The State Government
WISCONSIN CONSTITUTION

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ARTICLE I

DECLARATION OF RIGHTS

Equality of rights. Section 1. All men are born equally free and independent, and have certain inherent rights; among these are life, liberty and the pursuit of happiness; to secure these rights, governments are instituted among men, deriving their just powers from the consent of the governed.

Slavery prohibited. Section 2. There shall be neither slavery, nor involuntary servitude in this state, otherwise than for the punishment of crime, whereof the party shall have been duly convicted.

Liberty of speech; libel. Section 3. Every person may freely speak, write and publish his sentiments on all subjects, being responsible for the abuse of that right, and no laws shall be passed to restrain or abridge the liberty of speech or of the press. In all criminal prosecutions or indictments for libel, the truth may be given in evidence, and if it shall appear to the jury that the matter charged as libellous be true, and was published with good motives and for justifiable ends, the party shall be acquitted; and the jury shall have the right to determine the law and the fact.

Right to assemble and petition. Section 4. The right of the people peaceably to assemble, to consult for the common good, and to petition the government, or any department thereof, shall never be abridged.

Trial by jury. Section 5. [As amended November, 1922.] The right of trial by jury shall remain inviolate, and shall extend to all cases at law without regard to the amount in controversy; but a jury trial may be waived by the parties in all cases in the manner prescribed by law. Provided, however, that the legislature may, from time to time, by statute provide that a valid verdict in civil cases, may be based on the votes of a specified number of the jury, not less than five-sixths thereof.

Bail; punishments. Section 6. Excessive bail shall not be required, nor shall excessive fines be imposed, nor cruel and unusual punishments inflicted.

Rights of accused. Section 7. In all criminal prosecutions the accused shall enjoy the right to be heard by himself and counsel; to demand the nature and cause of the accusation against him; to meet the witnesses face to face; to have compulsory process to compel the attendance of witnesses in his behalf; and in prosecutions by indictment, or information, to a speedy public trial by an impartial jury of the county or district wherein the offense shall have been committed; which county or district shall have been previously ascertained by law.

Prosecutions; second jeopardy; self-incrimination; bail; habeas corpus. Section 8. [As amended November, 1870.] No person shall be held to answer for a criminal offense without due process of law, and no person for the same offense shall be put twice in jeopardy of punishment, nor shall be compelled in any criminal case to be a witness against himself. All persons shall, before conviction, be bailable by sufficient sureties, except for capital offenses when the proof is evident or the presumption great; and the privilege of the writ of habeas corpus shall not be suspended unless when, in cases of rebellion or invasion, the public safety may require it.

Remedy for wrongs. Section 9. Every person is entitled to a certain remedy in the laws for all injuries or wrongs which he may receive in his person, property or character; he ought to obtain justice freely, and without being obliged to purchase it, completely and without delay, conformably to the laws.

Treason. Section 10. Treason against the state shall consist only in levying war against the same, or in adhering to its enemies, giving them aid and comfort. No person shall be convicted of treason unless on the testimony of two witnesses to the same overt act, or on confession in open court.

Searches and seizures. Section 11. The right of the people to be secure in their persons, houses, papers and effects against unreasonable
searches and seizures shall not be violated; and no warrants shall issue but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched and the persons or things to be seized.

**Bill of attainder; ex post facto law; obligation of contracts.** **Section 12.** No bill of attainder, ex post facto law, nor any law impairing the obligation of contracts, shall ever be passed, and no conviction shall work corruption of blood or forfeiture of estate.

**Private property for public use.** **Section 13.** The property of no person shall be taken for public use without just compensation therefor.

**Lands alien; tenures; leases; alienation.** **Section 14.** All lands within the state are declared to be alodial, and feudal tenures are prohibited. Leases and grants of agricultural land for a longer term than fifteen years in which rent or service of any kind shall be reserved, and all fines and like restraints upon alienation reserved in any grant of land, hereafter made, are declared to be void.

**Equal property rights for aliens and citizens.** **Section 15.** No distinction shall ever be made by law between resident aliens and citizens, in reference to the possession, enjoyment or descent of property.

**Imprisonment for debt.** **Section 16.** No person shall be imprisoned for debt arising out of or founded on a contract, expressed or implied.

**Exemption of property.** **Section 17.** The privilege of the debtor to enjoy the necessary comforts of life shall be recognized by wholesome laws, exempting a reasonable amount of property from seizure or sale for the payment of any debt or liability hereafter contracted.

**Freedom of worship; liberty of conscience; state religion; public funds.** **Section 18.** The right of every man to worship Almighty God according to the dictates of his own conscience shall never be infringed; nor shall any man be compelled to attend, erect or support any place of worship, or to maintain any ministry, against his consent; nor shall any control of, or interference with, the rights of conscience be permitted, or any preference be given by law to any religious establishments or modes of worship; nor shall any money be drawn from the treasury for the benefit of religious societies, or religious or theological seminaries.

**Religious test.** **Section 19.** No religious test shall ever be required as a qualification for any office of public trust under the state, and no person shall be rendered incompetent to give evidence in any court of law or equity in consequence of his opinions on the subject of religion.

**Military and civil power.** **Section 20.** The military shall be in strict subordination to the civil power.

**Writs of error.** **Section 21.** Writs of error shall never be prohibited by law.

**Maintenance of free government.** **Section 22.** The blessings of a free government can only be maintained by a firm adherence to justice, moderation, temperance, frugality and virtue, and by frequent recurrence to fundamental principles.

**ARTICLE II**

**BOUNDARIES**

**State boundaries.** **Section 1.** It is hereby ordained and declared that the state of Wisconsin doth consent and accept of the boundaries prescribed in the act of congress entitled "An act to enable the people of Wisconsin territory to form a constitution and state government, and for the admission of such state into the Union," approved August sixth, one thousand eight hundred and forty-six, to wit: Beginning at the northeast corner of the state of Illinois—that is to say, at a point in the center of Lake Michigan where the line of forty-two degrees and thirty minutes of north latitude crosses the same; thence running with the boundary line of the state of Michigan, through Lake Michigan, Green Bay, to the mouth of the Menominee river; thence up the channel of the said river to the Erule river, thence up said last-mentioned river to Lake Erule; thence along the southern shore
of Lake Brule, in a direct line to the centre of the channel between Middle and South Islands in the Lake of the Desert; thence in a direct line to the headwaters of the Montreal river, as marked upon the survey made by Captain Cramm; thence down the main channel of the Montreal river to the middle of Lake Superior; thence through the center of Lake Superior to the mouth of the St. Louis river; thence up the main channel of said river to the first rapids in the same, above the Indian village, according to Nicollet's map; thence due south to the main branch of the River St. Croix; thence down the main channel of said river to the Mississippi; thence down the center of the main channel of that river to the northwest corner of the state of Illinois; thence due east with the northern boundary of the state of Illinois to the place of beginning, as established by "An act to enable the people of the Illinois territory to form a constitution and state government, and for the admission of such state into the Union on an equal footing with the original states," approved April 18, 1818. [Provided, however, that the following alteration of the aforesaid boundary be and hereby is proposed to the congress of the United States as the preference of the state of Wisconsin, and if the same shall be assented and agreed to by the congress of the United States, then the same shall be and forever remain obligatory on the state of Wisconsin, viz.: Leaving the aforesaid boundary line at the foot of the rapids of the St. Louis river; thence in a direct line, bearing southwesterly, to the mouth of the Iskodewabo, or Rum river, where the same empties into the Mississippi river; thence down the main channel of the said Mississippi river as prescribed in the aforesaid boundary.]

Enabling act accepted. Section 2. The propositions contained in the act of congress are hereby accepted, ratified and confirmed, and shall remain irrevocable without the consent of the United States; and it is hereby ordained that this state shall never interfere with the primary disposal of the soil within the same by the United States, nor with any regulations congress may find necessary for securing the title in such soil to bona fide purchasers thereof; and no tax shall be imposed on land the property of the United States; and in no case shall nonresident proprietors be taxed higher than residents. Provided, that nothing in this constitution, or in the act of congress aforesaid, shall in any manner prejudice or affect the right of the state of Wisconsin to five hundred thousand acres of land granted to said state, and to be hereafter selected and located by and under the act of congress entitled "An act to appropriate the proceeds of the sales of the public lands, and grant, pre-emption rights," approved September fourth, one thousand eight hundred and forty-one.

ARTICLE III

SUFFRAGE

Who are electors. Section 1. [As amended November, 1882.] Every male person, of the age of twenty-one years or upwards, belonging to either of the following classes, who shall have resided in the state for one year next preceding any election, and in the election district where he offers to vote such time as may be prescribed by the legislature, not exceeding thirty days, shall be deemed a qualified elector at such election:


2. [As amended November, 1908.] Persons of foreign birth who, prior to the first day of December, A. D. 1908, shall have declared their intentions to become citizens conformable to the laws of the United States on the subject of naturalization, provided that the rights hereby granted to such persons shall cease on the first day of December, A. D. 1912.

3. Persons of Indian blood, who have once been declared by law of congress to be citizens of the United States, any subsequent law of congress to the contrary notwithstanding.

*This proposal was not accepted by congress. See act admitting Wisconsin. Approved May 29, 1848.*
4. Civilized persons, of Indian descent, not members of any tribe; provided, that the legislature may at any time extend, by law, the right of suffrage to persons not herein enumerated; but no such law shall be in force until the same shall have been submitted to a vote of the people at a general election, and approved by a majority of all votes cast at such election; and provided further, that in incorporated cities and villages the legislature may provide for the registration of electors, and prescribe proper rules and regulations therefor.

Who not electors. Section 3. No person under guardianship, non compos mentis or insane shall be qualified to vote at any election; nor shall any person convicted of treason or felony be qualified to vote at any election unless restored to civil rights.

Votes to be by ballot. Section 3. All votes shall be given by ballot except for such township officers as may by law be directed or allowed to be otherwise chosen.

Residence not lost when. Section 4. No person shall be deemed to have lost his residence in this state by reason of his absence on business of the United States or of this state.

Who not residents. Section 5. No soldier, seaman or marine in the army or navy of the United States shall be deemed a resident of this state in consequence of being stationed within the same.

Exclusion from suffrage. Section 6. Laws may be passed excluding from the right of suffrage all persons who have been or may be convicted of bribery or larceny or of any infamous crime and depriving every person who shall make or become directly or indirectly interested in any bet or wager depending upon the result of any election from the right to vote at such election.

ARTICLE IV

LEGISLATIVE

Legislative power. Section 1. The legislative power shall be vested in a senate and assembly.

Senate and assembly. Section 2. The number of the members of the assembly shall never be less than fifty-four nor more than one hundred. The senate shall consist of a number not more than one-third nor less than one-fourth of the number of the members of the assembly.

Apportionment. Section 3. [As amended November, 1910.] At their first session after each enumeration made by the authority of the United States, the legislature shall apportion and district anew the members of the senate and assembly, according to the number of inhabitants, excluding Indians not taxed, soldiers, and officers of the United States army and navy.

Assemblymen, how chosen. Section 4. [As amended November, 1881.] The members of the assembly shall be chosen biennially, by single districts, on the Tuesday succeeding the first Monday of November after the adoption of this amendment, by the qualified electors of the several districts, such districts to be bounded by county, precinct, town or ward lines, to consist of contiguous territory and be in as compact form as practicable.

Senators, how chosen. Section 5. [As amended November, 1881.] The senators shall be elected by single districts of convenient contiguous territory, at the same time and in the same manner as members of the assembly are required to be chosen; and no assembly district shall be divided in the formation of a senate district. The senate districts shall be numbered in the regular series, and the senators shall be chosen alternately from the odd and even-numbered districts. The senators elected or holding over at the time of the adoption of this amendment shall continue in office till their successors are duly elected and qualified; and after the adoption of this amendment all senators shall be chosen for the term of four years.
Qualifications of members. Section 6. No person shall be eligible to the legislature who shall not have resided one year within the state, and be a qualified elector in the district which he may be chosen to represent.

Seating of members; quorum; adjournment. Section 7. Each house shall be the judge of the elections, returns and qualifications of its own members; and a majority of each shall constitute a quorum to do business, but a smaller number may adjourn from day to day, and may compel the attendance of absent members in such manner and under such penalties as each house may provide.

Rules; contempts; expulsion. Section 8. Each house may determine the rules of its own proceedings, punish for contempt and disorderly behavior, and, with the concurrence of two-thirds of all the members elected, expel a member; but no member shall be expelled a second time for the same cause.

Officers. Section 9. Each house shall choose its own officers, and the senate shall choose a temporary president when the lieutenant governor shall not attend as president or shall act as governor.

Journals; open doors; adjournments. Section 10. Each house shall keep a journal of its proceedings and publish the same, except such parts as require secrecy. The doors of each house shall be kept open except when the public welfare shall require secrecy. Neither house shall, without consent of the other, adjourn for more than three days.

Meeting of legislature. Section 11. [As amended November, 1881.] The legislature shall meet at the seat of government at such time as shall be provided by law, once in two years, and no oftener, unless convened by the governor in special session, and when so convened no business shall be transacted except as shall be necessary to accomplish the special purposes for which it was convened.

Ineligibility to office. Section 12. No member of the legislature shall, during the term for which he was elected, be appointed or elected to any civil office in the state which shall have been created, or the emoluments of which shall have been increased, during the term for which he was elected.

Who ineligible. Section 13. No person being a member of congress, or holding any military or civil office under the United States, shall be eligible to a seat in the legislature; and if any person shall, after his election as a member of the legislature, be elected to congress, or be appointed to any office, civil or military, under the government of the United States, his acceptance thereof shall vacate his seat.

Filling vacancies. Section 14. The governor shall issue writs of election to fill such vacancies as may occur in either house of the legislature.

Exemption from arrest. Section 15. Members of the legislature shall in all cases, except treason, felony and breach of the peace, be privileged from arrest; nor shall they be subject to any civil process during the session of the legislature, nor for fifteen days next before the commencement and after the termination of each session.

Privilege in debate. Section 16. No member of the legislature shall be liable in any civil action, or criminal prosecution whatever, for words spoken in debate.

Style of law; bills. Section 17. The style of the laws of the state shall be "The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:" and no law shall be enacted except by bill.

Title of private bills. Section 18. No private or local bill which may be passed by the legislature shall embrace more than one subject, and that shall be expressed in the title.

Where bills may originate. Section 19. Any bill may originate in either house of the legislature, and a bill passed by one house may be amended by the other.
Yea and nay. Section 20. The yeas and nays of the members of either house on any question shall at the request of one-sixth of those present, be entered on the journal.1

Powers may be conferred upon county boards. Section 22. The legislature may confer upon the boards of supervisors of the several counties of the state such powers of a local, legislative and administrative character as they shall from time to time prescribe.

Uniform town and county government. Section 23. The legislature shall establish but one system of town and county government, which shall be as nearly uniform as practicable.

Lotteries and divorces. Section 24. The legislature shall never authorize any lottery, or grant any divorce.

Stationery and printing. Section 25. The legislature shall provide by law that all stationery required for the use of the state, and all printing authorized and required by them to be done for their use, or for the state, shall be let by contract to the lowest bidder, but the legislature may establish a maximum price, no member of the legislature or other state officer shall be interested, either directly or indirectly, in any such contract.

Extra compensation; salary change. Section 26. The legislature shall never grant any extra compensation to any public officer, agent, servant or contractor, after the services shall have been rendered or the contract entered into; nor shall the compensation of any public officer be increased or diminished during his term of office.

Suits against state. Section 27. The legislature shall direct by law in what manner and in what courts suits may be brought against the state.

Oath of office. Section 28. Members of the legislature, and all officers, executive and judicial, except such inferior officers as may be by law exempted, shall, before they enter upon the duties of their respective offices, take and subscribe an oath or affirmation to support the constitution of the United States and the constitution of the state of Wisconsin, and faithfully to discharge the duties of their respective offices to the best of their ability.

Militia. Section 29. The legislature shall determine what persons shall constitute the militia of the state, and may provide for organizing and disciplining the same in such manner as shall be prescribed by law.

Elections by legislature. Section 30. In all elections to be made by the legislature the members thereof shall vote viva voce, and their votes shall be entered on the journal.

Special legislation prohibited. Section 31. [Added November, 1871; amended November, 1892.] The legislature is prohibited from enacting any special or private laws in the following cases: 1st. For changing the name of persons or constituting one person the heir at law of another. 2d. For laying out, opening or altering highways, except in cases of state roads extending into more than one county, and military roads to aid in the construction of which lands may be granted by congress. 3d. For authorizing persons to keep ferries across streams at points wholly within this state. 4th. For authorizing the sale or mortgage of real or personal property of minors or others under disability. 5th. For locating or changing any county seat. 6th. For assessment or collection of taxes or for extending the time for the collection thereof. 7th. For granting corporate powers or privileges, except to cities. 8th. For authorizing apportionment of any part of the school fund. 9th. For incorporating any city, town or village, or to amend the charter thereof.

General laws must be enacted. Section 32. [Added November, 1871.] The legislature shall provide general laws for the transaction of any business that may be prohibited by section thirty-one of this article, and all such laws shall be uniform in their operation throughout the state.

1 Sec. 21, relating to salary of members of the legislature, repealed April, 1923.
ARTICLE V

EXECUTIVE

Executive power; term of office. Section 1. The executive power shall be vested in a governor, who shall hold his office for two years; a lieutenant governor shall be elected at the same time and for the same term.

Eligibility. Section 2. No person except a citizen of the United States and a qualified elector of the state shall be eligible to the office of governor or lieutenant governor.

Governor and lieutenant governor, election of. Section 3. The governor and lieutenant governor shall be elected by the qualified electors of the state at the times and places of choosing members of the legislature. The persons respectively having the highest number of votes for governor and lieutenant governor shall be elected; but in case two or more shall have an equal and the highest number of votes for governor or lieutenant governor, the two houses of the legislature, at its next annual [biennial] session shall forthwith, by joint ballot, choose one of the persons so having an equal and the highest number of votes for governor or lieutenant governor. The returns of election for governor and lieutenant governor shall be made in such manner as shall be provided by law.

Powers of executive. Section 4. The governor shall be commander in chief of the military and naval forces of the state. He shall have power to convene the legislature on extraordinary occasions, and in case of invasion, or danger from the prevalence of contagious disease at the seat of government, he may convene them at any other suitable place within the state. He shall communicate to the legislature, at every session, the condition of the state, and recommend such matters to them for their consideration as he may deem expedient. He shall transact all necessary business with the officers of the government, civil and military. He shall expedite all such measures as may be resolved upon by the legislature, and shall take care that the laws be faithfully executed.

Compensation of governor. Section 5. [As amended November, 1863, and November, 1926.] The governor shall receive, during his continuance in office, an annual compensation of not less than five thousand dollars, to be fixed by law, which shall be in full for all traveling or other expenses incident to his duties. The compensation prescribed for governor immediately prior to the adoption of this amendment shall continue in force until changed by the legislature in a manner consistent with the other provisions of this constitution.

Reprieves and pardons. Section 6. The governor shall have power to grant reprieves, commutations and pardons, after conviction, for all offenses except treason and cases of impeachment, upon such conditions and with such restrictions and limitations as he may think proper, subject to such regulations as may be provided by law relative to the manner of applying for pardons. Upon conviction for treason he shall have the power to suspend the execution of the sentence until the case shall be reported to the legislature at its next meeting, when the legislature shall either pardon, or commute the sentence, direct the execution of the sentence, or grant a further reprieve. He shall annually [biennially] communicate to the legislature each case of reprieve, commutation or pardon granted, stating the name of the convict, the crime of which he was convicted, the sentence and its date, and the date of the commutation, pardon or reprieve, with his reasons for granting the same.

Lieutenant governor, when governor. Section 7. In case of the impeachment of the governor, or his removal from office, death, inability from mental or physical disease, resignation or absence from the state, the powers and duties of the office shall devolve upon the lieutenant governor for the residue of the term or until the governor, absent or impeached, shall have returned, or the disability shall cease. But when the governor shall,
with the consent of the legislature, be out of the state in time of war, at
the head of the military force thereof, he shall continue commander in chief
of the military force of the state.

Lieutenant governor president of senate; when secretary of state to
be governor. Section 8. The lieutenant governor shall be president of
the senate, but shall have only a casting vote therein. If, during a vacancy
in the office of governor, the lieutenant governor shall be impeached, dis-
placed, resign, die, or from mental or physical disease become incapable
of performing the duties of his office, or be absent from the state, the secre-
tary of state shall act as governor until the vacancy shall be filled or the
disability shall cease.

Compensation of lieutenant governor. Section 9. [As amended No-

tember, 1869.] The lieutenant governor shall receive during his continu-
ance in office an annual compensation of one thousand dollars.

Governor to approve or veto bills; proceedings on veto. Section 10.
[As amended November, 1903, and November, 1930.] Every bill which shall
have passed the legislature shall, before it becomes a law, be presented to
the governor; if he approve, he shall sign it, but if not, he shall return it,
with his objections, to that house in which it shall have originated, who
shall enter the objections at large upon the journal and proceed to recon-
consider it. Appropriation bills may be approved in whole or in part by the
governor, and the part approved shall become law, and the part objected
to shall be returned in the same manner as provided for other bills. If, af-
after such reconsideration, two-thirds of the members present shall agree
to pass the bill, or the part of the bill objected to, it shall be sent, together
with the objections, to the other house, by which it shall likewise be re-
considered, and if approved by two-thirds of the members present it shall be-
come a law. But in all such cases the votes of both houses shall be deter-
dined by yeas and nays, and the names of the members voting for or
against the bill or the part of the bill objected to, shall be entered on the
journal of each house respectively. If any bill shall not be returned by
the governor within six days (Sundays excepted) after it shall have been
presented to him, the same shall be a law unless the legislature shall, by
their adjournment, prevent its return, in which case it shall not be a law.

ARTICLE VI

ADMINISTRATIVE

Election of secretary, treasurer and attorney-general. Section 1.
There shall be chosen by the qualified electors of the state, at the times and
places of choosing the members of the legislature, a secretary of state,
treasurer and attorney-general, who shall severally hold their offices for the
term of two years.

Secretary of state; duties; compensation. Section 2. The secretary of
state shall keep a fair record of the official acts of the legislature and execut-
ive department of the state, and shall, when required, lay the same and all
matters relative thereto before either branch of the legislature. He shall
be ex officio auditor, and shall perform such other duties as shall be assigned
him by law. He shall receive as a compensation for his services yearly such
sum as shall be provided by law, and shall keep his office at the seat of
government.

Treasurer and attorney-general. Section 3. The powers, duties and
compensation of the treasurer and attorney-general shall be prescribed by
law.

County officers; election, terms and removal; vacancies. Section 4.
[As amended November, 1882, and April, 1929.] Sheriffs, coroners, registers
of deeds, district attorneys, and all other county officers except judicial
officers, shall be chosen by the electors of the respective counties once in
every two years. Sheriffs shall hold no other office, and shall not serve
more than two terms or parts thereof in succession; they may be required
by law to renew their security from time to time, and in default of giving such new security their office shall be deemed vacant; but the county shall never be made responsible for the acts of the sheriff. The governor may remove any officer in this section mentioned, giving to such a copy of the charges against him and an opportunity of being heard in his defense. All vacancies shall be filled by appointment, and the person appointed to fill a vacancy shall hold only for the unexpired portion of the term to which he shall be appointed and until his successor shall be elected and qualified.

ARTICLE VII

JUDICIARY

Impeachment; trial. Section 1. The court for the trial of impeachments shall be composed of the senate. The house of representatives shall have the power of impeaching all civil officers of this state for corrupt conduct in office, or for crimes and misdemeanors; but a majority of all the members elected shall concur in an impeachment. On the trial of an impeachment against the governor, the lieutenant governor shall not act as a member of the court. No judicial officer shall exercise his office, after he shall have been impeached, until his acquittal. Before the trial of an impeachment the members of the court shall take an oath or affirmation truly and impartially to try the impeachment according to evidence; and no person shall be convicted without the concurrence of two-thirds of the members present. Judgment in cases of impeachment shall not extend farther than to removal from office or removal from office and disqualification to hold any office of honor, profit or trust under the state; but the party impeached shall be liable to indictment, trial and punishment according to law.

Judicial power, where vested. Section 2. The judicial power of this state, both as to matters of law and equity, shall be vested in a supreme court, circuit courts, courts of probate, and in justices of the peace. The legislature may also vest such jurisdiction as shall be deemed necessary in municipal courts, and shall have power to establish inferior courts in the several counties, with limited civil and criminal jurisdiction. Provided, that the jurisdiction which may be vested in municipal courts shall not exceed in their respective municipalities that of circuit courts in their respective circuits as prescribed in this constitution; and that the legislature shall provide as well for the election of judges of the municipal courts as of the judges of inferior courts, by the qualified electors of the respective jurisdictions. The term of office of the judges of the said municipal and inferior courts shall not be longer than that of the judges of the circuit courts.

Supreme court, jurisdiction of. Section 3. The supreme court, except in cases otherwise provided in this constitution, shall have appellate jurisdiction only, which shall be coextensive with the state; but in no case removed to the supreme court shall a trial by jury be allowed. The supreme court shall have a general superintending control over all inferior courts; it shall have power to issue writs of habeas corpus, mandamus, injunction, quo warranto, certiorari, and other original and remedial writs, and to hear and determine the same.

Supreme court justices; term; chief justice. Section 1. [4]. [As amended November, 1877; April, 1889, and November, 1903.] The chief justice and associate justices of the supreme court shall be severally known as the justices of said court, with the same terms of office of ten years respectively as now provided. The supreme court shall consist of seven justices, any four of whom shall be a quorum, to be elected as now provided, not more than one each year. The justice having been longest a continuous member of said court, or in case two or more such senior justices shall have served for the same length of time, then the one whose commission first expires shall be ex officio, the chief justice.

Judicial circuits. Section 5. The state shall be divided into five judicial circuits, to be composed as follows: The first circuit shall comprise
the counties of Racine, Walworth, Rock and Green; the second circuit, the counties of Milwaukee, Waukesha, Jefferson and Dane; the third circuit, the counties of Washington, Dodge, Columbia, Marquette, Sauk and Portage; the fourth circuit, the counties [of] Brown, Manitowoc, Sheboygan, Fond du Lac, Winnebago and Calumet; and the fifth circuit shall comprise the counties of Iowa, La Fayette, Grant, Crawford and St. Croix; and the county of Richland shall be attached to Iowa, the county of Chippewa to the county of Crawford, and the county of La Pointe to the county of St. Croix, for judicial purposes, until otherwise provided by the legislature.

Alteration of circuits. SECTION 6. The legislature may alter the limits or increase the number of circuits, making them as compact and convenient as practicable, and bounding them by county lines; but no such alteration or increase shall have the effect to remove a judge from office. In case of an increase of circuits, the judge or judges shall be elected as provided in this constitution and receive a salary not less than that herein provided for judges of the circuit court.

Circuit judges; number, election, eligibility, term, salary. SECTION 7. [As amended April, 1897, and November, 1924.] For each circuit there shall be chosen by the qualified electors thereof one circuit judge, except that in any circuit in which there is a county that had a population in excess of eighty-five thousand, according to the last state or United States census, the legislature may, from time to time, authorize additional circuit judges to be chosen. Every circuit judge shall reside in the circuit from which he is elected, and shall hold his office for such term and receive such compensation as the legislature shall prescribe.

Circuit courts, jurisdiction of. SECTION 8. The circuit courts shall have original jurisdiction in all matters civil and criminal within this state, not excepted in this constitution, and not hereafter prohibited by law; and appellate jurisdiction from all inferior courts and tribunals, and a supervisory control over the same. They shall also have the power to issue writs of habeas corpus, mandamus, injunction, quo warranto, certiorari, and all other writs necessary to carry into effect their orders, judgments and decrees, and give them a general control over inferior courts and jurisdictions.

Elections and vacancies. SECTION 9. When a vacancy shall happen in the office of judge of the supreme or circuit courts, such vacancy shall be filled by an appointment of the governor, which shall continue until a successor is elected and qualified; and when elected such successor shall hold his office the residue of the unexpired term. There shall be no election for a judge or judges at any general election for state or county officers, nor within thirty days either before or after such election.

Salaries of judges; to hold no other office. SECTION 10. [As amended November, 1912.] Each of the judges of the supreme and circuit courts shall receive a salary, payable at such time as the legislature shall fix, of not less than one thousand five hundred dollars annually; they shall receive no fees of office, or other compensation than their salary; they shall hold no office of public trust, except a judicial office, during the term for which they are respectively elected, and all votes for either of them for any office, except a judicial office, given by the legislature or the people, shall be void. No person shall be eligible to the office of judge who shall not, at the time of his election, be a citizen of the United States, and have attained the age of twenty-five years, and be a qualified elector within the jurisdiction for which he may be chosen.

Terms of courts; change of judges. SECTION 11. The supreme court shall hold at least one term annually, at the seat of government of the state, at such time as shall be provided by law. The legislature may provide for holding other terms and at other places when they may deem it necessary. A circuit court shall be held at least twice in each year in each county of this state organized for judicial purposes. The judges of the circuit court may hold courts for each other, and shall do so when required by law.
Clerks of circuit and supreme courts. Section 12. [As amended November, 1889.] There shall be a clerk of the circuit court chosen in each county organized for judicial purposes by the qualified electors thereof, who shall hold his office for two years, subject to removal as shall be provided by law; in case of a vacancy, the judge of the circuit court shall have power to appoint a clerk until the vacancy shall be filled by an election; the clerk thus elected or appointed shall give such security as the legislature may require. The supreme court shall appoint its own clerk, and a clerk of the circuit court may be appointed a clerk of the supreme court.

Removal of judges. Section 13. Any judge of the supreme or circuit court may be removed from office by address of both houses of the legislature, if two-thirds of all the members elected to each house concur therein, but no removal shall be made by virtue of this section unless the judge complained of shall have been served with a copy of the charges against him, as the ground of address, and shall have had an opportunity of being heard in his defense. On the question of removal the ayes and noes shall be entered on the journals.

Judges of probate. Section 14. There shall be chosen in each county, by the qualified electors thereof, a judge of probate, who shall hold his office for two years and until his successor shall be elected and qualified, and whose jurisdiction, powers and duties shall be prescribed by law. Provided, however, that the legislature shall have power to abolish the office of judge of probate in any county, and to confer probate powers upon such inferior courts as may be established in said county.

Justices of the peace; election and term; jurisdiction. Section 15. The electors of the several towns at their annual town meeting, and the electors of cities and villages at their charter elections, shall, in such manner as the legislature may direct, elect justices of the peace, whose term of office shall be for two years and until their successors in office shall be elected and qualified. In case of an election to fill a vacancy occurring before the expiration of a full term, the justice elected shall hold for the residue of the unexpired term. Their number and classification shall be regulated by law. And the tenure of two years shall in no wise interfere with the classification in the first instance. The justices thus elected shall have such civil and criminal jurisdiction as shall be prescribed by law.

Tribunals of conciliation. Section 16. The legislature shall pass laws for the regulation of tribunals of conciliation, defining their powers and duties. Such tribunals may be established in and for any township, and shall have power to render judgment to be obligatory on the parties when they shall voluntarily submit their matter in difference to arbitration, and agree to abide the judgment or assent thereto in writing.

Style of writs; indictments. Section 17. The style of all writs and process shall be "The state of Wisconsin;" all criminal prosecutions shall be carried on in the name and by the authority of the same, and all indictments shall conclude against the peace and dignity of the state.

Tax on civil suits. Section 18. The legislature shall impose a tax on all civil suits commenced or prosecuted in the municipal, inferior or circuit courts, which shall constitute a fund to be applied toward the payment of the salary of judges.

Testimony in suits in equity. Section 19. The testimony in causes in equity shall be taken in like manner as in cases at law, and the office of master in chancery is hereby prohibited.

Rights of suitors. Section 20. Any suitor, in any court of this state, shall have the right to prosecute or defend his suit either in his own proper person, or by an attorney or agent of his choice.

Publication of laws and decisions. Section 21. The legislature shall provide by law for the speedy publication of all statute laws, and of such judicial decisions, made within the state, as may be deemed expedient. And no general law shall be in force until published.
Commissioners to revise code of practice. Section 22. The legislature, at its first session after the adoption of this constitution, shall provide for the appointment of three commissioners, whose duty it shall be to inquire into, revise and simplify the rules of practice, pleadings, forms and proceedings, and arrange a system adapted to the courts of record of this state, and report the same to the legislature, subject to their modification and adoption; and such commission shall terminate upon the rendering of the report, unless otherwise provided by law.

Court commissioners. Section 23. The legislature may provide for the appointment of one or more persons in each organized county, and may vest in such persons such judicial powers as shall be prescribed by law. Provided, that said power shall not exceed that of a judge of a circuit court at chambers.

ARTICLE VIII

FINANCE

Rules of taxation; income taxes. Section 1. [As amended November, 1908, and April, 1927.] The rule of taxation shall be uniform, and taxes shall be levied upon such property with such classifications as to forests and minerals, including or separate or severed from the land, as the legislature shall prescribe. Taxes may also be imposed on incomes, privileges and occupations, which taxes may be graduated and progressive, and reasonable exemptions may be provided.

Appropriations; limitation. Section 2. [As amended November, 1877.] No money shall be paid out of the treasury except in pursuance of an appropriation by law. No appropriation shall be made for the payment of any claim against the state except claims of the United States and judgments, unless filed within six years after the claim accrued.

Credit of State. Section 3. The credit of the state shall never be given, or loaned, in aid of any individual, association or corporation.

Contracting state debts. Section 4. The state shall never contract any public debt except in the cases and manner herein provided.

Annual tax. Section 5. The legislature shall provide for an annual tax sufficient to defray the estimated expenses of the state for each year; and whenever the expenses of any year shall exceed the income, the legislature shall provide for levying a tax for the ensuing year, sufficient, with other sources of income, to pay the deficiency as well as the estimated expenses of such ensuing year.

Public debt for extraordinary expense; taxation. Section 6. For the purpose of defraying extraordinary expenditures the state may contract public debts (but such debts shall never in the aggregate exceed one hundred thousand dollars). Every such debt shall be authorized by law, for some purpose or purposes to be distinctly specified therein; and the vote of a majority of all the members elected to each house, to be taken by yeas and nays, shall be necessary to the passage of such law; and every such law shall provide for levying an annual tax sufficient to pay the annual interest of such debt and the principal within five years from the passage of such law, and shall specially appropriate the proceeds of such taxes to the payment of such principal and interest; and such appropriation shall not be repealed, nor the taxes be postponed or diminished, until the principal and interest of such debt shall have been wholly paid.

State may borrow money for war purposes. Section 7. The legislature may also borrow money to repel invasion, suppress insurrection, or defend the state in time of war; but the money thus raised shall be applied exclusively to the object for which the loan was authorized, or to the repayment of the debt thereby created.

Vote on fiscal bills; quorum. Section 8. On the passage in either house of the legislature of any law which imposes, continues or renews a tax, or creates a debt or charge, or makes, continues or renews an appro-
plication of public or trust money, or releases, discharges or commutes a claim or demand of the state, the question shall be taken by yeas and nays, which shall be duly entered on the journal; and three-fifths of all the members elected to such house shall in all such cases be required to constitute a quorum therein.

**Evidences of debt.** Section 9. No scrip, certificate, or other evidence of state debt whatsoever, shall be issued except for such debts as are authorized by the sixth and seventh sections of this article.

**Internal improvements.** Section 10. [As amended November, 1908, and November, 1924.] The state shall never contract any debt for works of internal improvement, or be a party in carrying on such works; but whenever grants of land or other property shall have been made to the state, especially dedicated by the grant to particular works of internal improvement, the state may carry on such particular works, and shall devote thereto the avails of such grants, and may pledge or appropriate the revenues derived from such works in aid of their completion. Provided, that the state may appropriate money in the treasury or to be thereafter raised by taxation for the construction or improvement of public highways. Provided, that the state may appropriate moneys for the purpose of acquiring, preserving and developing the forests of the state; but there shall not be appropriated under the authority of this section in any one year an amount to exceed two-tenths of one mill of the taxable property of the state as determined by the last preceding state assessment.

**ARTICLE IX**

**EMINENT DOMAIN AND PROPERTY OF THE STATE**

**Jurisdiction on rivers and lakes; navigable waters.** Section 1. The state shall have concurrent jurisdiction on all rivers and lakes bordering on this state so as such rivers or lakes shall form a common boundary to the state and any other state or territory now or hereafter to be formed, and bounded by the same; and the river Mississippi and the navigable waters leading into the Mississippi and St. Lawrence, and the carrying places between the same, shall be common highways and forever free, as well to the inhabitants of the state as to the citizens of the United States, without any tax, impost or duty therefor.

**Territorial property.** Section 2. The title to all lands and other property which have accrued to the territory of Wisconsin by grant, gift, purchase, forfeiture, escheat or otherwise shall vest in the state of Wisconsin.

**Ultimate property in lands; escheats.** Section 3. The people of the state, in their right of sovereignty, are declared to possess the ultimate property in and to all lands within the jurisdiction of the state; and all lands the title to which shall fall from a defect of heirs shall revert or escheat to the people.

**ARTICLE X**

**EDUCATION**

**Duties and compensation of state superintendent.** Section 1. [As amended November, 1902.] The supervision of public instruction shall be vested in a state superintendent and such other officers as the legislature shall direct; and their qualifications, powers, duties and compensation shall be prescribed by law. The state superintendent shall be chosen by the qualified electors of the state at the same time and in the same manner as members of the supreme court, and shall hold his office for four years from the succeeding first Monday in July. The state superintendent chosen at the general election in November, 1902, shall hold and continue in his office until the first Monday in July, 1906, and his successor shall be chosen at
the time of the judicial election in April, 1905. The term of office, time and manner of electing or appointing all other officers of supervision of public instruction shall be fixed by law.

**School fund created; income applied.** **SECTION 2.** The proceeds of all lands that have been or hereafter may be granted by the United States to this state for educational purpose (except the lands heretofore granted for the purposes of a university), and all monies and the clear proceeds of all property that may accrue to the state by forfeiture or escheat, and all moneys which may be paid as an equivalent for exemption from military duty; and the clear proceeds of all fines collected in the several counties for any breach of the public laws, and all moneys arising from any grant to the state where the purposes of such grant are not specified, and the five hundred thousand acres of land to which the state is entitled by the provisions of an act of congress, entitled "An act to appropriate the proceeds of the sales of the public lands and to grant pre-emption rights," approved the fourth day of September, one thousand eight hundred and forty-one; and also the five per centum of the net proceeds of the public lands to which the state shall become entitled on her admission into the Union (if congress shall consent to such appropriation of the two grants last mentioned), shall be set apart as a separate fund to be called "the school fund," the interest of which and all other revenues derived from the school lands shall be exclusively applied to the following objects, to wit:

1. To the support and maintenance of common schools in each school district, and the purchase of suitable libraries and apparatus therefor.
2. The residue shall be appropriated to the support and maintenance of academies and normal schools, and suitable libraries and apparatus therefor.

**District schools; tuition; sectarian instruction.** **SECTION 3.** The legislature shall provide by law for the establishment of district schools, which shall be as nearly uniform as practicable; and such schools shall be free and without charge for tuition to all children between the ages of four and twenty years; and no sectarian instruction shall be allowed therein.

**Annual school tax.** **SECTION 4.** Each town and city shall be required to raise by tax, annually for the support of common schools therein, a sum not less than one-half the amount received by such town or city respectively for school purposes from the income of the school fund.

**Income of school fund.** **SECTION 5.** Provision shall be made by law for the distribution of the income of the school fund among the several towns and cities of the state for the support of common schools therein, in some just proportion to the number of children and youth resident therein between the ages of four and twenty years, and no appropriation shall be made from the school fund to any city or town for the year in which said city or town shall fail to raise such tax; nor to any school district for the year in which a school shall not be maintained at least three months.

**State university; support.** **SECTION 6.** Provision shall be made by law for the establishment of a state university at or near the seat of state government, and for connecting with the same, from time to time, such colleges in different parts of the state as the interests of education may require. The proceeds of all lands that have been or may hereafter be granted by the United States to the state for the support of a university shall be and remain a perpetual fund to be called "the university fund," the interest of which shall be appropriated to the support of the state university, and no sectarian instruction shall be allowed in such university.

**Land commissioners.** **SECTION 7.** The secretary of state, treasurer and attorney-general shall constitute a board of commissioners for the sale of the school and university lands and for the investment of the funds arising therefrom. Any two of said commissioners shall be a quorum for the transaction of all business pertaining to the duties of their office.

**Lands, how sold; payment.** **SECTION 8.** Provision shall be made by law for the sale of all school and university lands after they shall have
been appraised; and when any portion of such lands shall be sold and the purchase money shall not be paid at the time of the sale, the commissioners shall take security by mortgage upon the land sold for the sum remaining unpaid, with seven per cent interest thereon, payable annually at the office of the treasurer. The commissioners shall be authorized to execute a good and sufficient conveyance to all purchasers of such lands, and to discharge any mortgages taken as security, when the sum due thereon shall have been paid. The commissioners shall have power to withhold from sale any portion of such lands when they shall deem it expedient, and shall invest all moneys arising from the sale of such lands, as well as all other university and school funds, in such manner as the legislature shall provide, and shall give such security for the faithful performance of their duties as may be required by law.

ARTICLE XI

CORPORATIONS

Corporations, how formed. Section 1. Corporations without banking powers or privileges may be formed under general laws, but shall not be created by special act, except for municipal purposes, and in cases where, in the judgment of the legislature, the objects of the corporation cannot be attained under general laws. All general laws or special acts enacted under the provisions of this section may be altered or repealed by the legislature at any time after their passage.

Property taken by municipality. Section 2. No municipal corporation shall take private property for public use, against the consent of the owner, without the necessity thereof being first established by the verdict of a jury.

Municipal home rule; debt limit; tax to pay debt. Section 3. [As amended November, 1874, November, 1912, and November, 1924.] Cities and villages organized pursuant to state law are hereby empowered, to determine their local affairs and government, subject only to this constitution and to such enactments of the legislature of statewide concern as shall with uniformity affect every city or every village. The method of such determination shall be prescribed by the legislature. No county, city, town, village, school district, or other municipal corporation shall be allowed to become indebted in any manner or for any purpose to any amount, including existing indebtedness, in the aggregate exceeding five per centum on the value of the taxable property therein, to be ascertained by the last assessment for state and county taxes previous to the incurring of such indebtedness. Any county, city, town, village, school district, or other municipal corporation incurring any indebtedness as aforesaid shall, before or at the time of doing so, provide for the collection of a direct annual tax sufficient to pay the interest on such debt as it falls due, and also to pay and discharge the principal thereof within twenty years from the time of contracting the same; except that when such indebtedness is incurred in the acquisition of lands by cities, or by counties having a population of one hundred fifty thousand or over, for public, municipal purposes, or for the permanent improvement thereof, the city or county incurring the same shall, before or at the time of so doing, provide for the collection of a direct annual tax sufficient to pay the interest on such debt as it falls due, and also to pay and discharge the principal thereof within a period not exceeding fifty years from time of contracting the same.

Acquisition of lands by state and cities. Section 3a. [Added November, 1912.] The state or any of its cities may acquire by gift, purchase, or condemnation lands for establishing, laying out, widening, enlarging, extending, and maintaining memorial grounds, streets, squares, parkways, boulevards, parks, playgrounds, sites for public buildings, and reservations in and about and along and leading to any or all of the same; and after the establishment, layout, and completion of such improvements, may con-
very any such real estate thus acquired and not necessary for such improvements, with reservations concerning the future use and occupation of such real estate, so as to protect such public works and improvements, and their environs, and to preserve the view, appearance, light, air, and usefulness of such public works.

General banking law. Section 4. [Substituted for former sections 4 and 5, November, 1902.] The legislature shall have power to enact a general banking law for the creation of banks, and for the regulation and supervision of the banking business, provided that the vote of two-thirds of all the members elected to each house, to be taken by yeas and nays, be in favor of the passage of such law.

ARTICLE XII

AMENDMENTS

Constitutional amendment. Section 1. Any amendment or amendments to this constitution may be proposed in either house of the legislature, and if the same shall be agreed to by a majority of the members elected to each of the two houses, such proposed amendment or amendments shall be entered on their journals, with the yeas and nays taken thereon, and referred to the legislature to be chosen at the next general election, and shall be published for three months previous to the time of holding such election; and if, in the legislature so next chosen, such proposed amendment or amendments shall be agreed to by a majority of all the members elected to each house, then it shall be the duty of the legislature to submit such proposed amendment or amendments to the people in such manner and at such time as the legislature shall prescribe; and if the people shall approve and ratify such amendment or amendments by a majority of the electors voting thereon, such amendment or amendments shall become part of the constitution; provided, that if more than one amendment be submitted they shall be submitted in such manner that the people may vote for or against such amendments separately.

Constitutional convention. Section 2. If at any time a majority of the senate and assembly shall deem it necessary to call a convention to revise or change this constitution, they shall recommend to the electors to vote for or against a convention at the next election for members of the legislature. And if it shall appear that a majority of the electors voting thereon have voted for a convention, the legislature shall, at its next session, provide for calling such convention.

ARTICLE XIII

MISCELLANEOUS PROVISIONS

Political year; elections. Section 1. [As amended November, 1882.] The political year for the state of Wisconsin shall commence on the first Monday in January in each year, and the general election shall be held on the Tuesday next succeeding the first Monday in November. The first general election for all state and county officers, except judicial officers, after the adoption of this amendment shall be held in the year A.D. 1884, and thereafter the general election shall be held biennially. All state, county or other officers elected at the general election in the year 1881, and whose term of office would otherwise expire on the first Monday of January in the year 1884, shall hold and continue in such offices respectively until the first Monday in January in the year 1885.

Duelists disqualified as electors, etc. Section 2. Any inhabitant of this state who may hereafter be engaged, either directly or indirectly, in a duel, either as principal or accessory, shall forever be disqualified as an elector, and from holding any office under the constitution and laws of this state, and may be punished in such other manner as shall be prescribed by law.
Who ineligible to office. SECTION 3. No member of congress, nor any person holding any office of profit or trust under the United States (postmasters excepted) or under any foreign power, no person convicted of any infamous crime in any court within the United States, and no person being a defaulter to the United States or to this state, or to any county or town therein, or to any state or territory within the United States, shall be eligible to any office of trust, profit or honor in this state.

Great seal. SECTION 4. It shall be the duty of the legislature to provide a great seal for the state, which shall be kept by the secretary of state, and all official acts of the governor, his approbation of the laws excepted, shall be thereby authenticated.

Residents on Indian lands, where may vote. SECTION 5. All persons residing upon Indian lands, within any county of the state, and qualified to exercise the right of suffrage under this constitution, shall be entitled to vote at the polls which may be held nearest their residence, for state, United States or county officers. Provided, that no person shall vote for county officers out of the county in which he resides.

Legislative officers. SECTION 6. The elective officers of the legislature, other than the presiding officer, shall be a chief clerk and a sergeant at arms, to be elected by each house.

Division of counties. SECTION 7. No county with an area of nine hundred square miles or less shall be divided or have any part stricken therefrom without submitting the question to a vote of the people of the county, nor unless a majority of all the legal voters of the county voting on the question shall vote for the same.

County seats removed. SECTION 8. No county seat shall be removed until the point to which it is proposed to be removed shall be fixed by law, and a majority of the voters of the county voting on the question shall have voted in favor of its removal to such point.\footnote{See sec. 31, subd. 5, art. IV ante.}

Election of officers. SECTION 9. All county officers whose election or appointment is not provided for by this constitution shall be elected by the electors of the respective counties, or appointed by the boards of supervisors or other county authorities, as the legislature shall direct. All city, town and village officers whose election or appointment is not provided for by this constitution shall be elected by the electors of such cities, towns and villages, or of some division thereof, or appointed by such authorities thereof as the legislature shall designate for that purpose. All other officers whose election or appointment is not provided for by this constitution, and all officers whose office may hereafter be created by law, shall be elected by the people or appointed, as the legislature may direct.

Vacancies in offices. SECTION 10. The legislature may declare the cases in which any office shall be deemed vacant, and also the manner of filling the vacancy, where no provision is made for that purpose in this constitution.

Passes, franks and privileges. SECTION 11. [Added November, 1902.] No person, association, copartnership, or corporation, shall promise, offer, or give, for any purpose, to any political committee, or any member or employee thereof, to any candidate for, or incumbent of any office or position under the constitution or laws, or under any ordinance of any town or municipality, of this state, or to any person at the request or for the advantage of all or any of them, any free pass or frank, or any privilege withheld from any person, for the traveling accommodation or transportation of any person or property, or the transmission of any message or communication.

No political committee, and no member or employee thereof, no candidate for and no incumbent of any office or position under the constitution or laws, or under any ordinance of any town or municipality of this state, shall ask for, or accept, from any person, association, copartnership, or corporation,
or use, in any manner, or for any purpose, any free pass or frank, or any privilege withheld from any person, for the traveling accommodation or transportation of any person or property, or the transmission of any message or communication.

Any violation of any of the above provisions shall be bribery and punished as provided by law, and if any officer or any member of the legislature be guilty thereof, his office shall become vacant.

No person within the purview of this act shall be privileged from testifying in relation to anything therein prohibited; and no person having so testified shall be liable to any prosecution or punishment for any offense concerning which he was required to give his testimony or produce any documentary evidence.

The railroad commissioner and his deputy in the discharge of duty are excepted from the provisions of this amendment.

Recall of elective officers. Section 12. [As ratified November, 1926.] The qualified electors of the state or of any county or of any congressional, judicial or legislative district may petition for the recall of any elective officer after the first year of the term for which he was elected, by filing a petition with the officer with whom the petition for nomination to such office in the primary election is filed, demanding the recall of such officer. Such petition shall be signed by electors equal in number to at least twenty-five per cent of the vote cast for the office of governor at the last preceding election, in the state, county or district from which such officer is to be recalled. The officer with whom such petition is filed shall call a special election to be held not less than forty nor more than forty-five days from the filing of such petition. The officer against whom such petition has been filed shall continue to perform the duties of his office until the result of such special election shall have been officially declared. Other candidates for such office may be nominated in the manner as is provided by law in primary elections. The candidate who shall receive the highest number of votes shall be deemed elected for the remainder of the term. The name of the candidate against whom the recall petition is filed shall go on the ticket unless he resigns within ten days after the filing of the petition. After one such petition and special election no further recall petition shall be filed against the same officer during the term for which he was elected. This article shall be self-executing and all of its provisions shall be treated as mandatory. Laws may be enacted to facilitate its operation, but no law shall be enacted to hamper, restrict or impair the right of recall.

ARTICLE XIV

SCHEDULE

Effect of change of government. Section 1. That no inconvenience may arise by reason of a change from a territorial to a permanent state government, it is declared that all rights, actions, prosecutions, judgments, claims and contracts, as well of individuals as of bodies corporate, shall continue as if no such change had taken place; and all process which may be issued under the authority of the territory of Wisconsin previous to its admission into the union of the United States shall be as valid as if issued in the name of the state.

Territorial laws. Section 2. All laws now in force in the territory of Wisconsin which are not repugnant to this constitution shall remain in force until they expire by their own limitation or be altered or repealed by the legislature.

Territorial fines to accrue to state. Section 3. All fines, penalties or forfeitures accruing to the territory of Wisconsin shall inure to the use of the state.

Rights of action and prosecutions saved. Section 4. All recognizances heretofore taken, or which may be taken before the change from territorial to a permanent state government, shall remain valid, and shall pass
to and may be prosecuted in the name of the state; and all bonds executed to the governor of the territory, or to any other officer or court in his or their official capacity, shall pass to the governor or state authority and their successors in office, for the uses therein respectively expressed, and may be sued for and recovered accordingly; and all the estate, or property, real, personal or mixed, and all judgments, bonds, specialties, choses in action and claims or debts of whatsoever description of the territory of Wisconsin, shall inure to and vest in the state of Wisconsin, and may be sued for and recovered in the same manner and to the same extent by the state of Wisconsin as the same could have been by the territory of Wisconsin. All criminal prosecutions and penal actions which may have arisen, or which may arise before the change from a territorial to a state government, and which shall then be pending, shall be prosecuted to judgment and execution in the name of the state. All offenses committed against the laws of the territory of Wisconsin before the change from a territorial to a state government, and which shall not be prosecuted before such change, may be prosecuted in the name and by the authority of the state of Wisconsin with like effect as though such change had not taken place; and all penalties incurred shall remain the same as if this constitution had not been adopted. All actions at law and suits in equity which may be pending in any of the courts of the territory of Wisconsin at the time of the change from a territorial to a state government may be continued and transferred to any court of the state which shall have jurisdiction of the subject matter thereof.

Existing officers to hold over. Section 5. All officers, civil and military, now holding their offices under the authority of the United States or of the territory of Wisconsin shall continue to hold and exercise their respective offices until they shall be superseded by the authority of the state.

Seat of government. Section 6. The first session of the legislature of the state of Wisconsin shall commence on the first Monday in June next, and shall be held at the village of Madison, which shall be and remain the seat of government until otherwise provided by law.

Local officers to hold over. Section 7. All county, precinct and township officers shall continue to hold their respective offices, unless removed by the competent authority, until the legislature shall, in conformity with the provisions of this constitution, provide for the holding of elections to fill such offices respectively.

Copy of constitution for president. Section 8. The president of this convention shall, immediately after its adjournment, cause a fair copy of this constitution, together with a copy of the act of the legislature of this territory, entitled "An act in relation to the formation of a state government in Wisconsin, and to change the time of holding the annual session of the legislature," approved October 27, 1847, providing for the calling of this convention, and also a copy of so much of the last census of this territory as exhibits the number of its inhabitants to be forwarded to the president of the United States to be laid before the congress of the United States at its present session.

Ratification of constitution; election of officers. Section 9. This constitution shall be submitted at an election to be held on the second Monday in March next, for ratification or rejection, to all white male persons of the age of twenty-one years or upwards, who shall then be residents of this territory and citizens of the United States, or shall have declared their intention to become such in conformity with the laws of congress on the subject of naturalization; and all persons having such qualifications shall be entitled to vote for or against the adoption of this constitution, and for all officers first elected under it. And if the constitution be ratified by the said electors it shall become the constitution of the state of Wisconsin. On such of the ballots as are for the constitution shall be written or printed the word "yes" and on such as are against the constitution the word "no." The election shall be conducted in the manner now prescribed by law, and the returns made by the clerks of the boards of supervisors or county com-
missioners (as the case may be) to the governor of the territory at any
time before the tenth day of April next. And in the event of the ratifi-
tion of this constitution by a majority of all the votes given, it shall be the
duty of the governor of this territory to make proclamation of the same,
and to transmit a digest of the returns to the senate and assembly of the
state on the first day of their session. An election shall be held for gov-
ernor, lieutenant governor, treasurer, attorney-general, members of the
state legislature, and members of congress, on the second Monday of May
next; and no other or further notice of such election shall be required.¹

First election; returns. Section 11. The several elections provided
for in this article shall be conducted according to the existing laws of the
territory; provided, that no elector shall be entitled to vote except in the
town, ward or precinct where he resides. The returns of elections for sena-
tors and members of assembly shall be transmitted to the clerk of the board
of supervisors or county commissioners, as the case may be; and the votes
shall be canvassed and certificates of election issued as now provided by
law. In the first senatorial district the returns of the election for senator
shall be made to the proper officer in the county of Brown; in the second
senatorial district to the proper officer in the county of Columbia; in the
third senatorial district to the proper officer in the county of Crawford; in
the fourth senatorial district to the proper officer in the county of Fond
du Lac; and in the fifth senatorial district to the proper officer in the county
of Iowa. The returns of election for state officers and members of congress
shall be certified and transmitted to the speaker of the assembly, at the seat
of government, in the same manner as the votes for delegate to congress are
required to be certified and returned by the laws of the territory of Wiscon-
sin, to the secretary of said territory, and in such time that they may be
received on the first Monday in June next; and as soon as the legislature
shall be organized the speaker of the assembly and the president of the
senate shall, in the presence of both houses, examine the returns and de-
clare who are duly elected to fill the several offices hereinafter mentioned,
and give to each of the persons elected a certificate of his election.²

Common law in force. Section 12. Such parts of the common law
as are now in force in the territory of Wisconsin, not inconsistent with this
constitution, shall be and continue part of the law of this state until altered
or suspended by the legislature.

Officers, when to enter on duties. Section 14. The senators first
elected in the even-numbered senate districts, the governor, lieutenant go-
vernor and other state officers first elected under this constitution, shall enter
upon the duties of their respective offices on the first Monday of June next,
and shall continue in office for one year from the first Monday of January
next; the senators first elected in the odd-numbered senate districts, and
the members of the assembly first elected, shall enter upon their duties
respectively on the first Monday of June next, and shall continue in office
until the first Monday in January next.

Oath of office. Section 15. The oath of office may be administered
by any judge or justice of the peace until the legislature shall otherwise
direct.

We, the undersigned, members of the convention to form a constitution for
the state of Wisconsin, to be submitted to the people thereof for their rati-
fication or rejection, do hereby certify that the foregoing is the constitu-
tion adopted by the convention.

In testimony whereof, we have hereunto set our hands at Madison, the
first day of February, A. D. eighteen hundred and forty-eight.

¹Secs. 10 and 12 of Art. XIV are omitted as obsolete. They apportioned
the state temporarily into congressional, senatorial, and assembly districts.
²See note following sec. 9.
STATE BUDGET 1929–1930

By James B. Borden, Director of the Budget

Under the 1929 budget law, the director of the budget is required to prepare in simple form at the end of each fiscal year 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 tables and explanations given below are extracts from the summarized budget statement released in December, 1930.

Table I

SUMMARY OF NET RECEIPTS AND NET DISBURSEMENTS OF THE STATE FOR THE FISCAL YEAR, 1929–1930

<table>
<thead>
<tr>
<th>Receipts</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Taxes</td>
<td>$27,362,618.60</td>
</tr>
<tr>
<td>Boards, Commissions and Departments</td>
<td>2,015,302.95</td>
</tr>
<tr>
<td>Charitable and Penal Institutions</td>
<td>1,517,156.05</td>
</tr>
<tr>
<td>University of Wisconsin</td>
<td>3,776,171.93</td>
</tr>
<tr>
<td>Normal Schools</td>
<td>425,525.98</td>
</tr>
<tr>
<td>Other Educational Activities</td>
<td>431,131.26</td>
</tr>
<tr>
<td>County Patients in State Institutions</td>
<td>804,174.19</td>
</tr>
<tr>
<td>Agricultural Activities</td>
<td>319,339.49</td>
</tr>
<tr>
<td>Conservation Fund</td>
<td>594,187.67</td>
</tr>
<tr>
<td>Highway Moneys</td>
<td>27,512,353.53</td>
</tr>
<tr>
<td>Interest, Grand Army Home, and Miscellaneous</td>
<td>469,590.34</td>
</tr>
<tr>
<td>Repayment of Principal of Loans, Teachers' Contributions to Annuity Fund, etc.</td>
<td>5,567,878.17</td>
</tr>
<tr>
<td><strong>Total Receipts</strong></td>
<td><strong>$70,795,420.16</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Disbursements</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boards, Commissions and Departments</td>
<td>$4,947,251.01</td>
</tr>
<tr>
<td>Charitable and Penal Institutions</td>
<td>4,456,022.54</td>
</tr>
<tr>
<td>University of Wisconsin</td>
<td>8,054,174.22</td>
</tr>
<tr>
<td>Normal Schools</td>
<td>2,346,805.74</td>
</tr>
<tr>
<td>Other Educational Activities</td>
<td>357,368.14</td>
</tr>
<tr>
<td>Charitable Aids</td>
<td>2,098,118.42</td>
</tr>
<tr>
<td>Educational Aids</td>
<td>7,809,836.03</td>
</tr>
<tr>
<td>Agricultural Aids</td>
<td>1,307,777.94</td>
</tr>
<tr>
<td>Conservation Fund</td>
<td>869,584.13</td>
</tr>
<tr>
<td>Highways</td>
<td>25,670,012.29</td>
</tr>
<tr>
<td>Annuity and Investment Board—Teachers' Pensions</td>
<td>688,054.96</td>
</tr>
<tr>
<td>Circuit Courts, Veterans Home, and Miscellaneous</td>
<td>932,495.91</td>
</tr>
<tr>
<td>Investments from Trust Funds</td>
<td>6,981,747.16</td>
</tr>
<tr>
<td><strong>Total Disbursements</strong></td>
<td><strong>$66,519,248.49</strong></td>
</tr>
</tbody>
</table>
Details of Table I

Receipts from Taxes

The taxes received by the state in 1929–1930, $27,362,618.60, came chiefly from the following sources:

- Steam Railroads: $6,824,359.60
- Insurance Companies: 2,124,599.98
- Street Railways, Light, Heat and Power Companies, and Conservation and Regulation Companies: 949,881.18
- Telephone Companies: 463,550.40
- Telegraph Companies: 131,103.07
- Income Taxes: 7,504,509.26
- Inheritance Taxes: 2,461,673.38
- State Tax Levy for the Common Schools: 3,997,980.89
- Surtax on incomes for the Teachers' Pension exclusive of the 40% collected from and returned to the City of Milwaukee: 2,237,451.60
- Forestry Tax: 298,797.62
- Auto Transportation Companies: 99,679.01
- Private Freight Line Companies: 97,911.72
- Surtax on Incomes for Soldiers' Rehabilitation: 88,831.09
- Parlor and Sleeping Car Companies: 32,008.51
- Occupational Taxes: 20,278.10
- Express Companies: 12,008.19
- Suit Taxes: 18,000.00

Receipts of Boards, Commissions, and Departments

Boards, commissions, and departments were credited with receipts of $2,015,302.95. The principal sources from which the money was obtained were:

- Insurance Agents' Certificates, Valuation Fees, etc.: $151,619.33
- Oil Inspection Fees: 245,691.33
- Grain and Warehouse Inspection Fees: 167,840.41
- Incorporation, Notarial, and Other Fees: 452,084.16
- Federal Aid for Vocational Education: 216,354.03
- Real Estate Brokers Licenses and Fees: 52,162.00
- Barbers, Hotels, Plumbers, and Beauty Parlors Fees and Licenses, etc.: 101,472.31
- Bank and building and loan examination fees, etc.: 133,776.40
- Bus permit fees: 50,592.12
- Peddlers, marketing, butter and cheese makers, beverage, commercial feeds, fees and licenses, etc.: 198,778.05
- Boxing licenses, 5% of gross receipts of boxing exhibitions, etc.: 23,013.84
- Accounting services, reassessments, etc.: 63,639.46
- Miscellaneous services: 135,797.17

Receipts of Charitable and Penal Institutions

The receipts of the charitable and penal institutions totaled $1,517,156.05. The binder twine plant and prison industries at Wau- pun produced $663,086.21 and $174,554.18, respectively; Reformatory industries at Green Bay, $94,954.95; Workshop for the blind, Milwaukee, $28,147.05; Farm sales, $122,691.58. The receipts from prison labor and for the care of private patients were $192,902.70.
The federal government paid $340,869.43 for the maintenance of soldiers at the Wisconsin Memorial Hospital, Mendota.

**Receipts of University of Wisconsin**

The receipts of the University of Wisconsin totaled $3,776,171.93

<table>
<thead>
<tr>
<th>Description</th>
<th>Receipts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nonresident tuition, incidental fees, summer session tuition, interest, etc.</td>
<td>$828,395.51</td>
</tr>
<tr>
<td>Dormitories and cafeterias</td>
<td>699,282.17</td>
</tr>
<tr>
<td>Football games and other sports</td>
<td>397,979.70</td>
</tr>
<tr>
<td>Farm sales</td>
<td>386,620.10</td>
</tr>
<tr>
<td>University Extension fees</td>
<td>261,521.95</td>
</tr>
<tr>
<td>Federal aid</td>
<td>336,815.18</td>
</tr>
<tr>
<td>Gifts</td>
<td>178,658.58</td>
</tr>
<tr>
<td>Laboratory fees</td>
<td>158,723.74</td>
</tr>
<tr>
<td>Wisconsin General Hospital</td>
<td>255,562.90</td>
</tr>
<tr>
<td>Memorial Union fees, sales, etc.</td>
<td>131,372.07</td>
</tr>
<tr>
<td>Military fees</td>
<td>8,297.65</td>
</tr>
<tr>
<td>Sale of apparatus</td>
<td>6,425.00</td>
</tr>
<tr>
<td>Stores sales</td>
<td>19,191.25</td>
</tr>
<tr>
<td>Extension lecture fees</td>
<td>42,475.43</td>
</tr>
<tr>
<td>Soils laboratory income</td>
<td>2,156.50</td>
</tr>
<tr>
<td>Bascom Theatre income</td>
<td>9,359.58</td>
</tr>
<tr>
<td>Revenue accrued from 1928–1929</td>
<td>4,059.35</td>
</tr>
<tr>
<td>Interest on Agricultural College Fund</td>
<td>12,486.30</td>
</tr>
<tr>
<td>Miscellaneous sources</td>
<td>3,028.97</td>
</tr>
</tbody>
</table>

**Receipts of Normal Schools**

The Normal Schools received from nonresident tuition, incidental fees, interest, etc., $292,318.48; and from dormitories, cafeterias, and stationary stands, $133,212.50.

**Receipts of Other Educational Activities**

Stout Institute and the Mining School paid into the State Treasury $97,166.03 and $1,178.50 respectively. The receipts to the common school fund income for the benefit of the common schools were $332,786.73. This money came chiefly from interest on the principal of the common school fund which, on June 30, 1930, was approximately $9,500,000.00.

**Receipts for the Care of County Patients in State Institutions**

The counties reimburse the state for the care of county patients committed to certain state institutions under the jurisdiction of the State Board of Control at rates prescribed by statute. The total amount paid by the counties for this service was $582,756.64. The counties also reimbursed the state for one-half the cost ($221,417.55) of maintaining county patients admitted to the Wisconsin General Hospital at Madison.

**Receipts of Agricultural Activities**

Receipts for this group totaled $319,339.49. The money collected at the State Fair from sale of grand stand concessions and agency receipts ($229,561.29) was the largest item. Bovine tuberculosis retests brought $82,721.13; and live stock breeders' fees and sales,
$16,914.52; and $10,142.55 was received from various agricultural associations.

Receipts of Conservation Fund
Receipts from local and nonresident hunting and fishing licenses, trapping licenses, federal aid, and sale of rough fish, etc., totaled $594,187.67. The 1/20 mill tax for forestry purposes ($298,797.62) is shown under the heading "Taxes".

Highway Moneys
The highway moneys came from the following sources:

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Motor vehicle and drivers license fees</td>
<td>$12,023,504.09</td>
</tr>
<tr>
<td>Gas tax</td>
<td>7,979,260.45</td>
</tr>
<tr>
<td>Federal Highway aid</td>
<td>3,058,905.30</td>
</tr>
<tr>
<td>County contributions for state and federal projects</td>
<td>4,145,611.95</td>
</tr>
<tr>
<td>Local units' share of improvements</td>
<td>113,881.06</td>
</tr>
<tr>
<td>Contributions of railways</td>
<td>80,723.90</td>
</tr>
<tr>
<td>Engineering services, etc.</td>
<td>110,466.78</td>
</tr>
</tbody>
</table>

Receipts from Interest and Miscellaneous
Receipts from interest and miscellaneous included the following:

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interest on daily balances of general fund cash on deposit in Wisconsin banks</td>
<td>$308,893.94</td>
</tr>
<tr>
<td>Federal aid, contributions of members, and sales at Grand Army Home for Veterans, Waupaca</td>
<td>65,914.83</td>
</tr>
<tr>
<td>Interest on soldiers' rehabilitation fund</td>
<td>30,374.63</td>
</tr>
<tr>
<td>Fees, permits, etc., for securities regulation fund</td>
<td>62,006.38</td>
</tr>
<tr>
<td>Excess fire department dues</td>
<td>2,390.56</td>
</tr>
</tbody>
</table>

DISBURSEMENTS

Disbursements of Boards, Commissions, and Departments
The disbursements of all the boards, commissions, and departments of the state totaled $4,947,251.01. This figure includes the amount spent by the executive department, attorney general, state treasurer, industrial commission, tax commission, railroad commission, insurance commission, superintendent of public instruction, board of health, national guard, banking department, department of agriculture and markets, bureau of engineering, etc.

Disbursements of Charitable and Penal Institutions
The disbursements of the charitable and penal institutions totaled $4,456,022.54. This total includes the amount spent for operation maintenance, and improvements at the hospitals for the insane at Waupun, Oshkosh, and Mendota; the Industrial School for Boys at Waukesha, and for Girls at Milwaukee, the Industrial Home for Women at Taycheedah; the Northern and the Southern Colony and Training Schools at Chippewa Falls and Union Grove; the School for the Blind at Janesville, and for the Deaf at Delavan; the State Public School at Sparta; Tuberculosis Sanatoria at Statesan and Lake Tomahawk; State Reformatory at Green Bay, Workshop for the
Blind at Milwaukee; Memorial Hospital at Mendota, and the Prison at Waupun, including the Binder Twine Plant and Prison Industries.

**Disbursements of University of Wisconsin**

The disbursements of the University of Wisconsin are for operation, maintenance, and capital improvements at the institution and for services rendered throughout the state. Disbursements on account of dairy and farm sales, the dormitories and commons, football games, and other sports, and Wisconsin General Hospital, etc., are included in the total of $8,084,174.22.

**Disbursements of Normal Schools**

The disbursements for the normal schools include the amount spent for operation, maintenance, and capital improvements at the nine normal schools (state teachers' colleges), the administrative costs of the board of normal regents, and the disbursements on account of dormitories, cafeterias, etc., totaling $2,346,805.74.

**Disbursements of Other Educational Activities**

Other educational institutions are Stout Institute at Menomonie and the Mining School at Platteville, the total disbursements of which were $318,154.74 and $39,213.40, respectively.

**Disbursements for Charitable and Penal Aids**

Under the heading of Charitable and Penal Aids, totaling $2,088,118.42, will be found the amount spent as the State's share of the cost of maintaining the chronic insane in county asylums, $1,070,686.19; patients in county tuberculosis sanatoria, $386,840.38; mothers' pensions, $60,000.00; old age pensions, $22,169.79; grants to counties as reimbursement for county aid to the blind and deaf, $50,000.00; and $508,442.06 paid the Wisconsin General Hospital for the care of county patients.

**Disbursements for Educational Aids**

The disbursements of $7,809,838.03 listed as educational aids include:

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>State aid to city and rural elementary schools</td>
<td>$5,999,226.49</td>
</tr>
<tr>
<td>Salaries and expenses of supervising teachers</td>
<td>237,469.95</td>
</tr>
<tr>
<td>Transportation of pupils</td>
<td>221,148.07</td>
</tr>
<tr>
<td>Maintenance of county normal schools</td>
<td>319,299.35</td>
</tr>
<tr>
<td>Aid for vocational education</td>
<td>254,999.99</td>
</tr>
<tr>
<td>Free high schools</td>
<td>175,501.21</td>
</tr>
<tr>
<td>Graded schools</td>
<td>175,000.00</td>
</tr>
<tr>
<td>Day schools for blind and deaf</td>
<td>135,659.12</td>
</tr>
<tr>
<td>Miscellaneous aids</td>
<td>291,731.85</td>
</tr>
</tbody>
</table>

¹ This money is sent to school districts for the purpose of equalizing the local school tax burden. It includes the amount disbursed from the income of the common school fund, which fund is distributed on the basis of the number of persons between the ages of four and twenty in the school districts.
Disbursements for Agricultural Aids

Disbursements under this heading, totaling $1,307,777.94, include the following:

- Cost of administration and payment of indemnities for cattle slaughtered because of bovine tuberculosis: $600,702.26
- Disbursements at the state fair: $339,269.62
- Aid to county agricultural societies (county fairs): $383,152.44
- Minor aids to a number of agricultural associations: $64,653.62

Highway Disbursements

A total of $25,670,012.29 was spent for maintenance of roads, construction of highways and bridges, the cost of collecting the motor vehicle and drivers' license fees, and the gas tax, aid to local roads, etc.

Disbursements of Annuity and Investment Board (Teachers' Pensions)

The disbursements total $688,054.96, and consist of:

- Withdrawals and refunds: $286,331.55
- Annuities: $278,738.68
- Death claims: $69,504.47
- Administration and investment expense: $53,482.26

RECONCILIATION WITH THE SECRETARY OF STATE'S RECORDS

Disbursements

The gross cash disbursements and book entries as shown by the Secretary of State were $90,014,578.68, whereas the disbursements as shown in this schedule are $66,519,248.49. The difference is accounted for by the fact that this statement does not include interfund transfers of $15,481,476.42, agency transactions of $6,666,298.94, and refunds of receipts and disbursements of $1,447,555.73.

Interfund Transfers

Money temporarily shifted from one fund to another is called a transfer. The resulting book entry adds to the disbursements of the fund debited and to the receipts of the fund credited without money having been received or disbursed by the state. If the receipts and disbursements of the state as shown by each of the funds were totaled without deducting these interfund transfers, the resulting figure would be in excess of the cash actually received or disbursed by the state. For this reason they are eliminated.

Agency Transactions

The state receives money that it cannot use for state purposes but returns to the local units of government. All of the ad valorem taxes assessed against street railways, interdistrict utilities, and conservation and regulation companies are paid to the state, and 85% of the gross tax is promptly returned to the counties and local units.
in which the property operates. The amount returned was $5,304,244.80.

The state acts as the agent of counties in collecting what one county owes another for the care of its unfortunate. The amount returned was $496,149.37.

It collects and redistributes the terminal taxes paid by the railroad companies. The amount returned was $447,329.68.

It receives and redistributes the fire insurance companies' contributions to local fire protection organizations. The amount returned was $274,166.89.

Refunds of Receipts and Disbursements

From time to time it becomes necessary to return money that has been paid to the state treasurer under protest or in error. Frequently income and inheritance taxes paid to the state are later, by audit or court action, returned to the taxpayer. On the other hand, money advanced upon a contract for the construction of a road may later, under audit, be found to have contained an overpayment and the excess payment is refunded to the treasury.

Receipts

The total receipts as shown in this statement are $70,795,420.16. The Secretary of State shows book receipts of $94,290,750.35. The difference in the two figures is accounted for by the elimination of the following items:

- Interfund transfers .................................................. $15,481,476.42
- Collection agency receipts .................................. 6,566,298.04
- Refunds of receipts and disbursements ..................... 1,447,555.73

The Northwest Entrance.
### Table II

**CONDITION OF THE GENERAL FUND: UNIVERSITY FUND**  
**INCOME: NORMAL FUND INCOME: AND CONSERVATION FUND ON JUNE 30, 1930**

<table>
<thead>
<tr>
<th>Fund</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Fund</td>
<td>$17,258,968.70</td>
</tr>
<tr>
<td>University Fund Income</td>
<td>647,816.79</td>
</tr>
<tr>
<td>Normal School Fund Income</td>
<td>72,533.68</td>
</tr>
<tr>
<td>Conservation Fund</td>
<td>320,416.18</td>
</tr>
</tbody>
</table>

Add advances to schools\(^1\)  
5,437,448.71

**Total of cash balances and amounts due**  
$18,299,783.35

Deduct nonappropriated highway moneys\(^2\)  
6,521,743.86

**Total resources available to meet appropriation balances**  
$23,737,184.06

**Gross appropriation balances**  
$17,215,440.20

**Less estimated lapsing balances\(^3\)**  
1,089,796.50

**Continuing appropriation balances:**  
- **Highways**  
  $10,400,437.89
- **Revolving appropriations**  
  2,215,609.06
- **Operation of departments, etc.**  
  319,492.07
- **Estimated bills payable from lapsing, operating, and maintenance balances**  
  643,128.25
- **Capital (bldgs., land, etc.)**  
  2,301,892.30

**Conservation fund**  
320,416.18

**Surplus**  
$1,014,464.45

---

1 Money due the general fund for advances made prior to May 31 to the University, the Normal Schools and the Common Schools, in accordance with the provisions of section 20.37 (6), 20.39 (8) and 20.246 in anticipation of the collection of the state's share of the income taxes.

2 Reserve of motor vehicle license fees, drivers' license fees, and gas tax receipts, collected prior to June 30 and not available for highway appropriations until July 1.

3 Lapsing balances: unexpended moneys which revert to the general fund at the end of the fiscal year.

4 Balances in appropriations the expenditures from which may not exceed the receipts from specified sources such as dormitories, certain license fees, the sale of binder twine, etc.

5 Since the Conservation Commission cannot spend in excess of its fund balance, the obligations of the Conservation fund are shown equal to the cash balance, although the unexpended appropriation balances exceed the fund balance.

6 The surplus of $1,014,464.45 is the amount by which the cash on hand in the four chief operating funds on June 30, 1930, exceeded all continuing appropriation balances and estimated obligations of lapsing balances.
Table III

BUDGET FOR THE GENERAL FUND: NORMAL SCHOOL FUND INCOME, UNIVERSITY FUND INCOME, AND CONSERVATION FUND FOR 1930–1931

<table>
<thead>
<tr>
<th>Receipts and Surpluses</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Taxes and interest</td>
<td>$18,334,152.78</td>
</tr>
<tr>
<td>Boards, commissions, and departments</td>
<td>798,235.72</td>
</tr>
<tr>
<td>Charitable and penal institutions</td>
<td>969,663.92</td>
</tr>
<tr>
<td>Normal schools</td>
<td>330,669.00</td>
</tr>
<tr>
<td>Stout institute and Mining school</td>
<td>25,500.00</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td><strong>$20,456,121.42</strong></td>
</tr>
<tr>
<td>Highway receipts</td>
<td>28,869,449.00</td>
</tr>
<tr>
<td>Conservation fund receipts</td>
<td>999,033.94</td>
</tr>
<tr>
<td><strong>Nonappropriated highway moneys</strong></td>
<td></td>
</tr>
<tr>
<td>June 30, 1930</td>
<td>6,521,743.86</td>
</tr>
<tr>
<td>Estimated surplus (excluding highways) June 30, 1930</td>
<td>1,014,464.45</td>
</tr>
<tr>
<td><strong>Total estimated resources</strong></td>
<td><strong>$57,860,812.67</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Appropriations</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boards, commissions, and departments</td>
<td>$5,975,223.00</td>
</tr>
<tr>
<td>Emergency board</td>
<td>250,000.00</td>
</tr>
<tr>
<td>University of Wisconsin</td>
<td>4,619,547.50</td>
</tr>
<tr>
<td>Normal schools</td>
<td>2,248,358.00</td>
</tr>
<tr>
<td>Board of control and charitable and penal institutions</td>
<td>3,712,004.00</td>
</tr>
<tr>
<td>Charitable and penal aids</td>
<td>2,189,927.04</td>
</tr>
<tr>
<td>Educational aids</td>
<td>1,472,906.29</td>
</tr>
<tr>
<td>Stout Institute</td>
<td>265,123.00</td>
</tr>
<tr>
<td>Mining school</td>
<td>37,970.00</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td><strong>$20,770,458.83</strong></td>
</tr>
<tr>
<td>Less estimated lapsing balances June 30, 1931</td>
<td>400,000.00</td>
</tr>
<tr>
<td><strong>Highway appropriations</strong></td>
<td><strong>$20,370,458.83</strong></td>
</tr>
<tr>
<td>Conservation fund appropriations</td>
<td>28,995,635.00</td>
</tr>
<tr>
<td><strong>Conservation fund appropriations</strong></td>
<td><strong>999,033.94</strong></td>
</tr>
<tr>
<td><strong>$50,365,127.77</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Less estimated nonappropriated highway moneys June 30, 1931</strong></td>
<td></td>
</tr>
<tr>
<td><strong>$7,495,684.80</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Estimated surplus (excluding highways) June 30, 1931</strong></td>
<td><strong>$1,100,127.04</strong></td>
</tr>
</tbody>
</table>

Explanations:

This exhibit does not include appropriated receipts or disbursements from appropriated receipts other than for conservation and highway purposes. The highway and conservation funds are especially indicated; moneys therein can be used for no other purposes. They are therefore indicated separately.

Since the conservation commission cannot spend in excess of its receipts an amount equal to its receipts is shown as appropriations.
AN INTRODUCTION TO WISCONSIN STATE GOVERNMENT

WISCONSIN'S state government is a vast and varied enterprise. Except for the city of Milwaukee, the state of Wisconsin is the largest employer within the state. Its annual receipts and disbursements total nearly $60,000,000, excluding interfund transfers, agency, investment, and similar transactions. Its investments in buildings exceed $50,000,000 and in highways more than twice this amount. It manages and invests trust funds of above $30,000,000. It owns more than 370,000 acres of land, of which 10,000 acres are in cultivated farms. It operates several businesses—the binder twine plant and other prison industries, the state fair, and the university farms, dormitories and commons, whose annual sales combined exceed several million dollars.

But the state government is vastly more than a business enterprise. It is not conducted for profit, and it deals in services, not commodities. It is a collective venture owned by the people and operated on their behalf by their paid servants. The property of the state is their property; its services are for their benefit. The people are both the beneficiaries and the stockholders in the collective enterprise known as government, which is the most inclusive of all modern social institutions.

Relation to Other Governments

The state government, of course, is not all of government. From a dollar-and-cents point of view it is less important than either the federal or the local governments. The federal government expends more than twice as much as do all state governments put together, and the county and local governments nearly twice as much as does the federal government. Of total disbursements of the state of Wisconsin and its political subdivision in 1929 of above $255,000,000, the state government used $37,000,000 for its own purposes, the counties above $56,000,000, cities nearly $83,000,000, towns and villages $16,000,000, and school districts above $56,000,000.

United States Government

The state government, however, has what might be termed the central position in all government. Under the United States Constitution, the states, not the United States, are vested with all reserve powers of government. The federal government has only such pow-

1 For a comprehensive bibliography on the state government, see index.
ers as are expressly or by necessary implication conferred upon it. The states and their people possess all other powers of government. Economic progress in the one hundred forty years since this fundamental relation was established has tended to give increasing importance to the powers conferred upon the national government. Within its sphere the federal government is supreme, and some of its powers widely affect every person in the entire country. Among these are the regulation of interstate commerce, the conduct of the post office, the control of foreign relations, the levy of import duties and federal income taxes, and the war power. Important as the functions of the federal government have become, it remains true that the state and local governments much more directly affect the lives of the average citizen.

State Constitution

The organization and powers of these governments are determined (except as to matters dealt with in the United States Constitution) by the State Constitution. This is the fundamental law of the state and of all of its political subdivisions. Wisconsin's Constitution is, with the exception of those of two New England states, the oldest of state constitutions now in force. Wisconsin still operates under its original constitution, adopted in 1848, and while there have been numerous amendments the changes made have not been so very material. Wisconsin's Constitution is much shorter than the more recent constitutions of other states. While safeguarding fundamental rights as fully as any such document, it contains less detail as to governmental organization. It is also more difficult to amend than most constitutions, as it requires, adoption by two successive legislatures, and ratification by a referendum vote of the people before any proposed change can take effect. These provisions make Wisconsin's Constitution at the same time stable and flexible, making change in the fundamental law difficult but permitting wide latitude to the legislature in the organization and reorganization of the state government.

Local Governments

Similarly, the fundamental relations between the state and local governments are definitely established by the Constitution, but the details are left to be supplied by the legislature. Counties, towns, villages, cities, and school districts are political subdivisions of the state and subject in most respects to control by state legislation, but with constitutional safeguards. The county offices which existed in 1848 can neither be abolished nor their respective duties taken from them without amendment of the Constitution and, further, the legislature is required to provide a uniform system of county government. In all other respects county government is within control of the state legislature, which is expressly authorized to delegate to the county boards such local legislative powers as it may deem advisable. Towns and school districts are still more the creatures of the state government.
Subject to the limitation that it shall be as nearly uniform as practicable, the legislature is free to establish any form of town government, and not even the requirement of uniformity applies to school districts. Education has been held to be, under our Constitution, a matter of statewide concern and its every aspect depends upon the state statutes.

Cities and villages have, under the home rule amendment of 1924, a somewhat different status. This amendment allows these governmental units to determine their local affairs in government, subject to enactments of the legislature of statewide concern, which affect with uniformity all cities and villages. The precise limitations of the independence of the cities and villages under this amendment remain to be determined. Clearly it gives to them some powers which the legislature cannot take away, but leaves them subject to state control in other matters. The state prescribes how cities and villages shall be organized, but under existing statutes gives them wide latitude as to organization and their functions.

The counties, towns, villages, cities, and school districts perform the functions of government which come closest to the average citizen. Within their sphere are the common and high schools, the local roads and streets, police and fire protection, parks and playgrounds, waterworks and sewerage systems, poor relief and mothers' pensions, to mention only some of the more important of the activities of the local governments. These rank first in costs, and in modern society represent vital social needs.

**Functions of the State Government**

There are many important functions, however, which are performed directly by the state government. Of these the outstanding ones are the law making, law enforcing, and regulatory functions. The state legislature and the state courts make and interpret the great body of the laws governing the relations of the individual to society—the criminal law, the law of property, the law of domestic relations, the business law, etc. Law enforcement is less directly a state responsibility, in the main being a duty of the county and local governments, but the governor is the principal law enforcing officer. Some state departments have special police officers of their own, such as the conservation wardens and the automobile inspectors. Related are the regulatory functions of the state government: the regulation of public utilities and insurance companies, the inspection of banks and factories, the enforcement of the pure food and weights and measures laws, the licensing of the real estate brokers in the several professions, and still others. These are combined law making and law enforcing powers, and their object is protective, rather than penal.

**Service to Citizens**

These functions, plus general governmental activities, such as tax collection and record keeping, account for considerably less than ten
View of the Capitol from the Upper Campus.
per cent of the total expenditures of the state government. While
the best known and most widely discussed, they are far less extensive
than what might be called the "service" activities of the state govern-
ment; that is, service rendered for the collective enjoyment of all the
people which cannot well be provided by private enterprise. It is
these service activities, rather than the general and regulatory func-
tions, which account mainly for the increase in state expenditures and
state employees.

Looming largest financially is highway construction and mainte-
nance, to which is devoted considerably more than one-third of the
total state expenditures. Nearly $150,000,000 have been invested to
date (from federal, state, and local funds) in the state trunk highway
system, and $500,000,000 in all roads, streets, and bridges—a figure
which exceeds the value of all railroad property in the state.

Ranking second financially, and not less important socially, are the
state's activities in the field of education. The state has supervision
over all public schools, and to some extent financially aids all public
schools, including the vocational schools. It directly conducts the
university, the nine state teachers' colleges, The Stout Institute, and
the Wisconsin Mining School; and pays practically the entire cost of
operation of the thirty rural normal schools.

Next is the care of the unfortunates: dependents, defectives, and
delinquents. For these the state has seventeen institutions, not
counting the Grand Army Home, some of whose problems are similar
but whose services exist for an entirely different class of people. In
these institutions are 8,300 inmates, students, and patients to be daily
housed, fed, clothed, helped, and cared for in every way, plus 1,600
employees to serve them, a population exceeding that of any city but
the 25 largest of the state. In addition, the state supervises and pays
approximately one-half of the cost of operation of 66 county institu-
tions, with around 11,000 people under their care. Four thousand
more people are on probation or parole under state supervision.
Finally, the state, to an increasing degree, is interesting itself in
those in need of aid outside of institutions and in the prevention of
dependency and delinquency.

The promotion of agriculture is another important service activity
of the state government. This is represented by such lines of work
as the promotion of cooperative marketing, the eradication of bovine
tuberculosis, and the state and county fairs, the agricultural experi-
mentation stations, extension work in agriculture and home economics,
vocational agricultural classes, the standard of dairy products, and
the development of grades and standards for agricultural produce.
Wisconsin, on a per capita basis, expends more for agriculture than
any other state in the Union.

The conservation of natural resources is an activity which has
developed rapidly in recent years. In round numbers, the state now
spends yearly one million dollars for this purpose. The work includes
the purchase and development of state forests, prevention and sup-
pression of forest fires, encouragement of private forestry, the conduct of 24 fish hatcheries and two game farms, the operation of 16 state parks, and the enforcement of all fish and game laws.

The safeguarding of the public health is another service activity upon which Wisconsin state government expends a relatively large amount in comparison with most other states. This is carried on cooperatively with the local authorities, with the state assuming directly those phases which local agencies cannot possibly provide: medical and surgical care for indigent county patients at the Wisconsin General Hospital, the physical restoration of crippled children, 225,000 analyses each year in the psychiatric and hygienic laboratories.

Numerous other service functions might here be discussed, but those which have been mentioned will suffice to illustrate the importance which they hold in present-day state government. It is for these activities that most of the state’s tax dollar is spent and in which most of the state’s employees are engaged.

Organization of the State Government

The manifold duties of the state government are performed by some forty or more departments, their number depending upon the understanding of this term. The great majority of these are not mentioned in the Constitution, but have been set up by statutes. Aside from the legislature, the Supreme and circuit courts, and the six so-called elective state officers (governor, lieutenant governor, secretary of state, state treasurer, attorney general, superintendent of public instruction), only the commissioners of public lands, of all existing state departments, are as much as mentioned in the Constitution.

The Constitution groups the state departments in four divisions: legislative, executive, judicial, and administrative. The first three of these are independent and coequal, and their structure and functions are prescribed in the Constitution itself. The administrative branch of the state government, in contrast, is little more than the heading of an article in the Constitution, which mentions only four of the existing administrative departments, without clearly defining their relations to the executive.

Until within the last two decades, the tendency in Wisconsin, as elsewhere, was toward independence of the administrative departments. Aside from appointing their heads, the Governor had very little control over them, and, as most of the larger administrative departments were in charge of three-man commissions, the Governor, during any one term of office, usually could appoint but a minority of the commissioners. In response to public sentiment holding the Governor responsible for the functioning of all administrative departments, this relation has now been considerably altered through the budget system and executive control over appropriations made to departments. The Governor has, to some extent at least, become the chief administrative officer of the state. The heads of the adminis-
trative departments are not now mere subordinates of the executive, but the earlier tendency towards decentralization has been entirely reversed and the administrative departments are no longer, if they ever were, coequal with the legislative, executive, and judicial departments.

The Legislature

These three major divisions have undergone comparatively little change since the Constitution was adopted. Wisconsin's legislature is constituted substantially as are all other American legislatures, and performs the same functions. The two houses are known respectively as the Senate and the Assembly, the concurrence of both of which is necessary to legislation. The legislature controls the purse strings and the organization of nearly all administrative departments. Its fundamental function is law making, but through its control of appropriations and its right to investigate any state department it can to a very large extent control the actions of all branches of the government. It is the division of the government closest to the people and in the enactment of laws speaks for them, every law enacted beginning with the clause, "The people of the state of Wisconsin, represented in Senate and Assembly, do enact as follows."

The Governor

The executive power is vested in the Governor, an elective state officer, with the lieutenant governor as his alternate. The Constitution gives the Governor broad powers, and all recent developments have tended to give these increasing significance. The Governor has primary responsibility for law enforcement, appoints the principal administrative officers and, as noted, is fast becoming, if he is not already, the head of the entire state administration. He also has an important part in legislation, being expressly charged by the Constitution with recommending legislation, and vested with a veto power which, while not legally final, is practically so in most cases.

The Courts

The Supreme and circuit courts are established by the Constitution, with powers independent of the legislature or the executive. Municipal and inferior courts are creatures of legislation and can be changed as the legislature may deem advisable. The function of the courts of Wisconsin is the same as that of all American courts. They interpret the statutes and the Constitution and apply these in concrete disputes which come to them for settlement. This power includes the nullification of laws enacted by the legislature and signed by the Governor when these are in conflict with the Constitution, the supreme law of the state. It also includes of necessity what might be called "a supplemental law making power". Constitutional clauses are written in broad, general terms and no statute can possibly anticipate all of the questions which may arise under them. The courts
Sunset on Trout Lake, Northern Forest Park.
faced with concrete situations must determine what the statutes and the Constitution mean with reference to these situations. Often more than one view might well be taken, but someone must have the final decision, and under our constitutional system this power is vested in the courts. Hence, the law which actually governs property rights and human relations is to be found not alone in the statutes but in the court decisions as well.

The Administrative Departments

It remains to discuss the administrative departments, using this term broadly to include the educational and charitable and penal institutions conducted by the state, as well as what are usually spoken of as the state “boards, commissions, and departments”. These administrative departments employ the great majority of the state's employees and spend the larger part of the state's revenues, but are creatures of the legislature, subject to executive control and judicial review.

Wisconsin has never adopted a “blue print” plan for the organization of its state government, and hence there is room for argument as to exactly how many departments there are. As the editors use this term, there are, besides six constitutional departments and the four divisions of the military organization of the state, twenty-two major administrative departments, five educational boards, eleven examining boards, ten temporary and minor boards (most of which have no employees), and ten private societies which receive state moneys and are to some extent under state control. Wisconsin, without passing any general consolidation act, has had much actual consolidation of departments and now has a smaller number of independent state departments than many states which have enacted much advertised reorganization acts.

Employees

Performing the work of the state government are some 9,000 state employees and officers. By actual count of the bureau of personnel, there were on all pay rolls of the state a total of 9,489 names in January, 1931, but this includes temporary and part-time workers numbering more than 1,000. Of the entire number, 6,803 were in the “classified service”; that is, subject to the civil service law. The rest are mainly university and teachers college professors and some 150 appointive state officers. Approximately two-fifths of the total employees are women and three-fifths men. The university with a total of 3,606 persons on its pay rolls, the charitable and penal institutions with 1,606 employees, the state teachers' colleges with 845, constitute by far the largest employing departments. In the capitol and the capitol annex there are in the neighborhood of 1,500 employees. There are state employees in every county except Pepin, but Dane county has nearly two-thirds of the entire number, due to the location of the university and the capitol in this county. Milwaukee
county has over 500 state employes, Douglas, Winnebago, Fond du Lac and Chippewa over 200 each, and Brown and Waupaca very nearly this number.

Large as are these figures, it should be noted that the number of state employes is less than one percent of the population gainfully occupied. It falls several thousand short of the number of employes of the city of Milwaukee and is only slightly larger than the total of the employes of Milwaukee county or the federal government in Wisconsin, but exceeds that of any private employer in the state.

State Expenditures

The state's pay roll in January, 1931, totalled $1,232,420, but salaries account for considerably less than one-half of the total state expenditures. This total, like so many other facts regarding the state government, depends upon the sense in which the term "expenditures" is used. The accounts of the state treasurer show total "book" disbursements in 1929 of $85,000,000 and in 1930 of $90,000,000, but "net" disbursements of only $57,000,000 and $60,000,000, the difference being accounted for by interfund transfers, refunds, and agency and investment transactions. Not all of the "net" disbursements are from general state funds, a million dollars being made from funds held by the state for the benefit of private parties, such as the teachers' retirement and state life funds. Finally, the state disburses nearly $19,000,000 per year as state aids to local governmental units. These are moneys paid over to counties, cities, towns, villages, and school districts and expended by them, but with some restrictions imposed by state law. Deducting these state aids gives a figure of not quite $37,000,000 which the tax commission reports as the state's expenditures in 1929.

For a more complete discussion of the state's expenditures, readers are referred to the popular state budget, which precedes this article.

Revenues

Governmental expenditures are not identical with tax burdens, as most people assume. Like other governments, the state government has many sources of revenue other than taxes. Of total net receipts (eliminating agency transactions and refunds) in 1929 of $54,705,000, as reported by the tax commission, nearly $8,400,000 was derived from sales, admissions, and similar commercial transactions, and over $3,000,000 from gifts and grants, principally from the federal government. The university, the charitable and penal institutions, the conservation commission, and many smaller departments have very considerable revenues not derived from taxes. The total disbursements of departments, hence, should not be taken as representing their cost to the taxpayers, which is the total of the disbursements less the receipts.

Taxes, however, constitute the principal source of support. What these taxes are and how they are assessed and collected are presented
in the article by J. R. Blough, “The Wisconsin Tax System”, which appears earlier in this book. Largest among them are the motor vehicle license fees, the gasoline tax, the state’s share of the income tax (practically all of which is used for school purposes), and the ad valorem tax on railroads. Less than $4,300,000 was raised in 1930 from taxes on general property, and this was a larger levy than in most years.

Departmental Summaries

Following this brief introduction are summaries of the organization and functions of each of the state departments. These accounts do not pretend to be departmental reports or to give complete statistics on the work of the several departments. For these the reports of the departments should be consulted, which can be obtained by writing to them, as well as other publications listed in these summaries.

The statistics on expenditures are taken from the Wisconsin State Budget. These do not in all cases agree precisely with those given in the departmental reports, as the budget figures are on an accrual basis—which means that all expenditures are charged to the year in which incurred, not when paid. The state’s fiscal year begins July first and ends June thirtieth, so that expenditures given for 1929–1930 are for one year only. The personnel totals are from a tabulation made by the bureau of personnel, and should be understood to include every name appearing on the pay rolls. This embraces part time and temporary employees; and when employees are paid from more than one appropriation they are counted twice. In nearly all departments the number of permanent, full time employees is less than indicated, and in some very much less.

The statements of the functions of the several departments were prepared by the editors, but, in most cases, were checked by the departments for accuracy.
Highway, Oconto County.