

The State of Wisconsin

THE LEGISLATIVE REFERENCE BUREAU
CAN HELP YOU

Legislative Reference Bureau
State Capitol
Madison, Wis. 53702

Informational Bulletin 70-6
November 1970

Handwritten mark resembling a stylized 'E' or '6'.

Faded text in a rectangular box, likely a table of contents or index.

Faded text in a rectangular box, likely a table of contents or index.

Faded text in a rectangular box, likely a table of contents or index.

Table of Contents

- Highlights yellow
- Reference and Research 1
- Bill Drafting 6
- How You Can Help Us 9
- History of Reference Bureau10



LEGISLATURE

Joint Committee on Legislative Organization
 Sections 13.80 and 13.90

Legislative Reference Bureau
 Section 13.92

Chief
 Section 13.92 (intro.) and (2)

**Reference and Library
 Section 13.92 (1) (a)**

Permanent
 Director(res. analyst) 1
 Research analyst 3 .. 2
 Research analyst 1 .. 2
 Tech. asst.(unclass.) 1
 Librarian 3 1
 Librarian 2 1
 Librarian 1 1
 Library technician .. 1
 Library assistant ... 1
 Clerk 2 1

Sessional
 none

Reference: perform spot reference services, prepare studies on topics of current interest, compile and edit the Wisconsin Blue Book.

Library: Acquire, catalog and index publications; index legislation; inventory library holdings to periodically update collection.

**Legislative Attorneys
 Section 13.92 (1) (b)**

Permanent
 Director(atty.13) 1
 Legislative attorneys
 (atty. 12) 1
 (atty. 11) 3

Sessional
 Legislative attorneys
 (atty. 11) 3

Bill drafting for legislators, legislative committees and state departments; others only upon authorization by a legislator. Informal assistance to presiding officers on questions of parliamentary law and procedure.

Permanent

Admin.asst. 1 1
 Tech.typist 2 2
 Tech.typist 1 4
 Clerk 3(trainee) 1
 Stock clerk 2 1

Sessional

Typist 2 2
 Machine operator 1 .. 1

Typing, proofreading, maintaining drafting files. Budgeting, accounting and records. Operating duplicating machines etc.

THE LEGISLATIVE REFERENCE BUREAU CAN HELP YOU

INTRODUCING OURSELVES

Organization of the Bureau

The bureau is a service agency in the legislative branch, operating under the direction of the Joint Committee on Legislative Organization.

Chief: H. Rupert Theobald. The Chief is head of the entire bureau.

Director of Reference and Library: Patricia V. Robbins, in charge of the Reference and Research Section, comprising the research and library staffs. Blue Book editor.

Director of Legislative Attorneys: Michael R. Vaughan, supervising the legal services of the Drafting Section.

Chief Clerk: Mrs. Karen Gilfoy, in charge of the Administrative Section, comprising technical typists, clerks, typists and machine operator.

Where You Can Find Us

Room 201 North, 2nd floor, North Wing, in the State Capitol. Under the Capitol's continental numbering plan there is a Ground floor and 1st, 2nd, 3rd and 4th floors.

When you enter the Legislative Reference Bureau, you will find that our various offices line our corridor.

CHIEF'S OFFICE — At the end of the hallway.

BILL DRAFTING — Room 211 North. First door on the left as you enter our outer door. Legislative attorneys are located here. To have a bill drafted, please consult one of them.

PICK UP BILLS HERE — Room 215 North. Inquire here concerning the current status of your drafting request. Also, when the draft has been made ready for introduction, stop in this room to pick up the jacket.

REFERENCE AND RESEARCH — Room 221 North. At the end of the hallway beyond the Chief's office is our Reference Room, containing reference materials, study tables, and housing our research staff. Go to the **INFORMATION** counter for assistance from our research analysts. To enter our library stacks (we have 4 floors of stacks) sign in at the information counter.

How to Reach Us by Telephone

CALL 266-3561. If you are calling from inside the Capitol or state office buildings, dial 6-3561. Our area code is 608.

When your call is answered, PLEASE ask for bill drafting, reference or an individual.

Our Office Hours

7:45 a.m. — 4:30 p.m., including the noon hour. WHEN THE LEGISLATURE IS IN SESSION, we are open at least until 5:30 p.m. and remain open until the last house adjourns for the day.

LEGISLATIVE REFERENCE BUREAU

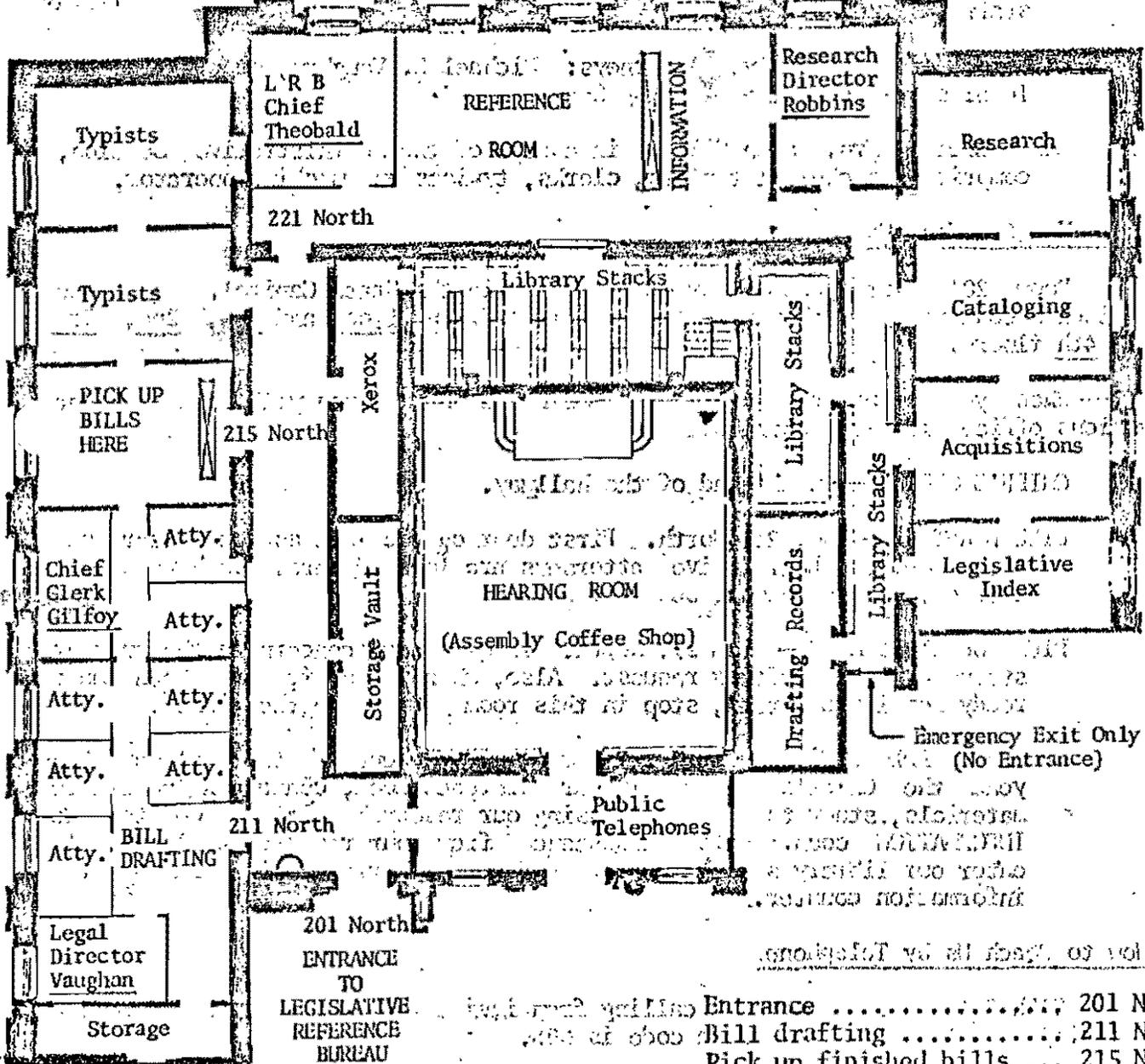
OFFICE OF THE LEGISLATIVE REFERENCE BUREAU

GUIDE TO THE OFFICES OF THE LEGISLATIVE REFERENCE BUREAU

Second Floor North, State Capitol

Chief: H. R. Theobald

Deputy: P. V. Robbins



- Entrance 201 North
- Bill drafting 211 North
- Pick up finished bills ... 215 North
- Information and library ... 221 North
- Chief: H.R. Theobald 221 North
- Deputy: P.V. Robbins 221 North
- Drafting: M.R. Vaughan ... 211 North

Additional text at the bottom of the page, partially obscured and difficult to read.

OUR SERVICES

Research - Bill Drafting - Library Services

The Legislative Reference Bureau is a research organization. Our services include responding to questions on government and legislation presented by telephone, letter and personal inquiry, preparing informational reports on governmental problems, and publishing the biennial WISCONSIN BLUE BOOK.

The Legislative Reference Bureau is a bill drafting organization. All measures introduced in the Wisconsin Legislature must be either drafted or processed for introduction by our legislative attorneys.

To aid us in our reference, research and bill drafting functions, we maintain a collection of current materials on subjects pertaining to state, local and the federal governments. This collection occupies 4 floors of library stacks and is an invaluable tool for our researchers, bill draftsmen and patrons.

Everyone Can Study Here

The Legislative Reference Bureau was established primarily to give unbiased professional research and bill drafting assistance to the Legislature. Although it is a legislative service agency, the statutes direct it also to serve state departments, students of government and citizens generally. As a result we provide a great variety of information on all aspects of state and local government to everyone who needs such assistance. Questions come to us by letter, personal contact and telephone. Approximately 8,800 information requests (including 1,400 from legislators) are received annually. Since our primary responsibility and time must go to servicing legislative requests, we can give only limited assistance to others but make our library facilities freely available to other state agencies and citizens generally. The bureau's facilities are available on a factual, nonpartisan basis.

Staff Ready to Help You

To carry out our assigned tasks we have a staff of 27 permanent and 6 sessional positions, all filled under the state classified civil service law. Headed by our chief, we are organized into 3 sections: the reference and research staff (comprised of research analysts and librarians), the bill drafting staff (our legislative attorneys), and the administrative staff, which provides the clerical and "housekeeping" services for the other 2 groups. During legislative sessions we add supplementary legislative attorneys, typists and a machine operator.

SPECIAL MEMO TO LEGISLATORS: You can bring your requests for information or for bill drafts personally to our agency, or you can send them via a page or your secretary. Please be sure the instructions are clear and complete. Indicate when you must have the information or the bill draft, but please allow sufficient time for difficult projects.

REFERENCE AND RESEARCH SERVICES

Reference and Spot Research

Section 13.92 (1) of the Wisconsin Statutes charges the Legislative Reference Bureau with the responsibility of collecting, indexing, and making available in the most suitable form information on government which will aid legislators and others in the performance of their duties and of utilizing its materials to prepare studies and reports on subjects that are or may become items of concern to them. Our research analysts regularly locate, compile and digest information on pending and past legislation and government generally.

If you have a question, telephone, write or come in person to the Reference Room and seek the assistance of a research analyst. Every request is given individual attention. If there is an answer to be found, it is provided. When the resources of the bureau prove inadequate, we make use of the facilities available through other government agencies and libraries in Wisconsin and other states.

Whether you want to know the history of a section of the statutes or the "pros and cons" of a specific legislative proposal, we will try to help you.

The chart at page 5 traces the steps taken by the Legislative Reference Bureau on filling a request for information.

Informational Reports

Part of the work of the reference bureau involves preparation of informational reports on the problems of government, with special reference to Wisconsin. Some are prepared on our own initiative; others are done at the request of individual legislators, the Legislative Council, legislative interim committees, or administrative departments. We produce 5 different types of topical reports for distribution free of charge:

1. Research Reports — the result of major studies of problems pertinent to Wisconsin state government which normally require the collection of substantial amounts of basic and secondary materials.

2. Informational Bulletins — comprehensive but shorter reports, normally dependent upon the research of others or entailing limited research in more specific areas than Research Reports.

3. Wisconsin Briefs — relatively short, concise summations of material from other sources on specific subjects of high immediate interest.

4. Wisconsin Facts — single sheet reports, largely statistical, which apply specifically to Wisconsin.

5. Comparative Facts — single sheet reports, also largely statistical, which provide data on all or some of the other states as well as Wisconsin.

Generally, only one copy of any report can be provided any requester. When the supply of free copies is exhausted, loan copies are available.

Wisconsin Blue Book

Another of our functions is preparing the WISCONSIN BLUE BOOK for publication biennially in even-numbered years. This entails establishing the format of the volume within statutory restrictions and securing cooperation from a variety of state agencies in providing data. We compile such data as is not otherwise available and edit all materials. The result is the most detailed almanac in existence on subjects concerning Wisconsin, designed primarily as part of the state's effort to keep the electorate informed. The WISCONSIN BLUE BOOK is published in the fall of even-numbered years, shortly before the September primaries.

It contains articles describing the organization, responsibilities and accomplishments of the legislative, judicial and executive departments and all state agencies and provides biographies and pictures of elected officials, Supreme Court justices, legislators and Wisconsin members of the U. S. Congress. Over 150 pages of basic statistical information on such items as population, school enrollment, industry, agriculture, elections, local governments and public finance are included. The Wisconsin Constitution is included in each edition, as is a feature article on a subject of general interest. The feature article in the 1970 edition traces the history and policy considerations of legislative apportionment in Wisconsin.

Wisconsin Book

Beginning in 1967 we were authorized by Section 35.24 (1) (b) of the statutes to prepare and issue a supplementary publication called the WISCONSIN BOOK. It was issued in May of 1967 and 1969 as a preview to the Blue Book. A short, paperback book, the WISCONSIN BOOK included election data and brief biographies of public officials as soon after the November elections as possible. Section 35.24 (1) (6) of the 1967 Statutes, which authorized the publication of this book, was repealed by the 1969 Budget Act (ch. 154, laws of 1969); therefore, a WISCONSIN BOOK will not be published in 1971.

The reference bureau has no part in distribution of the Blue Book. It is distributed by Document Sales, State Office Building, Madison. The price is \$1. Copies are sent without charge to all public and private schools in Wisconsin as well as to public libraries and government officials. Private citizens may sometimes secure a copy through the state Senator or Representative to the Assembly from their district.

Library Collections

Circulating collection. The circulating library collection we maintain is invaluable to the services we render. It is cataloged separately by subject matter and author. Since currency is a basic consideration, it contains a preponderance of ephemeral materials, augmented by substantial basic reference works and a small number of books. Official reports of administrative agencies of Wisconsin and other states, studies on social, economic and governmental problems, and legislative records are kept.

Particular emphasis of the material is on state and local government, but a broad range of subjects in the social sciences which have a direct bearing upon the operation of state and local government are also included. Areas of particular strength are: legislative procedure, labor, elections, government

finance, budgeting and taxation, civil service, counties, municipalities, state administrative organization, public welfare institutions, public assistance, probation, mental health, education, highway safety, agriculture, pollution, conservation and industrial development.

An unusual part of our library is our vast CLIPPING COLLECTION, which provides our researchers and public with some 15,000 new items a year in the areas of legislative and public administration interest. Extracted from newspapers and periodicals, and filed by subject matter along with our other library collection, the clippings provide current and precise information that is usually unavailable from other sources. Because clipping files cannot be replaced, their circulation is limited to use in the Capital building.

Reference collection. The noncirculating reference collection includes Wisconsin Statutes, session laws, legislative journals and indexes, Supreme Court Reports, Attorney Generals' Opinions - all since the beginning of statehood - and all the bills introduced in the Legislature since 1897. In addition, it contains U.S. Census publications, the Congressional Record and a small number of other common reference works, such as the Book of the States, Statistical Abstract of the United States, World Almanac, encyclopedias and the Congressional Quarterly.

In our Reference Room you will also find a CARD INDEX TO ALL LEGISLATION introduced since 1897, filed chronologically by subject matter.

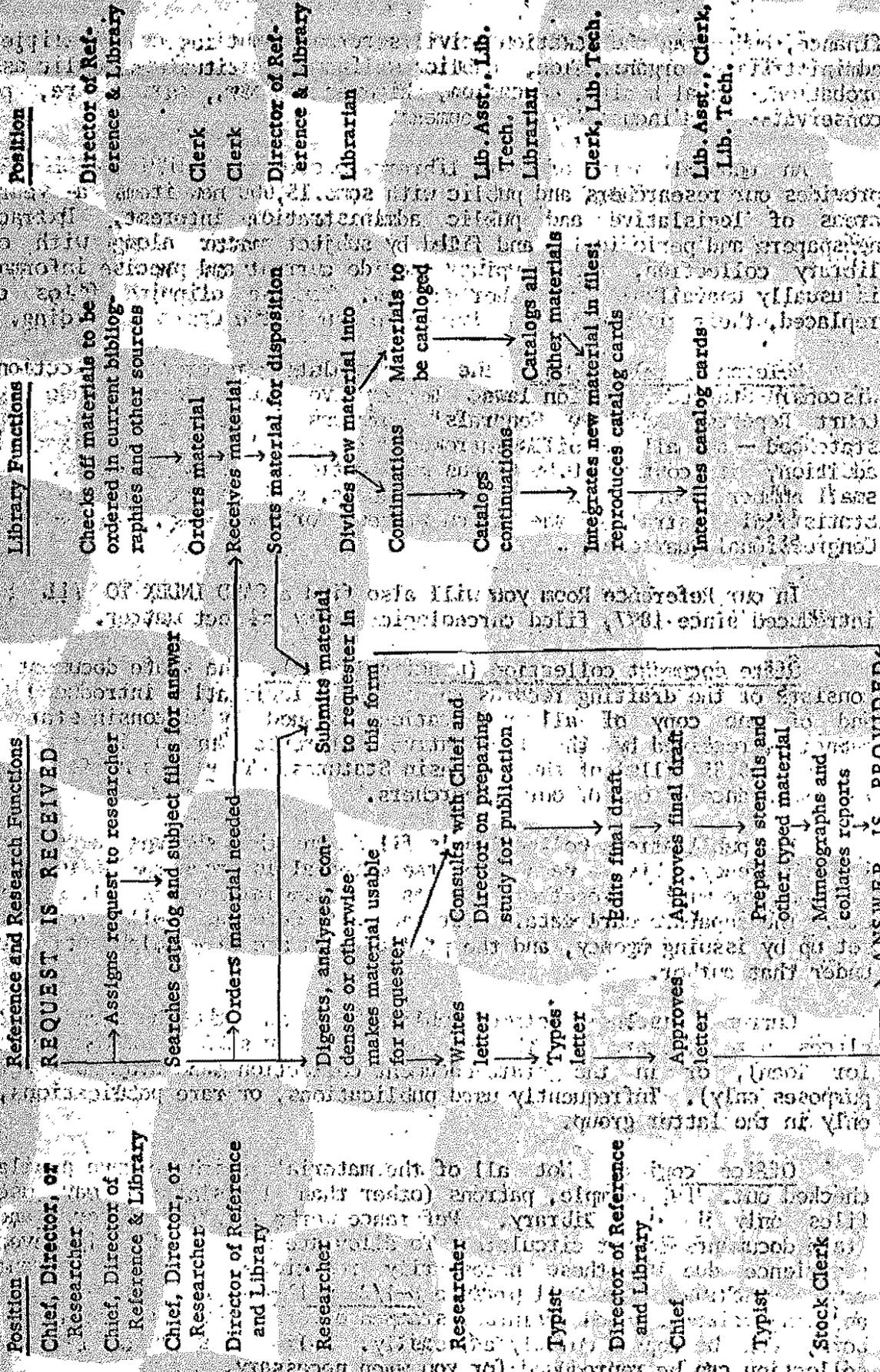
State document collection (noncirculating). The state document collection consists of the drafting records to Wisconsin legislation introduced since 1927, and of one copy of all publications issued by Wisconsin state government agencies, received by the Legislative Reference Bureau in compliance with Section 35.85 (11m) of the Wisconsin Statutes. To view a drafting record, get the assistance of one of our researchers.

The publications collection is filed on the shelves according to the issuing agency. Within each group the material is organized so that all reports of one type will be together, such as all biennial reports, all series reports, etc. The separate card catalog for the state document collection is likewise set up by issuing agency, and the publications are filed alphabetically by title under that author.

Current Wisconsin state publications may thus be found in 2 different places in the library: on the regular shelves by subject matter (and available for loan), or in the state document collection (and available for reference purposes only). Infrequently used publications, or rare publications, are kept only in the latter group.

Office copier. Not all of the materials which we have available may be checked out. For example, patrons (other than legislators) may use clipping files only in the library. Reference works, drafting records and copies of state documents cannot circulate. To alleviate some of the inconvenience you experience due to these necessarily restrictive policies, we rent an office copying machine. This will produce 8-1/2 by 11-inch copies from any original: anything written, typed, printed, stamped or drawn, even if contained in a bound book, can be copied quickly and easily. A limited amount of material from our collection can be reproduced for you when necessary.

HOW DO WE ANSWER YOUR QUESTIONS?



Position

Chief, Director, or Researcher

Chief, Director of Reference & Library

Chief, Director, or Researcher

Director of Reference and Library

Researcher

Researcher

Researcher

Typist

Director of Reference and Library

Chief

Typist

Stock Clerk

Reference and Research Functions

REQUEST IS RECEIVED

Assigns request to researcher

Searches catalog and subject files for answer

Orders material needed

Digests, analyzes, condenses or otherwise makes material usable for requester

Writes letter

Types letter

Approves letter

Approves final draft

Prepares stencils and other typed material

Mineographs and collates reports

ANSWER IS PROVIDED

Reports remain available in anticipation of future reference requests

Library Functions

Checks off materials to be ordered in current bibliographies and other sources

Orders material

Receives material

Sorts material for disposition

Divides new material into Continuations and Materials to be cataloged

Catalogs continuations

Integrates new material in files and reproduces catalog cards

Interfiles catalog cards

Position

Director of Reference & Library

Clerk

Clerk

Director of Reference & Library

Librarian

Lib. Asst., Lib. Tech.

Librarian

Clerk, Lib. Tech.

Lib. Asst., Clerk, Lib. Tech.

Lib. Asst., Clerk, Lib. Tech.

BILL DRAFTING SERVICES

Section 13.92 (1) (b) of the Wisconsin Statutes charges the Legislative Reference Bureau with the responsibility of preparing legislative proposals. Nonpartisan, fact-finding, confidential service is stipulated, and we exert constant effort to fulfill this mandate. As a service to the Chief Clerks of the 2 houses, the drafting section also enrolls all legislation which is to be submitted to the Governor.

How to Request a Bill Draft

We draft bills for legislators (members and members-elect), legislative committees, the Legislative Council, audits committees, independent interim committees of the Legislative state agencies and certain state-wide governmental organizations such as the League of Wisconsin Municipalities, Wisconsin County Boards Association, Wisconsin Towns Association and Wisconsin State Employees Association.

We provide this service for others, including lobbyists, only at the specific request of a legislator or standing committee, preferably in writing (a letter, note, or just the mark "OK" and a member's signature on a tentative draft is acceptable). It is not always easy to secure written approval though, and so substitution of verbal permission by a legislator to a bill draftsman is also agreeable. The authorization, whether verbal or in writing, should relate to the specific proposal if at all possible. This insures that legislators have full knowledge of all proposals initiated under their names and thus avoids misunderstandings between the requester, the legislator involved, and the Legislative Reference Bureau. It also demonstrates that at least one legislator is receptive to the bill, and eliminates the waste of manpower involved in drafting proposals which have the support of no one. The rendering of such permission by a legislator does not obligate him to introduce the measure.

When the legislator who authorized the draft decides that he does not want to introduce it, the person who wanted the draft must try to "shift" to another legislator if his bill is to be introduced. After the 51st day of the session, only the individual listed as the requester on the 51st day can introduce a bill in the Assembly as a matter of right. The Senate has deleted this deadline from its rules.

When a measure is to be shifted to preserve the right of Assembly introduction, it is the requester's responsibility to inform the Representative giving the original permission that the measure is no longer under his name and to secure authorization from a second Representative willing to introduce the proposal. The rules on obtaining permission for drafting requests are also applicable here.

When to Request a Bill Draft

Submit your bill drafting request early. If at all possible, submit it prior to the start of the session in January. In past sessions, we have managed to just about keep up with the flow of requests until the start of the session, but from the middle of January until the end of March we develop a backlog of 1,500 drafting requests or more, so that you might have to wait several weeks for a specific draft. Let us know which draft you need in a hurry; we will try to give it special treatment (however, that procedure works only when the number of drafts wanted in a hurry is limited). We always try to keep current on drafting requests for amendments to legislation already introduced.

The Drafting Process

We receive bill drafting requests in Room 211 North. When submitting requests, patrons are encouraged to provide as much pertinent information as possible. The explanation of what is desired should be detailed and complete. A clear-cut statement on what the proposal is intended to accomplish is also important.

It is the task of the Legislative Reference Bureau to put ideas into proper form. This raw material must be furnished by the requester. We cannot, and will not, supply the basic ideas for a bill draft or comment on its desirability as a matter of public policy. We can, and will, use our skills to express your ideas in writing as clearly as possible, to accomplish the desired change in the law and to avoid constitutional conflicts.

If a tentative draft prepared in advance is submitted, the name of the writer should accompany it unless there is a compelling reason for not disclosing the source. If a request is urgent you should indicate so, and we will make an effort to speed the drafting. This should be done sparingly for if many requests are labeled "urgent" the net effect is that all are delayed. You should also request any extra copies of the bill you will need at this time. If no special instructions are given, only one copy will be submitted to you.

After receiving and recording a request we conduct the study necessary for a successful end product. Then the draft is prepared and checked to insure that it is correct in form and technique. All Wisconsin bills must be adapted to existing statutes. If a statute exists on the subject, new legislation must amend or repeal existing laws; if no statute exists, the new legislation must create a provision which fits into the existing statutes. Following the initial draft you may suggest revisions. When you decide that the bill is in satisfactory order, we prepare the documents necessary for introduction in the Legislature. Allow about one day for the preparation of the jacket and the required number of copies. We handle nearly 9,000 drafting requests in this manner during a legislative session.

The accompanying chart presents the sequence of this process in detail (following page 7).

Bill Analyses

Beginning with the 1967 session, all bills introduced (and all important joint resolutions and resolutions) carry a brief analysis prepared by the bureau. Written by the same draftsman who drafts the bill, the analysis attempts to explain the proposal in plain English. The analysis is submitted to the requester at the same time the bill draft is submitted; this gives him a double check to see that the draft actually accomplishes what he had intended. The analysis is written by the Legislative Reference Bureau for the information of all 133 members of the Legislature and for the information of everyone else who is interested in a proposal. Thus, the analysis must be factual and impartial—it is not the purpose of the analysis to advocate the passage of the proposal.

Fiscal Notes

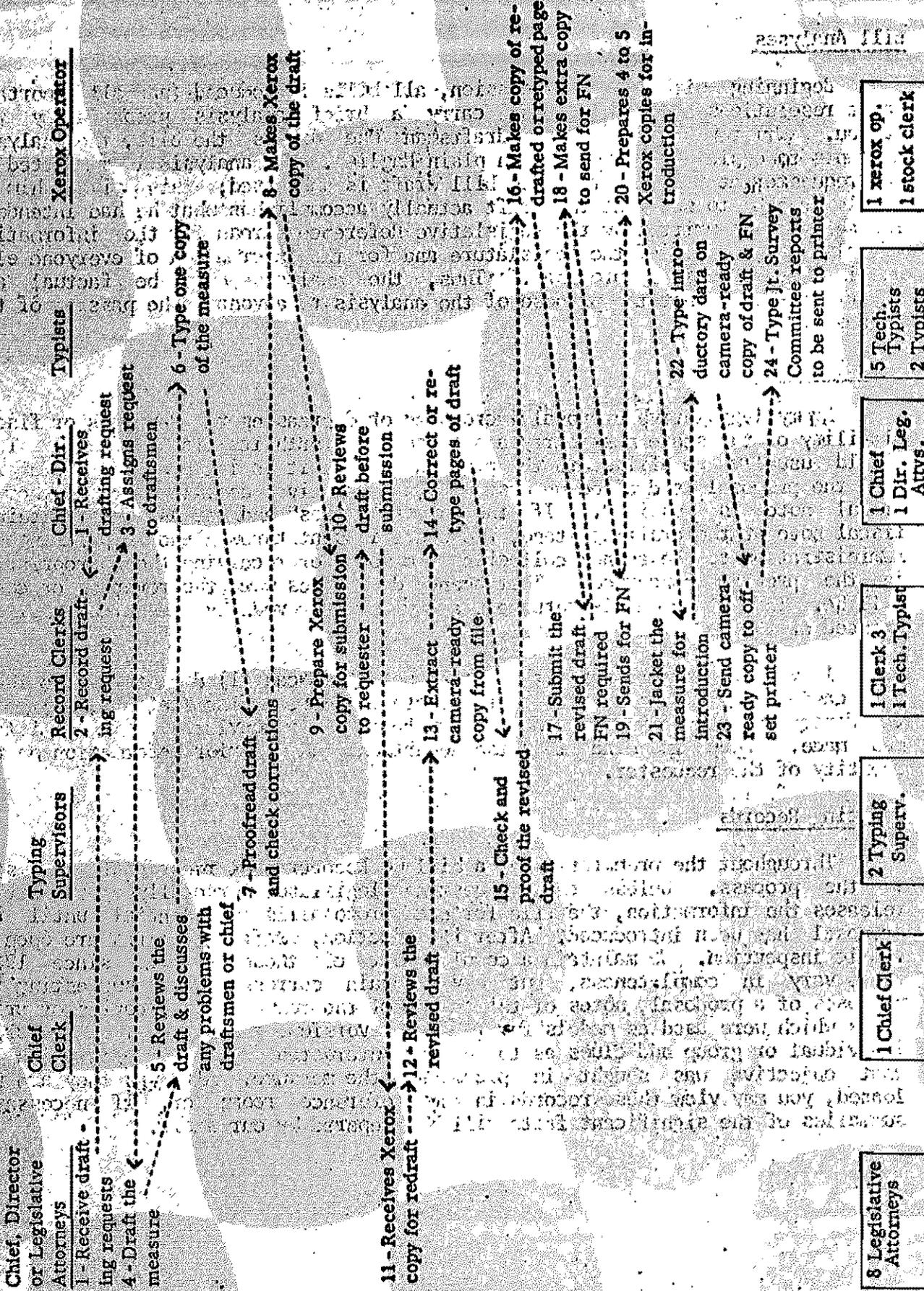
Every legislative proposal increasing or decreasing the revenues or fiscal liability of the state must carry a note setting forth its fiscal effect. This should usually be affixed to the proposal before it is introduced. Therefore, when the proposal is drafted we must make a tentative decision on whether a fiscal note is required. If the answer is "yes" and you ask us to obtain a fiscal note at the drafting stage, the draft is sent through the Department of Administration to the agency collecting the money or receiving the appropriation in the program concerned. That agency determines what the revenues or costs will be. This statement is returned, and when approved by the requester is printed at the end of the proposal.

If you do not agree with the fiscal note, you can (1) drop the whole idea, (2) cause the proposal to be redrafted to change the fiscal effect, (3) go to the department which prepared the note and attempt to convince them a mistake was made. Keep in mind that the department had no prior information on the identity of the requester.

Drafting Records

Throughout the preparation of a bill we keep careful records of each step in the process. Unless the requesting legislator personally or in writing releases the information, the file for each proposal is confidential until the proposal has been introduced. After introduction, drafting records are open to public inspection. We maintain a complete set of these records since 1927. They vary in completeness, but may contain correspondence suggesting the purposes of a proposal, notes of the nature of the request made, copies of prior bills which were used as models for the final version, records of the sponsoring individual or group and clues as to who was interested in the legislation or what objective was sought in proposing the measure. Although they are not loaned, you may view these records in the reference room; or, if necessary, summaries of the significant facts will be prepared by our staff.

LEGISLATIVE REFERENCE BUREAU
Functional Chart - Bill Drafting Section - Offset Printing 1971



Chief, Director or Legislative Attorneys

Chief Clerk

Supervisors

Record Clerks

Chief - Dir.

Typists

Xerox Operator

1 - Receive draft - ing requests
4 - Draft the measure

5 - Reviews the draft & discusses any problems with draftsmen or chief

7 - Proofread draft and check corrections

9 - Prepare Xerox copy for submission
10 - Reviews to requester

11 - Receives Xerox copy for redraft
12 - Reviews the revised draft

13 - Extract camera-ready copy from file

15 - Check and proof the revised draft

17 - Submit the revised draft, FN required

19 - Sends for FN

21 - Jacket the measure for introduction

22 - Type introduction camera-ready copy of draft & FN

24 - Type Jt. Survey Committee reports to be sent to printer

20 - Prepares 4 to 5 Xerox copies for production

16 - Makes copy of re-drafted or retyped page
18 - Makes extra copy to send for FN

8 - Makes Xerox copy of the draft

6 Legislative Attorneys

1 Chief Clerk

2 Typing Supervisors

1 Clerk 3
1 Tech. Typist

1 Chief
1 Dir. Leg. Attys.

5 Tech. Typists
2 Typists

1 Xerox op.
1 stock clerk

HOW YOU CAN HELP US

Service to Attorneys

In addition to making our bill drafting records available for perusal, the Legislative Reference Bureau also renders other services to attorneys. Using the facilities available here, you can trace the history of a bill through the legislative processes. We can furnish the names of persons appearing and registering for and against a bill in public hearings since 1953. Other valuable information concerning a bill comes from newspaper clipping files, which often contain articles with considerable coverage of debate and testimony presented on the floor of the Legislature or at public hearings. Legislative reports are also available.

An understanding of the function of the Legislative Reference Bureau will eliminate inappropriate requests from lawyers and make our services more effective. For example, WE CANNOT INTERPRET THE LAW or engage in extensive legal research for a private purpose. It would be very helpful if, when you as an attorney submit a request, you supply the complete section number and year of enactment of the statute (if one is concerned), as well as the subject matter. Please locate and cite the specific session law containing the action which is relevant. A brief statement of the question for which you desire an answer is also very helpful.

We can supply a limited number of photostatic copies of material contained in drafting records. However, we cannot loan out the original drafting records. We cannot supply information from records prior to 1927; they do not exist.

Voting Records of Legislators

Due to limitations of time and staff, we cannot supply the voting record of all members on a variety of proposals or the voting record of a particular member on all measures. We cannot fill requests for voting records on "all important measures", "all measures relating to schools", and similar broad requests which require that we exercise judgment in selecting measures.

Requests from Students

During the school year we receive hundreds of letters and cards from children in every part of the nation requesting information about the state. In a governmental system founded on popular control which in turn is based on public understanding, dissemination of such information is essential.

You can help the Legislative Reference Bureau improve this flow of information. Please do not burden us with questions when the answers could be found in any encyclopedia or general reference work. The WISCONSIN BLUE BOOK, contained in every school or public library in Wisconsin, presents comprehensive material on Wisconsin government. A search through this publication frequently makes an inquiry to the Legislative Reference Bureau unnecessary. The Blue Book is also helpful when little or no information on the subject being investigated can be found, for it contains a description of the types of activities for which each governmental agency is responsible. By a quick check you can find the precise agency to which an inquiry should be directed.

Requests from Entire Classes

We do not have sufficient quantities of any publication to permit wholesale distribution. Although materials are supplied to you free of charge, their preparation and dissemination are, of course, paid for by the public. Therefore, a request by a single student or committee on behalf of an entire class is far more warmly welcomed if it indicates that the material will become a part of the file of the school for use by future classes as well. If you comply with these suggestions each request can receive a greater amount of time and effort. The result will be a more thoroughly researched, better quality response.

HISTORY

In 1901 the Legislature enacted Section 373f of the Statutes authorizing the Free Library Commission to "maintain in the state capitol, for the use and information of the legislature, the several state departments, and such other citizens as may desire to consult the same, a working library, as complete as may be, of the several public documents of this and other states; and to purchase for said library standard works of use and references." Prior to this date the needs which it filled were attended to by the Historical Library and the State Law Library, both then located in the Capitol. With the departure of the Historical Library to another location and the change of the State Library from a general library into a library specifically designed to fill the needs of the Supreme Court, a void was recognized in the area of a collection of working materials for those directly involved in the legislative process.

This statute represented the first organized effort to provide a state Legislature with trained help. Although New York had started a Legislative Reference Library as a section of the state library in 1890, Wisconsin extended the concept of service to the Legislature by collecting and making immediately available many kinds of informational material. This concept has proven successful. Since its organization the Legislative Reference Library—now the Legislative Reference Bureau—has consistently increased in size and scope of activities. As a pioneer, it has served as the primary model for the establishment of similar agencies in other states.

Two years after the agency's inception our duties became more extensive. Chapter 238, Laws of 1903, stated that a reference room was to be maintained by the Free Library Commission. An appropriation for bill drafting was added in 1907 (Chapter 508), although this had actually been numbered among our activities from the beginning. At the same time the Legislature specifically instructed us to index session laws, statutes, private and special laws, bills, documents, and journals from the beginning of the history of the state. Collecting, summarizing and indexing "information of a legislative nature relating to legislation of foreign countries, of states of this country, the federal government and municipalities" was added by Chapter 772 in 1913. This bill also provided for making "such investigation into statute law, (and) legislative and governmental institutions as will aid the legislature to perform its duties in the most efficient and economical manner."

Editing the WISCONSIN BLUE BOOK was added by Chapter 194, Laws of 1929. According to its terms, we were given the duty of preparing this publication biennially. It was to contain "lists of senators and assemblymen and ... statistical and other information ... but so selected and condensed as will

limit the number of pages to 900 or less." Insofar as possible it was to be made useful for civics classes in schools. The Blue Book is published in the fall of the even-numbered years.

Another function was added by Chapter 621, Laws of 1965, which instructed the bureau to issue the WISCONSIN BOOK in odd-numbered years as a supplement to the WISCONSIN BLUE BOOK. The book was published in May of 1967 and 1969. The 1969 Budget Act (ch. 154, Laws of 1969), repealed the authorization to publish the Wisconsin Book; thus, there will not be a 1971 edition.

Chapter 554, Laws of 1965, instructed the Reference Bureau to expand its bill drafting services so as to enroll, as a service to the Chief Clerks of the 2 houses, all measures passed by the Legislature. Enrolling means that a clean text, incorporating all adopted amendments, is prepared before the measure passed in the same form by both houses of the Legislature is submitted to the Governor.

The Wisconsin Free Library Commission was the governing body of the Legislative Reference Library until August 1, 1963. This was an unpaid part-time board composed of 5 members: 3 ex officio members--the president of the University of Wisconsin, the State Superintendent of Public Instruction, and the Secretary of the State Historical Society--and 2 citizens appointed by the Governor for 5-year terms. Its principal functions in relation to the reference library was the selection of its chief, an annual review of its work, and the approval of its budgets.

On August 1, 1963, Chapter 149, Laws of 1963, became law. This transferred the Legislative Reference Library to the legislative branch of the government as the Legislative Reference Bureau. It was put under the supervision of the Joint Committee on Legislative Organization. The joint committee consists of the Speaker of the Assembly, the President Pro Tempore of the Senate, and the Majority Leader and Minority Leader of each house. It acts as the policy-making board of the reference bureau. In this role, the joint committee determines the types as well as the quantity and quality of the services to be provided within existing statutory limitations. It also selects the chief of the bureau under the classified service, considers and approves the budget and adopts such rules and bylaws as are required for the proper operation of the bureau. In order to accomplish this, it meets not less than once every 4 months.

CHIEFS OF THE LEGISLATIVE REFERENCE BUREAU

The present chief of the Legislative Reference Bureau became acting chief in 1963 upon the death of M. G. Toepel and was appointed chief in 1964.

H. Rupert Theobald

Born in Berlin, Germany on March 12, 1930, the bureau's fifth chief was a student in Wisconsin during 1950-51 and became a U.S. citizen in 1955. Attending colleges and universities in Germany, he was a graduate student at West Berlin Freie Universitat with concurrent majors in journalism and political science-law and had achieved "candidate of philosophy" standing and begun preparation of his doctoral dissertation before coming to Wisconsin. He won a scholarship to the University of Wisconsin as a journalism trainee-special student in 1950-51 and obtained his M.A. degree in political science in 1960. He completed the preliminary examinations for the Ph.D. degree in 1962. In Germany he worked as an interpreter and free-lance reporter; in the United States he held various jobs before becoming a research associate of the Legislative Reference Bureau in 1957. He became coordinator of reference and research in 1960 and chief on January 16, 1964.

He was appointed to the Commission on Interstate Cooperation by Governor Reynolds, was reappointed by Governor Knowles and has served as a statutory member of the commission since 1966. During the 1965-67 interim he served as a member of the Executive Branch Reorganization Committee, which studied functional reorganization of the executive and legislative branches of Wisconsin state government, and of the Data Processing Committee of the Legislative Council. From 1966 to 1968, he was vice chairman of the Research Liaison Committee of the National Legislative Conference. He also serves on the Suggested State Legislation Committee of the Council of State Governments and is vice chairman of the Data Processing Committee of the National Legislative Conference.

FORMER CHIEFS OF THE LEGISLATIVE REFERENCE BUREAU

Aside from the present chief, only 4 men have held this position since the organization of the reference bureau. All were exceptionally able men, who left records reflecting a dedication to public service and a mastery of the legislative process.

Marinus G. Toepel, 1950-1963

The Legislative Reference Bureau's fourth chief was born in Sheboygan, Wisconsin, on November 11, 1905. He received a B.A. degree from the University of Wisconsin in 1927 and an M.A. in political science in 1936. After teaching high school for a short time he went on to jobs as Research Assistant at the University of Texas, and Field Investigator and Senior Rating Board Examiner for the Civil Service Commission. Several years were spent in the U.S. Army where he served in military intelligence. He then became Educational Coordinator for the Wisconsin Taxpayers Alliance. Following this, in 1946 he held the position of Expeditor for the University of Wisconsin Extension Center and was the first director of the Green Bay Extension Center. During the years 1947 to 1949 he served as Executive Secretary of the Wisconsin Education Commission. He directed the Extension Division's Bureau of Government until he was appointed Chief of the Legislative Reference Bureau in June of 1950. He remained at this post until his death on July 12, 1963.

Howard Ohm, 1933 -- 1949

Born on September 9, 1891, at Spalding, Michigan, Howard Ohm came to Wisconsin at an early age and attended elementary and high schools in Milwaukee. In 1908 he entered the University of Wisconsin and 5 years later received a law degree. He then practiced law in the firm of Riley and Ohm, specializing in legislative research, bill drafting and law revision. During this period he was retained as counsel for a number of legislative interim committees and did legal work for the Board of Public Affairs. He served as an examiner for the Workmen's Compensation Division of the Industrial Commission from 1927 to 1931, before being appointed head of the Legislative Reference Bureau in 1933. In his capacity as chief he served under 10 Governors and supervised the drafting for 9 regular and several special legislative sessions. He was also the first president of the Legislative Service Conference and helped found and organize the Madison Chapter of the American Society for Public Administration. He died on October 5, 1949, at his home in Madison.

Edwin B. Witte, 1922 -- 1933

The successor of Charles McCarthy was born on a farm near Watertown, Wisconsin, on January 4, 1887. He grew up there and in 1905 entered the University of Wisconsin where he majored in history and secured a Ph.D. in Economics. After spending several years as a secretary to Congressman John M. Nelson, he became Chief of the Wisconsin Legislative Reference Service in 1922. Eleven years later he became executive director and research synthesizer for the President's Committee on Economic Security. While working in this capacity he authored the federal Social Security Act of 1934-35. He was also instrumental in drafting the Norris - LaGuardia Anti-Injunction act. In succeeding years he served as a member of the President's Committee on Administrative Management, the War Labor Board, the Advisory Council for Employment Security, and the Commission on Labor Relations in Atomic Energy Installation. He published a book in 1932 entitled "The Government in Labor Disputes", and was selected as president of the Industrial Relations Research Association in 1948, the first labor economist to hold this office. In 1955 he was elected to the post of president of the American Economic Association. From 1936 to 1941 and again from 1946 to 1957 he served as chairman of the Department of Economics at the University of Wisconsin. He died at the age of 73 on May 20, 1960, in Madison, Wisconsin.

Charles McCarthy, 1901 - 1921

The first chief of the Reference Bureau was born in Brockton, Massachusetts, of Irish immigrant parents on June 29, 1873. After attending the local public elementary and high schools he entered Brown University as a special student, achieving distinction in football as an All-American. Putting this prowess to practical use, he served 2 seasons as football coach at the University of Georgia before proceeding to the University of Wisconsin, where he received a Ph.D. in political science. His thesis dealt with the Anti-Masonic Party and was awarded the Justin Winsor Prize by a Committee of the American Historical Association. He was then appointed to fill the position of "document clerk" under the Free Library Commission at a salary of \$83.33 a month. An advocate of the Progressive movement, he authored "The Wisconsin Idea" in 1912. He served the federal government as the first director of the U.S. Commission on Industrial Relations and later as a personal aide to Herbert Hoover in the Food Administration. An early exponent of farmers' cooperatives for purchasing and marketing, he also influenced the system of state regulation of railroads and public utilities, urged municipal budget reform, the commission type of city government, and widening the state's educational opportunities through the University Extension program. He died in Prescott, Arizona on March 25, 1921.