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0119 Legislative Procedures in Colorado

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Report to the Colorado General Assembly:

**LEGISLATIVE PROCEDURES
IN COLORADO**



COLORADO LEGISLATIVE COUNCIL

LEGISLATIVE COUNCIL
OF THE
COLORADO GENERAL ASSEMBLY

Senators

Floyd Oliver, Chairman
Fay DeBerard
Vincent Massari
L. T. Skiffington
Ruth Stockton
Robert L. Knous,
Lt. Governor

Representatives

C. P. (Doc) Lamb, Vice Chairman
Forrest Burns
Allen Dines, Speaker
Richard Gebhardt
Harrie Hart
Mark Hogan
John R. P. Wheeler

* * * * *

The Legislative Council, which is composed of five Senators, six Representatives, and the presiding officers of the two houses, serves as a continuing research agency for the legislature through the maintenance of a trained staff. Between sessions, research activities are concentrated on the study of relatively broad problems formally proposed by legislators, and the publication and distribution of factual reports to aid in their solution.

During the sessions, the emphasis is on supplying legislators, on individual request, with personal memoranda, providing them with information needed to handle their own legislative problems. Reports and memoranda both give pertinent data in the form of facts, figures, arguments, and alternatives.

LEGISLATIVE PROCEDURES IN COLORADO

**Legislative Council
Report To The
Colorado General Assembly**

**Research Publication No. 119
December, 1966**

COLORADO GENERAL ASSEMBLY



LEGISLATIVE COUNCIL

ROOM 341, STATE CAPITOL
DENVER, COLORADO 80203
222-9911 - EXTENSION 2285

November 29, 1966

OFFICERS
Sen. Floyd Oliver
Chairman
Rep. C.P. (Doc) Lamb
Vice Chairman

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Director
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Senior Analyst
David F. Morrissey
Senior Analyst
Janet Wilson
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Lt. Gov. Robert L. Knous
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Sen. William O. Lennox
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Sen. Ruth S. Stockton

Speaker Allen Dines
Rep. Forrest G. Burns
Rep. Richard G. Gebhardt
Rep. Harrie E. Hart
Rep. Mark A. Hogan
Rep. John R. P. Wheeler

To Members of the Forty-sixth Colorado General Assembly:

As directed under Senate Joint Resolution No. 5, 1966 session, the Legislative Council submits the accompanying report on legislative procedures in Colorado for your consideration.

The committee appointed by the Council to conduct this study made its report to the Council on November 28, 1966, and the Council adopted the report for transmission to the members of the Forty-sixth General Assembly at that time.

Respectfully submitted,

/s/ Senator Floyd Oliver
Chairman

FO/mp

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November 29, 1966

Senator Floyd Oliver
Chairman
Colorado Legislative Council
State Capitol
Denver, Colorado

Dear Senator Oliver:

Colorado is only one of several states, and I suspect soon to be many, seriously examining their legislative procedures. If the General Assembly adopts the committee's recommendations, our state will be among the first to "modernize" its legislative machinery. In Colorado this interest in the procedural aspect of the legislative process has come into focus because of two significant occurrences, one nationally and the other locally,

The national occurrence was the series of United States Supreme Court decisions concerning reapportionment of state legislatures. These decisions, commencing in 1962, shook the federal system to its very roots. They brought home to state legislators and hopefully to all the citizens of the several states the fact that, if the federal system is to function, state legislatures must be freed from the shackles of restrictive constitutions and traditions which inhibit their abilities to function, to respond to the desires of the electorate, and to deal with the problems of government.

The local occurrence which prompted this review of procedures was the recommendations of the Governor's Committee on Legislative Compensation in 1965, which, while urging more adequate pay for legislators, also suggested that legislators try to use their time more effectively.

Fortunately, many of the old traditional ways of conducting legislative business in Colorado are not frozen in our constitution, but rather are creatures of custom, and customs can be changed. Through the years, the Colorado General Assembly thus has been able to improve its operations and strengthen its role

in state government so that, even though much remains to be done in this area, as is pointed up by this committee report, we have a sound start.

Facilities in which the General Assembly functions, although still inadequate, have been improved. Annual sessions were authorized in 1950. Staff services have been provided, starting with the Legislative Reference Office in 1927, the Committee on Statute Revision in 1951, the Legislative Council in 1953, a full-time Chief Clerk in the House of Representatives in 1955, staffing of the Joint Budget Committee in 1956, and the Legislative Audit Committee in 1965. Thus the Colorado General Assembly has seriously attempted to prepare itself to carry out its responsibilities in an effective manner.

However, all democratic institutions are in need of a reappraisal occasionally. As legislators we often cannot "see the forest for the trees." As a freshman legislator one must spend considerable time in "learning the ropes" in order to function effectively as a representative of his constituents. Once the freshman term is completed one tends to settle into the traditional routine without really questioning the "why" of the system. And by the time a legislator reaches the veteran stage and assumes a leadership role in the process he becomes so involved in getting the job done that he seldom has time to spend on studying ways to improve the system.

Consequently, it often takes a group outside the General Assembly to cause us to look at the forest instead of the trees. The Governor's Committee on Legislators' Compensation did just that. The General Assembly in 1965 requested the Governor to appoint a committee of businessmen to review the problem of compensating legislators. The Governor complied with that request and the Committee appointed recommended that the compensation of Colorado legislators be increased. Simultaneously the committee of businessmen recommended that the General Assembly review its procedures in order that the time of legislators might be utilized more effectively.

The challenge was issued in a constructive manner and the General Assembly accepted the challenge, and the accompanying report contains numerous recommendations designed to improve the operating efficiency of the Colorado General Assembly.

While recognizing the need for more efficiency in the operation of the General Assembly the committee also recognizes that a full understanding of measures considered by the General Assembly is much more important than the mere saving of time in the legislative process. The committee feels that a major goal should be an efficient legislative process that also provides its members and the public an opportunity to be fully informed on proposals considered by the General Assembly.

In achieving this goal, the committee recognizes that there may be points at which the legislative process ought to be slowed down, rather than speeded up.

I believe the Legislative Council, the legislators of now and future days, and the people of Colorado are particularly fortunate to have named as members of the Committee on Legislative Procedures outstanding men whose collective legislative experience totals some 150 years, and most of whom have served in various leadership positions in the two houses of the Colorado General Assembly. Appointed by the Legislative Council, the committee membership is as follows:

Rep. Charles Conklin, Chairman
Sen. William A. Armstrong,
Vice Chairman
Sen. Frank L. (Ted) Gill
Sen. Floyd Oliver
Sen. Sam T. Taylor
Sen. Anthony F. Vollack
Sen. Paul E. Wenke

Rep. Allen Dines
Rep. Thomas T. Farley
Rep. Harrie E. Hart
Rep. Mark A. Hogan
Rep. Frank A. Kemp, Jr.
Rep. John G. Mackie
Rep. Thomas V. Neal
Rep. John D. Vanderhoof

The committee met eight times between March 30th and November 12th. We interpreted the authorizing resolution (Senate Joint Resolution No. 5) broadly, and virtually everything that possibly could bear on legislative procedures was at least considered, sometimes rejected, sometimes postponed, but conscientiously considered nonetheless. Attendance at all committee meetings was excellent, debate was lively -- and our recommendations, though not in every case unanimous, are made to you in the sincere hope they will be implemented immediately.

Respectfully submitted,



Charles Conklin, Chairman
Committee on Legislative
Procedures

CC/mp

FOREWORD

As noted in the preceding transmittal letter from Representative Conklin, the Legislative Council appointed the following committee to conduct the study of legislative procedures in Colorado as directed under Senate Joint Resolution No. 5 of the 1966 regular session:

Rep. Charles Conklin, Chairman
Sen. William A. Armstrong,
Vice Chairman
Sen. Frank L. (Ted) Gill
Sen. Floyd Oliver
Sen. Sam T. Taylor
Sen. Anthony F. Vollack
Sen. Paul E. Wenke

Rep. Allen Dines
Rep. Thomas T. Farley
Rep. Harrie E. Hart
Rep. Mark A. Hogan
Rep. Frank A. Kemp, Jr.
Rep. John G. Mackie
Rep. Thomas V. Neal
Rep. John D. Vanderhoof

A number of other members of the General Assembly attended some of the meetings and participated in the committee's discussions.

A considerable amount of information for this study was obtained from legislative service agencies in other states and from individuals experienced with the legislative process in other states. The information received from these sources was particularly beneficial to the committee and the cooperation of the agencies and individuals which supplied this information is gratefully acknowledged.

Valuable assistance was given the committee by Miss Clair Sippel of the Legislative Reference Office; Mrs. Mildred Cresswell, Secretary of the Senate; and Mrs. Evelyn Davidson, Chief Clerk of the House. Mr. George Stemmler, Revisor of Statutes, assisted the committee with issues concerning statutory revision. Legislative Council staff members assigned to the committee were Stanley Elofson, Senior Research Analyst, and Richard Levengood, Research Assistant.

November 29, 1966

Lyle C. Kyle
Director

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LEGISLATIVE PROCEDURES IN COLORADO

The process of legislating in a democratic society involves a complex system of rules and practices, a delicate balance of intangible factors such as timing and personal interrelationships, plus the pressures which accompany the making of decisions on vital issues of state policy, along with innumerable other factors which have an influence on legislative machinery devised to serve the public will. In view of the many factors influencing the legislative process, it would not be expected that a study of legislative procedures would be short or simple, or that the solutions to legislative problems would be contained in a panacea which would remedy all ills or difficulties within the process.

The report and recommendations of the Committee on Legislative Procedures is submitted with the view of improving the procedures of the General Assembly by several means the total of which are designed to strengthen the position of the Colorado General Assembly within the state government and the state within the federal system. In order to accomplish the strengthening of the General Assembly, recommendations have been submitted concerning: 1) improved efficiency and better use of legislative time; 2) adequate space for legislative activities; 3) revision of constitutional provisions pertaining to the legislative branch; and 4) appropriate staffing to assist the legislature by providing information and services essential to the policy-making function of the General Assembly.

Background

During the calendar year 1965 a committee of business leaders appointed by the Governor reviewed the problem of legislators' compensation. That committee recommended a salary increase for Colorado legislators and simultaneously recommended:

That the General Assembly...initiate a comprehensive study of its rules, procedures and processes with view towards placing in effect modern, efficient, time-saving, and schedule-controlling procedures that will permit the orderly conduct of legislative business...

By introspection and self-disciplined internal reform the General Assembly should improve its public image by increasing substantially its productivity...and by engaging in a serious review of legislative procedures with a view towards achieving better utilization of time during sessions.

Identifying the Problems

Part of the over-all problem of improving the practices and procedures of the legislative branch is the relative inactivity of the General Assembly at the beginning of the legislative sessions and a corresponding log-jam of issues and decisions to be considered in the last weeks of a session. This phenomenon is present in Colorado as indicated by Charts III and IV, in the Appendix, which show the weekly progress of proposed legislation in the 1965 session of the General Assembly. These bar graphs show the weekly number of bills introduced, printed, reported out of committee, and passed on second reading in each house, and also the number of bills from the first house that were pending in the second house each week of the 1965 session.

A few features of the charts can be noted at the outset to illustrate the legislative pace of the Colorado General Assembly. For example, the General Assembly was in its eleventh week of the 1965 session, out of a total of seventeen weeks, when the greatest number of bills were introduced. The weeks during which the greatest number of bills were printed were the twelfth session week in the Senate, and the eleventh and twelfth weeks in the House. These facts indicate that much of the legislative work in that session could not be commenced even in the first house until two-thirds of the session had lapsed.

The twelfth and thirteenth session weeks in each house indicate the point at which the greatest number of committee reports were made on bills in the originating house. Thus, only one-fourth of the session was available for consideration of a significant proportion of legislation in the committee of the whole of the originating house and for all steps in the second house.

Consideration of many bills in the second house is, of necessity, left until the last weeks of the session. The tabulation below, based on Charts III and IV, shows the volume of work considered by each house during the last two full weeks of the 1965 session:

<u>House</u>	Senate Bills Introduced	33
	Senate Bills Reported by Committee	43
	Senate Bills Passed 2nd Reading	73
	House Bills Introduced	4
	House Bills Reported by Committee	13
	House Bills Passed 2nd Reading	28
<u>Senate</u>	House Bills Introduced	34
	House Bills Reported by Committee	35
	House Bills Passed 2nd Reading	82
	Senate Bills Introduced	1
	Senate Bills Reported by Committee	16
	Senate Bills Passed 2nd Reading	20

Another means of demonstrating the legislative pace is provided in the following tabulations. The 1965 session has been divided roughly into quarters, and the progress of bills in the house of origin has been tabulated by quarters:

HOUSE OF REPRESENTATIVES -- Consideration of House Bills

<u>Weeks</u>	<u>No. Bills Introduced</u>	<u>No. Bills Printed</u>	<u>No. Bills Reported Out of Committee</u>	<u>No. Bills Passed on Second Reading</u>
1-4	142 (28.9%)	98 (21.4%)	23 (6.9%)	14 (5.1%)
5-8	144 (29.2)	116 (25.4)	62 (18.5)	41 (14.8)
9-12	191 (38.8)	191 (41.8)	139 (41.5)	84 (30.3)
13-17	15 (3.1)	52 (11.4)	111 (33.1)	138 (49.8)
Totals	492 (100.0%)	457 (100.0%)	335 (100.0%)	277 (100.0%)

SENATE -- Consideration of Senate Bills

<u>Weeks</u>	<u>No. Bills Introduced</u>	<u>No. Bills Printed</u>	<u>No. Bills Reported Out of Committee</u>	<u>No. Bills Passed on Second Reading</u>
1-4	120 (32.4%)	78 (23.9%)	31 (12.6%)	28 (13.3%)
5-8	105 (28.3)	98 (30.1)	57 (23.2)	45 (21.3)
9-12	131 (35.3)	105 (32.2)	70 (28.4)	66 (31.3)
13-17	15 (4.0)	45 (13.8)	88 (35.8)	72 (34.1)
Totals	371 (100.0%)	326 (100.0%)	246 (100.0%)	211 (100.0%)

It was in the third quarter, weeks nine through twelve in both houses, that the largest number of bills in the originating house were introduced and printed. The third quarter of the session for the House, and the fourth quarter of the session for the Senate, was the time when the largest percentage of bills originating in that house were reported out of committee. The greatest number of House bills in the House, and Senate bills in the Senate, were on second reading during the last five weeks of the session, including over one-half of the House bills and one-third of the Senate bills.

The Committee on Legislative Procedures has spent considerable time analyzing the process by which the General Assembly enacts a bill into law. This analysis has enabled the committee to identify several specific points in the bill-passing procedure that tend to inhibit efficient operation and the effective use of legislative time. These specific points are: 1) introduction of bills; 2) printing of bills; 3) cut-off date on the introduction of bills; 4) committee consideration of bills; 5) floor consideration of bills; 6) signing

of bills by the presiding officers; and finally 7) the orientation of newly-elected legislators.

How a Bill Becomes Law

A brief description of the complete process a bill must go through before becoming law perhaps would be helpful in giving perspective on the points enumerated above.

Only a member of the General Assembly can introduce a bill, and the General Assembly must be in session before a bill can be introduced. A bill must be drafted (written) in proper language and approved as to form by the Legislative Reference Office before a member can present it to the House or Senate for actual introduction.

Upon introduction, the bill is assigned a number, it is read aloud by title only, and the presiding officer assigns the bill to a standing committee. The chairman of the standing committee must call a meeting of his committee to determine whether the bill will be printed. Upon approval of the standing committee, the bill is sent to the printer whereupon it is printed in multiple copies and returned to the legislative bill room. Copies are placed at the disposal of all members, as well as the general public, and the standing committee to which the bill was originally referred will meet again to consider the merits of the bill.

If the bill is approved by the standing committee it is referred to the floor of the House or Senate, as the case may be, for second reading and public debate. In the House of Representatives the bill must go through the Committee on Rules for placement on the House Calendar, while in the Senate a bill automatically goes on the Calendar until late in the session when a Calendar Committee is appointed and that committee then performs the same function as is performed by the House Rules Committee.

Once the bill is placed on the Calendar the house in which the bill is considered resolves itself into a Committee of the Whole where the bill is read in its entirety. In the House of Representatives a bill is read at length unless the members dispense with the reading. In the Senate, it is not read at length unless a member requests that it be read. It is in the second reading phase that full public debate takes place over the merits of the bill. Upon approval of the bill on second reading it is engrossed and placed on the Calendar for third reading for the following day, where it is again read by title and a roll call vote is taken on the question "Shall the bill pass?"

Following third reading approval the bill is introduced into the second house and practically the same procedure, as outlined above, is repeated.

Upon approval in the second house the bill is returned to the originating house, where it is enrolled, signed by the presiding officer, then sent to the opposite house for the signature of the presiding officer of that house. From there it is sent to the Governor for his approval or disapproval.

Drafting the Bills. Drafting is the first essential step in creating a bill, and drafting is the process of putting an idea into the necessary legal language. Members of the Colorado General Assembly have no difficulty in getting bills drafted for it has available to it year-round a competent bill drafting staff. However, the General Assembly is faced with a real problem in convincing the members to get their requests for bills into the Legislative Reference Office before the General Assembly convenes, or at least early in the session.

Actually some members do request that their bills be drafted before the General Assembly convenes, and all Legislative Council study committees and other interim legislative groups have bills drafted before the session commences. The Legislative Reference Office reports that between 125 and 150 bills are drafted and ready for introduction before each odd-year legislative session.

The committee reviewed the record of the 1961, 1963, and 1965 regular sessions and found that in each instance it was at the end of the second week of each session before as many as 125 to 150 bills were introduced. As a result the committee concluded that Colorado's procedures should be changed to permit pre-filing of bills for introduction in order to get a number of bills immediately available for the General Assembly to commence work on when it convenes.

Printing the Bills. As indicated above, current practice calls for bills to be introduced, assigned to committee, and then the standing committee to which a bill is referred meets to decide if the bill is to be printed. Many times this results, particularly in the early days of a session or just after the final deadline for introduction of bills, in a flood of bills being sent to the printers all at once. Consequently, this further delays bills in printed form being returned to the General Assembly for action.

Again, using the 1961, 1963, and 1965 regular sessions as examples, the sessions were at least three weeks along before 100 bills had been printed and approximately one month had passed by in each session before as many as 150 bills had been printed.

Tabulated on the following page are the total number of bills introduced and the number of bills printed in the House and Senate during each of the last four annual sessions of the General Assembly.

<u>Session</u>	<u>Total Number of Bills Introduced</u>	<u>Total Number of Bills Printed</u>	<u>Percentage Printed</u>
1963	830	673	81.1%
1964	143	132	92.3%
1965	863	783	90.7%
1966	<u>83</u>	<u>79</u>	<u>95.2%</u>
Totals	1,919	1,667	86.9%

Since the data indicates that nearly eighty-seven per cent of all bills in the past four regular sessions have been printed, the Committee on Legislative Procedures concluded that the slight additional cost of automatic printing of all bills upon introduction does not justify maintaining the present practice of committees determining whether the bills should be printed. In short, automatic printing would make readily available for consideration all bills drafted on a particular subject and would remove the decision of whether to print bills as a responsibility of the standing committees. The additional cost of printing all bills will very likely be offset by savings resulting from the General Assembly being able to start serious work earlier in the session. Also, if cost of printing is considered a substantial factor, automatic printing could eliminate the necessity of requiring that entries be made in the House and Senate Journals with respect to the printing of bills. These Journal entries have been estimated to cost the General Assembly \$700 to \$800 during odd-year sessions, and this amount of money would offset at least part of the extra cost of printing of all bills. However, the present rules require an indication in the Journals that a bill has been printed in compliance with Article V, Section 20, of the Colorado Constitution which states that "no bill shall be considered or become a law unless referred to a committee, returned therefrom, and printed for the use of the members." Upon inquiry, the Attorney General issued an opinion which stated that automatic printing of all bills would be sufficient to comply with the requirement of Article V, Section 20, but that it would be "desirable" to continue to indicate in the Journals that bills had been printed.

The Committee on Legislative Procedures suggests that this constitutional question could be settled by appropriate references in the Journals each day which would indicate the bills which have been introduced, printed, and assigned to each committee. The Chief Clerk of the House and the Secretary of the Senate could make these entries in the Journals of each house.

In order to make the rules pertaining to the printing of legislative bills, resolutions, and memorials consistent, the Committee on Legislative Procedures recommends that resolutions and memorials be printed on bill paper automatically upon introduction; although there are occasions when either house may wish to suspend this rule. For example, it should not be necessary to print a joint resolution pertaining to the time of the Governor's message, since the subject matter is well within the scope of "housekeeping" legislation.

Automatic printing of resolutions and memorials, unless the rule is suspended by the house of origin, would result in some saving of money. House Rule 26 (c) and Senate Rule 29 (c) and (d) now require the printing of the full texts of all resolutions and memorials in the Journals upon introduction, which, at the present rates, costs \$12.50 for printing per page. The committee's recommendation is to require the Chief Clerk of the House and the Secretary of the Senate to maintain a record of the resolutions and memorials introduced during a session by stipulating that the full titles of bills, resolutions, and memorials will be entered in the Journals. Under the requirements of Article XIX, Section 2 of the Constitution, the committee recommends continuing the present practice of printing in the Journals the full texts of concurrent resolutions (proposed constitutional amendments) when a vote is taken on the resolutions.

Pre-Session Filing for Introduction and Printing of Bills, Resolutions, and Memorials. Briefly stated, pre-session filing and printing of bills, resolutions, and memorials for introduction would provide a method by which members of the General Assembly could have a bill, resolution, or memorial prepared by the Legislative Reference Office, numbered and printed by the Secretary of the Senate or the Chief Clerk of the House ready for introduction on the first day of the session.¹

Among the benefits which the Committee on Legislative Procedures anticipates from printing and pre-filing bills for introduction is the enabling of legislators and legislative committees to begin consideration of more bills immediately at the start of a session rather than having to wait for bills to be introduced and printed after a portion of the session lapses before a significant number of bills are available for consideration. This should enable committees to report bills out of committee for floor action much earlier than is now the case.

The Missouri Chamber of Commerce conducted a study² of pre-session bill filing in 1963 which covered the fourteen states which permitted pre-filing as of that time. The Missouri Chamber noted three primary advantages to pre-filing: 1) committees can start to work earlier in the session since bills are immediately available for consideration; 2) it is of considerable assistance to the printer because the workload tends to be more evenly distributed; and 3) it

-
1. The term "pre-filed for introduction" would mean that a bill, resolution, or memorial has been prepared, in every way, for introduction and that it will be introduced automatically on the opening day of the session. The term should not be interpreted to mean that a bill can be introduced prior to the session.
 2. Siewert, Delano H., "Pre-session Filing of Bills in State Legislatures," (Jefferson City: Missouri State Chamber of Commerce, 1963).

tends to level out the "peaks and valleys of bill introductions" particularly late in the session.

The author of the report noted that pre-filing of bills does not represent a cure for the introduction of inferior legislation, although the persons questioned in the states which permit pre-filing reported "almost without exception" that pre-filing did lead to better quality in bills in all respects, in part because more time can be devoted to the preparation of the bills. It was also concluded that pre-filing should not be expected to reduce either the volume of bills introduced or the total length of the session. In these respects pre-filing was described as a partial solution, not a panacea, for problems of legislative procedure.

The Committee on Legislative Procedures recommends that the necessary rule changes to permit pre-filing of bills and the printing of pre-filed bills prior to the convening of the General Assembly be adopted.

Cut-off Date for the Introduction of Bills. Under the present procedures the final day for introduction of bills is established by joint resolution of the two houses. As the tabulation below indicates, based on the five most recent odd-year sessions, the cut-off date occurs at approximately the two-thirds mark of each session.

<u>Year</u>	<u>Cut-Off Date Legislative Days</u>	<u>Length of Session Legislative Days</u>	<u>Percentage of Legislative Days Lapsed Before Cut-Off</u>
1957	55	90	61.1
1959	79	105	75.2
1961	57	88	64.8
1963	56	96	58.3
1965	73	117	62.4

Since the cut-off date is determined each session, there is a tendency on the part of some legislators, and particularly groups outside the General Assembly who request members to introduce bills on their behalf, to put off until just before the deadline the introduction of bills. As can be noted from Charts III and IV, relating to the 1965 session, there are more bills introduced the week preceding the cut-off date than in any other week during the session. In fact, during the 1965 general session approximately one-third of all the bills introduced during the entire session were introduced in the two-week period immediately preceding the cut-off date.

It is obvious the General Assembly cannot conduct its business in orderly fashion if legislative ideas, in the form of drafted bills, are not available for consideration. The present practice of having so many bills introduced later in the session is undoubtedly one of the major factors which contributes to the end-of-the-session log-jam. On the other hand, if too rigid a standard is adopted it will preclude the General Assembly from considering problems that may emerge during the session.

The committee concluded that the cut-off date for introduction of bills should occur prior to, or not later than, the halfway point in an odd-year legislative session. In anticipation that odd-year sessions will approximate at least 120 days in length, the committee recommends the adoption of a joint rule setting the fiftieth legislative day as the final day for introduction of bills. Revenue and appropriation bills should be exempted from this rule and, in order to meet contingencies that may arise, the committee also recommends that either house should have authority to suspend the rule on a majority vote of the members elected thereto.

It was the consensus of the committee members that the combination of pre-session filing and printing and an established cut-off date would enable members and others to get bills drafted and introduced without difficulty and, at the same time, would tend to alleviate the end-of-the-session log-jam.

As long as Colorado continues to have restricted budgetary sessions in the even-numbered years, the committee does not see the necessity for a cut-off date on bill introductions in the even-year sessions. However, if the proposed constitutional amendment the committee has recommended regarding unlimited sessions in both years of a legislative biennium is approved by the General Assembly and the people, the recommended cut-off date should apply to both regular sessions.

Strengthening the Committee System

The heart of the legislative process, both at the state and federal levels, lies in the committee system. This is the place where the major work of a legislative body must occur simply out of necessity.

Consider the plight of the individual legislator. He is faced with the difficult task each odd-year legislative session of knowing what the effect of approximately 1,000 proposed pieces of legislation will have on the citizens of Colorado. The task is insurmountable because there are insufficient hours in the day, and days in a session, for him to become even reasonably informed about each of 1,000 bills. This is when the committee system comes into focus. Committees are created according to subject matter, i.e., agriculture, business, education, finance, local government, state affairs, labor, and many others. At the present time there are thirteen subject matter committees in the House of Representatives and eighteen in the Senate.

Members of the General Assembly are assigned to committees on the basis of interest and experience. For example, farmers and ranchers are placed on the agriculture committee, businessmen on the business affairs committee, teachers on the education committee, and so on down the line. And, in addition, legislators from all walks of life are placed on each of these committees in order to obtain a balanced and representative point of view.

The 1,000 bills introduced are parceled out to the several committees and the study and sifting process commences. Simply stated, the purposes of the committee are to separate the meritorious bills from those which are undeserving of consideration, and refine those that are selected for presentation on the floor before recommending them for passage.

This process narrows down the number of bills each legislator must become reasonably familiar with before casting his vote on the floor. And this is also the point in the legislative process where the members of the House or Senate must have confidence in their colleagues on each standing committee -- confidence that the committee members have thoroughly considered a bill before killing it and that the committee has thoroughly studied those bills which it has recommended for passage. This is also the part of the legislative process which is least known, understood, and appreciated by the general public.

Because the committee system is so vital to the entire process the members of the Committee on Legislative Procedures have spent considerable time in analyzing this aspect and is recommending a number of changes which it believes will strengthen the system.

The shortcomings of the committee system in the Colorado General Assembly are: 1) inability of committees to count on a specific part of the legislative day for meetings; 2) too many subject matter committees which results in extensive overlapping of committee membership and too many conflicting committee meetings; 3) failure to provide a regular schedule of committee meetings resulting in insufficient time for committees to consider bills assigned to them; and 4) lack of staff assistance.

Reserving a Regular Part of the Legislative Day for Committee Meetings. With rare exceptions, during the first two-thirds of a legislative session floor action can be and is currently accommodated during the morning hours. As a general rule both houses of the General Assembly currently convene at 10:00 a.m. and complete their Calendars prior to the noon recess. This procedure is followed until the closing weeks of a session. Committees can and do meet prior to 10:00 a.m., others meet following the morning recess, and still others meet in the afternoons. However, committees can never be absolutely sure that the time established for a committee meeting will not be usurped by an extended floor session; consequently, the Committee on Legislative Procedures recommends that the General Assembly adopt a joint rule requiring both houses to meet at 10:00 a.m. each day while in actual session and conclude their Calendars by 12:30 p.m., thus reserving the remainder of the day for committee meetings.

The committee recognizes that during the very early days of the session both houses may not need the full two and one-half hours in the morning for floor action; thus the unused time could be utilized for extra committee meetings as may be deemed necessary. However, the committee believes, if the several recommendations it is

making are adopted, that the flow of bills out of committees to the floor for action will level out and increase floor activity early in the session and decrease floor action in the latter parts of the session.

The committee is also well aware that this proposed joint rule may have to be suspended in the closing days of a session and that the morning convening hour might need to be changed to 9:00 a.m. later in a session.

Too Many Standing Committees. Although the Colorado General Assembly has fewer standing committees than many of her sister state legislatures, nevertheless, with a relatively small legislature and fewer bills to consider than is the case in many other states the thirteen House and eighteen Senate standing committees constitute too many.

Charts I and II, on pages 12 and 13, show the percentage of bills assigned to each standing committee during the 1963, 1964, 1965, and 1966 sessions of the General Assembly. Chart I, for the House shows that the Committee on Natural Resources was assigned only 2.1% of all bills introduced during the four sessions, and the Committee on Game, Fish, and Parks was assigned only 2.9% of all bills. In the Senate, Chart II indicates that the Committee on Livestock was assigned 1.3% of all bills introduced, Metropolitan Affairs 1.4%, Agriculture 1.9%, Water and Water Resources 2.4% and the three Committees on Industrial Affairs, Mining, and Veterans and Military Affairs were assigned the combined total of 1.5% of the bills introduced.

The proliferation of committees complicates the scheduling of enough time for committee meetings when so many have to meet. Also, each member serves on several committees and he is faced with the problem of trying to serve on committees to which he is assigned when they meet at the same time. Still another important consideration in suggesting a reduction in the number of standing committees is the effective utilization of staff services.

The Committee on Legislative Procedures recommends that the number of subject matter standing committees in each house be reduced to ten and that the ten committees parallel each other in subject matter.

This recommendation would result in the following committees being consolidated in the House: Finance and Appropriations into a Finance Committee; Business Affairs and Labor and Employment Relations into a Business and Labor Affairs Committee; and Game, Fish and Parks and Natural Resources into a Natural Resources Committee.

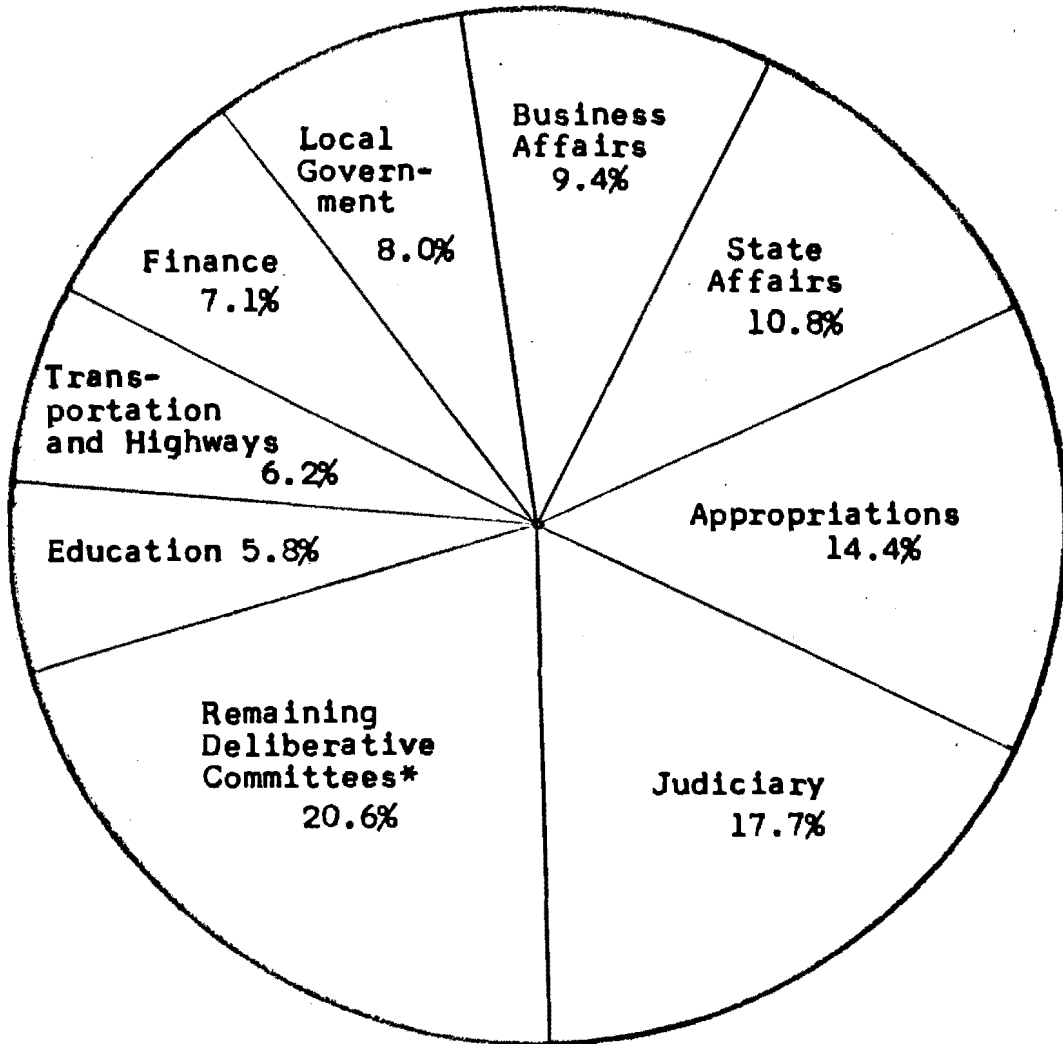
The Senate committees consolidated are as follows: Agriculture and Livestock into a Committee on Agriculture and Livestock; Business Affairs, Industrial Affairs, and Labor into a Committee on Business and Labor Affairs; Game, Fish and Parks, Mining, Water and Water Resources into a Committee on Natural Resources; Health and

CHART I

House Committees

DISTRIBUTION OF HOUSE AND SENATE BILLS TO THE
HOUSE DELIBERATIVE STANDING COMMITTEES
DURING THE REGULAR SESSIONS OF
THE 44th AND 45th
COLORADO GENERAL ASSEMBLIES,
1963-1966

(Data Compiled from the Indexes of House Journals
and Final Legislative Status Sheets)



*These Were:

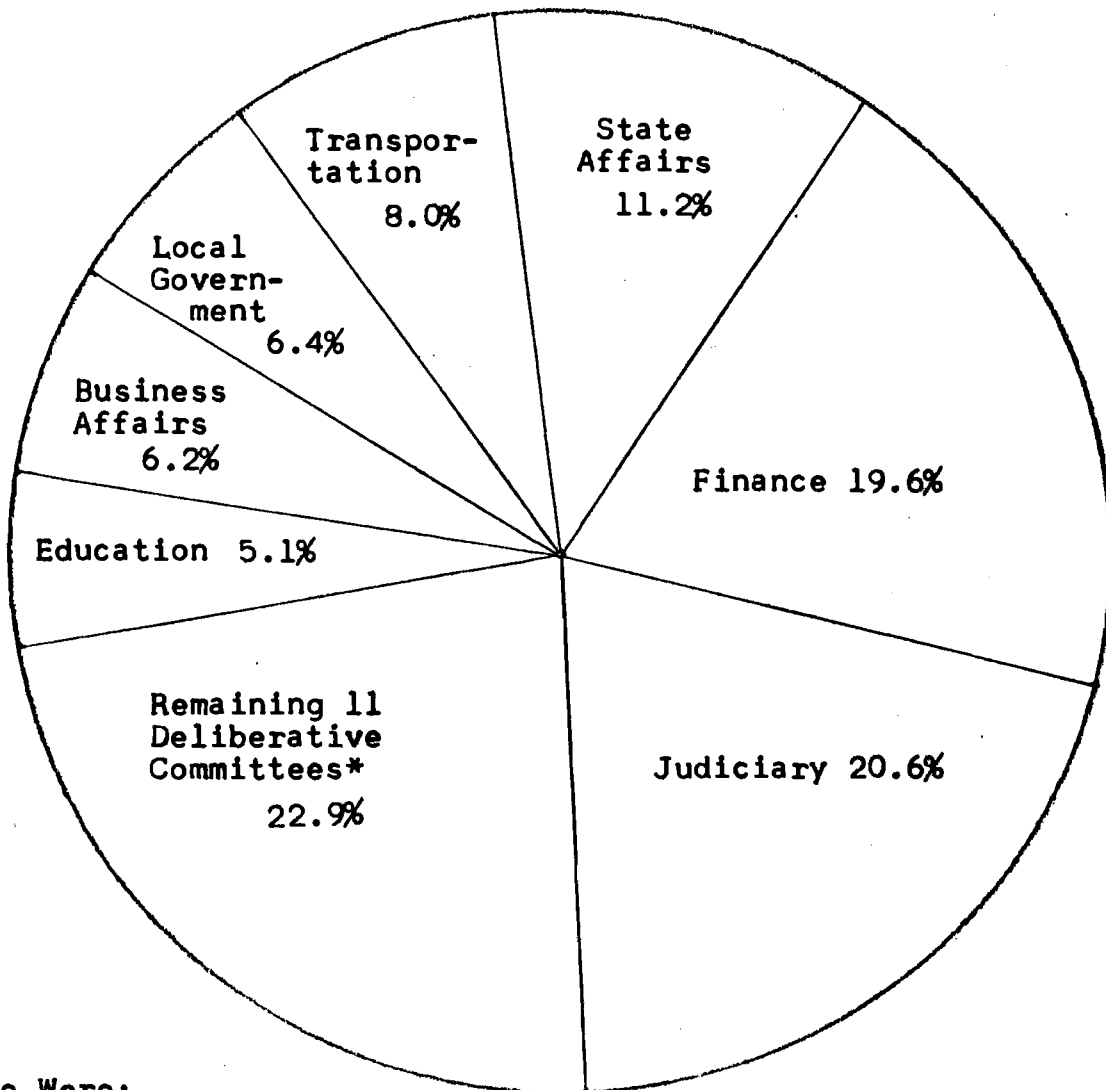
Health, Welfare, and Institutions (1965-1966 only)	4.4%
State Institutions (1963-1964 only)	2.1%
Labor and Employment Relations	4.4%
Agriculture and Livestock	3.3%
Game, Fish, and Parks	2.9%
Natural Resources	2.1%
Metropolitan Affairs (1963-1964 only)	1.4%

Chart II

Senate Committees

DISTRIBUTION OF HOUSE AND SENATE BILLS TO THE
 SENATE DELIBERATIVE STANDING COMMITTEES
 DURING THE REGULAR SESSIONS OF
 THE 44th AND 45th
 COLORADO GENERAL ASSEMBLIES,
 1963-1966

(Data Compiled from the Indexes of Senate Journals
 and Final Legislative Status Sheets)



*These Were:

Labor	4.3%	Metropolitan Affairs	1.4%
Game, Fish and Parks	3.9%	Livestock	1.3%
State Institution and Public Buildings	2.4%	Industrial Affairs, Mining, and Veterans and Military Affairs (Three Committee's Total)	1.5%
Water and Water Re- sources	2.4%		
Agriculture	1.9%		

Welfare, State Institutions and Public Buildings, and Veterans and Military Affairs into a Committee on Health, Welfare and Institutions; and Local Government and Metropolitan Affairs into a Committee on Local Government.

The committee further recommends that the ten committees be as follows:

<u>House</u>	<u>Senate</u>
1. Agriculture and Livestock	Agriculture and Livestock
2. Business and Labor Affairs	Business and Labor Affairs
3. Education	Education
4. Finance	Finance
5. Health, Welfare and Institutions	Health, Welfare and Institutions
6. Judiciary	Judiciary
7. Local Government	Local Government
8. Natural Resources	Natural Resources
9. State Affairs	State Affairs
10. Transportation and Highways	Transportation and Highways

The committee considered the possibility of recommending a restriction on the number of committees to which each member should be assigned. However, it was decided that this should be left to the discretion of each house and the leadership thereof. Also considered was a suggestion that the elected leadership, namely, the presiding officers and floor leaders, because of the press of their additional duties should not be assigned to standing committees. Again, the committee felt this was a matter that should be left to the discretion of each house.

Regularly Scheduled Committee Meetings. Having bills introduced and printed earlier in the session will not alleviate the end-of-the-session log-jam if the standing committees do not begin work immediately on convening of the General Assembly. The unsteady pace of bill introductions and printings that has characterized the early weeks of Colorado's legislative sessions has rubbed off on the committees and their work pace.

Ideally, committee work on bills introduced in the originating house should be fairly well completed in approximately the first half of the session, thus leaving the latter half of the session for considering bills originating in the opposite house. This is certainly not the case today. When one-third of the bills originating in each house are not introduced until after two-thirds of the session is over, obviously the committees cannot do their work. On the other hand, counting the number of bills introduced during the first four weeks of the 1961, 1963, and 1965 general sessions, in both House and Senate, and comparing it with the number reported out of

committee, show that approximately 22 per cent of the total 793 introduced, or only 178, had been reported out of committee during the first month.

Under current practice committees meet on call of the committee chairman. Frequently, this practice results in a very short notice of an upcoming committee meeting. The committee would hasten to add that this is not so much the fault of the committee chairmen but of the system as it has developed. In recent years there has been a concerted effort on the part of the leadership in both houses to get committee meetings announced well in advance; however, again because of the numerous committees that exist, the conflicts encountered by members serving on two committees meeting simultaneously, and the possible conflicts with floor action, the result has been a rather haphazard committee meeting schedule.

The committee would also observe that committee meetings called on rather short notice result in many interested parties, as well as the general public, being unable to attend. Also, it is quite discouraging to the citizens of Colorado who make an effort to attend a scheduled committee meeting but find upon arrival at the Capitol that the meeting had to be rescheduled or cancelled.

The committee recommends that a systematic committee meeting schedule be adopted by the two houses, perhaps by joint rule. An outline of a meeting schedule is shown below with suggested days, times and meeting places outlined. It is constructed in such a way to utilize fully the committee rooms available in the third floor suite, to give each standing committee of each house two meetings every week of one and a half hours in length.

The committee recommends that such a schedule be adopted before assignment of members to committees in order that conflicting committee assignments can be avoided, or that committee assignments be made first and then a committee meeting schedule be devised to avoid scheduling committees with overlapping membership for simultaneous meetings.

The committee recognizes that even with the reduction in the number of standing committees, as recommended above, there will still, of necessity, be an uneven workload among the committees. For example, it is very likely the Agriculture and Livestock committees will still have considerably fewer bills to consider than will the Judiciary committees. Consequently, it would be possible, again as an example, for a Judiciary committee to use the time slot of the Agriculture and Livestock committee if the latter does not need to meet on a given day. However, the committee would caution against any practice of continuous rescheduling of committee meetings, otherwise the advantages of regularly scheduled meetings will be lost to the general public as well as to the General Assembly.

House

Monday 2-3:30 p.m.

Judiciary
Finance

3:30-5 p.m.

State Affairs
Transportation
Education

Tuesday 2-3:30 p.m.

Health, Welfare and
Institutions
Business & Labor Affairs
Agriculture and Livestock

3:30-5 p.m.

Local Government
Natural Resources

Wednesday 2-3:30 p.m.

State Affairs
Transportation
Education

3:30-5 p.m.

Judiciary
Finance

Thursday 2-3:30 p.m.

Natural Resources
Local Government

3:30-5 p.m.

Health, Welfare and
Institutions
Transportation

Senate

Monday 2-3:30 p.m.

State Affairs
Transportation
Education

3:30-5 p.m.

Judiciary
Finance

Tuesday 2-3:30 p.m.

Local Government
Natural Resources

3:30-5 p.m.

Health, Welfare and
Institutions
Business & Labor Affairs
Agriculture and Livestock

Wednesday 2-3:30 p.m.

Judiciary
Finance

3:30-5 p.m.

State Affairs
Transportation
Education

Thursday 2-3:30 p.m.

Health, Welfare and
Institutions
Business & Labor Affairs
Agriculture and Livestock

3:30-5 p.m.

Local Government
Natural Resources

Providing Staff Assistance for Standing Committees. At the present time, the only staff assistance available to the standing committees of the General Assembly is the secretarial pool in each house. Committee chairmen occasionally request that a secretary be present at meetings to keep brief notes on the actions taken. In contrast, during the interim between sessions when studies authorized by the General Assembly are conducted by the Legislative Council, the full research staff of the Council is available to its committees to assist in the studies. Yet, when the recommendations resulting from those interim studies are before the standing committees no comparable research help is available.

The committee regards staff assistance to the standing committees as an essential item if the legislative process is to be streamlined, updated, and improved.

The committee considered several alternative means of acquiring such assistance including the traditional patronage route by which the clerical and administrative personnel necessary to staff the Senate and House during sessions are acquired, the hiring of trained lawyers, researchers and others for service only during the sessions, or the utilization of the existing Legislative Council and Joint Budget Committee staffs.

The committee recommends that the Legislative Council staff be utilized to staff the subject matter committees of the General Assembly except for the two finance committees, in which case the Joint Budget Committee staff should be used.

The committee is cognizant of the fact that using the Council staff to service standing committees during the session will likely diminish the ability of that staff to perform the many spot research jobs currently performed for individual legislators. It is hoped that this service will not be diminished, but it is the feeling of the committee that staffing of the standing committees by the non-partisan Council staff is sufficiently important that it would warrant some reduction in individual services, if necessary.

The committee recommends that all standing committees, under the recommended plan for consolidation, be staffed. However, in discussing this proposal with the chairman of the Legislative Council and the Council staff director it has been suggested that staff be provided for three or four of the standing committees in each house during the 1967 session and that the Council staff should be prepared to service all the standing committees by the 1969 regular session. Consequently, the committee would suggest that the Council chairman and staff director meet with the newly-elected leadership of the Forty-sixth Colorado General Assembly and determine which standing committees should be provided staff in the 1967 session, and that the Council be prepared to staff all standing committees by 1969. Also, the committee recommends that the Joint Budget Committee make arrangements to have its staff available to the finance committees during legislative sessions.

Improving Procedure During Floor Action

While much of the detail work on legislation is conducted in committee, it is on the floor of each chamber, particularly during second and third reading of bills, that the general public develops most of its impressions of the legislative process. These impressions are formulated by observing the legislative activity from the galleries or by reading newspaper accounts of debate and decisions reached on second and third readings. What is observed or reported, of course, may include many facets of legislative activity, such as the compromising of divergent points of view; the making of significant and insignificant points in debate; and the arguing for principles and for partisan advantage. The numerous aspects of the legislative process are reported in full by the press and are observed by citizens of all ages and descriptions sitting in the galleries.

Contrast the public's impressions of the General Assembly with the public's view of the Governor or the Supreme Court. The Governor may be faced with executive decisions or issues involving a legislative program which have or will confront the legislative branch. These problems can be resolved in the privacy of the executive chambers and may be carefully presented to the press at a news conference. The Supreme Court must resolve differences of opinion among the justices concerning the cases which it is considering. However, the court's discussions are conducted in a conference room and the decisions are contained in well-written, learned majority opinions and dissents. In short, unlike the legislative branch, the executive and judicial branches do not conduct their decision-making processes in full view of the public.

A legislative body in a democratic society should not attempt to keep its decision-making process from public view. However, the committee believes that several improvements in legislative procedures are necessary if the General Assembly is to maintain the confidence of the public. The committee has centered its attention on practices within the legislative process which detract from its deliberative, policy-making responsibilities. The practices which were of particular concern were: 1) interrupting the business of the General Assembly to introduce visiting groups or dignitaries, both on the floor and in the galleries; 2) fining former members of the General Assembly who visit the chambers; 3) permitting members to leave the chambers to take phone calls during the process of conducting legislative business; 4) permitting unauthorized persons to enter the chambers during floor sessions; and 5) the failure of the members to practice the best of decorum on an individual basis while the houses are in actual session.

The committee recommends to the leadership and the members of the Forty-sixth Colorado General Assembly that the practice of interrupting work in the chamber to introduce guests, particularly those in the galleries, be eliminated. The committee also recommends that the practice of fining former members be discontinued.

Without additional facilities for members of the General Assembly, solving the problem involved in calling members from the chamber to answer phone calls is more difficult. However, it would appear to the committee that the central switchboard operators could take down messages or telephone numbers of those people seeking to talk with members, and these messages could then be relayed to members and the members could respond at a more convenient time during the legislative day.

The rules of both houses should be more rigidly enforced concerning non-legislators on the floors of the two chambers. It should be noted that legislators themselves occasionally violate these rules by inviting unauthorized persons onto the floor while sessions are in progress. Actually, most lobbyists and other visitors are generally very observant of the rules prohibiting them from being in each chamber during debate.

The committee considered five items of a procedural nature for improving consideration of bills in each house. These changes included: 1) a requirement that all bills be placed on the Calendar at least one legislative day prior to second reading; 2) provision for joint sponsorship of bills by members from each house; 3) a provision for a brief written analysis of the purpose and content of each bill; 4) written committee reports to accompany bills brought to the floor; and 5) the installation of an electric roll call system.

Twenty-four Hour Notice Prior to Considering Bills on Second Reading. The Daily Calendar of each house usually is prepared following completion of each day's business. The Calendar contains a listing of the business that will be conducted the next day and is printed overnight so that it is available to the members prior to commencing work the next morning.

The Senate Calendar is prepared by the Secretary of the Senate until the closing days of a legislative session when it is traditional for the Senate to establish a Calendar Committee. Upon its appointment the Calendar Committee assumes the responsibility of scheduling the next day's business. As required by existing Senate rules the Senate has the business for the next two days printed on its Calendar. Thus the proposed joint rule requiring at least twenty-four hours notice on a bill before it can be considered on second reading would merely ratify present Senate practice. The exception in the Senate relates to Special Orders.

The Committee on Rules has the responsibility of preparing the Daily Calendar for the House of Representatives. The Rules Committee meets each day usually on adjournment of the House. Immediately following the completion of the Rules Committee meeting a typewritten copy of the Calendar is posted in the House Chamber. The House prints only the next day's business on its Calendar. Many members do not remain in the Chamber, following adjournment, until the Calendar is posted; consequently, they do not know what bills will be on second reading the next day until they arrive in the Chamber that day. The recommended joint rule would enable the House members to

know what would be on the next day's Calendar prior to adjournment each day.

Both the Senate and the House may, by a majority vote of the members elected to either house, bring bills up for second reading on Special Orders. General Orders is the term used to describe bills on second reading that appear on the Calendars. Special Orders are used to enable the General Assembly to consider items under special circumstances and are used more often toward the end of each session in order to get the work of each house completed.

The purpose of the suggested change in the procedure is to enable legislators to have more time to study the bills that are to be debated in the Committee of the Whole. Also, it would be helpful to members of the general public to know in advance that bills of particular interest to them are to be debated on a given day.

The committee recommends the adoption of a joint rule that would require all bills to lay over one legislative day after appearing on the Calendar before second reading could take place. The committee further recommends that a two-thirds vote of the members elected to either house be required to suspend the rule. This rule should apply to General Orders only.

Joint House-Senate Sponsorship of Bills. Another change the committee is recommending that could save time and money is to permit Representatives and Senators to co-sponsor bills at the time of introduction.

Occasionally a bill will come up on the Calendar of the opposite house in which it was introduced and no arrangement has been made by the original sponsor to have an opposite house colleague carry the bill. This causes some delay in the conduct of legislative business. If joint sponsorship were permitted this situation could be alleviated. Also, if the recommendation to print all bills is adopted, joint sponsorship could eliminate or at least reduce the number of duplicate bills introduced in each house thus saving on legislative printing costs. The recommendation envisages this procedure as voluntary on the part of members, and the decision should be left to the sponsors of such a bill as to whether it would be co-sponsored and in which house it would be introduced.

Bill Analysis Service. The committee considered and rejected the idea of requiring a brief written analysis of each bill introduced, to be attached to the bill before it would be accepted for introduction, which would describe what the bill would do, the reasons for its introduction, the persons or groups pushing for the bill and so forth. Some members of the committee suggested having the sponsor of each bill write such an analysis; others suggested that the Legislative Reference Office, as the official bill drafting agency, be required to furnish such an analysis.

Numerous objections were raised to this suggestion including:
1) doubt on the part of several members that such an analysis could

be provided in an objective and acceptable fashion; 2) the additional staff that such a procedure would necessitate since it would probably take almost as much time to write the analysis as it would to draft the bill; 3) the experience the General Assembly had with the fiscal note procedure when a fiscal note was required on all bills with fiscal implications before the bills could be introduced (The fiscal note procedure has been revised because the members found the original procedure to be cumbersome and actually resulted in slowing down the pace of bill introduction.); and 4) bills that are amended in committee on the floor might differ considerably from the bill analysis, consequently, to be of value the bill analysis would have to be changed each time a bill is amended.

Written Committee Reports. A proposal was submitted to the committee which would require all bills reported out of the standing committees for floor action to be accompanied by brief written reports explaining the committee's reasons for recommending the bill describing the content of the bill, and any amendments offered by the standing committee. Minority reports could also be submitted by committee members.

The Committee on Legislative Procedures believes that this topic should be considered again after some experience with the staffing of standing committees. The duties of staff persons serving the standing committees will require some period of experimentation, and it is possible that written committee reports could be attempted on an experimental basis as the use of committee staff develops.

Installation of an Electric Roll Call Machine. The committee, in its desire to streamline the use of legislative time, discussed the possibility of installing an electric roll call machine in each house. An attempt was made to secure an actual demonstration of such a machine but the committee was unable to arrange it during this year.

Because of the relative small size of the two houses of the Colorado General Assembly the committee is not convinced that the time that could be saved on roll calls with the machine, as opposed to the present system of oral roll calls, would justify the expenditure necessary to acquire the machines. The committee is of the opinion that the funds necessary to acquire electric roll call machines for the two houses could be better spent on other improvements in the legislative process as recommended in this report.

Signing of Bills by Presiding Officers

Article V, Section 26, of the Colorado Constitution provides:

The presiding officer of each house shall, in the presence of the house over which he presides, sign all bills and joint resolutions passed by the General Assembly, after their titles shall

have been publicly read, immediately before signing; and the fact of signing shall be entered on the journal.

This particular step in the process of enacting a bill into law does not cause any problem or delay in proceedings except at the very end of the legislative session. The signing takes place after both houses have passed the bill and the clerks in the originating house have finally enrolled the bill. During most of the session the enrolling room employees, faced with a rather routine flow of bills to be enrolled, can handle the function readily and have the bills ready for signing in the ordinary course of business. However, at the end of the session, just prior to sine die adjournment, many bills are passed and the enrolling room employees are simply overwhelmed with work. As a result, the General Assembly has in recent years adjourned to a day certain, some ten days after all bills have been passed, and then reconvened in session for the primary purpose of having all remaining bills signed by the presiding officers.

Tied in with this procedure is still another problem and that is the question of how the General Assembly can provide itself with an opportunity to override a gubernatorial veto. During a legislative session the Governor has ten days after a bill passed by the General Assembly is presented to him to sign, veto, or let it become law without his signature. After the General Assembly adjourns sine die the Governor has thirty days within which to exercise his veto power. Thus, while the General Assembly is in session it has an opportunity to override a veto by the Governor, however, upon sine die adjournment no such opportunity is available.

The Committee on Legislative Procedures recommends that additional study be devoted to these two closely allied problems.

Pre-Session Orientation Conference

Some of the delay at the beginning of an odd-year legislative session can be attributed to the necessity for informing newly elected legislators about the legislative process. For several years orientation sessions have been held, whenever time could be arranged, during the early days of the odd-year session. However, in view of other recommendations made by this committee, which are devised to get the legislative process cranked up and moving immediately on convening of the General Assembly, hopefully the time that has been used for this purpose will no longer be available.

Many states hold orientation conferences for newly-elected legislators prior to the convening of the legislature. This practice has proved successful and consequently the Committee on Legislative Procedures recommends that the General Assembly authorize by law the holding of a pre-session orientation conference following each general election. Provision should be made for reimbursing to members and members-elect, the necessary expenses incurred in attending for those who participate in the conference.

The committee recommends that the conference be held following the party caucuses at which the leadership of the General Assembly is chosen. The conferences should be devoted to explaining parliamentary procedure, the rules of each house, the services available to legislators, and, if time permits, perhaps a brief review of major problems facing the state. On the basis of experience in other states it would appear that a one-day conference is most appropriate.

Since there is no current statutory authority for holding a pre-session orientation conference the Committee on Legislative Procedures recommends that the Legislative Council arrange a conference for newly-elected members of the Forty-sixth General Assembly. The Legislative Council, at its meeting on September 26, 1966, agreed to sponsor such a conference to be held on December 10, 1966, in the State Capitol, commencing at 9 a.m.

As another portion of the orientation process, the committee also recommends the use of bus tours to state institutions which are within one day's driving range of Denver. A number of trips on Fridays during the early part of the session are suggested, the goal of which is to provide members of the General Assembly, both experienced and inexperienced, with a first hand view of the institutions for which appropriations must be made. Trips should be planned to include a variety of major state institutions such as mental hospitals, colleges and universities, various facilities for children and youth, and penal and correctional institutions. Also recommended are brief visits to state installations such as fish hatcheries, agricultural experiment stations, watershed development projects, and state forestation projects.

LEGISLATIVE FACILITIES

Upon the end of World War II hostilities in 1945, the annual fiscal year budget for the State of Colorado was approximately 75 million dollars, the population of the state was 1,123,296, the population of its capital city was 322,412, according to the 1940 census forty-seven per cent of its population was located in rural areas, agriculture constituted the backbone of its economy, and the General Assembly met 110 days in the 1945-46 biennium. The 35th Colorado General Assembly members had their desks for an office, except for the Lt. Governor and Speaker who had private offices, no filing space, and four regularly assigned committee rooms for conducting the legislative business of the people of the state.

A generation later, in the midst of the nuclear age, the State of Colorado's annual budget exceeds 560 million dollars, the population is 56% larger, with a substantial portion of the population of the state located in an urban strip stretching some 200 miles along the Front Range of the Rockies, a capital city of one-half million people in the center of a metropolitan area in excess of one million population, with agriculture still an important part of the economy but taking a back seat to rapid industrial growth, and the General Assembly met 185 days in the 1965-66 biennium. The Forty-fifth Colorado General Assembly members had their desks for an office, except for the Lt. Governor, the Speaker and the two floor leaders in each house who had private offices, one drawer in a cabinet for filing space, and six committee rooms for conducting the legislative business of the people of Colorado.

Facilities for the operation of the General Assembly in Colorado are inadequate. The capital construction requirements of recent years necessitated by improved mental health treatment programs, the burgeoning college and university enrollments, the growing correctional programs, and the growth of state government in general have placed the space requirements of the General Assembly far down the list of priorities. However, the need for substantial additional space for the General Assembly cannot be postponed much longer, and some of the needs must be met now. For, contrary to the wishes of many critics of state legislatures, sessions of state legislatures are going to grow longer with each passing year and the day when the Colorado General Assembly will be meeting on practically a year-round basis is much closer at hand than most people realize. Coupled with year-round sessions will be the need for increased space for staff assistants and office space for members for the General Assembly.

The 1959-60 Legislative Remodelling Committee

In 1959, upon completion of the State Services Building and the vacating by executive department agencies of space on the second and third floors of the State Capitol, the General Assembly reserved the entire second and third floors for use of the General Assembly

and the Supreme Court. Also in 1959, the General Assembly, by joint resolution of the two houses, created an interim committee to prepare plans and recommendations for the allocation of space on the two floors between the General Assembly and the Supreme Court and the remodeling of the space vacated by the executive agencies.

Removing the Supreme Court from the Capitol Building. In a report to the General Assembly presented at the 1960 session that committee, comprised of Representatives Charles Conklin, Allen Dines, and Anne Thompson and Senators Harry Locke and James Mowbray, made these recommendations:

- 1) As a sound long range program for the state, the committee recommends that the Supreme Court be relocated in the State Museum Building;
- 2) That funds be authorized by the General Assembly to prepare plans and cost estimates for remodelling the Museum Building to accommodate the Supreme Court; also funds for preparing plans and cost estimates for a new Museum Building; also that the State Planning Division explore sites for the new State Museum in Denver;...

In its report to the 1961 session of the General Assembly the Committee on Remodelling reported the following:

Your committee recommended in its report last year (1959) that it felt moving the court to the current museum building would be the most economical and would result in the most efficient use of space in the capitol complex. However, this would require construction of a new museum site. In the appropriation act last year (1960) \$10,000 was included for the pre-preliminary planning of a new museum building and the remodelling of the current museum building for court use by the Planning Department. Also included was \$25,000 for site option for a new museum building. The Planning Department reports that the site option money has not been spent because it is suggesting that the new museum occupy three stories in the proposed building on the Tours Hotel site. An architect has been retained to draw the pre-preliminary plans on the museum facilities.

Your committee wishes to call attention to the fact that the Supreme Court agreed to a minimum of change in its chambers because of the hope that it would be moved to the museum building.

As can be noted from the above quoted report, the Committee on Remodelling recommended removing the Supreme Court to the State Museum Building upon its being remodelled, and the construction of a new Museum Building. This solution would have left the second and third floors of the Capitol Building for use of the General Assembly. Based on this understanding the Supreme Court withdrew its request for additional space at that time and agreed to utilize only the North Wing of the second and third floors.

Results of 1959-60 Study. As a result of the recommendations of the Remodelling Committee the General Assembly provided the necessary appropriations in the 1960 and 1961 sessions to remodel and furnish the areas now used for the leadership offices and the committee rooms, as well as the refurbishing of the two Chambers.

Pre-preliminary planning money was also appropriated to remodel the Museum Building for use of the Supreme Court and money was allocated to take an option on a site for locating a new Museum Building. However, the State Historical Society objected to removing the State Museum from the Capitol Buildings complex. A feasibility study was completed on November 30, 1960, by the architectural firm of Fisher and Davis which indicated that the Museum Building could be converted for use by the Supreme Court at an estimated cost of \$450,000. However, apparently a question has arisen as to whether the Museum Building would be sufficiently large to house both the Supreme Court and an intermediate court of appeals, if and when the latter is created. Thus the legislative planning commenced in 1959 to provide additional space for the General Assembly and the Supreme Court came to a complete standstill and remains substantially in that state today.

The Master Plan Proposal. The Committee on Legislative Procedures met with the Director of Public Works, Mr. Thomas Millisack, concerning the space allocation problem in the Capitol Building. Mr. Millisack reported that there is no additional space available in the Capitol unless some additional state agency or agencies are removed from the Capitol into rented quarters. He further reported that the State of Colorado is now renting approximately 64,000 square feet of office space in Denver alone. The Director of Public Works pointed out that trying to meet the space requirements of the General Assembly without looking at the total problem is comparable "to treating a symptom instead of a disease." He recommended that a Master Plan for the Capitol Complex be prepared to be used as a guide for the long range solution of the space problems facing the state in the Capitol Buildings Complex. As a suggestion, he outlined several steps that should be taken in preparing such a Master Plan and indicated all decisions on reallocation of space should be held in abeyance until such a plan is completed.

Subsequent to the meeting with the Committee on Legislative Procedures, Mr. Millisack, with the approval of the Governor, submitted a request to the Joint Budget Committee for release of planning funds to be used to retain a consulting firm to proceed with

the development of a Master Plan. The Joint Budget Committee, for a number of reasons, refused to endorse the proposal.

Although the longer range requirements of space for the General Assembly can wait on the development and implementation of a Master Plan there are some critical needs for additional space immediately. In an attempt to resolve these immediate needs, the committee looked at the possibility of using the attic of the Capitol Building for additional space. The Director of Public Works was requested to prepare a rough estimate on the cost of remodelling the attic into usable space. According to those estimates 30,000 square feet of space could be reclaimed, without disturbing the roof of the building, at a cost of approximately \$2,000,000. By modifying the roof design and appearance, two floors of space, totalling 60,000 square feet could be reclaimed at an approximate cost of \$3,500,000.

In addition to the substantial costs involved, it would undoubtedly be necessary to vacate a substantial portion of the building while such a remodelling program is underway; consequently, the committee does not recommend this approach to resolving the space problems in the Capitol Building.

Immediate Space Needs of General Assembly. The committee appointed a subcommittee of three to meet with Mr. Millisack for the purpose of exploring all possibilities of acquiring some additional space for legislative purposes immediately.

The committee would point out to the General Assembly that the immediate needs for space, in order to permit the General Assembly to function effectively, are as follows:

1) The Senate needs three additional rooms for use by its clerical and administrative staff. One room is needed for the minority party secretary; the proofreaders need to be separated from the rest of the clerical staff; and a third room is needed for the combined Senate-House proofreading function.

2) The House needs five additional rooms for its clerical staff. These include a separate room for the enrolling clerks, a larger room for the stenographic pool, a separate room for the minority party secretary and a telephone room adjacent to the House Chamber.

3) The Legislative Council is presently overcrowded in its suite of offices and with the expanded staff being requested for the next fiscal year this overcrowding will seriously hamper the Council staff activities. A minimum of five additional rooms are needed by the Legislative Council.

These immediate requirements total thirteen additional rooms. The ultimate space needs of the General Assembly include additional committee rooms, private or semi-private offices for committee chairmen, rooms that will accommodate several legislators in some type of

office arrangement, and a press room that will facilitate radio and television interview proceedings.

In view of these space needs, the committee has asked the Division of Public Works to prepare certain specific information for the use of the General Assembly in the early part of the 1967 session. First, each "well" area on the third floor level of the Capitol could be floored over and partitioned to provide legislative office space within a relatively short time, perhaps within a year. The well areas each measure approximately sixty by forty feet and could be divided to provide considerable office space. An exact estimate of cost is needed but this project might be completed for approximately \$50,000 for each well. The committee has asked that appropriate preliminary information, including cost and time estimates and preliminary plans for this project, be submitted to the Joint Budget Committee as soon as possible so that the matter may be considered by the General Assembly early in the session.

Another alternative would be to move the Supreme Court and the law library to a separate building especially constructed for the judicial branch. If such a move were made, a total of thirty-one additional offices, plus the space used for law library and the Supreme Court Chamber, would be available for legislative use. However, the committee believes that the construction of new quarters for the Supreme Court would not be available for a period of six or seven years, whereas the space needs faced by the General Assembly are immediate.

Parking Needs. The lack of parking space for legislators, legislative employees, and visitors to the Capitol is another problem that needs immediate attention. The committee recommends that the Division of Public Works commence immediately to prepare plans for widening the Capitol Circle to permit angle parking on both the inner and outer circumferences of the Circle. According to preliminary plans submitted by the Division of Public Works this proposal would increase the number of parking spaces available by between 60 and 70. The estimated cost is approximately \$20,000.

When final plans are completed and cost estimates refined the cost estimates should be submitted to the Joint Budget Committee and the Committee on Legislative Procedures recommends that the money be appropriated and made available upon completion of the 1967 session to enable the construction project to be completed prior to the 1968 legislative session.

The committee is aware that the Division of Public Works thinks that this project should await completion of the Master Plan. However, the committee does not see how widening the Capitol Circle to provide for additional parking would disrupt an over-all Master Plan.

Improving the Galleries. Countless numbers of citizens visit the daily sessions of the General Assembly each year, including thousands of school children. The committee applauds the efforts of

those who take the time to better understand their democratic institutions. However, because of this increased traffic through the galleries of the House and Senate the noise problem generated by the traffic has become very disruptive on the proceedings of the two legislative bodies. This problem can be resolved by installing new seats and carpeting the galleries.

The Committee on Legislative Procedures recommends that the General Assembly appropriate \$35,000 to be used to install new seats, to carpet the galleries of the House and Senate, and to alter the balcony seating arrangement to improve the traffic flow.

Proceed with the Master Plan. The committee also recommends that funds be allocated immediately to the Division of Public Works, from funds set aside to the Controller for capital construction program planning, to commence working on a Master Plan for the Capitol Complex, and that the additional funds necessary to complete the task be appropriated by the General Assembly in the 1967 session.

It would appear to the committee that the recommendation made by the 1959-60 Legislative Committee on Remodelling calling for the removal of the Supreme Court from the Capitol Building is still valid. The long range space needs of the General Assembly will necessitate the allocation of the entire second and third floors in the Capitol for legislative use. If the funds are allocated in the 1967 session for the pre-planning phase of constructing a court building, or remodelling an existing building for its use, it will undoubtedly be 1972 before the additional space in the Capitol would become available for the use of the General Assembly. As a result, the committee feels that this step should be taken immediately.

CONSTITUTIONAL ISSUES

The central concern of the Committee on Legislative Procedures in its consideration of issues involving constitutional amendments was the improvement of the basic framework or structure within which the legislative branch is to operate. In general, the recommendations for constitutional change submitted by the committee might be characterized as representing significant, but not drastic, changes in the structure of government.

The three recommendations submitted by the committee would amend four sections of the Constitution to provide greater flexibility for the General Assembly and strengthen its relationship with the executive branch. The changes recommended would: (1) remove restrictions on subjects considered at even-year sessions; (2) provide for removal of the Lieutenant Governor from the legislative branch; and (3) provide for the election of the Governor and Lieutenant Governor as a team.

Other constitutional issues considered but not recommended by the committee are included in this report. These issues include: (1) the unicameral legislative system; (2) the "split" session concept; (3) holding over of legislation pending at the end of the first regular session for consideration in the second session; (4) reversing the order of the present regular and budget sessions; and (5) changing the requirement for three readings of bills. Further consideration should be given to constitutional issues relative to providing more time for a newly elected Governor to prepare this executive budget and legislative program prior to the convening of the General Assembly.

Removal of Restrictions on Subjects Considered at Even-Year Sessions

Colorado is one of twenty-one states that now have some type of annual legislative session, which may be classified as either restricted "budget" sessions or unlimited general sessions. The present constitutional provision in Colorado, adopted in 1950, limits legislative sessions in the even-numbered years to bills raising revenue, appropriations, and to subjects designated in writing by the Governor during the first ten days of the session.

At the beginning of World War II only four states held annual sessions. However, in the twenty years since World War II twenty-one states have amended their constitutions to provide for annual sessions of their legislatures. The issue is scheduled for a vote in Iowa and New Hampshire and recommendations have been made concerning the issue in Florida, Vermont, and Wisconsin among other states. Maryland removed the subject matter restrictions from the even-year sessions in 1964 and Kansas will be voting on this question in the 1966 general elections.

Not only are the states adopting the annual session concept but the increase in legislative business of the states is resulting in longer sessions throughout the country. According to the Book of the States, 1966-67, over one-half of the state legislatures spent more than 100 actual legislative days in session during 1964-65, excluding weekends and recesses. In these same years, the Colorado General Assembly was in actual session a total of 147 days. States which held sessions in excess of 180 days during 1964-65 were California, Massachusetts, and New York, while the states of Vermont, South Carolina, and Nebraska compared closely with Colorado with sessions of 158, 151, and 149 days, respectively. The legislature in Oklahoma experienced an increase in the number of days in session from 83 in 1956-57, to 93 in 1962-63, to 117 in 1964-65.

Another trend affecting responsibilities of legislative bodies throughout the country, as well as the Colorado General Assembly, is the increased frequency of special sessions. A tabulation in the Book of the States shows the following increases in the aggregate regular and special sessions for all states during the last ten years:

<u>Biennia</u>	<u>No. Regular Sessions</u>	<u>No. Special Sessions</u>	<u>Total Sessions</u>
1956-57	64	37	100
1958-59	64	36	100
1960-61	69	42	111
1962-63	69	45	113
1964-65	69	65	134

Since 1951, Colorado has held ten special sessions, at least one of which has been held in all but one biennial period, with two special sessions held in the 1963-64 and the 1965-66 biennial periods.

The experience in Colorado is not contradictory to the nationwide trends toward longer legislative sessions and toward more frequent special sessions.

Eliminating the present restrictions on the even-year session will not reduce the necessity for special sessions when emergency issues arise. However, the ability of the General Assembly to deal effectively with problems of statewide importance would be enhanced if issues which are of importance to the state could be considered at each regular session.

There are additional reasons suggested for a change in the present limitations on the scope of the even-year sessions. Under the present arrangement, the Governor may designate in writing within the first ten days of the session the items which the General Assembly may consider, in addition to revenue and appropriation measures. This situation, while providing more flexibility than provisions in some states, has placed the Governor in an often difficult

position in deciding which issues will be considered. Regardless of the decision, the Governor is subject to criticism for failing to open the session for enough issues or for listing too many items on the agenda.

In addition, the committee feels that the sole determination of what items should be considered in the even-year session should not rest with the Governor. If the legislative branch is to maintain its equal and coordinate status with the executive and judicial branches it must have a greater voice in the determination of the issues on which it will act.

The committee also believes that the time of relative inactivity during the early period of the even-year session, which occurs waiting for work to be completed on the budget bill, could be used more effectively than the present system permits. While removing the restrictions on the short session undoubtedly would increase the length of the even-year session, the time of the General Assembly at the beginning of the session could be used for consideration of substantive legislation.

Holding Over Bills from First to Second Sessions

Constitutional provisions in Georgia and Michigan provide that legislative business pending at the end of the first session is carried over for consideration in the next regular session of the two-year biennial period. These provisions, of course, are similar to the system of the United States Congress although, in Georgia, the scope of budget sessions is limited to the legislation pending from the first regular session. The principal reason advanced for the hold-over provision is that the legislative members will have the interim period to study and to meet with constituents in regard to the pending legislation prior to the second session. In addition, some savings might be made in legislative printing because much of the pending legislation will be introduced in the second session if that session is unlimited in scope.

Comments received from the Office of Legislative Counsel of the Georgia Legislative Services Committee indicate a pessimistic estimate of the amount of study of pending legislation completed by legislators in that state between sessions:

...It would appear that this would give the members an opportunity to give a great deal of study and thought to the legislation which was left hanging; however, members of the legislature have indicated to me that they seldom devote very much time to the study of such carryover legislation during the interim. Also practically all the real important legislation is always passed or defeated during the session in which it is introduced and it is mostly the other type legislation which is left pending. Consequently,

it is my view that about the only thing which is accomplished is a cluttering up of the records in the office of the Clerk of the House and Secretary of the Senate, which brings about confusion.

An additional factor considered by the Committee on Legislative Procedures was that such a provision would tend to delay unnecessarily the decision-making process of the General Assembly. It was considered advisable by the committee that controversial issues should be faced and disposed of by the General Assembly rather than adding an easier choice of placing controversial problems in limbo for a year. The committee does not recommend adoption of a provision to allow holding over of bills from the first to the second session.

Reversal of "Budget" Session with Regular Session

As one means of providing inexperienced legislators with enough time to consider statewide issues which are deliberated in the present first regular session, a suggestion was offered to the Committee on Legislative Procedures that the present regular and budget sessions be reversed. Freshmen legislators would have an advantage of the relatively quiet "short" session to learn legislative procedures, study many of the issues which will come before the full session in the second year of their term, and have time to gain an understanding of budget session problems and to participate fully in the "short" session deliberation.

In its recommendations, the Committee on Legislative Procedures has advocated the adoption of annual sessions, unlimited in scope, as the most desirable means of organizing legislative activity in Colorado. In addition, the committee has recommended establishment of pre-session orientation conferences which would be designed to acquaint freshmen legislators with legislative procedures and facilities available to the General Assembly in order to encourage their full participation in legislative matters.

The committee believes that the advantages of annual sessions, together with pre-session orientation conferences, constitutes a more suitable approach toward the handling of legislative business than the approach of reversal of the present sessions.

The problem to which the suggested reversal of sessions is addressed was considered by the committee to be a serious problem which probably cannot be solved by a single recommendation. All of the states holding annual sessions, the second of which is a budget or limited session, use the pattern of the regular or full session in the first year and the limited session in the second year. Since the regular session follows the general election by two months, rather than by fourteen months, it might be argued that the newly-elected legislative officers would be more responsive to the electorate, especially in matters such as campaign promises, by the relatively short interval before the unlimited regular session.

Elimination of Three Readings of Bills

Colorado is with the majority of thirty-four states in which the state constitution specifies that bills be read three times in each house before passage. Eight additional states are reported to have three readings of each bill, perhaps established by custom rather than by constitutional directive. Of all fifty states, a total of thirteen states are reported to have no specific requirement on the number of readings, although eight of these states have adopted the three-reading requirement.³

Advantages may be cited in favor of the present system. The time taken between second and third readings can provide an opportunity to find errors in bills which can be corrected before final passage. Presumably, some meditation may also take place concerning the legislation between the stages of debate and reporting in Committee of the Whole and the final decision. While the constitutional requirement for three readings of bills was perhaps established largely by custom in other states, the committee does not believe that legislative procedures in Colorado would be made more efficient by the amendment of the present constitutional requirements concerning three separate readings.

The Office of Lieutenant Governor

The three constitutional responsibilities of the Lieutenant Governor in Colorado may be briefly noted as follows:

- (1) President of the Senate;
- (2) Votes in the Senate in the event of a tie vote; and
- (3) Acts or becomes Governor for the residue of the Governor's term or until the Governor's disability is removed in case of death, impeachment, conviction of felony or infamous misdemeanor, failure to qualify, resignation, absence from the state, or other disability.

This general pattern of responsibilities is found in a majority of the states. At the present time the office of Lieutenant Governor is a constitutional office in thirty-eight states and this officer is the presiding officer of the Senate in thirty-five states.

3. While mentioning other states, one state (Montana) has four readings of bills; five states (Delaware, Nebraska, North Dakota, Rhode Island, and South Dakota) have two readings; and the states of Iowa and Maine have two readings in one house and three in the other house.

The constitutions of thirty-two states provide that the Lieutenant Governor casts a vote to break a tie in the Senate. The Lieutenant Governor is specified by the constitutions of thirty-seven states as the immediate successor to the office of the Governor in the event of a vacancy in that office.

In view of the rather impressive tradition and extent of conformity with constitutions of other states and with the equivalent provisions of the U. S. Constitution, why should any changes be proposed for the office of Lieutenant Governor? Stated differently, considering the tradition in support of the office, can the office be given a more useful role than it presently holds? Several general and specific reasons may be advanced for changing the present arrangements.

From the standpoint of the Colorado General Assembly and, specifically, the Senate, there appears to be no reason, other than tradition, that the Senate should not be allowed to exercise complete control over its proceedings similar to the privilege exercised by the House of Representatives. Further, under principles of majority rule, it might be argued that the majority party of the Senate should be allowed to select the presiding officer of the Senate in order to avoid the situation of the Lieutenant Governor and the majority of the Senate being from different political parties.

It also seems paradoxical that the President of the Senate does not have the degree of political effectiveness in the Senate which is exercised by the Speaker of the House. This fact may have arisen from the notion that the Lieutenant Governor is somehow placed above the politics of the Senate as an impartial statewide elective officer of the executive branch. The limited constitutional role of the tie-breaker in the Senate and certain statutory duties, such as a member of the Legislative Council, do not provide the officer with adequate authority to have effective leadership in the Senate or to give the executive branch a "check and balance" over the legislative branch.

Removal of the Lieutenant Governor from the legislative branch does not mean that the office would perform no other function and should be abolished. The constitutional requirements for temporary or permanent succession to the governorship are recommended for retention by the Committee on Legislative Procedures. The thinking of the committee is that the role of the office should be strengthened as a part of the executive branch. First, it is recommended that the Lieutenant Governor should run on the same ticket with the Governor in order to assure that the chief executive officer and his immediate successor would be of the same political party. While the nominating procedures and specific duties of the Lieutenant Governor would need to be determined by the General Assembly, this proposal could result in the Lieutenant Governor assuming a more active role in the executive branch by minimizing the political conflicts, even within the same party, between the two top state officers.

A second means of strengthening the office of Lieutenant Governor as an executive officer would be by increasing the officer's role as an "assistant governor." Possible duties within this role could include relieving the Governor of some of his ceremonial duties, the appointment to committees or commissions as the official spokesman of the executive branch, and representing the Governor at various functions.

Under the plan advocated by the Committee on Legislative Procedures, the Lieutenant Governor would continue as the immediate successor to the office of Governor in the event of a vacancy in the latter office.

Temporary and permanent succession to the Governorship by the Lieutenant Governor are provided under several conditions contained in Article IV, Section 13, of the Colorado Constitution. Included with these conditions is the Governor's absence from the state which, it has been argued, is a somewhat antiquated notion in view of modern transportation and communication developments. A series of interesting court cases has evolved two lines of thinking by the supreme courts in other states having similar constitutional provisions on Governor's temporary absence from the state. The most recent of these cases, a 1966 Nevada case and a 1959 Florida case, held "flexible" or less rigid points of view in evaluating the particular circumstances by which the Governor was out of the state.

In Nevada, the Supreme Court held that when the Governor was absent from the state for a few hours on a Sunday evening, the Lieutenant Governor was not empowered to request the impanelment of a state grand jury, contrary to the previously expressed wishes of the Governor. The Nevada Court found a distinction between absence from the state and "effective absence," i.e., an absence measured by the state's need at a given moment for a particular act by the official then physically not present.⁴

In the 1959 Florida case the Florida Supreme Court held that the Governor's proposed month-long tour of Russia would not produce an "inability to discharge official duties," which is the phrase in the Florida Constitution used for the devolution of the powers of the office upon the Governor's immediate successor. The opinion notes that there would be frequent direct communication by telephone and telegraph between the Governor and his staff and that the Governor would be subject to prompt return to his office should the occasion demand.⁵

4. Sawyer v. First Judicial District Court, 410 P. 2d 748 (1966).

5. In re Advisory Opinion to the Governor, Fla., 116 So. 2d 425 (1959).

The opposite line of cases has held that even a short absence from the state by the Governor devolves the powers and authority of the office upon the Lieutenant Governor. In a 1943 Arkansas case,⁶ the Governor was in Washington, D. C. for approximately five days and the Lieutenant Governor visited in Oklahoma for a number of hours one of the days in the same period. In the absence of both officers, the president pro tem of the Arkansas Senate, acting as Governor, vetoed two bills passed by the legislature. In upholding the vetoes, the Arkansas court stated its agreement with reasoning used in cases from Oklahoma⁷ and Mississippi⁸ involving the legality of pardons granted by the Lieutenant Governor in the absence of the Governor. A portion of an opinion on a motion for rehearing in the Mississippi case stated:

It would be violating the language and spirit of this constitutional provision, and it would also be venturesome on the part of this court, to hold or attempt to prescribe the length of time the Governor must be out of the state, or the distance he must be away from the state before a vacancy occurs...

The Committee recommends that further study be given to the succession problem.

Unicameral Legislature

Frequently offered recommendations for changes in state legislative bodies are the establishment of a unicameral legislature and a reduction in the total membership of the legislature. A recent example, perhaps typical of the suggestions for adoption of these ideas, is contained in the report "State Legislature in American Politics," a report of the Twenty-ninth American Assembly, held April 28-May 1, 1966, in the Arden House, Harriman, New York.

Adoption of a unicameral legislature may prove fruitful in some states. A small unicameral legislature may be especially appropriate in states where the cost of legislative operations is burdensome. Apportionment on the basis of "one man, one vote" has removed one of the historical justifications for bicameral legislative systems. In bicameral systems, states should provide, in applying the principle of "one man, one vote," for differing methods or patterns of representation in the two houses.

6. Walls v. Hall, 202 Ark. 999, 154 S.W. 2d 573 (1943).

7. Exparte Crump, 10 Okla. 133, 135 P. 428 (1913).

8. Montgomery et. al. v. Cleveland, 134 Miss. 132, 98 So. 111 (1923).

Legislatures should be of a size to make the position of legislators more important and visible. To permit individual participation, effective deliberation, full staffing, and adequate compensation, legislatures should be no larger than fair representation requires. We believe that in many cases in the United States legislatures are larger than desirable.⁹

Several issues raised in this quotation were given particular attention by the Committee on Legislative Procedures. For example, the committee has studied and submitted recommendations regarding legislative staffing and more effective deliberation procedures for the Colorado General Assembly. The issue of unicameralism was also considered by the committee and it was rejected.

One of the major premises in arguing for a unicameral system is that many state legislatures are too large to permit the types of improvements frequently recommended to strengthen their position in American government, including those benefits listed in the above quotation. As to the size of the legislative body, the American Assembly report stated that "...legislatures should be no larger than fair representation requires."

In respect to the number of legislators, Colorado is in a more favorable position than many of her sister states, particularly on the basis of population size, assuming that fewer legislators provide such benefits as greater participation, effective deliberation, and importance of the office. As indicated on the accompanying tabulation, ten states have fewer total numbers of legislators than does Colorado, although New Mexico and Utah, with 98 and 96 legislators respectively, could not be said to have substantially fewer legislators. Of the ten states with smaller legislative bodies, only two states, New Jersey, having 81 legislators, and Oregon, with 90 legislators, show a larger population than Colorado, according to the 1960 federal census. New Jersey has over three and one-half times the population of Colorado, while Oregon's population is only slightly larger than Colorado's. Six of the other states having fewer legislators show from one-eighths to one-half of Colorado's population (Alaska, Nevada, Wyoming, Delaware, Hawaii, and Utah). Perhaps until a precise definition of the size of legislative districts which fair representation requires can be formulated for Colorado, the state should consider itself fortunate that the size of the General Assembly can provide for many of the features of state legislatures recommended by the American Assembly.

9. Twenty-ninth American Assembly, State Legislatures in American Politics, p. 6, (1966).

Since the idea of unicameralism is persistently advocated and recently has been considered for adoption in at least two other states -- Rhode Island and Maryland -- a listing of the most common arguments in support of the issues are presented below:

(1) The bicameral system, taken in conjunction with the usual power of committee's to block legislation in either house, the governor's veto, and judicial review by the courts presents an array of hurdles for all legislation which often prevents or unfortunately postpones action that is urgently needed and desired by the public.

(2) The concentration of legislative responsibility as a single house would focus more public attention on that house than can possibly be given to either house when the two bodies are operating simultaneously.

(3) Representatives of the public and of organizations representing the general public interest, could cover the legislature much more easily, effectively, and completely, if there were only one house to cover, whereas the special interest lobbyists would lose their special advantage.

(4) Realization that his work was final so far as the legislature is concerned would tend to make the member of a one-house legislature take his task more seriously and perform it more adequately.

(5) The added prestige and importance of membership, both because better qualified people could be persuaded to run, and because more public attention would be given to their selection.

(6) Deception of the public through the familiar device of "passing the buck" would be minimized by a unicameral arrangement.

(7) The two houses of an American bicameral legislature are supposed to represent the same voters on very much the same basis. There is, therefore, no real excuse for duplication. Pains should be taken to make sure that one body is really representative, and then let it represent.

(8) The cost of a single-house legislature is less.

(9) The one-house legislature would be more efficient, would waste less time, would cut the number of bills introduced, and would bring out the better bills.

Table I
 CONSTITUTIONAL TOTAL (MAXIMUM) NUMBER OF
 LEGISLATORS IN EACH STATE

<u>State</u>	<u>House</u>	<u>Senate</u>	<u>Total</u>	<u>1960 Federal Census</u>
Nebraska	--	49	49 ^a	1,411,330
Delaware	35	18	53	446,292
Nevada	37	17	54 ^b	285,278
Alaska	40	20	60	226,167
Hawaii	51	25	76	632,772
New Jersey	60	21	81 ^c	6,066,782
Wyoming	61	25	86	330,066
Oregon	60	30	90	1,768,687
Utah	69	27	96 ^d	890,627
New Mexico	77	32	98 ^e (109)	951,023
Colorado	65	35	100	1,753,947
Arizona	80	28	108	1,302,161
South Dakota	75	35	110	680,514
California	80	40	120	15,717,204
Idaho	79	44	123	667,191
Tennessee	99	33	132	3,567,089
Wisconsin	100	33	133 ^f	3,951,777
West Virginia	100	34	134	1,860,421
Arkansas	100	35	135	1,786,272
Kentucky	100	38	138	3,038,156
Virginia	100	40	140	3,966,949
Alabama	106	35	141	3,266,740
Louisiana	105	39	144	3,257,022

- a. Unicameral legislature - No House of Representatives.
- b. Total cannot exceed 75; Senators cannot be less than 1/3 nor more than 1/2 the number of Assemblymen.
- c. Reapportionment accomplished in 1965 for November general election increased Senate to 29.
- d. After election November 8, 1966 Senate membership increased to 29.
- e. By act of 1965 session, Senate membership set at 37 and House at 70. Senate reapportionment pending.
- f. Constitution sets number of Assemblymen at not less than 54 nor more than 100; number of Senators not less than 1/4 nor more than 1/3 the number of Assemblymen.

Table I
(continued)

<u>State</u>	<u>House</u>	<u>Senate</u>	<u>Total</u>	<u>1960 Federal Census</u>
Rhode Island	100	46	146	859,488
Oklahoma	99	48	147 ^g	2,328,284
Michigan	110	38	148	7,823,194
Washington	99	49	148	2,853,214
Indiana	100	50	150	4,662,498
Montana	94	56	150 ^h	674,767
Florida	112	44	156	4,951,560
North Dakota	109	49	158	632,446
Kansas	125	40	165	2,178,611
Ohio	137	32	169	9,706,397
North Carolina	120	50	170	4,556,155
South Carolina	124	46	170	2,382,594
Maryland	142	29	171 ⁱ	3,100,689
Mississippi	122	52	174	2,178,141
Texas	150	31	181	9,579,677
Iowa	124	59	183	2,757,537
Maine	151	34	185 ^j	969,265
Missouri	163	34	197	4,319,813
Minnesota	135	67	202	3,413,864
New York	151	58	209	16,782,304
Illinois	177	58	233 ^k	10,081,158
Georgia	205	54	259	3,943,116
Pennsylvania	209	50	259	11,319,366

g. As reapportioned by the U.S. District Court for the Western District of Oklahoma.

h. By federal court order on August 6, 1965, both houses were reapportioned. All members of the 1967 Legislative Assembly will be elected under a court-ordered plan at the general election in November 1966. At that time 55 Senators and 104 Representatives will be elected.

i. Senate to increase to 43 in election of 1966. For term of office ending in 1966 only, House members fixed at 142; thereafter House members revert to 123.

j. Constitutional total of Senate members may vary according to population.

k.* Total as shown in The Book of States, 1966-67.

Table I
(continued)

<u>State</u>	<u>House</u>	<u>Senate</u>	<u>Total</u>	<u>1960 Federal Census</u>
Vermont	246	30	276 ^l	389,881
Massachusetts	240	40	280	5,148,578
Connecticut	294	36	330 ^m	2,535,234
New Hampshire	400	24	424 ⁿ	606,921

-
- l. Following a special election in November 1965, the reapportioned Vermont House was to have 150 members.
- m. After November 8, 1966, 177 House members by 1965 reapportionment.
- n. Total of House cannot be more than 400 nor less than 375.

The traditional arguments raised in opposition to the unicameral system have been summarized as follows:

- (1) Although it is true that some beneficial measures are lost because of the necessity of passing two houses it is also true that many harmful measures are blocked.
- (2) The form of bills whose purpose is generally accepted is often improved by the necessity of passing muster in two different committees on their way to final enactment.
- (3) The necessity of passing two houses often gives the public time to mobilize its own defense.
- (4) A single-house legislature would increase the power of any party machine which controlled that house and of any special interests which gained the inside track with the party's legislative leaders.
- (5) There are undoubtedly evils in present legislative procedure, but they can be corrected without giving up the safeguards of a second house. If needed, special aids and safeguards adopted by Nebraska's unicameral legislature could readily be adapted to a bicameral body.
- (6) The unicameral system is still in the experimental state, and it would be dangerous to shift to an untried program.¹⁰

The committee believes that the present 100-member, bicameral General Assembly should not be changed until more evidence is available concerning possible benefits of a smaller, unicameral system.

10. Hudson, I. R., "Papers on Constitutional Revision," pp. 2-3, quoted by R. W. Maul, "An Analysis of the Constitutional Provisions Pertaining to Legislative Organization in South Dakota," Legislative Series No. 4, (Vermillion: Governmental Research Bureau, University of South Dakota, (1962)).

The "Split" Session Idea

Under the plan of the "split" or "bifurcated" legislative sessions, the General Assembly would convene for a brief time at the start of the session for organizational purposes and introduction of bills, then adjourn for a period of approximately 30 days following which recess it would reconvene for consideration of the bills which had been introduced. Two major objectives would be sought by the adoption of such a system. First, the legislature is not really ready for legislative activity in the early part of the session, and its accomplishments, in terms of the completion of legislative business, are not sufficient to justify the meeting of the full legislature. The split session could be of value during the budget session in avoiding the waste of time by legislators who are not involved in the preparation of the budget.

A second reason advanced in favor of the idea is that much of the legislation for the session could be introduced at the brief organization portion of the meeting and that legislators, by going to their home districts for a period of time, would be able to obtain the views toward the proposed legislation from their constituents.

The system has been used at various times in a number of states, including New Jersey, Wisconsin, West Virginia, and New Mexico, among others. However, the most extended use of the system, and also the only state with constitutional authority for the concept, has been in the state of California. In California, a provision was adopted for a split legislative session in 1911 and the system was in use in regular legislative sessions between 1913 and 1957. The provision was eliminated for the odd-year sessions in 1958. The California Constitution continues to permit, but does not require, a recess period of up to 30 days after the introduction of the budget bill in the budget session and the bifurcated system is continued for the even-year sessions. Incidentally, California voters will be voting this November on a constitutional amendment to provide for annual legislative sessions without time limitations.

Correspondence received from legislative members and legislative service agency personnel in California reveals some interesting aspects concerning the use of split sessions. Mr. Paul Mason, long-time parliamentarian of the California Senate, pointed out that legislators would protect themselves against the restriction on introduction of bills after the recess by the introduction of "skeleton bills," which were bills having broad titles and only one section following the enacting clause. Controversy would develop in regard to these bills as some members would object to them as an evasion of the constitutional provision. Mr. Mason also pointed out that the restriction was evaded by amendment of new ideas into existing bills and that an "unused" bill on a particular subject often became quite valuable.

Another feature of the so-called "skeleton" bills, described in a letter from California Assemblyman Charles J. Conrad, was the

introduction of "spot" bills which would only change a comma or an "an" to a "the."

The result was that no one really knew what legislation would actually be considered following the recess, and it was felt that hundreds of bills were introduced for no other reason than holding a spot, and that changing to our present system would actually result in the introduction of fewer bills.

The result of a bifurcated session in increasing the pace of the legislative process, in at least some of the states which have used the system, has not been particularly impressive. According to reports from California and West Virginia:

...While this recess is decidedly advantageous to the clerical work connected with legislative sessions, there is no indication that it actually speeds up the flow of legislative work once the legislature reconvenes. The legislators return to their home districts during the recess. Apparently there are no meetings of the regular standing committees during this time.¹¹

Martin L. Faust, reviewing the results of the split session system in the West Virginia legislature, states that the bifurcated session has not helped to speed up the legislative work in the West Virginia experience. Indeed,

...at no time [while the split session was in use] have the two houses been able to complete their work within the 45-day period allotted by the constitution. In 1923, in 1925, and again in 1927, it was necessary for the governor to prolong the regular session in order to complete the enactment of the budget bill. In 1921, instead of prolonging the regular session for that purpose, the governor called an extraordinary session to accomplish its enactment. Because of the failure of the legislature...to take action in certain matters, the governor, in 1923, in 1925, and 1927, felt it necessary to summon immediately after the adjournment of the extended regular session an extraordinary legislative session.¹²

11. Wisconsin Legislative Reference Library, "The Split Session In American State Legislatures," Informational Bulletin No. 113, pp. 5, 6 (April, 1958).

12. Ibid., p. 6.

A similar conclusion was reached concerning any effect of the split session in California upon the legislative process, particularly during the closing days of the session, and in the quality of legislation produced:

Despite the innovational character of the split session it can hardly be said that it has resulted in any considerable improvement in the actual legislative process or in the quality of the legislative output. The chaotic haste incident to the closing days of the session has continued; indeed, there are those who believe the hurry and confusion have increased in recent years. The great expansion of state activity in fields heretofore unoccupied has made it necessary to consider and to enact much legislation dealing with a great variety and complexity of subjects. There is at every session a bewildering profusion of bills, which, with a bicameral form of legislative organization, and with a complex committee system, combine to produce disorganization and decentralization.¹³

On the basis of the experience reported in other states, the committee concluded that the split session idea would not achieve the intended results in Colorado to any greater extent than the idea has achieved in any other states.

13. Barclay, Thomas S., "The Split Session of the California Legislature," California Law Review, Vol. 20: 42, Nov. 1931, p. 56.

OTHER LEGISLATIVE ITEMS REVIEWED

In addition to the subjects of procedural problems, legislative facilities, and constitutional proposals, the Committee on Legislative Procedures has considered a number of other items related to the legislative branch. Some of these items the committee is making specific recommendations on, others have been studied but no conclusions have been reached and still further study is needed, and there are others on which study has not been commenced.

Additional Stenographic Help

Many members of the General Assembly have suggested that the minority party should be permitted to select at least one member of the stenographic pool. At the present time the majority party in each house selects all of the members of the stenographic pool. The only minority party representation among the employees of the General Assembly is the Minority Floor Leader's secretary in each house.

The committee recommends that the minority party be permitted to select one member of the stenographic pool in each house. The stenographer so selected should be assigned to the pool and work under the supervision of the chief administrative officer in each house. This recommendation would enable minority party members to dictate certain personal correspondence to an employee who belongs to his own political party.

Internship Program

The Dean of the Denver University Law School suggested that the committee consider utilizing outstanding senior students in the law school as interns to staff the two judiciary committees. The Dean indicated that a small foundation grant had been made to the law school which would enable the school to award a small monthly stipend to each of two senior law students who might serve in such a capacity. He indicated that the students selected would carry a reduced classroom schedule during the session, which would be the length of the internship, and they would be available during the afternoons for work with the committees.

The committee recommends that such an internship program, utilizing two law students each session, be undertaken with the students to be assigned to the Legislative Council. The director of the Council should be authorized to utilize the talents and time of the interns in whatever way that they can prove useful.

NOTE: An agreement has been arrived at between the Legislative Council and the Denver University Law School to commence an internship program for two law students in the 1967 session of the General Assembly.

Legal Services for the General Assembly

In 1962, the Legislative Council Committee on Organization of State Government proposed that the Committee on Statute Revision and the Legislative Reference Office be combined into a legal services agency directly responsible to the General Assembly. Currently, the Committee on Statute Revision is assigned to the judicial branch and the Legislative Reference Office is located in the Attorney General's Office. Both the Attorney General and the Committee on Statute Revision objected to this proposal in 1962; consequently, the proposal was dropped at that time.

The Committee on Legislative Procedures has again considered this proposed merger of the two services but the committee recommends that action be postponed on the proposal until a review of the organization and functions of all legislative services can be completed. However, the committee is recommending changes in the location of these services within the structure of state government.

Committee on Statute Revision

The Committee on Statute Revision and the services it renders to the General Assembly are perhaps the least known and understood of all the services available. A brief history and description of the functions of this agency will be helpful to the members of the General Assembly in considering the recommendations concerning the agency.

The legislative process is often described as getting an idea into law. The function of the Committee on Statute Revision could be characterized as getting the laws passed by the General Assembly organized into some logical form and available to the public.

The Committee on Statute Revision was created in 1951 as a permanent state agency and its first assignment was to publish the 1953 version of Colorado Revised Statutes. The specific charge was to revise, edit, compile and arrange for publication "all the laws of a general and permanent nature in effect on July 1, 1952." This necessitated a complete review of all laws, beginning with the revised statutes of 1868 and all laws enacted at each session of the General Assembly from 1868 through the session ending in 1953. All obsolete and superseded laws were deleted, grammar structure and arrangement changed, and a new numbering system employed along with the revision of the laws themselves.

The results of this work were compiled in an official Report of the Committee on Statute Revision and submitted to the General Assembly for approval and re-enactment. This was a complete bulk revision and all laws as contained therein became the official laws of the State of Colorado in effect at the time the official Report was approved by the General Assembly. All previously published laws not contained therein were considered as having been repealed.

Also in 1951 the General Assembly provided for continuous revision by requiring the committee to prepare biennial supplements to the 1953 Colorado Revised Statutes, such supplements to contain annotations of all Supreme Court decisions relating to interpretation of construction of statutes together with the revised and reenacted laws.

Colorado Revised Statutes 1963. In 1961 the General Assembly authorized and directed that a new edition of Colorado statutes be published. This edition was not a bulk revision but rather a republication of all effective laws contained in Colorado Revised Statutes 1953 and all revised and re-enacted laws passed by the General Assembly in its sessions beginning in 1954 and including the session in 1963.

The 1963 law also contained a provision similar to the 1951 law for preparation and publication of supplements to Colorado Revised Statutes 1963.

Current Procedure for Keeping Statutes Up to Date. After adjournment of the General Assembly in each odd-numbered year, the Office of the Revisor of Statutes revises copies of all enactments of the General Assembly of general and permanent nature made during that session and the session in the prior even-numbered year. Such revisions are compiled in their proper order with a note under each section explaining the revision made to that section. This compilation (Gray Book) becomes the official Report of the Committee on Statute Revision and is presented at the next session of the General Assembly for approval and re-enactment.

After adoption of the Report, the re-enactments are prepared for the printer and to this text there is added in its proper place all decisions of the Supreme Court construing the legal effect or application of any Colorado statute. Other non-statutory matter added includes any change in the Rules of Civil Procedure, Rules of Criminal Procedure, changes in the Constitution of the United States or State of Colorado, indices, chapter and article analysis sheets, cross references, tabulations, and notes showing laws repealed during the past biennial period. This material is then published in pocket parts or in a permanent supplement to the Colorado Revised Statutes.

When printing is completed, the supplement is filed with the Secretary of State and the date of filing becomes the effective date of such revised laws.

The so-called "Red Book" is merely a tabulation of amendments, additions, and repeals to existing law made by the General Assembly during the session just completed. It is cumulated for a two-year period between publications of supplements. It serves only as a temporary aid to give quick information as to changes in statutory laws made by the session of the General Assembly just completed. Its period of usefulness begins with its publication shortly after adjournment of the General Assembly and terminates with the publication of the supplements for that biennium.

The printing of Session Laws is required by statute to be published after each session of the General Assembly. Its format and arrangement, as well as its publication and distribution, by statute, are under the supervision and control of the General Assembly, the Clerk of the House of Representatives, and the Secretary of the Senate.

Future Statutory Publications. A proposal was made to the committee that a long range program for publication of future statutes be adopted. Briefly this proposal suggests that a study be made as to the advisability of making the next publication of statutes a bulk revision such as was made in 1953 rather than a compilation of previously revised laws such as was made in 1963. As envisioned by the committee, bulk revision of the statutes would involve renumbering and reorganization of the statutes with publication of the statutes in smaller volumes covering subject matter codes. Continuous revision and republication of individual subject matter codes could be provided under this system.

It is recommended that the General Assembly abandon the present alphabetical arrangement of chapters and the present numbering system in favor of arrangement of subject matter codes and a more flexible numbering system. The Committee on Legislative Procedures recommends that the Committee on Statute Revision explore this proposal thoroughly and proceed to adopt the proposed plan.

The committee also recommends the law creating the Committee on Statute Revision be amended to place the committee in the legislative branch and to specify that a legislative member of the Committee on Statute Revision be elected as Chairman.

The Committee on Legislative Procedures does not imply criticism, by this recommendation, of the Chief Justice, or his designee, who is serving or has served as Chairman. However, it seems to the committee that the statutory revision function is properly a legislative function and should be so located. The value of having a member of the Supreme Court and the Attorney General as members of the Committee on Statutory Revision is recognized and it is recommended that they be retained as members.

Legislative Reference Office

The Legislative Reference Office was established by the General Assembly in 1927 as an aid to legislators to provide technical advice and information; skilled assistance in drafting bills; reduce the number of unwise laws by collecting information concerning the experience of other states; promote more careful consideration of bills prior to presentation to the General Assembly in order to relieve the Attorney General's Office from undue interference with its regular functions; recommend repeals in suitable cases by codification and to generally reduce the number of laws.

The Legislative Reference Office has only two full-time employees, the executive secretary and an attorney. However, during the rush of the session, up to nine part-time employees are hired to assist in bill drafting and stenographic or clerical duties. The staffing pattern fluctuates according to the length of sessions and the number of bills introduced. During the short session, the Legislative Reference Office usually employs from three to four part-time employees while the long sessions may require as many as nine part-time employees.

Again, as in the case with the Committee on Statute Revision, the Committee on Legislative Procedures is not implying any criticism of the Attorney General by the recommendation that the bill drafting function be placed under legislative direction. In fact, the committee would like to take this opportunity to commend the current Attorney General and his predecessors for the excellent service rendered to the General Assembly through the Legislative Reference section of his office.

However, in a great majority of the states this function is located in the legislative branch. It is strictly a legislative function, and, in reality, somewhat foreign to the functions of the Attorney General.

The National Legislative Conference in its report Mr. President ... Mr. Speaker ... commented as follows:

Laws are the main product of any state legislature, and their quality is a measure of the service rendered by the lawmaking body. The quality of the laws is determined by two factors: the quality of the idea or proposal, and the quality of the bill through which the idea becomes law.... Competence in bill drafting comes only from experience, a part of which must be in the jurisdiction in which a law is to operate. The background of the average layman, the average legislator, or even the average lawyer is seldom such as to develop all the capacities required in the drafting of the various kinds of bills proposed during a legislative session. The number of competent bill drafters in any state is remarkably small.

Since the creation of the Legislative Reference Office Miss Clair Sippel has served as the Secretary of the Office. Although Miss Sippel is not an attorney, members of the General Assembly, both past and present, will tell you that she knows more about the law than many who are attorneys. For many years Miss Sippel constituted the only professional staff spending full time working for the General Assembly.

Prior to the 1963 session of the General Assembly, the Attorney General would hire extra attorneys on his staff and assign

them to the Legislative Reference Office during legislative sessions in order to provide sufficient bill drafting assistance. The net result of this procedure was a rather constant turnover in the attorneys who would return to the Reference Office during sessions.

Commencing in 1963, primarily because of the increased workload between sessions resulting from interim legislative activity, the Attorney General has assigned one assistant Attorney General to the Legislative Reference Office on a full-time basis. This has been a tremendous asset to the General Assembly. However, assistant Attorneys General are appointed on a partisan political basis and are subject to removal when the individual holding the office of Attorney General changes. This is the problem with which the committee is concerned.

As the National Legislative Conference report stated "... Competence in bill drafting comes only from experience,..." and the General Assembly wants to be sure that the competence that it has become accustomed to is maintained in the future. Consequently, the committee recommends that the Legislative Reference Office be transferred from the executive branch to the legislative branch. It is recommended that a bipartisan committee be established comprised of four members from each house, with the appointments to be divided evenly between the two political parties, to supervise the work of the office and to appoint staff members. It is also recommended that the present staff of the Legislative Reference Office be transferred to the new legislative agency and that all appointments of staff be made solely on the basis of ability to perform and without regard to partisan affiliation.

Items That Need Additional Consideration

The Committee on Legislative Procedures has considered numerous ideas and has developed recommendations on most of the issues raised in committee discussions which pertain to procedural changes, methods of strengthening of the committee system, facilities for the General Assembly, and on constitutional issues relating to the legislative branch. There are, however, a number of other issues which the committee was unable to consider thoroughly because of the lack of time. The following subjects are among the issues that need to be explored further before recommendations for legislative action can be suggested:

- 1) A complete review of the legislative services available to the Colorado General Assembly, how they are organized, the functions performed by each, and a determination of what additional services should be provided.
- 2) The possibility of preparing rules for the use of standing committees in the conduct of their business.
- 3) A review of the problems related to a code of ethics for members of the General Assembly, lobbying, and campaign contributions.

4) A follow-through on the planning necessary to acquire additional space for the General Assembly.

5) Problems faced by a newly elected Governor in preparing the executive budget and the legislative program for presentation at his first legislative session should be given further consideration in the next study.

6) The recommendations contained in this report, and which are implemented by the General Assembly, should be reviewed for effectiveness after the 1967 legislative session.

In order to complete this study, the committee recommends that the study of legislative procedures be continued another year under the auspices of the Legislative Council.

Table II

HOW A BILL BECOMES A LAW

(Since some confusion may exist as to the constitutional requirements and legislative rules involved in the legislative process in Colorado, presented below is an outline of the steps of how a bill becomes a law from the time it is introduced to its final passage by the General Assembly and action by the Governor. References indicate the appropriate constitutional and legislative rule requirements which apply at each step).

(It should be noted that a brief outline of procedures cannot cover all details of the complicated process of legislating by the General Assembly. This outline, however, may provide an overview of the process and a reference guide to the rules and procedures used by each house. Specific questions on procedures used by each house should be checked for further detail in the legislative rules).

<u>Procedure</u>	<u>Constitution</u>	<u>Senate Rules</u>	<u>House Rules</u>
1. Introduction and first reading by title -- the number, title, and sponsors are entered in the Docket and <u>Journal</u> .	Article V, Sections 19 and 22	24(b) and 13 (a) (4)	27(b), 43(b) (2) and 43(c)
2. Referred to standing committee: The bill is printed on order of the committee. ¹ (No bill may be considered by either house unless it has been printed.)	Article V, Section 20	24(c)	29(b), (e), (f), and (g)
3. Committee report on the bill to the entire House or Senate sitting as the Committee of the Whole. Committee recommendation may be for one of the following:	Article V, Section 20	24(c)	24 (g)
A. That the bill be favorably recommended for passage.		No Specific Senate Rule	29(g) (2)
B. That the bill be amended and favorably recommended for passage.		No Specific Senate Rule	29(g) (3)

Table II
(continued)

<u>Procedure</u>	<u>Constitution</u>	<u>Senate Rules</u>	<u>House Rules</u>
C. That consideration of the bill be indefinitely postponed, i.e., rejected. ²		24(c) (2)	29(g) (3)
4. Bill placed on Calendar for Second Reading. ³		15(a) (1) and (2)	29(h) (3)
5. Second Reading -- debate and voting on bill by the House or Senate sitting as the Committee of the Whole.	Article V, Section 22	27 and 24(f), (h), and (i)	29(i) and 32
A. During debate, the Committee of the Whole may take substantive and procedural action to the effect:			
(1) That the enacting clause be stricken, i.e., the bill be rejected.		24(h)	32(c)
(2) That the bill be passed.		27(e) and (f)	29(g) (2)
(3) That the bill be amended.		27(e)	29(g) (3)
(4) That the bill be re-referred to a standing committee for further consideration.		5(c) (9)	7(c)(9)
(5) That the bill be passed over and retain its place on the Calendar (for action at a later date.)		5(c) (8)	7(c) (8) and 32(f)
(6) That the bill be adopted, ordered engrossed and placed on the Calendar for third reading and final passage.		24(f)	32(d)

Table II
(continued)

<u>Procedure</u>	<u>Constitution</u>	<u>Senate Rules</u>	<u>House Rules</u>
B. Adoption of the report of the Committee of the Whole -- approval by the House or Senate of the action taken in step 5A.4	Article V, Section 22	24(f)	29(j) and 32 (g) and (h)
6. Third Reading and Final Passage -- final action on the bill and recording by roll-call vote the ayes and noes in the Journal. The following motions are in order on third reading:	Article V, Section 22		33(d)
(1) That the enacting clause be stricken, i.e., the bill be rejected.		5(c) (4)	29(1) (1)
(2) That the bill be adopted.			29(1) (2)
(3) That the bill be returned to Rules Committee (House only).		Not applicable	29(1) (3)
(4) That the bill be re-referred to a standing committee.		5(c) (9)	29(1) (4)
(5) That the bill be laid over.		5(c) (8)	29(1) (5)
(6) That the bill be amended with the prior consent of a majority of elected members.		24(k)	29(1) (6)
7. If the bill passes the house of introduction, steps 1, 2 (excluding A), 3, 4, 5, and 6 are repeated in the second house.	Article V, Section 22		
8. Subsequent action by the General Assembly depends upon the form in which the bill passed the second house:			

Table II
(continued)

<u>Procedure</u>	<u>Constitution</u>	<u>Senate Rules</u>	<u>House Rules</u>
A. If the bill passed the second house in the same form as it passed the house of introduction:			
(1) The bill is put in final form or "enrolled" in accordance with Section 109-2-4, Colorado Revised Statutes;	No specific provision	21(g) ⁵	25(e) ⁵
(2) The bill is signed by the presiding officers of both houses in the presence of each house;	Article V, Section 26	21(g)	3(b) (10)
(3) The bill is sent to the Governor for his action.	Article IV, Section 11	21(g)	No specific rule
B. If the bill passes the second house in a form different from that of the house of introduction, there are several alternative actions which may be taken, namely:			
(1) The house of introduction concurs to the amendments of the second house by a roll-call vote and the bill is re-passed by a second roll-call vote -- the bill then follows the course outlined in step 8A; or	Article V, Sections 22 and 23	17(b) (2) and 24(g)	20(a) (2) and 36(a) and (b)
(2) The house of introduction by a roll-call vote does not concur in the amendment of the second house, it may either:			
(a) Adhere to its original position; or		19	36(b)

Table II
(continued)

<u>Procedure</u>	<u>Constitution</u>	<u>Senate Rules</u>	<u>House Rules</u>
(b) Request a conference committee be appointed to reconcile the differences.		19	36(b) and (d)
(3) If a conference committee is appointed (composed of three Senators and three Representatives), a majority vote of the committee is necessary to approve a committee report.	Article V, Section 23	(See Joint Rules 4 through 9)	
(a) If agreement is not reached, a new committee may be appointed.		No specific Senate rule ⁶	No specific House rule ⁶
(b) However, either house may recede from its position prior to a conference committee report.		No specific Senate rule ⁶	No specific House rule ⁶
(c) The report is presented to the house acceding to the request for a conference committee and a roll-call vote is taken on the report. If the report is approved, the bill, as amended, is re-passed by roll-call vote. The report is then sent to the house requesting the conference committee and the process of voting on the conference committee report and re-passing the bill is repeated.	Article V, Section 23		
(d) If the two houses re-pass the bill, the bill then follows the course outlined in step 8A.			

Table II
(continued)

<u>Procedure</u>	<u>Constitution</u>	<u>Senate Rules</u>	<u>House Rules</u>
9. Governor's action on the bill -- bill becomes law if:			
A. The Governor signs the bill.	Article IV, Section 11	Not Applicable	Not Applicable
B. The Governor fails to sign the bill within ten days. ⁷	Article IV, Section 11	Not Applicable	Not Applicable
C. In order to override the Governor's veto, the bill is re-passed by a two-thirds vote of the elected members in each house.	Article IV, Section 11	34	37

Table II
(continued)

FOOTNOTES

1. Under House Rule 45, House bills may be printed prior to the session on order of the Speaker.
2. In the House, no further action can be taken on a bill recommended for indefinite postponement (Rule 29(h) (2).) In the Senate, however, an adverse committee report may not be automatically adopted.
3. The House Rules Committee prepares Calendars on which bills are listed as "general" or "special" orders. Senate bills on general orders are listed in the order reported from committee, until a Calendar Committee is appointed. Senate bills on special orders are listed by order of the Senate.
4. The report of the Committee of the Whole can be subsequently amended to indicate that action different from that originally taken during debate is desired. A roll-call vote is taken on amending the report of the Committee of the Whole.
5. Joint Rules 16 through 21 describe the procedures germane to the enrollment of bills.
6. Joint Rules 4 through 9 pertain to procedures relative to conference committees.
7. If the bill cannot be reconsidered by the General Assembly because of adjournment, the Governor has 30 days in which to veto the bill or to allow it to become law without his signature.

Table III
 FLOW OF HOUSE BILLS THROUGH HOUSE OF REPRESENTATIVES
 1961, 1963 AND 1965 SESSIONS

Leg. Day	1961 Session				1963 Session				1965 Session			
	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading
1	--	--	--	--	5	--	--	--	--	--	--	--
2	8	--	--	--	10	--	--	--	16	--	--	--
3	6	--	--	--	16	--	--	--	4	--	--	--
4	--	--	--	--	--	--	--	--	--	--	--	--
5	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 1st Week	14	--	--	--	31	--	--	--	20	--	--	--
6	8	--	--	--	5	8	1	--	13	--	--	--
7	12	--	--	--	1	--	6	--	9	2	--	--
8	17	--	--	--	8	--	--	7	11	6	1	--
9	13	17	2	--	4	3	1	1	11	9	--	--
10	6	--	--	--	10	5	--	--	8	7	--	--
11	--	--	--	--	--	--	--	--	--	--	--	--
12	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 2nd Week	56	17	2	--	28	16	8	8	52	24	1	--
13	12	23	11	3	2	--	2	--	9	13	1	2
14	6	5	5	4	4	3	1	1	14	3	2	1
15	10	10	1	2	11	--	1	3	3	9	2	2
16	3	4	1	2	6	6	1	--	6	7	1	--
17	8	3	--	4	29	1	1	2	6	11	8	1
18	--	--	--	--	--	--	--	--	--	--	--	--
19	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 3rd Week	39	45	18	15	52	10	6	6	38	43	14	6
20	4	6	4	2	4	1	--	--	6	8	1	4
21	30	20	3	2	5	8	3	10	7	4	3	--
22	9	2	3	1	8	32	26	1	4	9	2	2
23	3	2	3	--	4	3	3	21	4	--	2	--
24	5	2	1	2	4	2	--	--	11	9	--	2
25	--	--	--	--	--	--	--	--	--	10	--	--
26	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 4th Week	51	32	14	7	25	46	32	32	32	31	8	8

Leg. Day	1961 Session				1963 Session				1965 Session			
	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading
27	10	11	5	4	6	3	2	1	7	2	--	2
28	8	21	3	1	2	5	4	1	--	--	2	--
29	6	11	7	4	11	3	2	1	11	--	3	1
30	7	2	9	4	2	--	6	1	2	--	1	2
31	4	--	5	2	10	6	3	2	6	11	2	--
32	--	--	--	--	--	--	--	--	--	--	--	--
33	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 5th Week	35	45	29	15	31	19	17	6	26	13	8	5
34	5	21	4	3	6	--	--	2	4	6	3	1
35	7	8	18	5	5	6	7	--	28	6	3	--
36	4	3	--	7	15	8	2	6	4	--	4	4
37	4	1	10	4	14	7	3	3	5	7	4	4
38	7	2	2	8	17	--	2	3	8	4	--	1
39	--	--	--	--	--	--	--	--	--	--	--	--
40	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 6th Week	27	35	34	27	57	21	14	14	49	23	14	10
41	13	2	--	6	8	3	2	--	2	29	--	1
42	12	--	2	3	--	--	--	--	10	--	1	3
43	8	12	11	1	10	11	4	2	2	--	9	1
44	7	8	2	7	25	--	6	3	3	6	10	3
45	6	--	1	5	11	11	2	1	23	13	1	3
46	--	--	--	--	--	--	--	--	--	--	--	--
47	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 7th Week	46	22	16	22	54	25	14	6	40	48	21	11
48	8	24	5	1	19	11	1	2	2	10	--	2
49	21	8	21	5	12	1	5	3	5	--	1	3
50	11	--	8	3	12	3	3	2	13	3	10	7
51	13	10	3	5	9	--	4	4	5	7	5	1
52	16	1	--	4	13	5	1	2	4	12	3	2
53	--	--	--	--	--	--	--	--	--	--	--	--
54	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 8th Week	69	43	37	18	65	20	14	13	29	32	19	15

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Leg. Day	1961 Session				1963 Session				1965 Session			
	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading
55	15	20	17	5	27	15	2	3	7	12	5	6
56	34	16	3	8	73	3	16	2	--	4	--	3
57	55	15	3	5	--	4	5	7	1	4	--	3
58	1	3	11	3	3	1	4	5	10	--	9	6
59	5	10	6	5	1	12	12	5	8	4	5	3
60	--	--	--	--	--	--	--	--	--	--	--	--
61	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total												
9th Wk.	110	64	40	26	104	35	39	22	26	23	19	21
62	1	12	6	--	--	6	9	7	11	1	--	2
63	1	54	1	11	--	23	11	7	11	7	--	3
64	1	17	18	7	1	6	3	5	5	--	2	4
65	--	23	10	4	8	6	5	7	17	1	10	2
66	1	12	13	7	4	--	1	5	10	9	12	3
67	--	7	17	21	--	--	--	--	--	--	--	--
68	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total												
10th Wk.	4	125	65	50	13	41	29	31	54	18	24	14
69	--	17	6	6	1	19	9	3	6	12	3	1
70	--	4	4	4	3	7	--	7	13	19	2	4
71	--	4	7	4	1	18	17	4	15	30	6	6
72	1	1	26	5	--	9	13	4	20	3	10	1
73	1	2	7	7	1	4	10	6	51	11	12	5
74	--	--	--	--	--	--	--	--	--	--	--	--
75	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total												
11th Wk.	2	28	50	26	6	57	49	24	105	75	33	17
76	2	2	--	12	1	11	7	12	2	1	2	1
77	1	2	--	13	6	24	9	2	2	15	9	10
78	--	1	--	15	4	10	7	8	1	34	28	1
79	--	1	2	7	1	1	10	8	1	7	12	5
80	--	--	10	3	--	7	16	11	--	14	5	2
81	--	--	--	--	--	--	--	--	--	4	7	13
82	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total												
12th Wk.	3	6	12	50	12	43	39	41	6	75	63	32

Leg. Day	1961 Session				1963 Session				1965 Session			
	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading
83	1	--	--	5	2	8	12	5	--	5	--	--
84	--	1	1	--	--	14	17	5	1	7	17	--
85	--	--	1	--	--	--	1	11	5	9	17	6
86	--	--	--	--	3	1	5	1	--	--	13	12
87	--	--	--	--	5	--	6	6	--	6	11	11
88	Adjourned Sine Die			--	--	--	--	--	--	--	4	20
89	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 13th Wk.	1	1	2	5	10	23	41	28	6	27	62	49
90					1	9	10	2	--	9	1	2
91					1	--	1	7	--	2	8	13
92					--	--	3	4	4	3	11	9
93					--	--	--	3	1	--	2	2
94					--	--	--	1	--	--	1	9
95					--	--	2	2	--	--	--	--
96	Adjourned Sine Die			--	--	--	--	--	--	--	--	--
Sub-Total 14th Wk.					2	9	16	19	5	14	23	35
97									--	2	--	5
98									--	--	3	10
99									--	--	5	1
100									--	5	5	7
101									--	--	--	3
102									--	--	--	--
103									--	--	--	--
Sub-Total 15th Wk.									--	7	13	26
104									--	--	1	1
105									2	--	1	2
106									1	--	3	2
107									1	1	1	5
108									--	1	4	5
109									--	--	--	3
110									--	--	--	--
Sub-Total 16th Wk.									4	2	10	18

Leg. Day	1961 Session				1963 Session				1965 Session			
	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills
	Int.	Rep. Printed	Rep. Out By Comm.	On 2nd Reading	Int.	Rep. Printed	Rep. Out By Comm.	On 2nd Reading	Int.	Rep. Printed	Rep. Out By Comm.	On 2nd Reading
111									--	--	2	4
112									--	1	1	1
113									--	--	--	3
114									--	1	--	--
115									--	--	--	1
116									--	--	--	--
117									--	--	--	<u>1</u>
Sub-Total									--	2	3	10
17th Wk.												
128												

Adjourned Sine Die

Table IV

FLOW OF SENATE BILLS THROUGH SENATE
1961, 1963, AND 1965 SESSIONS

Leg. Day	1961 Session				1963 Session				1965 Session			
	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading
1	16	--	--	--	21	--	--	--	--	--	--	--
2	2	--	--	--	5	11	--	--	30	1	1	--
3	2	--	--	--	16	12	--	--	--	--	--	1
4	--	--	--	--	--	--	--	--	--	--	--	--
5	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 1st Wk.	20	--	--	--	42	23	--	--	30	1	1	1
6	11	13	--	--	2	8	--	--	14	12	3	2
7	7	--	--	--	6	1	--	--	4	3	1	--
8	4	--	--	--	4	--	--	--	7	6	--	--
9	10	22	4	--	15	15	--	--	22	6	4	1
10	2	1	--	--	2	--	--	--	1	2	2	--
11	--	--	--	--	--	--	--	--	--	--	--	--
12	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 2nd Wk.	34	36	4	--	29	24	--	--	48	29	10	3
13	9	8	2	4	7	1	--	--	5	9	--	--
14	6	2	7	--	2	--	--	--	4	11	--	2
15	7	--	1	2	5	--	--	--	--	7	--	2
16	6	4	--	7	6	--	2	--	6	2	15	--
17	--	--	--	--	1	4	12	7	7	--	3	7
18	--	--	--	--	--	--	--	--	--	--	--	--
19	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 3rd Wk.	28	14	10	13	21	5	14	7	22	29	18	11
20	6	11	2	1	--	--	--	--	9	2	--	3
21	5	3	3	--	18	18	2	--	7	3	--	5
22	3	--	1	2	7	1	7	--	4	10	2	3
23	9	4	--	6	5	5	--	5	--	--	--	2
24	4	1	--	1	9	3	1	1	--	4	--	--
25	--	--	--	--	--	--	--	--	--	--	--	--
26	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 4th Wk.	27	19	6	10	39	27	10	6	20	19	2	13

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Leg. Day	1961 Session				1963 Session				1965 Session			
	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading
27	3	1	3	--	6	12	2	4	8	7	1	--
28	2	4	--	--	2	14	--	--	4	--	1	1
29	3	15	--	3	19	5	--	1	5	--	2	1
30	8	5	5	--	6	--	8	--	2	7	--	--
31	2	--	1	--	2	--	--	--	3	12	1	1
32	--	--	--	--	--	--	--	--	--	--	--	--
33	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 5th Wk.	18	25	9	3	35	31	10	5	22	26	5	3
34	3	4	2	7	--	4	--	2	15	2	1	1
35	2	8	--	2	10	3	6	4	12	7	4	--
36	6	1	7	2	3	--	2	2	3	2	13	1
37	3	3	3	--	9	3	9	6	5	3	2	2
38	8	1	--	10	3	--	3	1	2	15	1	12
39	--	--	--	--	--	--	--	--	--	--	--	--
40	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 6th Wk.	22	17	12	21	25	10	20	15	37	29	21	16
41	14	9	1	3	13	4	--	8	1	14	5	2
42	2	3	1	2	--	--	--	--	4	--	7	3
43	5	3	1	1	17	--	--	5	1	--	3	3
44	2	2	1	1	7	26	8	--	4	--	1	4
45	3	5	5	1	3	--	2	--	9	10	2	3
46	--	--	--	--	--	--	--	--	--	--	--	--
47	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 7th Wk.	26	22	9	8	40	30	10	13	19	24	18	15
48	12	5	1	1	22	6	4	6	8	4	8	--
49	2	2	--	5	2	7	11	3	4	--	1	1
50	7	2	7	1	8	5	--	5	7	--	2	7
51	7	8	--	--	10	15	11	11	3	13	--	2
52	10	2	5	8	7	--	5	--	5	2	2	1
53	--	--	--	--	--	--	--	--	--	--	--	--
54	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 8th Wk.	38	19	13	15	49	33	31	25	27	19	13	11

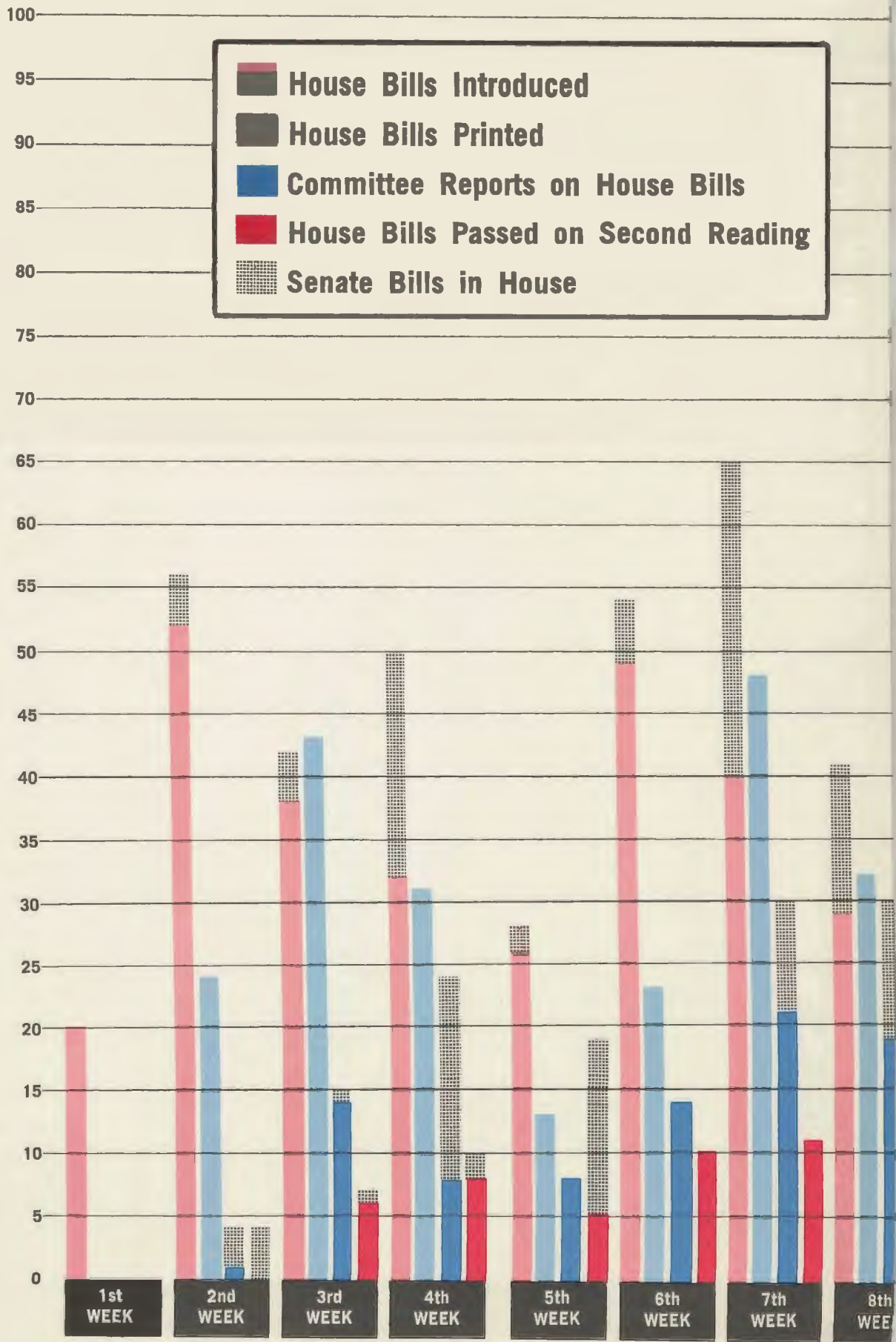
Leg. Day	1961 Session				1963 Session				1965 Session			
	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading
55	18	13	2	--	11	6	--	14	3	6	4	1
56	13	6	4	5	37	10	8	4	2	--	9	--
57	44	1	9	1	--	--	3	--	2	8	--	3
58	2	9	3	4	--	--	2	8	4	1	--	10
59	--	5	3	9	1	--	5	5	1	3	--	1
60	--	--	--	--	--	--	--	--	--	--	--	--
61	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 9th Wk.	77	34	21	19	49	16	18	31	12	18	13	15
62	--	10	2	4	2	13	5	--	8	2	2	--
63	2	8	7	3	--	--	4	9	6	3	5	--
64	--	11	18	1	--	8	6	3	7	--	3	--
65	--	3	14	7	--	2	2	6	2	--	6	6
66	--	8	--	18	--	15	5	7	8	5	1	2
67	--	7	2	14	--	--	--	--	--	--	--	--
68	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 10th Wk.	2	47	43	47	2	38	22	25	31	10	17	8
69	4	10	9	--	--	--	--	3	7	8	3	7
70	1	6	18	2	1	7	2	8	9	--	6	1
71	--	--	10	10	--	2	3	--	9	13	3	2
72	--	1	8	17	--	15	17	4	19	4	1	6
73	--	3	2	1	--	--	9	4	32	7	4	3
74	--	--	--	--	--	--	--	--	--	--	--	--
75	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 11th Wk.	5	20	47	30	1	24	31	19	76	32	15	19
76	--	--	3	10	--	14	5	8	3	3	11	3
77	--	--	11	7	--	15	11	10	1	8	8	3
78	--	--	5	8	--	12	3	6	6	6	2	8
79	--	5	4	1	2	--	6	9	2	25	2	9
80	--	3	4	4	--	6	23	9	--	3	2	1
81	--	--	--	--	--	--	--	--	--	--	--	--
82	--	--	--	--	--	--	--	--	--	--	--	--
Sub-Total 12th Wk.	--	8	27	30	2	47	38	42	12	45	25	24

Leg. Day	1961 Session				1963 Session				1965 Session			
	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading	No. Bills Int.	No. Bills Rep. Printed	No. Bills Rep. Out By Comm.	No. Bills On 2nd Reading
83	--	--	1	1	--	5	--	11	--	15	13	2
84	1	--	--	3	--	--	--	8	3	4	5	--
85	--	1	1	1	1	--	3	10	--	--	9	2
86	--	--	--	--	1	--	8	4	--	5	4	--
87	--	--	--	--	4	7	5	6	--	1	5	4
88	Adjourned Sine Die			--	--	--	--	--	--	3	4	1
90	--	--	--	--	--	--	--	--	--	--	--	--
Sub-total 13th Wk.	1	1	2	5	6	12	16	39	3	28	40	9
90	--	--	--	--	--	--	1	6	1	1	--	9
91	--	--	--	--	--	--	3	2	--	--	--	--
92	--	--	--	--	--	--	--	3	1	--	7	8
93	--	--	--	--	--	--	--	--	2	--	6	5
94	--	--	--	--	--	--	--	--	2	--	3	--
95	--	--	--	--	--	--	--	--	1	--	--	--
96	Adjourned Sine Die			--	--	--	--	--	--	--	--	--
Sub-total 14th Wk.	--	--	--	--	--	--	4	11	7	1	16	22
97	--	--	--	--	--	--	--	--	--	3	2	--
98	--	--	--	--	--	--	--	--	--	2	8	--
99	--	--	--	--	--	--	--	--	2	--	2	8
100	--	--	--	--	--	--	--	--	1	3	--	10
101	--	--	--	--	--	--	--	--	1	--	4	3
102	--	--	--	--	--	--	--	--	--	--	--	--
103	--	--	--	--	--	--	--	--	--	--	--	--
Sub-total 15th Wk.	--	--	--	--	--	--	--	--	4	8	16	21
104	--	--	--	--	--	--	--	--	--	--	--	2
105	--	--	--	--	--	--	--	--	--	2	3	1
106	--	--	--	--	--	--	--	--	--	1	2	--
107	--	--	--	--	--	--	--	--	--	1	5	4
108	--	--	--	--	--	--	--	--	--	3	2	3
109	--	--	--	--	--	--	--	--	--	--	--	4
110	--	--	--	--	--	--	--	--	--	--	--	--
Sub-total 16th Wk.	--	--	--	--	--	--	--	--	--	7	12	14

Leg. Day	1961 Session				1963 Session				1965 Session			
	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills	No. Bills
	Int.	Rep. Printed	Rep. Out By Comm.	On 2nd Reading	Int.	Rep. Printed	Rep. Out By Comm.	On 2nd Reading	Int.	Rep. Printed	Rep. Out By Comm.	On 2nd Reading
111									--	--	1	3
112									1	--	1	1
113									--	1	1	2
114									--	--	--	--
115									--	--	--	--
116									--	--	1	--
117									--	--	--	--
Sub-Total									--	--	--	--
17th Wk.									1	1	4	6
128												

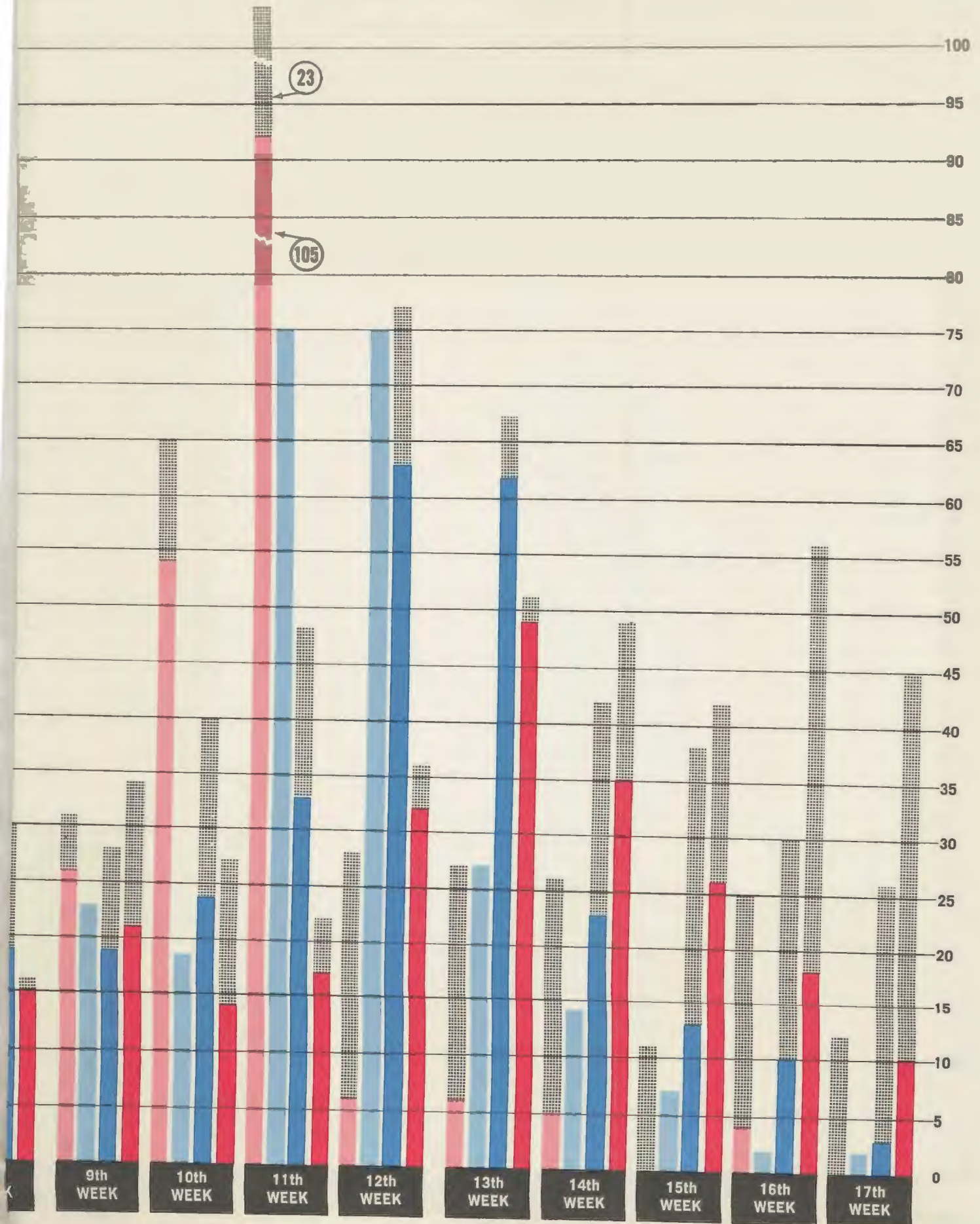
Adjourned Sine Die

LEGISLATION IN THE COLORADO HOUSE



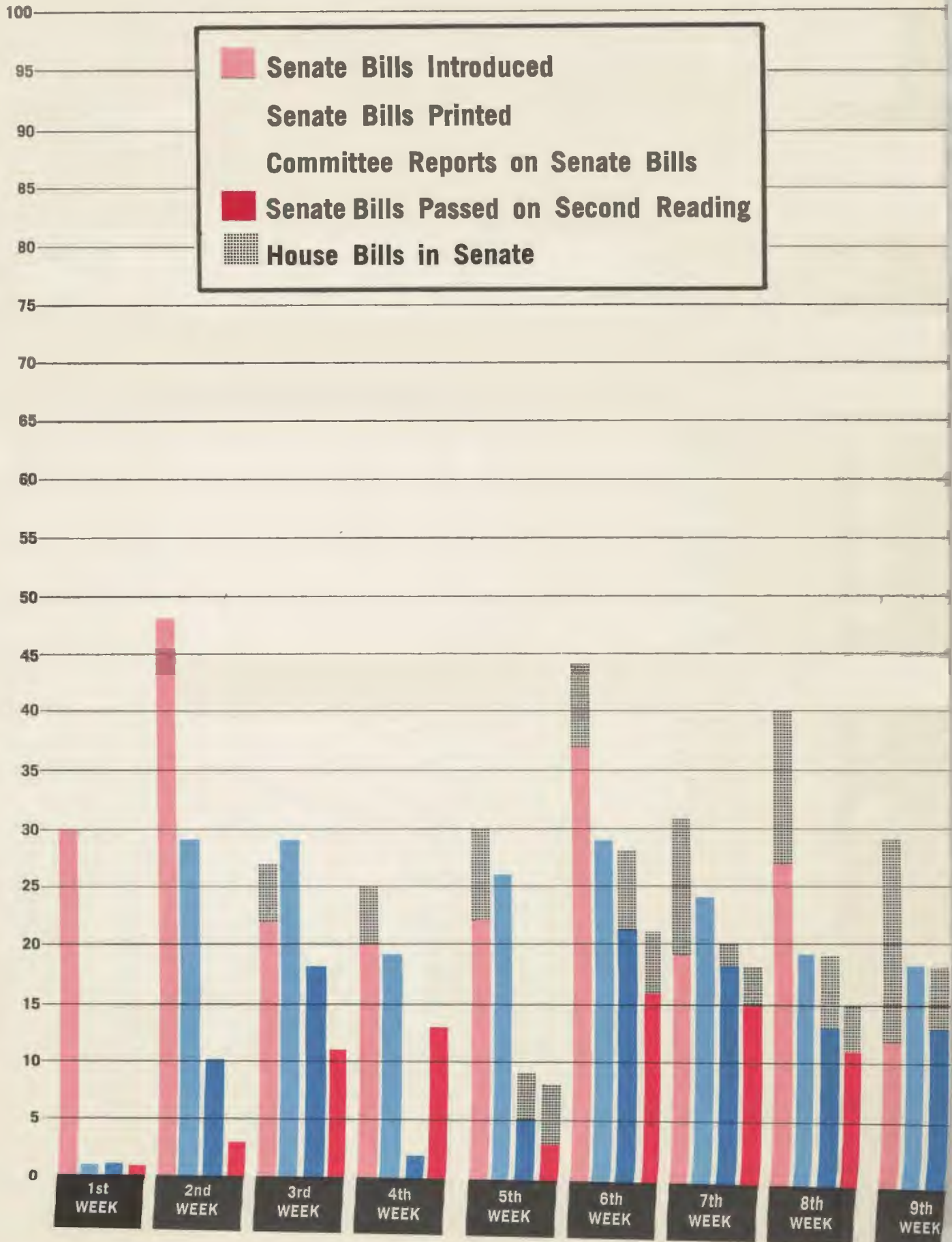
OF REPRESENTATIVES-1965 GENERAL ASSEMBLY

CHART III



LEGISLATION IN THE COLORADO SENATE

CHART IV



VATE -1965 GENERAL ASSEMBLY

