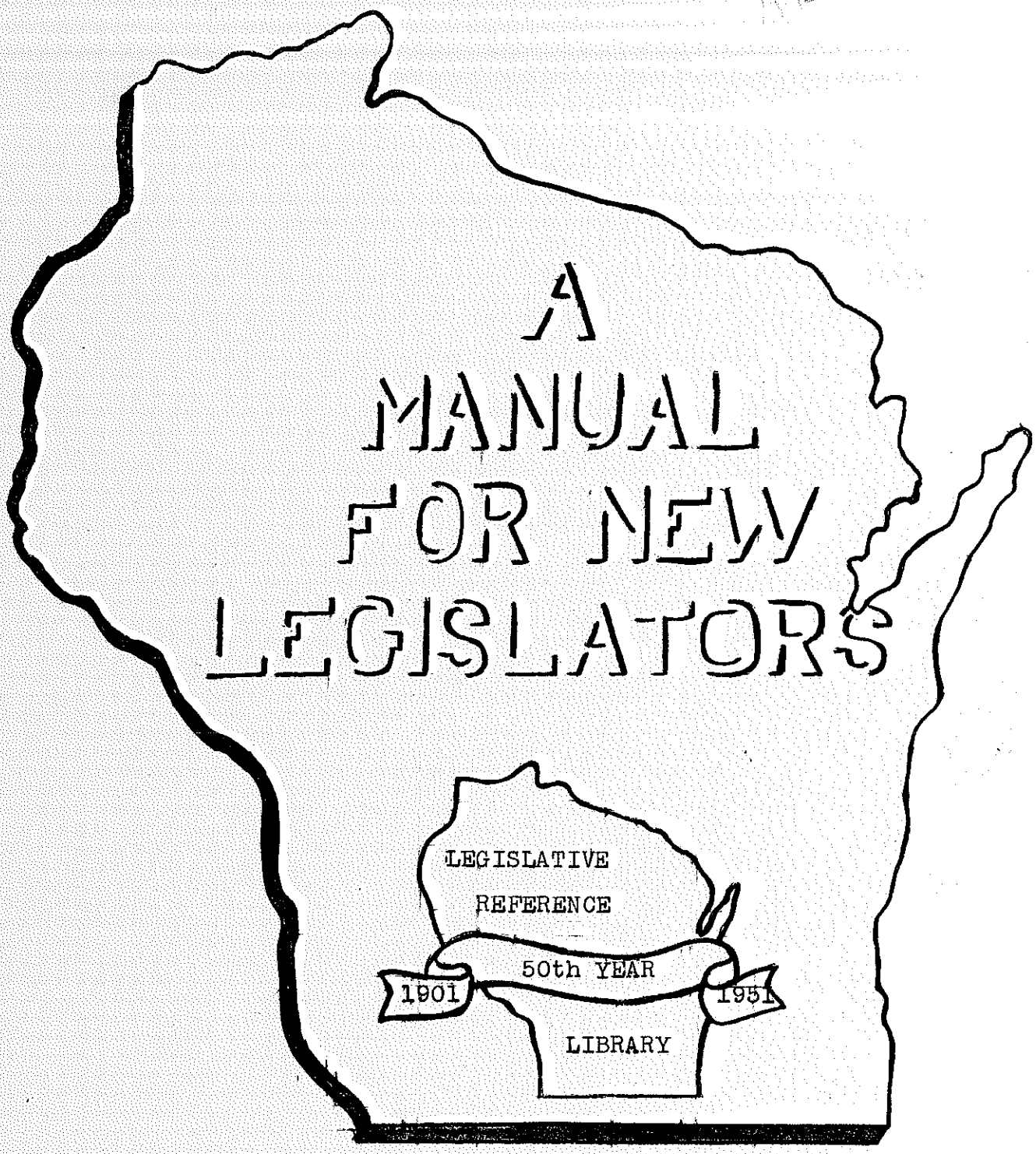
R2/103

A MANUAL FOR NEW LEGISLATORS



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F O R E W O R D

In the century since the admission of Wisconsin to the Union the legislative process has been an annual or biennial highlight in the governing procedure. On many occasions other states have looked to Wisconsin for new techniques and for new approaches to the substance of legislation.

An understanding of the legislative process in Wisconsin is not acquired in a day. It will reveal itself to the new legislator gradually as the session progresses. His effectiveness is dependent upon how rapidly he assimilates the tremendous amount of procedural detail which is necessarily involved in the democratic method of enacting laws.

The new legislator may be justly proud of his opportunity to sit in the Wisconsin Legislature. Wisconsin in the past has been a pioneer in many legislative proposals. In addition Wisconsin has been a leader in the development of various legislative procedures. The committee system, public hearings on bills, the requirement that all bills be reported out of committee, the bill drafting service, the Legislative Reference Library, the Assembly voting machine are a few of its notable contributions to the legislative process.

This second biennial presession conference for new legislators is intended as an orientation program to acquaint the new legislator with some of the basic tools used in the process of enacting legislation.

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I. THE FIRST DAY OF THE LEGISLATIVE SESSION - THE SENATE

A. The Senate is called to order at 12 o'clock noon on the second Wednesday in January of the odd-numbered year by the Lieutenant Governor who is President of the Senate. The members may sit anywhere they wish at this time.

B. A prayer is offered by a clergyman.

C. The Chief Clerk of the previous session reads the communication from the Secretary of State listing the members who have been elected.

D. The roll of the newly elected members is called, and as their names are called, they move to the center of the chamber.

E. The oath of office is administered to the newly elected members by the President of the Senate.

F. The roll of all members of the Senate is called.

G. The election of President pro tempore, Chief Clerk and Sergeant at Arms next takes place in order. Nominations are made from the floor, and as each is elected, he is given the oath of office by the President. These elections may take some time, and if no candidate receives a majority in the first few ballots, a short recess may be taken to permit the party caucuses to seek an agreement.

H. Resolutions are introduced and passed dealing with the organization and operation of the Senate. They deal with such things as:

(1) Adoption of rules. Normally the rules of the prior session are adopted with minor changes. Both the rules for the Senate and the joint rules for the Senate and Assembly are adopted.

(2) Appointment of the Committee on Committees which makes the standing committee assignments. The committee may report the same day or shortly thereafter. It also assigns the seats. Priority is given for seniority.

(3) Invitation to the clergy to open each session of the Senate with a prayer.

(4) Requesting the Bureau of Purchases to provide each member with stationery and the documents to which he is entitled.

(5) Notifying the Assembly that the Senate is organized.

(6) Notifying the Governor that the Legislature is organized.

I. If time permits, the Senate may then proceed with the introduction of bills.

I. THE FIRST DAY OF THE LEGISLATIVE SESSION - THE ASSEMBLY

A. The meeting convenes in the Assembly chamber at 12 o'clock noon on the second Wednesday in January of the odd-numbered year.

B. The Chief Clerk of the previous session calls the Assembly to order.

C. A prayer is offered.

D. The Chief Clerk reads a list of the members as certified by the Secretary of State.

E. The Chief Clerk then calls the roll.

F. The oath of office is administered. For the past 10 sessions it has been administered by the Chief Justice who makes a few remarks before administering the oath. The members stand at their seats as the oath is administered.

G. The Assembly proceeds to elect officers. They are elected in the following order: Speaker, Chief Clerk, Sergeant at Arms. This may take a relatively short time or a good deal of time. The Speakership is the position which may take the most time. If no one receives a majority of the votes on the first ballot, the Assembly continues to vote. If several ballots fail to elect, the Assembly may recess for an hour or so to permit a caucus to attempt to arrive at agreement.

H. When the Speaker is elected, the Chief Clerk appoints a committee to escort the Speaker to the chair and he takes over as presiding officer.

I. After the officers have been chosen, the Assembly proceeds to the order of business dealing with the reception of resolutions.

J. The first resolution normally deals with the seating arrangements. This resolution sets forth the preferences for seats.

K. Then follow a series of resolutions to organize the business of the Assembly. A resolution usually deals with the rules governing the Assembly. Normally the rules of the previous session are adopted with only minor changes.

L. A resolution usually invites the clergy to open each session with a prayer.

M. A resolution to provide each legislator with stationery is adopted.

N. A resolution notifying the Senate that the Assembly is organized is adopted.

II. THE RULES GOVERNING THE LEGISLATIVE PROCESS

In addition to the provisions of the Constitution and Statutes governing the legislative process there are three sets of rules which apply: the joint rules, the Senate rules and the Assembly rules. These are published biennially in small volumes which are provided each legislator.

At the beginning of each session each house adopts the joint rules and the rules of the particular house. Minor changes are occasionally made, but no drastic revision of the rules has been made for many years. Resolutions to adopt and amend the rules are among the first things considered by each house.

Joint rules deal with subjects of common interest to both houses. The form of bills, the procedures for conference committees, the procedure for signing bills, special procedure to act on finance bills, adjournment are illustrations of joint rules.

The rules of the Senate deal with the procedure in the Senate and the conduct of its members. Many of the rules have been defined and these precedents frequently are printed in the rules.

The Assembly rules provide the same sort of basis for the operation and conduct of the Assembly. While the processes of handling legislation are fundamentally the same, there are differences between these rules and those of the Senate.

Closely related to the rules are the precedents which bear the same sort of relationship to the rules as court decisions and Attorney General's opinions bear to the Consitutition and Statutes. Over the years as questions have arisen regarding the interpretations of rules and what to do in specific situations, the presiding officers have made rulings, many of which have subsequently been followed by succeeding presiding officers. Thus precedents have been established.

III. THE COMMITTEE SYSTEM IN THE WISCONSIN LEGISLATURE

Virtually every legislative body, the city council, county board, State Legislature and Congress operates under the committee system under which the legislative body is divided into small groups, which give preliminary consideration to matters relating to particular subjects and report their recommendations to the full body. It is a device of long standing which has become increasingly important as the volume of work of the Legislature has increased. If the full house had to give detailed consideration to every proposal, the Legislature would never finish its work.

Committees in the Wisconsin Legislature may be divided into standing, special, interim, and conference committees in terms of the time during which they operate, and into Senate or Assembly committees and joint committees in terms of their membership.

Special committees are those normally created by resolution to deal with a special subject. The 1949 reapportionment committee created by resolution to study and report out bills on that subject before the close of the session is an example. These committees as well as interim committees may be either investigating or study committees.

Interim committees are those created by resolution or Statute to study a particular subject between legislative sessions and report to the next session. The creation of the Legislative Council in 1947 greatly reduced the use of these committees.

Standing committees are those established by the rules of the house which operate throughout the session for the preliminary consideration of legislation assigned to them.

Conference committees are in fact special committees created for the purpose of attempting to secure agreement between the 2 houses on a legislative matter on which the 2 houses cannot agree. They are provided for in Joint Rule No. 2.

The Wisconsin Legislature has one hybrid committee, the Joint Survey Committee on Retirement Systems which by Statute operates both between and during sessions and which must report on all bills affecting state retirement systems before the Legislature may consider them.

Both the Senate and Assembly have a series of standing committees created by rules. The 24 Assembly committees provided for in Assembly Rule No. 22 vary from 3 to 11 assemblymen. The Senate has 8 committees with either 3 or 5 members provided for by Senate Rule No. 20. The number of committees or their size could be changed by amending the rules, but this is seldom done.

Section 13.05 (1) of the Statutes creates the Joint Committee on Finance consisting of 5 senators and 9 assemblymen.

Section 13.06 requires that all bills introduced in either house appropriating money, making claims, providing for revenue or relating to taxation must be referred to this committee.

A second joint committee consisting of one senator and 2 assemblymen is also provided for in section 13.055 of the Statutes. This committee is appointed by the Governor to attend the funeral of any member of the Legislature who dies in the interim between sessions.

Provision is also made under Joint Rule 4 that the chairmen of the corresponding committees in both houses may agree to hold a joint hearing on a bill. This hearing is final unless the house where the bill is pending shall order a further hearing before its own committee.

The Assembly also has 4 committees concerned with the mechanics of bill passage. They are the Committee on Revision, Committee on Engrossed Bills, Committee on Bills on Third Reading and Committee on Enrolled Bills. Their functions are largely perfunctory and carried out by the clerical staff attached thereto.

Members of the standing committees are selected by the Speaker in the Assembly and by the Committee on Committees in the Senate. This is done at the very outset of the session. The method of selecting all other committees is normally provided for in the motion, resolution or act creating them.

Committees meet in rooms which are assigned to them for the duration of the session. Standing committees normally meet on Tuesday, Wednesday and Thursday afternoons. Following the selection of their chairmen, the committees review the bills assigned to them and the chairmen set dates for public hearings. Normally bills receive a public hearing at which anyone who desires to be heard for or against a bill may appear. All such persons as well as those who desire to register for or against a bill are carefully listed. It is sometimes necessary to move public hearings to larger rooms in order to accommodate the crowds.

The committee meets in executive session sometime after the hearing on any bill to determine what recommendation regarding the bill will be made when it is reported back to the house. It may recommend passage or indefinite postponement of the original bill in the house of origin or concurrence or nonconcurrence in the second house or may recommend adoption, rejection, concurrence or nonconcurrence of a substitute amendment or an amendment. Although bills normally are reported out in a short time, it occasionally happens that bills are retained by committees until insufficient time remains in the session to complete action on them, but such bills can be withdrawn from the committee by house action. A few bills are referred to 2 different committees consecutively because of the nature of their subject matter. Others are heard jointly by the committees of both houses or as in the case of appropriation bills by the Joint Committee on Finance.

IV. THE STEPS IN PASSING A BILL

The following steps represent the normal procedure in enacting a law. Many requirements of the rules which are important are omitted.

1. Bill is introduced by an individual member on the floor of the house of which he is a member or by a formal committee report submitted by the chairman of a committee under the appropriate order of business. If a member wishes to introduce a bill, he usually holds it in his up-raised hand until a messenger takes it from him to the Chief Clerk's desk. Senate bills are jacketed in white envelopes, Assembly bills in blue envelopes. Upon initial introduction of legislation (bill, substitute amendment, amendment, joint resolution or resolution) by a member or committee 4 copies <u>must</u> be offered in the jacket; the original copy, printer's copy and 2 additional copies.

2. Under order of business "Introduction of bills" the bill is read by title and referred to revision.

3. Examined by clerks of Legislature to see that it conforms to the legislative rules.

4. Reported back to Legislature within 48 hours excluding Sundays and days of adjournment, read by title and referred by the Presiding Officer to the appropriate committee under the proper order of business.

5. Committee hearings are scheduled by committee chairmen and notices of hearings for week posted on the legislative bulletin boards on prior Wednesday. Printed bulletins of the next week's hearings are available for public distribution on Thursday.

6. Committee hearing. A public hearing on each bill is held in the afternoon beginning at 2 p.m.

7. Committee action. Pass, indefinitely postpone or amend.

8. Committee chairman reports action to the house.

9. Bill goes to calendar of next legislative day (second day following) under order of business "Bills to be ordered to third reading".

10. Under order of business "Bills to be ordered to a third reading". The bill is open to debate and amendment.

11. When debate is over, a vote is taken on the bill in which

the question is "shall the bill be ordered engrossed and advanced to third reading". If the vote fails, the bill dies unless a motion to reconsider is adopted.

12. By engrossing is meant the retyping of the bill with all the amendments inserted in their proper places.

13. Bill placed on calendar under order of business "Bills ready for third reading". This usually comes up on second or third day after engrossment is ordered.

14. Under order of business "Bills ready for third reading" the bill may be debated, but it is not open to amendment. It is either passed, indefinitely postponed or postponed by other actions such as laying on the table, re-referring to committee, etc.

15. If the bill passes, it goes through the same steps in the other house. The final action on the measure in the second house is either to concur in its passage with or without amendments or nonconcur. If a bill is not amended in the second house, the vote in that house is on concurrence or nonconcurrence.

16. If a bill is amended in the second house, it is returned to the first house for action on the amendment. The first house may:

    a. Accept the amendment under which circumstance the vote is on concurrence.

    b. Refuse to concur in the amendment in which case the bill goes back to the second house to determine if they wish to adhere or recede from their position.

    If the second house adheres to its position, a conference committee of 3 members of each house who voted with the majority of the house meet to iron out the differences.

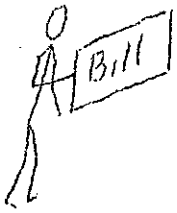
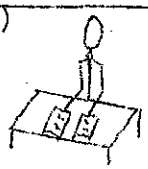
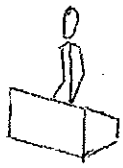
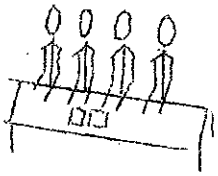
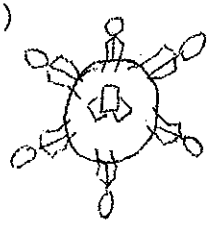
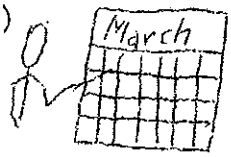
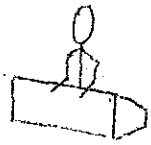
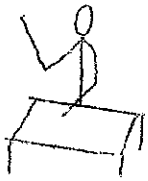
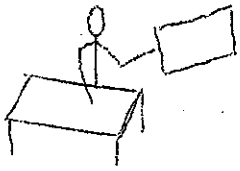
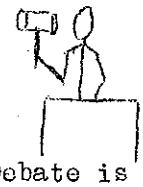
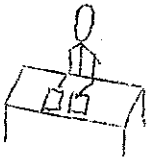
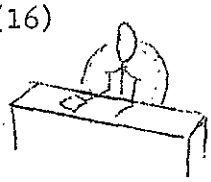
17. When passed by both houses, it is enrolled by the house of origin which means printing in the exact form passed.

18. The bill then goes to the Governor who may veto the bill, sign it or take no action under which circumstances it becomes law if 6 days remain in the session. If the Governor fails to sign a bill with less than 6 days remaining in the session, the bill does not become law. This is known as a pocket veto.

19. If the Governor vetoes a bill, it can be enacted only if repassed by a two-thirds majority in each house.

COURSE OF A BILL INTRODUCED IN THE ASSEMBLY

This basic sketch does not consider many variations from the simplest process. For more detailed statements see Edwin E. Witte's Statute Lawmaking, Arthur L. May's How Bills Become Laws, section 562 of Assembly Manual.

(1)  Bill introduced by member, group of members, committee or Legislative Council.	(2)  Referred to Committee on Revision for correction of form. Returned to house.	(3)  Read by title by Chief Clerk and referred to committee by Speaker. May omit (4) and (5) and go to (6)	(4)  Public hearing before committee.
(5)  Committee executive session makes recommendation on bill and returns to Assembly.	(6)  Bill referred to calendar for 2nd legislative day.	(7)  Question is on engrossment and 3rd hearing.	(8)  Bill is debated on floor of Assembly.
(9)  Amendments from the floor are introduced.	(10)  Debate is closed by vote to engross and read a 3rd time. Referred to committee for engrossment.	(11)  Engrossing clerk makes copy of bill as amended.	(12) Bill ready for 3rd reading. Debate, but no amendment. If passed, transmitted to Senate.
(13) Same procedure as in Assembly, except that in closing days of session, committee consideration is omitted. If 2 houses disagree, may call conference committee.	(14) Senate votes on concurrence. If rejected, bill is dead. If concurred in, bill is enrolled.	(15) Bill is enrolled in Assembly. (Revised to include all amendments. Title changed to "An Act".)	(16)  Governor considers bill. He may sign, veto or fail to act.

V. VOTING IN THE LEGISLATURE

There are several methods of voting in the Wisconsin Legislature. First and foremost is the roll call in which the vote of each member present is recorded. In the Senate this is done by calling the roll. In the Assembly this is done with the voting machine which was the first such device used by a state Legislature in this country. Such a vote is required on such things as all banking bills, joint resolutions to amend the Constitution and appropriation measures. In addition it may be demanded by one-sixth of the members present in the Senate or Assembly. The roll call is recorded in the journal which is on each member's desk when he arrives the next morning. In the Assembly when the voting machine is used, copies of the vote on any question may be secured immediately if they are requested from the Chief Clerk in advance.

The second method of voting is by voice vote. Under this method those in favor of a proposition vote "aye" when requested, and those opposed vote "no" when requested. The chairman determines the vote on the basis of the apparent direction which the majority take.

The third method of voting is less tangible, but nevertheless important. It is the method of unanimous consent. By this process if no objection is imposed, certain actions may be taken. Thus by failing to raise an objection, and remaining silent, the member votes for consent. If all present remain silent, it is assumed that unanimous consent exists. The most frequent use of unanimous consent is to suspend the rules.

The question on which a vote is taken differs with the circumstances. In the house of origin the vote is on passage or indefinite postponement. In the second house the vote is on concurrence or nonconcurrence. Amendments, however, are adopted or rejected.

Normally a majority vote of those present is required. In certain cases, however, a two-thirds vote is required.

VI. DOCUMENTS USED BY THE LEGISLATURE

THE CALENDAR

Each house prints a calendar on which appears the agenda for the following day. The legislative matters, under the proper order of business, are inserted on it either automatically as action progresses or as provided by motions. As the session progresses the legislation to be considered each day becomes so great that some sort of printed agenda is required. It frequently happens that the calendar for a particular day is not completed, and is therefore held over for completion on the next day. In anticipation of pending legislation members frequently make notations on their copies of the calendar to alert them when a specific subject is to be taken up for consideration.

THE JOURNAL

Article IV, section 10 of the Wisconsin Constitution requires each house to keep a daily journal of its proceedings and to publish the same. The journals are prepared immediately after a session and are available for approval when the Senate and Assembly convene the next morning.

The journals contain matter relating to bills, resolutions, petitions, executive communications, committee reports, and roll calls. They are printed on tinted paper prior to approval by the respective houses. After approved, the corrected journals are printed on white paper.

Subsequent to sine die adjournment the journals of each house are individually bound. The Final Bulletin of Proceedings becomes the index to the journals giving the exact page reference on which every action on each bill is recorded.

RESOLUTIONS AND JOINT RESOLUTIONS

Memorials to deceased members and other well-known persons, commemorations and commendations, and matters dealing with internal operation of the Legislature and a variety of other subjects are dealt with by joint resolutions and resolutions which require no action by the Governor. Resolutions are printed only in the journals while joint resolutions are printed both in the journal and in separate form as are bills.

Resolutions need be adopted by the house of introduction only. They are normally concerned with the internal operation of that house. Only about one-half as many resolutions as joint resolutions were introduced by both houses in 1949.

Joint resolutions are adopted and concurred in by the Senate and the Assembly, and carry a letter designating the house of origin. Thus Joint Resolution 2, A., was the second joint resolution originating in the Assembly. Slightly over 100 joint resolutions were introduced in each house in 1949.

A BILL

Article IV, section 17 of the Constitution, states that all laws shall be enacted by bill. A bill repeals or amends an existing law or creates a new law.

Bills may be introduced in either house (Article IV, section 19, of the Constitution). Bills are numbered consecutively in order of their introduction and each bill is suffixed by the letter S or A indicating the house of origin.

Every bill must contain a title and an enacting clause, i.e., "The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:" and subject matter disposed of in one or more sections. (Article IV, section 17, of the Constitution).

Each printed bill contains the date of introduction, the legislator or committee introducing it, the committee to which referred, title of the bill, and subject matter. If the person or organization requesting it is known, this is also included.

Bills are introduced in typewritten form; and by Statute, 1,000 copies are then printed. Legislative employes insert printed bills as they are received from the printer in the books furnished the legislators.

The history of a bill, which includes each action taken on a bill, is written on the bill jacket by record clerks on each day on which such action occurs.

AMENDMENTS AND SUBSTITUTE AMENDMENTS

After a bill has been introduced it frequently happens that changes are desired. This is accomplished by either an amendment or a substitute amendment, both of which are numbered consecutively.

A substitute amendment upon adoption replaces the original bill. Generally it is used where the proposed changes are so numerous that a simple amendment would be confusing. Whether this is used is a matter of judgment as well as of rules.

An amendment usually changes only a portion of a bill. It may add, subtract from or change the wording. It is a more flexible device than the substitute amendment and normally simpler and less inclusive.

It frequently happens that either the amendments or substitute amendments are amended. This requires an amendment to the amendment. The rules prohibit amendment beyond this degree, that is, an amendment to an amendment to an amendment, would not be allowed. However, an amendment to an amendment to a substitute amendment is allowed because a substitute amendment upon adoption replaces the bill.

Amendments may be offered in the second house as well as in the first. Thus there might be Amendment 1, S., to Bill No. 255, A., an amendment made in the Senate to a bill originating in the Assembly.

Amendments and substitute amendments are printed as are bills.

ACTS

A bill becomes a law when it has been approved in identical form by both houses of the Legislature and the Governor. It is then called an Act.

All acts are numbered chronologically by the Governor in order of their final approval. An act is known as a Chapter of the Session Laws. Thus the twenty-third act to be approved by the 1949 Legislature becomes Chapter 23, Laws of 1949.

All of the acts are published in the official state paper immediately as a condition to their effectiveness. At the end of the session they are published in a volume known as the Session Laws.

In many states where only a periodic revision of the laws is made it is necessary to check the last revision and all subsequent Session Laws to determine what the existing law is. In Wisconsin the acts refer to specific sections of the Statutes which they amend, repeal or create, and immediately after the session the bills enacted are incorporated into the Statutes which are republished. Thus the last Statutes contain all existing Wisconsin laws in a single volume.

BULLETIN OF COMMITTEE HEARINGS

In Wisconsin a majority of bills have a public hearing. In order that the public may have reasonable notice of the hearings, a bulletin listing them is prepared in advance. The legislative committees submit the list of hearings which they decide to hold by Wednesday of the prior week to the Chief Clerk of their house. The lists are printed for distribution by Thursday of the week prior to the hearings.

The bulletin lists the hearings by committees and numerically. The hearings are normally held on Tuesday, Wednesday and Thursday. The hearings scheduled for each day are listed under each committee, and normally the hearings on the various bills are held in the order listed. The bulletin lists the room in which the hearings will be held. If the hearing attracts a good deal of attention, it may be shifted to a larger room.

BULLETIN OF THE PROCEEDINGS

This document is a cumulative resumé of the status of every proposal before the Legislature. It is issued at the end of each week and the last one, issued at the end of the session, gives the final status.

It lists each bill, resolution and joint resolution by number and gives the chronological list of every action taken on each to the date of publication. As bills are enacted into law, the chapter number is also printed.

It is indexed by subject and author and also contains a list of all bills and resolutions introduced by each legislator and committee. During the early part of the session the bulletins for the Senate and Assembly are bound together. As the volume increases in size, the 2 parts are separated. The final volume is again combined.

ASSEMBLY AND SENATE MANUALS

Conduct of legislative business requires the enactment of rules of procedure. These have developed in both houses over the years. Occasionally, the rules are revised to make substantial changes in procedures, but normally the rules of the prior session are adopted with little or no change.

The manuals contain the Constitution of the United States and Wisconsin, Jefferson's Manual of Parliamentary Procedure, the rules of the house, procedural precedents, general information on committees, addresses of members of the Legislature, etc. They are minutely indexed to facilitate ready reference in case a question on parliamentary procedure arises.

SUMMARY OF THE ACTION OF THE LEGISLATURE

By resolution of the Assembly, a subject matter summary of all legislation enacted and considered during the session is prepared by the Legislative Reference Library. This summary breaks down the legislation by major subject matter headings. It contains a short statement of the subject matter. Legislation enacted is listed first. Bills which failed of enactment are listed next.

VII. LEGISLATIVE SERVICE AGENCIES - THE JOINT LEGISLATIVE COUNCIL

Prior to 1947 the Wisconsin Legislature normally created one or more interim committees to study specific problems. Many of these committees made substantial contributions to the knowledge of state government, but others proceeded in a rather perfunctory manner. In recent years the number of such committees was rather startlingly low.

1929	15	1939	3
1931	13	1941	0
1933	16	1943	8
1935	10	1945	10
1937	7	1947	4

One of the major weaknesses of this program was the lack of continuity provided by such a procedure. Unless the committee was continued by an overt act of the next Legislature, the problem was forgotten after the report was made and the proposed legislation considered. In addition, most of the interim committees lacked well-trained staff. The temporary nature of the job deterred many capable research workers from applying. Finally the existence of a group of independent interim committees prevented a coordinated and successful program. There was no one to check on the committees and to urge them to complete their assignments.

In 1947 Wisconsin followed the example of an increasing number of states in establishing the Joint Legislative Council. The late adoption of this proposal was in part the result of the more extensive services which the Legislative Reference Library had provided in this state than in most other states.

Originally composed of 12 members of the Legislature, in 1949 the Statutes were amended to increase the membership to 6 senators and 9 assemblymen, with at least one from each congressional district. The membership is bipartisan. The Senate members are selected by the Committee on Committees and the Assembly members by the Speaker of the Assembly. The President pro tem of the Senate and the Speaker of the Assembly are always members. The present staff of the Council includes a secretary and 2 clerical employes.

The Council is authorized by statute to:

1. Make studies and surveys on any question referred to it which in its judgment will be beneficial to the general welfare of our state.

2. Recommend legislation or administrative action, including the introduction of bills.

3. Require administrative departments or agencies to submit recommendations for legislation to it for consideration at least 90 days before the session.

Council members receive no compensation for this service, but are reimbursed for their actual and necessary expenditures.

To carry out the functions of the Council, a number of committees are selected by the Council. These committees are composed of members of the Council, other legislators and laymen. Early in the 1949-51 interim period the Council created 12 committees with 79 legislators and 10 public members. Subsequently more people were added to make over 100. These committees were concerned with Agriculture; Conservation; Departmental Administration; Education; Highways; Judiciary; Labor, Industry, Small Business and Commerce; Public Welfare; State Budget; Taxation. During the summer of 1950, 2 additional committees, on Civil Defense and Legislative Apportionment, were created.

The committees operate in several ways. Some of them consider all the problems confronting them as a group. Others are divided into subcommittees each of which deals with specific problems. Still others add advisory committees of professional and technical experts to counsel with them but to take no part in decision making.

Two specific types of studies are conducted by the Council. The first type is initiated by the Council as a result of suggestion by its membership, by citizens or by individual legislators. The second type is initiated at the request of the Legislature either through the enactment of a law or the approval of a joint resolution. For example: in 1949 by Joint Resolution 52, S. the Legislature directed the Council to make a tax study. By Chapter 570, Laws of 1949, the Legislature created a committee to study the highway system of the state. Both of these studies are closely integrated with the work of the Council. Joint Resolution 12, S., dealing with office space, Joint Resolution 16, S., dealing with corporation laws, Joint Resolution 45, S., dealing with state loans and Joint Resolution 46, S., dealing with charge backs for cost of care in state and county institutions were others initiated by the Legislature.

The Council meets about once a month, especially after its program has gotten under way. The committees vary in the frequency with which they meet, but generally meet about once a month. Most meetings are held in Madison, but some committees have met at other points in the state to permit citizens to appear before them more easily.

Just prior to the session, the Council prepares a comprehensive report of the activities of its committees and their recommendations for legislative actions. This document is a valuable source of information to the legislator regarding the background material necessary for an understanding of the legislation proposed by the Council.

VIII. THE LEGISLATIVE REFERENCE LIBRARY

Organized a half century ago in 1901, the Legislative Reference Library has developed a national reputation for impartial service to the legislators.

The Library provides 3 services to the legislators. It secures, catalogs and maintains a working library of approximately 80,000 books, pamphlets, and miscellaneous materials and about 100,000 mounted clippings on a vast number of subjects closely related to the problems of government. These materials are so organized as to make it possible to find some information on any subject of interest to a legislator in a matter of minutes. The process of acquiring materials and of deleting the obsolete materials is continuous. Most of the materials acquired in the past has been free or on exchange, but recently the high costs of publication have resulted in restrictions on free acquisition.

Using these materials the Library prepares more than a thousand written studies a year in reply to requests for materials. At least as many requests are handled verbally or by telephone. Many of the requests require only a few minutes work. Typical questions of this nature are: Did the Legislature enact any legislation dealing with lobbying in 1949, How many legislators are farmers, and What was the vote on 492, A. in the Senate? Other questions require a good deal of research and study.

Many files and indices are maintained by the Legislative Reference Library to facilitate the ready search for answers. No emphasis is placed on books although a considerable number of volumes are provided. Most of the emphasis is on recent materials not generally circulated. One person is employed full time to extract and mount clippings from current newspapers. The value of this simple process has been demonstrated time and time again when the clipping file has provided information which is not provided in any document or book.

The third function of the Legislative Reference Library is to provide the service of a staff of bill draftsmen to aid the legislators in preparing legislation. This service is discussed separately.

In order to serve the legislators best, the Library gears its hours to the needs of the lawmakers. During the session the Library is open from 8 a.m. to 5:30 p.m. and 7 p.m. until 10 p.m. during that part of the week when legislators are in town. Librarians, research workers, bill draftsmen and clerks are on duty to help the legislators at this time.

IX. THE BILL DRAFTING PROCESS

Although any member of the Legislature may prepare a bill himself or introduce a bill prepared by someone else, this is not the normal practice in Wisconsin. The rules regarding the form and language of bills is very well defined in this state, and bills which do not meet these standards must be corrected before they get any consideration. This is done in the revision process immediately after introduction.

All bills introduced into the Legislature either amend or repeal existing statutes or create new sections or subsections. To make sure that all sections affected by a bill are considered is a technical task requiring skilled legal draftsmen.

For these reasons the overwhelming proportion of the bills introduced into the Wisconsin Legislature are either drafted or checked by the bill draftsmen of the Legislative Reference Library. This service is free to every legislator. It is completely confidential and no information regarding what is proposed or who proposed it is divulged by the Legislative Reference Library until after the bill is introduced or the session has ended.

The process is simple. The legislator submits his request either verbally or in writing to either the Chief of the Legislative Reference Library or a draftsman. As much detail as possible is desired. After the bill is drafted, a copy is provided the legislator for his approval. If he desires changes, new drafts are prepared until he is satisfied. When the bill is finally approved by the legislator, the necessary documents are prepared for introduction. All these materials are placed in a large envelope called a bill jacket. This is turned over to the legislator and he presents it to the Chief Clerk when he wishes to introduce the bill.

The bill drafting service is located on the second floor north in the Legislative Reference Library.

X. LEGISLATIVE SERVICE AGENCIES--THE REVISOR OF STATUTES

Before 1911 the Wisconsin Statutes were officially revised at intervals, but Revised Statutes were published in 1849, 1858, 1878 and 1898. To find the current law it was necessary to consult the latest Revised Statutes and each of the volumes of Session Laws enacted since the latest revision. That cumbersome and unsatisfactory method is still in use in most states. It was discarded in Wisconsin by Chapter 546, Laws of 1909, which put into effect the present system of continuous revision and biennial publication of Wisconsin Statutes and created the office of Revisor of Statutes.

The Revisor is appointed by the Trustees of the State Law Library, a group composed of the 7 Justices of the Supreme Court and the Attorney General. His staff--attorneys and clerks--is located in Room 321 northeast in the Capitol.

This small staff carries out some very important functions with very little publicity. As acts are passed by the Legislature, they are prepared for inclusion in the Statutes, so that the new volume may be published soon after the session is over. Minor errors are corrected at this time, under authority given the Revisor by the Legislature. Errors which cannot be corrected without legislative action are included in correction bills introduced late in the session or during the next session. Indexes to the Statutes and Session Laws and tables showing the effects of legislative action are also prepared.

The Revisor's main function is carrying out his responsibilities for the plan of the Statutes and their reduction to smallest possible bulk. He studies the sections constantly to remove duplication, to clarify language, and to eliminate obsolete material. He works with legislative committees and state officers when they prepare new laws which involve rewriting whole chapters or titles of the Statutes. It is this constant revision process which is responsible for the comparatively small bulk of the Wisconsin Statutes.

The official annotations to the Statutes--the legislative history of each section, and notes of court decisions and Attorney General's opinions construing it--are prepared by the Revisor. Periodically these notes are printed in a separate volume; a new edition of "Wisconsin Annotations" has just been issued. Until another edition is prepared, each volume of the Statutes will include all of the cumulative Annotations since the 1950 Annotations volume.

In even-numbered years the Revisor prepares a volume called "Wisconsin Administrative Orders"--the "Red Book". It is a compilation of existing administrative regulations promulgated by the administrative departments.

The Revisor also is a member, and secretary, of the judicial council which recommends rules of court procedure to the Supreme Court, and is one of the state's Commissioners on Uniform State Laws.

XI. LEGISLATIVE SERVICE AGENCIES - THE STATE LIBRARY

By far the oldest continuous source of information for the Wisconsin legislator is the State Law Library located on the third floor east wing of the Capitol. The act creating the Wisconsin Territory in 1836 appropriated $5,000 for the Library's establishment and it has been in existence ever since. For many years it and the Historical Library were at opposite ends of the Capitol. It was for many years the sole exchange unit for state documents. This function is now also performed by the Historical Library and the Legislative Reference Library. Gradually the State Law Library began its concentration on legal works which is its almost exclusive function today.

The important collections which it maintains include the Session Laws and Statutes of every state, foreign countries and the federal government. It also has the official court reports of all states including the reports of many inferior courts. Both the federal annotated statutes and federal court reports are available. A legal textbook collection is also maintained. Most of the legal periodicals for many years and the index to legal periodicals are available. The decisions of many administrative agencies and the reports and opinions of the Attorney Generals of other states are on file. Publications of state bar associations and private publishers' services in taxation, insurance and probate are also kept. In addition, the normal reference books are available.

The materials are available on loan to legislators and officers and employes of the state. If a legislator wishes to check a law on a given subject from another state, the Law Library will probably be able to help him. A legislator can also determine if a particular issue has ever been the subject of a decision of a court. He can also determine if a particular matter has ever been the subject of an article in a law review by consulting the index to legal periodicals.

XII. THE STAFF OF THE SENATE AND ASSEMBLY

To facilitate the work of the Legislature a substantial number of clerical employes are selected under the merit system by the Chief Clerk and Sergeant at Arms of both the Assembly and Senate. Several of these people are regularly employed in other positions in state departments during the interim period. Others are part time employes, frequently University students.

The clerical employes selected by the Chief Clerk consist of 2 types. There are some who work directly under the Chief Clerk in connection with bill revision, typing engrossed bills, keeping the records of the session, etc. At the Chief Clerk's desk in each house, employes keep records of actions in the house, maintain the voting records, etc. In the Assembly one man at the desk operates the voting machine. The mailing room which assembles bills and other documents for distribution is also under the Chief Clerk.

Other clerical employes (stenographers) are assigned as committee clerks. They normally serve one or two committees depending on the work load. They keep the records, act as secretary for hearings and executive sessions, and prepare correspondence for committee members. These stenographers, as far as possible, should be used by committee members to prepare their correspondence. Only in an extreme emergency should members use the extra stenographers in the Chief Clerk's office.

Employes of the Sergeant at Arms office handle the document room where copies of bills, resolutions and other official documents are maintained for distribution. Other employes act as messengers who run errands for the legislators, keep the members' bill files and other records up to date, call them into the chambers when a call of the house is asked, arrange committee rooms for hearings, act as messengers for the committees at hearings, guard the door of committee rooms during executive sessions, and act as a police force in keeping order in corridors and galleries during sessions of the Legislature. The Sergeant at Arms also has jurisdiction over a night janitor force to maintain the chambers and committee rooms. A night watchman for each house also comes under this group. One person for each house is selected by the Sergeant at Arms to operate the legislative post office.

Both the Chief Clerk and the Sergeant at Arms maintain offices adjoining the legislative chambers.

XIII. THE WISCONSIN BLUE BOOK

The Wisconsin Blue Book is a biennial publication of the state authorized under section 35.24 of the Statutes. It must contain lists of legislators and legislative employes, statistical and other information of the same general character as has appeared in previous Blue Books, and should be useful to civics classes in high schools. It is in fact a biennial encyclopedia of facts regarding Wisconsin government. In addition to election statistics, party platforms, data on cities, villages and counties, information regarding each of the administrative departments, a resume of the state courts, information on the federal government, data on Wisconsin organizations and publications and copies of both the federal and state Constitutions, it contains at least one major article on some aspect of Wisconsin givernment. Many of these articles prepared in the past are still considered authentic enough to be widely read today.

The Blue Book is compiled and edited by the Legislative Reference Library, but is paid for out of the general fund. The distribution is made by the Director of Purchases in accordance with the provisions of section 35.84 (14) of the Statutes. Each senator may request no more than 300 copies. Each assemblyman may request no more than 200 copies. These copies are delivered to the legislator or as he may direct. Each legislator also gets a leather back copy with his name in gold on it. Copies may also be purchased from the Bureau of Purchases for $ 1.00. Copies are also provided to the schools, public libraries, county and city officials, and a variety of other groups provided for by law.

The preparation of the Blue Book is a year round job which begins anew immediately after the previous issue is off the press. Immediately after the general election new members of the Legislature are sent requests for biographical material for the section on the Legislature. Much time and energy can be saved by prompt attention to these requests. Legislators' pictures are taken by the official photographer shortly after the session begins. The biographical data is prepared from information submitted by each legislator in response to a questionnaire sent out shortly after the general election. In order to remain within the statutory page limiting, the biographies are limited in length. Both the pictures and biographies are submitted to the legislator for approval before the proof is sent to the engraver and printer.

The Blue Book is a well-known and widely used volume. Many copies are sent to libraries and research organizations in other states on exchange. Many Wisconsin citizens and organizations use it as a ready reference on Wisconsin.

XIV. THE ADMINISTRATIVE DEPARTMENTS

A legislator may have many occasions to visit administrative departments during his term of office both to obtain information for his own use and to secure information for his constituents.

Numerically the administrative agencies are the largest segment of state government. Their total personnel exceeds 13,000.Administrative departments are headed by either single executives or boards or commissions. The executives are either elected, appointed by the Governor with our without consent of the Senate or members ex officio by reason of other positions. The administrative agencies vary in size from some which have only a part time board and part time clerical assistant to departments employing more than a thousand people. By and large their main offices are in Madison, although a few have headquarters elsewhere. With few exceptions the Madison offices are located in the Capitol or the State Office Building.

Rooms in the Capitol designate the floor number and the wing. Thus 26 south is on the ground floor in the south wing. The room numbering system follows the European plan in which the first floor room numbers are under 100, the second floor in the 100 group, the third floor in the 200 group, etc. The room numbering system of the State Office Building follows the normal system.

Some administrative departments prefer that the original contact with a legislator be made through the department head in order that he may meet the legislator and that the information provided conforms to department policy. This may also facilitate assistance because it permits the department head to direct you to the person most able to help you.

It is sometimes difficult to determine which department deals with a particular subject. For example rehabilitation of handicapped youngsters to 16 years of age is handled by the Department of Public Instruction while rehabilitation of those 16 years of age and over are handled by the Board of Vocational and Adult Education. The education of adult blind is under the Public Welfare Department while the education of blind children is under the Department of Public Instruction. Some clue to where the function lies may be obtained from the resume of administrative departments in the Blue Book. A directory of the agencies is posted in both the Capitol and State Office Building, and the room numbers are given in the Capitol telephone directory. The guards in both buildings can also assist you in locating departments.

The following list of state agencies (not all administrative) and their location may be of value:

Adjutant General.....Capitol
Aeronautics Commission.....Capitol
Agriculture, Department of.....Capitol
Annuity and Investment Board.....Capitol
Attorney General.....Capitol
Audit, Department of State.....State Office Building

Banking Department.....State Office Building
Budget and Accounts, Department of.....Capitol

Conservation Department.....State Office Building
Crime Laboratory.....967 University Avenue

Deposits, Board of.....State Office Building

Employment Relations Board.....Capitol
Emergency Board.....Capitol
Executive Office.....Capitol

Free Library Commission.....Capitol

Governor's Office.....Capitol

Health, Board of.....State Office Building
Highway Commission.....State Office Building
Human Rights, Governors Commission on.....Capitol

Industrial Commission.....State Office Building
Insurance Commission.....Capitol

Law Library.....Capitol
Legislative Council.....Capitol
Legislative Reference Library.....Capitol

Motor Vehicle Department.....State Office Building

Normal School Regents, Board of.....Capitol

Personnel, Bureau of.....Capitol
Planning Board.....State Office Building
Public Instruction, Department of.....Captiol
Public Service Commission.....State Office Building
Public Welfare, Department of.....Capitol
Purchases, Bureau of.....Capitol

Retirement Fund.....116½ E. Main Street
Revisor of Statutes..... Capitol

Savings and Loan Department.....State Office Building
Secretary of State.....Capitol
Securities, Department of.....State Office Building
Supreme Court.....Capitol

Tax Appeal, Board of.....Capitol
Taxation, Department of.....State Office Building
Treasurer, State.....Capitol

Veterans Affairs, Department of.....Capitol
Vocational and Adult Education Board of....State Office Building

XV. THE POLITICAL ORGANIZATION OF THE LEGISLATURE

In recent years the Legislature has consisted of 2 major parties, Democrats and Republicans. In the past other parties have also been represented.

The carrying on of a portion of the legislative business involves political considerations. For that purpose an organization is normally maintained by each party. The legislative members of each party compose a caucus which frequently meets in advance of daily sessions to discuss the issues to be considered, and to agree on a plan of action. Caucus rooms are provided in the Capitol.

In each house each party selects a floor leader who presides at the caucuses and who manages the party strategy on the floor of the house. He is aided by an assistant floor leader.

XVI. THE PRESS

The report of what happens in the Legislature is provided for the people back home by a group of Capitol reporters who represent various individual papers and news services. The names of these men--and women--appear in the legislative directory and in the manuals of the 2 houses. About 10 days after the session begins the Chief Clerks get out a directory which lists the Madison addresses and telephone numbers, committee assignments of members and the names of newspapermen and their papers. Their pictures do not appear in the Blue Book or in any other official sources, but some of them have their pictures in their regular columns in the newspaper.

One way to identify them is to notice who frequents the press section of the 2 houses. In the Senate, tables are reserved for them on the side of the chamber, to the left of the President. In the Assembly, the press occupy tables on either side of the rostrum. Normally different people cover each house for each paper or news service and the same person covers the whole session. Unlike the movie version of newspapermen, they do not wear press cards in their hats, nor do they normally rush out to the nearest telephone at the slightest provocation.

These people, men for the most part, make their living studying and reporting state government. They develop a prodigious fund of information. They have dealt with many government officials and employes and knew most of your predecessors. Many of them have had years of experience in covering the capitol beat, and are a valuable source of information and advice.

XVII. MISCELLANEOUS PROBLEMS OF THE NEW LEGISLATOR

A. How does the legislator get paid?
A member of the Legislature gets a monthly pay check every month of his term. Except for holdover Senators the base pay is $200 a month beginning with this session.

The Chief Clerk of each house makes out the payroll listing the name and post office address of each member of the house.

The pay checks are received on or about the 15th day of each month. During the session they are distributed by the Chief Clerk. When the Legislature is not in session they are mailed in window envelopes.

At the beginning of each session each legislator makes out a Form W4, withholding tax statement which is the basis for making federal income tax deductions. At the end of each year each legislator is provided with a statement of the taxes withheld.

In addition to the salary each member of the Legislature is entitled to 6 cents a mile to and from Madison each week during the session, 10 cents a mile at the beginning and end of the regular and special sessions. During the 1951 session a holdover senator receives up to $100 a month for expenses incurred for food and lodging if it is necessary for him to establish a temporary residence in Madison. To get this, the legislator must file within one week after the end of the calendar month an affidavit stating the amount of such expense. The necessary forms can be obtained from the Chief Clerk, and should be returned to him when completed.

Pay and expense checks should not be folded or otherwise damaged because they are used as file cards in statistical compilation.

Under authority of section 20.01 (1) (e) if a member dies during his term of office, his salary is paid monthly to his estate or personal representative until his successor is elected and qualified.

B. Where do legislators live in Madison?
In 1949 members of the Assembly lived as follows:

Hotel	80
Residence	17
At Home	2

Members of the Senate lived as follows:

Hotel	28
Residence	0
At Home	1

It is virtually impossible to secure a room in a Madison hotel without reservations. Arrangements should be made in advance.

The hotels at which members of the 1949 session stayed are as follows:

Lorraine	Capital
Park	Simon
Belmont	Fess
Claridge	Madison

Madison Club

The following additional hotels are located in Madison:

Cardinal	Kennedy Manor
Edgewater	Monona
Kehl's Casino	Washington

Wilson

Rooms can occasionally be obtained by consulting the Madison and Wisconsin Foundation located on the first floor of the Union Bus Station or the University Housing Bureau on Irving Court. Rooms are also advertised in the 2 Madison papers which carry the same advertisements.

C. The handling of legislators' mail.
At the beginning of each session when the seats are assigned, each member of the Legislature receives a key to a post office box from the Sergeant at Arms. The post office is located between the Senate and Assembly Chambers. Two clerical employes assigned to the Sergeant at Arms office maintain the post office.

The incoming mail is distributed to the members' boxes. This includes not only U.S. mail but also Capitol mail.

Each legislator receives a supply of stationery with his name on it early in the session. Large envelopes and other stationery supplies can be secured from the mailing clerk of the Chief Clerk's office who knows how to wrap, postal zoning, etc. The mailing rooms are in 314 southeast for the Senate and 306 west for the Assembly.

If a legislator desires to write letters, the committee clerk of his committee will type them depending on her work load.

In connection with certain legislation, a member may receive literally hundreds of communications. To reply to these by letter would be an endless job. For that reason the Chief Clerk of the Assembly has available form cards which may be used to acknowledge these communications. This does not apply to the Senate.

D. What materials does the legislator receive to assist him in his work?
In addition to the legislative documents discussed in VI the legislator receives the following supplies and equipment.

1. The most recently published copy of the Revised Statutes.

2. The Session Laws at end of session.

3. The Assembly Journal, Senate Journal and Index to the Journal for the previous session.

4. The last published Blue Book. You are eligible to receive copies of the next Blue Book when it is published (approximately 12 months after the session closes). (200 copies if you are an assemblyman, 300 copies if you are a senator).

5. Twenty-five wall highway maps and up to 250 folding paper highway maps each year and 50 railroad wall maps of Wisconsin.

6. A fountain pen (Parker Pen Company, Janesville).

7. A "plunder" box in which to ship all your materials home at the end of the session.

8. A copy of the house manual.

9. A copy of the directory of the Wisconsin Legislature.

10. One thousand sheets of stationery printed - authorized by resolution in each house.

11. Copies of the budget estimate printed pursuant to section 35.06.

12. Copies of printed messages of Governor and reports of departments.

E. How does a member arrange for an absence?
As a representative of roughly 35,000 Wisconsin people, the legislator will find it advisable to be present at all sessions in order to keep current on matters before the Legislature. Occasionally, however, matters of pressing personal business, illness in the family or personal illness will make it necessary to be absent from the session.

The rules of both houses provide that no member shall be absent except for illness or other cause during the entire day without first having obtained leave of absence. In other words unexcused absences are not permitted under the rules. If a member anticipates an absence, he may request the house to grant leave. If a member must be absent, another member may request that he be granted leave.

If a member anticipates an absence and desires to give effect to his position for or against a particular measure if it comes up, he may arrange a pair with a member who proposed to vote the opposite way. They procure a blank prepared for this purpose from the desk of the Chief Clerk and sign it. The pairs must be made in person and the rule provides that at least one must be absent with leave when the measure is considered. If both parties are present when the measure is considered, the pair is cancelled and must be re-established if the legislators wish it to operate subsequently in regard to the same measure. The pair is a gentlemen's agreement and if a present member of a pair chooses to vote, there is no rule to prohibit him from doing so. However, it would probably be difficult for him to arrange another pair. It has serious repercussions only when an issue on which a two-thirds vote is required is under consideration because the pair is not counted as a vote, and a good many pairs may make it difficult to get a two-thirds majority.

In the course of prolonged debate the members of the house may drift out of the chamber. In order to return the members to the house a call of the house may be resorted to under which the Sergeant at Arms is required to go out and get the members absent without leave. This may involve making some telephone calls or other expense which may be charged to the member causing it. Members may not leave the chamber until the call of the house is lifted.

F. How does a legislator know which seat is his?
Each seat is numbered. In the Assembly the first seat in the front row on the left facing the Speaker is number one. The numbers run across the first row, the second row starts on the right-hand side, the third on the left, etc. In the Senate the numbers start with the rear row on the left side facing the Presiding Officer. The front row is also numbered from the left.

On the day of the opening session a legislator may occupy any seat.

The process of assigning seats differs in the 2 houses. In the Assembly one of the first resolutions introduced the first day sets up a series of preferences. The Chief Clerk handles the seating arrangements.

First choice goes to the physically handicapped and to the ladies.

Second choice goes to members of the previous session. They may keep their old seats. If they desire to change, they choose alphabetically.

Third choice goes to members of other sessions. They also choose alphabetically.

All other members choose their seats by lot.

In all selections the members of the majority party get first choice.

In the Senate the seats are assigned by the Committee on Committees.

By custom most members of the minority party group themselves together on one side of the chamber. This is more true in the Senate than the Assembly.

NOTE: See Appendix for seating charts of both houses.

G. Car parking regulations.

Madison has an acute car parking situation. Except for the inside perimeter, there are parking meters for several blocks around the Square. The city maintains parking lots one block east and one block north of the Square.

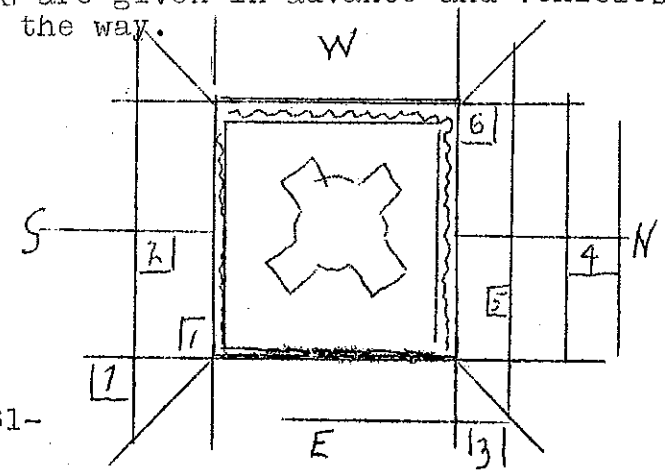
Legislators are not exempt from arrest for many traffic violations under the provisions of Article IV, section 15 of the Constitution.

The city police department is located at 14 South Webster Street, one block back of the First National Bank.

The county traffic department office is located in the jail, 2 blocks back of the Park Hotel.

In case of a heavy snow there may be a temporary suspension of parking on the Square while the snow is removed by mechanical means. Warnings are given in advance and vehicles are removed if they are in the way.

1. Park Hotel
2. Loraine Hotel
3. Parking Lot
4. Parking Lot
5. Police Station
6. Belmont Hotel
7. County Traffic Office, Jail and Municipal Court.



H. What materials on Wisconsin state government are available for distribution?
Members of the Legislature may frequently desire printed information on the operation or history of Wisconsin government for their own use or for the use of their constituents. Most departments prepare biennial reports of their activities as well as intermittent or periodic reports on specific subjects. In addition there are many other reports and studies which are made by others. Generally speaking copies of these materials are available from the departments or the Legislative Reference Library.

Among these special materials are the following typical illustrations:

A. Summary of the Action of the 1949 Regular Session of the Wisconsin Legislature. Lists all measures considered by subject. (See VI Documents Used By the Legislature).

B. Annual mimeographed summaries of Taxes and Aids, the Property Tax, City Taxes, Village Taxes, prepared by the Department of Taxation.

C. Conservation Commission bulletins on state parks.

D. Centennial article The Making of our Wisconsin Schools, 1848-1948, a history of education in Wisconsin.

E. The biennial report of the activities of the Legislative Council and its recommendations.

F. A Lawmaking Laboratory, an article by Howard F. Ohm which explains the bill drafting and other processes of the Legislative Reference Library.

G. "Your State Wisconsin" a reprint of an article from the 1942 Wisconsin Blue Book.

H. "The Thirteenth Star", a history of Wisconsin available in pamphlet form from the Wisconsin Historical Society at 30¢ and originally printed in the 1948 Blue Book.

I. "How Bills Become Laws", a mimeographed statement by Arthur L. May, Chief Clerk of the Assembly.

J. "Statute Lawmaking" by E. E. Witte.

I. What can the legislator read to help him understand the legislative process?
The 2 groups of things which might be read to develop an understanding of the legislative process are the general works on legislation and the specific materials on legislation in Wisconsin.

General Works:

Walker, Harvey, The Legislative Process, New York, The Ronald Press, 1948.

Willoughby, W. F. Principles of Legislative Organization and Administration, Washington, Brookings Institute, 1934.

Luce, Robert, Legislative Assemblies, Boston, Houghton Mifflin Co. 1924.

Luce, Robert, Legislative Procedure, Boston, Houghton Mifflin Co. 1922.

Luce, Robert, Legislative Problems, Boston, Houghton Mifflin Co. 1935.

Riddick, Floyd M. The U.S. Congress: Organization and Procedure, Manassas, Virginia, National Capital Publishers, 1949. (This recent pamphlet is good on revisions since 1947).

Bailey, Stephen K., Congress Makes A Law, New York, Columbia University Press, 1950.

Our State Legislatures, Council of State Governments, Chicago, 1948.

The Legislature of California, Commonwealth Club of California.

San Francisco, 1943 (A Survey of Legislative Organization and Procedure in General).

Book of the States, Council of State Governments, Chicago, biennial.

Specific Materials on Wisconsin

Ohm, Howard F., Lawmaking Laboratory - State Government, April, 1930. Reprint 1944.

Witte, E.E., Statute Lawmaking in Wisconsin (1937 Blue Book) Reprint 1941.

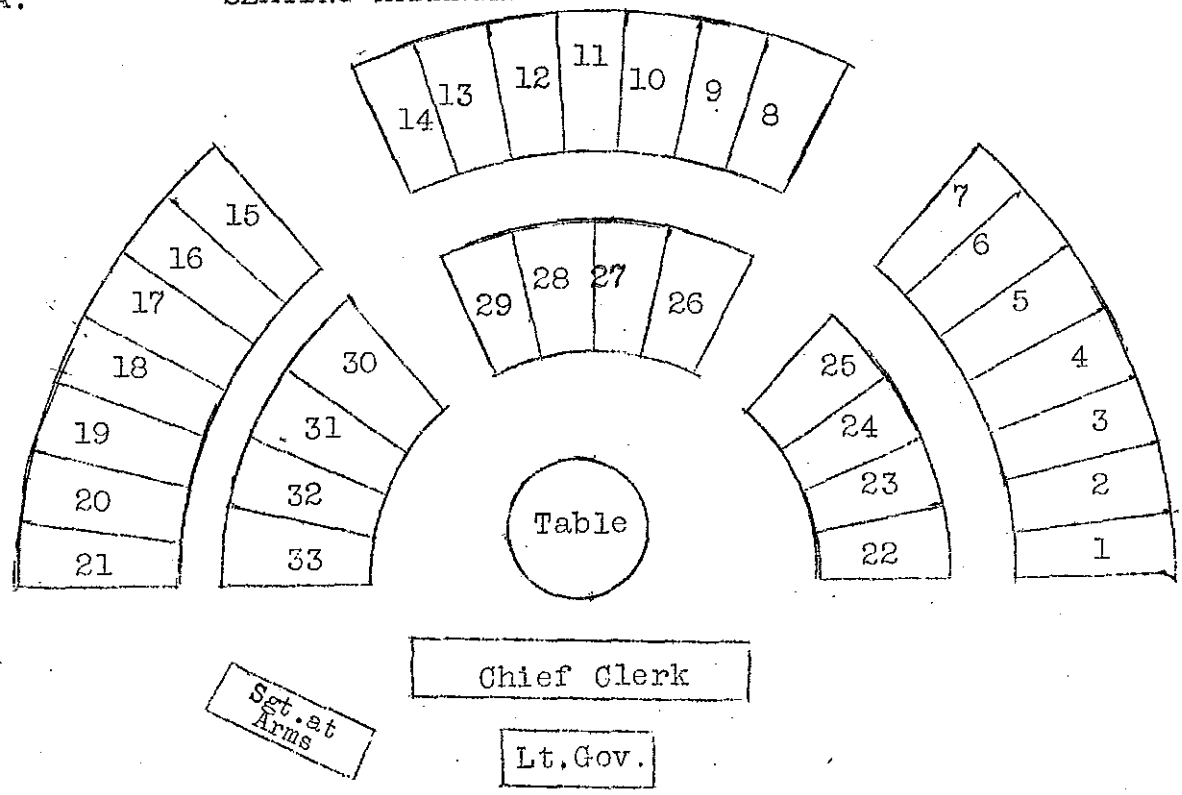
1950 Blue Book Summary on the Legislature, pp. 235-247.

1937 Blue Book article on Legislation, pictures, pp. 73-92.

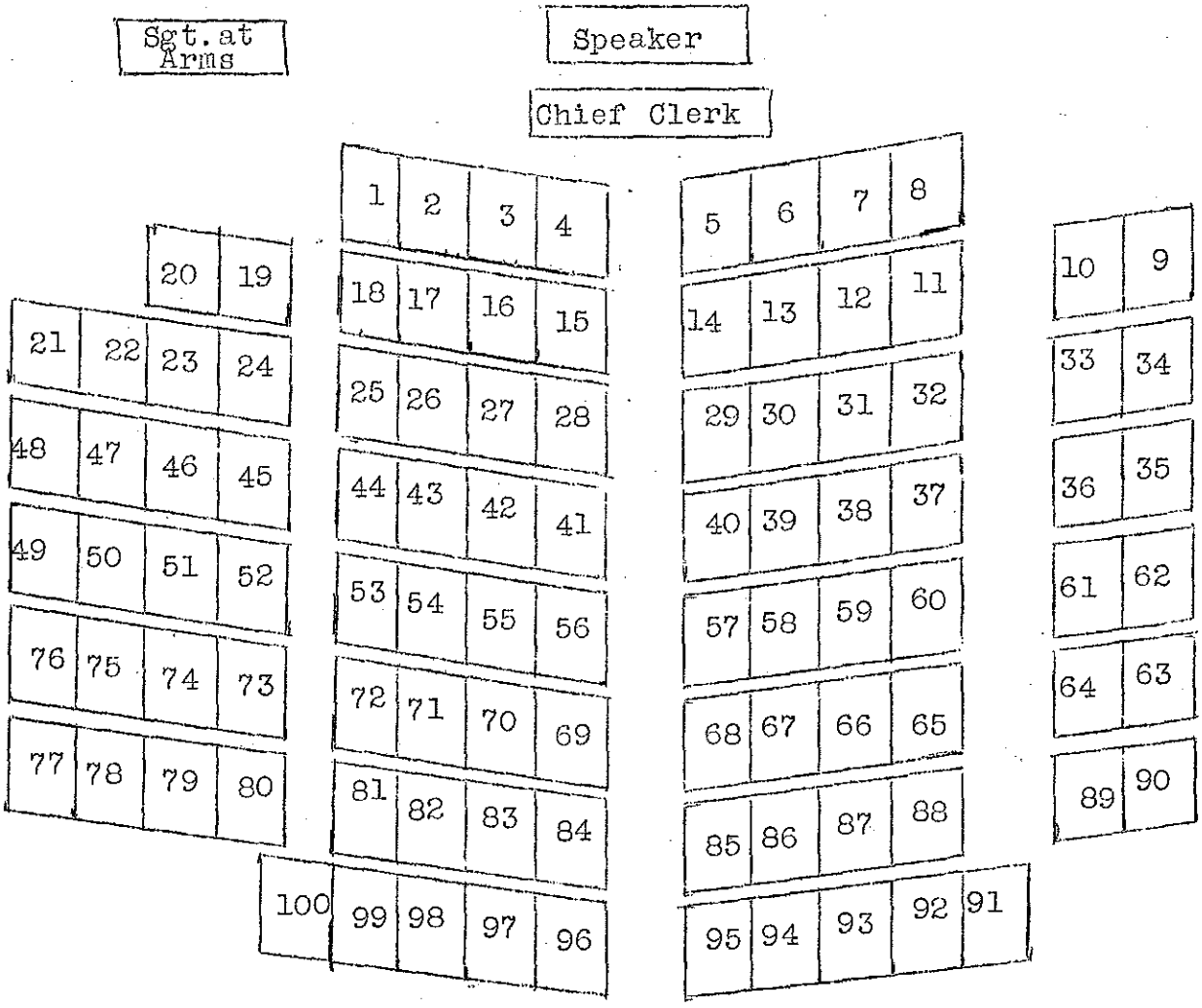
May, Arthur, How Bills Become Laws, mimeographed - biennial. See also Assembly Manual, 1949, pp. 260-262 for steps in enacting a law.

Appendix A.

SEATING ARRANGEMENT IN SENATE



SEATING ARRANGEMENT IN ASSEMBLY



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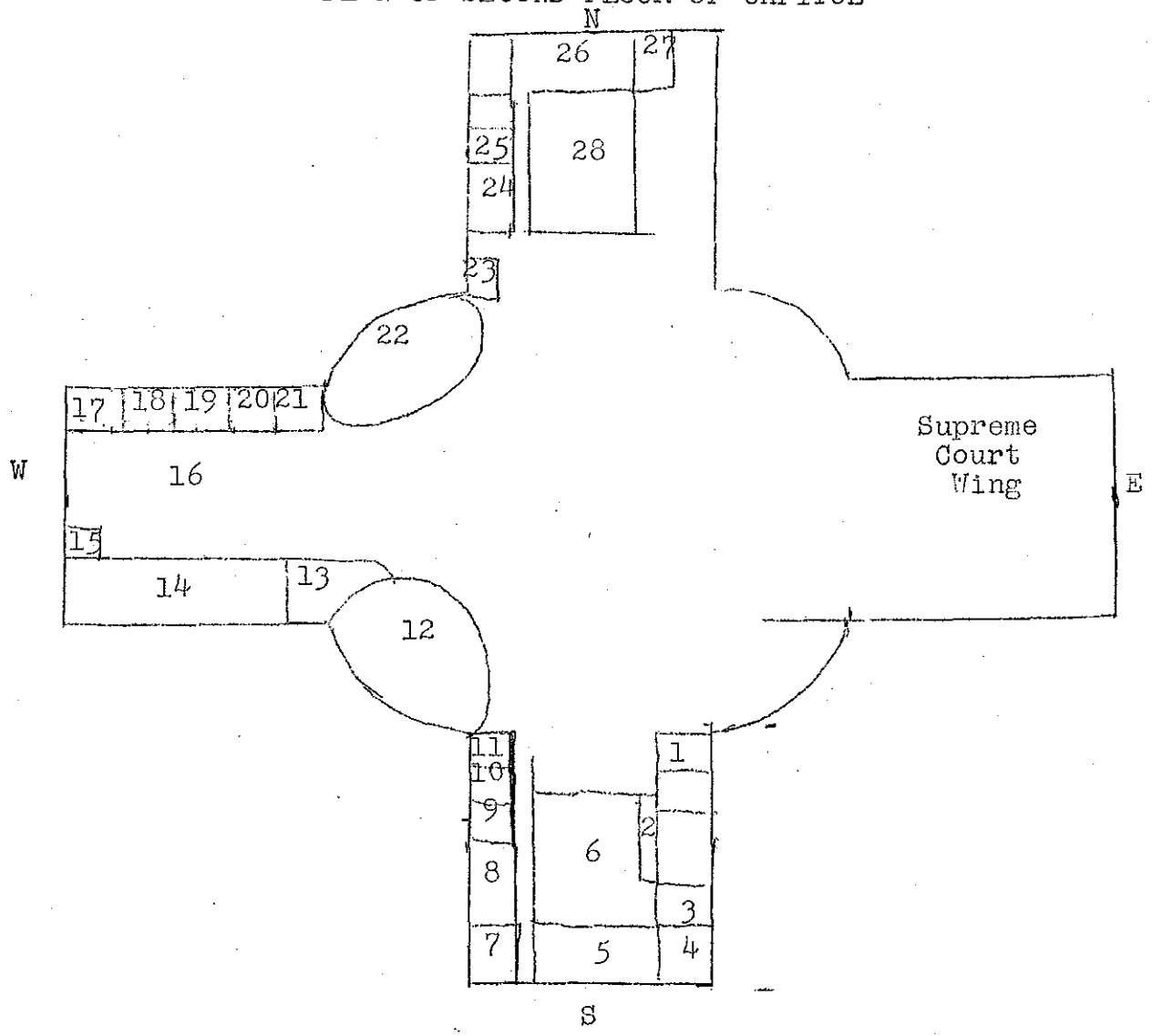
Appendix B.

PLAN OF SECOND FLOOR OF CAPITOL



1. Legislative Council Office
2. Senate Cloak Room
3. Democratic Caucus Room
4. Republican Caucus Room
5. Senate Lounge
6. Senate Chamber
7. Lieutenant Governor's Office
8. Chief Clerk's Office
9. Sergeant at Arms' Office
10. Senate Document Room
11. Little Boys' Room
12. Legislative Post Office
13. Assembly Document Room
14. Assembly Lounge
15. Sergeant at Arms' Office
16. Assembly Chamber
17. Speaker's Office
18. Chief Clerk's Office
19. Sergeant at Arms' Office
20. Cloak Room
21. Little Boys' Room
22. Assembly Judiciary Committee Room
23. Little Girls' Room
24. Bill Drafting Room, Legislative Reference Library
25. Chief Clerk, Legislative Reference Library
26. Legislative Reference Library
27. Chief, Legislative Ref.Library
28. Hearing Room

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APPENDIX C.

LEGISLATIVE MANUALS OR HANDBOOKS USED IN WISCONSIN

Title	Frequency of Publication	By Whom Prepared	Content
Directory of the Wis. Legislature	Biennial-early in session	Jointly by Chief Clerks	Members, home addreses, Madison addresses, committee assignments, officers of houses, telephone directory, list of press representatives.
Official Legislative Manual and Directory	Biennially before session	Secy. of State under Section 35.05 of Statutes	List of constitutional state officers, members of congress, state legislators, vote cast in Wisconsin, Senate rules, Assembly rules, joint rules, applicable federal and state constitutional provisions, applicable statutory provisions, index.
Senate Manual	Biennially	Chief Clerk	Senate rules, joint rules, precedents, Wis. Constitution, applicable statutory provisions, and directory of congressional, state constitutional officers and legislators.
Assembly Manual	Biennially	Chief Clerk	Assembly rules, joint rules, precedents, Jefferson Manual, U.S. and State Constitutions, applicable statutory provisions, directory of congressional, state constitutional officers and legislators.

APPENDIX C.--cont.

LEGISLATIVE MANUALS OR HANDBOOKS USED IN WISCONSIN--cont.

Title	Frequency of Publication	By Whom Prepared	Content
State, Congressional Legislative and County Officers of Wisconsin	Semiannually in Dec. and June	Secy. of State	List of state constitutional officers, Wisconsin congressional representatives, senators, assemblymen, counties, county seats, county clerks, county treasurers, sheriffs, coroners, clerks of circuit court, district attorney, register of deeds, surveyors and vote for governor. The June list has state and national party committees.