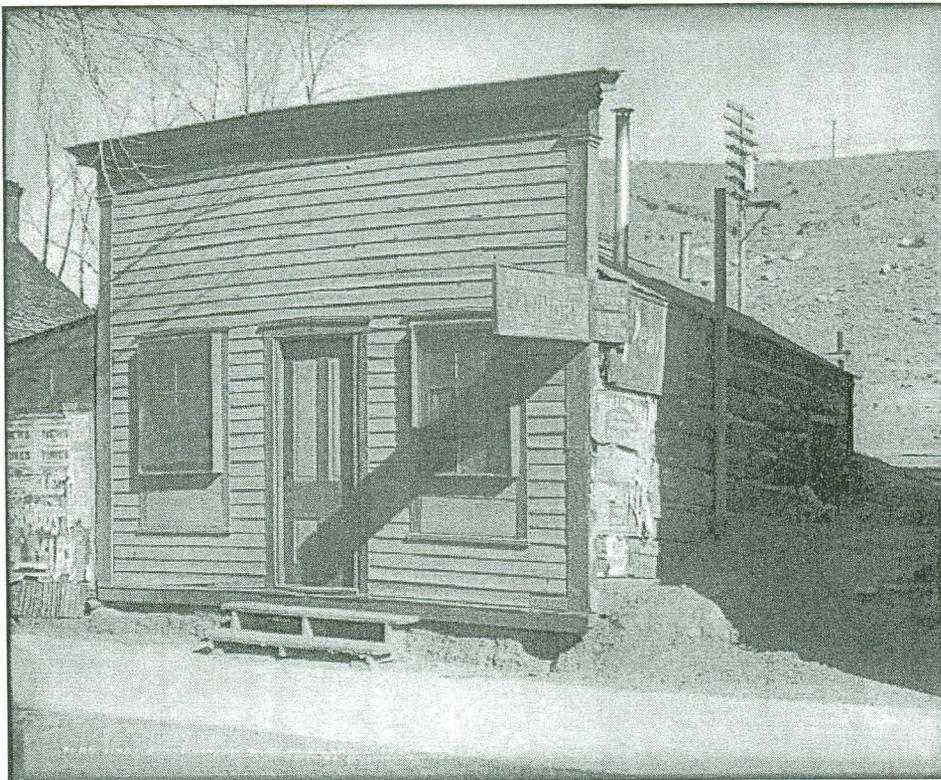


*An Overview of
The Legislative Process*

Published by the Office of Legislative Council

November 2004



First State Capitol Building
(1861-1862)

Exterior view of the building which housed the first territorial
State Capitol of Colorado (1861-62) in Colorado City, Colorado.



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AN OVERVIEW OF THE LEGISLATIVE PROCESS

This overview of the state legislative process has been prepared by the Office of Legislative Council in response to inquiries regarding the procedures and practices of the Colorado legislature.

Structure of the Colorado General Assembly

Colorado's state legislature is called the General Assembly. The state constitution grants the law-making power and thus the public policy-making power of the state to the General Assembly. There are 100 elected members serving as the legislature – 35 senators and 65 representatives. As one of the three branches of state government, the legislature includes the elected officials of the Senate and the House of Representatives and support staff.

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

Legislative Districts

The state constitution provides that Colorado be divided into senatorial and representative districts. By constitutional mandate, senate and house districts are redrawn every ten years, after the federal census. This process is called redistricting. Historically, redistricting of state senatorial and state representative districts had been accomplished by the passage of a bill through the legislature. A 1974 amendment to the Colorado constitution removed this authority from the General Assembly and placed primary

responsibility with the eleven member Colorado Reapportionment Commission. As a result of the 2000 federal census, senatorial districts were drawn to represent 122,893 people while each member of the House of Representatives represents 66,173 people.

Legislative Sessions

At the 1988 general election, voters approved a referred constitutional amendment limiting each of Colorado's annual legislative sessions to 120 days. The language of the constitution states that annual convenings will occur no later than the second Wednesday in January. Two annual or "regular" sessions make up a General Assembly. Thus, the 65th General Assembly includes the 2005 and 2006 legislative sessions.

A "special" session of the General Assembly is one called at a time other than during a regularly scheduled session. Such a session is usually convened by the Governor. No business can be transacted other than that specially named in the proclamation issued by the Governor to convene the session. The General Assembly may call itself into session by a written request of two-thirds of the members of each house to the presiding officer in each house. Special sessions are called to consider only matters of an emergency nature.

The Lawmaking Environment

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

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

The General Assembly is also responsible for the funding of state government and assisting many of the functions performed by local governments. To finance state activities and programs of assistance to local governments, the General Assembly seeks to maintain a system of taxation that is fair and equitable.

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

Legislators spend a significant amount of time responding to requests from constituents. Legislative Council's Constituent Services staff assists in answering more complex issues, but many constituent questions can be handled by referring the citizen to administrators within the executive branch.

Non-lawmaking Powers

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

- As provided in the constitution, most of the significant appointments by the Governor to certain boards and commissions are subject to confirmation by the Senate. This is an exercise of the so called "consent" power. If appointees are not confirmed, they may not hold office, and the name of another appointee must be submitted by the Governor. In the constitution, the General Assembly is also charged with the duty of naming a state auditor who is an employee of the legislature.
- Through the appropriations process, the legislature has power to influence the level, scope, and operation of executive departments.
- Many executive agencies are directed by statute to submit periodic reports to the General Assembly detailing their agency activities and, in some cases, making recommendations for legislation.
- By joint rule, committees of reference of the General Assembly are directed to remain advised of the activities, functions, problems, new developments, and budgets of the principal departments within the subject-matter jurisdictions of each committee. The chairpersons of the respective committees invite directors of the departments to advise legislators on departmental activities.
- The legislature has established a sunset review process by which legislative committees of reference provide a continuing review of boards, agencies, and functions of government subject to termination under the state's sunset law. A review process has also been established to evaluate proposals for professional regulation under the state's sunrise law.

- The Office of Legislative Legal Services, an agency of the General Assembly, has responsibility for implementing a review of administrative rules and regulations. Every rule adopted or amended by an executive agency is examined to see if the rule is within the power delegated to the agency and consistent with law. If there is a possible problem, a legislative committee addresses the issue at a public hearing. Rules that are identified as inconsistent with law are allowed to expire.

Legislative Leadership

Shortly after the November general election in even numbered years, organizational caucuses are held to select majority and minority party leaders. Representatives and Senators meet separately. House majority party members select a Speaker, Majority Leader, Assistant Majority Leader, Whip, and Caucus Chairperson. The full membership of the Senate selects a President, and President pro tem. The Senate Majority Leader, Assistant Majority Leader, and Caucus Chairman are selected by the Senate majority party in caucus.

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

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

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

The Order of Legislative Business

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

Daily Order of Business

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

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

- (a) Call to order by the Speaker of the House.
- (b) Call of the roll of the members. Each member must answer to roll call unless the member has been excused. The names of those present and absent are recorded in a daily record of proceedings called the journal. The Speaker declares the presence or absence of a quorum. It is necessary to have a quorum present in order to transact business. A quorum consists of a majority of all members elected – eighteen members in the Senate and thirty-three members in the House.
- (c) If a quorum is present, the journal of the preceding day is corrected and approved, and the House is then ready to take up the day's business which is usually conducted in the following order:
 1. Reports of committees of reference – these reports detail the action that committees have taken on bills assigned to them by the Speaker.
 2. Messages from the Senate, the Governor, or the Revisor of Statutes – these include notification of Senate action on House bills, and actions of the Governor regarding bills initiated in the House and sent to the Governor for his approval.
 3. Introduction of bills – bills are read by title only, then assigned a number and referred by the Speaker to a committee.
 4. Introduction of resolutions and memorials – these matters can be discussed and acted upon the same day they are introduced, laid over one day, or assigned to a committee.
 5. Third reading of bills – this is the final vote taken on a bill. Less time is given to debate on third reading; amendments are generally not made at this time. This is the time that a recorded vote is taken on a bill. That vote is made part of the permanent record.
 6. General orders – the entire membership of the House of Representatives becomes a committee (the so-called Committee of the Whole) for the purpose of debating bills on its calendar for second reading. Before second reading of a bill, the Speaker steps down as presiding officer and another member of the body assumes the duties of chairman of the committee. This is the time that the entire house

considers action taken by a committee of reference on a bill. Amendments to bills are generally offered during committee meetings or when the bill is debated on second reading. The report of the committee of reference can be accepted, amended, or rejected. If additional amendments are to be made to a bill, they are made at this time. Occasionally, a bill is sent back to the committee to which it was originally referred or to a different committee.

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

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

Joint Sessions

Both houses of the Legislature meet annually for a joint session in order to hear the Governor's message on the condition of the state's economy and a summary of his budget request for the operation of the executive branch of state government. In addition, the General Assembly meeting in joint session receives a report from the Chief Justice of the Colorado Supreme Court on the state of the courts.

The Structure of a Bill

The Colorado Constitution places the power to make laws with the state legislature. The General Assembly cannot delegate this power, and no other branch of state government can usurp it. The General Assembly can confer upon state government agencies the power to promulgate rules and regulations, which is considered a quasi-legislative function. The power to make laws is exercised through the process of considering and adopting bills.

Laws Begin as Bills

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

In accordance with the rules of both houses, all bills must be submitted before introduction to the legal staff of the Office of Legislative Legal Services to ensure that bills conform to the style of the Colorado statutes and provide the following composition.

Bill sponsors. The prime sponsor and co-sponsors of the bill are listed on the first page. Each bill must have a House sponsor and a Senate sponsor. These sponsors shoulder the major responsibility for explaining the bill to their colleagues and shepherding them through the legislative process. In addition to the sponsors whose names appear on the bill when introduced, other legislators may add their names as co-sponsors after passage on third reading in either house. Occasionally, a member will remove his or her name as sponsor of a bill. This usually happens when amendments change a bill so extensively that the member no longer wishes to be listed as sponsor or co-sponsor.

Bill identification. Prior to introduction, a tracking number is assigned to each bill draft by the legal staff. At the time of introduction, each bill is given a number which designates that proposed piece of legislation for the remainder of the legislative session. Bills are numbered in the order that they are introduced. Senate bills start with the number 001. House bills are numbered from 1001. Since 1990, a prefix has been used to identify the year a bill is introduced. For example, Senate Bill 90-001 refers to the first Senate bill introduced in the 1990 session. The same numbering system is used for resolutions and memorials. If a bill that fails to pass during one session is to be reconsidered the next year, it must be reintroduced at that succeeding session.

Bill form. While the content of bills is very different, the form is similar. Bills are written so that changes to the law can be readily identified. This is accomplished through the use of capitalization (NEW WORDS) and strike type (~~dashes through words~~).

Capitalization shows new language; strike type indicates deletions from the existing law. When amendments are extensive, existing law is repealed and reenacted and entire new sections are added in capitalized letters.

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

- *Bill title.* Each bill typically contains a brief but comprehensive title. The state constitution requires that a bill contain only one subject, which is to be clearly expressed in its title. A bill title can be amended (or changed) as the bill progresses, as long as any amendment does not broaden the title.
- *Bill summary.* The title is followed by a brief summary of the bill written by the legislative staff attorney who drafted the proposal. Although the bill may be amended as it travels through the legislative process, the bill summary is not changed to reflect these amendments. The summary has no legal effect.
- *Enacting clause.* Below the bill summary, there is an enacting clause. The state constitution provides that the style of the laws of this state shall be "Be it enacted by the General Assembly of the State of Colorado." This clause must be included in all bills; failure to do so will invalidate the entire bill. Sometimes legislators will strike the enacting clause, thereby invalidating or "killing" the bill.
- *Substantive provisions.* The sections that follow the enacting clause vary according to the purpose of the bill. The provisions of a bill are so diverse that no definite rules are laid down for their order. For example, when a new government agency or program is established, a bill frequently contains a short title, a legislative declaration explaining the intent of the new law, definitions of terms used in the proposed law, sections covering the main purpose of the proposed law and how the agency or program is to be administered, and penalties for noncompliance with the law.
- *Severability clause.* A severability clause is found toward the end of many bills. This clause provides that if any part of an act is held unconstitutional, the remaining sections of the act are not affected. It is, in effect, a saving clause because it "saves" parts of a law if any other parts of the law are declared unconstitutional through court action.
- *Safety clause.* Another common clause found at the end of bills is a safety clause. This clause originates in the initiative and referendum provisions of

the state constitution. The state constitution provides that a law may be referred by petition to the people for approval "except as to laws necessary for the immediate preservation of the public peace, health or safety." To avoid this procedure, the safety clause is incorporated in a bill. The General Assembly can still refer any act to the people by substituting a referendum clause in place of the safety clause. Or, the General Assembly can elect not to include a safety clause, which allows the voters to petition the measure onto the ballot.

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

Different Versions of a Bill

Bills have different names, or versions, depending on where they are in the legislative process. Each bill must be considered by both the House and Senate, and the version of a bill changes as it progresses through each official step: introduction, passage on second reading, and final passage in the first house, and introduction, second reading, and final passage in the second house. The different versions of a bill are as follows:

Printed bill. The bill as introduced in the first house before any amendments are added.

Engrossed bill. The bill as passed on second reading in the house of introduction. It includes any amendments adopted by that house on second reading.

Reengrossed bill. The bill as passed on third reading in the house of introduction. It includes all amendments adopted by that house. The reengrossed bill is the version sent to the second house for introduction and consideration by a committee of reference.

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

Rerevised bill. The bill as passed on third reading in the second house. The rerevised bill is then transmitted back to the house of origin for enrollment and transmittal to the governor for his action.

Enrolled bill. The bill passed in identical form by both houses.

Limitations on Bills Introduced

The General Assembly limits, by rule, the number of bills a member may introduce during a legislative session. The rule provides that members may introduce no more than five bills, excluding measures that make appropriations and bills that are recommended by committees that meet between legislative sessions. With regard to the bills subject to the five-bill limit, if a legislator waits until after December 1 to ask that bills be drafted, the legislator may request only two bills. Legislators elected at the general election who did not serve in the General Assembly during the past session have until December 15 to make requests under the five-bill limit. Exemptions from the bill limitations are granted during the legislative sessions but only by special committees on delayed bills.

Limitations have also been imposed on the number of bills that may be recommended as a result of interim committee deliberations. The number of bills an interim committee may recommend is limited to the number of members on the committee or eight bills, whichever is greater. Most bills recommended by interim committees must be approved by the Legislative Council, comprised of 18 legislators. Bills or other measures recommended by an interim committee need not be sponsored by a member of the committee making the recommendation.

Other Matters Considered by the General Assembly

Most measures considered by the General Assembly appear in the form of bills. However, the sentiment of the legislature is also expressed through resolutions, memorials, and tributes. The rules of both chambers are very similar regarding resolutions, memorials, and tributes. The three can be divided into the following classes:

- (a) *Concurrent Resolutions* – propose amendments to the state constitution or ratify proposed amendments to the federal constitution. Concurrent resolutions are not subject to the legislative deadline schedule. While bills and other matters before the body require only a simple majority of those elected to approve a measure on second and third reading, a concurrent resolution requires a two-thirds vote on third reading. The House of Representatives requires a two-thirds vote for ratification of an amendment to the federal constitution while the Senate requires only a majority vote.
- (b) *Joint Resolutions* – pertain to the transaction of the business of both houses, establish investigating committees composed of members of both houses, or express the will or sentiment of both houses on any matter. Most joint resolutions fall into the last category.

- (c) *Resolutions* – do not require the concurrence of the other house, relate solely to the business of one house or are an expression of will or sentiment of the body.
- (d) *Joint Memorials or Memorials* – petition the Congress of the United States on any matter, or express sentiment on the death of any person who served as a member of the General Assembly or other position in government.
- (e) *Tributes* – offer congratulations for significant public achievements or express appreciation for service to the state or the General Assembly, extend greetings to prominent visitors to the state, or express sentiment on the death of a person who has not served as a member of the General Assembly.

The Committee Process

Committees comprised of legislators are often regarded as the "workshops" of the General Assembly.

Committees of Reference

All bills are sent to a committee -- referred to as a committee of reference -- immediately following introduction (first reading by title). The Speaker assigns bills to committee in the House; the President makes the assignments in the Senate. The details of bills and resolutions are carefully analyzed at committee meetings. It is at these meetings, which are open to the public, that interested citizens express their views.

After study, hearings, research and discussion, a bill may be amended, recommended for passage, referred to another committee, postponed indefinitely, or tabled for consideration later in the legislative session. Because of the careful scrutiny given to a bill by committees of reference, the debate on the floor of the respective houses is often brief.

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

Following is a listing of the House and Senate committees of reference for the 2005 legislative session.

House Committees of Reference

Agriculture, Livestock, and Natural Resources	Health and Human Services
Appropriations	Judiciary
Business Affairs and Labor	Local Government
Education	State, Veterans, and Military Affairs
Finance	Transportation and Energy

Senate Committees of Reference

Agriculture, Natural Resources and Energy	Health and Human Services
Appropriations	Judiciary
Business, Labor and Technology	Local Government
Education	State, Veterans, and Military Affairs
Finance	Transportation

Committee of the Whole

The entire membership of the House or the Senate becomes a committee (the "Committee of the Whole") for the purpose of debating bills on its calendar for second reading. Before second reading of a bill, the President or the Speaker steps down as presiding officer and another member of the body assumes the duties of chairman of the committee. This is the time that the entire house considers a bill, the action taken by a committee of reference on a bill and any other amendments to the bill. Occasionally a bill is sent back to the committee to which it was originally referred or to a different committee. Second reading is usually referred to as General Orders. It can also be referred to as Special Orders if it is scheduled at a different time than it would normally be scheduled.

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

Third reading is when a final vote is taken on a bill in each chamber. Commonly, less time is given to debate on third reading; amendments are generally not made at this time. This is, however, the time that a recorded vote is made on a bill.

Conference Committees

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

1. the prime sponsor of the bill may request that his or her chamber recede from its position and adopt the bill version of the other house;
2. the prime sponsor of the bill may request that his or her chamber adhere to its position (effectively killing the bill unless the other house recedes from its version); or
3. the prime sponsor of the bill may request that a conference committee be appointed to reconcile the differences between the two versions of the bill.

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

These six legislators form the conference committee on the bill. The vote on acceptance of the conference committee report is taken in each house following presentation of the conference committee report.

Journals, Calendars, and Status Sheets

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

Single copies of journals, calendars, and status sheets (as well as bills) are available in the bill room located in the basement of the Legislative Services Building south of the Capitol. Individuals or organizations wishing to obtain this information on a regular basis or those needing to have it mailed to them are charged a fee for the service. Within the bill room is the legislative information center which is the best one-stop location to find information on the status of bills and other measures before the General Assembly. Both offices are staffed only during the legislative session. Information provided by these offices is available on the Internet at: *www.leg.state.co.us*

The Legislative Deadline Schedule

Adopted in 1974 as a part of the joint rules and amended over the years, the deadline schedule insures an orderly flow of work during the legislative session. The deadline schedule for the legislative session commencing January 12, 2005, follows.

DEADLINE SCHEDULE FOR THE 2005 COLORADO GENERAL ASSEMBLY

December 1, 2004 (Wednesday)	Initial deadline for members to request bills. In accordance with Joint Rule No. 24 (b) (1) (A) members may not introduce more than five bills. Of the five bills, excluding appropriations and interim bills described in Joint Rule No. 24 (b) (1) (D), not more than two bills may be requested after December 1.
December 15, 2004 (Wednesday)	Initial deadline for newly elected members to request bills. In accordance with Joint Rule No. 24 (b) (1) (A) members may not introduce more than five bills. Of the five bills, excluding appropriations and interim bills described in Joint Rule No. 24 (b) (1) (D), not more than two bills may be requested after December 15.
January 7, 2005 (Friday)	Deadline for filing one of each member's three bills requested prior to December 1 or December 15 pursuant to Joint Rule 23 (a) (2) and Joint Rule 24 (b) (1) (A) with the house of introduction for printing, distribution to Legislative Council for preparation of fiscal notes, and introduction on 1st day.
January 12, 2005 (Wednesday)	General Assembly convenes. Deadline for the introduction of the bills required to be filed 5 days prior to the 1st day. Deadline for introduction of any bills to increase the number of judges.
January 14, 2005 (Friday)	3rd Day Deadline for introduction of the two remaining Senate bills requested prior to the December 1 or December 15 deadline pursuant to Joint Rules 23 (a) (2) and 24 (b) (1) (A).
January 17, 2005 (Monday)	6th Day Deadline for introduction of the two remaining House bills requested prior to the December 1 or December 15 deadline pursuant to Joint Rules 23 (a) (2) and 24 (b) (1) (A). Deadline for bill draft requests to the Office of Legislative Legal Services.
January 28, 2005 (Friday)	17th Day Deadline for introduction of Senate bills, except the Long Bill.
February 2, 2005 (Wednesday)	22nd Day Deadline for introduction of House bills.
February 10, 2005 (Thursday)	30th Day Deadline for House committees to report House bills introduced on or before the 6th legislative day.* Deadline for Capital Development Committee and appropriate committees of reference to complete review of executive department budgets. (Joint Rule 25 (d))
February 17, 2005 (Thursday)	37th Day Deadline for Senate committees of reference to report Senate bills.*
February 24, 2005 (Thursday)	44th Day Deadline for House committees of reference to report remaining House bills.*

March 2, 2005 (Wednesday)	50th Day	Deadline for final passage of Senate bills in the Senate.* Deadline for final passage of House bills in the House.*
March 11, 2005 (Friday)	59th Day	Deadline for final passage of any bill that increases the number of judges.
March 18, 2005 (Friday)	66th Day	Deadline for final passage, including any conference committee report, for any bill prescribing all or a substantial portion of the total funding for public schools pursuant to the "Public Finance Act of 1994," Article 54 of Title 22, C.R.S.
March 25, 2005 (Friday)	73rd Day	Deadline for committees of reference to report bills originating in the other house.*
March 28, 2005 (Monday)	76th Day	Deadline for introduction of the Long Bill in the Senate .
April 1, 2005 (Friday)	80th Day	Deadline for final passage of Long Bill in the Senate .
April 4, 2005 (Monday)	83rd Day	Deadline in odd-numbered years for final passage in the House of all bills originating in the Senate.*
April 8, 2005 (Friday)	87th Day	Deadline for final passage of Long Bill in the House .
April 11, 2005 (Monday)	90th Day	Deadline in odd-numbered years for final passage in the Senate of all bills originating in the House.*
April 15, 2005 (Friday)	94th Day	Deadline for adoption of conference committee report on Long Bill. Deadline for Appropriations Committee in house of introduction to report bills referred to Appropriations Committee.
April 18, 2005 (Monday)	97 th Day	Deadline to request resolutions.
April 21, 2005 (Thursday)	100th Day	Last day to introduce resolutions.
April 22, 2005 (Friday)	101st Day	Deadline for final passage in house of introduction of all bills referred to Appropriations Committee in that house.
April 29, 2005 (Friday)	108th Day	Deadline for Appropriations Committee in second house to report bills referred to Appropriations Committee.
May 4, 2005 (Wednesday)	113th Day	Deadline for final passage in second house of all bills referred to Appropriations Committee in that house.
May 9, 2005 (Monday)	118th Day	If there has been adjournment to a day certain, reconvene for adjournment sine die unless the joint resolution for adjournment to a day certain specifies another day for reconvening.
May 11, 2005 (Wednesday)	120th Day	Adjournment sine die.

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

The Emoluments of Office

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

Salary

Members of the General Assembly receive an annual salary of \$30,000. The salary was set at its current figure in 1998. The Colorado constitution provides that no change in compensation may take place during a member's term of office.

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

Expense Allowance

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

Mileage and Travel Allowance

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

The Secretary of the Senate and Chief Clerk of the House

These two individuals are the chief administrative officers of their respective houses. The Secretary of the Senate and the Chief Clerk of the House and their employees are responsible for the daily administration of each house including the preparation of daily calendars and journals, the preparation of floor amendments, the engrossing and enrolling procedures, the handling of messages to and from the Governor, communications between

the two houses of the legislature, and communications to the General Assembly from other state officers and departments; custody of documents and records of the two houses; and the maintenance of pay records for all personnel employed by the House and Senate.

The services committees of each house (each composed entirely of legislators) are in charge of appointments of personnel to the various positions necessary to the operation of the General Assembly. On the opening day of the session, these employees are assigned by a resolution adopted in each house to serve for the duration of the session.

The Media

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

Offices for the Legislative Branch

All members of the General Assembly are provided office spaces in addition to their desks in the chambers of the Senate and House of Representatives. Office areas for members of the General Assembly are located on the second and third floors of the Capitol. The staff offices of the Office of Legislative Council and the Office of Legislative Legal Services Office are located in the basement of the Capitol.

In 1986, the old Colorado State Museum Building, located south of the Capitol, was remodeled and rededicated as the Legislative Services Building to accommodate offices of the Joint Budget Committee and its staff, the staff of the Legislative Audit Committee, the staff of Legislative Information Services, the legislative print shop, and bill room.

Senate committee hearing rooms are located on the third floor of the Capitol. House committee hearing rooms are located in the Capitol basement and on the first floor of the Legislative Services Building. The former chambers of the State Supreme Court, on the Capitol's second floor, are used for legislative and executive hearings. Joint Budget Committee and Legislative Audit Committee hearing rooms are located in the Legislative Services Building.

Full-Time Staff Services

In addition to a small partisan staff assigned to the General Assembly, there is a full-time, nonpartisan staff assisting the legislature in four service agencies. These service agencies are headed by permanent committees of the General Assembly. The committees are the Legislative Council, the Legal Services Committee, the Joint Budget Committee, and the Legislative Audit Committee.

The Legislative Council

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

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

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

The main office of the Legislative Council staff is located in Room 029 in the basement of the Capitol.

Joint Budget Committee

The six-member Joint Budget Committee is the fiscal and budget review agency of the Colorado General Assembly. The committee works year-round and has a full-time staff. Committee and staff offices are located on the third floor of the Legislative Services Building.

The committee studies the programs, management, operations, and fiscal needs of all state agencies. It reviews budget requests and holds hearings with agency directors. The

committee also reviews capital construction and controlled maintenance recommendations made by the Capital Development Committee.

Each year, the committee introduces supplemental appropriations bills and the general appropriations bill, the "long bill". The long bill narrative explains the recommendations that the committee included in the bill.

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

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

The Office of Legislative Legal Services

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

Within the Office of Legislative Legal Services is the Revisor of Statutes. The revisor and his staff prepare various legal publications.

The Office of Legislative Legal Services is located in Room 091 of the Capitol. Services relating to statutory publications are located in Room 079.

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

The office, acting under the direction of the Committee on Legal Services, coordinates litigation involving the General Assembly. Staff attorneys assist retained counsel in the preparation of briefs and in other legal research and writing.

State Auditor and Legislative Audit Committee

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

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

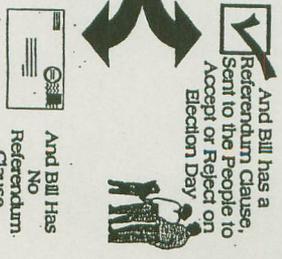
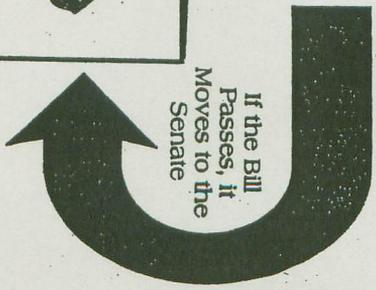
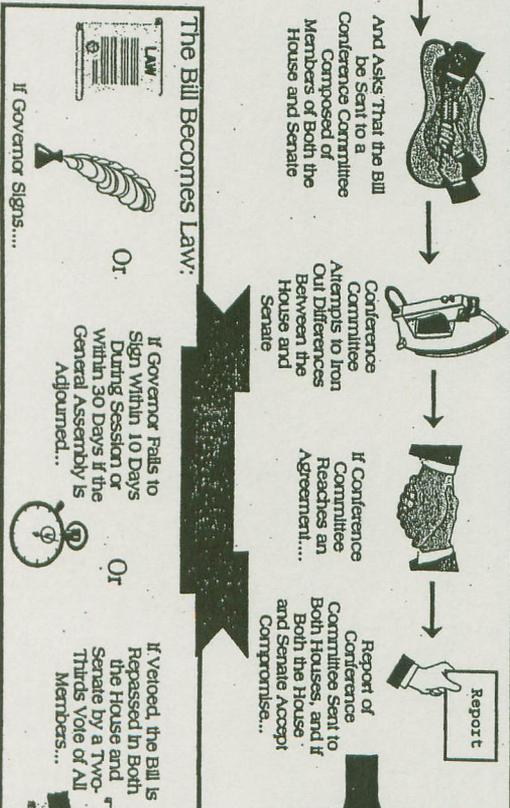
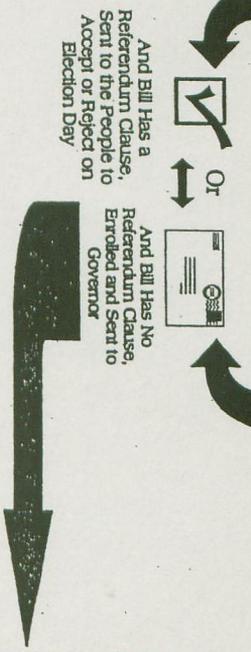
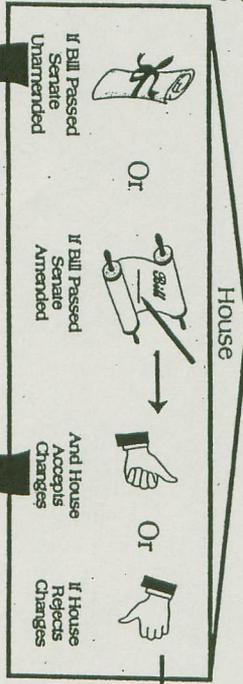
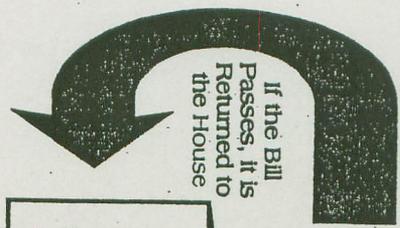
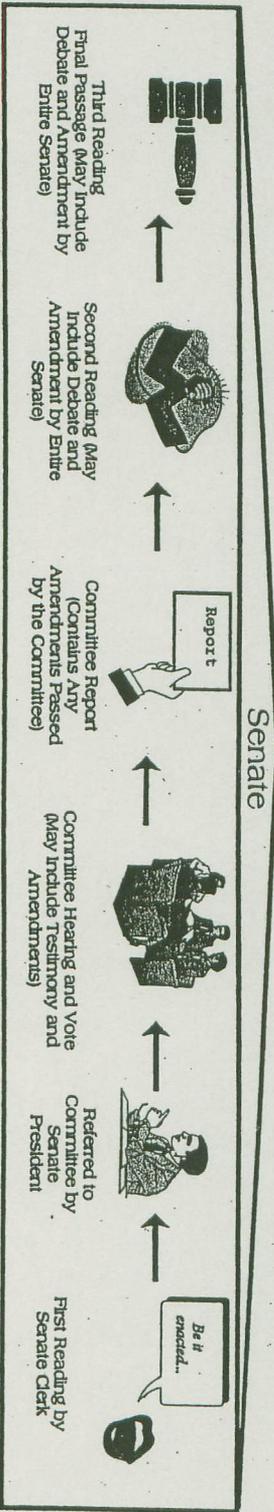
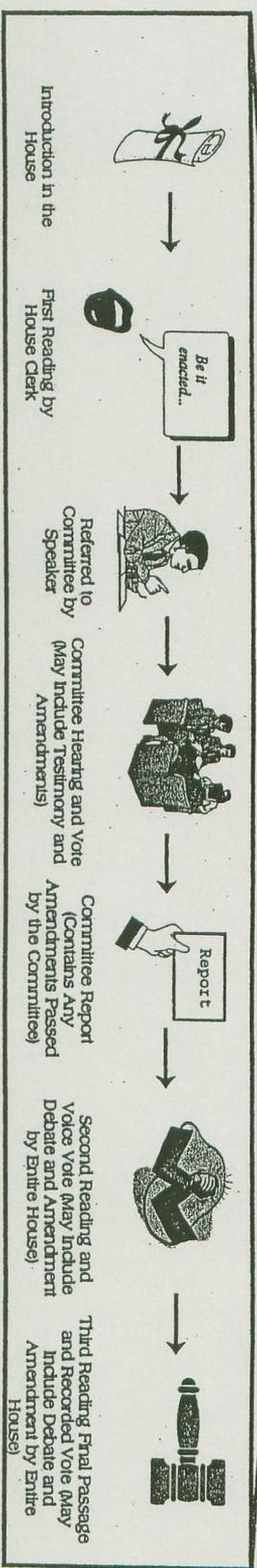
The Legislative Audit Committee consists of four members from the Senate, two from each major political party, and four members from the House, two from each major political party.

Legislative Information Services

The Legislative Management Committee is the governing body for the Legislative Information Services staff. The committee functions as a non-partisan resource for legislative leadership on information systems and general legislative management issues. The committee consists of the State Auditor, the directors of the legislative service agencies, the Secretary of the Senate, and the Chief Clerk of the House.

The offices of the seven members of the Legislative Information Services staff are located in the basement level of the Legislative Services Building.

How a Bill Becomes Colorado Law*



*Assumes Bill is a House bill, a Senate Bill Follows a Similar Process Beginning in the Senate