

Annual Report 2005 □

Wisconsin Legislative Reference Bureau



Cover photo by Kathleen Sitter, LRB

Table of Contents

| | |
|--|----|
| Letter of transmittal | iv |
| Mission statement | vi |
| Organization | 1 |
| Financial statement | 1 |
| Service to the Wisconsin Legislature | 2 |
| LRB in print and audio | 3 |
| Training | 4 |
| Outreach | 5 |
| Ongoing projects | 6 |
| Goals | 6 |
| Production | 7 |
| Staff | 8 |



Wisconsin Legislative Reference Bureau
One East Main Street, Suite 200
P.O. Box 2037
Madison, WI 53703
608-266-3561

October 2005

Members of the Joint Committee on Legislative Organization:

The Legislative Reference Bureau experienced a productive fiscal year 2005.

We met the goals we set in the previous fiscal year:

- We expanded and improved the LRB Seminars by updating the old courses and adding new courses, and the seminars committee prepared a course catalog. The LRB Seminars are an important way to teach new legislative staff about the Wisconsin legislative process.
- We completely redesigned the LRB Web site to improve its functionality and expand its scope. The site is now easier to navigate and has a cleaner look. Please visit <http://www.legis.state.wi.us/lrb/> to view the site.
- We improved our publications by updating special purpose publications and developing new ones, such as *Governing Wisconsin*. At our request the Department of Public Instruction helped determine the need for this publication, which we produce as a classroom resource. DPI distributes *Governing Wisconsin* to high school civics students and their teachers. We also post *Governing Wisconsin* on the LRB Web site, and legislators who speak to school groups or civics clubs may use the publication as a handout. In addition to improving our publications, we worked to reach a wider audience for our publications by aiming this publication at a younger audience, high school students.
- We made progress on converting our newspaper clippings collection to a searchable, online database. This year, more than 15,000 clippings were added to the database. We have also contracted out the task of scanning whole books of clippings. So far, approximately 350 books have been added to the database.
- We promoted the value of the Theobald Legislative Library as a resource by making library staff available to speak at venues such as the continuing education series conducted by the South Central Library System and the fall meeting of the Law Librarians Association of Wisconsin.

This year, we published the *2005-2006 Wisconsin Blue Book*. In 1931, the LRB took on the responsibility for compiling the biennial *Blue Book*, which continues to be our most popular publication. The Web pages dedicated to it draw more traffic than any other part of the LRB's Web site.

In 1950, the bureau began publishing some of its public policy information in serial form for the legislative members and for the public, starting with Wisconsin briefs, information bulletins, and research bulletins. These publications continue today, although the scope of some has changed, and certainly publishing technology has greatly improved. For example, in March the LRB began producing podcasts, which are short audio presentations posted to the LRB Web site. These brief interviews address public policy issues, the legislative process, and the Wisconsin Constitution, and are usually based upon an LRB publication.

Further—as we do in each biennium—we drafted the governor's budget bill, the Joint Committee on Finance's substitute amendment, and hundreds of amendments to the budget bill. Drafting the state budget always presents a major challenge for the LRB, as well as for most offices and agencies of the Wisconsin Legislature.

Our primary emphasis continues to be service to the Wisconsin Legislature, which we continue to perform with a careful, nonpartisan perspective and scrupulous concern for confidentiality.

Sincerely,



Stephen R. Miller

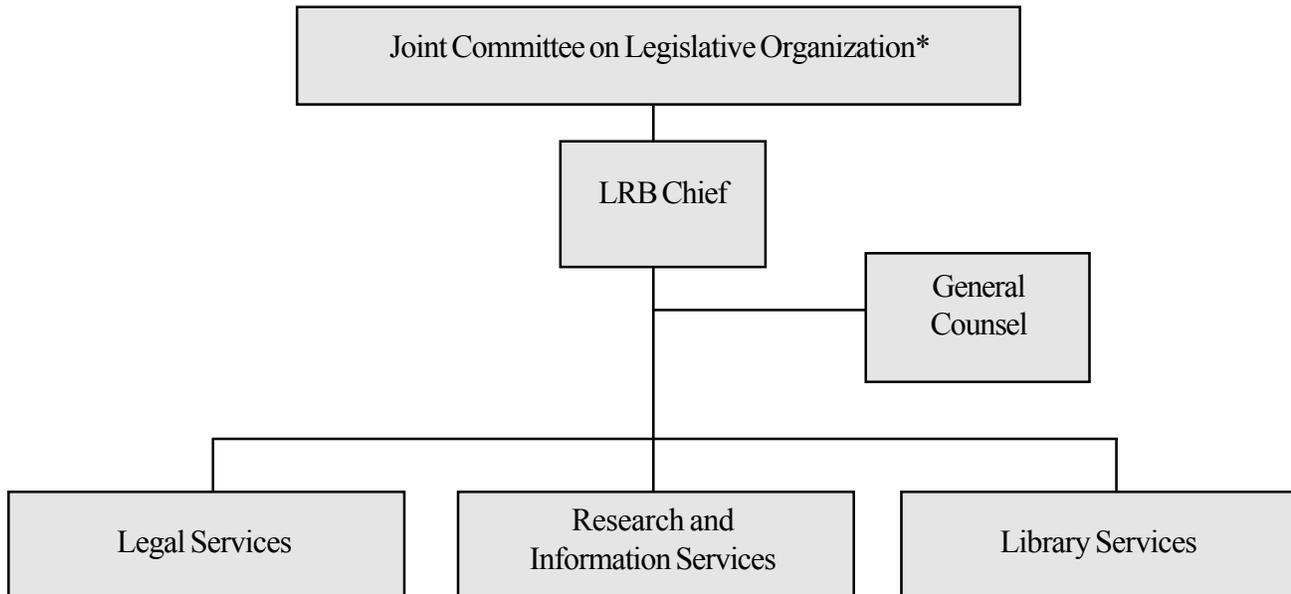
Chief

The Legislative Reference Bureau provides legal advice and legislative drafting to the Wisconsin Legislature, offers information about state government and issues before the legislature to the legislature and the public, and maintains a comprehensive collection of state government documents and other materials for the legislature and the public. Legislative Reference Bureau employees take pride in the legislative institution and are committed to providing these services confidentially, proficiently, and in a nonpartisan manner.



Kathleen Sitter, LRB

Organization



**Members of the Joint Committee on Legislative Organization: Representative John Gard and Senator Alan Lasee, cochairpersons, Representative Michael Huebsch, Representative Jeff Fitzgerald, Representative James Kreuser, Representative Jon Richards, Senator Dale Schultz, Senator Neal Kedzie, Senator Judith Robson, and Senator Dave Hansen.*

Financial statement

| | |
|---|--------------------|
| Salaries | \$2,926,069 |
| Benefits | 1,082,176 |
| Travel and training | 16,474 |
| Telecommunications | 10,495 |
| Insurance | 3,273 |
| Postage and employment advertising | 1,722 |
| New building expenses | 716,218 |
| Supplies and services, equipment, software, miscellaneous | 45,333 |
| TOTAL | \$4,801,760 |
| PROPERTY VALUE INVENTORY TOTAL | \$826,753 |

This statement is unaudited.
Source: Department of Administration

Service to the Wisconsin Legislature

The LRB's core values

Core values are the principles that guide an organization's actions and help establish its identity. The LRB's core values—nonpartisanship, confidentiality, expertise, and pride in the legislative institution—are essential to achieving excellence in service to the legislature.

The LRB has always served as a nonpartisan office. We work for no political party or faction, and we serve all legislators regardless of their party affiliation. LRB attorneys draft bills and give legal advice with no regard to the party affiliations of the legislators they serve. Our legislative analysts provide information and analysis with no partisan perspective. Our librarians have dedicated themselves to nonpartisan service. Legislators expect this nonpartisanship from the LRB, and we have earned their trust by providing it.

Our strict adherence to the statutory requirement of confidentiality also has earned the trust of those we serve. We maintain confidentiality in legislative drafting requests, research assignments, and library requests, and by doing so protect the interests of legislators and others who want to explore an undeveloped idea.

In all the work we do, we bring to bear the highest level of technical expertise that is available to us. We continually build that level of expertise by careful hiring practices, self-examination, training, and consultation with other organizations.

We take special pride in the legislative institution. Our nation was built upon the idea of representative democracy, and the legislature embodies that ideal. The LRB's contributions to the important functions of the legislature drive us to seek excellence in all that we do.

Executive budget bill

In the fall of 2004, the legal section began its work on the state's biennial budget bill, by far the largest single piece of legislation each session. The LRB's budget work begins in every even-numbered autumn with the drafting of state agency budget initiatives. Each budget item is prepared as a separate bill draft. Later in the year, the LRB drafts the governor's budget initiatives, working with the analysts in the State Budget Office. After the first of the odd-numbered year, the budget drafts are finalized and the governor decides which of these to include in the budget bill. Then the legal section combines the separate drafts, reconciles conflicts among them, and proofreads the resulting document. This year's budget bill, 2005 Assembly Bill 100, was 1,132 pages long.

After introduction, the budget bill is referred to the Joint Committee on Finance (JCF). As the members of JCF decide on changes to the bill, primarily in May and June, the LRB works with analysts at the Legislative Fiscal Bureau to produce amendments reflecting those decisions. There are typically hundreds of changes made at this step in the process. Once JCF finishes its work, the legal section produces the JCF substitute amendment by incorporating all of the changes into the bill, again reconciling conflicts and proofreading the resulting document. The bill then proceeds through each house of the legislature, and the legal section drafts amendments for individual legislators and for the caucuses. As for every bill, legal section staff members are available to draft amendments whenever the legislature is in floor session on the budget bill. This session, we produced over 400 budget amendments for floor action. Once the legislature completes its budget action, the LRB produces the enrolled bill, which reflects the amendments adopted by the legislature, and the enrolled bill goes to the governor.

LRB in print and audio

FYI

LRB library staff initiated a new bibliographic series, *FYI: A Select Bibliography*, to complement topics that were addressed at the Wisconsin Legislative Council Symposium Series (November 2004 to February 2005). The topics include asthma, healthy lifestyles, autism, branding and promotion, state trends in labor, state trends in trade agreements, state trends in population change, and state trends in health care. *FYI* is posted on the Internet (see <http://www.legis.state.wi.us/lrb/pubs/fyi.htm>).

LRB Podcasts

Last spring the LRB introduced LRB Podcasts. Generally, podcasts are audio files—usually MP3 files—that are posted to the Internet as enclosures to RSS documents. LRB Podcasts are five-minute LRB staff interviews that address public policy issues, the legislative process, Wisconsin civics, the Wisconsin Constitution, and LRB services. LRB Podcasts can be heard at <http://www.legis.state.wi.us/lrb/podcasts/> and can be downloaded and heard via a desktop computer or with a portable music player.

Governing Wisconsin

The LRB recently began publishing *Governing Wisconsin*, a series of civics papers for high school students. Each issue of *Governing Wisconsin* is two pages long and discusses a fundamental aspect of Wisconsin's government. The LRB plans to publish approximately 24 issues in the series over the next year. Each issue will be posted at <http://www.legis.state.wi.us/lrb/GW/> in PDF format.

Snapshot

Snapshot is a new publication from the LRB, designed as a personalized pamphlet for each member of the Wisconsin Legislature to give to constituents. Each two-sided, black-and-white pamphlet contains the legislator's photo and biography, a district map, and demographic information from each senate district, including details for each assembly district. Analysts and editors in the LRB's research and information services section collaborated to produce *Snapshot*. The publication was delivered to legislators in May.

Wisconsin Blue Book

The LRB's research and information services section recently finished work on the *2005-2006 Wisconsin Blue Book*, Wisconsin's biennial almanac of state government. Analysts and editors researched and compiled information for the book, which includes legislators' biographies, state demographics, statistics, and history. Robin Ryan, legislative attorney for the LRB, and Amanda Todd, public information officer for the Wisconsin Supreme Court, wrote the feature article, "The Wisconsin Court System: Demystifying the Judicial Branch." Senior Publications Editor Kathleen Sitter supervised the design of the 80-plus page article. The cover of the *Blue Book* features the mural *Justice* from the rotunda of the state capitol. Two study guides for the *Blue Book*, one for elementary students and one for high school students, are also available. Go to <http://www.legis.state.wi.us/lrb/pubs/bluebook.htm> for more information.

Print and audio, continued

Wisconsin Legislative District Almanac

The Government Information Round Table of the Wisconsin Library Association awarded the *Wisconsin Legislative District Almanac*, 2nd Edition / Elizabeth Mowery and A. Peter Cannon, an honorable mention Wisconsin Distinguished Government Document Award.

Wisconsin songs and ballads

Audio clips of Wisconsin songs and ballads are now available on the LRB's Web site. Clips include the state song ("On, Wisconsin"), the state ballad ("Oh Wisconsin, Land of My Dreams"), and the state waltz ("The Wisconsin Waltz"). Please visit <http://www.legis.state.wi.us/lrb/bb/03bb/songs.htm> to hear the clips.

Training

The Practice and Profession of Legislative Editing

Beginning on October 7, 2004, the National Conference of State Legislatures (NCSL) hosted a three-day training conference in Madison for staff members in legislative drafting agencies nationwide who edit or proofread legislation. The conference was the first of its kind hosted by NCSL. Members of the LRB's legal services section planned the conference and served as introducers, moderators, presenters, and panelists at the conference. In addition, Rob Marchant, Wisconsin's senate chief clerk, opened the conference with a talk, "What is 'legislative editing'?" Anita Samen, managing editor at the University of Chicago Press and part of the team that prepared the 15th edition of *The Chicago Manual of Style*, provided a luncheon session on "the editorial mind." The conference was a success: editing staff from 23 states, Canada, and South Africa participated, and a second training conference for legislative editors is in the works for 2006.

LRB Seminars

The LRB Seminars provide training opportunities for legislative and service agency staff. This year, the LRB Seminars continued with a sixth series. LRB staff presented seminars on utilizing the resources of the library section and the research section, using the *Index to the Bulletin of the Proceedings* to locate legislation, and understanding the bill drafting process, including constitutional considerations when drafting and ways to collaborate effectively with bill drafters. The LRB applied for and received Continuing Legal Education (CLE) credits for three of the six seminars held. Please visit <http://www.legis.state.wi.us/lrb/seminars/> for more information.

The LRB has published a 2005 Seminars Catalog, which lists the seminars that have been developed since the inception of the LRB Seminars and provides course descriptions. Please visit <http://lrb/intralrb/Seminars/Catalog.htm> to view the catalog.

Outreach

International student exchange

In April, the LRB received a visit from several international students participating in the Aspect Foundation student exchange program. The students were visiting the capitol as guests of Representative Mary Hubler. LRB Chief Steve Miller greeted the students, and Senior Legislative Attorney Gordon Malaise gave the students a presentation on the bill drafting process. The students hailed from the Ukraine, Belarus, Russia, and Kazakhstan.

Mr. Malaise spoke to the students about the process of transforming ideas into legislation. "I began by conveying the core values that guide our work, such as confidentiality, nonpartisanship, professionalism, and loyalty to the institution of the legislature." He then walked the students through the drafting process, from the initial idea to research, advice, drafting, and redrafting, to the bill's introduction in the legislature. Mr. Malaise also mentioned other services provided by the LRB, such as fielding constituent questions, preparing legal memoranda, and helping legislators analyze problems and formulate solutions.

The students were well informed about American government, and they had a good discussion about various issues. "The students were especially intrigued by the LRB's duty to remain nonpartisan in a partisan environment," Mr. Malaise said. They questioned him about the kinds of activities in which he felt free to participate outside of the office and those in which he did not, posing hypothetical questions, such as, "Would you join the ACLU?" and "Are you allowed to vote?" They also asked about the reasons for confidentiality.

National Library Week

In celebration of National Library Week (April 10-16, 2005), the library services staff sponsored several online contests for legislative staff and held an open house. Like last year, legislative staff submitted favorite book titles and reviews, the results of which were published as an issue of *Tap the Power* entitled "Favorite Books IV." Visit <http://www.legis.state.wi.us/lrb/pubs/ttp/ttp-06-2005.html> for this issue.

Presentations

In April, Legislative Librarian Arden Rice spoke at the South Central Library System continuing education series about locating government documents on the Internet. In September, Ms. Rice, along with Managing Librarian Marian Rogers and Legislative Analyst Bob Paolino (from the LRB's research section) spoke at the fall meeting of the Law Librarians Association of Wisconsin about the LRB's reference services, library services, and production of the *Index to the Bulletin of the Proceedings*.

The State, University & UWHC Employees Combined Campaign

The LRB's SECC committee held a used book sale again this year. For the first time, CDs, videotapes, and DVDs were offered. A large quantity of new greeting cards was also donated to the sale. This year we earned \$157.50, \$50.00 more than in the 2004 benefit sale.

Ongoing projects

International trade agreement research

Staff of the LRB and Chief of Research Services John Stolzenberg and Staff Attorney Mary Offerdahl of the Legislative Council Staff were recently given the task of researching the impact of international trade agreements on the actions of the Wisconsin Legislature.

The effect of international trade agreements on state legislatures was first brought to the attention of the Wisconsin Legislature during a speech on international trade agreements earlier this year. International trade agreements, such as the North American Free Trade Agreement (NAFTA) and the General Agreement on Tariffs and Trade (GATT), generally attempt to lower the barriers on trade between nations. In some instances these agreements are causing problems for state governments and creating constitutional conflicts.

For example, a Canadian company recently brought an action against the U.S. before a World Trade Organization (WTO) tribunal after the California Legislature outlawed a certain gasoline additive. The Canadian company, which produces the additive, argued that California's law violated an international trade agreement. Another recent case involved the state of Massachusetts, which passed legislation prohibiting purchases from any country that conducts business with Myanmar (formerly Burma). Japan and a number of European countries brought suit at the WTO, but before that action was completed an action was brought in U.S. federal courts, and the Supreme Court ultimately ruled that Massachusetts could not impose such a law.

The LRB-Legislative Council research team is now working to determine how international trade agreements and recent rulings will affect the legislative process, including bill drafting at the LRB. The team plans to present options to the bureau chiefs on handling the issue.

Wisconsin Legislative Oral History Project

The LRB—along with the senate chief clerk and members of the Joint Legislative Council Staff, the Legislative Technology Services Bureau (LTSB), and the Wisconsin Historical Society—has continued its work on the oral history project for the Wisconsin Legislature. Former members of the legislature have been invited to participate in the project, and plans have been made to begin recording oral histories. The purpose of the project is to interview as many former legislators as possible, to record the interviews, and to archive the oral histories both at the LRB and the Historical Society.

Goals

The Legislative Reference Bureau strives to improve its services and fulfill its commitment to the Wisconsin Legislature and the residents of Wisconsin. In the next fiscal year, the LRB will:

- Work with LTSB to improve the Text2000 system that is used for bill drafting.
- Videotape the LRB Seminars and begin to build a library of training videos for legislative staff.
- Install a new library catalog to offer improved searching capabilities to our library users.
- Begin taping of the oral history project in cooperation with the senate chief clerk.

Production

| | 2003-04 | 2004-05 |
|---|---------|---------|
| Legal Section | | |
| Bills, amendments, and resolutions drafted | 4,492 | 4,904 |
| Information and Research Section | | |
| Research bulletins published | 1 | 1 |
| Informational bulletins published | 4 | 2 |
| Wisconsin briefs published | 19 | 15 |
| Legislative briefs published | 3 | 0 |
| Budget briefs published | 2 | 0 |
| Total information requests | 23,544 | 20,849 |
| Requests from legislators | 3,695 | 3,234 |
| Requests from the general public | 19,849 | 17,615 |
| Library Section | | |
| Total LRBCAT (library catalog) titles | 44,368 | 45,828 |
| Titles added during the fiscal year | 1,264 | 1,460 |
| Total barcoded items in collection | 57,610 | 60,849 |
| Barcoded items added during fiscal year | 2,972 | 3,239 |
| Publications acquired—reference and circulation | 1,966 | 1,993 |
| Publications received—Wisconsin documents | 1,804 | 1,880 |
| Number received through depository | 1,103 | 1,008 |
| Number received directly from state agencies | 701 | 872 |
| Updates to loose-leaf manuals | 539 | 63* □ |
| Magazine/journal issues processed | 523 | 536 |
| Magazine/journal subscriptions | 43 | 43 |
| Clippings processed and classified | 9,158 | 17,487 |
| Indexes to the <i>Bulletin of the Proceedings</i> published | 2 | 2 |
| Special purpose publications published | | |
| <i>Constitutional Highlights</i> | 1 | 2 |
| LRB Podcasts | — | 12 |
| <i>Tap the Power</i> | 12 | 12 |
| <i>Wisconsin at a Glance</i> | 3 | 1 |

*One loose-leaf title was discontinued, and the method of counting was changed.

Staff

Stephen Miller, Chief
Peter Dykman, General Counsel

Library Services

Marian Rogers, Managing Librarian
Rose Arnold, Senior Legislative Librarian
Patricia Helgerson, Senior Legislative Librarian
Allan Marty, Library Services Assistant
Arden Rice, Legislative Librarian
Eileen Snyder, Legislative Librarian

Research and Information Services

Larry Barish, Research Manager
Jason Anderson, Legislative Analyst
Shanin Brown, Legislative Analyst
Victoria Enright, Senior Publications Editor
Anthony Gad, Legislative Analyst
Lauren Jackson, Publications Editor
Michael Keane, Legislative Analyst
Lynn Lemanski, Senior Publications Editor
Robert Paolino, Legislative Analyst
Clark Radatz, Legislative Analyst
Daniel Ritsche, Advanced Legislative Analyst
Kathleen Sitter, Senior Publications Editor

Administrative Services

Cathlene Hanaman, Attorney and Adm. Svcs. Manager
Mike Barman, Senior Program Assistant
Sarah Basford, Program Assistant
Joy Dyer, Senior Legislative Editor
Lynn Emery, Program Assistant
Kathy Follett, Legislative Editor
Jean Frantzen, Legislative Processing Specialist
Patty Greenslet, Legislative Processing Specialist
Caroline Haugen, LPS Supervisor
Peter Herman, Information Technology Analyst
Shelly Herritz, Human Resources Specialist
Wendy Jackson, Legislative Editor
Laura Kunkel, Legislative Editor
Karen Marty, Clerical Assistant
Lori Northrop, Program Assistant
Ron Schlueter, Legislative Processing Specialist
Chris Siciliano, Senior Legislative Editor

Legal Services

Richard Champagne, Senior Attorney
Michael Dsida, Attorney
Aaron Gary, Attorney
Mary Gibson-Glass, Senior Attorney
Peter Grant, Managing Attorney
Peggy Hurley, Attorney
Pamela Kahler, Senior Attorney
Debora Kennedy, Managing Attorney
Robin Kite, Senior Attorney
Joseph Kreye, Senior Attorney
Jeffery Kuesel, Managing Attorney
Mark Kunkel, Senior Attorney
Madelon Lief, Senior Attorney
Gordon Malaise, Senior Attorney
Robert Nelson, Senior Attorney
Robin Ryan, Attorney
Marc Shovers, Senior Attorney
Christopher Sundberg, Attorney
Rebecca Tradewell, Managing Attorney

Staff shown as of June 30, 2005.
During the fiscal year, Peter Cannon,
Richard Roe, and Jamie Hofmeister
left the bureau.

