

State of Wisconsin
JOINT COMMITTEE ON LEGISLATIVE ORGANIZATION

Co-Chair
PRESIDENT FRED A. RISSER
State Senate



Co-Chair
SPEAKER SCOTT R. JENSEN
State Assembly

TO: MEMBERS OF THE JOINT COMMITTEE ON LEGISLATIVE ORGANIZATION
FROM: Terry C. Anderson, Director *TCA*
DATE: October 11, 2001
RE: Results of October 11, 2001 Mail Ballot

President Fred A. Risser and Speaker Scott R. Jensen, Co-Chairs of the Joint Committee on Legislative Organization, asked that you be informed that the attached motion, as contained in the Joint Committee's October 11, 2001 mail ballot, was approved as follows:

Approved by a vote of Ayes, 10 (President Risser; Speaker Jensen; Sens. Chvala, Moen, Panzer and Lasee; and Reps. Foti, Ladwig, Black and Kreuser); Noes, 0; and Not Voting, 0.

TCA:kja

Attachment

State of Wisconsin
JOINT COMMITTEE ON LEGISLATIVE ORGANIZATION

Co-Chair
PRESIDENT FRED A. RISSER
State Senate



Co-Chair
SPEAKER SCOTT R. JENSEN
State Assembly

October 11, 2001

JOINT COMMITTEE ON LEGISLATIVE ORGANIZATION

Mail Ballot

Motion to approve the following:

That the Joint Committee on Legislative Organization, pursuant to ss. 13.20 and 13.80, Stats., abolish the party caucuses and, as of January 1, 2002, forbid the employment of staff for party caucuses; and

That, pursuant to Joint Rule 83, the Joint Committee on Legislative Organization introduce into the 95th Session of the Wisconsin Legislature bills (LRB-3664/2 and LRB-3884/1) to repeal all statutory language relating to party caucus staff in the Legislature; and

That the reports and Executive Summaries of the Chief Clerks of both chambers relative to party caucus staff and rules of conduct for the Senate and Assembly be adopted and implemented; and

That, following abolition of the party caucus staffs, the Legislature may use the leased space currently assigned to the party caucus staffs for other governmental purposes through May 31, 2002 but will thereafter vacate that space and terminate the leases in the most cost-effective manner possible; and

That, effective November 1, 2001, neither Chief Clerk will pay nor authorize payment of salary or compensation to an employee of the Senate or Assembly unless the employee submits weekly to the Chief Clerk, for each full week, a report signed by the employee similar to the Time Attendance Collection System form attached to this ballot:

1. *Employees to Submit Reports.* Indicating the dates and hours the employee was engaged in employment for the Legislature and a statement attesting that the employee did not engage in campaign activities during the hours of employment claimed;
2. *Appointing Authority to Review and Certify.* Countersigned, in the case of an employee appointed by the Chief Clerk, the Chief Clerk, in the case of an employee appointed by the Sergeant-at-Arms, the Sergeant-at-Arms, and in all other cases the

appointing legislator certifying that the legislator, clerk, or sergeant did not assign campaign activity for any of the time claimed and that to the best of the appointing authority's knowledge, information, and belief the employee did not engage in campaign activity during the time claimed; and

3. *Reports for Compensated Campaign Activity.* Indicating the dates and hours the employee, apart from employment by the Legislature or either house thereof, was engaged in compensated campaign activity.

Standards of Conduct

1. The term "campaign activity" means activity that does not reasonably and primarily fulfill and arise from official duties and that contributes to, enhances, or furthers a person's ability to run for, or chance of election or reelection to, public office. Illustrative activities include:
 - a. Arranging or assisting in arranging a campaign-related event or the raising of campaign contributions
 - b. Soliciting, receiving, or acknowledging campaign contributions
 - c. Preparing or distributing television, radio, newspaper, or other forms of campaign advertisements
 - d. Preparing or designing campaign brochures, literature, nomination papers, or other campaign promotional materials
 - e. Distributing or arranging for the distribution of campaign materials
 - f. Directing, seeking or coordination of campaign volunteers
 - g. Preparing a campaign budget
 - h. Directing or participating in "get out the vote" drives
 - i. Creating, maintaining, editing, adding to, or deleting information from a list or database of campaign contributors or supporters
 - j. Creating, maintaining, editing, adding to, or deleting information from a list or database designed or intended for a campaign purpose
 - k. Preparing, coordinating, or conducting polling operations for a campaign purpose
 - l. Transporting voters to polls or campaign rallies
 - m. Preparing campaign finance reports required by law
 - n. Directing or participating in candidate recruitment
2. A legislator or supervisor of legislative employees may not assign, authorize, or request an employee of the Legislature to engage in campaign activity to be performed while the employee is on State time, with the use of State resources or on State property.

3. An employee of the Legislature may not assign or authorize campaign activity to be performed on State time or in State offices. An employee of the Legislature may not use, or make available for use by another, State property or resources in connection with campaign activity except as the property or resources are normally available to anyone under similar circumstances. An employee of the Legislature may not engage in campaign activities during hours of employment claimed or while on any form of paid leave (including compensatory or "comp" time) other than vacation time and then only after having submitted to the Chief Clerk a request to use vacation time and a finding that the leave will not be contrary to the interests of that house* or during regular hours of employment unless the employee has submitted to the Chief Clerk a request to work variant hours or for unpaid leave and a finding that such variant hours or unpaid leave will not be contrary to the interests of that house.*

Employee Protection

It is a term of each legislative employee's employment that no decision affecting an employee's continued employment, salary, benefits, or the terms, hours or other conditions of the individual's employment may be based, in any manner or to any degree on the employee's failure to participate in campaign activities or failing to make a political contribution.

Continuing Education

Each house of the Legislature shall require the attendance of its employees at seminars conducted by the Ethics Board on the standards of conduct and work rules:

1. In January of each odd-numbered year.
2. During the month of May or June of each even-numbered year.

Each house of the Legislature shall use its best efforts to provide resources to obtain the services of experts for faculty from a variety of entities, such as the Ethics Board, Elections Board, University of Wisconsin, National Conference of State Legislatures, and individuals recognized as having special abilities or expertise to foster high standards of conduct for government officials and their employees. Each current employee shall attend a seminar within twelve months of adoption of this rule and each new employee will attend the first seminar offered after the commencement of his or her employment. Each employee shall thereafter attend a seminar at least once every four years.

Violation of Rule Is Prima Facie Evidence of Violation of s. 19.45 (5), Stats.

A legislator's or legislative employee's actions contrary to this Joint Committee on Legislative Organization's rule is prohibited and is an unlawful use of State resources.

* In the case of an employee appointed by the Chief Clerk, the finding will be made by the Chief Clerk; in the case of an employee appointed by the Sergeant-at-Arms, the finding will be made by the Sergeant-at-Arms; and in all other cases, the finding will be made by the appointing legislator.

Distribution of Rule

Upon its adoption, the Chief Clerk of each House shall distribute a copy of this rule adopted by the Joint Committee on Legislative Organization to every employee and, thereafter, to each newly hired employee upon hiring. As a term of employment and eligibility to receive payment of salary or compensation an employee will provide the appropriate Chief Clerk with written acknowledgement of the receipt of such information.

That, in accordance with s. 13,20, Stats., the Joint Committee on Legislative Organization authorizes the Senate and Assembly to employ 12 full-time equivalent (FTE) positions each for the purpose of providing policy research, public information and technical services, to be assigned in equal number for majority and minority members. The Assembly Speaker, Senate Majority Leader, and minority leadership of each house will assign six research staff to legislators or the Chief Clerk at their discretion. The Senate and Assembly Committees on Organization are authorized to employ in the Office of the Chief Clerk such personnel as are determined necessary by the respective committee to provide graphic, photo, and computer services.



2001 BILL

1 **AN ACT** to amend 13.14 (3), 13.20 (1), 20.923 (6) (h) and 230.08 (2) (f) of the
2 statutes; relating to: elimination of legislative partisan caucus staffs.

Analysis by the Legislative Reference Bureau

Currently, the joint committee on legislative organization (JCLO) or either house of the legislature may employ such number of research staff assigned to legislative party caucuses as in the judgment of JCLO or the committee on organization of either house are necessary to enable it to perform its functions and duties and to best serve the people of this state. This bill deletes this authority beginning on January 1, 2002, or on the day after publication of this act, whichever is later. The bill does not reduce the number of positions authorized for the assembly or the senate.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

3 **SECTION 1.** 13.14 (3) of the statutes is amended to read:

4 **13.14 (3) TRAVEL; LEGISLATIVE PERSONNEL.** The actual and necessary expenses
5 of legislative policy research personnel, assistants to legislators, and research staff
6 assigned to legislative committees and party caucuses incident to attending

BILL

1 meetings outside the capital shall be reimbursed from the appropriation under s.
2 20.765 (1) (a) or (b).

3 **SECTION 2.** 13.20 (1) of the statutes is amended to read:

4 13.20 (1) NUMBER AND PAY RANGE OF LEGISLATIVE EMPLOYEES. The legislature or
5 either house thereof may employ under the unclassified service such policy research
6 personnel, assistants to legislators, and research staff assigned to legislative
7 committees and party caucuses and such clerical, professional, or other assistants
8 as in the judgment of the joint committee on legislative organization or the
9 committee on organization in each house are necessary to enable it to perform its
10 functions and duties and to best serve the people of this state, except that the
11 legislature or a house thereof may not employ a person for, or assign a person to, a
12 party caucus.

13 **SECTION 3.** 20.923 (6) (h) of the statutes is amended to read:

14 20.923 (6) (h) Legislature: policy research personnel, assistants to legislators,
15 research staff assigned to legislative committees and party caucuses, and other
16 persons employed under s. 13.20.

17 **SECTION 4.** 230.08 (2) (f) of the statutes is amended to read:

18 230.08 (2) (f) All legislative officers and, in addition, policy research personnel,
19 assistants to legislators, research staff assigned to legislative committees and party
20 caucuses, and other persons employed under s. 13.20.

21 **SECTION 5. Effective date.**

22 (1) This act takes effect on January 1, 2002, or on the day after publication,
23 whichever is later.

24

(END)



State of Wisconsin
2001 - 2002 LEGISLATURE

LRB-3884/1
PJD&PG:wlj:kjf

2001 BILL

1 AN ACT to amend 13.14 (3), 13.20 (1), 20.923 (6) (h) and 230.08 (2) (f) of the
2 statutes; relating to: elimination of legislative partisan caucus staffs.

Analysis by the Legislative Reference Bureau

Currently, the joint committee on legislative organization (JCLO) or either house of the legislature may employ such number of research staff assigned to legislative party caucuses as in the judgment of JCLO or the committee on organization of either house are necessary to enable it to perform its functions and duties and to best serve the people of this state. This bill deletes this authority beginning on January 1, 2002, or on the day after publication of this act, whichever is later. The bill does not reduce the number of positions authorized for the assembly or the senate.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

3 SECTION 1. 13.14 (3) of the statutes is amended to read:
4 13.14 (3) TRAVEL; LEGISLATIVE PERSONNEL. The actual and necessary expenses.
5 of legislative policy research personnel, assistants to legislators, and research staff
6 assigned to legislative committees and party caucuses incident to attending

BILL

1 meetings outside the capital shall be reimbursed from the appropriation under s.
2 20.765 (1) (a) or (b).

3 **SECTION 2.** 13.20 (1) of the statutes is amended to read:

4 13.20 (1) NUMBER AND PAY RANGE OF LEGISLATIVE EMPLOYEES. The legislature or
5 either house thereof may employ under the unclassified service such policy research
6 personnel, assistants to legislators, and research staff assigned to legislative
7 committees and party caucuses and such clerical, professional, or other assistants
8 as in the judgment of the joint committee on legislative organization or the
9 committee on organization in each house are necessary to enable it to perform its
10 functions and duties and to best serve the people of this state, except that the
11 legislature or a house thereof may not employ a person for, or assign a person to, a
12 party caucus.

13 **SECTION 3.** 20.923 (6) (h) of the statutes is amended to read:

14 20.923 (6) (h) Legislature: policy research personnel, assistants to legislators,
15 research staff assigned to legislative committees and party caucuses, and other
16 persons employed under s. 13.20.

17 **SECTION 4.** 230.08 (2) (f) of the statutes is amended to read:

18 230.08 (2) (f) All legislative officers and, in addition, policy research personnel,
19 assistants to legislators, research staff assigned to legislative committees and party
20 caucuses, and other persons employed under s. 13.20.

21 **SECTION 5. Effective date.**

22 (1) This act takes effect on January 1, 2002, or on the day after publication,
23 whichever is later.

24 (END)

TIME REPORT

Agency Name: _____ Distribution Code: _____

Employee Name: _____ P/P End Date: _____

Number: _____ App# _____ # Forms _____

LEAVE REPORT

01 Sick - Employee Illness
 03 Sick - Family Illness
 04 Sick - Exposure to Contagious Disease
 05 Sick - Death in Family
 06 Vacation
 07 Personal Holiday
 08 Saturday/Legal Holiday
 16 Sabbatical Used

LEAVE REPORT

13 Military - Annual Active Duty Training
 23 Military - Nat'l Guard State Duty
 09 Jury Duty
 11 Exam
 10 Injury - 230.36
 20 Injury - Worker's Compensation
 18 Compensatory Time Used

PREPARE FORM USING RED INK

14 Without Pay
 21 Without Pay - Union Activity
 (No Loss of Vac or St Lv)
 22 Without Pay - Craft Employee
 24 Without Pay - Union Activity
 (Loss of Vac but not St Lv)
 25 Temporary Layoff
 (No Loss of Vac or St Lv)

Use 24-HR CLOCK TIME to fill out the Regular Schedule Section below.

MINUTES CAN BE FROM 00 TO 59.

(See back for detail instructions)

PAY CODES

81 Standby Hours
 82 Specialty Pay Hours
 83 Compensatory Time Earned
 84 Permanent PM Shift
 92 Compensatory Time/Pay Split
 93 Premium Overtime Rate

TIME CONVERSION CHART

CLOCKTIME	24 HR CLOCKTIME	CLOCKTIME	24 HR CLOCKTIME
1:00 AM	= 01:00	12:00 Noon	= 12:00
2:00 AM	= 02:00	1:00 PM	= 13:00
3:00 AM	= 03:00	2:00 PM	= 14:00
4:00 AM	= 04:00	3:00 PM	= 15:00
5:00 AM	= 05:00	4:00 PM	= 16:00
6:00 AM	= 06:00	5:00 PM	= 17:00
7:00 AM	= 07:00	6:00 PM	= 18:00
8:00 AM	= 08:00	7:00 PM	= 19:00
9:00 AM	= 09:00	8:00 PM	= 20:00
10:00 AM	= 10:00	9:00 PM	= 21:00
11:00 AM	= 11:00	10:00 PM	= 22:00
		11:00 PM	= 23:00
		12:00 Midnight	= 24:00

REGULAR SCHEDULE

WEEKDAY	START	STOP	START	STOP	EXT
Sun 01					
Mon 02					
Tue 03					
Wed 04					
Thu 05					
Fri 06					
Sat 07					
Sun 08					
Mon 09					
Tue 10					
Wed 11					
Thu 12					
Fri 13					
Sat 14					

LEAVE REPORT

WEEKDAY	CODE	HRS:MIN	CODE	HRS:MIN	EXT
Sun 01					
Mon 02					
Tue 03					
Wed 04					
Thu 05					
Fri 06					
Sat 07					
Sun 08					
Mon 09					
Tue 10					
Wed 11					
Thu 12					
Fri 13					
Sat 14					

Employee Signature _____

Date _____

Supervisor Signature _____

Date _____



WISCONSIN LEGISLATURE

P. O. Box 7882 Madison, WI 53707-7882

October 11, 2001

TO: All Members of the Joint Committee on Legislative Organization

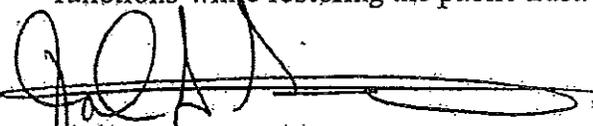
SUBJECT: EXECUTIVE SUMMARY

At the request of Assembly and Senate leadership, we have reviewed the policies and practices of the two houses of the legislature and identified ways to increase the professionalism, accountability and efficiency of our operations.

Our review has found that the staff services of the Wisconsin Assembly and Senate are outstanding and provide the state and its people with excellent service and value.

The Joint Committee on Legislative Organization (JCLO) will eliminate the party caucuses. Additional time reporting requirements will enhance staff accountability and a clarification of legislative policy will advise staff of their rights and responsibilities for participation in the political process. Graphic artists and photographers will be a responsibility of the Chief Clerk's Office in the Assembly and Senate, with such personnel assigned and appointed by the majority and minority leadership of each house. These staff will provide essential technical services for members currently provided by the party caucus staff. In addition to personal staff currently assigned to individual legislators, the Assembly Speaker, Senate Majority Leader, and minority leadership of each house will assign six research staff to legislators or the Chief Clerk at their discretion. No additional staff changes will be made to current Minority Legislative staff during leadership staff reorganization. Operational efficiencies gained through this recognition will provide for the delivery of critical legislative functions at a reduced cost to taxpayers.

We hope this brief summary of our recommendations is useful and informative for you. It is our hope that the changes recommended will enable the legislature to retain critical public policy functions while restoring the public trust.


JOHN A. SCOCOS
Assembly Chief Clerk


DONALD J. SCHNEIDER
Senate Chief Clerk



WISCONSIN ASSEMBLY CHIEF CLERK

JOHN A. SCOCOS

*P.O. Box 8952
11 E. Main Street, Suite 402
Madison, WI 53708-8952*

*608-266-1501 or 608-267-4355
Fax: 608-266-5617*

E-mail: john.scocos@legis.state.wi.us

Executive Summary

Introduction

In January, Assembly Speaker Scott Jensen ordered that I conduct a thorough review of Assembly policy and procedure. The Speaker's intent was to investigate whether there were ways in which we could make the Wisconsin Assembly run more professionally and cost-effectively. In his charge to me I was specifically asked to focus my review in four areas: (a) new policy additions, (b) revisions of current policy, (c) reorganization of caucuses, and (d) cost-saving measures.

I would like to thank the many agencies and individuals who participated in this review and the preparation of recommendations. These participants included the Legislative Fiscal Bureau, the Joint Legislative Counsel Staff, The Legislative Technology Services Bureau, the Ethics Board, the Senate Chief Clerk's office, the National Council of State Legislatures, and officials in the states of Connecticut, Delaware, Illinois, Indiana, Iowa, Michigan, Minnesota, New Jersey, Ohio, Oregon, California and Washington.

Findings

The legislature and its staff are outstanding and provide the taxpayers with excellent service and value. Within that context, however, there are areas in which improvement could be made to increase the efficiency, accountability and professionalism to the Assembly as an institution. Current accounting and leave practices lack a specificity of detail that allow fair and accurate monitoring of employee work hours. Training in Wisconsin law as it pertains to legislative employees, professional expectations, and ethical standards of conduct are not provided in a systematic way to all employees.

Recommendations

To address the concerns articulated above, this report makes the following recommendations:

- I. Standards of conduct
 - A. Establish a clear code of organizational values and conduct
 - B. Establish rules of conduct with regard to:
 - (1) Unacceptable work habits;
 - (2) Unacceptable behavior toward others; and
 - (3) Building equipment and security violations
 - C. Establish a clear definition of campaign activity
 - D. Establish mandated training for legislators and staff
 - E. Require 100% leave of absence for participation in campaign activity (employees who are going on a leave of absence for partisan political activity must take a fully unpaid leave of absence. An employee taking such a leave will not be allowed to remain on the payroll. No partial leave of absence is allowed).
 - F. Prohibit the use of "comp time" as paid leave for campaign activity.
 - G. Establish guidelines for computer and Internet use by legislators and staff.

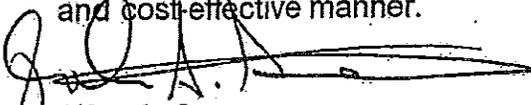
- II. Enforcement
 - A. Require mandatory classes for staff and legislators in standards of conduct.
 - B. Require that no decision affecting a staffer's continued employment, salary, benefits, hours or other conditions of employment may be based in any manner or to any degree on an employee's failure to participate in campaign activities or make a political contribution.
 - C. Require the Assembly Chief Clerk to provide and enforce new training requirements.
 - D. Prohibit legislative employees from engaging in campaign activity in state office or on state time and provide definition of prohibited activities.
 - E. Prohibit any member of the legislature or supervisor to assign, authorize or request an employee to engage in campaign activity on state time, state property, or using state resources.
 - F. Require legislators and staff to sign an acknowledgement form certifying receipt, understanding, and acceptance of standards of conduct.

- III. Accountability
 - A. Revise staff time reporting form to provide increased detail.
 - B. Failure to attend classes will result in termination of compensation.
 - C. Formally establish an Employee Assistance Program.

- IV. Elimination of the partisan caucuses
 - A. Disband Wisconsin State Assembly Caucuses by January 1, 2002.
 - B. Assign two graphic artists, two computer analysts, and two photographers to the Assembly Chief Clerk's office to provide

- technical support services to lawmakers previously provided by similar staff in the caucuses. The Speaker and Minority Leader will appoint and assign the above technical support staff and their daily work schedules. No additional staff changes will be made to current Minority Legislative staff during leadership staff reorganization. Speaker and Minority leader have the authority to make technical support positions half time fully benefited if needed.
- C. Assign six personnel to respective leadership offices within the Wisconsin State Assembly. Leadership has the authority to authorize half time fully benefited positions as needed.
 - D. Cost savings for this recommendation, including supplies, services, rent and salary would be approximately \$3.6 million biennially.

I would like to once again thank Speaker Jensen, Representative Black and the Assembly leadership of both parties for giving me the opportunity to conduct this review and to prepare recommendations for the members of the Assembly. The Wisconsin Assembly is blessed with fine members and dedicated staff. It is my hope and belief that adoption of these measures will assist those members and staff by allowing their work to be conducted in a more professional, accountable, and cost-effective manner.



John A. Scocos
Assembly Chief Clerk

WISCONSIN ASSEMBLY CHIEF CLERK



JOHN A. SCOCOS

P.O. Box 8952

1 E. Main Street, Suite 402

Madison, WI 53708-8952

608-266-1501 or 608-267-4355

Fax: 608-266-5617

E-mail: john.scocos@legis.state.wi.us

TO: Speaker Jensen
Representative Black
Assembly Organization Committee

FROM: ~~John A. Scocos~~
Assembly Chief Clerk

DATE: August 28, 2001

RE: Cost Savings

1. With accepting the proposed policy changes and caucus recommendations the Assembly will realize over a two year period a cost savings of the following:

Supplies and Services

Republican Caucus - \$142,996

Democratic Caucus - \$86,500

\$229,496 (approx.)

Rent

(Both Caucuses) - \$279,600

Salary

Caucus Salaries - \$3,188,400 (approx.)

Total cost savings - \$3,697,496 (approx.)

2. If you have any questions please call me at 267-4355.



WISCONSIN ASSEMBLY CHIEF CLERK

JOHN A. SCOCOS

P.O. Box 8952
1 E. Main Street, Suite 402
Madison, WI 53708-8952

608-266-1501 or 608-267-4355

Fax: 608-266-5617

E-mail: john.scocos@legis.state.wi.us

TO: Speaker Scott Jensen, Chairman
Assembly Organization Committee

FROM: John A. Scocos, Assembly Chief Clerk

DATE: September 4, 2001

RE: Reorganization of Wisconsin Assembly Caucuses

I was tasked upon accepting the Chief Clerk position by Speaker Jensen to do a review of the operations of the Wisconsin State Assembly.

My initial focus was to find ways to run the Assembly in the most efficient and cost-effective manner. Later I was instructed to review the Wisconsin State Assembly Caucuses for a recommendation for reorganization.

The focus of the review:

- A. New policy additions.
- B. Revisions to current policy.
- C. Reorganization of the Caucuses.
- D. Cost-saving methods.

HISTORICAL BACKGROUND OF THE WISCONSIN STATE ASSEMBLY CAUCUS

The Assembly caucus staffs were created in 1963 as part of a program funded by the Ford Foundation that also established pilot programs for interns and budget staff. In 1964 the JCLO, as part of an ongoing legislative improvement project, authorized one caucus analyst for each of the Assembly caucuses. In 1967 funding for the caucus staff became unclassified legislative employees. In the past years the number of caucus staff has risen. There were four caucus staffers in 1964, 28 in 1974, 48 in 1984 and 56 in 1993.¹ Currently each caucus has 19 staffers. Most of this increase came in the area of full-time professional staff, which grew by 65 percent. A large number of these new, full-time professional staffers were caucus staff, personal staff to individual members, media relations staff and policy staff assigned to legislative committees.² A study of the Wisconsin Legislature conducted by the Eagleton Institute of Politics from 1966 through 1968 found that lawmakers were very satisfied with the work of the caucus staff. The Eagleton researchers wrote, "[caucus staff] represent one of the most successful developments of recent years. Their analyzing of bills has been clear and concise, and their writing of speeches, press releases and constituent correspondence has helped many members directly."³ The Eagleton report recommended expanding the caucus staffs "to provide for one or more case specialists for its members in each house."⁴ They also suggested that the party caucus from the Assembly and the Senate merge, at least experimentally, to promote efficiency. During the Eagleton study, concerns were raised about the potential for partisan staff to be used for campaign purposes. Currently this is a concern among some legislators.

Statutory Authority for the Caucus and Staff

Section 13.20 of the Wisconsin Statutes Annotated grants the Legislature authority to employ "research staff assigned to committees and party caucuses...as in the judgment of the Joint Committee on Legislative Origination or the committee on organization in each house are necessary to perform its functions and duties and best serve the people of this state."⁵

Assembly rule seven authorizes each chamber to hire staff. The Committee on Assembly Organization determines the number of staff assigned to each caucus. Salaries for caucus staff are based upon the compensation and classification plans established for the Assembly and implemented by the Chief Clerk. The *Assembly Handbook* contains job descriptions for caucus employees that outline duties, provide examples of the type of work performed; and list the required knowledge, skills and abilities for each position.

¹ Rich Jones, Scott Mackey, Nancy Rhyme, Ron Snell, Brian Weberg, "Review of Legislative Operations in the Wisconsin Legislature", National Conference of State Legislatures, May 18, 1994

² Ibid.

³ Ibid.

⁴ Ibid.

⁵ Ibid.

Mission and Assembly Caucus Organization

The mission of Wisconsin State Assembly Caucus is to assist legislators, staff and party caucuses develop and advance policies that are consistent with a common political agenda. Because legislatures are partisan political bodies, lawmakers have institutional responsibilities that are political in nature. Caucus staff, along with other partisan staff, help lawmakers advance their views and push ideas within this partisan political environment. In addition to administrative, research and policy analysis functions, caucus staff conduct political research and analysis and advise leaders and members on political strategies. When each party caucus is fully prepared to debate the issues, the resulting clash of ideas is of a healthy nature. Caucus staff, along with other partisan staff, help lawmakers advance their views and push ideas within this partisan political environment.⁶

As elected officials, legislators have a responsibility to communicate with their constituents. This means getting input from constituents on issues, helping people resolve problems with government agencies and informing the public about actions lawmakers have taken on policy issues. Distributing information through the news media is an effective way for lawmakers to inform the public about legislative actions. Employing staff with specialized knowledge and expertise in working with the news media is necessary to ensure that legislators are able to communicate effectively through this medium. In addition, staff assistance to design and write constituent newsletters, guest columns, and other communication devices for newspapers increases the likelihood that this information will be communicated effectively to the public.

The caucuses of the Assembly have 19 full time staff assigned to each caucus. Both caucuses monitor committee activities such as Joint Committee on Finance, Budget Process, Conference Committee, and Assembly Committees (45 Standing Committees). Caucus staff summarize legislation, produce legislative analyses of topics, write newspaper articles for legislators, transmit radio feeds, and support legislators communicating their issues in the media. The caucuses are focused on communications, research of policy, and daily operations.

During redistricting year an additional staff person is added to work the geographic information and the reapportionment process (1 in both caucuses).

The staff is composed of the following: (Current job descriptions)

⁶ Rich Jones, Scott Mackey, Nancy Rhyme, Ron Snell, Brian Weberg, "Review of Legislative Operations in the Wisconsin Legislature", National Conference of State Legislatures, May 18, 1994

CAUCUS DIRECTOR

Class Description

Definition: An employee in this class administers and directs a partisan political caucus. The work requires a high degree of administrative skill; a thorough working knowledge of the legislative process; the ability to research, analyze, draft and develop caucus concepts and policies; media coordination; and bill and amendment drafting skills.

Examples of Work Performed

- Act as chief administrator and personnel officer in planning, organizing, and supervising the work of technical, semi-professional, and professional caucus staff.
- Act as liaison between this staff and the legislative branch of state government.
- Develop and install administrative procedures and operations in the caucus and evaluate their efficiency and effectiveness.
- Meet with legislative leadership and state party officials in planning statewide political strategy.
- Quantify electoral demographics of various districts and regions for state representatives.

Qualifications

Required Knowledge, Skills and Abilities:

- Thorough knowledge of the principles and practices of Assembly procedures and public administration.
- Considerable knowledge of the principles and practices of governmental budgeting, accounting, purchasing, personnel administration, modern office management, and public relations.
- Ability to develop and install administrative procedures and operations, and to evaluate their efficiency and effectiveness.
- Ability to write and speak effectively.
- Ability to establish and maintain effective working relationships with fellow employees, administrative officials and legislators.

Minimum Training and Experience

Graduation from a college or university of recognized standing and one year of managerial experience, or advanced level professional experience which will provide reasonable assurance that the skills and knowledge required upon appointment have been acquired and that any additional skills and knowledge required at the full performance level can be acquired within a reasonable period of time.

DEPUTY CAUCUS DIRECTOR

Class Description

Definition: An employee in this class assists in the administration of a partisan political caucus. The work requires administrative skills in the day-to-day supervision of the caucus staff. Additionally, a thorough knowledge of the legislative process, relating to research, analysis, drafting of legislation and the ability to consult with members on legislation are required. The Deputy substitutes for the Director in the Director's absence. The work of the Deputy is performed under the direct supervision of the Deputy's appointing authority, the Caucus Director.

Examples of Work Performed:

- In addition to duties as a caucus analyst, act as Deputy administrator and personnel officer in the planning, organizing, and supervision of the Caucus staff.

Qualifications

Required Knowledge, Skills and Abilities:

- Thorough knowledge of the principles and practices of Assembly procedures and public administration.
- Considerable knowledge of the principles and practices of governmental budgeting, accounting, purchasing, personnel administration, modern office management, and public relations.
- Ability to develop and install administrative procedures and operations, and to evaluate their efficiency and effectiveness.
- Ability to write and speak effectively.
- Ability to establish and maintain effective working relationships with fellow employees, administrative officials and legislators.

Minimum Training and Experience

Graduation from a college or university of recognized standing and one year of managerial experience, or advanced level professional experience which will provide reasonable assurance that the skills and knowledge required upon appointment have been acquired and that any additional skills and knowledge required at the full performance level can be acquired within a reasonable period of time.

CAUCUS SECRETARY

Class Description

Definition: This position serves as the principal secretarial and clerical support for a partisan political research group. The employees are confronted with a variety of duties susceptible to different solutions and must adapt quickly and efficiently to duties assigned by a number of different analysts. Employees graduate from close supervision to little or no supervision as their tenure increases.

Examples of Work Performed:

- Provide secretarial, clerical and office managerial support to the director and analysts of a partisan political caucus, relieving them of as much detail work as possible.
- Provide receptionist work for the caucus.
- Maintain the director's calendar, making and confirming conferences and appointments.
- Compose and type correspondence requiring extensive knowledge of the legislative process, do bill tracking and work on caucus election projects.
- Do other partisan caucus work as requested.

Qualifications

Required Knowledge, Skills and Abilities:

- Knowledge of modern office practices and procedures, including familiarity with word-processing, data base and spreadsheet applications; a willingness to increase competence with computer applications. Thorough knowledge of grammar, spelling and composition. Ability to take dictation, transcribe dictation, and type neatly, rapidly and accurately.
- Willingness to work closely and deal courteously with analysts and legislators who often are under stress and time constraints.
- Familiarity with the location and functions of all state agencies and legislative agencies.

Minimum Training and Experience

Graduation from high school and one year office experience, or an equivalent combination of training and experience.

GRAPHIC ARTIST

Class Description

Definition: This position works under the supervision of the Caucus Director. Graphic artists plan and execute composition and layout of legislative documents for partisan political caucus members. Employees may create their own designs, or utilize legislators', or State of Wisconsin designs and logos. Work involves design meetings with legislators and staff to discuss theme, composition, cost and reproductive processes. Work is subject to approval of the Caucus Director and legislative client.

Examples of Work Performed:

- Act as graphic artist for a political caucus.
- Consult with legislators and staff regarding the efficacy of design, and content.
- Discuss the affordability of various production techniques in publishing legislative documents and letterhead.
- Execute designs, layouts for newsletters, letterhead, educational booklets, caucus publications, meeting notices, note cards, business cards, posters, signs, maps, charts, letters and reports.
- Make paste ups, arranging type and design elements into a cohesive organic whole and indicate necessary marks and instructions to the printer.
- Keep records and make reports to the Caucus Director.

Qualifications

Required Knowledge, Skills and Abilities:

- Knowledge of the principles and techniques utilized in graphic and commercial art; illustration, lettering, composition, illuminating, tones and colors.
- Functional knowledge of desktop publishing software.
- Knowledge of techniques and limitations of different processes, such as letterpress, offset, and other duplicating processes.
- Developing layouts, mockups and artistic designs for publications.

Minimum Training and Experience

Graduation from high school and 18 months of a combination of training and experience in commercial art including formal work in an art school or college; or an equivalent combination of training and experience.

CAUCUS ANALYST

Class Description

Definition: This position is associated with partisan political issues, opinions and strategy. The primary duty is research in assigned areas of expertise for a particular political caucus. Responsibilities are typically varied and complex, requiring an awareness of the effect of one's work on the legislative process as a whole. Work is performed under the general supervision of the Caucus or Deputy Director and is precise, timely and professional.

Examples of Work Performed:

- Issue opinion and position papers, speeches, election data, etc., maintaining a professional client relationship with state representatives of one political party.
- Act as liaison for the Caucus Director or Caucus leadership to members of the Assembly, Senate, and legislative and state agencies, lobbyists, the executive office, and the news media regarding caucus business.
- Defend Assembly decisions and policy on sensitive political issues and seek the cooperation of groups and organizations in achieving legislative goals.
- Research, analyze and draft legislation and floor amendments, write speeches, dispose of constituent problems, prepare press releases and radio tapes and perform other public relations activities for legislative clients.
- Coordinate media coverage and legislative analysis, with major emphasis on researching and analyzing the more complex pending and proposed legislation.
- Research pending legislation utilizing the services of the Legislative Council, Fiscal Bureau, Reference Bureau, Audit Bureau or any state agency as required.
- Maximize availability for legislative clientele with advice for them or their constituents.

Qualifications

Required Knowledge, Skills and Abilities:

- Knowledge relating to the subject matters before the Legislature such as the history of legislative efforts, relevant statutes, agency rules, policies, regulations and related public policy issues.
- Basic skills needed to interpret statistical analysis, data processing analytical techniques, and knowledge of a particular discipline such as history, political science, or biological science relevant to

their areas of responsibility.

Ability to quickly examine, understand, and discretely and accurately expedite issues that result in the allocation of large amounts of state human and financial resources.

Minimum Training and Experience

Training or experience comparable to graduation from a college or university and one year of managerial or advanced level professional experience which will provide reasonable assurance that the skills and knowledge required upon appointment have been acquired and that any additional skills and knowledge required at the full performance level can be acquired within a reasonable period of time.

Wisconsin State Statutes Rules Governing Caucus Staff Operations

The Wisconsin state Statutes section 11.36 and 11.37 (A legislative employee should not engage in campaign activities (a) with the use of the state's facilities, supplies, or services not generally available to all citizens; (b) during working hours for which he or she is compensated for services to the State of Wisconsin, or at his or her office in the Capitol regardless whether the activity takes place during regular working hours.) prohibit the use of state property and facilities for political campaign purposes and prohibit legislative staff from engaging in political campaign work while on state time. The Assembly handbook states that "political activity is not permitted during working hours."⁷

Recommendations of Caucus Options

The following options were put together by the Assembly Chief Clerks office with assistance from the following organizations:

Fiscal Bureau
Legislative Counsel (Review of State Law)
National Conference of State Legislatures (Information on Caucuses).
Legislative Technology Services Bureau
Senate Chief Clerk Office
Ethics Board

The following states that have partisan caucus staff were contacted and provided input:

- Connecticut
- Delaware
- Illinois
- Indiana
- Iowa

⁷ Rich Jones, Scott Mackey, Nancy Rhyme, Ron Snell, Brian Weberg, "Review of Legislative Operations in the Wisconsin Legislature", National Conference of State Legislatures, May 18, 1994

- Michigan
- Minnesota
- New Jersey
- Ohio
- Oregon
- California
- Washington

Summary and Recommendation

Abolishment of the Caucuses

1. Disband the Wisconsin State Assembly Caucuses by January 1, 2002.
2. Establish new policies and recommendations in Section 1 of the Executive Summary.
3. Two Photographers, two computer analysts, and two graphic artists will be assigned to the Chief Clerk's office to provide technical support services to lawmakers previously provided by similar staff in the caucuses. The Speaker and Minority Leader will appoint and assign the above technical support staff and their daily work schedules. No additional staff changes will be made to current Minority Legislative staff during leadership staff reorganization. Speaker and Minority leader have the authority to make technical support positions half time fully benefited if needed.
4. Assign six personnel to respective leadership offices within the Wisconsin State Assembly. Leadership has the authority to authorize half time fully benefited positions as needed.
5. Cost saving to include supplies and services, rent, and salary for a two year period is \$3,697,496 (approx.).

Review and staffing based on:

1. Standards of conduct
2. Enforcement
3. Accountability

Reform Goals

1. Standards of Conduct

- A. Establish organizational values and conduct (Responsibility of the Appointing Authority to implement standards)

The Wisconsin State Assembly values the members of its staff. This results in the following:

1. The Wisconsin State Assembly staff members are competent, professional, and caring.
2. The Wisconsin State Assembly offers a platform where staff can grow professionally.
3. Staff take pride in the quality of the services they provide.
4. Goals are enumerated clearly, and staff work together to achieve these goals.

The Wisconsin State Assembly values team-based management. This results in the following:

1. The Wisconsin State Assembly plans, projects and manages resources to meet project demands.
2. Management is proactive in its approach to the operations of the Assembly.
3. Staff vacations, sick time, and personal time are considered in planning.

B. Rules of Conduct

Work rules are established to protect the rights and well being of all employees, and to ensure that the Wisconsin State Assembly can fulfill its purpose. The rules enumerated below are divided into categories; these are not intended to be exhaustive lists, but to address issues not covered elsewhere in this manual, and to provide examples within areas of responsibility that employees should keep in mind.

Offenses for each category are listed in order of severity; however, frequent or repeated infractions of rules can increase the severity of what might otherwise be considered a minor offense. Some offenses are so severe that the Wisconsin State Assembly may choose to terminate employment without prior corrective action, while others involve more progressive measures. Disciplinary action for the rules enumerated below, and for violation of any policy in this manual, shall be administered on a fair and equal basis.

Unacceptable Work Habits:

1. Failure to observe set time limits or reasonable amounts of time for lunch or break periods.
2. Unclean, unkempt, or inappropriate dress or grooming that adversely affects performance of duties or the image of the Wisconsin State Assembly, or that constitutes a health or safety hazard.
3. Failure to notify their appointing authority of absence or tardiness.
4. Neglecting job responsibilities or assignments.

5. Insubordination, disobedience, or failure/refusal to follow the written or oral instructions of a supervising authority.
6. Unexcused or excessive tardiness or absenteeism, or abuse of sick leave benefits (appointing authorities may request a doctor's excuse to determine legitimate use of sick leave).
7. Inaccurate reporting of sick and vacation time on timesheets or monthly reports.

Unacceptable Behavior toward Others:

1. Discourtesy in dealing with fellow employees, customers, members of other agencies, or the general public, which adversely affects the image of the Wisconsin State Assembly or interferes with the proper conduct of business.
2. Making false or malicious statements concerning other employees, appointing authorities, other agencies, or members of the public with whom the state conducts business.
3. Disregard for personal safety or the safety of others, including failure to observe safety rules and practices, failure to report damaged equipment or potentially dangerous situations, or failure to report accidents/injuries that occur in the course of job duties.
4. Threatening or intimidating others physically or verbally, or using abusive or profane language towards others.
5. Possession of weapons on state premises or in the course of work duties.
6. Threatening, attempting, or inflicting bodily injury to a fellow employee or any other person.

Building/Equipment and Security Violations:

1. Failure to observe no-smoking regulations.
2. Unauthorized solicitation of funds or donations for any purpose.
3. Unauthorized posting, defacing, or removal of posted material; unauthorized distribution of written material.
4. Unauthorized use of electronic mail or electronic databases that are owned, leased, or subscribed to by the state, or accessed using state equipment.
5. Transacting business as an employee of the state with any business entity in which the employee has an interest, except as authorized by law.
6. Unauthorized lending, borrowing, or duplicating of keys or building passes, or improper use of keys or building passes.
7. Improper disclosure of confidential information or records.
8. Falsifying or destroying records, providing false information on an employment application, or giving false information to any person or organization; any form of dishonesty.

9. Theft or unauthorized possession of state or private property, funds, or equipment, unauthorized use or abuse of state property or equipment.

C. Definition of Campaign Activity

Campaign activity is activity that does not reasonably and primarily fulfill and arise from official duties and that contributes to, enhances, or furthers a person's ability to run for, or chance of election or reelection to, public office. Illustrative activities include:

1. Arranging or assisting in arranging a campaign-related event or raising of campaign contributions.
2. Soliciting, receiving, or acknowledging campaign contributions.
3. Preparing or distributing television, radio, newspaper, or other forms of campaign advertisements.
4. Preparing or designing campaign brochures, literature, nomination papers, or other campaign promotional materials.
5. Distributing, seeking or coordinating campaign volunteers.
6. Preparing a campaign budget.
7. Directing or participating in get out the vote drives.
8. Creating, maintaining, editing, adding to, or deleting information from a list or database of campaign contributions or supporters.
9. Creating, maintaining, editing, adding to, or deleting information from a list or database designed or intended for a campaign purpose.
10. Preparing, coordinating, or participating in polling other than a legislator's questionnaire seeking constituent views on issues.
11. Transporting voters to polls or campaign rallies.
12. Directing or participating in candidate recruitment.

D. Establish mandated training for staff and Legislators.

1. All legislative staff will be required to attend mandatory training per year. The following subjects will be covered:
 - a. Ethics
 - b. Work Rules/Approving Authority
 - c. Committee Clerk update
 - d. Role of the Legislature/When a Bill becomes a Law
 - e. How to run a legislative office
 - f. Role of LTSB/update in automation
 - g. Open Records Law
 - h. Campaigns and Elections
 - i. Ethics Board
 - j. Role of the Elections Board
 - k. Legislative support agency roles and functions

2. All new Legislators attend yearly training.
The following subjects would be covered:

- a. The legislator as an employer
- b. Strategic Leadership
- c. Ethics Board and the Role of the Elections Board
- d. Open Records Law
- e. Office Accounts

E. Unpaid leave of absence for partisan political activity.

The Wisconsin State Assembly requires employees who are going on a leave of absence for partisan political activity to take a fully unpaid leave of absence. An employee taking such a leave will not be allowed to remain on the payroll. No partial leave of absence is allowed.

F. No "comp time" used as paid leave for campaign activity.

Assembly employees are not permitted to utilize "comp time" as paid leave to participate in partisan political activity. An employee of the Legislature may not engage in campaign activity while on any form of paid leave other than vacation time.

2. Enforcement

A. Mandatory classes for staff and Legislators.

B. Campaign activity employee protection.

It is a term of employment that no decision affecting an employee's continued employment, salary, benefits, or the terms, hours or other conditions of the individual's employment may be based, in any manner or to any degree on the employee's failure to participate in campaign activities or failing to make a political contribution.

If an employee feels that they have been released or disciplined for not participating in campaign activity or for failing to make a contribution to a campaign they should report the incident to Assembly Chief Clerk.

C. Assembly Chief Clerk is responsible for providing the required classes and enforcement.

D. Employees engaging in campaign activity.

Legislative employees are prohibited from engaging in campaign activity in state offices or on state time.

Legislative employees are prohibited from engaging in campaign activity in state offices or on state time.

1. An employee of the legislature may not assign or authorize campaign activity to be performed on state time or in state offices.
2. An employee of the Legislature may not use, or make available for use by another, state property or resources in connection with campaign activity except as the property or resources are normally available to anyone under similar circumstances.
3. An employee of the Legislature may not engage in campaign activities:
 - During hours of employment claimed.
 - While on any form of paid leave (including "comp" time) other than vacation time and then only after having submitted to the Chief Clerk a request to use vacation time and the appointing authority's finding that the leave will not be contrary to the interests of the Assembly.
 - During regular hours of employment unless the employee has submitted to the appointing authority a request to work variant hours or for unpaid leave and the appointing authority finding that such variant hours or unpaid leave will not be contrary to the interests of the Assembly.

E. Acknowledgement Form

Please read, sign and return this page to the Human Resources Office.

I have received a copy of the Wisconsin State Assembly Policy Manual, and have read and understand its contents. I acknowledge that it is my responsibility to request clarification of any information that I do not understand.

I agree to abide by the rules and regulations contained in this manual and by any other rules and regulations the Assembly may establish at its discretion. The Assembly reserves the right to change any policy as required, without prior notices.

I have read and understand the definition of at-will employment contained in this manual.

This manual does not constitute an employment contract and does not modify the at-will employment relationship of the Wisconsin State Assembly and its employees.

This manual is not intended to create, nor should it be construed to constitute a contract. No appointing authority has authority to create a contract or any agreement contrary to the foregoing manual.

The employer reserves the right to change the manual with or without notice, in its discretion.

Signature

Printed Name

Date

F. Assigning Campaign work

A member or supervisor of legislative employees may not assign, authorize, or request an employee of the Legislature to engage in campaign activity to be performed while the employees is on state time, with the use of state resources or on state property.

Employees who are asked to conduct campaign work during state time should report the incident immediately to the Assembly Chief Clerk.

3. **Accountability** (Responsibility of the Appointing Authority to implement standards)

A. Time Reporting (TACS Form, see attached)

B. Employees engaging in campaign activity

C. Failure to attend classes will result in termination of compensation. Alternative methods for special needs for attendance requirements can be met at the discretion of the Chief Clerk (CD-ROM, video, workbook).

D. Acknowledge Form.

Reorganization Goals

- Standards of Conduct
- Enforcement
- Accountability

Time Line Implementation

- **Phase I**
 - Upon approval of Assembly Org.
 - First personnel change December 1, 2001
- **Phase II**
 - Second personnel change January 1, 2002
 - Full implementation January 2, 2002

Assembly Staffing Reorganization

(Option 8)

- (2) Photographers, (2) Graphic artists and (2) computer analysts assigned to Chief Clerk Office to provide technical support services to lawmakers previously provided by similar staff in the caucuses. The Speaker and Minority Leader will appoint and assign the above technical support staff and their daily work-schedules. No additional staff changes will be made to current Minority Legislative staff during leadership staff reorganization. Speaker and Minority leader have the authority to make technical support positions half time fully benefited if needed.
- Assign six personnel to respective leadership offices within the Wisconsin State Assembly. Leadership has the authority to authorize half time fully benefited positions as needed.

• Monetary saving for a two year period:

-	<u>Republican Caucus</u>	
•	Salary -	\$1,594,200 (approximate)
•	Rent -	\$139,800
•	Supplies and Services -	\$142,996
-	<u>Democratic Caucus</u>	
•	Salary -	\$1,594,200 (approximate)
•	Rent -	\$139,800
•	Supplies and Services -	\$86,500

• Overall Yearly Cost Saving: \$3,697,496 (approx.)

RECOMMENDATIONS

- Option 8 - Disband the Wisconsin State Assembly Caucuses by January 2, 2002
- Establish new policies and recommendations as indicated in section 1 of the executive summary.
- Assign six personnel to respective leadership offices within the Wisconsin State Assembly. Leadership has the authority to authorize half time fully benefited positions as needed.
- Photographers, graphic artists and computer analysts will be assigned to the Chief Clerk's Office to provide technical support services to lawmakers previously provided by similar staff in the caucuses. The Speaker and Minority Leader will appoint and assign the above technical support staff and their daily work schedules. No additional staff changes will be made to current Minority Legislative staff during leadership staff reorganization. Speaker and Minority leader have the authority to make technical support positions half time fully benefited if needed.

TIME REPORT

Agency Name: _____ Distribution Code: _____
 P/F End Date: _____
PREPARE FORM USING RED INK
 LEAVE CODES
 01 Sick - Employee Illness
 03 Sick - Family Illness
 04 Sick - Exposure to Contagious Disease
 05 Sick - Death in Family
 06 Vacation
 07 Personal Holiday
 08 Saturday/Legal Holiday
 16 Sabbatical Leave
 13 Military - Annual Active Duty Training
 23 Military - Nat'l Guard State Duty
 09 Jury Duty
 11 Exam
 10 Injury - 230.36
 20 Injury - Worker's Compensation
 18 Compensatory Time Used
 14 Without Pay - Union Activity
 21 Without Pay - (No Loss of Vac or Sk Lv)
 22 Without Pay - Craft Employee
 24 Without Pay - Union Activity
 (Loss of Vac but not Sk Lv)
 25 Temporary Layoff
 (No Loss of Vac or Sk Lv)

Use 24-HR CLOCK TIME to fill out the Regular Schedule Section below.
 MINUTES CAN BE FROM 00 TO 59.
 (See back for detail instructions)

- PAY CODES**
- 81 Standby Hours
 - 82 Specialty Pay Hours
 - 83 Compensatory Time Earned
 - 84 Permanent PM Shift
 - 92 Compensatory Time/Pay Split
 - 93 Premium Overtime Rate

TIME CONVERSION CHART

CLOCK TIME	24 HR CLOCK TIME	CLOCK TIME	24 HR CLOCK TIME
1 Sec Past	12:00 Noon	= 12:00	
Midnight = 00:00	1:00 PM	= 13:00	
1:00 AM = 01:00	2:00 PM	= 14:00	
2:00 AM = 02:00	3:00 PM	= 15:00	
3:00 AM = 03:00	4:00 PM	= 16:00	
4:00 AM = 04:00	5:00 PM	= 17:00	
5:00 AM = 05:00	6:00 PM	= 18:00	
6:00 AM = 06:00	7:00 PM	= 19:00	
7:00 AM = 07:00	8:00 PM	= 20:00	
8:00 AM = 08:00	9:00 PM	= 21:00	
9:00 AM = 09:00	10:00 PM	= 22:00	
10:00 AM = 10:00	11:00 PM	= 23:00	
11:00 AM = 11:00	12:00 Midnight	= 24:00	

LEAVE REPORT

WEEKDAY	CODE	HRS:MIN	CODE	HRS:MIN	EXT
Sun 01					
Mon 02					
Tue 03					
Wed 04					
Thu 05					
Fri 06					
Sat 07					
Sun 08					
Mon 09					
Tue 10					
Wed 11					
Thu 12					
Fri 13					
Sat 14					

REGULAR SCHEDULE

WEEKDAY	START	STOP	START	STOP	EXT
Sun 01					
Mon 02					
Tue 03					
Wed 04					
Thu 05					
Fri 06					
Sat 07					
Sun 08					
Mon 09					
Tue 10					
Wed 11					
Thu 12					
Fri 13					
Sat 14					

Enter X or Date

Employee Signature _____ Date _____

Supervisor Signature _____ Date _____



OFFICE OF THE SENATE CHIEF CLERK

P. O. Box 7882 Madison, WI 53707-7882 Phone (608) 266-2517 / Fax 266-0643

Donald J. Schneider
Senate Chief Clerk
Don.Schneider@legis.state.wi.us

October 11, 2001

TO: Senate Committee on Organization

SUBJECT: Recommendations

The partisan caucus staffs of the Wisconsin Legislature were created in 1963 as part of a program funded by the Ford Foundation that also established pilot programs for interns and budget staff. In December 1964, the Joint Committee on Organization, as part of an ongoing legislative improvement project, authorized one caucus analyst for each of the four party caucuses. In 1967 funding for the partisan caucus staff was transferred from the Ford Foundation to the legislative payroll and the partisan caucus staff became unclassified legislative employees.

There were four partisan caucus staffers in 1964, 28 in 1974, 48 in 1984, 56 in 1993 and there are 62 today. This growth paralleled with the growth nationally in legislative staff. A large number of these new positions were full-time professional staffers assigned to the partisan caucuses, personal staff to individual members, media relations staff and policy staff assigned to committees.

A study of the Wisconsin Legislature conducted by the Eagleton Institute from 1966 through 1968, found that lawmakers were very satisfied with the work of the partisan caucus staffs. The work of partisan caucus staffs contributed greatly to the ability of members to raise questions about the consequences of a proposal and enhance the debate by providing information to justify and support the impact of a proposal. However, during the Eagleton's study, concerns were raised about the potential for partisan staff to be used for campaign purposes. This is a current concern today.

Each of the partisan caucus staffs performs roughly the same duties and is organized similarly. Each staff monitors committee activities, with an emphasis on the budget process and the work of the Joint Committee on Finance. As part of this function, the staffs track member's amendments to the budget bill when it is being considered in the party caucuses. The caucus staffs also summarize legislation, produce concise analyses of issues, produce newsletters, help legislators prepare newspaper columns, produce radio feeds and generally help legislators communicate with the public through the media. The staff also works closely with the respective caucus leaders to develop the legislative agenda, in part, based on the public discussion and debate during the election cycle.

The partisan caucus staffs perform a unique function within the state legislature. Their primary mission is to help legislators and the party caucuses develop and advance policies that are consistent with a common political agenda. Legislatures are partisan political bodies and lawmakers have institutional responsibilities that are political in nature. The partisan caucus staff assist lawmakers advance their views and push their ideas within the legislatures' partisan political environment.

The partisan caucus staffs also conduct political research and analysis and advise leaders and members on political strategies. When each party caucus is fully prepared to debate the issues, the resulting clash of ideas is a healthy and important part of the legislative process.

Legislators have a responsibility to communicate with their constituents. This means getting input from constituents on issues, helping people resolve problems with government agencies and informing the public about actions lawmakers have taken on policy issues. Distributing information through the media is an effective way for legislators to inform the public about legislative actions. Employing staff with specialized knowledge and expertise in working with the media is necessary to ensure that legislators are able to communicate effectively through this medium. Staff assistance to design and write constituent newsletters and guest columns for newspapers increases the likelihood that this information will be communicated effectively to the public.

The greatest concern about centralized partisan caucus staffs is the potential to use them for political "campaign" activity. As mentioned earlier, this concern was raised over 30 years ago. A series of newspapers articles have raised allegations concerning the use of partisan caucus staffs and state resources for "campaign" activity.

Recommendation:

The Wisconsin Legislature has been served well by the development of partisan caucus staffs. The duties and responsibilities outlined above contribute greatly to the lawmaking process and to the dissemination of information about the issues being considered by the legislature. Due to the partisan political nature of the work to be performed, it is critical that any staff responsible for these functions be hired and work assignments made by a "partisan" elected official. It is also critical that this staff activity be accountable and that policy and procedures be in place to ensure compliance with the standards of conduct for public officials.

It is possible to divide the responsibilities of the partisan caucus staffs into two distinct areas. One being analyzing and developing policy alternatives and the other is technical support, such as computerized graphics and photography.

Using this as a basis for recommending a staffing structure to fulfill the responsibilities outlined above after elimination of the current caucus staff, it is recommended:

1. Six policy research analyst personnel be provided to the Majority and Minority Leaders of the Senate to be hired and assigned, either to a legislator or chief clerk, as determined by the respective leader.
2. Graphic Artist Support and photography support be a responsibility of the Chief Clerk of the Senate. The Majority and Minority leader shall assign the personnel and monitor daily work assignments.

Furthermore, it is recommended that the following policies be adopted as policy governing the Senate to be administered by the respective Chief Clerk.

A. Reporting Requirements:

1. **Employees to Submit Reports:** All employees are required to certify the dates and hours worked and that they did not engage in campaign activity during hours to be compensated by the State.
2. **Appointing authority to Review and Certify:** Each appointing authority shall review such certifications, and countersign certifying that no campaign work was assigned to such employee during hours of employment and that to the best of the appointing authority's knowledge, information and belief, the employee did not engage in campaign activity during hours of employment.
3. **Reports for Compensated Campaign Activity:** All employees are required to report dates and hours of campaign activity for which they receive compensation.

B. Standards of Conduct:

1. **Campaign activity defined.** As provided in this rule, the term "campaign activity" means activity that does not reasonably and primarily fulfill and arise from official duties and that contributes to, enhances, or furthers a person's ability to run for, or chance of election or reelection to, public office. Illustrative activities include:
 - a. Arranging or assisting in arranging a campaign-related event or the raising of campaign contributions
 - b. Soliciting, receiving, or acknowledging campaign contributions
 - c. Preparing or distributing television, radio, newspaper, or other forms of campaign advertisements
 - d. Preparing or designing campaign brochures, literature, nomination papers, or other campaign promotional materials
 - e. Distributing or arranging for the distribution of campaign materials
 - f. Directing, seeking or coordination campaign of volunteers
 - g. Preparing a campaign budget
 - h. Directing or participating in get out the vote drives
 - i. Creating, maintaining, editing, adding to, or deleting information from a list or database of campaign contributors or supporters

- j. Creating, maintaining, editing, adding to, or deleting information from a list or database designed or intended for a campaign purpose
- k. Preparing or coordinating polling operations for a campaign purpose,
- l. Transporting voters to polls or campaign rallies
- m. Preparing campaign finance reports required by law
- n. Directing or participating in candidate recruitment

2. **Legislators/supervisors not to assign campaign work.** A member or supervisor of legislative employees may not assign, authorize, or request an employee of the Legislature to engage in campaign activity to be performed while the employee is on state time, with the use of state resources or on state property

3. **Legislative employees not to engage in campaign activity in state offices or on state time.**

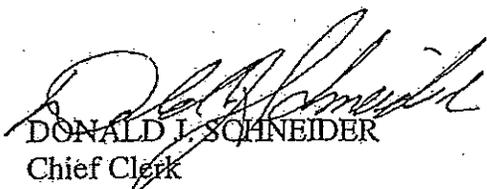
- a. An employee of the Legislature may not assign or authorize campaign activity to be performed on state time or in state offices.
- b. An employee of the Legislature may not use, or make available for use by another, state property or resources in connection with campaign activity except as the property or resources are normally available to anyone under similar circumstances.
- c. An employee of the legislature may not engage in campaign activities:
 - i. during hours of employment claimed
 - ii. while on any form of paid leave (including "comp" time) other than vacation time and then only after having submitted to the chief clerk a request to use vacation time and the chief clerk's finding that the leave will not be contrary to the interests of that house.
 - iii. during regular hours of employment unless the employee has submitted to the chief clerk a request to work variant hours or for unpaid leave and the chief clerk's finding that such variant hours or unpaid leave will not be contrary to the interests of that house

- C. **Employee Protection.** It shall be part of an employee's term of employment that no decision affecting an employee's continued employment, salary, benefits, or the terms, hours or other conditions of the individual's employment may be based, in any manner or to any degree on the employee's failure to participate in campaign activities or failing to make a political contribution.
- D. **Continuing education.** Each house of the Legislature shall require the attendance of its employees at seminars conducted by the Ethics Board on the standards of conduct and work rules:
1. In January of each odd-numbered year.
 2. During the month of May or June of each even-numbered year.
- The legislature shall provide resources to obtain the services of experts for faculty from a variety of entities, such as the Ethics Board, Election Board, University of Wisconsin, National Conference of State Legislatures, and other recognized individuals. Each current employee shall attend a seminar within 12 months of adoption of this rule and each new employee will attend the first seminar offered after the commencement of his or her employment. Each employee shall thereafter attend a seminar at least once every 4 years. Alternative methods shall be developed for providing training on standards of conduct and work rules, to provide opportunities for attendance by those who may be unable to attend scheduled sessions. Failure to attend a seminar or use alternative training methods may result in withholding of compensation.
- E. **Violation of rule is prima facie evidence of violation of s. 19.45(5), Wisconsin Statutes.** A member's or legislative employees actions contrary to the Joint Committee on Legislative Organization's rule is prohibited and is an unlawful use of state resources.
- F. **Distribution of rule.** Upon its adoption, the Chief Clerk of each house shall distribute a copy of this JCLC Rule to every employee and, thereafter, to each newly hired employee upon hiring. As a term of employment and eligibility to receive payment of salary or compensation an employee will provide the appropriate Chief Clerk with written acknowledgement of the information's receipt.

Furthermore, I am recommending that it be the policy of the State Senate that the Office of the Chief Clerk maintain a record of all requests for information made to that office in accordance with ss.19.35 Wisconsin Statutes, the open records law.

I have attached a copy of a proposed form to be used for the certification of hours of employment by employees and supervisors. An electronic filing method is being developed to enhance compliance and review.

Please feel free to contact me if you have any questions.


DONALD J. SCHNEIDER
Chief Clerk