitoring system. Areas included are Milwaukee and Door Counties and the Cities of Superior, Eau Claire, Madison, Racine and Kenosha. Both the City of Alma and Waukesha County have borrowed equipment for sampling purposes from the Public Health Service.

Air pollution control agencies are found in Beloit, Eau Claire, Fond du Lac, Green Bay, Janesville, La Crosse, Madison, Manitowoc, Milwaukee and Wauwatosa (headquarters of Milwaukee County air pollution control agency), Oshkosh, Superior and Wausau. Most of the more populous areas of the state have made use of governmental air sampling services. According to the 1966 Directory of Governmental Air Pollution Agencies, 13 Wisconsin municipalities have established air pollution control agencies, as compared with 22 in Michigan and 18 in Illinois. Minnesota has 4 and Iowa has 11 local control agencies.

THE GENERAL SCOPE OF STATE LEGISLATION ON AIR POLLUTION CONTROL

Generally, state statutes have dealt with the organizational and jurisdictional concerns. Setting of standards, with the exception of Colorado, has generally been left to the administering agencies. Enforcement is usually left to the local control district, even though the district itself may be established by the state law.

Creation of county and multicounty air pollution districts and interstate compacts illustrate state legislative concern with jurisdictional problems. Problems which may be better handled on the state level, such as the setting of standards for air quality and for abatement equipment, have been handled by administrative agencies rather than by direct legislation. Regulation of motor vehicles, at least new models, has become a federal rather than a state concern. States still may adopt legislation relating to used cars, and it has been suggested that states legislate to provide penalties for an owner's removing air pollution control devices required by the federal government after the models leave the factories. Also, state motor vehicle inspection may include inspection of such devices to be sure they are correctly installed and working efficiently.

APPENDIX

AIR POLLUTION LEGISLATION PROPOSED IN WISCONSIN

1909, AJR 65, Relating to control of smoke in the Capitol area. (Enacted as Jt. Res. 30)

1911, A 567, Authorizing cities to regulate and prohibit the emission of dense smoke within one mile outside the city limits. (Enacted as Chapter 314, Laws of 1911)

1915, S 592, Relating to the burning of bituminous coal within area surrounding Capitol Park. (Enacted as Chapter 493, Laws of 1915)

A 273, To regulate the smoke nuisance. (Indefinitely postponed)

1923, S 222, Relating to smoke nuisance in cities. (Refused to pass over Governor's veto)

A 330, Relating to the regulation of smoke nuisances. (Withdrawn and returned to authors)

1927, S 474, Relating to the regulation of smoke. (Enacted as Chapter 502, Laws of 1927)

- 1947, S 9, Relating to smoke regulations and powers of the county board in populous counties. (Enacted as Chapter 128, Laws of 1947)
- 1951, S 472, Relating to smoke regulation and obnoxious odors. (Enacted as Chapter 564, Laws of 1951)
- 1953, A 21, Relating to tax exemptions for pollution abatement facilities. (Enacted as Chapter 183, Laws of 1953)
- S 118, Relating to air pollution regulation in counties having a population of 500,000 or more. (Enacted as Chapter 53, Laws of 1953)
- 1955, S 157, Relating to air pollution control in counties having a population of 500,000 or more. (Indefinitely postponed)
- 1957, S 237, Relating to the control of radioactive dusts by the county department of air pollution regulation in counties having a population of 500,000 or more. (Enacted as Chapter 340, Laws of 1957)
- A 213, Relating to air pollution in counties having a population of 500,000 or more. (Indefinitely postponed)
- 1961, A 680, Relating to regulation of air, land or water pollution. (Withdrawn and returned to author)
- S 738, Relating to air pollution control. (Enacted as Chapter 508, Laws of 1961)
- SJR 52, Relating to a study of air pollution with special emphasis on the reduction of toxic gases emitted by motor vehicles. (Recalled from committee and rejected)
- 1965, A 365, Relating to creation of the Wisconsin Clean Air Act. (No action taken)

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