



# Joint Committee on Finance

## Informational Paper

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# Joint Committee on Finance

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# Joint Committee on Finance

## Introduction

The Joint Committee on Finance is a statutory, standing committee of the Wisconsin Legislature. A Joint Committee on Finance has been specified in the statutes since 1911 when the Legislature enacted Chapter 6, Laws of 1911, first creating the Committee.

Members of the Committee are appointed by each house in the same manner as are members of other standing committees [by the Speaker in the Assembly and by the Senate Majority Leader in the Senate]. The Committee is staffed on a full-time basis by the Legislative Fiscal Bureau, a statutory legislative service agency whose Director is appointed by the Joint Committee on Legislative Organization. As Committee staff, the Bureau's analysts provide a wide variety of information and analyses to Committee members regarding each biennial budget as well as on state programs and fiscal policy. In addition, staff provide summary information on all bills considered by the Committee and prepare analyses of agency requests for appropriation supplements and changes in authorized position levels requested outside of the budget process.

The Joint Committee on Finance's original and still primary responsibility is to serve as the principal legislative committee charged with the review of all state appropriations and revenues. This responsibility is most prominently carried out by the Committee's detailed review of the biennial budget recommendations of the Governor. In addition, the Committee has been given a number of other fiscal and budgetary oversight responsibilities. The next section of this paper briefly summarizes the Committee's procedures in reviewing the Governor's proposed budget. [A

more detailed summary is also available in the Legislative Fiscal Bureau's informational paper entitled, "State Budget Process."] Following that section, succeeding sections describe the Committee's duties for: (1) review of other fiscal bills; (2) supplementation of agency appropriations; and (3) approval of changes in authorized position levels.

Appendix I provides a detailed history of Joint Committee on Finance which was prepared by Tony Mason and first distributed publicly at a ceremony held October 24, 2001, to dedicate the Committee's new hearing room (Room 412 East of the State Capitol). Following that history, there are five additional appendices which provide detailed listings of the Committee's various statutory responsibilities in the areas of: (1) required reviews; (2) appropriation and position adjustments; (3) specific bill introductions; (4) required approvals of agency actions; and (5) agency reports required to be submitted to the Committee. The seventh appendix lists the other legislative committees and statutory bodies on which the Co-chairs of the Committee are ex officio members. The eighth appendix lists the Co-chairs of the Committee since 1911. The ninth and final appendix lists all legislators who served as members of the Joint Committee on Finance since 1911. The appendix also lists home and the sessions served for each member.

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## Review of the Governor's Recommended Budget

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The statutes provide that immediately after delivery of the Governor's budget message, the

executive budget bill(s) must be introduced, without change, into one of the two houses of the Legislature by the Joint Committee on Finance. Further, upon introduction the bill or bills must be referred to the Committee for review.

Upon completing its summary of the budget, the Legislative Fiscal Bureau may provide initial overview briefings on the budget for the full Committee (and any other legislators who wish to attend). In addition, state agency officials may provide testimony on the budget to the Committee. Following completion of any such briefings, the Committee begins to hold public hearings on the Governor's proposed budget. The hearings are usually held in a number of locations throughout the state.

Upon conclusion of the public hearings, the Finance Committee commences executive sessions on the Governor's recommended budget. These executive sessions represent the decision-making phase of the Committee's responsibilities. In Wisconsin, executive session meetings on the budget are open to the public; however, testimony or commentary from the public or agency officials is not taken and discussion is between Committee members, Legislative Fiscal Bureau staff and State Budget Office staff.

The Joint Committee on Finance invariably adopts a budget which contains numerous changes to the budget proposed by the Governor. Once all proposed changes have been considered, the Committee directs the Legislative Fiscal Bureau to work with the Legislative Reference Bureau and draft (in bill form) the Committee's recommended budget. Typically, the form of the Committee's recommended budget is as a substitute amendment to the Governor's budget bill rather than being a separately identified "new" bill.

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## Review of Other Fiscal Bills

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The Committee's fiscal oversight duties include the review of all other (non-budget) revenue or spending bills. This responsibility emanates from a statutory requirement [s. 13.093(1)] which specifies that, "All bills introduced in either house of the legislature for the appropriation of money, providing for revenue or relating to taxation shall be referred to the joint committee on finance before being passed."

Although Committee sessions are not held on all bills that are referred to it, most bills that have a significant fiscal effect or otherwise involve major policy are reviewed by the Committee. Some of these bills may not actually appropriate any additional funds but the accompanying fiscal estimate (prepared by the affected state agency) may project that if the bill is enacted, it will result in significant increased costs to the agency. Further, for some bills, the Committee's Co-chairs may decide to hold a public hearing on a bill even though another committee may have already done so. In addition, some major fiscal bills may be referred by the presiding officer of the Assembly or Senate directly to the Finance Committee. (Under the rules of the Legislature, legislative committees are not required to hold a public hearing on a bill prior to action, but most bills are given a public hearing by at least one legislative committee.)

### Emergency Clause Requirement

In addition to its general responsibility for review of spending and/or revenue bills, the Committee has a special responsibility at the start of each session in the odd-numbered years regarding legislation with a fiscal impact. Under s. 16.47(2), no bill providing an appropriation, decreasing state revenues or increasing the cost of state government -- where the fiscal effect exceeds \$10,000 annually -- may be passed in either house of the Legislature in advance of the budget bill



unless an emergency clause is attached. The Governor, the Joint Committee on Finance and the organization committees in each of the two houses all have the general power to do this. The Joint Committee on Finance normally meets in executive session to act on such bills and recommend their consideration prior to the budget bill as an emergency ("attachment of the emergency clause").

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### **Supplementation of Agency Appropriations**

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Another Committee responsibility is to function as an emergency appropriations board. In each biennial budget, a separate appropriation of state general purpose revenue funds (and sometimes appropriations of other types of revenues) is provided for release by the Committee to supplement agency appropriations for emergency situations. The Committee meets on a quarterly basis to consider agency requests for such supplements. In addition, the Committee may hold special meetings for this purpose at the request of the Governor or upon the call of the Committee Co-chairs.

The Committee may supplement any agency's appropriation which is insufficient because of unforeseen emergencies or is inadequate to accomplish the purpose for which the appropriation was made if the Committee determines that: (1) an emergency exists; (2) no funds are available for such purposes; and (3) the purposes for which a supplemental appropriation is requested have been authorized or directed by the Legislature. Segregated revenue appropriations may also be similarly supplemented by the Committee from uncommitted segregated revenues. Actions of the Committee under this section of the statutes (s. 13.101) are subject to veto by the Governor and any veto may be overridden by a two-thirds vote of the Committee.

In addition, program revenue appropriations

may be also supplemented by the Committee. However, a different procedure is followed in this case. For any proposed supplement of a program revenue appropriation, an agency must first request approval of such supplementation from the Secretary of the Department of Administration. If the Secretary recommends a supplementation, the Secretary must notify the Joint Committee on Finance of the proposed amount. The Committee has 14 working days after notification to schedule a meeting to consider the Secretary's recommendation. If the Committee does not act within that time to schedule a meeting, the proposed action is approved. If, on the other hand, a meeting is scheduled, affirmative action on the proposal by the Committee is required before the supplementation may be authorized. (This is referred to as the Committee's passive review approval process and is authorized under s. 16.515 of the statutes.)

The Committee is also authorized to transfer funds between appropriations and programs. In this case, the Committee may make such transfers if it finds that: (1) unnecessary duplication of functions can be eliminated, more efficient and effective methods for performing programs will result or legislative intent will be more effectively carried out; (2) legislative intent will not be changed as the result of such transfer; and (3) the purposes for which the transfer is requested have been authorized or directed by the Legislature. All transfer actions of the Committee are subject to veto by the Governor and any such veto may be overridden by a two-thirds vote of the Committee.

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### **Changes in Authorized Position Levels**

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Most positions authorized for state agencies are provided through the biennial budget or by specific provision included in other legislative enactments. However, the Joint Committee on Finance is also authorized to act upon agency

requests for changes in an agency's authorized level of positions. This power is used to address situations similar to those for which supplemental funding may be provided by the Committee.

Specifically, the Committee may, under s. 13.101(2) of the statutes, act upon a request from any state agency to change the agency's number of authorized positions that are funded by segregated or general fund monies. Such requests are considered by the Committee at its meetings held under s. 13.10. In addition, the Committee is authorized under s. 16.505 of the statutes to approve requested changes in an agency's number of authorized program revenue funded positions. However, the agency must first obtain approval of the requested program revenue position change from the Governor. If the Governor recommends a position change, the Governor must then notify the Committee of the proposed change. The Committee has 14 working days after the date of notification to schedule a meeting to consider the Governor's proposed change. If the Committee does not act within that time to schedule a meeting, the proposed position change is approved. However, if a meeting is scheduled, affirmative action on the proposal by the Committee is required before the position change may be made.

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### **Other Responsibilities**

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In addition to these four major responsibilities, the Joint Committee on Finance has been statutorily assigned a number of other specific duties. The majority of these arise out of the Committee's role as the Legislature's fiscal watchdog and its involvement in the on-going review of agencies' spending plans. Some of these responsibilities are seldom exercised, others are used on a periodic but not frequent basis, while others are frequently employed. Attached Appendices II through VIII contain brief

descriptions of each of these statutory duties as currently assigned to the Committee. These duties are grouped under various functional headings which characterize the general nature of the listed duties. Each of the duties is followed by one or more citations where the full statutory responsibility may be found. The subject matter of each of those appendices is listed below.

Appendix II lists a number of reviews that are or may be conducted by the Joint Committee on Finance.

Appendix III lists other appropriation and position adjustment powers which are assigned to the Committee as an adjunct to its budget bill responsibilities.

Appendix IV enumerates certain bills that are required to be introduced by the Committee. (Like any other committee, the Joint Committee on Finance may also introduce other bills at its discretion.)

Appendix V lists a number of specific approval powers granted to the Joint Committee on Finance.

Appendix VI contains a listing of various reports which state agencies are statutorily required to submit to the Joint Committee on Finance.

Appendix VII lists the other statutory legislative committees or bodies on which the Co-Chairs of the Joint Committee on Finance (or their designees) sit as ex officio members.

Appendix VIII lists the Co-chairs of the Committee in each legislative session since the Committee's creation in 1911.

Appendix IX lists all legislators who served as members of the Joint Committee on Finance since 1911. The appendix lists the home and sessions served for each member.

## APPENDIX I

### A History of the Joint Committee on Finance

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#### Introduction

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In the decade following the 1903 legislative session, the Wisconsin Legislature enacted dozens of innovative laws that have been "widely heralded as among the best laws enacted by any state legislature." Not only were many of these laws frequently copied by other states and by the federal government, but they also served as a basis for subsequent legislation in this state. The 1911 legislative session has been described as "perhaps one of the most fruitful" during this period in terms of the sheer number of significant innovations that were enacted. That session saw the enactment of such landmark legislation as: the first successful state income tax law, the first state workers' compensation law, the establishment of a Wisconsin Industrial Commission to administer labor laws, the regulation of child labor, a minimum wage law for women, the creation of a comprehensive state vocational education program, the Corrupt Practices Act restricting expenditures for elections, the start of the state highway program (the Wisconsin "Good Roads" law) and the establishment of a system for legislative oversight of the state budget process through the creation of the Joint Committee on Finance.

This history of the Joint Committee on Finance follows the emergence of the Committee from its modest beginnings in 1911 to its current position as a major legislative institution with respect to state fiscal operations. This history traces the Committee's development through three distinct periods. The first period runs from the Committee's creation in 1911 to 1929. During this first period, the Committee's focus was largely on

standardizing and rationalizing the Legislature's role in the biennial appropriations process. The second period runs from 1929 to 1971. This period saw the Legislature and the Joint Committee on Finance gradually strengthen legislative oversight of the budget process. A major development during this second period was the emergence of an independent, objective budget analysis capability for the legislative branch. The third period runs from 1971 to date and covers the era in which the Committee applied its many resources to realize the Legislature's role as a full partner with the executive branch in the budgetary process.

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#### The Early Period (1911-1929): Standardizing the Legislative Budget Process

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**Creation of the Joint Committee on Finance.** On January 11, 1911, a new Legislature was seated in the completed portion of the new State Capitol. Almost immediately, Senate Bill 8 was introduced. This bill provided for the transformation of the Legislature's existing, eight-member Joint Committee on Claims into a 14-member Joint Committee on Finance, comprised of five members of the Senate and nine members of the Assembly. The old Joint Committee on Claims had been established by Chapter 59, Laws of 1857, to consider "all bills or accounts requiring the appropriation of money by the Legislature." The 1911 legislation substantially revised the new Committee's authority by directing that all bills containing appropriations, providing for revenue or relating to taxation be referred to it before being passed by the Legislature. The proposal had the complete support of the Legislature. Senate Bill 8 passed the Senate on a vote of 21-0, and the

Assembly concurred on a vote of 89-0. The bill was approved by Governor Francis E. McGovern as Chapter 6, Laws of 1911, on March 2, 1911. No other Legislature had acted to create a single, joint committee to review both expenditure and revenue bills, and to this day, this arrangement is unique among the states.

Contemporaneous documents suggest that the impetus for establishing these new referral procedures for expenditure and revenue bills was the fact that "appropriations for the various state officers, boards and institutions ... were scattered throughout the entire statutes and session laws" which made it "very difficult for the [various] Legislatures to obtain definite information as to the maximum amount that any given institution was authorized to spend."

The Legislature did not actually wait for the formal enactment of Chapter 6, Laws of 1911, before constituting the first Joint Committee on Finance. Both houses made their initial appointments during February, 1911, and the new Joint Committee on Finance held its organizational meeting on Tuesday, February 28, 1911, at 4:00 p.m. in Room 203 North of the State Capitol.

Even before the new Committee's first meeting, the Legislature enacted Chapter 1, Laws of 1911, which authorized the Joint Committee on Finance to employ experts in accounting and statistics and in the formulation of public financial statements during the 1911 session. Chapter 1 also appropriated \$2,500 from the general fund for this purpose. Thus began a tradition maintained by each succeeding Legislature through the 1947 session of enacting specific legislation to authorize the Joint Committee on Finance to hire a committee clerk and any necessary expert staff and to appropriate the necessary funds.

**Early Reforms to Standardize the Legislature's Budget Oversight.** Almost immediately, the new committee retained a Madison attorney, Herbert R. Sands, to conduct an exhaustive study of how the

Legislature might better manage the appropriation of funds to state agencies. On June 28, 1911, the Joint Committee on Finance submitted Sands' report to the full Legislature, detailing many of the deficiencies associated with the appropriations process in use at the time and proposing a variety of budgetary reforms. Most notably, the Sands report found the following problems with the Legislature's review and approval of agency appropriations:

- Agencies' requests for appropriations increases were not justified by prior years' actual expenditure data. The requested increases were developed after the Legislature convened and were often presented as a single, lump sum amount by each agency without sufficient detail to afford a basis for determining the merits of the requests.

- Without sufficient justifications for the requests, the Legislature and the new Joint Committee on Finance had imposed arbitrary cuts. With this in mind, agencies were sometimes submitting inflated estimates such that an adequate balance would remain even after substantial reductions by the Legislature.

- Too many appropriations bills were being passed. Most state agencies were funded from two to as many as 14 separate appropriations bills each session.

- There was a multiplicity of appropriation types, and these appropriations were scattered throughout the statutes.

- There was no centralized audit or accounting control function.

To address these concerns, the report recommended the following budgetary reforms:

- Agency biennial expenditure requests should be developed based on the current year's and the prior two years' actual expenditures. The report also included a recommended uniform

schedule of expenditures that agencies should use for this purpose.

- Expenditure estimates for future biennial periods should be prepared and submitted to an entity in the executive branch before the Legislature convened for its biennial session.
- All state agency administrative officials should come before the Joint Committee on Finance every two years to present their budget requests. These estimates, as revised by the Committee, should be incorporated into a single appropriations bill for each department or agency.
- The Joint Committee on Finance should review whether appropriation types should be standardized and incorporated into a single section of the statutes.
- The Office of the Secretary of State (in line with its constitutional responsibilities at the time) should be reorganized to perform meaningful auditing and accounting oversight.

The Committee took immediate action on at least some of the report's recommendations by directing all state agencies to utilize the new, uniform schedule of expenditures for the purpose of compiling their budget requests for the 1913-15 biennium. The Committee also advanced Senate Bill 627, which was enacted as Chapter 630, Laws of 1911. Chapter 630 appropriated \$1,000 from the general fund for the purpose of having the Sands report printed. Five hundred copies were immediately forwarded to the Legislature and state agencies and an additional 500 copies were reserved for a similar distribution at the commencement of the 1913 legislative session.

Budget reform efforts continued in the 1913 legislative session. Almost immediately after the beginning of the session, the Joint Committee on Finance adopted a resolution that "all departments of the state government, intending to submit appropriating bills to the Legislature,...submit

such bills to the Joint Committee on Finance rather than to individual members of the Legislature for introduction." This resolution was sent to all legislators and to all agency heads. By this resolution, the Committee hoped to consolidate all appropriation proposals for an agency into a single bill and to avoid funding request "surprises" when appropriations bills sponsored by individual members were forwarded late in the session to Joint Finance from other committees.

The Committee continued to pursue recommendations made in the 1911 Sands report. Chapter 760, Laws of 1913, repealed dozens of appropriations that were scattered throughout the statutes and recodified them into a single statutory unit. Chapter 760 also established standardized appropriation types (annual, continuing and sum sufficient) and prescribed uniform statutory language for each of these appropriation types.

**Cooperating with the Executive Branch to Improve the Budget Process.** One of the most significant budgetary reforms enacted by the 1913 Legislature was the creation of a State Board of Public Affairs in the executive branch. Chapter 728, Laws of 1913, created the Board and gave it wide discretionary powers in the investigation and control of the affairs and accounts of all public bodies in the state.

The Board was comprised of nine members, six of whom were ex officio (the Governor, Secretary of State, President Pro-Tempore of the Senate, Speaker of the Assembly, and the Co-Chairs of the Joint Committee on Finance) and three public members, appointed by the Governor with the advice and consent of the Senate. The Board was authorized to employ a Secretary, who served as the Governor's budget director.

Every state agency was required to give the Board and its staff free access to its records and accounts and provide such budgetary or programmatic information as the Board might require. The Board was directed to establish

uniform systems of schedules and accounts, was granted post-audit authority and was authorized to recommend the elimination of duplicative functions in state agencies. In the fall of every even-numbered year, the Board was required to distribute to each state agency the forms necessary for the preparation of budget requests. State agencies were required to show actual expenditures for the three preceding years, estimates for the current year and requests for the subsequent two years. The Board's accounting staff reviewed the forms and compiled them for submission to the Board.

The Board then met to review agencies' budget requests and to hear from any agencies wishing to make a presentation on their expenditure proposals. At the conclusion of this process, the Board recommended to the next Legislature what it considered to be the necessary agency appropriation levels for the subsequent biennial period. These recommendations were published in book form and were given to each member of the new Legislature.

In practice, this procedure meant that the preceding administration (Wisconsin's Governors served two-year terms at the time) always prepared the recommended agency budgets that would be effective during the next administration. Also, the Board's recommendations did not constitute a formal biennial budget bill. Each agency was responsible for having a separate appropriations bill drafted for submission to the next Legislature.

Commencing with the 1915 session of the Legislature, it also became the practice to have the Secretary of the new Board of Public Affairs act as Secretary to the Joint Committee on Finance. The Secretary would attend Committee meetings during its budget deliberations and would serve as its advisor during the session on budgetary matters. This practice continued through the 1929 session of the Legislature.

During this period, it was not uncommon for

the Joint Committee on Finance to adopt a resolution at the outset of each legislative session to invite the Governor to participate in the Committee's budget deliberations. In response to this invitation, Governors occasionally appeared before the Committee and participated in its budget discussions. But the practice was relatively rare until the late 1920s, when Governors became more assertive in advancing their budgetary proposals, especially where there had been a change in administrations. Gubernatorial participation in the Committee's deliberations peaked in 1931 during the first term of Governor Phillip La Follette, when the Governor became extensively involved in the Committee's deliberations on the budgets of the University of Wisconsin and the Board of Control for the state institutions. However, after Governor La Follette's first term, the privilege was seldom used and the practice of gubernatorial appearances before the Committee virtually ended after 1935.

#### **Accommodating Budgetary Emergencies.**

Since Legislatures during the early part of the last century were typically in session for only six out of every 24 months, there were long periods during which unforeseen state agency expenditure emergencies could not be addressed through the enactment of an additional legislative appropriation. By Chapter 760, Laws of 1913, the Legislature first provided that state agencies could exceed their appropriations as a result of "accident or other great emergency" if the agency first obtained the written advice and consent of the Governor, Secretary of State, State Treasurer and the Attorney General. Chapter 760 did not specify where the funds would come from for this purpose; presumably they would be appropriated by the next Legislature.

This problem was solved when the next Legislature enacted Chapter 609, Laws of 1915, which abolished the earlier Chapter 760 emergency supplementation procedures. Chapter 609 created a new sum sufficient appropriation funded from the general fund and provided that the Governor,

Secretary of State and the State Treasurer could certify that additional funds from this appropriation were needed by a state agency "to carry out its ordinary work." This language was apparently intended to prohibit supplementations for new projects or activities that were not included in the original appropriation to the agency.

The purposes for which an emergency appropriation could be made by the Governor, Secretary of State and the State Treasurer were further clarified by Chapter 443, Laws of 1925, which limited the supplementations to "unforeseen emergencies and contingencies as a result of disaster to works, buildings or other property of the state or as a result of epidemics of disease ... or as a result of the lack of sufficient appropriations ... to supply food, clothing and medical care."

**The Early Routines of Budgeting.** By the conclusion of the Legislature's 1915 session, a number of reasonably standardized budgetary procedures had been set into place. Agencies were required to provide the Governor and the Legislature with standardized reports detailing their actual expenditures over a three-year period and projecting their budgetary needs, based on those expenditures, for the ensuing biennium. A Board of Public Affairs, which also had legislative members, compiled state agency budget requests, held hearings in the fall of every even-numbered year on those requests, and forwarded its biennial recommendations for submission to the next Legislature. Separate bills constituting each agency's biennial budget were introduced in the next Legislature, where they would be referred to the Joint Committee on Finance. Typically, the Committee would then hold one or two days of public hearings on each, followed almost immediately by an executive session. During this process, the Committee would receive the advice of its Secretary, who also served as the Secretary of the Board of Public Affairs. These practices became routine for both the executive and the legislative branches and generally appeared to serve them reasonably well for the next decade.

While these procedures represented a considerable improvement in the level of legislative oversight of the budgetary process compared to what had existed prior to 1911, there were still a number of weaknesses from the Legislature's perspective. Agencies were budgeted large, lump sum appropriations, which made detailed legislative oversight and meaningful post-auditing difficult. Further, the Legislature still had to contend with scores of appropriations bills each session, and it was not uncommon to see over 100 separate appropriations bills enacted. Also, because of the membership of the Committee's Co-Chairs on the Board of Public Affairs, there was a natural inclination for the Committee to support the Board's budget recommendations. Finally, the fact that the Board's Secretary staffed the Committee meant that the influence of the executive branch on the work of the Committee would always be considerable. By the 1927 session of the Legislature, certain events transpired that moved the Legislature and the Committee in the direction of establishing a more independent legislative role in the budget process.

**The 1927 Legislative Session.** On January 3, 1927, Fred R. Zimmerman was inaugurated as Governor and a new Legislature was seated. The new Governor had important differences in spending priorities compared to those of the preceding administration of Governor John J. Blaine. Almost immediately, the new Governor set about trying to modify the previously approved spending recommendations of the Board of Public Affairs. This was done by appointing three new public members of the Board and by dismissing the Board's long-time Secretary, James B. Borden. As previously noted, the Board's Secretary also served as Secretary and budget advisor to the Joint Committee on Finance. Thus, the dismissal simultaneously removed the Finance Committee Secretary.

Borden's dismissal was supported by Senator William A. Titus, the Senate Co-Chair of Joint

Finance, but not by Assemblyman Henry Ellenbecker, the Assembly Co-Chair, or by a clear majority of the Committee's membership. Spirited debate over Borden's dismissal raged in the Committee during late February and early March of 1927. The Committee determined that it did not wish to have the Governor's new choice as the Board of Public Affairs' Secretary, C. G. Blough, serve as the Committee's own Secretary. On February 27, during the debate over who should serve as the Committee's Secretary, it was asserted that "the Governor ought to get [his own budget] information and the Finance Committee ought to get its information independently." Concern was also expressed that the Committee had too much information to digest, and this arrangement made the Committee overly dependent on assistance from the executive branch. Some kind of consolidated budget approach for state agency operating expenses was discussed as a desirable reform. As the debate played out, it became clear that the Committee was coming to see its role in the budget approval process as that of an independent check on executive branch funding initiatives rather than as a secondary partner in developing and advancing those initiatives. At the conclusion of this debate, the Committee adopted a motion requesting that the Senate remove Senator Titus as the Senate Chair of Joint Finance for his role in voting to oust Borden as Board Secretary.

On March 1, the Senate advised the Joint Committee on Finance that the Committee, rather than the Senate, should resolve the matter. On March 3, the Committee met again and voted, 10-3, to oust Senator Titus. The Committee then proceeded to adopt a motion to have legislation drafted that would "create an Office of Secretary of Joint Finance to advise and assist the Committee, to gather and compile data relating to state finances and appropriations and have the power to examine all accounts, books, vouchers and financial records of any state department or institution."

In the week that followed, tempers cooled, Senator William L. Smith was installed as the new

Senate Co-Chair and Assembly Joint Resolution 36 was adopted, which provided for the hiring of the former Board Secretary, James B. Borden, as the Committee's Secretary for the remainder of the 1927 session. The Committee's proposed legislation was never drafted, because questions were raised with respect to what functions the proposed new Secretary of Joint Finance might perform when the Legislature and the Committee were not in session. Although the Committee's proposal did not advance, the events of 1927 were significant enough that draft legislation began to be prepared to fundamentally restructure the budget process and give both the Governor and the Legislature much greater oversight and control. These proposals would be introduced in the 1929 legislative session.

**The 1929 Budget Reforms.** As soon as the Legislature convened in Madison in early 1929, Senate Bill 1 was introduced to abolish the Board of Public Affairs and provide for the submission of a biennial "executive budget bill" at the commencement of each new Legislature. Senate Bill 1 was enacted as Chapter 97, Laws of 1929, and made the following important changes to budgeting procedures:

- The State Board of Public Affairs was replaced by a State Budget Bureau in the Executive Office under the management of a Director of the Budget, appointed by the Governor, with the advice and consent of the Senate, to an indefinite term. The Director of the Budget was directed to attend the meetings of the Joint Committee on Finance and to participate in its executive sessions, if requested to do so by the Committee. The State Budget Bureau became an exclusively executive branch office; there was no legislative involvement, as had been the case with the old Board of Public Affairs.

- Virtually all of the duties previously assigned to the Board of Public Affairs were transferred to the Director of the Budget, except for the power to recommend agency appropriations



levels to the Legislature. This power was abolished.

- A quarterly allotment process was established to permit the executive branch to manage and control agency spending.

- The Director was required to prepare a statement of agency expenditures and biennial budget requests by November 20 of each even-numbered year. This information was to be referred to the Governor-elect, who would hold public hearings on the agencies' requests to determine what funds should be recommended for appropriation during the following biennium. This public hearing process before the Governor-elect was considered unique among the states. Even though there was no requirement that they do so, Governors typically had the Co-Chairs of the Joint Committee on Finance sit in on these public hearings.

- No later than the first day of February in each odd-numbered year, the Governor was required to deliver a budget message to a joint session of the Legislature, transmit a report detailing the Governor's spending recommendations for each agency and deliver a bill, for introduction by the Joint Committee on Finance, embodying the Governor's general fund spending recommendations. This bill was to be known as the "Executive Budget Bill."

- At the end of each fiscal year, the Director was required to prepare a "condensed, accurate account of the finances of the state, showing the sources of the state's revenues and the purposes of its expenditures." The Director's first report (covering the 1929-30 fiscal year) showed total state general fund receipts of \$70,795,420.16 and total expenditures of \$66,519,248.49.

The provisions of Chapter 97 became effective July 1, 1929, except for the requirement for the general fund executive budget bill. This provision first applied to the 1931-33 biennium.

**Creation of the Emergency Board.** Chapter 97

also repealed the authority of the Governor, Secretary of State and the State Treasurer to make emergency allocations to state agencies and instead established a new Emergency Board to perform this function. The Emergency Board was comprised of the Governor and the Co-Chairs of the Joint Committee on Finance. The Board was required to meet quarterly, or more often at the call of the Governor, and was appropriated \$250,000 annually from the general fund to make emergency allocations to state agencies.

By 1929, the Legislature had made considerable progress in standardizing the biennial budgeting process. The Legislature was to devote the next several decades to strengthening the budgeting tools available to it.

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### **The Middle Period (1929-1971): Strengthening Legislative Controls Over the Budget**

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**Budgeting in Difficult Times.** The state's first biennial, general fund executive budget bill was introduced in the 1931 Legislature and was subsequently passed as Chapter 67, Laws of 1931. No sooner had the biennial budget passed than the Legislature had to return for a three and one-half month special session from November, 1931, to February, 1932, to address a rapidly deteriorating Depression-era economy. The Legislature enacted Special Session Chapter 30, Laws of 1931, which authorized the Emergency Board to reduce any state appropriation by "such amount as it deems feasible" up to 20% during 1932-33 in order to keep the state budget in balance. This authority to reduce agency appropriations was increased to 25% for the 1933-35 biennium and thereafter. The Emergency Board made significant reductions during the 1932-33 fiscal year. Lesser reductions were made during the 1939-41 biennium and during the 1947-49 biennium. To this day, the Joint Committee on Finance retains the authority to

reduce agency appropriations during times of fiscal emergencies.

A new and short-lived approach to budgeting occurred during the 1937-39 biennium, when the continuing economic recession severely disrupted state finances. During this period, the executive budget act (Chapter 181, Laws of 1937) granted the Emergency Board almost exclusive control over executive agency budget allocations. The Emergency Board was appropriated \$7,898,700 in 1937-38 and \$8,609,000 in 1938-39 to allocate to state agencies "only when revenues to be paid to the general fund are estimated by the Emergency Board to be sufficient." This approach was not repeated for the 1939-41 fiscal biennium or for any period thereafter.

Also during the 1930s and the early 1940s, the Joint Committee on Finance began holding joint hearings with other standing committees of the Legislature in order to develop a better understanding of how appropriated funds were being used by state agencies.

#### **New Opportunities for Oversight and Reform.**

During the early 1940s, the Legislature and the Joint Committee on Finance came to recognize that while the legislative branch had considerable authority with respect to general fund budgeting, more than two-thirds of all state expenditures fell outside of the purview of the executive budget bill. The Legislature also found that it had very little information with respect to the details of how appropriated general fund monies were being expended. Accordingly, in 1943, the Legislature appointed an Interim Committee on the Study of the State Budget and charged it with bringing in a comprehensive set of recommendations for strengthening the Legislature's budget oversight role. The Interim Committee's review proved to be so far-reaching that the Committee was extended through the 1945 legislative session.

The Interim Committee recommended that accounting and pre-auditing functions be

strengthened and moved from the Office of the Secretary of State to the Bureau of Budget, which should be reconstituted. An objective, post-audit function should be created that would be independent of the Governor and the executive branch and report to the Legislature, as its "watchdog over state fiscal affairs." The Interim Committee also recommended that the Legislature consider providing its own staff to examine and appraise recommendations on fiscal and other matters submitted by the executive branch.

The Interim Committee's report resulted in two important pieces of legislation being enacted during the 1947 legislative session. Chapter 9, Laws of 1947, transformed the Bureau of the Budget in the Executive Office into a new Department of Budget and Accounts, headed by a Director. Various pre-audit and accounting functions that were scattered throughout state government were shifted to the new Department. This realignment was made possible following amendments to the State Constitution in November, 1946, that removed the auditing and accounting function from the Office of the Secretary of State. Chapter 9 also created a new Department of State Audit to conduct post-audits of the financial records maintained by state agencies.

The Legislature also enacted Chapter 444, Laws of 1947, which created the Joint Legislative Council to conduct interim studies on subjects affecting the general welfare of the state. One of the first actions of the new Joint Legislative Council was to appoint a Special Committee on State Budget and Finance to continue the former Interim Committee's review of the budget process. The Special Committee's charge was to review budget problems, submit a report on the feasibility of a single biennial budget appropriations bill and study revolving [program revenue] funds.

The Legislative Council's State Budget Special Committee developed a variety of legislative proposals for the 1949 Legislature. Chapter 178, Laws of 1949, directed that the new State Auditor

attend all meetings of the Joint Committee on Finance and the Emergency Board. Chapter 181, Laws of 1949, established conditions under which the Emergency Board could supplement an agency appropriation. In order to provide a supplement, the Emergency Board was required to find that: (1) an emergency existed; (2) no funds were available in the appropriation for the requested supplementation purpose; and (3) the purposes for which the supplementation was requested had been authorized or directed by the Legislature.

The Special Committee advanced other changes to the budget process. Chapter 228, Laws of 1947, prohibited either house of the Legislature from considering any bill containing an appropriation, increasing the cost or expense of state government or decreasing revenues until the executive budget bill had been passed by both houses of the Legislature. Chapter 228 also directed the Joint Committee on Finance, within five days of its passage of the executive budget bill, to report information to the entire Legislature on the Committee's recommendations as to state fiscal policy concerning budgeted revenues and appropriations for the following biennium.

The Special Committee also found that single, "lump sum" appropriations to state agencies were too broad and flexible for adequate budgetary control. The Special Committee recommended the creation of three specific budget purpose lines for each appropriation, other than appropriations for highway construction or aids to municipalities. These allotment lines were personal services, capital outlay expenditures for equipment, and all other operating expenses. Agencies would be restricted to the specific amounts allocated by the Legislature to each line. The Special Committee proposed that all future budget appropriations be made using this system. In response to the Special Committee's recommendations, the new Department of Budget and Accounts submitted the appropriations contained in the 1949-51 executive budget bill in this format. This requirement was made statutory for all future budgets through the

enactment of Chapter 397, Laws of 1949.

The Special Committee debated a variety of other reforms to existing budget procedures, but these proposals either did not advance out of the Committee or were defeated by the Legislature. The Special Committee reviewed the feasibility of whether all appropriations, including those made from the conservation fund and the highway fund should be included in a single budget bill. The Special Committee noted "an alarming trend of the large number of separately enacted appropriations bills...84 bills in 1943, 85 bills in 1945 and 110 bills in 1947....[T]here should be more control over the large number of bills carrying appropriations which come before the Legislature each session. It is often questionable whether or not all members of the Legislature have a clear picture of the financial condition of the state. Nor do they know whether or not the appropriations bills being acted upon fit into a sound pattern for the state's financial welfare." The Special Committee also considered whether the Joint Committee on Finance should be provided with five budget assistants during the legislative session to provide technical expertise to the Committee during its consideration of the executive budget bill. Between sessions, it was suggested that this staff would work under the direction of the Director of Budget and Accounts. Neither of these proposals was adopted by the Special Committee, in part, because other, more modest proposals were seen as potentially as effective in controlling the large number of appropriations bills and, in part, because of the projected costs of additional budget staff. A proposal directing the Joint Committee on Finance to convert various revolving fund, continuing appropriations to sum certain status [Senate Joint Resolution 7] was rejected by the Legislature.

Beginning in 1949, the Legislature ceased making a separate appropriation to the Joint Committee on Finance at the beginning of each session to fund the costs of a committee clerk and expert assistance. The Committee's routine expenses were funded from the overall budget for

the Legislature, and expert assistance, as required, was provided either by the Department of Budget and Accounts or the Department of State Audit.

While the Legislative Council's State Budget Special Committee had not been successful during the 1949 legislative session in advancing the concept that executive budget bills be submitted for the general fund, the conservation fund and the highway fund, this proposal was reconsidered in 1951 and enacted as Chapter 333, Laws of 1951, first effective for the 1953-55 biennial budget. Thus, in 1953, for the first time the Legislature was able to adopt three consolidated budgets (the general fund executive budget [Chapter 251], the highway fund budget [Chapter 318] and the conservation fund budget [Chapter 319], which together accounted for almost all state agency expenditures.

The Legislature also enacted Chapter 253, Laws of 1951. This act provided that all bills increasing or decreasing appropriations or revenues must include a reliable fiscal estimate of the proposed change prepared by the responsible state agency (what is now usually referred to as the fiscal note or fiscal estimate requirement). Wisconsin is generally acknowledged as the first state in the nation to have established such a requirement for legislation.

By the mid-1950s, the preeminent role of the Joint Committee on Finance in fashioning the Legislature's version of each session's biennial budget bills was widely recognized. Writing in 1954, E. C. Giessel, the State Budget Director, observed that the political conditions that prevailed at the time "usually assure[d] the [Legislature's] acceptance without change of the Joint Finance Committee's draft of the budget bill. All amendments from the floor of the Senate or the Assembly to the budget bill normally are killed on the floor. Consequently, in most instances, the budget drafted by the Joint Finance Committee is passed by the two houses of the Legislature without change and referred to the Governor."

During the 1955 session, the Joint Committee on

Finance and the Department of Budget and Accounts worked to modernize the appropriations schedule. Chapter 338, Laws of 1955, established a unified Chapter 20 appropriations schedule, with agencies listed alphabetically. For the first time, provision was also made for the inclusion of a general fund condition statement with each executive budget bill.

**Separating Executive Branch and Legislative Branch Budget Functions.** The 1959 session of the Legislature brought significant changes to the way in which the executive and legislative branches were organized for the purpose of developing executive budget bills and addressing subsequent budget contingencies and emergencies.

Chapter 228, Laws of 1959, abolished the Department of Budget and Accounts, the Division of Departmental Research in the Executive Office, and the three Bureaus of Personnel, Purchasing and Engineering. All of these entities were consolidated into a new Department of Administration, headed by a Commissioner of Administration, appointed by the Governor with the advice and consent of the Senate. The new Department retained the responsibility of the former Department of Budget and Accounts for pre-auditing and accounting functions and for preparing and compiling agency requests for inclusion in the Governor's biennial budget submissions. The Department's Director of the Bureau of Management was given the responsibility of serving as advisor to the Joint Committee on Finance.

Chapter 228 also abolished the three-member Emergency Board, which had been in existence since 1929. In its place, a new entity called the Board on Government Operations ("BOGO") was created, which had the following membership: the Co-Chairs of the Joint Committee on Finance, and two Senators and three Assemblymen, chosen by the party caucuses in each house. The minority party in each house was always guaranteed at least one seat on the Board. The Governor no longer

served on this body; however, the new Commissioner of Administration was designated the ex officio Secretary of the Board. The removal of the Governor as a member of the new Board clearly signaled that the Chief Executive's role had come to be viewed as that of proposing the amount and purpose of expenditures and the Legislature's role was to actually make those funding decisions.

Like the old Emergency Board, the new Board on Government Operations was required to meet quarterly and was authorized to make supplementations to agency appropriations, provided the agencies could show that their requests met the same statutory criteria that had applied when the Emergency Board provided such supplementations (i.e., an emergency existed, no funds were available, and the request did not violate legislative intent). The new Board met for the first time on September 17, 1959.

Unlike the Emergency Board, however, the new Board was authorized to make transfers between appropriations, if the Board determined that unnecessary duplication could be eliminated or greater efficiencies achieved. Further, all of the Board's supplementation and transfer actions were newly subject to gubernatorial veto, in whole or in part. Any gubernatorial veto could be overridden by the Board upon the affirmative vote of five of its seven members.

**Addressing the Issue of Permanent Staff for the Joint Committee on Finance.** In October, 1959, the Legislature was approached by the Ford Foundation to participate in a pilot project designed to improve the quality of legislative services. The purpose of the proposed pilot project was to review areas where legislative services might be strengthened "so that the Legislature may properly perform its historic duty and function to exercise close control over public expenditures, including the review of the budget and of the programs and efficiency of the administrative offices of the state, and to make effective inquiry into the large volume of current business brought

before each legislative session." In 1961, the Legislature enacted Chapter 686, Laws of 1961, accepting the Ford Foundation grant and appropriating non-lapsing matching funds in the amount of \$60,000 for the 1961-63 biennium, \$80,000 for the 1963-65 biennium and \$80,000 for the 1965-67 biennium.

Chapter 686 established a 10-member Legislative Organization and Procedures Committee to oversee the pilot program. The Committee was directed to study the procedure, organization, duties and functions of the Legislature and its staff agencies and to recommend any desirable organizational and modernizing improvements. Chapter 686 directed that this review process be organized into three phases:

- *Phase 1: Fiscal Review.* Phase 1 activities would focus on fiscal review and budget analysis for the purpose of developing new techniques and procedures for legislative examination of agency appropriation requests and the effectiveness of state agency programs funded by such appropriations. Implementation of this phase was to receive the highest priority.

- *Phase 2: Review of Legislative Organization and Procedures.* Phase 2 activities would focus on streamlining the operation of the Legislature. The Committee was directed to divide this study into three areas: (1) procedures involving the legislative process, including the revision of legislative rules, the advisability of annual sessions and the question of annual budgeting; (2) organization and adequacy of legislative staff services; and (3) techniques and procedures for reviewing existing state programs and the development of policy for new areas of statute law.

- *Phase 3: Demonstration Projects.* After the Committee had concluded its Phase 2 reviews and when the need for additional staff had been examined, the Committee was directed to conduct demonstration projects to determine the value of

providing additional staff to the Legislature and its committees.

In November, 1963, the Legislative Organization and Procedures Committee implemented the fiscal review phase of the demonstration project by creating a Legislative Fiscal Staff under the direction of R. Dale Cattanch. Although the budget analysts on the new Legislative Fiscal Staff were subject to overall policy direction by the Legislative Organization and Procedures Committee, their day-to-day duties were supervised directly by the Co-Chairs of the Joint Committee on Finance. This fledgling staff provided fiscal information and analysis to Joint Finance during its consideration of the 1965-67 biennial budget; it also provided assistance to other legislative committees and to individual legislators. In an early description of the new Legislative Fiscal Staff, it was stated that "[one] of the expressed purposes in creating the fiscal staff was to provide for the compilation of factual information which may be beneficial to legislators in making decisions independent of the executive branch of government." This was the first time in the fifty years since the creation of the Joint Committee on Finance that it had independent budget staff available to it.

In February, 1969, the Legislative Organization and Procedures Committee redesignated the Legislative Fiscal Staff as the Legislative Fiscal Bureau, spelled out the functions of the new Bureau, and subsequently sought the specific statutory authorization for the new agency. Chapter 154, Laws of 1969, formally established the Legislative Fiscal Bureau, under the general direction of the Legislative Organization and Procedures Committee. This Committee was responsible for selecting the Director of the Bureau and approving the hiring of additional staff. Chapter 154 also prescribed the basic duties and functions of the new Bureau: (1) develop and make available fiscal information to the Legislature and its committees that will assist them in devising alternatives for budget policies and revenues and

expenditures of the state; (2) perform fiscal and program analysis for the Legislature and its committees; (3) review existing and proposed programs and present alternatives to the Governor's recommended programs and budgets as will assist the Legislature and its committees; (4) review and evaluate appropriations requests made to the Joint Committee on Finance; (5) conduct other studies at its own initiative or at the direction of the Legislature or its committees; (6) attend all meetings of the Joint Committee on Finance; and (7) attend all meetings of the Board on Government Operations.

The Legislative Organization and Procedures Committee had also reviewed the feasibility of consolidating the general fund budget, the conservation fund budget and the transportation fund budget into a single, biennial budget bill. Further, because the increasing complexities of state government were making it difficult to budget for a two-year period and the State Constitution had recently been amended to permit more than one legislative session per biennium, attention was also given to the establishment of an annual budget procedure. These matters figured prominently in the 1971 session of the Legislature.

**A Comprehensive Biennial Budget is Achieved.** On March 3, 1971, the Governor submitted to the Legislature a biennial budget bill that, for the first time in the history of the Wisconsin Legislature, included all general fund and segregated fund appropriations and revenue changes in one document. Thus, the Legislature, and its Joint Committee on Finance, could undertake a complete review of the state's revenue and expenditure priorities in one bill. Further, the Joint Committee on Finance now had an independent fiscal staff to assist it in this enterprise.

**Budget Reviews Authorized.** Chapter 125, Laws of 1971, provided for an executive review of the biennial budget during the second year of the legislative session. This "budget review" provision

was viewed as an alternative to the establishment of a formal, annual budget system. This change was adopted at a time when the Legislature was increasingly becoming a full-time, year-round body. Legislative sessions were being conducted in both years of the biennium. Budget bills themselves were also being transformed into highly complex policy documents, in addition to being fiscal blueprints for the biennium. In theory, the budget review process provided the Legislature the opportunity to fine-tune earlier decisions that it had made, as well as respond to new fiscal and policy contingencies that had emerged since the passage of the biennial budget.

The 1971 session also saw the adoption of Chapter 215, Laws of 1971, which repealed the Legislative Organization and Procedures Committee and transferred the responsibility for the supervision of the Legislative Fiscal Bureau to the Joint Committee on Legislative Organization.

The 1971 legislative session marked the end of a period that extended over forty years during which the Legislature and the Joint Committee on Finance gradually strengthened legislative oversight of the budgetary process and ensured that the institution would have independent and objective information on which to base its budget decision-making. Following 1971, the Joint Committee on Finance applied these resources to play an increasingly important role in the modern budgeting process.

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### **The Current Period (1971 to the Present): Budgeting in the Modern Era**

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**The Introduction of Budget Bills.** Under the then existing statute, the Governor was required to deliver the biennial budget message to the Legislature on or before February 1 of odd-numbered years. Chapter 333, Laws of 1973, changed the budget submission date to the last Tuesday in January of odd-numbered years. If the

Governor requests, the Legislature may pass a joint resolution that allows for a later submission of the budget message, executive budget bill and budget reports. Since this provision was enacted, the Governor has been granted an extension on submitting the biennial budget and associated documents for 12 of the 15 biennial budget bills.

While the submission of a consolidated biennial budget bill comprising all general fund and segregated fund expenditures has been the norm since 1971, the format of the budget bill can still vary according to the wishes of a particular Governor. In 1979, passage of an emergency revenue bill preceded the introduction and consideration of the biennial budget bill. The Governor also recommended separate budget bills for revenues, transportation and natural resources in 1987 and for natural resources and transportation in 1989. In each of these instances, the Joint Committee on Finance combined these bills with the general fund biennial budget bill. In 1995, the Legislature passed the transportation budget as a separate budget.

**Joint Committee on Finance Membership Changes.** Since its creation in 1911, the Joint Committee on Finance had been comprised of five Senators and nine Assemblymen (redesignated "Representatives to the Assembly" by Chapter 199, Laws of 1969). Chapter 224, Laws of 1975, created parity in membership on the Committee for the two houses. Under Chapter 224, the Joint Committee on Finance was transformed into a body that consisted of seven Senators and seven Representatives. The Joint Committee on Finance was then expanded to 16 members (eight Senators and eight Representatives) by 1985 Wisconsin Act 2.

**Board on Government Operations Abolished and Duties Transferred to the Joint Committee on Finance.** Chapter 39, Laws of 1975, abolished the Board on Government Operations and transferred all of the Board's duties to the Joint Committee on Finance. Section 13.101 of the statutes was created

and provided the Committee with the same framework to make appropriations supplementations and transfers as had been employed by the former Board on Government Operations.

**Increased Control over State Agency Positions.** Chapter 20, Laws of 1981, granted the Joint Committee on Finance passive review approval authority over the creation or deletion of program revenue-funded positions (and the associated program revenue expenditure authority). Provisions of 1983 Wisconsin Act 27 codified the Committee's authority to create or abolish general fund or segregated fund positions in any department, board, commission or agency of state government.

**Rethinking Annual Reviews.** For the 1971 through 1979 legislative sessions, annual review budgets had become a regular feature. However, displeasure with the annual review process grew and ultimately led to the repeal of the review bill mechanism by Chapter 27, Laws of 1981. Following this change, the Legislature next enacted 1987 Wisconsin Act 4, which authorized an annual budget bill to propose changes in even-numbered years of the biennium. Although the term "annual budget" was used for the 1988-89 review, the 1987-89 biennium did not have two annual budgets. The initial budget was in a two-year format with a midpoint review prior to the second fiscal year. (Act 4 applied this provision to the 1987-89 biennium only.) Act 4 was not reenacted, and the annual budget bill that it authorized was used only once. During those periods when there was no statutory provision for a formal, intermediate budget review, the Legislature substituted extensive "budget adjustment" bills in the 1981, 1985, 1989, 1991, 1993 and 1997 sessions. A less extensive bill relating to state government operations revisions was submitted for the 1995 session. All of these budget adjustment bills were subject to full review by the Joint Committee on Finance. In the 1983 and the 1999 sessions, the Legislature did not pass a budget adjustment bill.

**Enhancing Staff Resources Available to the Committee.** Since the 1960s, as the state has embraced the concept of program budgeting, the biennial budget bill has changed from relatively straight-forward legislation that adjusts agency appropriations and revenues consistent with the recommendations of the Governor and Joint Finance to a document of considerable complexity that makes significant and far-reaching policy and programmatic changes in addition to the funding adjustments. Furthermore, both the Legislature and the Joint Committee on Finance must now address a host of bills, in addition to budget legislation, that raise significant fiscal and policy issues.

In order to assist the Joint Committee on Finance in meeting these challenges, the Legislative Fiscal Bureau has grown from seven employees when it was formally created in 1969 to 35 employees at present. The Bureau is currently organized into different functional areas of specialization to provide the Joint Committee on Finance with assistance as it deliberates biennial budget bills and other legislation. In some years, the Committee had chosen to use "issue discussion groups," which were less formal than subcommittees, to study sections of the budget in greater detail. These discussion groups were organized across functional areas and served as the basis for the Committee's initial decision-making on budget modifications during the biennial periods from 1977-79 through 1991-93. During the 1993-95 budget, the Committee used a combination of meetings sitting as a Committee-of-the-Whole and meetings of 20 discussion groups, each relating to a specific, narrow budget topic. Since the 1995-97 budget, the Joint Committee on Finance has made budget modification decisions sitting as a Committee-of-the-Whole.

**Moving to New Permanent Quarters in the State Capitol.** As part of the renovation and restoration of the State Capitol, which began in 1988, attention was turned to providing the Joint



Committee on Finance with a permanent new hearing room, designed to its specifications. For years, the Joint Committee on Finance had met in Room 113 South. As the State Capitol renovations progressed, it became apparent that space in the building's east wing, formerly occupied by the Supreme Court Law Library, would become available for the Committee's use.

During the renovation of the east wing, portions of the third and fourth floors were designed to provide meeting, conference and office space for the Joint Committee on Finance, the Senate and Assembly Co-chairs, and the Legislative Fiscal Bureau. The new accommodations would include increased public seating and the installation of state-of-the-art audio and video capabilities.

On October 24, 2001, the Joint Committee on Finance held a dedication ceremony in its new hearing room. All current and former members of the Joint Committee on Finance were invited to attend the ceremonies. The event was presided over by Senator Brian Burke and Representative John Gard, the Co-chairs of the Committee. Highlights of the ceremony included an invocation by Representative Wayne Wood, welcoming remarks by Governor Scott McCallum, recognition by former Governor Anthony S. Earl of the current and past Committee Co-chairs in attendance, a call of the roll by Helen Grant Forster (former Committee Clerk to Senate Chair Walter Hollander) and June Quinn (former Committee Clerk to Assembly Chair Byron Wackett) of the current and former Committee members in attendance, a review of the east wing restoration by Senate President Fred A. Risser and an overview of

the history of the Joint Committee on Finance by Assembly Speaker Scott Jensen. A total of 148 guests attended the event, including 16 current and former Co-chairs, 55 current and former members, and 13 current and former Clerks of the Joint Committee on Finance.

The Joint Committee on Finance conducted official business in its new hearing room for the first time on November 5, 2001.

**Other Duties and Responsibilities.** In addition to the matters highlighted in this history of the Joint Committee on Finance, the Legislature has assigned a myriad of other duties and responsibilities to the Committee relating to the approval of executive branch agency actions, authority to make appropriations and position adjustments to numerous state agency appropriations, and the authority to approve scores of policies and actions by state agencies. Each biennium, over one hundred agency reports must be filed by state agencies with the Committee.

The Joint Committee on Finance has come to occupy a prominent place in advancing the Legislature's constitutional role of the "power of the purse." Since its creation in 1911, 315 individuals have served as members of the Committee. These legislators, which include 31 Senate Co-chairs and 32 Assembly Co-chairs, have worked ceaselessly over the last ninety-two years to ensure that the Legislature has a meaningful role as a coordinate branch of government in setting the state's revenue and spending priorities.

## APPENDIX II

### Reviews by the Joint Committee on Finance

1. May inquire into the operations or activities of any state agency to determine better methods, systems or procedures for improving state government operations [s. 13.09(3)].
2. Any bill introduced in either house of the Legislature appropriating money, providing for revenue or relating to taxation must be referred to the Joint Committee on Finance before passage [s. 13.093(1)].
3. By June 29 (beginning in 2001 and every five years thereafter), review both the lease and affiliation agreements for the UW Hospitals and Clinics Authority and submit any recommendations for termination of such agreements in bill form to the Legislature [ss. 13.094(1) and 233.05(3)].
4. May submit to the State Building Commission, after receipt of the biennial finance plan for the state clean water program from the Departments of Administration and Natural Resources, comments and recommendations as to whether the biennial finance plan should be approved or disapproved by the Building Commission [ss. 13.48(26) and 281.59(3)(br)].
5. Committee Co-chairs may make a determination that a bill, or amendment to a bill, affecting the Wisconsin Retirement System (WRS) may have a significant fiscal impact on the WRS and order the attachment of an independent actuarial opinion regarding the estimated fiscal impact of the bill or amendment [s. 13.50(6)(am)].
6. Review of the biennial budget bill (or bills) recommended by the Governor, which is required by statute to be referred to the Committee [s. 16.47(1m)].
7. May recommend bills having an estimated fiscal effect of more than \$10,000 annually for passage in advance of the budget bill (attachment of emergency clause) [s. 16.47(2)].
8. May advise the Legislative Reference Bureau that any bill (other than the biennial budget) is a major fiscal impact bill and therefore, requires that a revised general fund condition statement and summary of appropriations be attached to the bill as an appendix [s. 20.004 (1)].
9. Review any deviations in Department of Natural Resources' recreation resources facilities bonding expenditure plan priorities which are approved by the Governor [s. 23.31(1)(b)].
10. Biennially study and review the fiscal requirements for veteran's housing loans and the condition of the veterans trust fund [s. 45.355].
11. May review the annual report submitted by the Superintendent of Public Instruction regarding proposed grants under the P-5 (preschool to grade 5) program [s. 115.45(7)].

## APPENDIX III

### Appropriation and Position Adjustments by the Joint Committee on Finance

1. May increase or decrease the number of positions authorized to an agency in the budget process [ss. 13.101(2), 16.50(3) and 16.505 (1)(b)&(2)(a)].
2. May supplement agency appropriations for emergency purposes [ss. 13.101(3)&(5), 16.515(1), 20.865(4)&(8), 94.02(3) and 95.26(3)].
3. May transfer funds between appropriations and programs [s. 13.101(4)].
4. May make loans from the Committee's appropriation under s. 20.865(4)(a) to any state agency [s. 13.101(4m)].
5. May reduce certain state appropriations as an emergency measure when necessitated by decreased state revenues [s. 13.101(6)].
6. May approve a transfer of monies allocated under one federal block grant for use as a part of another such grant made for different purposes [s. 13.101(10)].
7. May supplement the Department of Administration's management assistance grant to counties appropriation by not more than \$500,000 annually [ss. 13.101(15)].
8. Must approve the distribution of any federal block grants to state agencies, made to this state as a result of any federal law enacted after August 31, 1995, before any such block grant funds may be expended, except for block grants under s. 49.175 (grants for public assistance programs administered by the Department of Workforce Development) [s. 16.54(2)(a)2.].
9. May transfer certain funds appropriated to the Department of Corrections and allocated in one calendar year for community youth and family aids to the next calendar year [s. 20.410(3)(cd)].
10. May transfer funds between calendar year allocations for certain individual Department of Health and Family Services' appropriations [ss. 20.435(3)(bc)&(cd),(5)(cc)&(f) and (7)(b),(bc),(bd),(be), (bt)&(dh)].
11. May transfer funds between calendar year allocations for certain individual Department of Workforce Development appropriations [ss. 20.445(3)(dz)].
12. May transfer funds between calendar year allocations for the Department of Commerce appropriation for grants for homeless shelters and transitional housing [s. 20.143(2)(fm)].
13. May supplement the Department of Veteran's Affairs subsistence grants appropriation [s. 45.351(1)(b)].

14. If the Committee determines that funding is insufficient to meet projected enrollment levels for BadgerCare, it may transfer GPR funding from other appropriations to GPR funding for BadgerCare subject to specified conditions [s. 49.665(4)(at)1.cm.].

15. May transfer monies from any other DOT state operations segregated appropriation to the state highway rehabilitation appropriation for local bridge rehabilitation [s. 84.10(2)].

16. May supplement the Department of Natural Resources appropriation for supplemental trail aids payments without having to have a finding of an emergency [s. 350.12(4)(br)].

## APPENDIX IV

### Bill Introductions by the Joint Committee on Finance

1. Introduce any suggested legislation for the protection of bondholders in connection with the cessation or recommended termination of the lease agreement or the affiliation agreement between the UW Board of Regents and the UW Hospitals and Clinics Authority [s. 13.094(1)&(3)].
2. Introduce any suggested legislation to address the future of programs for which federal aid has been reduced or eliminated [s. 13.095].
3. Introduce claims bills requested by the State Claims Board [s. 16.007(5)].
4. Introduce the biennial budget bill or bills as recommended by the Governor [s. 16.47(1m)].
5. Introduce uncollectible shortages bills [s. 16.55].
6. Introduce a bill to provide funding to any special debt service reserve fund established for the development of new schools by any redevelopment authority of a first class city when the authority has certified to the Committee that the reserve fund is insufficiently funded [s. 66.1333(5r)(j)].
7. Introduce a bill to provide funding to any local exposition district's special debt service reserve fund which has been certified by the district board to be insufficiently funded [s. 229.50(7)].
8. Introduce a bill to provide funding to any local professional baseball park district's special debt service reserve fund which has been certified by the district board to be insufficiently funded [s. 229.74(7)].
9. Introduce a bill to provide funding to any local professional football stadium districts special debt service reserve fund which has been certified by the district board to be insufficiently funded [s. 229.830(7)].
10. Introduce an appropriation bill to provide funding sufficient to restore any of the Housing and Economic Development Authority's capital reserve funds to the required level when such funding is certified as being necessary by the chairperson of the Authority [ss. 234.15(4), 234.42(4) and 234.54(4)(b)].
11. Introduce an appropriation bill to provide funding sufficient to make any debt service payments under the clean water fund program when payments from municipalities are estimated to be insufficient to meet required debt service payment amounts [s. 281.59(13m)].

## APPENDIX V

### Approvals by the Joint Committee on Finance

#### Administration

1. Approve transfer of federal monies between block grants [ss. 13.101(10) and 16.54(2)(a)1.].
2. Approve rental policies for state-owned employee housing [s. 16.004(8)(b)&(c)].
3. Approve budgets in excess of \$2,000 annually for special and executive committees created by statute or executive order [s. 16.40(14)].
4. Approve requests from DOA for issuance of operating notes by the State Building Commission [s. 16.405(3)].
5. Approve determination of the format detail to be used in agency budget requests [s. 16.47(1)].
6. Approve individual agency plans, as submitted by DOA, to correct program revenue or segregated revenue deficit balances [s. 16.513(3)].
7. Approve, within 30 days of the passage of each biennial budget, any initial modifications to program revenue appropriations or position levels that may be required to reflect base year funding or positions approved by the Committee but which were not included in the biennial budget act [s. 16.517].
8. Approve any proposal by DOA to prorate state payments or establish priority payment schedules due to balances in any state fund being insufficient to meet required payments [s. 16.53(10)(b)].
9. Approve any modifications proposed by DOA to previously approved plans to prorate payments or establish priority payment schedules or issue operating notes [s. 16.531(2)].
10. Approve the distribution of any federal block grants to state agencies, made to this state as a result of any federal law enacted after August 31, 1995, before any such block grant funds may be expended, except for federal block grants allocated under s. 49.175 (grants for public assistance programs administered by the Department of Workforce Development) [s. 16.54(2)(a)2.].
11. Approve under certain conditions the state plan for use of federal funds for the low-income energy assistance program prepared by DOA [s. 16.54(2)(b)].
12. Approve any proposal by DOA to withdraw delegation of prison industries' purchasing authority from the Department of Corrections [s. 16.71(2)].

13. Approve release of any excess state matching funds which were required to be placed in unallotted reserve when they were determined to be unneeded to secure or match federal funds [s. 20.002(10)].

14. Approve the final general fund condition statement and summary of appropriations submitted by DOA for printing in the biennial edition of the Wisconsin Statutes [s. 20.004(2)].

15. Approve release from compensation reserves to state agencies of supplemental appropriations to meet the increased costs of approved state employee pay plans and collective bargaining agreements and increases in the employer share of employee fringe benefits costs [s. 20.928(2m)].

16. Approve receipt of Black Point Estate property as a gift [s. 23.0962(1)(intro.)].

17. Approve guidelines and annual allocations of payments for the municipal services program [ss. 70.119(4)&(6)].

18. Annually, before November 1, approve the total amount of funding to be distributed for state lottery and gaming property tax credits [s. 79.10(11)(b)].

#### **Agriculture, Trade and Consumer Protection**

19. Approve plan for pilot pesticide rules and use reporting system [s.94.695(3)].

20. Approve any proposed rule promulgation relating to surcharge adjustments to maintain a balance in agricultural chemical cleanup fund [s. 94.73(15)(b)].

21. Approve releases from the Department's sum sufficient appropriation for animal disease indemnities in the case of a need for emergency control programs and indemnities payments due to an outbreak of dangerous diseases affecting the health of certain domestic animals [s. 95.31(4)].

#### **Building Commission**

22. Approve Commission's proposed sale or transfer of any surplus land having a fair market value of \$20,000 or more [s. 13.48(14)(d)4.].

#### **Child Abuse and Neglect Prevention Board**

23. Approve any plan of the Board's nonprofit corporation to hold real property acquired by the corporation for a period longer than five years [s. 48.982(2e)(c)].

#### **Commerce**

24. Approve any proposed increases in the number of designated enterprise zones in the state in excess of 79 [s. 560.797(2)(d)].

## **Corrections**

25. Approve any expenditures for building construction or purchase of equipment from the prison industries account [s. 20.410(1)(km)].
26. May require submittal for approval by the Committee of any contracts between county social services departments and providers of county youth corrections services [ss. 46.215(2)(c)3., 46.22(1)(e)3.c. and 301.031(2g)(c)].
27. Approve any determination by the Department that a county social services department allocation of state aids is inconsistent with federal or state law and that the Department is therefore selecting an alternative agency to provide the services [s. 301.031(2r)(a)2.].
28. Approve increases in staffing levels at minimum security correctional institutions to allow the temporary placement of medium security inmates at minimum security institutions [s. 301.17].
29. Approve the purchase, lease or construction of additional correctional facilities [s. 301.18(4)].
30. Approve any Department plan to sell, transfer or otherwise dispose of land originally acquired for construction of a correctional facility in the Menomonee Valley area in Milwaukee [s. 301.24(4m)].
31. Approve any interstate corrections compact submitted by the Department [s. 302.26].
32. Approve any Department proposal to lease space within the precinct of a state prison to a private business for the employment of prison inmates in the manufacture of products or the provision of services to the open market [s. 303.01(2)(em)].

## **Educational Communications Board**

33. Approve the Board's holding any real property for more than five years after acquisition [s. 39.12(2m)].

## **Elections Board**

34. Approve the state election administration plan required under Public Law 107-252 [Help America Vote Act (HAVA)] for participation in federal financial assistance program authorized under that Act. [s. 5.05(10)]

## **Governor**

35. Approve budget for newly-elected non-incumbent Governor for staff and office expenses prior to inauguration [s. 13.09(5)].
36. Approve proposals submitted by the Governor for expenditure of federal oil overcharge funds [ss. 14.065(2),(3),(4)&(5) and 20.505(1)(md)].



## **Health and Family Services**

37. Approve reports prepared by the Department for the use of federal social services block grant funds [s. 16.54(2)(c)].

38. May require submittal for approval by the Committee of any local government contracts with the Department for state aids for county mental hygiene and social services [ss. 46.031(2g)(c), 46.215(2)(c)1. and 46.22(1)(e)3.a.].

39. Approve any determination by the Department for the provision of services by an alternative local agency if a portion of a local county social services allocation of state aids for county mental hygiene and social services is found to be inconsistent with state or federal statutes or rules [s. 46.031(2r)(a)2.].

40. Approve the Department's methods of determining a county's base level of funding, transfer or credit of funds and the specification of county financial liability for participation in pilot projects concerning the allocation of the cost of increased nursing home utilization under the long-term support community options program [s. 46.27(10)(c)].

41. Approve Department's plan for certain expenditures of income augmentation services receipts [s. 46.46(2)].

42. Approve proposed allocation by the Department of any unanticipated federal community mental health services block grant funds, federal prevention and treatment of substance abuse block grant funds, or foster care and adoption assistance federal funds [s. 46.49(1)].

43. Approve reduced allocation of federal funding for supplemental payments to certain facilities and case management organizations [s. 49.45(6u)(am)5.].

44. Approve any reduction by the Department in the statutory maximum income level for eligibility for participation in BadgerCare [s. 49.665(4)(at)1.b.]

45. Approve level of state supplemental payments for SSI recipients [s. 49.77(2m)].

46. Approve agreements between the state and the federal government for federal administration of state supplemental payments to SSI recipients [s. 49.77(4)(c)].

## **Higher Educational Aids Board**

47. Approve any Board sale, conveyance or repurchase of student loans [s. 39.28(4)].

48. Approve interstate agreements regarding remission of nonresident tuition at institutions of higher education [ss. 39.42 and 39.47(2)].

49. May approve a minimum Wisconsin higher education grant level of less than \$250 per academic year if requested by the Board [s. 39.435(3)].

50. Approve joint administrative memorandum from Minnesota and Wisconsin higher education aids boards establishing policies and procedures for implementation of the nonresident tuition reciprocity agreement for the following academic year [s. 39.47(2g)].

### **Historical Society**

51. Approve any proposed fees to be assessed for use of the Society's main library [s. 44.02(5g)(a)].

52. Approve any expenditure in excess of \$10,000 for any gubernatorial portrait as arranged by the Society [s. 44.53(1)(g)].

### **Housing and Economic Development Authority**

53. With regard to the Authority's annual plan for expenditure of any surplus funds and any parts of such plan which are objected to by a standing committee of the Legislature designated to review such plan, the Joint Committee on Finance may: (a) concur in the standing committee's objections; (b) modify the plan's objected-to parts; or (c) approve the plan's objected-to parts notwithstanding the standing committee's objections [ss. 234.165(2)(b)5.&6.].

54. Approve the Authority's proposed use of emergency eligibility criteria for the guarantee of loans to farmers under the CROP program [s. 234.90(3j)(b)].

55. Approve any increase or decrease in the total amounts of loans under any loan guarantee program to be guaranteed by the Authority under the Wisconsin Development Reserve Fund [s. 234.93(3)(b)].

56. Approve upon request of the Authority or the Department of Commerce any increase or decrease in the total amount of loans for employee training or retraining program guaranteed by the Job Training Reserve Fund [s. 234.932(4)].

57. Approve any request to increase or decrease the total outstanding guaranteed principal amount or loan under the drinking water loan guarantee program [s. 234.933(4)].

### **Investment Board**

58. Approve request for increase in the percentage amount of total assets under management that the Board may assess to cover operating expenses [s. 25.187(2)(c)2.].

### **Judicial Commission**

59. Approve release for expenditure of all federal monies received by the Commission [s. 20.665(1)(mm)].

### **Justice**

60. Approve annual plan regarding how the Attorney General proposes to adjust the Department's federal appropriations to reflect the most recent estimate of federal funds that will be appropriated in that fiscal year [s. 165.02(3)].

## **Military Affairs**

61. Approve any proposal from the Department's Division of Emergency Management to contract with or renew or extend a contract with a regional emergency response team (Level A hazardous materials) [s. 166.215(5)].

## **Natural Resources**

62. Approve request for a change in the percentage of market interest rates established by administrative rule for certain projects to be funded under the clean water fund or the safe drinking water loan programs [ss. 13.101(11), 281.58(12)(f) and 281.61(11)(b)].

63. Approve release of unassigned segregated revenues in excess of budgeted amounts [s. 20.9045(2)].

64. Approve the encumbrance or expenditure of more than \$250,000 for any project to be funded from the Warren Knowles-Gaylord Nelson stewardship program [s. 23.0915(4)].

65. Approve the obligation of any funds under the land acquisition subprogram of the Warren Knowles-Gaylord Nelson Stewardship 2000 program in excess of total annual bonding authority for that subprogram [s. 23.0917(5m)].

66. Approve plan (submitted jointly by DNR and the Department of Commerce) to expend funds for establishment of a Lake States Wood Utilization Consortium [s. 26.37(2)].

67. Approve the level of reimbursement to be received by the state from a municipality for transfer of state park land to the municipality [s. 27.01(3)].

68. Approve any renewal of cooperative agreements between the Department and participants under the environmental cooperation pilot program [s. 299.80(6e)].

## **Office of State Employment Relations**

69. Approve the transfer of personnel from other state agencies to Office of State Employment Relations (OSER) when requested by the Director of OSER if the Director has removed any personnel functions which have been delegated to the state agency and for which delegated functions the agency received increased staff resources or which resulted in freed up resources in OSER [s. 230.04(1m)].

70. Approve the transfer of personnel from other state agencies to OSER when requested by the Administrator of the Division of Merit Recruitment and Selection if the Administrator has removed any personnel functions which have been delegated to the state agency and for which delegated functions the agency received increased staff resources or which resulted in freed up resources in OSER [s. 230.05(2)(a)].

## **Public Instruction**

71. Approve annual plan regarding how the Superintendent of Public Instruction proposes to adjust the Department's federal appropriations to reflect the most recent estimate of federal funds that will be appropriated in that fiscal year [s. 115.295(3)].

## **Revenue**

72. Approve allotment of monies from DOR's budget as contingent funds, including funds for redemption of bad checks and share drafts or other drafts returned to the state [s. 20.566(1)(a)].
73. Approve Department's request for any expenditure for lottery operating expenses in excess of 10% of gross lottery revenues [s. 25.75(3)(b)].
74. Approve fee levels for business tax registration certificates [s. 73.03(50)].
75. Approve Department's proposal for ensuing fiscal year of the amount of lottery revenues to be used for prize payouts [s. 565.02(7)].

## **Transportation**

76. Approve, upon request from DOT, the redesignation of any reconditioning, reconstruction or resurfacing project as a major highway project [s. 84.013(6)].
77. Approve annual plan regarding how the Secretary of DOT proposes to adjust the Department's federal appropriations to reflect the most recent estimate of federal ISTEA funds that will be appropriated in that fiscal year [s. 84.03(2)(b) 1. and (2)(c).].
78. Approve plan for use of proceeds from certain general obligation bond proceeds for additional funding for certain major highway and rehabilitation projects [ss. 84.555(1)(b)&(2)].
79. Approve any use of bond revenue proceeds for capital costs related to Amtrak service extension routes between Milwaukee and the cities of Green Bay and Madison [s. 85.061(3)(b)].
80. Approve transfers of monies from transportation fund to the transportation infrastructure loan fund [s. 85.52(3)(cm)].
81. Approve any use by DOT of state-supported revenue borrowing for the motor vehicle emission inspection and maintenance program [s. 110.20(14g)].
82. Approve any proposed action by DOT to withdraw from the international registration plan adopted by the American Association of Motor Vehicle Administrators [s. 341.405(4)].
83. Approve any proposed reciprocal registration exemption agreements for federally recognized Indian tribes or bands [s. 341.409(1)].

## **University of Wisconsin Hospitals and Clinics Authority**

84. Upon the enactment of any required legislation to protect bondholders, the Committee may act to terminate the lease agreement and/or the affiliation agreement with the Authority [s. 13.094(2)].
85. Approve of any modification, extension or renewal of the contractual services agreement between the Authority and the University of Wisconsin Hospital and Clinics Board for the provision of services by Board employees to the Authority [s. 233.04(4m)(a)].

86. Approve any modification, extension or renewal of the lease agreement or the affiliation agreement between the UW Board of Regents and the Authority [ss. 233.04(7g)(a), (7p)(a), 233.05(1)(a)1. and (2)(a)1.].

87. Approve, by declining to object to in the prior fiscal year, the otherwise automatic one-year extension of the lease and affiliation agreement between the UW Board of Regents and the Authority [s. 233.05(2)].

### **University of Wisconsin System**

88. Approve accumulation of any auxiliary reserve funds from student fees in excess of 15% of prior year's total student fee revenues [s. 36.46(1)(a)].

### **Veterans Affairs**

89. Approve release of any GPR funds from a biennial appropriation authorized for the supplement of the cost of operations at the King Home for Veterans [s. 20.485(1)(b)].

90. Approve any expenditure of GPR funds related to the Veterans Memorial at the Highground in Clark County [s. 20.485(2)(em)].

91. Approve any reallocation of GPR funds between projects for memorials at the Highground in Clark County. [s. 45.03(2)].

### **Workforce Development**

92. May require submittal for approval by the Committee of any contracts between county social services departments and providers of services for the state economic support and work program (W-2) [ss. 46.215(2)(c)1. & 2., 46.22(1)(e)3.b. and 49.325(2g)(c)].

93. Approve any unanticipated federal child care and development block grant funds that exceed statutory allocation amounts [s. 49.155(1)].

94. Approve any determination by the Department that a county social services department allocation of state aids is inconsistent with federal or state law and that the DWD is selecting an alternative agency to provide the services [s. 49.325(2r)(a)2.].

### **Other**

95. Approve general gifts, grants and bequests to state, including specifying the state agency to carry out the purposes of the conveyance if none is so designated [ss. 20.907(1)&(2)].

## APPENDIX VI

### Statutorily-Required Reports to the Joint Committee on Finance

#### Administration

1. Report (at the joint direction of the Joint Committee on Finance and the Joint Committee on Information Policy) semi-annually concerning specific information technology system projects with an estimated cost in excess of \$1,000,000 [ss. 13.101(14) and 13.58(5)(b)4.].
2. Report (upon Committee request) on state agency compliance in providing information for the state personnel management information system [s. 16.004(7)(b)].
3. Report on any proposed changes in rental policies for state-owned employee housing [s. 16.004(8)(am)].
4. Report prior to releasing any monies from the GPR, sum sufficient supplemental appropriation for risk management claims costs [s. 16.004(11)].
5. Report (upon Committee request) on the costs of fleet vehicle operations [s. 16.04(1m)].
6. Quarterly report on the number of federally funded positions created or abolished by the Governor and the number of surplus or pool positions authorized by DOA [ss. 16.50(3) and 16.54(8)].
7. Report regarding previously approved expenditure levels exceeding expected revenues in any year by more than one-half of 1% of total GPR appropriations for that year [s. 16.50(7)(a)].
8. Report on any agency's projected insufficiency of program revenues or segregated revenues to meet anticipated expenditures [s. 16.513(2)].
9. Periodic reports on state agency performance in carrying out plans adopted to meet revenue insufficiencies in program revenue or segregated revenue appropriations [s. 16.513(4)].
10. Report regarding proposed proration of payments and/or priority payment schedules due to the balance in any state fund being insufficient to meet required payments [s. 16.53(10)(b)].
11. Report regarding any proposed action to prorate payments, establish priority payment schedules, temporarily reallocate surplus monies or issue operating notes [s. 16.531(1)].
12. Quarterly status report whenever, due to cash flow problems, actions have been taken involving prioritization of state payments, temporary reallocation of surplus funds or the issuance of operating notes [s. 16.531(3)].
13. Periodic reports regarding agency applications for federal funds as approved by the Governor [s. 16.54(5)].

14. Quarterly report on federal funds received by state agencies in excess of budgeted amounts [s. 16.54(8)].
15. Report regarding any expenditure plan approved by DOA for expenditure or encumbrance of certain Department of Health and Family Services and Department of Workforce Development appropriations [s. 16.54(12)(c)].
16. Annual report on federal funds remaining in certain Department of Health and Family Services and Department of Workforce Development appropriations [s. 16.54(12)(d)].
17. Notification that the State is required to make an interest payment under the federal Cash Management Improvement Act of 1990 [s. 16.54(13)(b)].
18. Reports from DOA's federal aid management service on all federal grant-in-aid information received from federal agencies [s. 16.545(8)].
19. Report on information provided by any purchaser of the State's right to receive tobacco settlement agreement payments [s. 16.63(3m)(b)].
20. Report by October 15 of each year regarding state agencies' contractual procurement activities in the preceding fiscal year [s. 16.705(8)].
21. Summary report (upon Committee request) of state agencies' printing activities [s. 16.82(4)(c)].
22. Report, by January 1 of each year, on any energy conservation projects for which the Department has contracted and final payment has not been made and information on the actual or estimated energy cost savings realized [s. 16.858(4)].
23. A copy of the State Plan for Comprehensive Juvenile Justice Improvement from the Office of Justice Assistance in DOA [s. 16.964(1)(b)].
24. Notification of the proposed acquisition of any information technology resource that the Department considers major or likely to result in a substantive change of service and that was not considered in the biennial budget process [s. 16.971(3)(a)&(b)].
25. Report regarding reasons why (in connection with the issuance of any public debt or operating notes) the required percentage usage of minority-owned firms in connection with issuance of such debt or operating notes should not apply [ss. 18.16(7) and 18.77(7)].
26. Report on any state funds which were appropriated to match federal funds which are subsequently determined to be in excess of amounts actually needed for that purpose [s. 20.002(10)].
27. Reports on the cost of public printing [s. 35.03(6)].
28. Report, by October 16 of each year, on the total funds available for distribution under the state lottery and gaming property tax credit [s. 79.10(11)(b)].

29. Report whenever actual or projected payments from municipalities under the clean water fund program for revenue bond obligations are estimated to be insufficient to meet required debt service payments [s. 281.59(13m)].

### **Building Commission**

30. Report, no later than the first Tuesday in April of each odd-numbered year, providing, in the form of draft legislation, the Commission's recommendations for the biennial state building program and also including a projection (prepared by DOA) of long-term trends in public debt costs [ss. 13.48(7) and 16.40(20)].

31. Report, by January 1 of each year, providing an inventory of all state-owned surplus lands [s. 13.48(14)(d)3.].

### **Commerce**

32. Semi-annual report (jointly with DNR), by January 1 and July 1 of each year, regarding petroleum product storage and home oil tank systems involved in the petroleum storage remedial action program [s. 101.143(11)].

### **Corrections**

33. Report, by January 30 of each year, regarding the number of prisoners in state institutions transferred to mental health institutes, the number of prisoners being treated with psychotropic drugs and a description of the mental health services available to prisoners [s. 301.03(6m)].

34. Report, by January 30 of each year, on the number of prisoners considered by the Department to be violent and on the total number of prisoners [s. 301.03(6r)].

35. Report on any proposal to deal with any negative cash balances in closed corrections industries programs or other corrections programs whenever the use of monies appropriated for other purposes to meet the negative cash balance situation is requested [s. 301.315].

36. Written notification of any proposal to establish any new prison industry (the Joint Committee on Finance is required to then hold a public hearing on the Department's proposal) [s. 303.01(1)(c)].

37. Annual report from the Departments of Corrections and Administration on the financial status of the prison industries program and certain expenditures [s. 303.018].

38. Quarterly report from the Departments of Corrections and Administration providing a cash balance summary and profit and loss statement for each prison industry and for the total prison industry program [s. 303.019].

### **Governor**

39. Quarterly report from the Governor on funds, not in excess of \$2,000 in any fiscal year, released to any committee created by law or executive order [s. 16.40(14)].



40. Whenever the Federal Communications Commission issues rules that provide discounts for telecommunications service to certain nonprofit agencies, a report that includes recommendations regarding funding of the state educational telecommunications access program [s. 16.997(4)].

### **Health and Family Services**

41. By March 1 of each year, a report on the number of children placed for adoption by the Department and the costs to the state for services relating to such adoptions [s. 46.03(18)(a)].

42. By December 31 of each year, a report on data processing projects under development by the Department [s. 46.03(26)].

43. Report, by January 1 of each year, summarizing statewide and county data information collected on the long-term support community options program [s. 46.27(11g)].

44. Report, by March 1 of each year, regarding the impact on departmental employees of the community integration program for residents of the state centers [s. 46.275(5m)].

45. Annual reports regarding the operation of the community integration programs for certain relocated persons [ss. 46.277(5m) and 46.278(7)].

46. Periodic reports on projected expenditures and alternative reimbursement and cost control policies in the medical assistance program [s. 49.45(2)(a)8.].

47. Notification of the Committee prior to the Department's renewing, extending or amending the claims processing contract for the state medical assistance program [s. 49.45(2)(a)16.].

48. Notification of the Committee if certain appropriations for medical assistance payments are insufficient to fund the state share of medical assistance [s. 49.45(2)(a)17.].

49. Report, by May 1 of each year, on the participation rates of children in the early and periodic screening and diagnosis program [s. 49.45(2)(a)20.].

50. Report, by December 31 of each year, regarding the effectiveness of the management information system for monitoring and analyzing medical assistance expenditures [s. 49.45(2)(b)2.].

51. Annual report for the previous fiscal year on the utilization of beds by medical assistance recipients in facilities and projections of status of the medical assistance program appropriations [s. 49.45(6v)(b)].

52. Report, by December 31 of each year, regarding the amount by which accumulated expenses of providing care to patients at the mental health institutes exceeded revenues received for such care and actions taken to reduce that imbalance [s. 51.05(3m)].

### **Higher Educational Aids Board**

53. Semiannual reports, by January 1 and July 1 of each year, on the Board's efforts to improve collections performance by changes in data processing and program review [s. 39.28(3)(b)]

54. Report, by August 1 of each year, evaluating the success of the academic excellence higher education scholarship program [s. 39.41(7)].

### **Housing and Economic Development Authority**

55. Report whenever the amount in any capital reserve fund is insufficient to meet the specified capital reserve fund requirement [ss. 234.15(4), 234.42(4) and 234.54(4)(b)].

56. Notification of any proposed transfer to a different expenditure category for expenditure of more than 5% of any surplus funds previously allocated to a different expenditure category, as established in the Authority's annual plan regarding expenditure of surplus funds [s. 234.165(2)(c)2.].

57. Annual reports on: (a) the overall operations and fiscal affairs of the Authority [s. 234.25(1)]; and (b) the operations and fiscal affairs of the Authority with respect to loans for economic development [s. 234.65(4)].

58. Report, by August 31 of each year, from the Executive Director of the Authority specifying: (a) the amounts required to pay outstanding claims and to fund guarantees under programs backed by the Wisconsin Development Reserve Fund; (b) how such amounts were determined; (c) the amount of any balance in the fund available for transfer to the general fund; and (d) projections of comparable amounts for the succeeding two fiscal years [s. 234.93(4)(b)].

59. Report, by November 1 of each year, on the number and total amount of guaranteed loans under the Wisconsin Development Reserve Fund and the default rate on such loans [s. 234.93(5)].

### **Investment Board**

60. Quarterly report regarding all costs and expenses charged to funds under management for legal or investment counsel services, or for evaluation or operation of properties in which the Board has an interest [s. 25.17(13m)].

61. Report, by March 31 of each year, on: (a) the Board's annual investment goals and long-term investment strategies; (b) the Board's progress in meeting its annual investment goals; (c) the types of investments held by the Board; (d) the Board's use of derivatives or other new investment instruments; (e) the Board's ventures into new markets; (f) the amounts and categories of the Board's investments within the state; and (g) a comparative evaluation of the Board's investment performance [s. 25.17(14m)].

62. Report whenever the Board has acted to change any of its existing investment policies or guidelines [s. 25.17(14r)].

63. Report, by January 31 of each year, concerning the amount of credits generated by the Board with brokerage firms during the preceding calendar year [s. 25.17(17)].

64. Certification by June 15 of each year of total market value of assets under management as of April 30 of that year [s. 25.187(2)(c)3.b.]

## **Justice**

65. Semi-annual report on any monies received by the Department under a court order or a settlement agreement for providing restitution to victims [s. 165.25(10)].

66. Resource allocation plan for the Department's transaction information for management of enforcement (TIME) system whenever average volume for any three-month period exceeds 100,000 messages [s. 165.828].

## **Legislative Audit Bureau**

67. Copies of audit reports prepared by the Bureau [ss. 13.94(1)(a),(b),(d),(dc),(dd),(df),(dg),(dm),(eg),(em),(n),(p)& (q), 20.235(1)(g) and 229.8273(6)].

68. At the end of each fiscal biennium in which there are outstanding bonds or notes issued by a local professional baseball park district, a report concerning the financial status of that district [s. 13.94(10)].

## **Natural Resources**

69. Semi-annual report (jointly with Commerce) by January 1 and July 1 of each year regarding petroleum product storage and home oil tank systems involved in the petroleum storage remedial action program [s. 101.143(11)].

70. Copies of initial biennial finance plan (to be submitted by October 1 of each even-numbered year), any amendment to that plan as a result of Governor's budget recommendations and a revised plan to reflect the enacted budget [s. 281.59(3)(bm)].

71. Copy, by March 15 of each odd-numbered year, of comments the Secretary of DNR has received from members of the Snowmobile Recreational Council regarding proposed budgetary provisions affecting snowmobiles and snowmobiling [s. 350.145(3)(d)].

## **Office of State Employment Relations**

72. Report from the Office of State Employment Relations and the Department of Administration on any agency proposal to change the number of statutorily enumerated unclassified division administrator positions authorized for an agency [s. 230.08(4)(c)].

## **Public Defender Board**

73. Quarterly report regarding: (a) the current and projected number of cases handled by private lawyers and by Board staff for providing legal representation for indigent cases assigned to the State Public Defender's office and projected expenditures for such purposes; (b) the adequacy of existing appropriations to meet projected reimbursement levels for cases to be handled by the private bar; and (c) if existing appropriations are estimated to be inadequate to meet projected private bar reimbursement costs, a plan from the Board to address the problem [s. 977.085(1),(1m)&(2)].

74. Quarterly report on the status of reimbursement from parents for the costs of court and legal services where a child is found to be delinquent, to have violated civil laws, to be in need of protection or

services or for the recoupment of payments made for legal fees or public defender services provided for indigent defendants [s. 977.085(3)].

### **Public Instruction**

75. Report, by March 1 of each year, detailing grant award guidelines and proposed individual grant awards under the preschool to grade 5 (P-5) grant program and including summary data on required testing under the program [s. 115.45(6)(b)].

76. Biennial report by January 1 of each odd-numbered year from a school board describing the use of monies in any capital improvement fund established by the local district school board for costs of construction, remodeling or major maintenance of local schools in the district [s. 120.135(5)].

### **Public Service Commission**

77. Findings regarding any proposed state agency or local government application for federal funds related to the long-term disposal of high-level radioactive or transuranic waste [s. 196.497(5)].

### **Revenue**

78. Report relative to number of taxpayers in each state school district [ss. 73.03(30)].

79. Report, by November 20 of each even-numbered year, on DOR's estimates regarding anticipated recycling fund revenues for the current and forthcoming biennia [s. 73.03(36)].

80. Certification, by November 1 of each year, regarding the appropriate percentage change in the consumer price index (CPI) to be used for tax payments under the expenditure restraint program [s. 79.05(2m)].

81. Report, by March 1 of each year, of estimates of lottery revenues for the current and next fiscal year, amounts paid out for prizes and prize payout ratios for each type of lottery game [s. 565.02(7)].

### **Transportation**

82. Report, by December 15 of each even-numbered year, from the Transportation Projects Commission regarding the Commission's recommendations for major highway projects [s. 13.489(4)(a)1.].

### **University of Wisconsin Hospitals and Clinics Board**

83. Quarterly report on the number of program revenue funded positions created or abolished by the Board in the previous calendar quarter [s. 16.505(2n)].

### **University of Wisconsin System**

84. Quarterly report from the Board of Regents detailing--for any positions funded from auxiliary enterprises, extension student fees, general operations program revenue (excluding student fees), gifts and donations, federal funds or trust fund income--the number of such positions created or abolished by the Board in the previous calendar quarter [s. 16.505(2m)].

85. Annual report from the UW Board of Regents on the number of GPR positions, funded from its general program operations appropriation, that the Board has created or abolished during the preceding fiscal years [s. 16.505(2p)(a)].

86. Report, by October 1 of each year, from the Board of Regents on the amount and purpose of all federal monies accepted by the Board for the purposes of instruction, extension, special projects or emergency employment opportunities during the preceding fiscal year [s. 16.54(8r)(b)].

87. Report, by October 1 of each year, from the Board of Regents regarding the amounts of any pay increases for unclassified faculty and academic staff made to recognize competitive factors [s. 36.09(1)(j)].

88. Annual report from the Board of Regents on the amount of expenditures from the continuing program revenue appropriations for auxiliary enterprises and for expenditure of general operations receipts that were in excess of the budgeted levels [s. 36.11(29m)].

89. Report, by January 1 of each year, from the Board of Regents regarding the basis for categorization of positions as management versus staff and the number of authorized positions in each category by campus [s. 36.11(33)(b)].

90. Annual report, by October 31 of each year, from the Board of Regents on the number and type of courses offered by the UW System for which academic fees or tuition charged equals at least at 100% of the cost of offering the course [s. 36.11(44)].

91. Biennial report, by November 15, from the Board of Regents regarding projects funded under the University's industrial and economic development research program [s. 36.25(25)(c)].

92. Report from the Board of Regents in any fiscal year in which the appropriated amounts for fee remissions for undergraduate students who are children or surviving spouses of firefighters, law enforcement officers, emergency medical service technicians, ambulance drivers, or correctional officers who were killed in the line of duty are insufficient to fully fund the fee remissions [s. 36.27(3m)(d)].

93. Report, by September 1 of each even-numbered year, from the Board of Regents regarding the purpose, duration, cost and anticipated completion date of all research and public service projects supported by GPR funding [s. 36.45(3)].

94. Report, by September 1 of each year, from the Board of Regents on requests from campuses to transfer monies from the University's auxiliary enterprises PR appropriation to its student-related activities PR appropriation [s. 36.46(2)].

### **Wisconsin Technical College System**

95. Report from the Wisconsin Technical College System Board on the fiscal and educational impact of any proposed reorganization of any existing technical college districts [s. 38.06(3)(c)].

96. Report from the appropriate district board if the appropriated amounts for fee remissions for students who are children or surviving spouses of firefighters, law enforcement officers, emergency medical technicians, ambulance drivers, or correctional officers who were killed in the line of duty are insufficient to fully fund the fee remissions [s. 38.24(5)(d)].

## **Workforce Development**

97. Annually, report specifying the organizations that received funding from the Wisconsin Trust Account Foundation [s. 49.1635(3)(c)].

## **Other**

98. Notification from state agencies (via DOA) regarding any terminations of federal funding for state programs which would have an impact on state funds [s. 13.095].

99. Biennial report from any state agency having surplus lands [the Departments of Natural Resources and Transportation are specifically required to submit a report] containing an inventory of the agency's surplus lands [ss. 13.48(14)(d)2., 23.15(5)(b) and 84.09(8)(b)].

100. Biennial program reports from the Marquette University Dental School, the Medical College of Wisconsin and the UW-Madison Medical School [ss. 13.105 and 13.106].

101. Reports from state agencies regarding: (a) any potential federal government disallowance of the use of federal monies in excess of \$10,000 [s. 16.544(1)]; and (b) an agency plan of action, as approved and forwarded by DOA, to remove liabilities created by such disallowance [s. 16.544(3)].

102. Report from any state agency whenever it obtains any evidence of a possible violation of statutes relating to an expenditure of state funds without specific prior appropriation of funds [s. 20.903(1)].

103. Report, by December of each year, from each state agency regarding expenditures made by the agency of nonfederal funds received as gifts, grants, bequests or devises [s. 20.907(1m)].

104. When required, a certification from the redevelopment authority of a first class city of the amount by which the authority's statutorily-required special debt service fund is below the statutorily-required level [s. 66.1333(5r)(j)].

105. When required, a certification from the board of directors of any local exposition district of the amount by which the district's statutorily required special debt service fund is below the statutorily-required level [s. 229.50(7)].

106. When required, a certification from board of directors of any local professional baseball park district of the amount by which the district's statutorily required special debt service fund is below the statutorily-required level [s. 229.74(7)].

107. For each bond issuance by a local professional baseball park district, a report providing information on the district's projected cashflows and security features associated with that bond issuance [s. 229.74(8)].

108. When required, a certification from the governing board of a local professional football stadium district of the amount by which the district's statutorily required special debt service fund is below the statutorily-required level [s. 229.830(7)].

109. Report from the governing board of a local professional football stadium district providing information about the district's cashflows and security features regarding each issuance of bonds [s. 229.830(8)].

110. Biennial report from the World Dairy Center Authority on its operations, accomplishments, goals and objectives [s. 235.04(7)].

111. Annual report from the World Dairy Center Authority on its financial condition [s. 235.04(8)].

## APPENDIX VII

### Joint Committee on Finance Co-chairs Ex Officio Memberships

Joint Committee on Employment Relations [s. 13.111(1)(a)&(b)]

Joint Legislative Audit Committee [s. 13.53(1)]

Joint Legislative Council [s. 13.81(1)]

Claims Board\* [s. 15.105(2)]

University of Wisconsin Hospitals and Clinics Board\* [s. 15.96(1m)]

Wisconsin Center District Board\* [s. 229.42(4)(f)]

University of Wisconsin Hospitals and Clinics Authority Board of Directors\* [s. 233.02(1)(am)]

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\*Co-chairs or their designees are ex officio members.



## APPENDIX VIII

### Co-chairs of the Joint Committee on Finance

Session	Senate	Home	Assembly	Home
1911	Albert W. Sanborn, R	Ashland	Ray J. Nye, R	Superior
1913	George E. Scott, R	Prairie Farm	Ray J. Nye, R	Superior
1915	George E. Scott, R	Prairie Farm	Frank W. Kubasta, R	Merrill
1917	Platt Whitman, R	Highland	Edward A. Everett, R	Eagle River
1919	A. H. Wilkinson, R	Bayfield	Carl Kurtenacker, R	La Crosse
1921	Ray J. Nye, R	Superior	George Oakes, R	New Richmond
1923	Henry A. Huber, R	Stoughton	Charles E. Tuffley, R	Boscobel
1925	George Staudenmayer, R	Portage	George A. Nelson, R	Milltown
1927	William A. Titus, R	Fond du Lac	Henry Ellenbecker, R	Wausau
	William L. Smith, R	Neillsville		
1929	Herman E. Boldt, R	Sheboygan Falls	Edward F. Hilker, R	Racine
1931	Thomas M. Duncan, S	Milwaukee	Charles A. Beggs, D	Rice Lake
1933	Otto Mueller, R	Wausau	Joseph C. Hamata, D	Racine
1935	E. F. Brunette, D	Green Bay	Charles A. Beggs, D	Rice Lake
1937	E. Merwyn Rowlands, P	Cambria	Ernst J. Hoesly, R/P	New Glarus
1939	Otto Mueller, R	Wausau	P. Bradley McIntyre, R	Lancaster
1941	Otto Mueller, R	Wausau	P. Bradley McIntyre, R	Lancaster
1943	Taylor G. Brown, R	Oshkosh	P. Bradley McIntyre, R	Lancaster
	Helmar A. Lewis, R	Boscobel		
1945	George H. Hipke, R	Eau Claire	Julius Spearbraker, R	Clintonville
1947	George H. Hipke, R	Eau Claire	Julius Spearbraker, R	Clintonville
1949	Foster B. Porter, R	Bloomington	Alfred R. Ludvigsen, R	Hartland
1951	Foster B. Porter, R	Bloomington	Alfred R. Ludvigsen, R	Hartland
1953	Arthur A. Lenroot, Jr., R	Superior	Alfred R. Ludvigsen, R	Hartland
1955	Foster B. Porter, R	Bloomington	Alfred R. Ludvigsen, R	Hartland
1957	Alfred A. Laun, Jr., R	Kiel	James Riley Stone, R	Reedsburg
1959	William A. Draheim, R	Neenah	Fred A. Risser, D	Madison
1961	William A. Draheim, R	Neenah	Everett V. Bidwell, R	Portage
1963	Walter G. Hollander, R	Rosendale	Glen E. Pommerening, R	Wauwatosa
1965	Walter G. Hollander, R	Rosendale	George Molinaro, D	Kenosha
1967	Walter G. Hollander, R	Rosendale	Byron F. Wackett, R	Watertown
1969	Walter G. Hollander, R	Rosendale	Byron F. Wackett, R	Watertown
1971	Walter G. Hollander, R	Rosendale	George Molinaro, D	Kenosha
1973	Walter G. Hollander, R	Rosendale	Dennis J. Conta, D	Milwaukee
1975	Henry Dorman, D	Racine	Dennis J. Conta, D	Milwaukee
1977	Henry Dorman, D	Racine	Gary K. Johnson, D	Beloit
1979	Gerald D. Kleczka, D	Milwaukee	Gary K. Johnson, D	Beloit
1981	Gerald D. Kleczka, D	Milwaukee	John O. Norquist, D	Milwaukee
1983	Gerald D. Kleczka, D	Milwaukee	Mary Lou Munts, D	Madison
	John J. Maurer, D	Kenosha		
	Gary R. George, D	Milwaukee		
1985	Gary R. George, D	Milwaukee	Marlin D. Schneider, D	Wisconsin Rapids
1987	Gary R. George, D	Milwaukee	Marlin D. Schneider, D	Wisconsin Rapids
1989	Gary R. George, D	Milwaukee	Walter J. Kunicki, D	Milwaukee

## APPENDIX VIII (continued)

### Co-chairs of the Joint Committee on Finance

Session	Senate	Home	Assembly	Home
1991	Gary R. George, D	Milwaukee	Barbara J. Linton, D	Highbridge
1993	Gary R. George, D	Milwaukee	Barbara J. Linton, D	Highbridge
	Joe Leraan, R	Waupaca		
1995	Joe Leraan, R	Waupaca	Ben Brancel, R	Endeavor
	Tim Weeden, R	Beloit		
	Brian B. Burke, D	Milwaukee		
1997	Brian B. Burke, D	Milwaukee	Scott R. Jensen, R	Waukesha
	Tim Weeden, R	Beloit	John G. Gard, R	Peshtigo
1999	Brian B. Burke, D	Milwaukee	John G. Gard, R	Peshtigo
2001	Brian B. Burke, D	Milwaukee	John G. Gard, R	Peshtigo
2003	Alberta Darling, R	River Hills	Dean R. Kaufert, R	Neenah
2005	Scott Fitzgerald, R	Juneau	Dean R. Kaufert, R	Neenah

## APPENDIX IX

### Joint Committee on Finance Members and Sessions Served 1911 - 2005

Member	Home	Sessions Served
Albers, Sheryl K.	Loganville	1997, 1999, 2001
Anderson, Al. C.	Menomonie	1917, 1919, 1921
Anderson, John A.	Barron	1937
Andrea, Joseph F.	Kenosha	1987, 1989, 1991, 1993, 1995
Angwall, Orin W.	Marinette	1945
Antaramian, John M.	Kenosha	1991
Bablitch, William A.	Stevens Point	1975
Baker, Albert J.	Mt. Horeb	1927, 1929, 1931, 1935, 1937
Barbee, Lloyd A.	Milwaukee	1965, 1969, 1971
Barland, Thomas H.	Eau Claire	1963, 1965
Barry, Jonathan B.	Mt. Horeb	1979, 1981
Baxter, Fred A.	Superior	1915, 1917
Becker, Dismis	Milwaukee	1983
Beggs, Charles A.	Rice Lake	1927, 1929, 1931, 1935
Bell, Jeannette	West Allis	1987, 1989
Benson, Guy	Spooner	1941, 1943, 1947
Bichler, William J.	Belgium	1911, 1913, 1915
Bidwell, Everett V.	Portage	1961
Bingham, George W.	Friendship	1929
Bird, Claire B.	Wausau	1919, 1921
Blanchard, George W.	Edgerton	1929
Boldt, Herman E.	Sheboygan	1925, 1927, 1929
Borg, George M., Jr.	Delavan	1961, 1963
Brancel, Ben	Endeavor	1989, 1991, 1993, 1995
Braun, Warren D.	Milwaukee	1979, 1981
Brown, Taylor G.	Oshkosh	1939, 1941, 1943, 1945
Browne, Edward E.	Waupaca	1911
Brunette, E. F.	Green Bay	1929, 1933, 1935
Burke, Brian B.	Milwaukee	1995, 1997, 1999, 2001
Caldwell, Robert	Lodi	1923, 1925
Carroll, James H.	Glidden	1925, 1927, 1929, 1931
Casperson, Carl B.	Frederic	1923
Cates, Richard L.	Madison	1959
Chilsen, Walter B.	Merrill	1919
Chilsen, Walter John	Wausau	1977, 1979, 1985
Chvala, Charles J.	Madison	1985, 1987, 1989, 1991, 1993, 1995
Clarke, Eugene F.	Galesville	1917
Coe, Clarence C.	Barron	1919
Coggs, G. Spencer	Milwaukee	1993, 1995, 1997, 2001
Coggs, Marcia P.	Milwaukee	1987, 1989, 1991

Member	Home	Sessions Served
Coller, Ambrose B.	Necedah	1939, 1941
Collins, Robert A.	Wauwatosa	1959, 1961
Colón, Pedro	Milwaukee	2003, 2005
Conta, Dennis J.	Milwaukee	1971, 1973, 1975
Cook, Lewis H.	Wausau	1921
Cosgrove, Frank J.	Richland Center	1959
Cowles, Robert L.	Green Bay	1993, 1995, 1997, 1999, 2005
Czarnecki, Joseph J.	Milwaukee	1987, 1989, 1991
Darling, Alberta	River Hills	1999, 2001, 2003, 2005
Daug, Palmer F.	Lake Mills	1943
Davis, J. Mac	Waukesha	1985, 1987, 1989
Decker, Russell S.	Schofield	1993, 1995, 1997, 1999, 2001, 2003, 2005
Dempsey, Chester E.	Hartland	1955, 1959, 1961, 1967
Dettinger, William F.	Hixton	1925, 1931
Dorman, Henry	Racine	1967, 1969, 1971, 1973, 1975, 1977
Draheim, William A.	Neenah	1953, 1955, 1957, 1959, 1961, 1963
Draper, F. W.	Neillsville	1911
Duff, Marc C.	New Berlin	1999, 2001
Duncan, Thomas M.	Milwaukee	1927, 1929, 1931
Earl, Anthony S.	Wausau	1971
Eastman, L. D.	Lancaster	1929
Ebbe, Peter R.	Marshfield	1927
Edwards, William H.	Sussex	1931
Ellenbecker, Henry	Wausau	1925, 1927, 1931
Ellis, Michael G.	Neenah	1979, 1981
Engel, Theodore	Milwaukee	1917, 1921
Everett, Edward A.	Eagle River	1917
Farrow, Margaret A.	Elm Grove	1993, 1995, 1997
Fifield, Edwin G.	Beloit	1921
Fitzgerald, Scott	Juneau	2003, 2005
Fitzsimons, Maurice, Jr.	Fond du Lac	1933
Flynn, James T.	West Allis	1979, 1981
Foti, Steven M.	Oconomowoc	1993, 1995
Fritzen, James C.	Neenah	1941, 1943, 1945
Frohman, George M.	Camp Douglas	1917, 1919
Fuhrman, Paul T.	Bowler	1931, 1935, 1937
Gamper, John	Medford	1923, 1927
Gard, John G.	Peshtigo	1997, 1999, 2001
Garey, Alva A.	Edgerton	1925
George, Gary R.	Milwaukee	1983, 1985, 1987, 1989, 1991, 1993, 1995, 1997
Gibson, L. W.	Medford	1919
Goodland, Walter S.	Racine	1933
Graass, Frank N.	Sturgeon Bay	1939, 1941, 1951, 1953, 1955, 1957
Grant, Alexander R.	Port Washington	1963
Grassman, Edward	Edgerton	1939, 1941, 1943, 1945, 1947, 1949, 1951
Griswold, Harry W.	West Salem	1935

Member	Home	Sessions Served
Hager, John F.	Whitehall	1915, 1917
Hamata, Joseph C.	Racine	1933
Hampel, George	Milwaukee	1939, 1941, 1943
Hanson, James C.	Deerfield	1919
Harper, C. A.	Madison	1911
Harper, Hugh A.	Lancaster	1935, 1963
Harsdorf, Sheila E.	Beldenville	1995, 1997, 2003
Heathcote, Edward	Fennimore	1915
Heim, John B.	Madison	1915
Heimick, John D.	Milwaukee	1949
Helbach, David W.	Stevens Point	1983, 1985, 1987, 1989
Hendee, Kirby	Milwaukee	1959
Hilker, Edward F.	Racine	1925, 1927, 1929, 1941, 1943, 1947
Hinz, Emil A.	Merrill	1953, 1955, 1957, 1959, 1961
Hipke, George H.	Eau Claire	1943, 1945, 1947
Hoesly, Ernst J.	New Glarus	1929, 1931, 1933, 1935, 1937
Hollander, Walter G.	Rosendale	1963, 1965, 1967, 1969, 1971, 1973, 1975
Holperin, James C.	Eagle River	1987, 1989, 1991, 1993
Huber, Gregory B.	Wausau	1993, 1997, 1999, 2001
Huber, Henry A.	Stoughton	1913, 1923
Hubler, Mary	Rice Lake	1989, 1991, 1993
Huebsch, Michael D.	Onalaska	2001, 2003
Huibregtse, Harold F.	Sheboygan Falls	1955, 1957, 1959
Jauch, Robert	Poplar	1983, 1985, 1991, 1993, 1995, 1997, 1999
Jensen, James H.	Grantsburg	1931
Jensen, Scott R.	Waukesha	1997, 2005
Johnson, Christ J.	Marinette	1911
Johnson, Erick H.	Frederic	1925
Johnson, Gary K.	Beloit	1971, 1973, 1975, 1977, 1979
Johnson, R. Bruce	Superior	1925, 1927, 1929
Johnson, Raymond C.	Eau Claire	1969
Kanavas, Theodore J.	Brookfield	2003
Kasten, Robert W., Jr.	Thiensville	1973
Kaufert, Dean R.	Neenah	1997, 1999, 2001, 2003, 2005
Kelly, Arthur D.	Hudson	1935, 1937
Kenyon, Elmer A.	Gilmanton	1921
Kintz, Milford C.	Richland Center	1957, 1961
Kirby, Michael G.	Milwaukee	1977, 1979, 1981
Kleczka, Gerald D.	Milwaukee	1975, 1977, 1979, 1981, 1983
Klenzendorff, George	Milwaukee	1911
Kneen, E. J.	Bangor	1913
Knight, William	Bayfield	1911
Knowles, Robert P.	New Richmond	1973
Korpela, Ernest J.	Washburn	1971
Krug, Shirley	Milwaukee	1993, 2003
Kubasta, Frank W.	Merrill	1915
Kubatzki, Frank S.	Milwaukee	1917
Kuckuk, Anton	Shawano	1923
Kunicki, Walter J.	Milwaukee	1985, 1987, 1989
Kurtenacker, Carl	La Crosse	1915, 1917, 1919

Member	Home	Sessions Served
La Bar, Daniel E.	Delavan	1929
Laird, Melvin R., Jr.	Marshfield	1949, 1951
Laun, Alfred A., Jr.	Kiehl	1955, 1957
Lawson, Frank E.	Walworth	1925, 1927
Lazich, Mary A.	New Berlin	2003, 2005
Leean, Joseph	Waupaca	1989, 1991, 1993, 1995
Leibham, Joseph	Sheboygan	2005
Lenroot, Arthur A., Jr.	Superior	1947, 1949, 1953
Lentz, Charles	Mayville	1915
Leonard, Jerris G.	Milwaukee	1963, 1965
Leverich, James Earl	Sparta	1951, 1957
Lewis, Helmar A.	Boscobel	1941, 1943
Liehe, Charles H.	Chippewa Falls	1923
Lingren, Ronald H.	Menomonee Falls	1977, 1979
Linton, Barbara J.	Highbridge	1991, 1993, 1995, 1997
Lipscomb, Mark G., Jr.	Milwaukee	1965
Lorge, Gerald D.	Bear Creek	1961
Ludvigsen, Alfred R.	Hartland	1939, 1941, 1943, 1945, 1947, 1949, 1951, 1953, 1955
Lueck, Martin C.	Hamburg	1951
Lynch, Robert E.	Green Bay	1933
Martin, David O.	Neenah	1963, 1967, 1969
Matheson, Alexander E.	Janesville	1923
Mato, Louis V.	Fairchild	1965
Maurer, John J.	Kenosha	1977, 1979, 1981, 1983
McCallum, Scott	Fond du Lac	1981, 1983
McDermid, Joseph E.	Ladysmith	1939
McIntyre, P. Bradley	Lancaster	1939, 1941, 1943
McKay, J. Curtis	Cedarburg	1963
McKenna, Dale T.	Jefferson	1975, 1977
McParland, Leland S.	Cudahy	1949
Merkel, Kenneth J.	Waukesha	1967, 1969, 1973
Merriam, William R.	Janesville	1961
Metcalfe, Frank B.	Milwaukee	1919
Metz, Sharon K.	Green Bay	1981, 1983, 1985
Meunier, Alex J.	Sturgeon Bay	1945, 1947, 1963, 1965, 1969
Meyer, Dan	Eagle River	2003, 2005
Miller, Delbert	West Allis	1919
Mittness, Lewis T., Jr.	Janesville	1965
Moen, Rodney C.	Whitehall	1983
Mogilka, David R.	Milwaukee	1959
Molinaro, George	Kenosha	1951, 1953, 1955, 1957, 1963, 1965, 1967, 1969, 1971, 1973, 1975
Moore, Gwendolynne S.	Milwaukee	1999, 2001, 2003
Morrison, Kathryn	Platteville	1975, 1977
Morton, Earl D.	Kenosha	1959
Mueller, Otto	Wausau	1931, 1933, 1939, 1941
Munts, Mary Lou	Madison	1983

Member	Home	Sessions Served
Nelsen, Betty Jo	Shorewood	1983, 1985, 1989
Nelson, Carl M.	Medford	1935, 1937, 1939, 1941, 1943, 1945
Nelson, Gaylord A.	Madison	1949, 1951
Nelson, George A.	Milltown	1925
Nelson, Philip E.	Maple	1931, 1933
Nicol, Alex L.	Sparta	1943, 1945, 1947
Niemuth, Leo T.	Oshkosh	1937, 1939
Norquist, John O.	Milwaukee	1977, 1979, 1981, 1983, 1985, 1987
Novotny, Ray	Oshkosh	1933
Nye, Ray J.	Superior	1911, 1913, 1919, 1921
Oakes, George	New Richmond	1921
Obey, David R.	Wausau	1965
O'Connor, George M.	Hancock	1931
Offner, Paul	La Crosse	1979, 1981, 1983
Olsen, Luther S.	Berlin	2005
Olson, Oscar R.	Blanchardville	1921
Olson, Russell A.	Bassett	1967, 1969
Otte, Carl	Sheboygan	1971, 1973, 1975, 1977, 1979, 1981, 1983
Ourada, Thomas D.	Antigo	1995, 1997
Padrutt, Arthur L.	Chippewa Falls	1951, 1953
Panzer, Frank E.	Brownsville	1945, 1949, 1953
Panzer, Mary E.	West Bend	1985, 1987, 1989, 1991, 1993, 1995, 1997, 1999
Parys, Ronald G.	Milwaukee	1967
Peabody, Raymond A.	Milltown	1947, 1949, 1951, 1953, 1955
Peavey, H. H.	Washburn	1913
Peloquin, Bruce S.	Chippewa Falls	1977
Perry, Charles B.	Wauwatosa	1933, 1937
Petak, George	Racine	1995
Peters, Henry M.	Menasha	1951, 1953, 1955, 1957
Peterson, Elmer C.	Poplar	1937
Pfennig, Frederick S.	Kenosha	1947
Pickart, Christian	Malone	1911, 1913, 1915
Plache, Kimberly M.	Racine	1999, 2001
Pocan, Mark	Madison	2003, 2005
Polakowski, Walter	Milwaukee	1921, 1923, 1925
Pommerening, Glen E.	Wauwatosa	1963, 1965
Porter, Cloyd A.	Burlington	1995, 1997, 1999
Porter, Foster B.	Bloomington	1947, 1949, 1951, 1953, 1955
Potter, John M.	Port Edwards	1961
Potts, Andrew R.	Waupaca	1911, 1913
Prange, Louis H.	Plymouth	1957
Price, Clinton G.	Mauston	1923
Pritchard, John T.	Eau Claire	1949
Prosser, David T., Jr.	Appleton	1985, 1987
Quackenbush, Robert L.	Sparta	1975, 1977

Member	Home	Sessions Served
Radosevich, Michele G.	Hudson	1979
Randolph, Samuel W.	Manitowoc	1911, 1913
Rewald, Anthony B.	Burlington	1955, 1957
Rhoades, Kitty	Hudson	2003, 2005
Riebau, Ernest L.	Milwaukee	1947
Riehle, Ben A.	Athens	1959, 1961, 1965
Riley, Antonio R.	Milwaukee	1999, 2001
Risser, Fred	Madison	1937
Risser, Fred A.	Madison	1959, 1963, 1965
Roberts, Glenn D.	Madison	1931
Roberts, Virgil D.	La Crosse	1975, 1977, 1979, 1981
Robinson, Robert P.	Beloit	1945
Roessler, O. F.	Jefferson	1913
Roethe, Henry E.	Fennimore	1913
Rollmann, Henry	Chilton	1915, 1917
Romell, Louis C.	Adams	1961
Rosenzweig, Peggy A.	Wauwatosa	1995, 1997, 2001
Roshell, Marvin J.	Lafayette	1981, 1983, 1985, 1987, 1989, 1991
Rowlands, E. Merwyn	Cambria	1935, 1937
Ruffing, Alex C.	Milwaukee	1923, 1925, 1927
Rush, Walter J.	Neillsville	1933
Ryan, Mark W.	Milwaukee	1963
Sanborn, Albert W.	Ashland	1911
Sauld, Ernest G.	Pembine	1937
Schneider, Marlin D.	Wisconsin Rapids	1973, 1975, 1983, 1985, 1987
Schneiders, Lolita	Menomonee Falls	1995
Schoof, Dan	Beloit	2003
Schultz, Dale W.	Richland Center	1993, 1995, 1997
Schumann, John C.	Watertown	1923
Scott, George E.	Prairie Farm	1913, 1915
Seymour, Edward A.	De Pere	1957
Shabaz, John C.	New Berlin	1967, 1969
Shauger, L. S.	Ogema	1929
Shearer, Conrad	Kenosha	1937
Shibilski, Kevin	Amherst	1997, 1999, 2001
Shimek, Albert D.	Algoma	1933, 1939
Sibbald, John C.	Grandview	1935
Sieb, John L.	Racine	1935
Siebert, Matt G.	Salem	1945
Smith, A. E.	Viroqua	1923
Smith, William L.	Milwaukee	1913, 1915, 1917
Smith, William L.	Neillsville	1917, 1927
Smith, William M.	Linden	1921
Soik, Nile W.	Whitefish Bay	1971
Spearbraker, Julius	Clintonville	1941, 1943, 1945, 1947, 1949
Spoor, Newcomb	Berlin	1913, 1915
Stadler, Arthur E.	Owen	1949
Stalbaum, Lynn E.	Racine	1955, 1957, 1959
Stalbaum, Merrill E.	Waterford	1967, 1969, 1971
Stangel, Julius P.	Kewaunee	1951, 1953
Staudenmayer, George	Portage	1919, 1921, 1925



Member	Home	Sessions Served
Steinhilber, Jack D.	Oshkosh	1971
Stitt, Donald K.	Port Washington	1983, 1985, 1987, 1993
Stone, James Riley	Reedsburg	1953, 1955, 1957
Stone, Jeff	Greendale	2003, 2005
Strohl, Joseph	Racine	1985
Summerville, David J.	Ladysmith	1921, 1923
Swan, James D.	Elkhorn	1967, 1969, 1971, 1973
Taylor, Lena C.	Milwaukee	2005
Tehan, Robert E.	Milwaukee	1939
Terry, Walter E.	Baraboo	1965
Thompson, Lou J.	Spooner	1933
Thompson, Tommy G.	Elroy	1967, 1969
Titus, William A.	Fond du Lac	1927
Tobiasz, Raymond J.	Milwaukee	1971, 1973
Travis, David M.	Madison	1985, 1987, 1989
Trego, Reno W.	Merrill	1937, 1939
Tremain, Ben	Hustler	1931, 1951, 1953
Tropman, Peter J.	Milwaukee	1975, 1977
True, John M.	Baraboo	1911, 1913
Tuffley, Charles E.	Boscobel	1921, 1923
Wackett, Byron F.	Watertown	1961, 1963, 1967, 1969, 1971, 1973, 1975
Wade, Sherman W.	Antigo	1935
Ward, David W.	Fort Atkinson	1999, 2001, 2003, 2005
Warren, Earl W.	Racine	1959
Warren, Robert W.	Green Bay	1965, 1967
Weeden, Timothy L.	Beloit	1989, 1991, 1993, 1995, 1997
Welch, Robert T.	Red Granite	2001, 2003
Werner, Edward C.	Milwaukee	1933
Whitehead, John M.	Janesville	1911
Whitman, Platt	Highland	1915, 1917
Whittingham, Byron	Arpin	1919
Wilkie, Horace W.	Madison	1961
Wilkinson, A. H.	Bayfield	1919
Willkom, Terry A.	Chippewa Falls	1973
Wineke, Joseph S.	Verona	1991, 1995, 1997
Wirch, Robert W.	Kenosha	2001
Withrow, Gardner R.	La Crosse	1927
Wood, Wayne W.	Janesville	1981, 1983
Young, Riley S.	Darien	1917
Zablocki, Clement J.	Milwaukee	1945, 1947
Zaun, Ralph L.	Grafton	1949
Zimny, Arthur L.	Milwaukee	1935