

Sec. — Acts to be plainly worded. Every
act, and joint resolution shall be plainly
worded, avoiding as far as practicable
the use of technical terms.

[Oregon Constitution - Art. IV, §21; also in
Idaho Constitution - Art. III, §17, and
Indiana Constitution - Art. IV, §20]

League of Women Voters of Texas



MRS. DARVIN M. WINICK, PRESIDENT

TO: LOCAL LEAGUE PRESIDENTS IN SAN ANTONIO, HOUSTON, AMARILLO, GARLAND,
DALLAS, SOUTH JEFFERSON, LAMAR COUNTY, MIDLAND, VICTORIA, AND WACO
CC: CONVENTION OFFICE, ANDERSON, STATE OFFICE
FROM: BETTY CONNER, TCR CHAIRMAN
RE: SUBMISSION AND TRANSITION COMMITTEE

The following delegates are members of the submission and transition committee. This committee has the power to recommend the date of the constitutional election, how the constitutional proposals will be worded on the ballot and where placed on the ballot. This committee can also recommend removing sections from an article and submitting it as an alternative proposals and putting alternative proposals into the body of an article.

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4. Could the committee recommend that constitutional issues be placed on the ballot in a uniform method thru out the state?
5. ~~Can there be substanstive changes made in the constitution after third reading? (the parliamentarian says no, some delegates feel the rules can be changed by a two thirds vote and~~ *sections*

could be dropped as well as added)

6.

Sen. Max Sherman
(Chairman)

Braden
(Staff)

Yahr
(Staff)

Von Dohlen
(Vice Chairman)

Coody

Grant

Nugent

Kaster

Ahdujar
(Absent)

Doggett
(Aide)

Bud Sherman

League of Women Voters of Texas



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Thursday, May 2, 1974

MEMO TO STYLE & DRAFTING COMMITTEE CHAIRMAN MAX SHERMAN

Dear Mr. Chairman:

I have asked Bob Henderson, Legislative Council Staffer assigned to the Local Government Committee, to research the question raised in this committee yesterday in regard to the possible economic thrust of criminal penalties attached to county ordinances that might be enacted under the proposed county ordinance power provided for in the Local Government Article, Section 4a. He is still researching the question, but offered this tentative recommendation for your committee's consideration.

This is a matter that has traditionally been dealt with by statute, and one which should be taken care of by the legislature when it enacts the general laws dealing with county ordinance power called for under this constitutional provision. This is the pattern of existing statutes dealing with criminal penalties attached to city and town ordinances at this time. The current trend would be for the money to go to the county.

When some more comprehensive report is received on this from the Legislative Council, I will forward it to you promptly.

Respectfully submitted,

Robert Sindermann

Robert Sindermann
Research Associate
Local Government Committee

League of Women Voters of Texas



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May 2, 1974

(Preliminary Survey)

LOCATION BY ARTICLE
OF PROSECUTING ATTORNEYS
AND CLERKS OF GENERAL
TRIAL COURTS

DISTRICT ATTORNEY OR EQUIVALENT

	Executive Article	Judiciary Article	Local Government Article	Other Article
Number of States	1	14	4	7

COUNTY ATTORNEY

	Executive Article	Judiciary Article	Local Government Article	Other Article
Number of States	1	3	6	1

CLERKS OF GENERAL TRIAL COURTS

	Executive Article	Judiciary Article	Local Government Article	Other Article
Number of States	2	24	6	3

League of Women Voters of Texas



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FROM: BETTY CONNER, TCM CHAIRMAN
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Style Drafting Panel Has Tedious, Tough Job

By DIXIE SHIPP
Capitol Staff

In writing a new constitution, interpretation or misinterpretation for future generations may hinge on the turn of a phrase, an inadvertent omission or even a lowly comma.

Delegates to the Constitutional Convention had a brush with this kind of vexing circumlocution this week when the alteration of a single word resulted in an entire article being recalled by its committee.

Although they got most of the blame, the Style and Drafting Committee and staff emphasized they act in an advisory capacity only. Suggested changes go back to committees or to the full convention for final action.

Technically, the nine-member Style and Drafting Committee doesn't have anything to do until an article receives tentative approval from the full convention.

The committee is then charged by the rules with reviewing the product to make it conform with good legal drafting procedures and punctuation as well as recommend changes where conflicts emerge between articles.

On an informal basis, however, the committee staff has agreed to review the committees' work as they go along, suggesting technical changes so that the committee product comes to the convention floor in as good a shape as possible.

Working sometimes as long

as 12 hours a day, George Braden and Richard Yahr, the staff consultants, have been helping committees to conform their work to a 70-page manual of grammar rules and legal draftmanship.

"Legal drafting is a specialty just as any other speciality in the profession," says Yahr, a 29-year-old Denton attorney who helped Braden write an extensive annotation of the 1876 Texas Constitution for use by the convention.

Elements of good style developed over the years have been combined with guidelines from the Legislative Council, suggestions of experts in the field and rules of the committee in compilation of the manual, he said.

Some rules requiring use of singular instead of plural construction and use of present tense verbs are a "matter of taste," says Yahr.

A rule against use of masculine pronouns has resulted in some drafting problems since the use of "his, he and him" have become such a traditional convenience of the English language, he said.

"We want it to conform to the well-accepted time-tested rules of drafting," said Yahr. But, keeping in mind that a constitution, unlike a statute, is the people's document such rules are often broken in deference to reading ease, he said.

"The problem is how the court will interpret what the convention writes...so we write with a view toward

clarity," he says. Whenever there is an ambiguity in wording, there is the potential for judicial misinterpretation.

In addition, each committee has its own particular style, so to avoid a mishmash of procedure the committee tries to make each report conform to the established outline.

Braden, who is a recognized authority in constitution drafting, having worked with conventions in New York, Illinois and Connecticut, says the Texas constitution is full of examples of poor drafting.

In Article II, Section nine, the constitution exempts from forced sale or taxation all public buildings and "the sites thereof, fire engines and the furniture thereof, and all property..."

Obviously fire engines don't have furniture and though the meaning can be discerned, with effort, it is puzzling.

Another section (1A) in Article nine authorizes Gulf Coast counties "to regulate and restrict the speed, parking and travel of motor vehicles on beaches available to the public by virtue of public right and the littering of such beaches."

Taken literally, the public obtains the right to beaches by littering on them.

Punctuation too must be watched, he said, recalling a famous U.S. Supreme Court case that turned on the placement of a comma.

Such bad grammar and esoteric wording is not likely to be a problem in the Texas

constitution if Braden and Yahr have anything to say about it.

However, as Yahr points out, delegates have an innate mistrust of the committee and its hired hands — fearing they will subvert the will of the majority by slipping in a subtle alteration of words.

"The only answer we have to that is everything we do is down there in black and white," says Yahr.

Other than the informal work on the side for the committees, all changes will be under the direction of the Style and Drafting Committee, headed by Sen. Max Sherman of Amarillo.

Each subject-oriented committee has a representative on style and drafting to "provide input as to what the committee intends to do," said Sherman.

Any changes suggested by the committee will be offered separately and clearly marked along with explanations, said Sherman. It will then be up to the committee to accept or reject each one.

The Style and Drafting Committee alone does not have power to alter the articles, Sherman said.

If delegates are suspicious of the committee, Sherman says, it is just because they have had no official function so far.

"It is the unknown element," he said. "As soon as they see the committee work, those fears will be allayed."

2-17-74

League of Women Voters of Texas



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DALLAS, SOUTH JEFFERSON, LAMAR COUNTY, MIDLAND, VICTORIA, AND WACO
CC: CONVENTION OFFICE, AMERSON, STATE OFFICE
FROM: BETTY CANNON, TCM CHAIRMAN
RE: SUBMISSION AND TRANSITION COMMITTEE

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**STYLE
MANUAL**
STATE OF NEW YORK
DIVISION OF THE BUDGET

League of Women Voters of Texas



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TO: LOCAL LEAGUE PRESIDENTS IN SAN ANTONIO, EL PASO, AMARILLO, CARLSBAD,
DALLAS, SOUTH JEFFERSON, LAMAR COUNTY, MIDLAND, VICTORIA, AND WACO
ON: CONVENTION OFFICE, AMARILLO, STATE OFFICE
FROM: BETTY COOPER, TCM CHAIRMAN
RE: SUBMISSION AND TRANSITION COMMITTEE

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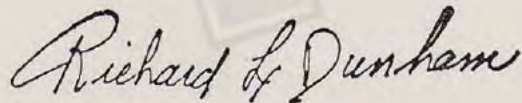
FOREWORD

This Style Manual is for use by all Budget Division staff in preparing materials for the annual Budget document and other official reports. This should lead to more uniform and consistent presentations.

If the principles outlined here are also used in memoranda and other materials for the front office, we will all make our points clearer and our decisions more effective.

Some of the guidelines are necessarily arbitrary, in the interest of uniformity in official documents. However they are not meant to be so inflexible as to prevent variations in special situations.

The Manual was prepared by Josephine Braden, under the direction of George Von Frank. The typists, Margaret Syrett and Janet Hulsopple, contributed significantly to the design and precision of the finished product.



Richard L. Dunham
Director of the Budget

Revised
November 1973

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League of Women Voters of Texas



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DALLAS, SOUTH DALLAS, LAMAR COUNTY, MIDLAND, VICTORIA, AND WACO
ON: CONVENTION OFFICE, AUSTIN, STATE OFFICE
FROM: BETTY CUSHER, FOR CHAIRMAN
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I. EFFECTIVE WRITING

Effective writing is clear and concise. It takes its inspiration from one source: clear and concise thinking. Never begin writing until you know exactly what you want to say and the order in which you want your thoughts to appear. Muddled thinking inevitably produces muddled writing, and no amount of correct punctuation or proper word usage will make your meaning clear to the reader.

The following suggestions should help transform organized thoughts into effective prose:

1. Consider the purpose of the document you are writing and include only the information the reader needs. Know your reader and respect him.
2. Use simple, direct sentences whenever possible. Do not separate subject and verb by anything more than a brief phrase:

Not: *The Department of Correctional Services, established in 1970 to replace the former Department of Correction and administer all State correctional programs, has the following responsibilities:*

But: *Established in 1970 to replace the former Department of Correction, the Department of Correctional Services administers all State correctional programs. It has the following responsibilities:*

3. Use active verbs rather than passive or "to be" verbs whenever possible. Sentences with active verbs are generally shorter and more forceful.

PROBLEMS IN GETTING FROM AN OLD CONSTITUTION
TO A NEW CONSTITUTION

(The Uses of a Transition Schedule)

Introduction

There are transitional problems in replacing an old constitution with a new one. These can be dealt with in the body of the new constitution, but the result is language that quickly becomes obsolete, yet remains forever in the new document. See, for example, Section 6 of Article XI, which authorized counties, cities, and towns to levy taxes to pay debt in existence at the time of adoption of the Constitution; or the concluding phrase of Section 6 of Article VIII, which excepted the first legislature under the new Constitution from the limitation because that legislature had to finance the government for a period longer than two years.

A constitution properly should deal only with the continuing future operation of the government. (1) Transitional matters ought to be placed in a schedule attached to the constitution. The schedule also ought to provide that, as the transitions are taken care of, sections of the schedule are dropped from the constitution. There is no more reason to keep on printing an obsolete schedule than there is to preserve obsolete constitutional provisions in the constitution proper.

Under ordinary circumstances there are only a few necessary transitional provisions. (1) One is the traditional section that simply affirms that all laws, regulations, rights of action, and the like, continue even though the "old" government has been replaced by a "new" government. In the typical overwritten manner of the

Not: *It is expected that significant modifications in this program will be made by the Department.*

Nor: *This program is expected to be significantly modified by the Department.*

But: *The Department will modify this program significantly.*

4. Be economical in your use of words. Brevity is always more effective than long-windedness. Review each draft, trying to eliminate as many words as possible. Here are some words and phrases that can usually be sacrificed for much shorter substitutes:

<u>Not</u>	<u>But</u>
<i>for the purpose of</i>	<i>to</i>
<i>in order to</i>	<i>to</i>
<i>at the present time</i>	<i>now, today, at present</i>
<i>the fact that</i>	<i>(omit)</i>
<i>there is (are)</i>	<i>(omit)</i>
<i>in the course of</i>	<i>during</i>
<i>provide assistance to</i>	<i>help</i>
<i>in the near future</i>	<i>soon</i>
<i>in the event that</i>	<i>if</i>

5. Use unadorned nouns and verbs whenever possible. Adverbs and adjectives often weaken thoughts. This is particularly true of qualifiers such as *very, rather, little, almost, etc.*

6. Try to avoid the "made-up" words and "in" words that are the hallmark of bureaucratic jargon.

In a letter to the Division of the Budget, for example, a local official asks if "reports [are] generated by any other retrieval parameters...." A Federal agency describes a report as presenting "a plan for perpetualizing the productivity index."

A recent Budget memorandum states: "It should be noted that other factors besides existing disparities and likely standardizing norms will probably condition the overall, as well as the component, cost increases to be expected...."

This kind of language obscures more than it clarifies.

Texas Constitution, this consists of three sections: 18, 48, and 53 of Article XVI. There is probably no need to include this "continuity" provision, but it is traditional and avoids any technical arguments that might otherwise be made.

There are frequently minor transition problems in making changes in the mechanics of government. The example above from Section 6 of Article VIII is a case in point. Section 65 of Article XVI is another example of a provision that could have gone into a schedule, had the transition been from two-year terms in an old constitution to four-year terms in the new.

In addition to the provisions dealing with the mechanics of government, there are general and special limitations. These almost never raise transition problems. Remove a limitation and the legislature can act where before it could not. Add a new limitation and the legislature has lost power. In neither instance is there any need for a transition. (Under certain circumstances the schedule may appropriately preserve a deleted limitation for a limited period. An example would be a deleted limitation on the taxing power of local governments. Unless an existing statute contained the same limitation, a delay would be appropriate to give the legislature a chance to decide what limitation should be imposed by statute.)

Included with limitations are provisions that purport to give the legislature power to act but are actually only a vehicle to impose a limitation. For example, Section 31 of Article XVI is an unnecessary grant of power to the legislature, but the section ends with a limitation on the grant. Section 23 of Article XVI

II. ABBREVIATIONS

Avoid abbreviations whenever possible. An acronym or set of initials which may be familiar to you may be equally unfamiliar to one of your readers. In all except the most informal writing, abbreviations such as *memo*, *typo*, *phone* are generally discouraged.

If a long name or term must appear frequently in a report, it may be abbreviated provided your first reference spells it out in full, with the abbreviation in parentheses:

U.S. Department of Health, Education, and Welfare (HEW)

weighted average daily attendance (WADA)

Job Opportunities in the Business Sector (JOBS)

Note that in such acronyms and abbreviations no periods separate the initials. However, periods should appear between the initials in abbreviations so common that no identification is needed:

U.S. D.C. Ph.D. c.o.d.

Geographical Names

In general, these are always spelled out, except in footnotes, tables, and very informal material. There are, however, a few exceptions:

Washington, D.C.
Barbados, B.W.I.
The U.S.S.R.

While *United States* should not be abbreviated when used as a noun, it is usually abbreviated when used as an adjective:

U.S. Department of Labor
U.S. Government
U.S. Government Printing Office (GPO)

Latin Phrases

The following Latin phrases are always abbreviated:

etc. (*et cetera*) - and so forth
i.e. (*id est*) - that is
e.g. (*exempli gratia*) - for example
pro tem. (*pro tempore*) - for the time being
et al. (*et alii*) - and others
vs. (*versus*) - against

The following are never abbreviated:

<i>per capita</i>	<i>bona fide</i>
<i>per diem</i>	<i>quorum</i>
<i>status quo</i>	<i>ad valorem</i>

These commonly used Latin phrases need not be underlined or italicized. However, Latin abbreviations appearing in footnotes are usually italicized:

ibid. (*ibidem*) - in the same place
op. cit. (*opere citato*) - in the work cited
et. seq. (*et sequitur*) - and as follows

Symbols

The use of symbols rather than words is generally discouraged. Exceptions include:

\$5 million (rather than *five million dollars*)
50-lb. weight (not a *50-pound weight*)

The symbol ¢ for *cents* and the symbol % for *percent* are used only in tables.

is a bit confused, but appears, in part at least, to serve as a local option limitation. Sections like these can be removed without creating a transition problem. Likewise, if an unnecessary grant of power is removed but the limitation retained, no transition problem is created.

Serious difficulties are caused only by "statutory" provisions. "Statutory" is used here in the sense that the provisions deal with substantive policies that are normally handled by statute. See, for example, Section 15 of Article VIII, which directly imposes a tax lien on real estate; Section 37 of Article XVI, which directly imposes a material man's lien; and Section 15 of Article XVI, which, in a backhanded manner, establishes a community property system. A variation is the provision that directs the legislature to establish a substantive policy. Section 1 of Article VII is a clear example of this variation; Section 24 of Article XVI is a confused example. A provision that simply authorizes the legislature to act is spurious, for the legislature has all power not denied to it. Most authorizations are either vehicles for a limitation as noted above or exceptions to a limitation. (To call an exception to a limitation "statutory" in the sense used in this discussion may appear to be a misnomer when the exception simply authorizes the legislature to act. If the exception is worded as an exception, it is not "statutory." See, for example, the public calamity exception at the end of Section 51 of Article III. The usual approach, however, is to spell out so much detail that the exception reads like a statutory policy. Even so, an authorization is not statutory in the same

III. CAPITALIZATION

Listed Items

The first word of each item in a list or enumeration should have an initial capital:

We cannot, however, in good conscience cut below the levels recommended for:

- Local schools;
- Local social services;
- Local drug abuse control programs;
- State mental hospitals and retardation facilities;
- State revenue sharing with our localities.

This holds true whether the items are introduced by dashes (as above), by number, or by letter.

Governmental Designations

Capitalize *State* when referring to New York State. When referring to state governments in general or to another state, do not capitalize the word. The words *statewide*, *nationwide*, etc., are not capitalized.

Capitalize *Federal* and keep the capital in *non-Federal*. The word *federally* is not capitalized, nor are *nation* or *government*.

Capitalize *City*, *County*, *Town*, *Village* when referring to specific municipalities--*New York City*, *the City of Albany*, *Erie County*, *the Town of Guilderland*, *the Village of Old Westbury*. When used in the plural, however, these words are not capitalized--*Albany*, *Erie*, *Monroe*, and *Onondaga counties*; *the cities of Rome*, *Utica*, and *Troy*.

Capitalize the term *Standard Metropolitan Statistical Area (SMSA)* but do not capitalize *region* or *area* even when specifically applied--*Appalachian region*; *Buffalo area*.

Capitalize the words *Department*, *Division*, *Authority*, *Office*, etc., only when referring to a specific agency already identified by its full title:

The Department of Social Services supervises 63 local social services districts. The work of the Department includes....

When it refers to a specific group in office, the word *Administration* is always capitalized, as is *Governor* when it denotes the State's Chief Executive. References to *Congress*, the *Legislature* and the *Judiciary* are capitalized, although the adjectives *congressional*, *legislative*, and *judicial* are not unless part of a formal title. The terms *legislative branch*, *judicial branch*, etc., are not capitalized.

The word *Constitution* is capitalized in the case of the State Constitution and the Constitution of the United States. The word *constitutional* is not capitalized.

Budget Terminology

The names of the State's several funds are always capitalized:

General Fund
Local Assistance Fund
State Purposes Fund
Capital Construction Fund
Tax Stabilization Reserve Fund

The terms *Executive Budget*, *Supplemental Budget*, etc., are capitalized. When it stands alone, however, the word *budget* is not capitalized except as it appears in the Governor's Budget Message:

Funds are contained in this Budget to....

sense that a direct enactment is. In the latter case the substantive policy is in effect; in the former, it is not in effect until the legislature acts.)

The most common type of statutory provision, particularly in the Texas Constitution, is the exception to a limitation. If, for example, a constitution prohibits the creation of debt, then a bond issue can be authorized only by a constitutional amendment. Some of the original 1876 sections are probably exceptions to a limitation. For example, Section 22 of Article XVI appears to be an unnecessary grant of power to the legislature to pass fence laws, but the 1875 drafters probably thought that they had to include the section to permit local laws notwithstanding Section 56 of Article III. Likewise, Section 39 of Article XVI was probably thought necessary because, in 1875 at least, preserving and perpetuating memorials of the history of Texas might not have been considered spending money for a public purpose.

Most of the direct statutory enactments and authorizations to the legislature have been by amendment. These have been designed to get around an obvious constitutional limitation -- the bond issue sections, for example; or, in an abundance of caution, to get around a possible constitutional limitation rather than to try the statutory route first -- possible examples, Sections 48a and 51-d of Article III and Section 56 of Article XVI; or, according to the Critz Theory, simply to get referendum approval of the statutory policy -- see the Comment on Section 62 of Article XVI, previously distributed in draft form.

In summary, there are four types of "statutory" constitu-

Do not capitalize references to appropriations when they do not relate to a specific fund:

first instance appropriation
deficiency appropriation

But: *State Purposes appropriation*

Legal and Legislative References

Titles of the Consolidated Laws of the State are capitalized:

Tax Law
Civil Service Law

But the titles of individual State laws are not:

abortion law
sales tax law

Some legal subheads are capitalized, some are not:

<i>Article</i>	<i>section</i>
<i>Title</i>	<i>subdivision</i>

When referring to a specific statute, capitalize *Chapter* and *Laws--Chapter 28 of the Laws of 1972*. Statutes referred to by name are capitalized:

Hatch Act
Hill-Burton Act

Do not capitalize the word *bill* except when referring to the Budget Bills that accompany and implement the budget document.*

*For specific instructions on legislative drafting, consult the Bill Drafting Manual, issued by the Legislative Bill Drafting Commission. Special instructions for drafting Budget Bills may be found in Item B-150 of the Budget Examiners' Manual, Reviewing and Drafting Proposed Legislation.

Titles

Use initial capitals in the titles of books, reports, periodicals, commissions, specific bond issues, etc., except for prepositions, conjunctions, and articles:

Report of the Task Force on Medicaid and Related Programs
The New York Commission on the Quality, Cost and Financing of Elementary and Secondary Education
Environmental Quality Bond Act of 1972

The word *program* is usually capitalized when it is part of a formal title:

the Medical Assistance Program
the Work Incentive Program

When it stands alone or with a title that does not contain capitals, it is not capitalized:

the work-release program at Auburn
the State's milk control program

Compass Directions

The words *east*, *west*, *north*, *south*, and their derivatives are not capitalized except when they are used to denote a particular region or locality:

the Middle West
the Deep South
an Easterner

Seasons

Do not capitalize *winter*, *summer*, *spring*, *fall*, *autumn*.

tional provisions:

1. Direct enactments of statutory policy.
2. Commands to enact a policy.
3. Direct exceptions to a limitation.
4. Authorizations as exceptions to a limitation.

Procedure

It is not difficult to work out schedule provisions to cover procedural transitions. If a decision is made to abolish an office, for example, a simple schedule provision can provide that the incumbent serves to the end of his elected term. If a decision is made to require publication of the debates in the legislature, it may be appropriate to delay the effective date to give the legislature time to create the necessary machinery for publication. If a particular court is abolished, a schedule provision can easily provide for the disposition of pending cases and for the transfer of the judges and other personnel to other courts. In all procedural transitions, the task is a simple mechanical one of thinking through the transition, preferably with the advice of those personally involved, and drafting a schedule provision that covers any problem.

There may be problems involved in the removal or change of statutory -- that is, substantive policy -- provisions. What follows is a step-by-step process for determining what, if anything, must go into a schedule once removal or change has been decided upon. (Note: There is never any need to grant power to the legislature. Even when making an exception to a limitation

IV. COMPOUND WORDS AND HYPHENS

The most bothersome question here is whether to hyphenate or not. Certain compounds are so well established that no doubt exists: *manpower*, *statewide*, *policyholder*, *fingerprint*, etc. Others are still treated variously: *overall* or *over-all*.

In general, the trend is away from the hyphen and toward solid compounds. Today many words that were routinely hyphenated only a few years ago are presented as solid compounds: *cooperate*, *reexamine*, *audiovisual*, *multidimensional*, *socioeconomic*, *hardpressed*. A good rule-of-thumb when in doubt is not to hyphenate a compound.

The following rules will hold good 90 per cent of the time:

1. Do not hyphenate words formed with the following prefixes:

<i>anti</i>	<i>antipollution</i> , <i>anticrime</i>
<i>co</i>	<i>coexist</i> , <i>coordinate</i>
<i>de</i>	<i>decentralize</i> , <i>deemphasize</i>
<i>extra</i>	<i>extraordinary</i> , <i>extracurricular</i>
<i>inter</i>	<i>interrelated</i> , <i>interstate</i>
<i>intra</i>	<i>intramural</i> , <i>intrastate</i>
<i>intro</i>	<i>introduce</i> , <i>introversion</i>
<i>multi</i>	<i>multipurpose</i> , <i>multimillion</i>
<i>non</i>	<i>nongovernmental</i> , <i>nonschool</i> (except when part of compound is capitalized or a proper noun: <i>non-Federal</i> , <i>non-English-</i> <i>speaking</i> , <i>non-Atlantic</i>)
<i>over</i>	<i>overrate</i> , <i>overall</i>
<i>post</i>	<i>postgraduate</i> , <i>postdoctoral</i>
<i>pre</i>	<i>prearranged</i> , <i>preexisting</i>
<i>re</i>	<i>reabsorb</i> , <i>reevaluate</i>
<i>semi</i>	<i>semiprofessional</i> , <i>semiannual</i>
<i>sub</i>	<i>subdivision</i> , <i>subcategory</i>
<i>under</i>	<i>underrate</i> , <i>underestimate</i> , <i>underway</i> .

However, exceptions are made where a double vowel, not separated by a hyphen, would make pronunciation unclear:

co-owner
semi-independent

Hyphens are also used where confusion as to meaning could occur:

re-creation (as against *recreation*)
re-form (as against *reform*)

2. Hyphenate modifiers composed of an adjective and a noun when they precede the noun they are modifying:

all-day meeting
well-balanced system
long-range plan
inner-city resident
short-term borrowing
low-income family
middle-income housing
full-year costs

3. Hyphenate modifiers composed of two nouns:

student-faculty ratio
part-time employment
work-release program
lump-sum appropriation
wage-price spiral
law-enforcement agencies

4. Hyphenate compound adjectives containing a present or past participle when they precede the noun:

decision-making function
far-reaching implications
problem-solving techniques
management-oriented outlook
poverty-stricken areas
State-aided program
State-operated facility

the correct way is by exception to the limitation as in Section 51 of Article III, not by grant of power.)

1. Determine which of the four types of statutory provisions is involved.

2. If the provision is a direct enactment of a policy, see if there is an existing statute that covers the same policy. If there is, the constitutional provision can be removed without any transitional effect. For example, Section 15 of Article VIII imposes a tax lien on real estate; a statute, Article 7172, does the same thing.

3. If there is no implementing statute, removal of the section will "repeal" the section until the legislature acts. (Anything less than removal is simply "amending" the section.) If it is decided not to create a gap, a schedule provision can provide that Section So and So remains in force and effect until such time as the legislature legislates on the subject matter. For example, Section 52e(1967) of Article III is a direct authorization to counties to pay medical expenses of law enforcement officials injured in the course of duty. Removal of this "statute" would eliminate this authorization until such time as the legislature acted. The authorization could be preserved temporarily in the schedule in the form set out above or, if home rule powers are given to counties, with additional words covering the home rule alternative of adopting the policy directly. (The foregoing assumes that Section 52e(1967) was an unnecessary amendment falling under the Critz Theory.)

4. If the provision is a command to enact a policy, neither

However an exception is made when an adverb ending in *ly* precedes the participle:

evenly divided vote
religiously affiliated institutions
economically disadvantaged persons
locally operated programs
federally financed activity

5. A double hyphenation should be handled thus:

low- and middle-income housing
long- and short-term borrowing
one- and two-family units

6. Do not string together too many modifiers with hyphens. Sometimes, though, an awkward construction is inevitable:

full-time-equivalent students

7. *Percent* should appear as one word.

V. CORRESPONDENCE

Although much of the formality that used to govern official correspondence has now disappeared, a number of rules are still followed:

Forms of Address

Virtually all government officials are addressed as *The Honorable*, even if the salutation is by first name or nickname:

The Honorable Abraham D. Beame
Mayor of the City of New York
Dear Abe:

The Honorable William Proxmire
United States Senate
Dear Senator Proxmire:

The Honorable Bella Abzug
House of Representatives
Dear Ms. Abzug:

Letters to persons with academic credentials after their names (doctors, dentists, professors, e.g.) should show those in their address; the salutation, however, should be by the title *Doctor*:

William Harrison, M.D.
Dear Dr. Harrison:

Joan Adams, D. Litt.
Dear Dr. Adams:

Addresses in letters to lawyers should show the name without title followed by the abbreviation *Esq.*:

Paul E. Martin, Esq.
Dear Mr. Martin:

In the case of a woman attorney, the address should read:

Mary S. Smith, Attorney-at-Law
Dear Ms. Smith:

removal nor change in wording requires any transitional coverage. This is true whether or not there is an implementing statute.

5. If the provision is a direct exception to a limitation, a decision must first be made whether to remove the limitation or revise it so that the limitation would not cover the subject of the direct exception. For example, if Section 52e(1967) is necessary because paying medical expenses would be a grant under Section 52, then Section 52e(1967) cannot be removed unless Section 52 is removed or changed so that such payments would not be covered.

6. Once the decision has been reached to remove or change the limitation, the steps in paragraphs 2 and 3 above should be followed.

7. If the provision is an authorization to act, it is again necessary to make a decision on the limitation. As in paragraph 5 above, the authorization must stay unless the limitation is removed or changed.

8. Once the decision has been reached to remove or change the limitation, the authorization can be removed without any transitional problem. This is so because the provision simply gives the legislature the power to act, something it always can do absent the limitation. In any event, there is probably a statute around somewhere because the provision was put in in order to let the legislature act. (Note: In this discussion "authorization" refers only to the legislature. An "authorization" to counties, cities, towns, and other political subdivisions is a direct enactment.)

9. Even in the case of the detailed provisions covering bond

Letters to members of the clergy can present difficulties. The following table should help:

<u>Title</u>	<u>Address</u>	<u>Salutation</u>
<i>Bishop</i>	<i>The Right Reverend John Smith</i>	<i>Dear Bishop Smith:</i>
<i>Priest</i>	<i>The Reverend John Smith</i>	<i>Dear Father Smith:</i>
<i>Minister</i>	<i>The Reverend John Smith</i>	<i>Dear Mr. Smith:</i>
<i>Mother Superior</i>	<i>The Reverend Mother Superior</i>	<i>Dear Reverend Mother:</i>
<i>Nun</i>	<i>Sister Ann Mary</i>	<i>Dear Sister:</i>
<i>Monk</i>	<i>Brother John Anthony</i>	<i>Dear Brother John Anthony:</i>
<i>Rabbi</i>	<i>Rabbi John Smith</i>	<i>Dear Rabbi Smith:</i>

In letters to officers of the armed forces, use the title of rank in both the address and the salutation, except that where the titles are compound the salutation is shortened:

Major General Thomas White
Dear General White:

In letters to noncommissioned personnel, use the full title of rank in the address, but make the salutation *Dear Mr. _____*. The salutation for naval officers below the rank of Commander is also *Dear Mr. _____*.

Body of Letter

Keep the body of the letter as short as possible. Do not apologize for anything except an outrageously delayed reply. Letters for the Budget Director's signature which are replying to correspondence addressed to the Governor should begin: *Governor Rockefeller has asked me to reply to your recent letter regarding....* Avoid expressions of thanks unless thanks are really in order.

Closing

Traditionally, letters from the Division of the Budget close with a simple *Sincerely*, rather than *Sincerely yours*, or *Very truly yours*,.

issues, the transitional problems are not particularly difficult.

a. There are statutory implementations for the several bond issues. A careful analysis will reveal whether each statute adequately tracks the amendment. If the tracking is inadequate, a temporary schedule retention may be necessary to enable the legislature to correct the error.

b. If all bonds have been issued, the section can be dropped even if Section 49 of Article III is left unchanged. The general transition schedule provision -- all laws, regulations, rights of action, etc., remain in full force and effect -- can be worded to preserve the validity of all outstanding bonds. If some bonds have not been issued, the power to issue the balance can be preserved by a schedule provision.

Four Final Thoughts

- A. Nothing should be retained in a new constitution proper except that which is assumed to be necessary and proper for as far into the future as anyone can see. Anything else that must be retained, particularly temporary matters, should be relegated to the transition schedule.
- B. The constitution proper is the people's document and should be simply written so that the ordinary citizen can understand it. The schedule is a technical document and can be loaded with whatever technical detail is necessary to effect an orderly transition. There is no need to retain something in a new constitution because it seems too difficult to work out a way

VI. DATES

1. Except in formal legislative drafting, dates are expressed numerically; ordinal suffixes (*st, nd, rd, th*) are not used:

January 1 not January 1st

Use commas only when giving the day, the month, and the year; no comma is needed when only the month and the year are shown:

October 1971
October 15, 1972

2. A span of time is expressed with the prepositions *from* and *to* or *through*:

The State fiscal year runs from April 1 through March 31.

From 1955 to 1968 the program was in abeyance.

However, the word *from* may be omitted and *to* replaced by a hyphen:

During the years 1955-1968, the Consumer Price Index for the New York Metropolitan Area....

Note that all four digits are shown for both dates. The shorter form (1968-69) should be used for fiscal years only.

3. A decade should be referred to numerically:

the 1970's not the seventies
or nineteen-seventies.

4. Refer to centuries numerically:

During the 20th century, New York State.... (The word *century* is not capitalized.)

VII. LISTS AND ENUMERATIONS

When setting forth a long and involved series, present it in list, or block, form rather than running it continuously:

The more important statutory functions of the Commission include:

- Providing an overview of all matters affecting the environment;*
- Developing guidelines for weighing the interrelationships of environmental quality, economic development, and population growth;*
- Advising the Governor on the development of a comprehensive environmental management policy.*

The individual items in a list may be identified by numbers, letters, or by dashes, as above. When they contain more than three or four words, all but the final item should end with a semicolon, and the final item with a period. If each item is a complete sentence, each should end with a period.

No punctuation is needed in a simple list:

The Department's functions are carried out through the following programs:

- 1. Administration*
- 2. Industrial Expansion and Business Development*
- 3. Travel Promotion*
- 4. International Commerce*
- 5. Economic Data Research*
- 6. Information Services*

to drop it. Every transitional contingency can be covered in a detailed schedule provision.

- C. All decisions on the substance of a proposed new constitution should be made on the merits of each provision as a permanent feature of the new constitution. Each proposed deletion should be approached by the question: Does this belong in the new constitution? If the answer is "no," delete it. Likewise, if the question is: Should this be changed?, and the answer is "yes," make the change. Then, after the deletions and changes, technicians can figure out what transitional problems have been created and draft the necessary technical schedule provisions.
- D. It follows from the foregoing that the transition schedule is the last drafting task to be undertaken. It cannot be done until the new document is substantially complete. Moreover, the task is almost wholly devoid of policy implications. Rather, the requirements are completeness and accuracy. These can be met only after the policy decisions have been made.

George D. Braden
May 9, 1973

Be sure that in any list, whether paragraph or block style, all items share a parallel structure:

Major accomplishments include:

1. *Installation* of a new cost accounting system;
2. *Initiation* of a career development program;
3. *Acquisition* of a new computer to cut rental costs.

or

1. *Installing* a new...
2. *Initiating* a career...
3. *Acquiring* a new....

VIII. NUMBERS

In text, all numbers up to and including ten are spelled out; numbers over ten are expressed in figures:

The territory of the New York State Police is divided into eight troop areas.

There are 11 community renewal plans in progress.

Exception: Related numbers in juxtaposition should be expressed alike, whether over or under ten:

The State operates 6 game farms and 17 fish hatcheries.

Most ordinal numbers are spelled out: *twenty-fifth anniversary.*

Money figures are expressed in numerals. However, figures larger than a million are expressed as follows, unless a precise amount is required:

\$15.5 million; \$1.2 billion. But: \$300,000.

Percentages are shown numerically, although it is sometimes useful to write *one percent* rather than *1 percent* for purposes of clarity.

Whenever possible, round figures to whole numbers. Use decimals only for fine distinctions:

Welfare caseloads in Monroe County rose by 27.9 percent and in Onondaga by 27.8 percent.

Spell out and hyphenate fractions: *one-half, two-thirds.*

Public Information Committee: Chairman Pike Powers was authorized to seek an advisory from Atty. Gen. John Hill on what funds, if any, might be available to conduct a campaign for ratification of the Convention's final document by the voters.

The motion was made by Delegate McAlister. The vote was unanimous.

On motion by Delegate Johnson, the committee approved a pilot project for a cable television program designed to depict the work of the Convention.

Staff reports were heard on progress of the official Convention program and on the ratification campaign under way in Louisiana.

Submission and Transition Committee: Sam Gove, the director of the Institution of Government and Public Affairs at the University of Illinois, described the method Illinois used when writing and submitting their new constitution to the people.

Gove said the Illinois Constitutional Convention submitted its plan to the voters in a special election rather than a general election because they felt they would get a lower, but more informed turnout. He added that the convention decided an active campaign would only encourage opposition. The Illinois Constitution was passed with a 57 per cent majority.

The committee questioned Gove intensively concerning how the information about the new constitution was distributed to the voters. Gove showed the committee the type of tabloid document which was sent to every registered voter as well as inserted in Sunday newspapers. The committee was very interested in the tabloid explanation of the constitution and agreed to check cost factors of producing a similar brochure for Texas voters.

Gove also said that the constitution was presented as a package but with separate articles on major issues such as the election of judges, cumulative voting, continuation of capital punishment and the 18-year-old voting right. He said it proved to be a wise choice because some of the separate provisions lost while the main constitution passed.

Two witnesses, San Antonio attorney Mario G. Obledo and Father Joe Znotas of St. Julia's Catholic Church in Austin, asked that the ballot be distributed in Spanish, as well as English. Obledo said that other informative material be presented in Spanish for the benefit of Mexican-Americans who do not have a command of the English language.

Note: Because numbers beginning a sentence are traditionally spelled out, try to organize sentences so that a number over ten is preceded by at least one word:

Not: *Twenty additional facilities will be opened during the year.*

But: *During the year, 20 additional facilities will be opened.*

IX. PLURALS AND SINGULARS

A subject composed of two singular nouns joined by *and* normally takes a plural verb. However, a singular verb should be used where the thought is definitely singular:

The care and feeding of infants is of concern to pediatricians.

The sum and substance of the report is that the program is a failure.

Care should be taken not to confuse the meaning of *and* with that of *together with* or *as well as*. *And* connects items of equal importance, and a plural verb follows. *Together with* and *as well as* introduce items that are only auxiliary, so that a singular verb follows:

The problem of crime, together with that of drug addiction, is a major target for State action.

Singular nouns connected by *or*, *nor*, *either... or*, or *neither...nor* should always be followed by a singular verb:

Neither the State nor the Federal government taxes personal property.

Collective nouns can present difficulties. In most cases they take a singular verb:

A group of informed citizens is studying the matter in depth.

A wide range of services is provided.

The number of inmates has risen significantly.

What percentage of the population is below the poverty level?

The series is incomplete.

BE IT RESOLVED BY THE CONSTITUTIONAL CONVENTION

That the Committee on Submission and Transition be authorized to provide in its report that Article XI, Section 1 of the proposed constitution will be submitted to the voters as a separate proposal that would, if the new constitution is not adopted, amend the 1876 Constitution by deleting Article XVII, Section 1 and substituting Article XI, Section 1 of the constitution proposed by the convention.

Article XI, Section 1 is as follows:

Sec. 1. AMENDMENTS TO THE CONSTITUTION. (a) Amendments to this constitution may be proposed to the qualified voters of the state by a record vote of two-thirds of the membership of each house. The legislature may submit proposed revisions of one or more sections of an article as one proposal and in the same proposal amend other sections or articles that are germane thereto.

(b) A proposed amendment shall be submitted at the next statewide general election following the expiration of 90 days after it is proposed by the legislature, or at such other time as the legislature may determine. Procedures shall be provided by law for publicizing proposed amendments. Proposed amendments shall be publicized in the English language and in such other languages as may be provided by law.

(c) A proposed amendment shall become a part of this constitution on approval by a majority of the qualified voters voting on the question.

COMMENTS

The section would be submitted to the voters as an amendment to the 1876 Constitution. Article XI, Section 1 would also be included in the main body of the proposed new constitution. If the new constitution is approved, Article XI, Section 1 would be a part of that document. If the new constitution is rejected by the voters, the separate proposal, if approved, would allow Article XI, Section 1 to be incorporated into the 1876 document. The wording of the ballot and any necessary schedule provisions would also appear in the Submission and Transition Committee report.

This proposal is offered to ensure that, if the new constitution is not approved, it will be possible to revise the present constitution on an article-by-article basis. Section 1 of this proposal states that:

The legislature may submit proposed revisions of one or more sections of an article as one proposal and in the same proposal amend other sections or articles that are germane thereto.

The constitutional convention has devoted a great deal of effort and time toward writing a constitution that will be suited to the needs of present and future generations of Texans. Likewise, the Constitutional Revision Commission spent eight months conducting preparatory research and preparing a draft document for consideration by the convention. As a result of these combined efforts, the product of the convention's deliberations will be a document that is substantially improved both in form and substance.

Despite these circumstances, the record in other states which have held constitutional conventions in recent years indicates the acceptability of the final product by the voters cannot be predicted with certainty and may depend partly on factors beyond the control of the convention. In the event the proposed constitution is not approved by the voters, the adoption of Article XI, Section 1 as an amendment to the present constitution will ensure that the work of the constitutional convention can be of enduring value to the people of the state.

X. PREPOSITIONS

There is no logical way to determine the correct preposition which follows a particular word: prepositional idioms, as they are called, must simply be learned by heart. Here is a list of some of the trickier idioms:

accompany by (a person) - He was accompanied by his wife.

accompany with (a thing) - Do not accompany a rebuke with a frown.

accordance with - In accordance with regulations....

all (do not use *of* unless a pronoun follows):

-All the positions have been abolished.

-All of them have been abolished.

averse to - The Governor is averse to any increase in taxes.

compare to (showing similarity between things of different forms):

-A legislative session may be compared to a circus.

compare with (showing difference between things of like form):

-It is difficult to compare New York's Legislature with that of Texas.

conform to (not *with*) - This action conforms to all the rules.

conformity with - This action is in conformity with the rules.

different from (not *than*) - Our laws on this are different from theirs.

expert at (not *in*) - He is expert at systems analysis.

faced by (not *with*) - We are faced by mounting deficits.

identical with (not *to*) - His plan is identical with ours.

opposite of (or no preposition - not *to*) - His views are the opposite of ours; the South Mall is opposite the Capitol.

reason for (or no preposition - not *why*) - The reason this happened will be explained later. The reason for this will be explained later.

surround by (not *with*) - He was surrounded by admirers.

XI. PUNCTUATION (A)

Commas - Semicolons - Colons

Punctuation is an art, not a science. It should help the reader follow the text and understand what you are saying. Too many punctuation marks may distract him; too few may leave him confused. Punctuate to make your meaning clear. At the same time, try to construct tightly knit sentences that do not need to be heavily punctuated.

Commas

The comma is used more often than any other mark of punctuation. Indicating slight separations between related ideas, they are vital to the meaning and flow of all writing. Intelligent use of the comma, however, means knowing not only when to insert it but also when to omit it. As the following guidelines indicate, some knowledge of grammar and the parts of speech is essential for proper comma usage.

A comma precedes the conjunction in a compound sentence (i.e., a sentence composed of two main clauses):

Vigorous measures are being taken to control costs, but it is too early to judge their effectiveness.

Work on the new State park on the Harlem River in New York City is progressing rapidly, and a second State park has been proposed for the City's Hudson River shore.

I would appreciate an early reply, for the matter is urgent.

A comma follows a dependent (subordinate) clause that precedes a main clause:

Although New York State is recognized as a leader in providing public services, the cost of operating all direct State agencies and programs is only 4 per cent of personal income in the State.

Because national economic activity is expected to improve, State revenues should rise from the relatively depressed levels of the last two fiscal years.

If welfare reform at the Federal level is not soon enacted, the State can expect to increase its expenditures for all categories of public assistance.

A comma does not usually follow a main clause that precedes a dependent clause:

The State's revenues are expected to increase as national economic activity improves.

The State can expect to increase its expenditures for all categories of public assistance if Federal welfare reform is not soon enacted.

The position is still vacant because no qualified applicants have been found.

A comma is never used if a dependent clause follows and is essential to the main clause:

Welfare recipients are referred to a State employment office for job training or placement if they are found to be employable.

I will let you know my opinion when I have received a copy of the Commission's final report.

The Division of the Budget is generally constrained from supporting bills that remove limits on debt and interest rates.

Commas always set off a nonessential clause or phrase:

The report, which is based on the latest statistics from the Bureau of the Census, shows a sharp decline in the population of the State's cities between 1960 and 1970.

The Legislative Commission on Expenditure Review, charged with analyzing the efficiency and effectiveness of State spending, has prepared a study on Federal-State-local fiscal relationships.

All members of my staff, including Mr. Smith and Miss Jones, will attend the meeting.

The Pure Waters Program, a milestone in pollution control, was initiated in 1965.

A comma separates the items in a simple series:

The Department of Environmental Conservation manages and preserves such vital State resources as forest and marine areas, fish and wildlife, and clean air and water.

There are no quick, easy, or simple answers to this problem.

[Exception: Commas are not used where the first adjective modifies the succeeding adjective as well as the noun:

*deteriorated older housing
costly new programs
extensive urban blight.]*

Commas set off short interrupting elements within a sentence:

It is interesting to note, however, that the reverse is true in some neighboring states.

Such a move can, at best, bring only temporary relief.

[Exception: Interrupting elements that are not emphatic are not set off by commas:

I have therefore agreed to meet with him.

The State is thus unable to act in this purely local matter.]

A comma sets off such Latin expressions as *e.g.*, *i.e.*, *viz.*, *etc.*:

Is income maintenance all that is needed, or must other services be provided--e.g., housing, health care, and counseling?

Semicolons

The semicolon is a mark of separation between equal elements. It is much stronger than a comma and almost as strong as a period. Use a semicolon:

--Between main clauses without connectives:

The State is a sovereign entity; the City is a creature of the State.

I am in favor of the measure; he is opposed.

--Between main clauses that are joined by a connective but are, in effect, two separate though closely related sentences:

It is uncertain that the Phase II wage and price measures will effectively work to slow down the rate of price inflation; yet the extent to which this goal is realized bears importantly on the State's expenditure projections.

--In lists and series to separate complex clauses or clauses broken by commas or other marks:

The Board has the power and duty to coordinate all consumer protection functions; receive consumer complaints and refer them to the appropriate Federal, State, or local agency; and advise and make recommendations on all matters affecting consumers and their interests.

The meeting was attended by Mr. John Smith, Department of Health; Mrs. Jane Jones, Education Department; and Mr. Richard Brown, Office for Local Government.

Colons

The colon is the customary mark of punctuation in the following places:

--After an expression introducing examples or listed items:

The Department has the following responsibilities:

--Between two independent clauses when the second either amplifies or restates the first:

Every effort to economize has been made: agencies have been eliminated, positions abolished, and strict ceilings imposed on all expenditures.

New York State faces its severest fiscal crisis in over a generation: not since the Depression has a budget gap been so formidable.

--After a salutation:

Dear Mr. Smith: Ladies and gentlemen:

--Between the titles and subtitles of books:

Budgeting in New York State: An Appraisal

--Before lengthy or important quotations:

In his Veto Message No. 120, the Governor states:

XI. PUNCTUATION (B)

Periods - Parentheses - Dashes
Apostrophes - Quotation Marks - Ellipses

Periods

The period marks the end of a sentence. It is not the final punctuation mark, however, when:

--The entire sentence is enclosed by parentheses:

(This is not considered likely.)

--The sentence ends with a quotation:

Capital gains, though an important component of taxable personal income, are not reflected in the economic concept of "personal income."

Parentheses

Parentheses, like dashes, are used chiefly to enclose incidental or explanatory remarks. However, they have different effects: while dashes tend to emphasize a thought, parentheses minimize it:

We estimate that total receipts from the stock transfer tax will amount to \$270 million, all of which (after deduction of administrative charges) will be turned over to New York City.

Dashes

The dash is a mark of separation or interruption between units in a sentence, similar to a comma but more abrupt and emphatic:

The State is asking local governments--which receive almost two-thirds of our tax dollars--to help resolve our immediate crisis through the postponement of certain State aid payments.

Because the dash has a far greater impact on the reader than the comma, it should be used sparingly. It should also be distinguished from parentheses (see above).

Apostrophes

The apostrophe is used to form possessives and the plurals of letters and figures:

*the Governor's Message to the
Legislature
the 1970's*

The possessive of a singular or plural noun ending in s is formed by adding the apostrophe only:

*Senator Brydges' office
Central Files' space requirements
states' rights*

Note, however, that possessive pronouns do not take an apostrophe:

its hers yours theirs

Note too that when the plural form of a noun differs from the singular, the possessive of each is indicated by 's:

*the man's job the men's jobs
the child's welfare the children's welfare*

Quotation Marks

These are used to indicate direct speech. They are also used to set off special, new, unusual, or technical expressions that the reader may not immediately recognize:

*"seed-money" loans
"affirmative action" programs
the concept of "methadone maintenance"
"blockbusting" practices*

(Be sure that the text surrounding an expression of this sort explains the meaning of the phrase; in the rest of the text, the term may be used without quotation marks.)

When referring to magazine articles, the title of the article is enclosed by quotation marks:

As A. R. Somers points out in his "Catastrophic Health Insurance? A Catastrophe!" in the May 10, 1971 issue of Medical Economics....

Titles of books, periodicals, etc., are usually underlined or italicized.

Ellipses and Brackets

When you omit one or more words from material you are quoting, indicate this by inserting three periods, called ellipses. If the omission is at the end of a sentence, use four periods. When you include a word of your own in quoted material, surround it with brackets:

The Council of Economic Advisers states that "...the State index of business activity should rise in 1972 [although] the past record suggests that the increase will be somewhat less than the 6.2% advance expected for the real GNP...."

XII. SPELLING

Alternative Spellings

When a word may be spelled in more than one way, use the preferred (i.e., the first listed) spelling in Webster's Collegiate dictionary:

adviser	not	advisor
moneys	not	monies
sizable	not	sizeable
judgment	not	judgement
acknowledgment	not	acknowledgement
overall	not	over-all
catalog	not	catalogue
dialogue	not	dialog

Doubled Consonants

Whether or not to double the final consonant of a verb when forming a participle can be a problem. The following rule should help: If the accent is on the verb's final syllable, the consonant is doubled;* if the accent is on any other syllable, the consonant remains single.

propel	propelling	propelled
excel	excelling	excelled
repel	repelling	repelled

but

cancel	canceling	canceled
total	totaling	totaled
benefit	benefiting	benefited

* This does not apply to verbs containing more than one vowel before the final consonant:

repeal	repealing	repealed
--------	-----------	----------

XIII. TABLES

Tables should be numbered if there are more than one. Each table should have a title which briefly identifies its contents.

For chronological data, start with the earliest data on the left or at the top. Break up lengthy lists by spacing each group of five or six.

Capitalize only the initial letter of the first word of items in the stub (extreme left listing) and column headings. (Proper names, however, carry initial capitals.)

Because space for headings is often cramped in tables, abbreviations are permissible:

Total, excl. D.C. % Increase

A dollar sign usually precedes the initial dollar figure in a column and any total or subtotal figure.

If all columns use the same unit of measure, it should be indicated only once, beneath the title, and not repeated under column heads.

If some columns are in dollars and other columns in percentages or other measures, indicate the measure under each column heading, and show rounding as follows:

<u>State Aid</u>	
<u>Amount</u> (000)	<u>Percentage</u> <u>of total</u>
\$10,000	25.0

Depending on effectiveness, totals may be shown at the top or bottom, right or left side, of a table. Be sure, however, to be consistent in any set of comparable tables.

In tabulations ranking the states, show the same rank number for states that are tied and skip sufficient succeeding rank numbers. (However when New York State is tied, carry out figures to further decimal places to resolve the tie.)

Footnotes should be designated by a/, b/, c/, etc.

At the bottom of a table, always show the source of the data presented, indicating agency or publisher and title of publication.

XIV. WORDS COMMONLY MISUSED OR MISPLACED

Affect/effect - To affect means "to influence"; to effect means "to bring about." Affect is never a noun; the noun is effect:

We shall try to effect the change very soon.

The change will affect the entire office.

The effect of the change will be widespread.

Alternate/alternative - often confused both as adjectives and nouns. *Alternative* refers to a one-time choice, while *alternate* suggests regular recurrence:

The alternative to increased funding is to end the program.

Visits may be made on alternate Tuesdays.

As to whether - *Whether* is sufficient.

Between/among - *Between* is used with two persons or things, *among* with three or more.

Can/may - *Can* denotes ability or possibility; *may* denotes permission:

Can we meet as soon as next Tuesday?

May I bring Mr. Smith?

Comprise/compose/constitute - *Comprise* means "include," "embrace"--the whole *comprises* all its parts. Conversely, the several parts *compose*, or *constitute*, the whole. Confusion occurs because *comprises* is interchangeable with the phrase *is composed of*. Thus:

A zoo comprises animals, reptiles, and birds.

A zoo is composed of animals, reptiles, and birds.

Not: A zoo is comprised of animals, reptiles, and birds.

Contemplate - means to observe thoughtfully, to meditate on, and should not be used as synonym for "plan" or "expect":

Not: We contemplate no changes in the immediate future.

But: We plan no changes in the immediate future.

Ensure/insure - Although both words mean to make sure, certain, or safe, it is suggested that *insure* be used only when referring to protection against financial loss:

Everyone should be insured against long-term disability.

The State seeks to ensure adequate educational opportunities for all persons able and willing to learn.

Farther/further - *Farther* refers to distance; *further* refers to time, quantity, or quality:

The new office is farther from Albany.

We will pursue the matter further at our next meeting.

Fewer/less - *Fewer* refers to number--items that can be counted; *less* refers to quality or bulk quantity measurement:

The measure received fewer votes when it was acted on this year.

The measure received less support this year than last.

Impact - should be used as a noun only, never as a verb.

Imply/infer - frequently confused although the difference is as sharp as that between "throw" and "catch." To *imply* means to suggest, to convey a thought indirectly. To *infer* means to deduce, to catch an indirectly expressed thought:

The Commissioner implied that the program had not lived up to expectations. From his remarks, we inferred that he planned to eliminate it soon.

It - Make sure, when using the word *it*, that the reader knows what it refers to.

Liabile/likely - Avoid using *liable* as a synonym for *likely*:

Tax collections are likely to be greater in the fourth quarter than in the third.

No/not...any - Often the simple word *no* can replace the more cumbersome *not...any*:

The committee has come to no conclusion in this matter.

Not: *The committee has not come to any conclusion in this matter.*

Not only...but also - When using this construction, be sure that both parts are included in the sentence. Be careful of placement of the word *that* to ensure parallel construction:

We recommend that the program be not only continued but also expanded.

Or: *We recommend not only that the program be continued but also that it be expanded.*

Not: *We recommend that the program not only be continued but also that it be expanded.*

Ongoing - An "in" word to be avoided and replaced with "existing," "continuing," "current," "present," or "active."

Only - A word often misplaced. It should stand as close as possible to the word it modifies:

Not: *We only need a few more days to complete the project.*

But: *We need only a few more days to complete the project.*

The importance of *only* can be heightened by placing it immediately after, rather than before, the word it modifies:

Show percentages to one decimal place only.

Overall - So useful a word that it sometimes suffers from overexposure. Possible substitutes are "total," "aggregate," "comprehensive," "whole," "complete," and "general."

Per - A Latin word which in general should be used only with other Latin words, as in *per diem* and *per capita*. With English words, *a* or *an* is preferred:

Gasoline is taxed at the rate of 8 cents a gallon.

The speed limit is 65 miles an hour.

Practical/practicable - *Practical* means "useful"; *practicable* means "feasible":

Although a bridge spanning Long Island Sound is eminently practicable, many doubt that it would be a practical solution to current traffic problems.

Presently - means "forthwith" or "soon"; it should not be used to mean "now" or "at present."

Principal/principle - *Principle* is a noun meaning "rule," "law," or "assumption." *Principal* can be either a noun or an adjective and has a variety of applications:

school principal
principal and interest
our principal objective

Provided/providing - When used as a conjunction meaning "if" or "on condition that," *provided* is preferred to *providing*:

The Federal government will underwrite the project, provided that administrative costs are met by the State.

That/which - In formal writing, *that* is used to introduce essential clauses and *which* to introduce nonessential clauses:

Equipment that requires extensive repairs is a poor investment.

The report, which was prepared by the Fiscal Planning Unit, is now ready.

Therefor/therefore - sometimes confused as to spelling. *Therefore* is a conjunction meaning "thus" or "and so." *Therefor* is an adverb meaning "for that purpose":

The project is now approved and the necessary bond moneys therefor have been committed.

Very - is rarely necessary and should be used sparingly, if at all. It should never be used alone to modify a past participle:

Not: I was very interested in your discussion.

But: I was very much interested in your discussion.

Or: I was most interested in your discussion.

Vigorous/rigorous - These should not be confused. *Vigorous* implies strength, energy, vitality. *Rigorous* implies harshness, repression, inflexibility. When the Governor's Budget Message promises "rigorous analysis and review of all programs," the intended meaning is probably "intensive" or "scrupulous."

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