



Colorado  
Legislative  
Council  
Staff



January 7, 1998

## THE LEGISLATIVE PROCESS

This memorandum on the legislative process has been prepared in response to the inquiries regarding the procedures and practices of the Colorado General Assembly.

### Structure of the Colorado General Assembly

Our state lawmaking body is the General Assembly. In common usage, however, the Colorado General Assembly is referred to as the legislature. Its law-making power is granted by the state constitution. There are 100 elected members serving as the legislature — 35 Senators and 65 members of the House of Representatives.

A candidate for election to the General Assembly must be at least 25 years old, a citizen of the United States, and a resident of the district he is seeking to represent for at least twelve months prior to the election. An amendment approved by the voters at the 1990 general election limits the terms of office of state senators to two consecutive four-year terms, and state representatives to four consecutive two-year terms, effective for terms beginning on or after January 1, 1991.

### Apportionment of the General Assembly

The state constitution provides that Colorado be divided into senatorial and representative districts. By constitutional mandate, senate and house districts are redrawn every ten years, after the federal census. This process is called reapportionment. The general reapportionment criteria is (1) the state must be divided into single-member districts; (2) legislative districts in each house must have populations as nearly equal as may be required by the Constitution of the United States; (3) each district must be as compact in area as possible; and (4) districts must contain whole counties except when it is necessary to split counties to meet population requirements. As a result of the 1990 federal census, senatorial districts were drawn to represent geographic areas containing approximately

94,125 residents while each member of the House of Representatives represents approximately 50,682 residents.

The 1974 voters approved an initiated amendment removing the General Assembly's authority to draw the boundaries of the 100 legislative districts and placed primary responsibility with an eleven member Colorado Reapportionment Commission. The General Assembly is still responsible for enacting legislation setting the boundaries of Colorado congressional districts, subject to the Governor's veto authority.

## **Legislative Sessions**

From statehood until the early 1950's, sessions of the General Assembly were convened in January of the odd-numbered years. At the 1950 general election, Colorado voters approved an amendment which also provided for sessions in even-numbered years. The amendment, however, limited the subject matter that could be considered at the second regular session of each biennium to items designated by the Governor (the so-called Governor's "call") and revenue raising and appropriation bills. The first regular session of each biennium became known as the long session because the legislature could consider any topic. The second regular session was termed the short session because of the subject matter limitation.

At the 1982 general election, voters approved repeal of the short session and substitution of a provision that sessions in even-numbered years not exceed 140 calendar days. This limitation became effective in 1984. At the 1988 general election approval was given to a referred constitutional amendment to limit each session to 120 legislative days.

Colorado is one of 37 state legislatures that meet every year. The language of the constitution providing for the 120 day session states that annual convenings will occur no later than the second Wednesday in January. Two annual or "regular" sessions make up a General Assembly. Thus, the 61st General Assembly includes the 1997 and 1998 sessions.

A "special" session of the General Assembly is one called at a time other than during a regularly scheduled session. A special session is usually called to consider only matters of an emergency nature. Such a session is usually convened by the Governor. No business can be transacted other than that specially named in the proclamation issued by the Governor to convene the session. The Colorado General Assembly, in a manner similar to that in a majority of the other states, may call itself into session by a written request of two-thirds of the members of each house. Matters considered during a special session are limited to those subjects specified in the request.

# STATE OF COLORADO

## EXECUTIVE CHAMBERS

136 State Capitol  
Denver, Colorado 80203-1792  
Phone (303) 866-2471

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Roy Romer  
Governor

*A Call For A Special Session*

## EXECUTIVE ORDER

### PROCLAMATION CALL FOR THE FIRST EXTRAORDINARY SESSION OF THE SIXTY-FIRST GENERAL ASSEMBLY

- WHEREAS, Section 9 of Article IV of the Constitution of the State of Colorado provides that the Governor may on extraordinary occasions convene the General Assembly by proclamation, and Section 7 of Article V of the Constitution provides that the General Assembly shall meet at other times when convened in special session by the Governor; and
- WHEREAS, state revenues for Fiscal Year 1996-97 exceed spending limits imposed by Section 20 of Article X of the Constitution of the State of Colorado ("TABOR") by \$140 million; and
- WHEREAS, TABOR requires that an excess shall be refunded in the next fiscal year; and
- WHEREAS, TABOR provides no clear guidelines as to the method of refunding the excess, but provides that the state may use "reasonable methods" for a refund; and
- WHEREAS, in the opinion of the Governor, an extraordinary occasion has arisen as a result of the need to determine how the TABOR excess revenues shall be refunded.

NOW, THEREFORE, I Roy Romer, Governor of the State of Colorado, convene the Sixty-first General Assembly with this proclamation and summon the members of the Sixty-first General Assembly to meet in Special Session at the State Capitol, in the City and County of Denver, on the 20<sup>th</sup> day of October, 1997, at 10:00 a.m. and designate the following subjects for your consideration and appropriate legislative action:

1. Concerning the refund of state revenues exclusively received in or accrued to Fiscal Year 1996-97 in excess of the limits established by Section 20, Article X of the Colorado Constitution to Colorado resident individuals in a flat dollar amount per eligible individual, and making an appropriation in connection therewith.



GIVEN under my hand and the  
Executive Seal of the State of  
Colorado this 20<sup>th</sup> day of October,  
1997

Roy Romer  
Governor

The Colorado legislature is considered a "part-time legislature." This means that the General Assembly is made up mostly of individuals who do not devote all their time to legislative business.

During the 61st General Assembly, 20 Republicans and 15 Democrats serve in the Senate while the House of Representatives is comprised of 41 Republicans and 24 Democrats.

## **The Lawmaking Environment**

While only members of the General Assembly may introduce legislation and the formal procedure of passing laws can only occur on the floors of the House of Representatives and the Senate, there are many participants in the legislative process. Constituents, lobbyists, officers of the executive branch, representatives of other governmental entities, the press, and nonpartisan legislative staff are involved in the legislative process.

Upon election, each Senator and Representative must take an oath "to support the Constitution of the United States and the State of Colorado and to faithfully perform the duties of his office according to the best of his ability." These duties include the funding of programs and consideration and adoption of laws which affect a wide range of interests including agriculture, conservation, crime prevention, elementary, secondary and post-secondary education, economic development, consumer protection, elections, finance, health, highways, human rights, insurance, labor relations, natural resources, property, pollution control, recreation, safety, transportation, utilities, unemployment compensation, workers' compensation and other matters that may necessitate state action. To finance state activities and programs of assistance to local governments, the General Assembly seeks to maintain a system of taxation that is fair and equitable.

The General Assembly is responsible for funding the operation of state government and assisting many of the functions performed by local governments. For Fiscal Year 1998 approximately \$9.5 billion including \$4.5 billion of state taxpayer dollars, in excess of \$1.0 billion in moneys from cash funds, and \$1.9 billion from the federal government was appropriated.

In addition to determining the budget for the various services performed by the executive branch of state government, the General Assembly establishes policy and oversees the operations of the executive branch. The Senate, for example, confirms those gubernatorial appointments specified by law. Of greatest importance, however, is the legislative authority to write the laws that are executed by the officials and agencies within the various executive departments.

Legislators also spend a significant amount of time responding to requests from constituents. Legislative staff members assist in answering more complex issues, but many

constituent questions can be handled by referring the citizen to administrators within the executive branch.

## **Constitutional Limitations on Legislative Power**

The state constitution, and in particular the Bill of Rights, is an important limitation on legislative power. Section 2 of Article II, for example, states that “the people of this state have the sole and exclusive right of governing themselves, as a free, sovereign and independent state; and to alter and abolish their Constitution and form of government . . . .” Another limitation on legislative power is a constitutional prohibition against state debt. Another example can be found in Article V, Section 25, the prohibition against “special legislation.” The provision states that “Where a general law can be made applicable, no special law shall be enacted.” In other words, individuals or entities cannot be granted special treatment by the General Assembly. The gubernatorial veto of a legislative enactment is another limitation. Indeed many of the 119 amendments that have been made to the constitution between 1876 and 1996 limit legislative power.

## **Separation of Powers**

Article III of the Colorado constitution states:

The powers of the government of this state are divided into three distinct departments, the legislative, executive and judicial; and no person or collection of persons charged with the exercise of powers properly belonging to one of these departments shall exercise any power properly belonging to either of the others, except as in this constitution expressly directed or permitted.

This is the “separation of powers” clause. The doctrine of separation of powers has been interpreted to mean that no branch — legislative, executive, or judicial — is subordinate to the others, but all are recognized as coordinate, independent, and coequal. Yet, this separation cannot be total. For example, under the concept of checks and balances, each branch has been given certain constitutional powers to limit the other branches, such as judicial determination of the constitutionality of laws adopted by the General Assembly.

## **Delegation of Lawmaking Powers**

The separation of powers provision of the state constitution prohibits one branch from delegating its essential functions to another. It also prohibits one branch from usurping the powers of another branch of government. On the other hand, while the General Assembly cannot confer on a body the power to determine what the law shall be, the legislature may confer upon administrative agencies the power to promulgate rules and regulations, a quasi-legislative function.

# STATE OF COLORADO

## EXECUTIVE CHAMBERS

136 State Capitol  
Denver, Colorado 80203-1792  
Phone (303) 866-2471



June 6, 1996

Roy Romer  
Governor

**A VETO MESSAGE FROM THE GOVERNOR**

To the Honorable  
Colorado House of Representatives  
Sixtieth General Assembly  
Second Regular Session  
Denver, CO 80203

Ladies and Gentlemen:

I am returning to the Secretary of State House Bill 96-1376, "Concerning the Control of Legislative Spaces by the Legislative Department", which I vetoed today at 3:50pm. This letter sets forth my reasoning for vetoing this bill.

Under current law, the executive branch, through the Department of Personnel/General Support Services, has responsibility for the maintenance and oversight of all state buildings, including the Capitol and the surrounding grounds. This bill removes legislative spaces in the Capitol from oversight by this department.

I believe this bill is unnecessary. The executive branch historically does not make any changes relating to the legislative space of the Capitol without the approval of the leadership of the General Assembly. Nothing happens in the legislative space of the Capitol without legislative consent. Therefore, the General Assembly effectively has control over the legislative space in the Capitol.

I also believe this bill could lead to unintended conflicts which are not in the best interests of preserving the integrity of the Capitol. It is important that one entity have responsibility for the management of this building. For example, the heating, ventilation, electrical, plumbing, and other mechanical systems must be treated cohesively. They cannot be dealt with differently on the first and second floors. We have the responsibility to coordinate what happens in the Capitol to accommodate all users of the building. Having two entities with ultimate responsibility for different floors of one building is simply not workable.

This administration has always maintained a reasonable balance in the Capitol to accommodate the needs of the different elected officials. Without clear evidence of a problem, I see no reason to change the current responsibility for managing the Capitol.

Sincerely,

Roy Romer  
Governor

## Nonlawmaking Powers

In addition to enacting laws and referring proposed changes to the constitution to the voters, the General Assembly performs a number of other important functions as policymakers.

- As provided in the constitution, most of the significant appointments by the Governor to certain boards and commissions are subject to confirmation by the Senate. This is an exercise of the so called "consent" power. If appointees are not confirmed, they may not hold office, and the name of another appointee must be submitted by the Governor.
- Through the appropriations process, the legislature has the power to influence the level, scope, and operation of executive departments.
- Many executive agencies are directed by statute to submit periodic reports to the General Assembly and the Governor detailing their agency activities and, in some cases, making recommendations for legislation.
- By joint rule, committees of reference of the General Assembly are directed to remain advised of the activities, functions, problems, new developments, and budgets of the principal departments within the subject-matter jurisdictions of each committee. The chairmen of the respective committees invite managers of the departments to advise legislators on departmental activities.
- By joint rule of the House of Representatives and the Senate, one or more standing committees may be designated to provide continuing legislative review of boards and agencies subject to termination under the state's sunset law. A review process has also been established to evaluate those groups seeking state recognition under the sunrise statute.
- An agency of the General Assembly has responsibility for the review of administrative rules and regulations. Every rule adopted or amended by an executive agency is examined to see if the rule is within the power delegated to the agency and consistent with law. If there is a possible problem, a legislative committee addresses the issue at a public hearing. Rules that are identified as inconsistent with law are allowed to expire.
- The legislature has power to expel one of its own members for contempt or disorderly behavior. Impeachment charges may be brought by the House of Representatives.

## **Limitations on Bills Introduced**

The General Assembly adopted a rule in 1977 that limits the number of bills members may introduce during a legislative session. Last modified in 1990, the rule provides that members may introduce no more than five bills, excluding measures which make appropriations and two bills that are recommended by committees that meet between legislative sessions. With regard to the bills subject to the five bill limit, if a legislator waits until after December 1 to ask that bills be drafted, the legislator may request only two bills. Legislators elected at the general election prior to the odd-numbered year session and who have not served in the General Assembly during the past session have until December 15 to make requests under the five bill limit.

Limitations have also been imposed on the number of bills that may be recommended as a result of interim committee deliberations. No Legislative Council interim committee may recommend more than four bills; no committee created by statute may recommend more than two bills per legislator-committee member; and no committee created by resolution may recommend more than one bill per legislator-committee member. All bills recommended by the committees in all three categories must be approved by the Legislative Council, comprised of 18 members. Bills or other measures recommended by the interim committees need not be sponsored by a member of the committee making the recommendation. Exemptions from the bill limitations are granted during the legislative sessions but only by special committees on delayed bills.

## **The Legislative Deadline Schedule**

Adopted in 1974 as a part of the joint rules, the deadline schedule insures an orderly flow of work during the legislative session. The deadline schedule for the 1997 legislative session is detailed on the next page.

## DEADLINE SCHEDULE FOR THE 1998 COLORADO GENERAL ASSEMBLY

SOURCE: House Joint Resolution 97-1037

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December 1, 1997 (Monday)	Initial deadline for members to request bills. In accordance with Joint Rule No. 24 (b) (1) (A) members may not introduce more than five bills. Of the five bills, excluding appropriations and interim bills described in Joint Rule No. 24 (b)(1)(D), not more than two bills may be requested after December 1.
January 2, 1998 (Friday)	Deadline for filing one of each member's three bills requested prior to December 1 pursuant to Joint Rule 23 (a) (2) and Joint Rule 24 (b) (1) (A) with the house of introduction for printing, distribution to Legislative Council for preparation of fiscal notes, and introduction on 1st day.
January 7, 1998 (Wednesday)	<b>General Assembly convenes.</b> Deadline for the introduction of the bills required to be filed 5 days prior to the 1st day.
January 9, 1998 (Friday)	3rd Day Deadline for introduction of the two remaining <b>Senate</b> bills requested prior to December 1 pursuant to paragraph (2) of this subsection (a) and Joint Rule 24 (b) (1) (A).
January 12, 1998 (Monday)	6th Day Deadline for introduction of the two remaining <b>House</b> bills requested prior to the December 1 pursuant to paragraph (2) of this subsection (a) and Joint Rule 24 (b) (1) (A).  Deadline for bill draft requests to the Office of Legislative Legal Services.
January 23, 1998 (Friday)	17th Day Deadline for introduction of <b>Senate</b> bills, except the Long Bill.
January 28, 1998 (Wednesday)	22nd Day Deadline for introduction of <b>House</b> bills, except the Long Bill.
February 1, 1998 (Sunday)	Deadline for General Assembly to certify, by joint resolution, the revenue estimate for the next fiscal year pursuant to 24-75-201.3.
February 12, 1998 (Thursday)	37th Day Deadline for <b>Senate</b> committees of reference to report Senate bills.*
February 13, 1998 (Friday)	38th Day Deadline for <b>House</b> committees of reference to report House bills.*
February 23, 1998 (Monday)	48th Day Deadline for final passage of <b>House</b> bills in the House of Representatives.*
February 25, 1998 (Wednesday)	50th Day Deadline for final passage of <b>Senate</b> bills in the Senate.*
March 20, 1998 (Friday)	73rd Day Deadline for committees of reference to report bills originating in the other house.*
March 23, 1998 (Monday)	76th Day Deadline for introduction of the Long Bill in the <b>House</b> .

March 27, 1998 (Friday)	80th Day	Deadline for final passage of Long Bill in house of origin.
March 30, 1998 (Monday)	83rd Day	Deadline in even-numbered years for final passage in the <b>Senate</b> of all bills originating in the House of Representatives*
April 3, 1998 (Friday)	87th Day	Deadline for final passage of Long Bill in second house.  Deadline for final passage, including conference committee report, for any bill prescribing all or substantial funding for public schools pursuant to the "Public Finance Act of 1994", Article 54 of Title 22, C.R.S.
April 6, 1998 (Monday)	90th Day	Deadline for final passage in the <b>House</b> of all bills originating in the Senate*.
April 10, 1998 (Friday)	94th Day	Deadline for adoption of conference committee report on Long Bill.  Deadline for Appropriations Committee in house of introduction to report bills referred to Appropriations Committee.
April 17, 1998 (Friday)	101st Day	Deadline for final passage in house of introduction of all bills referred to Appropriations Committee in that house.
April 24, 1998 (Friday)	108th Day	Deadline for Appropriations Committee in second house to report bills referred to Appropriations Committee.
April 29, 1998 (Wednesday)	113th Day	Deadline for final passage in second house of all bills referred to Appropriations Committee in that house.
May 4, 1998 (Monday)	118th Day	If there has been adjournment to a day certain, reconvene for adjournment sine die unless the joint resolution for adjournment to a day certain specifies another day for reconvening.
May 6, 1998 (Wednesday)	120th Day	Deadline for adjournment sine die.

\* All bills in the Appropriations Committee in either house on the day of the asterisked deadline are excluded from these deadlines

## Legislative Leadership

### Election of Leadership

Shortly after the November general election, organizational caucuses are held to select majority party and minority leaders. Representatives and Senators meet separately, with the House majority party members selecting in caucus the Speaker, Majority Leader, Assistant Majority Leader, Whip, and Caucus Chairman. The Speaker appoints a Speaker pro tem. The Senate members select the President, and President pro tem. Majority Leader, Assistant Majority Leader, Caucus Chairman, and members of the Joint Budget Committee are selected by the majority party in caucus.

The minority party holds an organizational meeting in much the same fashion as the majority party; leaders selected include a Minority Leader, Assistant Minority Leader, and a Caucus Chairman for each house.

*House procedures.* While the Speaker of the House is selected informally by the majority caucus, he is elected by a majority vote of the members of the House of Representatives on the first day of the session. Tentative designation of a Speaker at the November meeting enables the person selected to devote time to appointing of chairmen and majority members of the House committees of reference. The Speaker also designates the number of members on each committee and the number from each political party. The Minority Leader appoints minority party members to committees of reference. Majority party members who are interested in serving on certain committees may submit their preferences to the Speaker. The Speaker may consult with members in order to evaluate their background and qualifications for particular committee assignments.

*Senate procedures.* The Senate, by a majority vote of all members elected, elects a member as President of the Senate and another member as President pro tempore. The Committee on Committees (majority leadership) determines the number of members on each committee of reference and the number from each political party, and appoints the majority party members. The Minority Leader appoints minority party members.

On the first day of a new legislative session following the general election, the Senate is called to order by the President of the preceding session or the Senator having the longest continuous service in the Senate. The House of Representatives is called to order by the Speaker of the preceding session, or in his absence, the member who has served the longest continuous time in the house.

The Majority and Minority Leader in both houses occupy the two front row seats on the aisle but across from one another. No established order is followed for assignment of other seats; however, in the Senate, seniority governs choice of seats.

The President of the Senate and the Speaker of the House of Representatives preside over their respective bodies. A President pro tem serves as the presiding officer in the absence of the President. The Speaker designates a member to serve in his absence. The duties of the President of the Senate and the Speaker of the House of Representatives include the preservation of order during sessions of the two houses, the deciding of questions of procedure, making appointments to committees, referring bills to committees, and signing bills, resolutions, memorials, and tributes.

### **Role of the Caucus**

Legislative caucuses are held frequently during the session by the parties in each house to discuss positions on important issues before the General Assembly. During the 1988 Legislative session, each house of the General Assembly adopted a rule regarding voting and the caucus. The House rule 20 (b.5) reads: "A member shall not be compelled by a majority of a political caucus to cast his vote for or against any legislative measure." A portion of the GAVEL amendment adopted at the November, 1988 general election addresses caucus positions. It reads as follows:

No member or members of the general assembly shall require or commit themselves or any other member or members through a vote in a party caucus or any other similar procedure to vote in favor of or against any bill, appointment, veto, or other measure or issue pending or proposed to be introduced in the general assembly.

### **The Order of Legislative Business**

An observer unfamiliar with the procedures of the General Assembly might be confused by the daily order of business and the parliamentary maneuvers exercised by members of the legislature. Actually, the parliamentary rules governing legislative procedures enable each house to operate in an orderly manner.

Although the procedure for one body is very similar to the procedure for the other, there are differences that should be noted.

## Differences Between the House and Senate Rules and Procedures

SENATE	HOUSE
<b>Consideration of motions</b>	
<p>No second is required on any motion either in committee or on the floor.</p> <p>A voting machine is not used in the chambers.</p> <p>No similar provision.</p>	<p>Seconding motion required in committee but not during second reading.</p> <p>A voting machine is used in the chambers.</p> <p>In a committee meeting, if a motion is made to report a measure favorably to the Committee of the Whole when the measure is not in the order of business determined by the chairman, the measure, nevertheless, is considered by the committee. If such motion fails to pass, however, the bill is dead.</p>
<b>Presiding Officers</b>	
A President pro tem is elected and sits in the absence of the President of the Senate.	The Speaker of the House appoints a member of the House to preside in his absence.
<b>Size of Committees</b>	
The size of committees and proportion of majority and minority party members on committees is determined by the majority party leadership, the Committee on Committees.	Speaker of the House determines committee sizes although the House rules prescribe not less than 10 nor more than 19 House members on a committee.
<b>Adjournment Time</b>	
6:00 p.m. daily adjournment time.	No provision.
<b>Reporting of Committee Action</b>	
Committee reports must be delivered to the front desk of the senate within five days after committee action.	Committee reports must be delivered to the front desk within three days after committee action on a measure.
<b>Committee Jurisdiction</b>	
Bills which increase salaries or cause an appropriation are sent to the Senate Appropriations Committee while bills which take money from one function to fund another function are referred to Finance. All other bills are assigned at the discretion of the President.	Assignment of bills to committees of reference is made by the Speaker although the majority party caucus has in the past adopted a routing procedure for bills with a fiscal impact.
<b>Speaking Time Limitation</b>	
Limit of one hour	In speaking before the Committee of the Whole,, there is no time limitation. Unless consent is given,, there is a 10-minute limit at all other times.

<b>Handling Amendments on 2nd Reading</b>	
First adopted is the recommended committee amendment; then floor amendments which amend the committee amendment.	The House adopts floor amendments to the committee amendment before adopting the committee amendment.
<b>Committee of the Whole Report</b>	
Amendments to the report of the Committee of the Whole may be considered even though they were not made during the second reading debate.	Amendments to bills that are a part of the report can be offered only if the amendments were offered during second reading.
Committee of the Whole report is adopted on a voice vote unless a roll call is requested.	A roll call vote is required on the adoption of the report.

### **Daily Order of Business**

The regular hour of meeting of both houses is 9:00 a.m., unless otherwise ordered by the President of the Senate and the Speaker of the House. The two houses do not have to convene or adjourn at the same hour. The Senate is called to order by the President of the Senate and the House by the Speaker of the House of Representatives.

The usual order of business for the House of Representatives can be summarized as follows:

- (a) Call to order by the Speaker of the House.
- (b) Call of the roll of the members. Each member must answer to roll call unless the member has been excused and is expected to remain until adjournment each day. The names of those present and absent are recorded in a daily record of proceedings called the journal. The Speaker declares the presence or absence of a quorum. It is necessary to have a quorum present in order to transact business. A quorum consists of a majority of all members elected – eighteen members in the Senate and thirty-three members in the House.
- (c) If a quorum is present, the journal of the preceding day is corrected and approved, and the house is then ready to take up the day's business which is usually conducted in the following order:
  1. Reports of committees of reference – these reports detail the action that committees have taken on bills assigned to them by the Speaker.
  2. Messages from the Senate, the Governor, or the Revisor of Statutes – these include notification of Senate action on House bills, and actions of the Governor regarding bills initiated in the House and sent to the Governor for his approval.

3. Introduction of bills – bills are read by title only, then assigned a number and referred by the Speaker to a committee.
4. Introduction of resolutions and memorials – these matters can be discussed and acted upon the same day they are introduced, laid over one day, or assigned to a committee.
5. Third reading of bills – this is when a final vote is taken on a bill. Commonly, less time is given to debate on third reading; amendments are generally not made at this time. This is, however, the time that a recorded vote is made on a bill.
6. General orders – the entire membership of the House of Representatives becomes a committee (the so-called committee of the whole) for the purpose of debating bills on its calendar for second reading. Before second reading of a bill, the Speaker steps down as presiding officer and another member of the body assumes the duties of chairman of the committee. This is the time that the entire house considers action taken by a committee of reference on a bill. Amendments to bills are generally ordered during committee meetings or when the bill is debated on second reading. Amendments adopted in committee meetings are recommendations to be debated and considered during second reading. The report of the committee of reference can be accepted, amended, or rejected. If additional amendments are to be made to a bill, they are made at this time. Occasionally a bill is sent back to the committee to which it was originally referred or to a different committee.

After the Committee of the Whole has completed its calendar of second reading bills it reports to the Speaker of the House. The report is an itemization of the bills considered and action taken on each measure, i.e. whether the bill was passed, amended, defeated, laid over until another day, or referred back to committee. The membership of the House votes on acceptance of the report. Often members attempt to reverse action taken during second reading by offering amendments to the report of the Committee of the Whole. Roll call votes are recorded on amendments to the report.

7. Conference committee reports – when there are differences over a bill passed by both houses, a conference committee is appointed consisting of three members from each body. A conference committee report discloses whether the committee was able to resolve differences between the two houses.
8. Consideration of resolutions and memorials – these matters are debated only once and that debate takes place on the floor of the houses. Concurrent resolutions, on the other hand, require a second and third reading in both houses.
9. Adjournment for the day.

## **Joint Sessions**

Annually both houses of the Legislature meet for a joint session in order to hear the Governor's message on the condition of the state's economy and a summary of his budget request for the operation of the executive branch of state government. In addition, the General Assembly meeting in joint session receives a report from the Chief Justice of the Colorado Supreme Court on the state of the courts. Although the President of the Senate is the presiding officer, the rules of the House of Representatives govern the joint session. The joint session is recorded in the journal of the House of Representatives.

## **The Structure of a Bill**

Proposals discussed by the Colorado General Assembly during the legislative session are presented in the form of a written document called a bill. A bill generally does one of the following things: creates new law; amends existing law; or repeals existing law. Another kind of bill, an appropriations bill, is less permanent in nature – generally effective for one year only. Most appropriations for the funding of state departments, agencies, and institutions are included in the general or “long” appropriations bill although there are many supplemental appropriations which are made in separate bills and are regarded as amendments to the long bill.

In accordance with the rules of both houses, all bills must be submitted before introduction to the Office of Legislative Legal Services. This office of attorneys makes sure that bills conform to the legal style of the Colorado statutes.

At the time of introduction, each bill is given a number which designates that proposed piece of legislation for the remainder of the legislative session. Bills are numbered in the order that they are introduced. Senate bills start with #1. House bills are numbered from 1001. Beginning with the 1990 session, a prefix is used to identify the year a bill is introduced, for example, SB 90-1. The same numbering system is used for resolutions and memorials. If a bill that fails to pass during one session is to be reconsidered the next year, it must be reintroduced at that succeeding session.

The usual arrangement of the provisions of a bill are as follows: title, bill summary, enacting clause, new provisions of law, amendments to existing law, repeals of existing law, an appropriation, effective date, and safety clause. New provisions of law, amendments to existing law, and repeals to existing law are the major portions of a bill and are identified by an amending clause. The amending clause cites the statute to be added, amended, or repealed and describes the action to be taken in the following portion of the bill.

Bills that amend existing provisions of law must be written to show what specific changes in existing law are proposed. This is accomplished through the use of capitalization to show new language and dashes through words to indicate deletions from the existing law. When amendments are extensive, existing law is repealed and reenacted or entire new sections are added and the capitalization-cancelled letter type is not used.

The prime sponsor and co-sponsors of the measure are listed on the first page of a bill. A bill must have a sponsor in both houses. They shoulder the major responsibility for explaining the bill to their colleagues. In addition to the sponsors whose names appear on the bill when introduced, other legislators may add their names as co-sponsors after passage on third reading in either house. Occasionally, a member will remove his name as sponsor of a bill. This happens when amendments have changed the bill so extensively that he no longer wishes to be listed as sponsor or co-sponsor.

### **Bill Title and Summary**

The bill also contains a brief but comprehensive title. The state constitution requires that a bill contain only one subject, which is to be clearly expressed in its title. The title is followed by a brief summary statement written by the legislative staff attorney who drafted or reviewed the proposal. Although the bill may be amended as it travels through the legislative process, the bill summary is not changed to reflect these amendments. The summary has no legal effect.

### **Enacting Clause**

Below the bill summary, there is an enacting clause. The state constitution provides that "the style of the laws of this state shall be 'Be it enacted by the General Assembly of the State of Colorado'." This clause must be included in all bills; failure to do so will invalidate the entire bill. Sometimes legislators will strike the enacting clause thereby invalidating or killing the bill.

The sections that follow the enacting clause vary according to the purpose of the bill. The provisions of a bill are so diverse that no definite rules are laid down for their order. For example, when provisions of law create a new agency or establish a new governmental program, the following sections will generally be found in the bill after the enacting clause: a short title; a legislative declaration explaining the intent of the new law; definitions of terms used in the bill; sections covering the main purpose of the proposed law and how the agency or program is to be administered; how the powers of the new agency or the procedures of the new program are going to be enforced; and penalties for noncompliance with the law.

Identification given by the Office of Legislative Legal Services for internal control. Refer to this number when you want to discuss the bill with the drafter.

LLS NO. 92 0637/1

Second Regular Session  
Fifty-eighth General Assembly  
STATE OF COLORADO

HOUSE BILL 92-1272  
Health, Environment,  
Welfare & Institutions  
Appropriations

Committee assignment(s) is made by the Speaker upon introduction (first reading).

BY REPRESENTATIVE Fish;  
also SENATOR Traylor.

A BILL FOR AN ACT

1 CONCERNING THE COLORADO NURSING SCHOLARSHIP PROGRAM, AND  
2 MAKING AN APPROPRIATION IN CONNECTION THEREWITH.

Bill Summary

(Note: This summary applies to this bill as introduced and does not necessarily reflect any amendments which may be subsequently adopted.)

Authorizes the Colorado commission on higher education to establish a nursing scholarship program. Provides that the general assembly may make annual appropriations for the support of the program. Authorizes the commission to determine which institutions are eligible for participation in the program. Requires the commission to report annually to the general assembly. Makes an appropriation.

3 Be it enacted by the General Assembly of the State of Colorado:

4 SECTION 1. Article 3.3 of title 23, Colorado Revised  
5 Statutes, 1988 Repl. Vol., as amended, is amended BY THE  
6 ADDITION OF A NEW PART to read:

PART 7

8 COLORADO NURSING SCHOLARSHIP PROGRAM  
9 23-3.3-701. Colorado nursing scholarship program.

1 (1) THE GENERAL ASSEMBLY HEREBY AUTHORIZES THE COMMISSION TO  
2 ESTABLISH A NURSING SCHOLARSHIP PROGRAM. SUCH PROGRAM SHALL  
3 BE ADMINISTERED IN ACCORDANCE WITH POLICIES AND PROCEDURES  
4 ESTABLISHED BY THE COMMISSION. THE GENERAL ASSEMBLY MAY  
5 APPROPRIATE ANNUALLY AN AMOUNT FOR THE SUPPORT OF SUCH  
6 PROGRAM.

7 (2) THE COMMISSION SHALL DETERMINE, BY GUIDELINE, THE  
8 INSTITUTIONS OF HIGHER EDUCATION ELIGIBLE FOR PARTICIPATION IN  
9 THE SCHOLARSHIP PROGRAM.

10 (3) AS PART OF THE REPORT OF EXPENDITURES REQUIRED  
11 PURSUANT TO SECTION 23-3.3-102 (7), THE COMMISSION SHALL  
12 ANNUALLY REPORT TO THE GENERAL ASSEMBLY ON THE COLORADO  
13 NURSING SCHOLARSHIP PROGRAM.

14 SECTION 2. Appropriation. In addition to any other  
15 appropriation, there is hereby appropriated, out of any moneys  
16 in the general fund not otherwise appropriated, to the  
17 Colorado commission on higher education, for the fiscal year  
18 beginning July 1, 1992, the sum of \_\_\_\_\_ dollars  
19 (\$ \_\_\_\_\_), or so much thereof as may be necessary, for  
20 the implementation of this act.

21 SECTION 3. Effective date. This act shall take effect  
22 July 1, 1992.

23 SECTION 4. Safety clause. The general assembly hereby  
24 finds, determines, and declares that this act is necessary  
25 for the immediate preservation of the public peace, health,  
26 and safety.

Written by the bill drafter in the Office of Legislative Legal Services. The summary has no legal effect.

## **Severability Clause**

A severability clause is found toward the end of many bills. This clause provides that if any part of an act is held unconstitutional, the remaining sections of the act shall not be affected. It is, in effect, a saving clause because it "saves" parts of an act if any other parts of the act are declared unconstitutional through court action.

## **Safety Clause**

Another common clause found at the end of all bills is the safety clause. This clause originates in the initiative and referendum provisions of the state constitution. The state constitution provides that a legislative enactment may be subject to referral by petition to the people for approval "except as to laws necessary for the immediate preservation of the public peace, health or safety." To avoid this procedure, the safety clause is incorporated in a bill. The General Assembly can still refer any act to the people by substituting a referendum clause in place of the safety clause.

## **Effective Date**

The constitution states that "an act of the General Assembly shall take effect on the date stated in the act, or, if no date is stated in the act, then on its passage" — meaning the date on which the governor either approves the bill or allows it to become law without his signature.

## **Different Versions of a Bill**

The different versions of a bill are:

- (1) *Printed bill* – the bill as introduced before any amendments are added.
- (2) *Engrossed bill* – the bill as passed on second reading in the house of introduction. It includes any amendments adopted by that house on second reading.
- (3) *Reengrossed bill* – the bill as passed on third reading in the house of introduction and includes all amendments adopted by that house. The reengrossed bill is the version sent to the second house for consideration by a committee of reference.
- (4) *Revised bill* – the bill passed on second reading in the second house. It includes any amendments made to the bill on second reading by the second house.
- (5) *Rerevised bill* – includes amendments made by the second house on third reading. The rerevised bill is then transmitted back to the house of origin for enrollment and transmittal to the governor for his action.
- (6) *Enrolled bill* – the bill engrossed with all amendments made thereto and passed in identical form by both houses is known as the enrolled bill.

# An Act

SENATE BILL 94-013

Senate and House  
Prime Sponsors  
and Co-sponsors

BY SENATORS Thiebaut and Tebedo;  
also REPRESENTATIVES Entz, Anderson, and Kreutz.

Bill Title



CONCERNING THE TIME LIMITATION FOR RENEWAL OF A DRIVER'S LICENSE  
PRIOR TO ITS EXPIRATION.

Enacting  
Clause



Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. 42-2-116 (1) (a), Colorado Revised Statutes,  
1993 Repl. Vol., is amended to read:

Deleted  
Language



42-2-116. **Renewal of license.** (1) (a) Every license issued  
under section 42-2-112 shall be renewable ~~within ninety days~~ prior  
to its expiration, upon application in person, payment of the  
required fee, passing of an eye test, passing of such other  
examinations as the applicant's physical limitations or driver's  
record indicates to be desirable, and payment of any penalty  
assessment, fine, cost, or forfeiture as prescribed by subsection  
(3) of this section.

Effective date.  
When excluded,  
it is the date of  
the Governor's  
signature

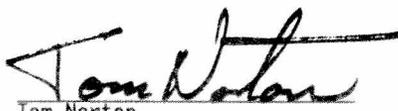


SECTION 2. **Effective date.** This act shall take effect July  
1, 1994.

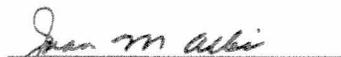
SECTION 3. **Safety clause.** The general assembly hereby  
finds, determines, and declares that this act is necessary for the  
immediate preservation of the public peace, health, and safety.

Signatures  
of the Senate  
and House  
Presiding  
Officers



  
Tom Norton  
PRESIDENT OF  
THE SENATE

  
Charles E. Berry  
SPEAKER OF THE HOUSE  
OF REPRESENTATIVES

  
Jean M. Albi  
SECRETARY OF  
THE SENATE

  
Judith M. Rodrigue  
CHIEF CLERK OF THE HOUSE  
OF REPRESENTATIVES

APPROVED April 19, 1994 at 2:06 P.M.

  
Roy Roemer  
GOVERNOR OF THE STATE OF COLORADO

## Other Matters Considered by the General Assembly

Most measures considered by the General Assembly appear in the form of bills. However, the sentiment of the legislature is also expressed through resolutions, memorials, and tributes. Examples of each are shown on the following pages. These enactments are classified by rules of the House and the Senate. The rules of both chambers are very similar regarding resolutions, memorials and tributes. The three matters can be divided into the following classes:

- (a) Concurrent Resolutions propose amendments to the state constitution or ratify proposed amendments to the federal constitution. Concurrent resolutions are not subject to the legislative deadline schedule. While bills and other matters before the body require only a simple majority of those elected to approve a measure on second and third reading, a concurrent resolution to amend the state constitution requires a majority on second reading but a two-thirds vote on third reading. The House of Representatives requires a two-thirds vote for ratification of an amendment to the federal constitution while the Senate requires only a majority (see page 22).
- (b) Joint Resolutions pertain to the transaction of the business of both houses; establish investigating committees composed of members of both houses; or express the will or sentiment of both houses on any matter. Most joint resolutions fall into the last category (see page 23).
- (c) Resolutions which do not require the concurrence of the other house, relate solely to the business of one house or are an expression of will or sentiment of the body (see page 24).
- (d) Joint Memorials or Memorials petition the Congress of the United States on any matter, or express sentiment on the death of any person who served as a member of the General Assembly or other positions in government.
- (e) Tributes offer congratulations for significant public achievements or express appreciation for service to the state or the General Assembly, extend greetings to prominent visitors to the state, or express sentiment on the death of a person who has not served as a member of the General Assembly (see page 25).

# A PROPOSAL TO CHANGE THE CONSTITUTION

## SENATE CONCURRENT RESOLUTION 96-004

BY SENATOR Wattenberg;  
also REPRESENTATIVES Taylor, Chlouber, and Schwarz.

SUBMITTING TO THE REGISTERED ELECTORS OF THE STATE OF COLORADO AN AMENDMENT TO ARTICLE XIV OF THE CONSTITUTION OF THE STATE OF COLORADO, CONCERNING THE OFFICE OF COUNTY SHERIFF, AND, IN CONNECTION THEREWITH, AUTHORIZING THE GENERAL ASSEMBLY TO ESTABLISH QUALIFICATIONS FOR THE OFFICE OF COUNTY SHERIFF.

*Be It Resolved by the Senate of the Sixtieth General Assembly of the State of Colorado, the House of Representatives concurring herein:*

**SECTION 1.** At the next election at which such question may be submitted, there shall be submitted to the registered electors of the state of Colorado, for their approval or rejection, the following amendment to the constitution of the state of Colorado, to wit:

Article XIV of the constitution of the state of Colorado is amended BY THE ADDITION OF A NEW SECTION to read:

**Section 8.5. Sheriff - qualifications.** THE GENERAL ASSEMBLY SHALL HAVE THE AUTHORITY TO ESTABLISH BY LAW QUALIFICATIONS FOR THE OFFICE OF COUNTY SHERIFF, INCLUDING BUT NOT LIMITED TO TRAINING AND CERTIFICATION REQUIREMENTS.

**SECTION 2.** Each elector voting at said election and desirous of voting for or against said amendment shall cast a vote as provided by law either "Yes" or "No" on the proposition: "AN AMENDMENT TO ARTICLE XIV OF THE CONSTITUTION OF THE STATE OF COLORADO, CONCERNING THE OFFICE OF COUNTY SHERIFF, AND, IN CONNECTION THEREWITH, AUTHORIZING THE GENERAL ASSEMBLY TO ESTABLISH QUALIFICATIONS FOR THE OFFICE OF COUNTY SHERIFF."

**SECTION 3.** The votes cast for the adoption or rejection of said amendment shall be canvassed and the result determined in the manner provided by law for the canvassing of votes for representatives in Congress, and if a majority of the electors voting on the question shall have voted "Yes", the said amendment shall become a part of the state constitution.

Title that  
appeared on  
the November >  
1996 election  
ballot.

# A RESOLUTION

## HOUSE JOINT RESOLUTION 96-1028

BY REPRESENTATIVES Adkins and Epps;  
also SENATOR Mutzebaugh.

WHEREAS, The General Assembly acknowledges that the practice of religion by inmates in the state prison system is generally reasonable and productive in the rehabilitative process; and

WHEREAS, The United States Congress enacted the "Religious Freedom Restoration Act of 1993", Public Law 103-141, codified in 42 U.S.C. sec. 2000bb, which was intended to prohibit governments from substantially burdening religious exercise without compelling justification; and

WHEREAS, In the first twenty-eight months after the enactment of the "Religious Freedom Restoration Act of 1993", thirty-one lawsuits alleging its violation were filed by state prisoners against the State of Colorado or its departments; and

WHEREAS, While the State of Colorado has been successful in all suits filed against it, the State has expended considerable funds in defending itself from such suits; now, therefore,

*Be It Resolved by the House of Representatives of the Sixtieth General Assembly of the State of Colorado, the Senate concurring herein:*

That the General Assembly requests the United States Congress to pass legislation excluding state prison systems from the application of the "Religious Freedom Restoration Act of 1993".

*Be It Further Resolved,* That a copy of this Resolution be sent to each member of Congress from the State of Colorado.

# A MEMORIAL

## SENATE JOINT MEMORIAL 95-5

The membership of each house is usually added as co-sponsors to a memorial

BY SENATORS Norton, Wells, Feeley, Alexander, Ament, Bishop, Blickensderfer, Casey, Coffman, Dennis, Duke, Gallagher, Hopper, Johnson, Lacy, Mares, Martinez, Matsunaka, Meiklejohn, Mutzebaugh, Pascoe, Perlmutter, L. Powers, R. Powers, Rizzuto, Rupert, Schaffer, Schroeder, Tanner, Tebedo, Thiebaut, Wattenberg, Weddig, Weissmann, and Wham; also REPRESENTATIVES Berry, Foster, Kerns, Acquafresca, Adkins, Agler, Allen, Anderson, Armstrong, Chavez, Chlouber, Clarke, Congrove, Dean, DeGette, Dyer, Entz, Epps, Faatz, Friednash, George, Gordon, Grampsas, Hagedorn, Hernandez, Jerke, June, Kaufman, Keller, Knox, Kreutz, Lamborn, Lamm, Lawrence, Linkhart, Lyle, Martin, May, McElhany, McPherson, Moellenberg, Morrison, Musgrave, Nichol, Owen, Pankey, Paschall, Pfiffner, Prinster, Prinzler, Reeser, Reeves, Romero, Salaz, Saliman, Schauer, Schwarz, Snyder, Sullivan, Swenson, Taylor, Tool, Tucker, and Tupa.

MEMORIALIZING THE PEOPLE AFFECTED BY THE BOMBING OF THE ALFRED P. MURRAH FEDERAL BUILDING IN OKLAHOMA CITY, OKLAHOMA.

WHEREAS, On April 19, 1995, the Alfred P. Murrah Federal Building in Oklahoma City was bombed, resulting in the most massive explosion that ever occurred in a Federal building in American history; and

WHEREAS, Many innocent lives were coldly lost because of this heinous crime; hundreds more were injured; and many are still missing; and

WHEREAS, Two of the victims of the disaster were citizens of Widefield, Colorado; and

WHEREAS, The families and loved ones of the people killed in the blast have suffered tremendous loss; and

WHEREAS, We should take every possible opportunity to remind ourselves and others of the value of remembering these people; and

WHEREAS, Response has been swift in helping the people of Oklahoma who have experienced uncertainty and severe disruption of their lives; and

WHEREAS, Many questions remain unanswered about who committed such a crime and why; and

WHEREAS, We, the members of the Colorado General Assembly and the citizens of Colorado, are deeply saddened by the tragic bombing of the Alfred P. Murrah Federal Building in Oklahoma City, Oklahoma; now, therefore,

*Be It Resolved by the Senate of the Sixtieth General Assembly of the State of Colorado, the House of Representatives concurring herein:*

That our deepest thanks are extended to the law enforcement officers in our country, especially the FBI and the police department in Oklahoma City for their courageous and decisive work and to everyone involved in the rescue efforts, including the many heroic men and women who rendered emergency medical treatment under such difficult and heartbreaking circumstances.

*Be It Further Resolved,* That, because of the deaths of those killed in Oklahoma City, we have lost valuable citizens and beloved family members and those who were injured have sustained injuries to both body and soul, we the members of Colorado's Sixtieth General Assembly, along with the citizens of Colorado, do hereby extend our deep and heartfelt sympathy to the people injured in the bombing and to the families and loved ones of the people who were killed.

The Senate and House of Representatives  
of  
The Colorado Legislature

A TRIBUTE

Hereby extend heartiest congratulations and commendation to

LEON GLASSMAN

for

25 years of service to the State of Colorado, in recognition of his dedication and excellent work performed by him; and our suggestion is that he stays around another 25 years to assist the legislature from the Fifty-eighth to the Seventieth General Assemblies.

On request of SENATOR TED L. STRICKLAND; also  
REPRESENTATIVE CARL B. BLEDSOE

Given this 9th day of May, 1990, State Capitol, Denver, Colorado

Ted L. Strickland

President of the Senate

C. B. Bledsoe

Speaker of the House of Representatives



## The Committee Process

Committees during regular sessions are referred to as committees of reference. They are often regarded as the workshops of the General Assembly. All bills are sent to these committees immediately following the first reading by title. The details of bills and resolutions are carefully analyzed at committee meetings. It is at these meetings, which are open to the public, that interested citizens express their views. After study, hearings, research and discussion, a bill may be amended, recommended for passage, referred to another committee, postponed indefinitely, or tabled for consideration later in the legislative session. Because of the careful scrutiny given to a bill by committees of reference, the debate on the floor of the respective houses is often brief.

In addition to their deliberations on bills and resolutions introduced during the legislative session, the committees of reference keep advised of the activities, functions, needs and budgets of the principal departments of the executive branch of state government.

Listed below are the ten committees of reference in the House of Representatives and in the Senate.

<b>House Committees of Reference</b>	
Agriculture, Livestock, and Natural Resources Appropriations Business Affairs and Labor Education Finance	Health, Environment, Welfare, and Institutions Judiciary Local Government State Affairs Transportation and Energy
<b>Senate Committees of References</b>	
Agriculture, Natural Resources and Energy Appropriations Business Affairs and Labor Education Finance	Health, Environment, Welfare, and Institutions Judiciary Local Government State, Veterans, and Military Affairs Transportation

### Conference Committees

There are occasions when the version of a bill adopted by one house differs from that adopted by the other house. When this happens, three options are available:

- 1) the prime sponsor of the bill may request that his or her chamber recede from its position and adopt the bill version of the other house;
- 2) the prime sponsor of the bill may request that his or her chamber adhere to its position (effectively killing the bill unless the other house recedes from its version);  
or

- 3) the prime sponsor of the bill may request that a conference committee be appointed to reconcile the differences between the two versions of the bill.

Each of these requests must be approved by the full chamber. If the prime sponsor requests a conference committee, three members are appointed from each house, two from the majority party and one from the minority party. The committee's Senate members are appointed by the President of the Senate and House members by the Speaker of the House.

## **Committees of Reference**

Summarized below are the types of legislation generally considered by the committees of reference in the House of Representatives and the Senate. However, the Speaker of the House and the President of the Senate use their discretion in the assignment of bills.

### **Senate Committees**

- (1) *Agriculture, Natural Resources and Energy* – agriculture, water, natural resources, wildlife, parks and recreation.
- (2) *Business Affairs and Labor* – financial institutions, insurance, regulated activities, labor.
- (3) *Education* – elementary and secondary education, higher education.
- (4) *Finance* – taxation, property tax relief, school finance.
- (5) *Health, Environment, Welfare and Institutions* – health, welfare, social services.
- (6) *Judiciary* – criminal code, juvenile code, courts, consumer credit, corrections.
- (7) *Local Government* – counties, municipalities, special districts, environment and land use.
- (8) *State, Veterans, and Military Affairs* – elections, organization and operation of state government, land transfers, resolutions and amendments to the state constitution.
- (9) *Transportation* – highways, motor vehicles, environmental quality.

### **House Committees**

- (1) *Agriculture, Livestock and Natural Resources* – agriculture, water, natural resources, wildlife, parks and recreation.
- (2) *Business Affairs and Labor* – financial institutions, insurance, regulated activities, labor.

- (3) *Education* – state financial assistance to public schools, elementary and secondary education, higher education.
- (4) *Finance* – taxation, property tax relief.
- (5) *Health, Environment, Welfare and Institutions* – health, welfare, social services.
- (6) *Judiciary* – criminal code, juvenile code, courts, consumer credit, corrections.
- (7) *Local Government* – counties, municipalities, special districts.
- (8) *State Affairs* – elections, organization and operation of state government, land transfers, resolutions and proposed amendments to the state constitution.
- (9) *Transportation and Energy* – highways, motor vehicles, energy conservation and development, environmental quality.

### Committee Meeting Schedule

The committees of reference meet at scheduled times throughout the legislative session, during hours when each house is in recess. The schedules on the following pages are for the 1995 legislative session.

#### 1998 Legislative Session MORNING SENATE COMMITTEE SCHEDULE\*

Senate Committee Room	Monday 10:00 a.m. to 12:00 noon	Tuesday (Category 1) 9:00 a.m. to 12:00 noon	Wednesday (Category 2) 9:00 a.m. to 12:00 noon	Thursday (Category 3) 9:00 a.m. to 12:00 noon	Friday
354		Business Affairs and Labor	Education	Finance	
353		State, Veterans, and Military Affairs	Agriculture, Natural Resources, and Energy	Local Government	
352		Judiciary	HEWI	Transportation	

\* The Joint Budget Committee meets on the third floor of the Legislative Services Building from 9:30 until 11:30 a.m. Tuesday through Thursday. Monday and Friday mornings are reserved for floor action.

**1998 Legislative Session  
AFTERNOON SENATE COMMITTEE SCHEDULE\***

Senate Committee Room	Monday and Wednesday 1:30 p.m. to 6:00 p.m.	Tuesday 1:30 p.m. to 6:00 p.m.	Thursday 1:30 p.m. to 6:00 p.m.	Friday*		
				Category 1 1:00 p.m. to 2:30 p.m.	Category 2 2:30 p.m. to 4:00 p.m.	Category 3 4:00 p.m. to 5:30 p.m.
354	Business Affairs and Labor	Finance	Education	Business Affairs and Labor	HEWI	Transportation
353	State, Veterans, and Military Affairs	Local Government	Agriculture, Natural Resources, and Energy	State, Veterans, and Military Affairs	Education	Finance
352	Judiciary	Transportation	HEWI	Judiciary	Agriculture, Natural Resources, and Energy	Local Government

\* Committees meet infrequently on Fridays.

**1998 Legislative Session  
MORNING HOUSE COMMITTEE SCHEDULE\***

House Committee Room	Monday 10:00 a.m. to 12:00 noon	Tuesday (Category 1) 9:00 a.m. to 12:00 noon	Wednesday (Category 2) 9:00 a.m. to 12:00 noon	Thursday (Category 3) 9:00 a.m. to 12:00 noon	Friday (Category 1) 7:30 a.m. to 9:00 a.m.
0107		State, Veterans, and Military Affairs	Education	Finance	State, Veterans, and Military Affairs
0109		Business Affairs and Labor	Local Government	Transportation and Energy	Business Affairs and Labor
0112		Judiciary	HEWI	Agriculture, Livestock, and Natural Resources	Judiciary

\* The Joint Budget Committee meets on the third floor of the Legislative Services Building from 9:00 a.m.-11:30 a.m. Tuesday through Thursday. Monday mornings are reserved for floor action. Committees meet infrequently on Fridays.

**1998 Legislative Session  
AFTERNOON HOUSE COMMITTEE SCHEDULE\***

House Committee Room	Monday 1:30 p.m. to 6:00 p.m.	Tuesday 1:30 p.m. to 6:00 p.m.	Wednesday 1:30 p.m. to 6:00 p.m.	Thursday 1:30 p.m. to 6:00 p.m.	Friday*	
					(Category 2) 1:30 p.m. to 3:00 p.m.	(Category 3) 3:00 p.m. to 4:30 p.m.
0107	Education	State, Veterans, and Military Affairs	Finance	State, Veterans, and Military Affairs	Education	Finance
0109	Local Government	Business Affairs and Labor	Transportation and Energy	Business Affairs and Labor	Local Government	Transportation and Energy
0112	HEWI	Judiciary	Agriculture, Livestock, and Natural Resources	Judiciary	HEWI	Agriculture, Livestock, and Natural Resources

\* The Joint Budget Committee meets on the third floor of the Legislative Services Building from 9:30 until 11:30 a.m. Tuesday through Thursday. Monday and Friday mornings are reserved for floor action.

### **Journals, Calendars, and Status Sheets**

The agenda and record of proceedings of the legislative session are detailed on a daily basis in the calendars and journals of the two houses. Also published on a daily basis, the status sheet gives a one line history of each bill, resolution and memorial introduced during the legislative session. The status sheet lists the bill number, sponsor, date of introduction, committee assignment, date reported out of committee, date passed on second and third reading in both houses, and whether the bill was amended in each instance. In addition, a comprehensive subject index is published weekly. Examples of each of these documents are found on following pages.

Single copies of journals, calendars, and status sheets (as well as bills) are available in the bill room located in the basement of the Legislative Services Building. Individuals or organizations wishing to obtain this information on a regular basis or those needing to have it mailed to them are charged a fee for the service. Adjacent to the bill room is the legislative information center which is the best one-stop location to find information on the status of bills and other measures before the General Assembly. The center, as well as the bill room, is staffed only during the legislative session.

**HOUSE JOURNAL**  
**SIXTIETH GENERAL ASSEMBLY**  
**STATE OF COLORADO**  
**SECOND REGULAR SESSION**

**JOURNAL**

Legislative days are the same as calendar days.

One Hundred-twentieth Legislative Day    Wednesday, May 8, 1996

1 Prayer by Representative Kreutz.  
2  
3 The Speaker called the House to order at 9:00 a.m.  
4  
5 The roll was called with the following result:  
6  
7 Present--61.  
8 Absent and excused--Representatives Lyle, Paschall,  
9 Taylor and Young--4.  
10 Present after roll call--Representatives Lyle,  
11 Paschall, Taylor and Young.  
12  
13 The Speaker declared a quorum present.  
14  
15  
16 On motion of Representative Tool, the journal of May 7, 1996,  
17 was declared dispensed with and approved as corrected by the  
18 Chief Clerk.  
19  
20  
21

**APPOINTMENTS TO CONFERENCE COMMITTEE**

22  
23  
24 The Speaker appointed Representatives Agler, Chairman, Foster  
25 and Kerns as House conferees to the First Conference Committee  
26 on HB96-1374.  
27

**DELIVERY OF BILLS TO GOVERNOR**

28  
29  
30  
31 The Chief Clerk of the House of Representatives reports the  
32 following bills have been delivered to the Office of the  
33 Governor: HB96-1030, 1083, and 1187 at 8:56 a.m. on May 8,  
34 1996.  
35

**MESSAGE FROM THE SENATE**

36  
37  
38 Mr. Speaker:  
39  
40 The Senate has adopted and returns herewith: HJR96-1006, amended  
41 as printed in Senate Journal, May 7.  
42  
43 The Senate has postponed indefinitely and returns herewith:  
44 HB96-1033.  
45

Each journal is a summary of the committee and floor activities of each house.

**THIRD READING OF BILLS--FINAL PASSAGE**

1  
2  
3 The following bills were considered on Third Reading. The  
4 titles were publicly read. Reading of the bill at length was  
5 dispensed with by unanimous consent.  
6

7 **SB96-181** by Senators Tebedo, Johnson, Schaffer, et. al.; also  
8 Representative Owen--Concerning general fund appropri-  
9 ations to the department of state for elections.  
10

11 The question being "Shall the bill pass?".  
12 A roll call vote was taken. As shown by the following recorded  
13 vote, a majority of those elected to the House voted in the  
14 affirmative and the bill was declared passed.  
15

YES	63	NO	0	EXCUSED	2	ABSENT	0	
18	Acquafresca	Y	Foster	Y	Leyba	Y	Reeser	Y
19	Adkins	Y	Friednash	Y	Lyle	E	Reeves	Y
20	Agler	Y	George	Y	Mace	Y	Romero	Y
21	Allen	Y	Gordon	Y	Martin	Y	Salaz	Y
22	Anderson	Y	Grampas	Y	May	Y	Saliman	Y
23	Armstrong	Y	Hagedorn	Y	McElhany	Y	Schauer	Y
24	Chavez	Y	Jerke	Y	McPherson	Y	Schwarz	Y
25	Chlouber	Y	June	Y	Morrison	Y	Snyder	Y
26	Clarke	Y	Kaufman	Y	Musgrave	Y	Sullivan	Y
27	Congrove	Y	Keller	Y	Nichol	Y	Sullivant	Y
28	Dean	Y	Kerns	Y	Owen	Y	Swenson	Y
29	DeGette	Y	Knox	Y	Pankey	Y	Taylor	Y
30	Dyer	Y	Kreutz	Y	Paschall	E	Tool	Y
31	Entz	Y	Lamborn	Y	Pfiffner	Y	Tucker	Y
32	Epps	Y	Lamm	Y	Prinster	Y	Tupa	Y
33	Faatz	Y	Lawrence	Y	Prinzler	Y	Young	Y
34							Mr. Speaker	Y

35  
36  
37 **SB96-236** by Senators Wattenberg, Hernandez, Matsunaka, et.  
38 al.; also Representative Kaufman--Concerning imple-  
39 mentation of recommendations of the committee on  
40 legal services in connection with legislative review  
41 of rules and regulations of state agencies.  
42

43 The question being "Shall the bill pass?".  
44 A roll call vote was taken. As shown by the following recorded  
45 vote, a majority of those elected to the House voted in the  
46 affirmative and the bill was declared passed.  
47

YES	61	NO	2	EXCUSED	2	ABSENT	0	
50	Acquafresca	Y	Foster	Y	Leyba	Y	Reeser	Y
51	Adkins	Y	Friednash	Y	Lyle	E	Reeves	Y
52	Agler	Y	George	Y	Mace	Y	Romero	Y
53	Allen	Y	Gordon	Y	Martin	Y	Salaz	Y
54	Anderson	Y	Grampas	Y	May	Y	Saliman	Y
55	Armstrong	Y	Hagedorn	Y	McElhany	Y	Schauer	Y
56	Chavez	Y	Jerke	N	McPherson	Y	Schwarz	Y

**SENATE JOURNAL**  
 Sixtieth General Assembly  
**STATE OF COLORADO**  
 First Regular Session

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58th Legislative Day Tuesday, March 7, 1995

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Call to Order By the President at 9:00 a.m.

Prayer By the Chaplain, Dr. Mel Taylor.

Roll Call Present--Total, 32.  
 Absent--Dennis, Lacy, Rizzuto--Total, 3.  
 Present later--Dennis, Lacy, Rizzuto.

Quorum The President announced a quorum present.

Reading of Journal On motion of Senator Weddig, reading of the Journal of March 6th was dispensed with and the Journal stands approved as corrected by the Secretary.

**SENATE SERVICES REPORT**

Senate Services Correctly revised: HB 95-1035, 1054, 1114, 1132, and 1153.

**SIGNING OF BILLS**

The President has signed: HB95-1005, 1016, 1021, 1024, and 1106.

**MESSAGE FROM THE REVISOR**

We herewith transmit:  
 without comment, as amended, SB95-183, 185, 189, 190, and 192.

**THIRD READING OF BILLS--FINAL PASSAGE**

On Third Reading, the titles of the following bills were publicly read, the reading at length having been dispensed with by unanimous consent:

HB 95-1054 by Rep. Taylor; Senator Wattenberg--Enforcement Authority of Dept. of Ag.

The question being "Shall the bill pass?" the roll was called with the following result:

YES 35		NO 0		EXCUSED 0		ABSENT 0	
[ Alexander	[ Y ]	[ Gallagher	[ Y ]	[ Pascoe	[ Y ]	[ Tebedo	[ Y ]
[ Ament	[ Y ]	[ Hopper	[ Y ]	[ Perlmutter	[ Y ]	[ Thiebaut	[ Y ]
[ Bishop	[ Y ]	[ Johnson	[ Y ]	[ Powers, L.	[ Y ]	[ Wattenberg	[ Y ]
[ Blickensderfer	[ Y ]	[ Lacy	[ Y ]	[ Powers, R.	[ Y ]	[ Weddig	[ Y ]
[ Casey	[ Y ]	[ Mares	[ Y ]	[ Rizzuto	[ Y ]	[ Weissmann	[ Y ]
[ Coffman	[ Y ]	[ Martinez	[ Y ]	[ Rupert	[ Y ]	[ Wells	[ Y ]
[ Dennis	[ Y ]	[ Matsunaka	[ Y ]	[ Schaffer	[ Y ]	[ Wham	[ Y ]
[ Duke	[ Y ]	[ Meiklejohn	[ Y ]	[ Schroeder	[ Y ]	[ Mr. President	[ Y ]
[ Feeley	[ Y ]	[ Mutzebaugh	[ Y ]	[ Tanner	[ Y ]		

A majority of all members elected to the Senate having voted in the affirmative, the bill was declared PASSED.

Legislative journals outline the daily proceedings of each house. They also include third reading roll call votes on bills.



**SPRING**

LEGISLATIVE COFFEE.....WEDNESDAY, MARCH 20  
7:30 - 9:00 A.M..CAPITOL, SECOND FLOOR NORTH  
COLORADO ASSN OF STATE HEALTH UNDERWRITERS  
LEGISLATIVE COFFEE.....THURSDAY, MARCH 21  
7:30 - 9:00 A.M..CAPITOL, SECOND FLOOR NORTH  
COLORADO ASSN OF COMMUNITY CENTERED BOARDS

**SENATE CALENDAR**  
Sixtieth General Assembly  
**STATE OF COLORADO**  
Second Regular Session

**CALENDAR**

*Calendars list the daily  
agenda for each house  
including bills to be  
considered in committees  
and on the floor*

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**71st Legislative Day**

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**Wednesday, March 20, 1996**

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Hour of Convening--9:00 a.m.

**THIRD READING OF BILL--FINAL PASSAGE**

- SB 96-212 by Senator Wells; also Representative Adkins--Concerning public access to governmental processes, and, in connection therewith, amending the public records and open meetings laws to address issues raised by the use of electronic mail by governmental agencies.  
(Amended in General Orders as printed in Senate Journal, March 19, page 607.)

**GENERAL ORDERS--SECOND READING OF BILLS**

- SB 96-81 by Senators Norton and Bishop; also Representative Foster--Concerning the provision of intrastate air service within Colorado.  
(Amended in General Orders as printed in Senate Journal, March 19, page 607.)  
(Laid over from March 19.)
- SB 96-202 by Senators Lacy, Blickensderfer, and Rizzuto; also Representatives Owen, Grampas, and Romero--Concerning the determination of certain benefits to be offered to state employees under the "State Employees Group Benefits Act", and, in connection therewith, creating the group benefit plans review board and the state employee coverage fund.  
(State, Veterans, and Military Affairs recommends the bill be amended as printed in Senate Journal, February 22, page 400.)  
(Appropriations recommends the bill be amended as printed in Senate Journal, March 15, pages 582-583.)  
(Laid over from March 19.)
- HB 96-1139 by Representative Anderson; also Senator Meiklejohn--Concerning the literacy skills of pupils in kindergarten through the third grade.  
(Amended in General Orders as printed in Senate Journal, March 15, page 575.)  
(Laid over from March 19.)

**COLORADO GENERAL ASSEMBLY**

**DAILY STATUS SHEET**

An asterisk indicates the bill has been amended.

STATUS SHEET

BILL	SPONSOR	TITLE	House Action							Senate Action										
			INTRODUCED	COMMITTEE ASSIGNMENT	COMMITTEE REPORT	COMMITTEE ASSIGNMENT	COMMITTEE REPORT	FISCAL IMPACT	PASSED 2ND READING	PASSED 3RD READING	INTRODUCED OTHER HOUSE	COMMITTEE ASSIGNMENT	COMMITTEE REPORT	COMMITTEE ASSIGNMENT	COMMITTEE REPORT	PASSED 2ND READING	PASSED 3RD READING	CONCURRENCE	OTHER ACTION	
1157	SWENSON COFFMAN	REPPRESSED MEMORY CONDITION	1-12	HEA	PI 1-31				NFI											
1158	DEGETTE	MINORS DRIVING UNDER THE INFLUENCE	1-12	TRA	PI 2-8				FI											
1159*	AGLER SCHROEDER	SUNRISE SUNSET REVIEW PROCESS	1-12	BUS	2-2				CFI	2-13	2-14	2-15	BUS	R 4-15*	APP	4-23*	4-30*	5-1	5-3	SIG 5-23
1160	EPPS WHAM	LAW ENFORCEMENT TRAINING FUNDS	1-12	LG APP	R 2-2* PI 4-4	FIN		R 2-16*	FI											
1161*	MCELHANY DENNIS	RATES FOR TELEPHONE OPERATOR ASSISTANCE	1-12	SA	1-25*				NFI	2-13*	2-15	2-15	BUS	3-15			3-26	3-27		SIG 4-17
1162	PRINZLER SCHROEDER	DEREGULATING MEDICAL RECORD COPYING FEES	1-12	FIN	PI 2-2				NFI											
1163	SNYDER	UNIFIED EMISSIONS PROGRAM	1-12	TRA	PI 2-19				FI											
1164*	KNOX	ASSEMBLY VOTES FOR CANDIDATE DESIGNATION	1-12	SA	2-2*				NFI	L 2-19*										
1165	EPPS R POWERS	REGULATION OF WASTE TIRE DISPOSAL	1-12	HEA	R 2-8*	APP		PI 3-1	FI											
1166	KNOX	RTD BOARD MEMBERS - PARTISAN ELECTIONS	1-12	LG	PI 2-7				FI											
1167*	PRIFFNER MUTZBAUGH	SUNSET OF REPORTING REQ MTS TO GA	1-12	SA	3-8*				CFI	3-21*	3-22	3-25	BUS	4-12*			4-26*	4-29*	CC 4-30	CRA S H 5-6 SIG 6-1
1168*	TAYLOR WATTENBERG	BREW PUB LICENSE	1-12	BUS	2-12*				FI	2-22*	2-23	2-26	BUS	3-14*			3-21*	3-22	4-1	SIG 4-23
1169	LYLE	PRISON CHAPLAINS RESTORED	1-12	SA	PI 2-12	APP			FI											
1170	SULLIVAN	LIABILITY FOR ILLEGAL USE OF PRODUCTS	1-12	JUD	PI 2-20				NFI											
1171	PRINZLER MUTZBAUGH	PRIVATIZE LICENSING/REGULATION DUTIES	1-12	BUS	PI 2-7				FI											
1172	DEGETTE THEBAUT	COMMUNITY POLICING DEVELOPMENT PROGRAM	1-12	LG	PI 2-7	APP			FI											
1173*	TUCKER SCHROEDER	MINORS DRIVING UNDER THE INFLUENCE	1-12	TRA	2-9*				FI	2-22*	2-23	2-26	TRA	3-12*			3-21*	3-22	4-1	V 4-29 vs
1174	TUPA	PERSONAL INFORMATION PRIVACY ACT	1-12	BUS	PI 2-7				NFI											
1175	FRIEDNASH HERNANDEZ	ENFORCE COMPULSORY SCHOOL ATTENDANCE	1-12	ED	PI 2-7				NFI											
1176*	MORRISON COFFMAN	IMMUNIZATION DELEGATION OF AUTHORITY	1-12	HEA	2-2*				NFI	2-22*	2-23	2-26	HEA	3-1*			3-27*	3-28	4-17	SIG 5-1
1177*	ACQUAFRESCA ARMENT	AGRICULTURAL ENTERPRISE ZONE TAX CREDITS	1-12	FIN	R 2-16*	AGR	2-22	2-22	FI	2-27*	2-28	2-28	AGR	3-15			3-21	3-22		V 4-12 vs
1178*	CHLOUBER MUTZBAUGH	CONCEALED HANDGUN PERMITS	1-12	SA	R 2-12*	APP	3-1*		FI	3-8*	3-11	3-11	JUD	PI 3-21	APP					
1179*	TUCKER NORTON	FRONT RANGE AIR STUDY	1-12	TRA	1-25*				FI	2-26*	2-27	2-27	HEA	R 3-15*	APP	4-12*	4-26*	4-29	5-2	SIG 5-23
1180*	MORRISON RIZZUTO	CHILD PLACEMENT AGENCIES	1-12	HEA	R 2-6	APP	4-3*		NFI	4-9*	4-10	4-11	HEA	R 4-18	APP	4-23	4-26	4-29*	5-2	SIG 5-23
1181*	AGLER WHAM	SEX OFFENDERS	1-12	JUD APP	2-5* 4-10*				FI	R 2-7 4-15*	4-16	4-16	JUD	R 4-26*	APP	5-1*	5-6*	5-7	5-8	SIG 6-3
1182*	PANKEY MUTZBAUGH	LIMITATION ON STATE FTE	1-12	SA	2-8*				NFI	2-23*	L 2-26									
1183*	HAGEDORN PASCOE	CHILD SUPPORT ENFORCEMENT	1-12	HEA	2-8*				NFI	2-22*	2-23	2-26	HEA	3-15*			3-28*	3-29	4-17	SIG 5-1
1184	TOOL ALEXANDER	PRIMARY JOBS TAX CREDITS	1-12	FIN	R 2-9*	APP	PI 4-9		FI											
1185	LAMM	DIGNITY IN DEATH ACT	1-12	HEA	PI 2-6				NFI											

Symbols used to give further detail to the status of bills.

- \* Amended
- A Adopted
- AD Adherence
- BL Became Law
- CC Conference Committee
- CR Conf. Committee Report
- FI Fiscal Impact
- H House
- L Lost
- LO Laid Over
- NFI No Fiscal Impact
- PFI Probable Fiscal Impact
- PI Postponed Indefinitely
- PV Portions Vetoed
- PVO Portion Veto Overridden
- R Referred
- RC Reconsideration
- RE Receded
- RJ Rejected
- RL Recalled
- RR Rereferred
- S Senate
- SIG Signed by Governor
- V Vetoed by Governor
- VO Veto Overridden
- VS Veto Sustained

The purpose of the daily status sheet is to give a quick and timely reading of the progress of each bill or resolution introduced to date in the General Assembly

**SUBJECT INDEX**

<u>WORD</u>	<u>BILL 96-</u>	<u>TITLE</u>	<u>SPONSORS</u>
ABANDONED	HB 1302	COLLECT FOR TOWING ABANDONED CARS	KAUFMAN/MATSUNAKA
ABANDONMENT	HB 1278	RAILROAD RIGHTS-OF-WAY ABANDONMENT	TAYLOR/WATTENBERG
ABATEMENT	HJR1038	NOISE ABATEMENT FOR DIA	YOUNG/MUTZBAUGH
ABATEMENTS	HB 1054	PROPERTY TAX ABATEMENTS & REFUNDS	SWENSON/ALEXANDER
ABATEMENTS	HB 1058	PROPERTY TAX ABATEMENTS	MARTIN/SCHROEDER
ABATEMENTS	HB 1290	PROP TAX ABATEMENTS - HOMEOWNERS ASS'N	LAMBORN/JOHNSON
ABOLITION	HB 1060	ABOLITION OF THE MOFFAT TUNNEL DISTRICT	MCELHANY/WHAM
ABORTIONS	HB 1298	PERFORMING ABORTIONS AFTER VIABILITY	LAMBORN/COFFMAN
ACADEMIC	HB 1281	CRIME OF USE OF FORGED ACADEMIC RECORDS	GORDON/BLICKENSDEFER
ACCESS	HB 1122	ELECTRONIC ACCESS TO BENEFITS	LAWRENCE/COFFMAN
ACCESS	HB 1190	PUBLIC ACCESS TO TRAFFIC RECORDS	CLARKE/TANNER
ACCESS	SB 0094	EQUAL ACCESS TO CIVIL JUSTICE ACT	PERLMUTTER/KAUFMAN
ACCIDENT	HB 1237	SOLICITATION OF ACCIDENT VICTIMS	DEGETTE/MATSUNAKA
ACCOUNT	SB 0103	ESTABLISH RAIL POLICY & BANK ACCOUNT	LPOWERS/
ACCREDITATION	HB 1126	WORKERS' COMP MEDICAL CARE ACCREDITATION	SALAZ/MUTZBAUGH
ACHIEVEMENT	HJR1009	RIGHTS & RESPONSIBILITIES ED ACHIEVEMENT	ANDERSON/MEIKLEJOHN
ACTIVITIES	HB 1027	GAME MANAGEMENT ACTIVITIES	ENTZ/WATTENBERG
ACTIVITIES	SB 0207	PARTICIPATION IN SCHOOL ACTIVITIES	WELLS/DEAN
ACTS	HB 1110	NO HEALTH INS EXCLUSIONS FOR LAWFUL ACTS	NICHOL/RPOWERS
ADD	HB 1346	ADD. FUNDING - SMALL ATTENDANCE CENTERS	YOUNG/AMENT
ADJOURNMENT	HJR1040	NOTIFY GOVERNOR ADJOURNMENT SINE DIE	FOSTER/WELLS
ADJOURNMENT	HJR1041	ADJOURNMENT SINE DIE	FOSTER/WELLS
ADMIN	SB 0124	ADMIN. GROUND WATER DIVERSIONS	RITZ
ADMINISTRATION	SB 0072	UNEMPLOYMENT INSURANCE ADMINISTRATION	
ADMISSION	SB 0009	HIGHER ED ADMISSION STANDARDS	
ADOPTION	SB 0035	PROHIBIT ADOPTION OF NAT	
ADULT	SB 0059	ADULT PAROLE AMENDMENTS	
ADVERTISING	HB 1028	ON-PREMISE ADVERTISING	
ADVISORY	SB 0083	EXTENSION OF	
AERONAUTICS	HB 1215		
AFFAIRS	HP		
AFFORDABLE			
AFTER			
AGE			
AGE			
AGE			
AGENCIES	SB 0116	RULE REVIEW OF STATE AGENCIES	
AGENCIES	SB 0236	RULES & REGULATIONS OF STATE AGENCIES	
AGENTS	HB 1078	RULES & REGULATIONS OF STATE AGENCIES	
AGENTS	HJR1021	BAIL BOND AGENTS	
AGENTS	SB 0111	100TH ANNIV. INDEPENDENT INS. AGENTS	
AGENTS	SB 0118	RESALES BY MOTOR VEHICLE BUYER AGENTS	
AGENTS	SB 0215	FEDERAL AGENTS: EXECUTION OF WARRANTS	
AGENTS	SB 0215	ATHLETE AGENTS AND STUDENT ATHLETES	
AGREEMENTS	HB 1032	MEDIATION CLAUSES IN MARITAL AGREEMENTS	
AGRICULTURAL	HB 1094	AGRICULTURAL LIENS	
AGRICULTURAL	HB 1177	AGRICULTURAL ENTERPRISE ZONE TAX CREDITS	
AGRICULTURAL	SB 0157	PROPERTY TAX - AGRICULTURAL CLASS	
AID	SB 0027	HEARING AID DEALERS	
AIR	HB 1179	FRONT RANGE AIR STUDY	
AIR	HB 1202	MOBILE SOURCES AIR QUALITY ACT	
AIR	HB 1304	GOVERNMENT ROLE REGULATING AIR QUALITY	
AIR	HB 1350	CLEAN AIR TRANSIT OPTIONS	
AIR	SB 0081	PROVISION OF INTRASTATE AIR SERVICE	
AIR	SB 0152	AIR QUALITY CONTROL REG LIMIT	
AIR	SB 0188	AIR QUALITY RELATED VALUES	
AIRPORT	HB 1375	LIMIT AIRPORT CONDEMNATIONS/COMPETITION	
ALCOHOL	HB 1106	OPEN RECORDS - EXCISE TAX ON ALCOHOL	
ALCOHOL	SB 0164	DRUG AND ALCOHOL DEPENDENTS	
ALCOHOLIC	HB 1282	ALCOHOLIC BEVERAGES	
ALLOCATED	SCRO009	MONEY ALLOCATED TO GOCO FOR REST AREAS	
ALLOCATION	SB 0169	EMPLOYER'S SURCHARGE TAX ALLOCATION	
ALLOW	SB 0071	ALLOW SUNDAY LIQUOR SALES	
ALLOWANCES	HB 1043	SEVERANCE ALLOWANCES	
ALTERNATIVE	HB 1242	ALTERNATIVE ENFORCEMENT TRAFFIC OFFENSES	

The cumulative subject index is updated on a weekly basis throughout the legislative session. Bills are listed alphabetically by single word, major purpose identification. The bill number and abbreviated name of the prime sponsor are also listed.

SPONSORS

KAUFMAN/MATSUNAKA  
TAYLOR/WATTENBERG  
YOUNG/MUTZBAUGH  
SWENSON/ALEXANDER  
MARTIN/SCHROEDER  
LAMBORN/JOHNSON  
MCELHANY/WHAM  
LAMBORN/COFFMAN  
GORDON/BLICKENSDEFER  
LAWRENCE/COFFMAN  
CLARKE/TANNER  
PERLMUTTER/KAUFMAN  
DEGETTE/MATSUNAKA  
LPOWERS/  
SALAZ/MUTZBAUGH  
ANDERSON/MEIKLEJOHN  
ENTZ/WATTENBERG  
WELLS/DEAN  
NICHOL/RPOWERS  
YOUNG/AMENT  
FOSTER/WELLS  
FOSTER/WELLS  
RITZ

BYER/  
LAMBORN/COFFMAN  
SCHAUER/WATTENBERG  
PANKEY/WHAM  
LAWRENCE/  
MORRISON/RIZZUTO  
GRAMPSAS/LACY  
MATSUNAKA/SNYDER  
WHAM/ADKINS  
WATTENBERG/KAUFMAN  
PFIFFENNIS  
SULLIVANT/BLICKENSDEFER  
HOPPER/TUCKER  
DUKE/  
WELLS/MCELHANY  
PASCHALL/MUTZBAUGH  
MOELLENBERG/ALEXANDER  
ACQUAFRESCA/AMENT  
JOHNSON/MARTIN  
MARTINEZ/GEORGE  
TUCKER/NORTON  
PASCHALL/SCHROEDER  
PASCHALL/ALEXANDER  
TUCKER/BLICKENSDEFER  
NORTON/FOSTER  
WATTENBERG/  
AMENT/ANDERSON  
ENTZ/LACY  
PRINSTER/ALEXANDER  
COFFMAN/LYLE  
FOSTER/BISHOP  
RPOWERS/OWEN  
RIZZUTO/GRAMPSAS  
CASEY/  
DEAN/ALEXANDER  
TUPA/

## The Budget Cycle

Very few state legislatures exercise the degree of "power over the purse" that is observed by the Colorado General Assembly. Most legislatures go through the motions of budget review with the executive branch making budget decisions and the legislators following the executive's lead. Colorado's legislative budget procedure, directed by the Joint Budget Committee and the Capital Development Committee, provides the discussion and review of executive branch operations that the General Assembly believes is necessary to foster efficiencies and uphold the separation of powers. The annual budget cycle is outlined below.

June	Executive budget instructions are issued by the Office of State Planning and Budgeting (OSPB).
Late August, September, early October	Executive department budget proposals are reviewed by OSPB. OSPB analysts make recommendations which are discussed with the Executive Director of OSPB and the departments. The Governor reviews budgets, and issues limits on budget amounts to the departments. Departments then prepare budgets for submission to the Joint Budget Committee.
September	The Capital Development Committee receives capital construction requests and priorities from OSPB.
October and November	The Capital Development Committee holds hearings with departments on their capital construction requests.
November 1	This date is the statutory deadline for budget submissions to the Joint Budget Committee.
November and December	The Joint Budget Committee holds staff briefings and conducts public hearings with state agencies.

The various departments of state government are divided among the dozen Joint Budget Committee staff analysts. Analysts review the budget requests, prior year staff writeups, statutes, appropriation reports, audit reports, interim committee reports, other pertinent information, and meet with agency personnel to learn about the department and its operations. Staff members prepare a series of issues and a review of expenditures that are presented at a briefing of the Joint Budget Committee on the department's budget request. This briefing is aimed at stimulating discussion among committee members about each department's budget request, its operations and efficiency. After the briefing, committee members decide which issues they

wish to discuss with the department. These may be topics presented by the staff or any topic a committee member wishes to pursue. The department is provided with a copy of topics before the hearing. Time is also set aside on the schedule for the department to discuss its priorities with the committee. All briefings and hearings are open to the public.

December

The Capital Development Committee prioritizes requests and finalizes recommendations

January 1

This date is the statutory deadline for supplemental requests to be submitted to the Joint Budget Committee.

Supplemental requests are considered by the Joint Budget Committee.

Supplemental requests approved by the Governor are forwarded to the Joint Budget Committee by the Office of State Planning and Budgeting. The Joint Budget Committee analysts review these requests for additional funding for the current year. In the past, the Joint Budget Committee's criteria used for considering positive supplemental requests have been:

1. An emergency or act of God;
2. A technical error in calculating the original appropriation;
3. Data which was not available when the original appropriation was made; or
4. An unknown contingency, such as significant workload change.

The analysts also look for areas in the budget where funds can be taken back.

Analysts make recommendations to the Committee on both positive and negative supplementals. Committee decisions are written up in the form of supplemental appropriation bills.

Late January,  
February,  
and March

The Joint Budget Committee makes decisions on the Long Appropriations Bill.

The Joint Budget Committee analysts make and explain recommendations to the committee on FTE, funding, and footnotes for next year. The committee votes on each line item recommendation. Analysts make recalculations where applicable and draft decisions into the Long Bill format. During this period (January 15), salary survey results are received from

the Department of Personnel and capital construction recommendations are received from the Capital Development Committee. These are reviewed by the Joint Budget Committee and incorporated into the proposed budget bill. At the end of the figure setting process, committee members review their decisions and make necessary changes to bring total funding in line with the official January revenue resolution or the statutory spending limit. After all decisions have been made, the Long Bill is finalized and a narrative is written by the staff to explain the decisions made and to provide comparative information.

March, April

The Long Bill is introduced and passes both houses of the General Assembly.

The Joint Budget Committee members historically have acted as the conference committee to resolve any differences between the two houses. After the conference committee report is adopted the bill is sent to the Governor.

January  
through May

Other bills containing appropriations are considered and adopted up to the spending limit or revenues available.

All bills are reviewed for possible fiscal impact. Any bill thought to have fiscal impact is referred to the proper Appropriations Committee. The Joint Budget Committee analysts prepare a fiscal note after researching the bill and reviewing the Legislative Council fiscal note. The Joint Budget Committee staff note is presented to the Appropriations Committee members when the bill is discussed.

April, May

The Governor considers vetoes of appropriation bills.

May

The legislature considers the Governor's vetoes.

June, July

The Joint Budget Committee analysts prepare the Appropriations Report which explains funding decisions made by the General Assembly.

## The Fiscal Note Process

Legislative Council staff is responsible for the preparation of fiscal notes. The primary purpose of a fiscal note is to provide the General Assembly with a brief statement of the estimated fiscal impact of a bill or resolution on state and local government revenues and expenditures. State agencies and other interested parties often use fiscal notes in their assessment of proposed legislation.

A fiscal note is an objective, concise, and factual analysis of the proposal. It neither endorses nor opposes the proposal, nor concerns itself with the proposal's merits as a matter of public policy. As the time available for analysis is very limited during a legislative session, fiscal notes cannot provide a detailed budgetary analysis of each bill.

Fiscal notes are typically one to four pages in length and contain the following information:

- bill number, short title and bill sponsors;
- a reference to the exact version of the bill to which the fiscal note applies;
- bill status, date prepared and fiscal analyst name;
- a succinct summary of the bill highlighting provisions having fiscal implications;
- various funds affected;
- dollar impact on revenues, expenditures and FTE position changes;
- a statement of local government fiscal impact and statewide economic impact;
- governmental units affected;
- key assumptions used;
- departments contacted; and
- omissions and technical or mechanical defects of the bill.

A fiscal note is prepared for every bill or concurrent resolution prior to its being heard in the committee of reference. Legislative Council also prepares or updates fiscal notes if significant changes are made on second and third readings in each house or during a conference committee.

sample

*Colorado Legislative Council Staff*  
**STATE and LOCAL  
 FISCAL NOTE**

*State General Fund Revenue Impact  
 State General Fund Expenditure Impact  
 Local Revenue Impact  
 Local Expenditure Impact*

**Drafting Number:** LLS 96-999  
**Prime Sponsor(s):** Rep.  
 Sen.

**Date:** October 21, 1996  
**Bill Status:**  
**Fiscal Analyst:**

**TITLE:**

**Summary of Legislation**

<b>STATE FISCAL IMPACT SUMMARY</b>	<b>FY 1996/97</b>	<b>FY 1997/98</b>
State Revenues General Fund Other Fund		
State Expenditures General Fund Other Fund		
FTE Position Change		
<b>Local Government Impact —</b>		

**State Revenues**

**State Expenditures**

**Local Government Impact**

**Spending Authority**

**Departments Contacted**

**Omissions and Technical or Mechanical Defects**

## **The Emoluments of Office**

Legislators receive a salary, travel and per diem expenses, life and health insurance, a pension, and other perquisites related to the job.

### **Salary**

Members of the General Assembly receive an annual salary of \$17,500, paid at the rate of \$2,187.50 for the first four months of the year, and \$1,093.75 for the remaining eight months of each year. The salary was set at its current figure in 1982. The Colorado constitution provides that no change in compensation may take place during a member's term of office.

Legislative members receive a per diem of \$99 for attendance at interim committee meetings. Members of the Joint Budget Committee, Legislative Audit, Legal Services, and the legislative leadership handling matters concerning the General Assembly during the interim also receive a per diem of \$99.

### **Expense Allowance**

During the legislative session, each member of the General Assembly living in the Metro area is allowed up to \$45 for actual expenses incurred plus traveling expenses to his home and back to the capitol each legislative day. If a member does not reside in the Denver Metro area, he is allowed up to \$99 a day lodging allowance and expenses plus one round trip travel expense per week from the capitol to home. All allowances are paid after the submission of vouchers that justify the expenditure.

### **Mileage and Travel Allowance**

For authorized legislative travel, such as attendance at conferences, seminars, or state functions, a member receives actual and necessary transportation costs. These mileage allowances are paid upon submission of vouchers to their respective houses. Effective July 1, 1989, legislators are reimbursed for vehicle travel expenses within the member's district while attending to legislative business.

## SUMMARY OF LEGISLATIVE PAY AND EXPENSE ALLOWANCES

Effective July 1, 1989

Compensation		Reimbursements of Expenses				
Amount/Year	Interim		120 Day Session and Extraordinary Sessions		Legislative District Mileage	Mileage Rate
	Committee Attendance Between Sessions	General Expenses for Committee Attendance Between Sessions	Metro Legislators Expenses Incurred During Sessions	Non-Metro Legislators Expenses Incurred During Sessions		
\$17,500.00/year payable at the rate of \$2,187.50 for the first four months of the year, and \$1,093.75 for the remaining eight months.	\$99.00 <sup>1</sup> unless otherwise specified by enabling legislation	Actual and necessary <sup>2</sup>	Each metro area legislator is allowed up to \$45.00/day for expenses incurred during the sessions of the General Assembly plus one round-trip from home to the capitol per day of actual attendance. <sup>3</sup>	Each non-metro area legislator is allowed up to ninety-nine dollars per legislative day for expenses incurred during the sessions of the general assembly plus one round-trip from home to capitol per week.	Actual and necessary vehicle expenses <sup>4</sup>	Not to exceed the rate authorized for the executive branch.  20¢ per mile — standard vehicle  24¢ per mile — four-wheel drive vehicle
Statutory Reference:  2-2-307(1)	2-2-307 (3)(a)	2-2-307(3)(b)	2-2-317(1) 2-2-317(2)	2-2-317(1) 2-2-317(2)	2-2-307(5)	2-2-318

-- 42 --

1. Per diem for attendance at meetings of designated interim and statutory committees. Per diem is also paid to legislative leadership when handling matters concerning the General Assembly.
2. Travel expenses include, but are not limited to lodging and subsistence..
3. The Denver metro area is defined to comprise the following counties: Adams, Arapahoe, Boulder, Clear Creek, Denver, Coughlas, Gilpin, and Jefferson. Legislators within these areas are considered metro legislators.
4. Travel Expenses incurred for vehicle travel within the member's district while attending to legislative business.

## **Offices of the Secretary of the Senate and Chief Clerk of the House**

These two individuals are the chief administrative officers of their respective houses. The Secretary of the Senate and the Chief Clerk of the House and their employees are responsible for the daily administration of each house including the preparation of daily calendars and journals, the preparation of floor amendments, the engrossing and enrolling procedures, the handling of messages to and from the Governor, communications between the two houses of the legislature, and communications to the General Assembly from other state officers and departments; custody of documents and records of the two houses; and the maintenance of pay records for all personnel employed by the House and Senate.

Employees of the two houses that work under the direction of the Secretary of the Senate and the Chief Clerk of the House include amendment clerks, docket clerks, journal clerks, reading clerks, historians, enrolling clerks, bill clerks, sergeants-at-arms, visitors aides, assignable clerks and stenographers.

The Senate services and House services committees are in charge of appointments of personnel to the various positions necessary to the operation of the General Assembly. On the opening day of the session, these employees are assigned by a resolution adopted in each house to serve for the duration of the session. Certain positions may be continued throughout the remainder of the year.

## **The Press**

Representatives of the press, radio and television have access to the floor of either chamber. Tables for their use are provided in each chamber. Representatives of the various news media who desire admittance to the floor of either chamber must be approved and accredited by the respective presiding officers. Press offices are located on the third floor of the Capitol Building as well as in the basement of the building.

## **Offices for the Legislative Branch**

All members of the General Assembly are provided office space in addition to their desk on the floor of the Senate or House of Representatives. Office areas for members of the General Assembly are located on the second and third floors of the Capitol Building. The staff offices of the Legislative Council and the Legislative Legal Services Office are located in the basement of the capitol. In 1986, the old Colorado State Museum Building, located south of the capitol, was remodeled and rededicated as offices of the Joint Budget Committee and its staff, the staff of the Legislative Audit Committee, and the legislative print shop.

Legislative committee rooms are located on the third floor and basement of the Capitol Building and on the first floor in the Legislative Services Building.

### **Full-Time Staff Services**

In addition to a small partisan staff assigned to the General Assembly, there is a full-time, nonpartisan staff assisting the legislature in four service agencies. These four service agencies are headed by permanent committees of the General Assembly. The committees are the Legislative Council, the Legal Services Committee, the Joint Budget Committee, and the Legislative Audit Committee. Beginning with the 1997 session, members will be entitled to a small stipend to hire session-only legislative aides to assist them in the performance of their duties.

### **The Legislative Council**

The Legislative Council is an eighteen member body. Six members of the Senate are appointed to the council by the President and six members of the House are appointed to the council by the Speaker subject to the approval of their respective houses. The President of the Senate and the majority and minority leaders of the Senate as well as the Speaker of the House and majority and minority leaders of the House serve as ex officio members of the council. The Legislative Council was created in 1953 to collect data, to examine constitutional and statutory provisions and possible amendments, to consider important issues of public policy and to prepare reports, bills, and other documents for presentation to the General Assembly.

The information-gathering function of the Legislative Council created a need for a continuing and permanent research staff to work for the General Assembly. To fulfill this function, the Legislative Council hires a Director of Research who appoints professional, technical, clerical, and other employees necessary to perform the functions assigned. The responsibilities and functions of the staff may be grouped under six broad activities:

- staffing interim and statutory committees;
- staffing committees of reference;
- responding to requests for research and constituent services;
- preparing fiscal notes;
- providing revenue projections; and
- performing other centralized support services.

The office of the Legislative Council is located in Room 029 of the State Capitol Building.

## Staff Services

1) *Individual Legislative Requests*: The staff of the Legislative Council responds to approximately 2,000 research inquiries a year. Often research findings become the subject of bills considered during the legislative session. On other occasions research is conducted to address citizen concerns on specific questions. While the vast majority of requests come from members of the General Assembly a significant number are from citizens, research bureaus from other states, and private organizations. A few requests are beyond the capabilities of the staff. Some requests can not be completed because they involve political partisanship.

2) *Staffing Committees of Reference*: The Legislative Council instituted a program of staffing committees of reference during the 1967 session. A council staff persons's duties during legislative sessions include:

- continuous contact with his chairperson regarding management of the committee's agenda to meet the deadline schedule for the disposition of bills;
- analysis of bills when requested by the chairperson;
- liaison with the public and with governmental offices regarding the operations of the committee;
- handling of research requests pertaining to matters before the committee;
- assimilation of materials related to bills under consideration, such as fiscal notes, audit reports, or other publications;
- the writing of a summary of committee activities as a key to the tape recording of a meeting;
- the writing of the committee report which in many instances takes the form of an amendment to a bill adopted by the committee;
- submitting calendar announcements and sending notices to sponsors;
- scheduling Senate confirmation hearings; and
- scheduling and attending conference committees.

3) *Staffing Interim Committees*: The General Assembly approves specific studies to be conducted during the interim and directs the Legislative Council to appoint committees. The committee work on specific legislative study assignments is accomplished through a series of meetings or hearings held during the interim and culminates in published reports which provide pertinent data in the form of facts, figures, arguments and

alternatives, and usually include recommendations for action. The staff members coordinate and arrange meetings, compile minutes, and prepare memoranda and reports.

4) ***Providing Revenue Projections:*** The staff provides the General Assembly with quarterly revenue estimates, General Fund overviews, and information on fiscal matters in order to aid them in their fiscal policy and budget formulation. The forecasts provide revenue projections as well as forecasts of the national and Colorado economies upon which the revenue estimates are based. The revenue forecasts, called Focus Colorado, are issued March 20, June 20, September 20, and December 20 each year.

The Legislative Council staff also produces a monthly newsletter called the Colorado Economic Chronicle. The intent of the newsletter is to update legislators on economic events that have occurred during the month, rather than to provide a forecast. In addition, the Chronicle usually includes a special study on a topic of interest such as:

- The Impact of Federal Tax Increases on State Revenues
- The Savings and Loan Crisis
- Foreign Investment in Colorado
- Colorado's Defense Industry

The Legislative Council staff also commissions studies through the Department of Revenue on the income tax structure of Colorado.

5) ***Other Services:***

(a) ***Library Service.*** The council maintains a joint reference library for the use of the Colorado General Assembly. The library's collection is comprised of documents pertinent to governmental functions and legal reference materials. Reports which are required or allowed to be filed with the General Assembly are available in the library.

(b) ***Special publications.*** The Legislative Council staff publishes memoranda or formal reports on topics that are perceived to be of importance to the General Assembly or the public but have not been requested by a legislator or resulted from the efforts of an interim study.

(c) ***Ballot Analysis.*** In conformance with provisions of Section 2-3-303, C.R.S., the Legislative Council examines "the effects of constitutional provisions and statutes . . .". The council, prior to each general election, distributes two hundred thousand copies of a pamphlet which contain a summary of the provisions, comments, and arguments for and arguments against each of the proposals appearing on the ballot.

(d) ***Print Shop.*** The Legislative Council maintains its own print room and duplicating equipment. Memoranda and reports from all the legislative service agencies are

reproduced for legislators and legislative committees. The print shop also prints engrossed and reengrossed copies of bills and final copies of acts adopted by the General Assembly. The legislative print shop is located in the basement of the Legislative Services Building.

(e) *Accounting Services.* A centralized accounting service is maintained for the legislative branch service agencies as well as payroll and benefits administration for the General Assembly.

(f) *Capitol Building Tour Services.* The Legislative Council staff has the responsibility for visitor tours of the Capitol Building as well as educational programs about state government for elementary and secondary school age children.

## **Joint Budget Committee**

The six-member Joint Budget Committee is the fiscal and budget review agency of the Colorado General Assembly. The committee works year-round and has a full-time staff.

The committee studies the programs, management, operations and fiscal needs of all state agencies. It reviews budget requests and holds hearings with agency managers. The committee also reviews capital construction and controlled maintenance recommendations made by the Capital Development Committee.

Each year, the committee introduces supplemental appropriations bills and the general appropriations bill, the Long Bill. The Long Bill Narrative explains the recommendations that the committee included in the bill.

After each session, the committee writes the Appropriations Report. This report explains legislative intent and gives program guidance to state agencies related to the budget.

The committee members are the chairmen of the House and Senate Appropriations Committees plus one majority and one minority member from each of these committees. The committee elects a chairman and a vice-chairman, one from the Senate and one from the House. The elected chairman serves as chairman during the first regular session of the General Assembly and as vice-chairman during the second session. The elected vice-chairman serves as chairman during the second session.

The committee's offices and hearing room are located on the third floor of the Legislative Services Building.

## **The Office of Legislative Legal Services**

The Office of Legislative Legal Services is under the direction of the Committee on Legal Services which consists of ten members of the General Assembly. The Executive Committee of the Legislative Council, based upon the recommendation of the Committee on Legal Services, appoints a director of the Office of Legislative Legal Services who is an attorney-at-law. The director appoints a professional staff which includes attorneys-at-law and technical and clerical personnel to assist in the operation of the office.

The director of the Office of Legislative Legal Services serves ex officio as the Revisor of Statutes for purposes of statutory publications, or the director may appoint another employee of the office to serve as Revisor of Statutes. In addition, the director of the Office of Legislative Legal Services or the director's designee serves ex officio as secretary to the Colorado Commission on Uniform State Laws.

***Drafting services:*** The Office of Legislative Legal Services prepares the bills, resolutions, and memorials introduced in the General Assembly. Under legislative joint rule, no bill may be introduced in either house unless first approved as to form by the Office of Legislative Legal Services. In addition, most amendments and conference committee reports are prepared by the office.

A bill draft request may be made only by a member of the General Assembly or the Governor. Prior to introduction, all requests received by the office are held in confidence and not discussed or released without the prior permission or instruction of the member making the request.

Each bill is drafted by a staff attorney (or legislative assistant in some cases), and before introduction it is reviewed by other staff members for format, grammar, and legality.

***Review of bills:*** Pursuant to Joint Rule 3, the Office of Legislative Legal Services is responsible for a review of all bills and amendments after they are passed by either house.

***Legislative records:*** The Office of Legislative Legal Services maintains complete legislative records on bills, resolutions, and memorials drafted by the office and considered and enacted by the General Assembly.

***Coordination of litigation:*** The Office of Legislative Legal Services, acting under the direction of the Committee on Legal Services, coordinates litigation involving the General Assembly. The office is the conduit through which legal counsel retained by the committee may communicate with members of the committee. Staff attorneys may assist such retained counsel in the preparation of briefs and in other legal research and writing.

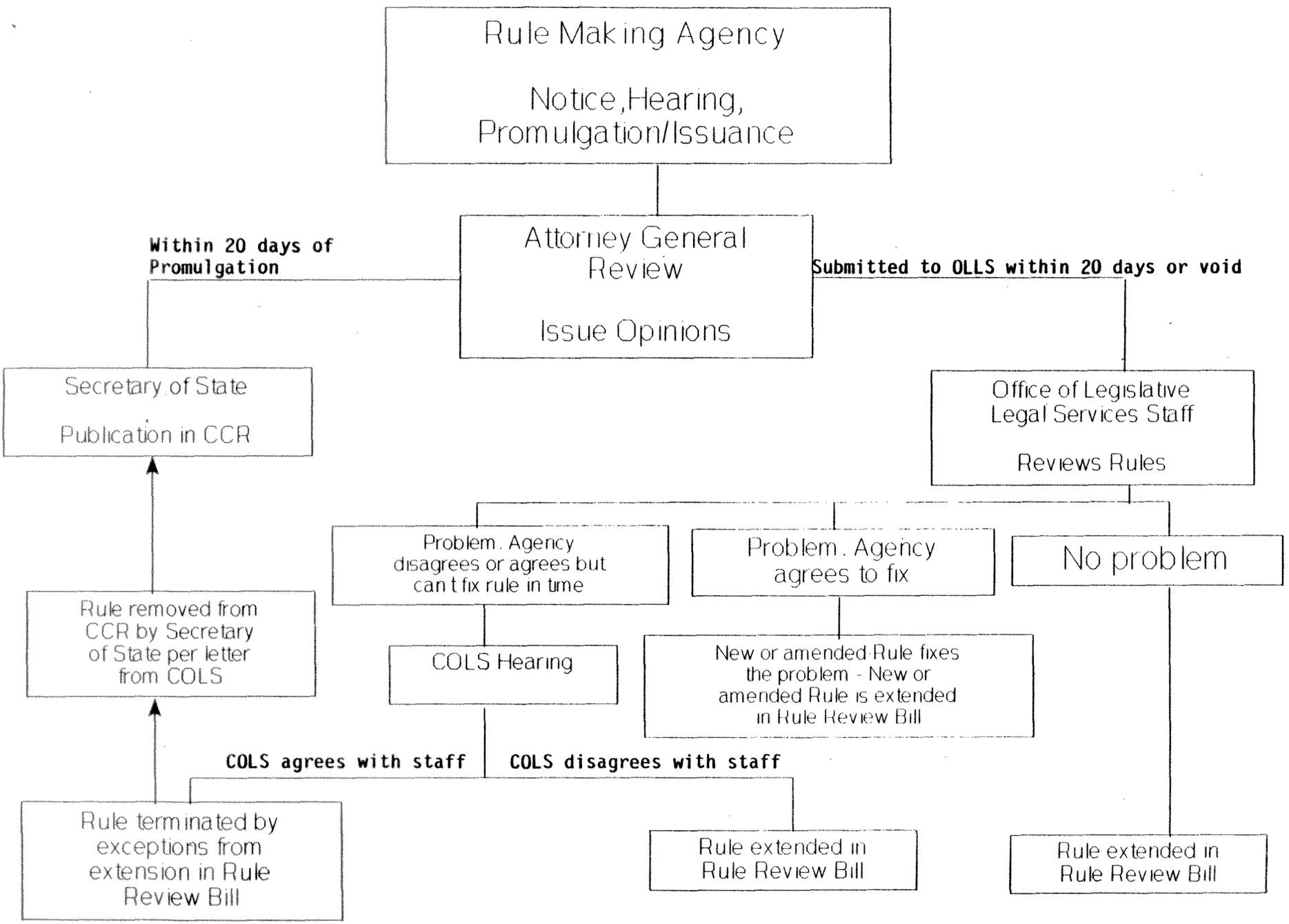
**Other services:** In addition to the above services, the Office of Legislative Legal Services:

- Gives assistance to Legislative Council committees and other legislative committees not working directly under the Council.
- Performs legal research for members of the General Assembly.
- May provide legal assistance in connection with contracts or other business done by the General Assembly.
- Participates in numerous special projects for the General Assembly. Examples of past projects include: Staffing a special committee appointed to examine lobbying practices and helping to present proposed rule changes; making recommendations to the legislative leadership on legislative management issues such as methods to streamline the process; assisting a legislative task force in implementing the Americans with Disabilities Act; and researching and compiling information on issues relating to Section 20 of Article X of the State Constitution.

**Review of initiatives:** Anyone who wishes to initiate an amendment to the State Constitution or state statutes is required to submit a rough draft of the measure to the Office of Legislative Legal Services and the Legislative Council staff. The staffs prepare written comments on the draft which are then delivered to the proponents of the measure at a public hearing conducted by the directors of the two offices or their designees.

In addition, the director of the Office of Legislative Legal Services or the director's designee sits on the Ballot Title Board which drafts and adopts the title for each measure to appear on circulated petitions and official ballots.

**Review of administrative rules and regulations:** The Office of Legislative Legal Services has responsibility for implementing the statutory provisions for legislative review of administrative rules and regulations. Every rule adopted or amended by an executive agency is first reviewed by a staff attorney or legislative assistant to determine if the rule is within the power delegated to the agency and consistent with law. If there is a possible problem with the rule, it is then reviewed by the Committee on Legal Services at a public hearing. By statute, all rules adopted or amended during any one-year period that begins November 1 and ends the following October 31 expire on the May 15th that follows such one-year period unless the General Assembly adopts a bill which postpones their expiration. Each session members of the Committee on Legal Services sponsor a bill to postpone the expiration of the rules scheduled to expire May 15 of that year; but those rules which the legislature finds to exceed the rule-making authority of the agency or to be inconsistent with law are designated to expire as scheduled on May 15. After each session of the General Assembly, the office reviews existing rules to determine if they are in conflict with laws enacted during that session.



***Publications — Revisor of Statutes:*** The Revisor of Statutes is responsible for various duties relating to statutory publications.

***Session Laws:*** Immediately after the adjournment of each session, the Office of Legislative Legal Services indexes and publishes all the bills and concurrent resolutions passed at that session, together with those resolutions and memorials designated by the House of Representatives and the Senate.

***Statutes:*** The office edits, collates, and revises the laws enacted each session, with annotations, and prints them each year. Beginning in 1997, the official set of statutes will be published each year in a softbound edition.

***Distribution:*** The Office is responsible for maintaining distribution lists of the government agencies that receive the Colorado Revised Statutes and Session Laws and making the distribution. Currently the office distributes approximately 2,500 sets of Statutes and 1,250 sets of Session Laws.

***Digest of Bills:*** Following adjournment, the office prepares a Digest of Bills summarizing the major provisions of each bill passed during the preceding session.

***Reprinting of C.R.S.:*** The Committee on Legal Services is charged with responsibility for approving requests for permission to reprint C.R.S. and for assuring the accuracy of the reprintings. The staff of the office administers the contracts entered into by the committee to authorize such reprintings. Additionally, the office assists state agencies in preparing reprintings of portions of C.R.S. pertaining to the agency.

## **State Auditor and Legislative Audit Committee**

The State Auditor is appointed by a majority vote of the members of the General Assembly to serve for a term of five years. He must be a certified public accountant licensed in Colorado.

The duties of the State Auditor are to conduct postaudits of all financial transactions and accounts of all state departments, institutions and agencies of the executive branch of state government, and the judicial and legislative branches; conduct performance audits and performance reviews of state agencies selected by the Legislative Audit Committee or the General Assembly; conduct special audits of any department, institution or agency upon the request of the Governor or the General Assembly; and perform preliminary investigations, special audits or management studies directed by the Legislative Audit Committee.

The Legislative Audit Committee consists of four members from the Senate, two from each major political party, and four members from the House, two from each major political party.

The function of the committee is to review the reports of the State Auditor relating to postaudits and submit recommendations to the General Assembly; and order preliminary investigations, special audits, or management studies to be performed. Audits cannot be released or discussed by the auditor or his staff prior to their release by the committee.

### **Capital Development Committee**

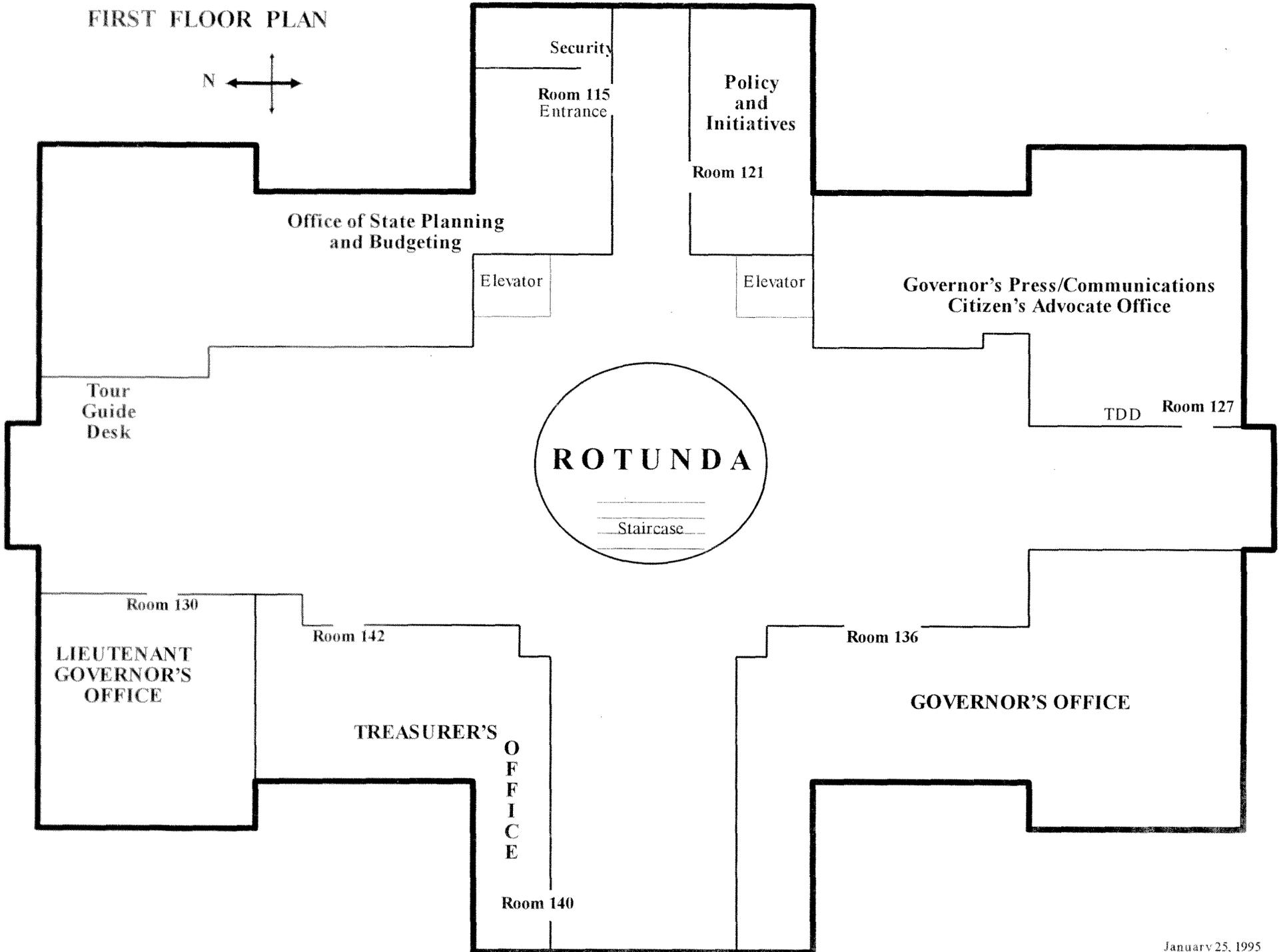
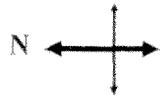
The Capital Development Committee was established in 1985 by legislative enactment. The committee consists of six members: two majority party members and one minority party member from the House of Representatives and the Senate. The committee meets year-round.

The committee elects a chairman and a vice-chairman, one officer from the Senate membership of the committee and one from the House membership of the committee. The chairman serves for the first regular session of the General Assembly and as vice-chairman for the second regular session.

The committee is directed to study capital construction and controlled maintenance requests of state agencies; hold public hearings on these requests; determine the priority to be accorded the proposals; and forecast the state's capital construction requirements for the next five and ten fiscal years. The committee's recommendations are submitted to the Joint Budget Committee. Highway and bridge projects are exempt from the purview of the committee. Staff assistance is provided by the Legislative Council, the Department of Administration, and the Office of State Planning and Budgeting.

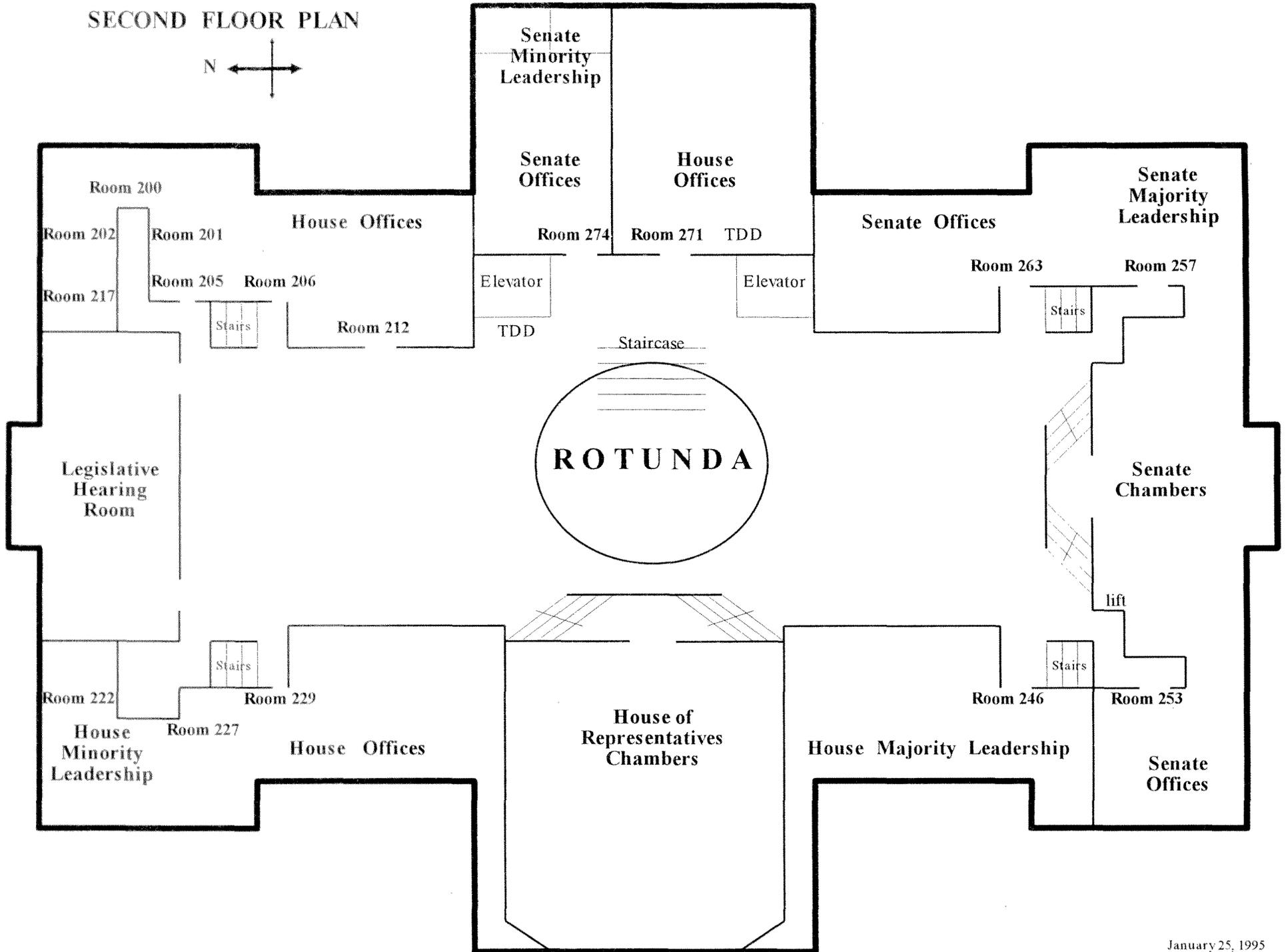


FIRST FLOOR PLAN



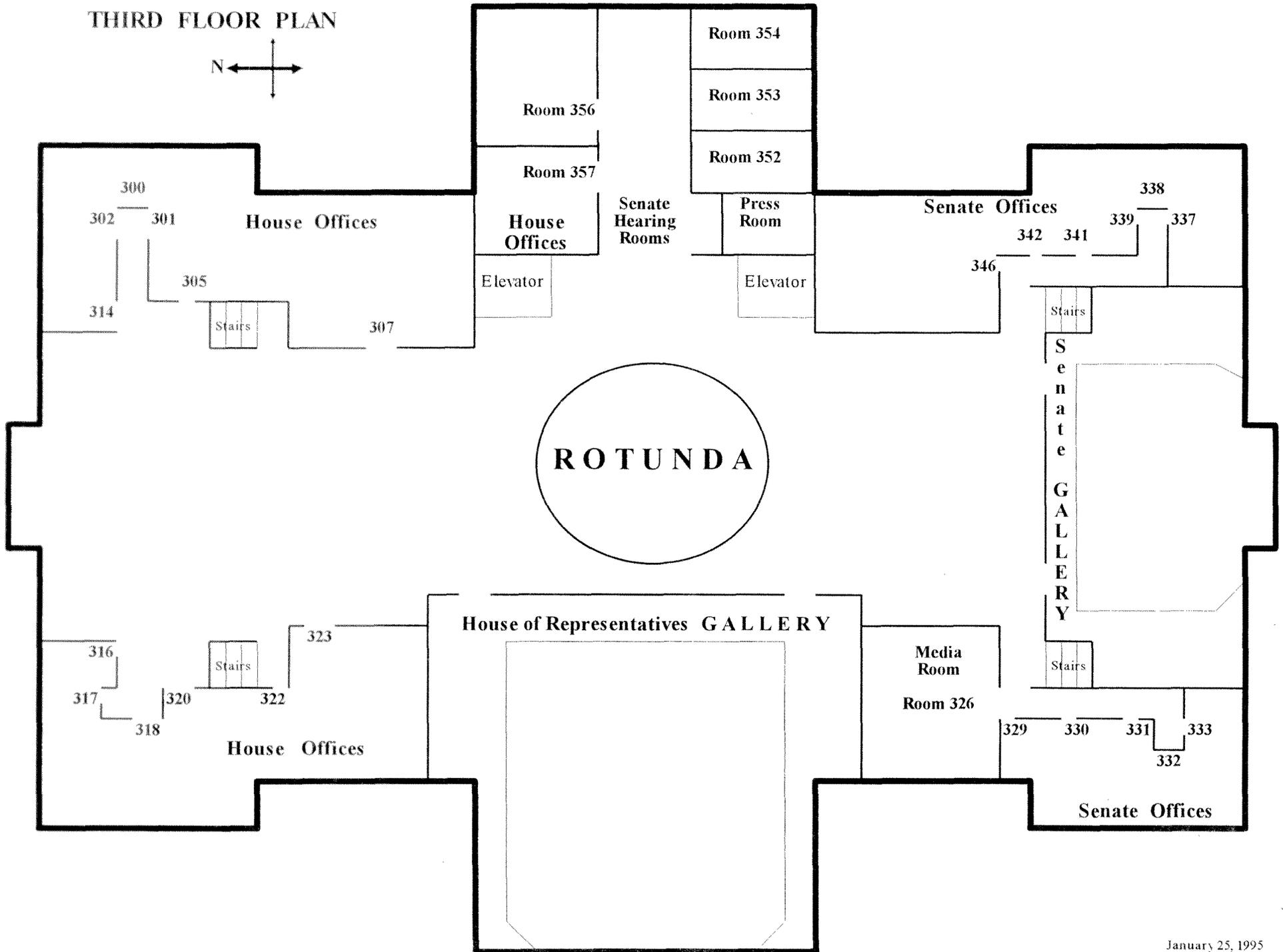
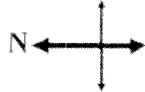
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SECOND FLOOR PLAN



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THIRD FLOOR PLAN



- 56 -

## GLOSSARY

State legislatures seem to have their own language. Its a vocabulary of words and phrases, abbreviations, chamber talk and corridor clamor in a world of its own. What follows is a listing of many of those elements of legislative speech.

### ACT

A bill which has been approved or “enacted” by both houses of the General Assembly and has become a law either with or without the Governor's signature. The acts adopted in each session of the legislature are published annually in bound volumes, called the Session Laws of Colorado. Acts are also compiled, edited and published in Colorado Revised Statutes.

### ADHERE

A parliamentary procedure whereby, in response to some conflicting action by the other house, one house votes to stand by its previous action.

### ADJOURNMENT

A legislative house either ends its business day by adjourning until a stated time or day or until the time fixed by its rules for reconvening. Neither house may adjourn for longer than 72 hours without the consent of the other. Sine die (“without day”) adjournment is the final action of a legislative session.

### AMENDMENT

Changes in a bill or other proposed legislation that may be offered either by a committee or an individual legislator in the form of an amendment.

### APPORTIONMENT

The act performed immediately following a federal census, of drawing House and Senate district boundaries.

### APPROPRIATIONS BILL

A bill authorizing the spending of public money.

### BICAMERAL

A legislature with two houses. These houses are identified in Colorado as the Senate and House of Representatives. Only Nebraska has a unicameral (one house) legislature.

### BIENNIUM

A two-year period, used to describe the term of a legislature.

### BILL

A proposed law to amend or repeal an existing law or create a new law.

## BODY

One house of the General Assembly. The term is often used in floor debate to refer to the house where debate is occurring.

## CALENDAR

A listing of the bills (and other proposed legislative matters) reported from committees and ready for consideration by the entire membership of the House or Senate. The calendar also lists meetings of committees scheduled for that day or for the next several days. Like the Journal, the calendars are available to the public each day the legislature meets.

## CALL OF THE HOUSE OR CALL OF THE SENATE

A motion supported by ten Representatives or five Senators to cause absent members to be compelled to return to the floor of their respective chambers to consider and vote upon important legislative matters. During the call, chamber doors are locked and legislators are not permitted to leave the chambers.

## CALL, THE

The proclamation of the Governor or of a two-thirds vote of the members elected to each house convening the General Assembly in special session and stating the necessity for the session. The legislature is restricted to considering only matters pertaining directly to the call.

## CARRIED

“Carried” like “adopted”, means to consent or accept.

## CAUCUS

A caucus is a meeting of members of a political party. Positions, policies, and strategies on pending legislation may be discussed in caucuses.

## CHAIR

The chair is a term used to describe the presiding officer. For example, a member inquires, “How did the chair rule on the point of order?” or, responding, “The chair rules the amendment out of order.”

## CHAMBER

The room in which the Senate or the House of Representatives meets.

## CITATION

A specific reference to a section, subsection or paragraph of law or to a portion of a bill.

## CLERK OF THE HOUSE

Chief administrative officer of the House of Representatives.

## COMMITTEE

A committee is a group delegated to perform specific functions. Legislatures use a number of different committee formats:

A conference committee is appointed by the House Speaker and the Senate President to see what can be done when the houses have agreed in principle but differ in detail on a specific piece of legislation.

When either house meets to debate bills calendared for general orders they are referred to as a committee of the whole.

Joint committees are composed of House and Senate members, or sometimes non-legislators, and generally meet during the period between legislative sessions—the interim.

## CONCURRENCE

When one house agrees to an amendment adopted by the other house, the action is known as concurrence.

## CONCURRENT RESOLUTION

Proposes amendments to the state constitution, or recommends the holding of a constitutional convention, or ratifies proposed amendments to the federal constitution. Concurrent resolutions are treated as bills, except that they do not have the same limits on the time of introduction and rate of dispatch through the legislative process.

## CONFERENCE COMMITTEE

Actually two committees, one from each house, meeting together to attempt to work out language acceptable to the Senate and House on some measure upon which agreement could not be reached through committee or floor amendments.

A majority of the members of the committee must agree before the conference committee report may be submitted to the Senate and House. Neither house is obligated to accept the report but usually they do since the alternative could be the failure of the legislation.

## CONFIRMATION

The action of the Senate in accepting appointments, typically made by the Governor.

## CO-SPONSOR

The legislator introducing a bill is known as the prime sponsor and his name appears first on the bill jacket, on the first page of the bill, and in the journal. Those who “sign on” after third reading with their endorsement of the bill are known as co-sponsors.

## C.R.S.

Colorado Revised Statutes, the compilation of Colorado laws.

#### DEMAND

A seldom used and rarely successful procedure to force a bill out of committee and to the floor of the House or Senate.

#### DISTRICT

The area from which a Senator or Representative is elected. The boundaries of districts are redrawn in the decennial reapportionments.

#### DIVISION

A vote, whereby the number of proponents and opponents are counted. It differs from a roll call vote in that a division does not attribute a particular vote to a certain person.

#### EFFECTIVE DATES

A law generally becomes effective, or binding, either upon a date specified in the law, or in the absence of such date, upon signature of the governor.

#### ENACTING CLAUSE

The Constitution requires that each law be prefaced by the phrase "Be it Enacted by the General Assembly of the State of Colorado." An amendment to strike the enacting clause "kills" a proposed law.

#### ENGROSSED BILL

When a bill has been amended in the house in which it was first introduced, it is written to show the amendments adopted. This version is known as the engrossed bill.

#### ENROLLED BILL

After both houses have agreed upon the language of a bill, it is called an enrolled bill. This is then signed by officers of the House and Senate and sent to the Governor for signature.

#### EX OFFICIO

An officer who serves in one position by virtue of holding another. The person may or may not be a voting member.

#### FIRST READING

This occurs when a bill is officially introduced into one of the houses of the legislature, read by title by the reading clerk, and noted in the journal.

## FISCAL NOTE

A fiscal note states the estimated amount of increase or decrease in revenue or expenditures for the present and future of a bill. Each bill with fiscal implications must have a fiscal note before being acted upon by a committee of reference.

## FLOOR, THE

This is synonymous with the House or Senate chamber, as when a Senator or Representative says, "I'm going to the floor." Or, in stating an intention to speak at a floor session, "I'm going to take the floor." A member is declared to have the floor when the presiding officer recognizes him for the purpose of speaking.

## GRANDFATHER CLAUSE

A provision in a bill which exempts a person from a proposal's coverage based on the person's present status.

## HB

House Bill.

## HCR

House Concurrent Resolution.

## HEWI

An acronym for the Health, Environment, Welfare, and Institutions Committee.

## HJR

House Joint Resolution.

## HM

House Memorial.

## HOUSEKEEPING BILL

A bill of no significance beyond the codifying or updating of laws eliminating obsolete sections. However, some "housekeeping bills" go beyond a simple cleaning up of the law. As a result, the term, particularly when used to preface an explanation of the bill by a floor sponsor, may cause a close scrutiny of the measure by the sponsor's colleagues.

## HR

House Resolution.

## INITIATIVE

Procedure used by citizens to originate a change to the law or state constitution.

## INTERIM

The period between regular legislative sessions is known as the interim. Committees appointed to study a problem during this period are known as interim committees.

## INTERN

A volunteer, often a college student, who assists a legislator during the session.

## ITEM VETO

The Governor has the power to selectively veto items in appropriations bills. Usually, this means items in the Long Bill, which is the major funding bill for the operations of state government for a fiscal year.

## JOINT RESOLUTIONS

Joint Resolutions pertain to the transaction of the business of both houses, establish investigating committees composed of members of both houses, or express the will or sentiment of both houses on any matter.

## JOURNAL

The official record of the proceedings of each house. The House and Senate issue their own on a daily basis during the session. The journals record only highlights of what has happened in the legislature, including the titles of bills introduced, committee actions, and the way members voted on bills after the floor debate. The journal is not a verbatim record.

## LAW

The final product of the legislative process. It is the end result of the introduction of a bill, its passage by both houses, and its approval by the Governor (or the overriding by the Legislature of his veto), and its recording by the Secretary of State. A statute is a law after it has been organized, by topic, into the compiled body of laws known as Colorado Revised Statutes.

## LEGISLATIVE DAYS

Legislative days are regarded the same as calendar days; each day after the session starts and until adjournment is counted as a legislative day even though the General Assembly may not be meeting on a particular day, such as a Saturday or Sunday.

## LINE-ITEM

An item which appears in an appropriations bill on a separate line.

## LOBBY

The term derives from the fact that lobbyists usually frequent the areas (lobbies) adjacent to the chambers of the Senate and the House, either seeking to buttonhole legislators as they walk to and from the chambers or await legislative action which might affect their interest. Individual citizens may also "lobby" their legislators on matters of concern to them. The House and Senate require the registration as a

lobbyist of persons (except legislators and authorized staff) who seek to encourage the passage, defeat or modification of legislation.

#### OUT OF ORDER

A departure from parliamentary procedure, or a violation of rules.

#### PINK BOOK

A pocket sized directory listing names of legislators, their addresses, occupations, and committee assignments. It also lists the names of House and Senate employees.

#### POINT OF ORDER

An objection raised by a legislator that one of the rules is being or has been violated.

#### POSTPONE INDEFINITELY

A motion to postpone indefinitely (PI) a bill has the same effect as moving to kill a measure.

#### PRESIDENT

The presiding officer in the Senate. He is designated by the majority party in caucus and then elected by the body for a term of two years. He may be reelected. The President refers bills and other legislation to committees. He presides over the meetings of the Senate, recognizes those members who wish to speak, accepts motions, and signs all legislative acts (passed bills and resolutions), and vouchers for payment from Senate funds.

#### PRIME SPONSOR

The first legislator to sign a bill for introduction is known as the "prime sponsor." The prime sponsor's name appears first not only on the original bill but on the printed act.

#### PRINTED BILL

The bill as introduced before any amendments are made to it.

#### QUORUM

The Constitution requires a majority of the members elected to a house to be present for the transacting of legislative business. Thus, a quorum is a majority. However, a smaller number may adjourn from day to day and compel the attendance of absent members.

#### RECALL

When a house of the General Assembly seeks return of a bill from the other house or from the Office of the Governor.

#### RECESS

Recess is the period of time that the General Assembly or either of its houses are not in session after once having been convened. Recess includes stated periods, such

as those for lunch, and informal periods, when the members await the presiding officer's call to return. An informal recess may be necessitated by a caucus, or while the House awaits the arrival of the Senate for a joint session.

#### REENGROSSED BILL

The bill as passed on third reading in the house of introduction and including all amendments adopted by that house. The reengrossed bill is transmitted to the second house.

#### REVISED BILL

The bill passed on second reading in the second house. It includes any amendments made to the bill on second reading by the second house.

#### REREVISED BILL

Includes amendments made by the second house on third reading. The rerevised bill is transmitted back to the house of origin for any action that it may have to take on the bill or for enrollment and transmittal to the Governor for his action.

#### ROLL CALL

The calling of the names of members of the House or Senate or a committee to determine the presence of a quorum or to act upon a matter. In the House the roll is taken by machine.

#### SECOND READING

The stage where initial floor debate occurs.

#### SESSION

This term has two meanings. A session may be the daily meeting of the senate or house. It may also be the regular, special, or organization session, meaning the whole period for which the legislature has been called together. Two annual or "regular" sessions make up a General Assembly. Thus the 57th General Assembly included the 1989 regular session and the 1990 regular session.

#### SESSION LAWS

The Session Laws of Colorado, usually one or two bound volumes are published each year and contain the work product (acts, resolutions and memorials) of that year's session of the General Assembly.

#### SEVERABILITY CLAUSE

A severability clause provides that should a court declare one portion of a law invalid, it is the stated intention of the General Assembly that the remainder should stand.

#### SINE DIE

“Sine die” means “without day.” Adjournment sine die is the action which concludes a session of the General Assembly. A joint resolution is adopted by the two houses to fix the hour of adjournment sine die.

#### SJR

Senate Joint Resolution.

#### SPEAKER

The presiding officer of the House of Representatives. He is designated as speaker by the majority party in caucus and then elected by the full membership of the House for a term of two years. He may be reelected. The Speaker appoints the members of all committees and designates the chairman and vice chairman of each. He assigns bills and other legislation to committees. He presides over the meetings of the house, recognizes those members who wish to speak, accepts motions at his pleasure, and signs all legislative acts and vouchers for payment from house funds. He also designates temporary presiding officers who serve in his absence.

#### SPECIAL SESSION

A session of both houses, called by the Governor or on its own initiative, where the General Assembly meets to carry out legislative business.

#### SPONSOR

A bill's sponsor is understood to be the legislator who introduced it, although he may have done so at the request of someone who is not a member of the General Assembly. There is always one House and one Senate sponsor for each bill. The Governor may recommend the passage of a bill, but only a member of the legislature may introduce a bill.

#### SUNRISE

This describes the legislative procedure for evaluating the requests of organized professional or occupational groups to be regulated by the state of Colorado.

#### SUNSET

“Sunset” involves the periodic review of state agencies that exercise the state's regulatory authority over occupations. Agencies are terminated by specified dates unless their life is extended by legislative action. See Title 2, Article 3, part 12, C.R.S., 1983.

#### SUNSHINE

The Colorado sunshine law has three parts: a public official's disclosure provision, a part on the regulation of lobbyists, and an open meetings law. The act was adopted in 1972. See Title 24, Article 6, C.R.S., 1983.

## TITLE

The Colorado constitution states that no bill, except general appropriation bills, shall pass containing more than one subject, which must be clearly expressed in its title.

## TRIBUTES

Nonlegislative actions which do not require introduction in the House or Senate or discussion or debate by either chamber. Tributes usually take the form of expressing the congratulations, recognition, appreciation, greetings or sentiment of the General Assembly.

## VETO

After both houses have passed a bill, and it becomes an act, the Governor has the constitutional right to veto the measure. If he receives the act during a legislative session, the Governor has ten days to make his decision. The vetoed bill, with a statement by the Governor of his objections, is returned to the legislative house in which the bill originated. If readopted by a two-thirds vote of the members present in each house, the act becomes law despite the Governor's objections. If he receives the bill after the legislature has adjourned for the year, the Governor has 30 consecutive days to act.

## VETO MESSAGE

The letter the Governor sends to the legislature giving his reasons for rejecting (vetoing) a bill after it has passed the House and Senate.

## VOTE

The Colorado constitution requires the recorded yeas and nays of individual members on the final passage of all legislation. A voice vote is sufficient for adoption of amendments and some other matters, although a roll call can be demanded.

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