

Table of Contents

	PAGE
DEDICATION	v
STATE OFFICIALS IN 1935	vi
LEGISLATIVE OFFICERS IN 1935	vii
A LETTER FROM THE PRESIDENT OF THE AMERICAN LEGISLATORS' ASSOCIATION	viii
A SYMPOSIUM OF FOREWORDS	ix

Chapter I. THE HORIZON IN 1935

<i>The Present and Projected Services of the Association</i>	1
The Interstate Reference Bureau 1	3
Regional Secretariats 2	3
Conferences 2	3
Interstate Assembly	3
Integration of Governmental Re- search	3

Chapter II. PORTRAIT OF AN ASSOCIATION

<i>The Legislators Are Providing Services for Themselves Through Their Organization</i>	4
-------------------------------------------------------------------------------------------------------	---

HISTORY 4	Advisory Personnel 12
PURPOSE 5	STAFF 13
FINANCES 5	An Appraisal 13
LOCATION AND FACILITIES 6	Executive Director 14
ORGANIZATION 8	Research Division 14
Present Board of Managers 9	Publications Division 15
Managers of the Association 10	Legislative Personnel Division 16
Officers 12	Tax Research Division 16
Presidents 12	Office Division 18

Chapter III. THE OTHER FORTY-SEVEN

<i>A Magazine Which Summarizes the Statutes of All the States</i>	19
"The American Legislator" 19	Length of Articles 21
"State Government" 19	Editorial Policy 21
Editing and Publishing 19	Interest and Dignity 21
Contributors to "State Government" 20	SAMPLE ARTICLES AND TABLES 23

Chapter IV. AN INFORMATIONAL CLEARING HOUSE

<i>Activities of the Interstate Reference Bureau</i>	45
NEED FOR LEGISLATIVE RESEARCH 45	DEVELOPMENT OF LEGISLATIVE REF- ERENCE SERVICES 46
A Clearing House 45	Staff 46
Responsibility for a Clearing House 46	Cost of Service 47
Wisconsin Beginnings 46	

<i>Chapter IV—Continued</i>		PAGE
In Other States	47	What Staff Has the Bureau? 50
Congressional Legislative Reference Service	48	Inquirers 51
Coördinating Legislative Research Agencies	48	Types of Questions 51
THE INTERSTATE REFERENCE BUREAU	48	Bulletin Service 52
Research Work	49	Other Services 53
Founts of Knowledge	49	Financing the Bureau 53
Providing Valuable Information	49	A Reference Manual 53
Law Making Machinery	49	Annual Conference 53
The Men Who Make the Laws	50	Executives Express Approval 54
Whom Does the Bureau Serve?	50	Model Legislative Reference Bureau Law 55
		Hearing Before House Committee 55
		Report of Library Committee 57
 <i>Chapter V. THE LAWMAKERS OF AMERICA</i>		
<i>Studies in Legislative Personnel and Procedure</i>		59
Regular Sessions in 1933	59	Standing Committees 65
Score Board—1933	60	Who Appoints Standing Committees? 66
Official Names of Legislative Bodies	61	What Price Lawmakers? 67
The 48: Numbers and Dates	62	184 of Us in Congress 68
How Long Do They Meet?	63	Up the Ladder 69
Dead-Lines	64	
 <i>Chapter VI. THE INTERSTATE ASSEMBLY</i>		
<i>Meeting of Official Representatives of State Governments</i>		71
ORIGIN	71	Interstate Commission on Conflicting Taxation 80
Original Financing	71	Financing the Assembly 80
Congressional Subcommittee	71	Resolution of Appreciation 81
Congressional Contact	71	Press Comment 82
Managers Called Together	72	THE SECOND INTERSTATE ASSEMBLY 82
Newspaper Interest	73	Delegates 82
President-Elect Endorses Assembly	73	Resolution 82
THE CALL TO THE CONFERENCE	75	Date of Meeting 82
PRESIDENT GREETS ASSEMBLY	77	Resolution 83
THE CONFERENCE	77	
Objectives	79	
 <i>Chapter VII. TAX TROUBLES</i>		
<i>And the Solutions Which Are Being Developed by the Interstate Commission on Conflicting Taxation</i>		84
Origin of Commission	84	Need of Machinery for Coöperation 87
Personnel of Commission	84	Centralization and Segregation 88
THE COMMISSIONERS IN 1933	84	Recommendations on Liquor Taxation 89
Staff Reports Submitted	85	Recommendations on Gas Taxes 90
Some Conclusions	85	Boston Conference 91
Federal Coöperation	86	

Chapter VIII. DIVIDED WE FALL

*The Council of State Governments Offers a New Means
for Preserving State Integrity*

PAGE

93

In Lieu of Foreword	93	Some Essentials of Cooperation	98
New Needs in Government	93	Need for a Broader Agency	99
The Present, Chaos	94	The Interstate Assembly	99
Federalization vs. Cooperation	95	The Interstate Commission on Con-	
Federalized Administration	95	flicting Taxation	99
Compacts between States	95	Legislative Councils in the States	99
Must Relationships between the		The Planning Board of the Council of	
States Be Random?	96	State Governments	100
To Create a More Perfect Union	97	Planning Board	100
Cooperation between the States	97	Consultant Board	101
The Two Patterns Are Similar	97	Major Purposes of the Council of	
Some Rules Concerning Cooperation		State Governments	101
between States	98	What Could a Regional Secretary Do?	102
Can the Federal Government Resist		Press Comments	103
Itself?	98		

Chapter IX. PREPAREDNESS

*Pre-session Conferences Arranged by the
American Legislators' Association*

105

THE "PRE-SESSION" IDEA	105	Tennessee Pre-session Conference,	
Legislative Personnel	105	1932	111
Legislative Process	106	West Virginia Conference, 1932	112
History via the Press	106	Kentucky Pre-session Conference,	
Ashville Regional Pre-session Confer-		1933	113
ence, 1932	106	Colorado Legislative Planning Cam-	
South Carolina Pre-session Conference,		paign	114
1932	110	PRE-SESSION CONFERENCES IN 1934	116

Chapter X. BORDER WARFARE

*The American Legislators' Association Aids in the Solution
of Interstate Motor Vehicle Problems*

117

INTERSTATE BUS AND TRUCK CONFERENCE	117	History	121
History	117	Resolutions	121
RESOLUTION	117	Delegates	122
Position of the "Association"	117	Proceedings and Purpose	123
The Project	118	Permanent Organization	123
A FEW OF THE CONFLICTS	118	Traffic Supervision	124
Various Interests Represented	119	A Special Problem	124
Views Presented	119	Length and Width	125
ROSTER OF DELEGATES	119	Combination Vehicles	125
Resolutions	120	Gross Weights	125
WESTERN MOTOR VEHICLE CONFERENCE	121	Taxation	126
		Adjournment	126

Chapter XI. OFFICIALLY APPROVED

PAGE

Forty-Six States Commend the American Legislators' Association 127

Purpose of Endorsement 127 Results Obtained 128

Resolution of Endorsement 127

Chapter XII. THE ALMIGHTY DOLLAR

Ways and Means of Supporting the American Legislators' Association 129

Introduction 129

Expert Legislation Is Essential 129

Preposterous but True 129

Support from Individuals 130

Support from Foundations 131

Support from Dues and Subscriptions 131

Financial Requirements 131

PRECEDENTS FOR SUPPORT 132

STATE APPROPRIATIONS 133

State of California 133

State of Colorado 134

Commonwealth of Kentucky 135

Commonwealth of Massachusetts 135

State of New York 136

Commonwealth of Pennsylvania 137

State of South Carolina 138

State of Utah 138

THE SHARE OF EACH STATE 139

Chapter XIII. ENTENTE CORDIALE

Relationships of the American Legislators' Association to Other Organizations of Public Officials 140

Coöperating Governmental Organizations 140

PUBLIC ADMINISTRATION CLEARING HOUSE 141

NATIONAL ASSOCIATION OF HOUSING OFFICIALS 141

AMERICAN MUNICIPAL ASSOCIATION 141

AMERICAN PUBLIC WELFARE ASSOCIATION 142

GOVERNMENTAL RESEARCH ASSOCIATION 142

INTERNATIONAL CITY MANAGERS' ASSOCIATION 143

MUNICIPAL FINANCE OFFICERS' ASSOCIATION 143

UNITED STATES CONFERENCE OF MAYORS 144

PUBLIC ADMINISTRATION SERVICE 144

JOINT REFERENCE LIBRARY 145

WASHINGTON INFORMATION SERVICE 145

RELATION TO THE UNIVERSITY OF CHICAGO 145

THE GOVERNORS' CONFERENCE 147

JOINT CONFERENCES 147

Encouragement 148

Chapter XIV. THE MEN BEHIND THE LAWS

The 7,500 State Legislators Who Represent the 125,000,000 Citizens 149

Roster of State Legislators in 1935. 149

TOPICAL INDEX 184

Table of Contents

Manual of Legislative Reference Services

PREFACE	187
PLAN OF THE MANUAL	188
<i>Chapter I. AIDS TO LEGISLATION</i>	189
<i>Chapter II. TEXTS AND TABLES</i>	195
THE AMERICAN BAR ASSOCIATION	199
COMMENTS	195
Committee Report	195
Resolution	196
NO EVALUATION	196
GROWTH OF LEGISLATIVE REFERENCE SERVICE	196
ORGANIZATION OF SERVICES	197
Supervising Agencies	197
Titles of Bureau Administrators	197
DIRECTORS	197
Education	197
Appointment and Terms	197
Time Devoted to Work	197
Experience	197
STAFF	198
Full Time Employees	198
Terms of Full Time Employees	198
Part Time Employees	198
Temporary Employees	198
Appointment of Employees	198
SERVICES PERFORMED	198
Library Services	198
Legislative Research Service	198
Bill Drafting Service	199
Statutory Revision Service	199
FACILITIES	199
Location of Bureau Offices	199
Size of Bureau Offices	199
Library Facilities of the Bureaus	200
Supplementary Material Used by the Bureau	200
FINANCES	200
Difficult to Determine	200
Legislative Reference Costs	200
TABLES	201
Legal Origin of Legislative Reference Services	201
Supervision of Legislative Reference Services	202
Directors of Legislative Reference Services	203
Staff of Legislative Reference Services	204
Services Rendered by Legislative Reference Services	205
Facilities of Legislative Reference Services	206
Finances of Legislative Reference Services	207
<i>Chapter III. LEGISLATIVE REFERENCE SERVICES OF THE STATES</i>	208
ALABAMA DEPARTMENT OF ARCHIVES AND HISTORY	208
ARIZONA LAW AND LEGISLATIVE REFERENCE LIBRARY	209
ARKANSAS LEGISLATIVE REFERENCE LIBRARY	211
CALIFORNIA LEGISLATIVE COUNSEL BUREAU	212
CALIFORNIA STATE LIBRARY—LAW AND LEGISLATIVE REFERENCE SECTION	213
COLORADO LEGISLATIVE REFERENCE OFFICE	216
CONNECTICUT STATE LIBRARY—LEGISLATIVE REFERENCE DEPARTMENT	218
CONNECTICUT BILL DRAFTING AND STATUTE REVISION COMMISSIONER	218
DELAWARE GENERAL ASSEMBLY—PRIVATE ATTORNEYS	221
FLORIDA STATE LIBRARY	221
GEORGIA STATE LIBRARY—LEGISLATIVE REFERENCE DEPARTMENT	222
IDAHO—NO LEGISLATIVE REFERENCE BUREAU	225
ILLINOIS LEGISLATIVE REFERENCE BUREAU	225
INDIANA LEGISLATIVE BUREAU	227
IOWA STATE LIBRARY—LAW AND LEGISLATIVE REFERENCE DEPARTMENT	228

Chapter III—Continued

KANSAS REVISOR OF STATUTES	230
KANSAS STATE LIBRARY—LEGISLATIVE REFERENCE DEPARTMENT	230
KENTUCKY STATE LIBRARY	232
LOUISIANA LIBRARY COMMISSION	233
MAINE STATE LIBRARY—LEGISLATIVE REFERENCE BUREAU	235
MARYLAND DEPARTMENT OF LEGISLATIVE REFERENCE	236
MASSACHUSETTS SENATE AND HOUSE COUNSELS	239
MASSACHUSETTS STATE LIBRARY—LEGISLATIVE REFERENCE DIVISION	239
MICHIGAN LEGISLATIVE REFERENCE DEPARTMENT	243
MINNESOTA STATE LIBRARY	245
MISSISSIPPI STATE LIBRARY	246
MISSOURI LIBRARY COMMISSION	247
MONTANA STATE LIBRARY—LEGISLATIVE REFERENCE BUREAU	248
NEBRASKA LEGISLATIVE REFERENCE BUREAU	249
NEVADA LEGISLATURE—PRIVATE ATTORNEYS	251
NEW HAMPSHIRE STATE LIBRARY—LEGISLATIVE REFERENCE BUREAU	252
NEW JERSEY STATE LIBRARY—LEGISLATIVE REFERENCE BUREAU	252
NEW MEXICO—ATTORNEY-GENERAL	254
NEW YORK STATE LIBRARY—LEGISLATIVE REFERENCE SECTION	254
NEW YORK LEGISLATIVE BILL DRAFTING COMMISSION	255
NORTH CAROLINA ATTORNEY-GENERAL—LEGISLATIVE REFERENCE LIBRARY	258
NORTH DAKOTA LEGISLATIVE REFERENCE BUREAU—DISCONTINUED IN 1920	260
OHIO LEGISLATIVE REFERENCE BUREAU	261
OKLAHOMA—NO LEGISLATIVE REFERENCE BUREAU	262
OREGON STATE LIBRARY—LEGISLATIVE REFERENCE BUREAU	263
PENNSYLVANIA LEGISLATIVE REFERENCE BUREAU	265
RHODE ISLAND STATE LIBRARY—LEGISLATIVE REFERENCE BUREAU	268
RHODE ISLAND STATE LAW REVISION COMMISSIONER	268
SOUTH CAROLINA STATE LIBRARY	270
SOUTH DAKOTA STATE LIBRARY—LEGISLATIVE REFERENCE BUREAU	271
TENNESSEE—UNOFFICIAL LEGISLATIVE SERVICE	273
TEXAS STATE LIBRARY—LEGISLATIVE REFERENCE SECTION	273
UTAH—NO LEGISLATIVE REFERENCE BUREAU	275
VERMONT STATE LIBRARY—LEGISLATIVE REFERENCE BUREAU	275
VERMONT LEGISLATIVE DRAFTSMEN	275
VIRGINIA DIVISION OF STATUTORY RESEARCH AND DRAFTING	277
WASHINGTON STATE LIBRARY	279
WASHINGTON STATE LAW LIBRARY	279
WEST VIRGINIA DEPARTMENT OF ARCHIVES AND HISTORY	280
WISCONSIN LEGISLATIVE REFERENCE LIBRARY	281
WISCONSIN REVISOR OF STATUTES	281
WYOMING STATE LIBRARY	286

Chapter IV. MODEL LEGISLATIVE REFERENCE BUREAU ACT

Creation of Bureau	288	Offices—Coöperation by and with	288
General Purposes	288	Other Agencies	289
Appointment, Qualifications and Salary of a Director	288	Specific Functions	290
Appointment of Regular and Temporary Employees	289	Written Requests Required for Bill Drafting Service	291
Appropriations	289	Prohibitions	291
		Constitutionality Clause	291
		Effective Date	291
Index			292

Table of Contents

Proceedings of the Second Interstate Assembly

THE ROLL CALL	295
LIST OF RESOLUTIONS AND REPORTS	298
PREFACE	299
THURSDAY MORNING SESSION	301
Address by Henry W. Toll	302
Address by T. Jefferson Coolidge	303
Address by Mark Graves	304
Address by Henry Long	307
Address by Robert Murray Haig	310
THURSDAY AFTERNOON SESSION	316
Report of Interstate Commission on Conflicting Taxation	316
Viewpoints of State Delegations	324
THURSDAY EVENING SESSION	333
Address by Leslie A. Miller	334
Address by John G. Winant	336
FRIDAY MORNING SESSION	340
Address by Fred M. Vinson	341
Address by Robert L. Doughton	342
Address by James W. Martin	346
FRIDAY AFTERNOON SESSION	356
Address by William Speer	356
Address by Lovell H. Parker	360
SATURDAY MORNING SESSION	365
Presidential Address by William B. Belknap	365
Address by Ernest L. Averill	369
Address by Enoch D. Fuller	371
Consideration of Resolutions	371
SATURDAY AFTERNOON SESSION	380
Consideration of Resolutions and Committee Reports	380
Report of the Interstate Reference Bureau	386
Consideration of Resolutions and Committee Reports (cont.)	389
SATURDAY EVENING SESSION	404
Address by W. H. O'Gara	404
Address by Ralph Gilbert	406
Address by Edwin E. Witte	407
Discussion of Social Security Legislation	411
Address by Henry W. Toll	415
APPENDIX	420
INDEX	421

Table of Contents

Minutes of the Tax Revision Council

MEMBERS OF THE COUNCIL	425
THURSDAY MORNING SESSION	427
Discussion	427
Report of Interstate Commission on Conflicting Taxation	427
Discussion (continued)	433
THURSDAY AFTERNOON SESSION	435
Report of Committee on Permanent Organization	435
Discussion	435
FRIDAY MORNING SESSION	438
Address by Henry Morgenthau, Jr.	438
Discussion	440
FRIDAY AFTERNOON SESSION	443
Report of Committee on Committees	443
Discussion	443
FRIDAY EVENING SESSION	445
Discussion	445
INDEX	447

Table of Contents

The Meeting of the Council of State Governments

CONFEREES	451
SATURDAY MORNING SESSION	453
Opening Address by Henry W. Toll	453
Discussion	455
SATURDAY EVENING SESSION	461
Address by T. V. Smith	461
Address by Louis Brownlow	465
Address by Joseph G. Wolber	467
Remarks by Harold L. Lasswell	468
Remarks by John U. Nef	469
Remarks by Kenneth C. Sears	470
SUNDAY MORNING SESSION	472
Discussion—Need of Interstate Cooperation	472
SUNDAY AFTERNOON SESSION	480
Discussion—Need of Interstate Cooperation	480
MONDAY MORNING SESSION	489
Discussion—Possibilities of Regional Secretariats	489
Establishment of Committees	494
MONDAY AFTERNOON SESSION	496
Discussion—Means of Interstate Cooperation	496
Establishment of Committees	498
Remarks by Staff Members	501
INDEX	505