

H C R

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HOUSE COMMITTEE ON STATE AFFAIRS

RECAP OF HCR 1

Amend Uniform Rule 56: Session Schedule

Received January 9, 1989

by Reps. Ellis, Brown, M. Davis, Hanley, Koponen,
Navarre, Ulmer, Zawacki, Donley and Collins

Heard January 25, 1989

Passed Out of Committee January 25, 1989
6 Do Pass

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Scheduling Bills Through the Legislatue

HOUSE COMMITTEE REPORT

(5)

Date Referred: January 9, 1989

FURTHER REFERRALS: JUDICIARY

Date of Committee Action: _____

The STATE AFFAIRS Committee recommends that:

HOUSE CONCURRENT RESOLUTION NO. 1 [AMEND UNIFORM RULE 56: SESSION SCHEDULE]
Proposing an amendment to the Uniform Rules of the Alaska State Legislature
relating to deadlines for session work.

[] be replaced with _____ [] the same title
[] a new title

[] have attached amendment(s)

- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(s):

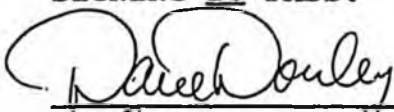
- fiscal impact
- zero fiscal note
- zero with analysis


APPROVES PREVIOUS:

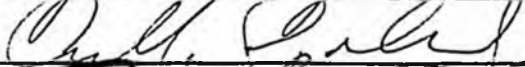
- fiscal note(s) published:


- zero fiscal notes(s) published:

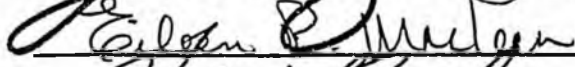
SIGNING DO PASS:

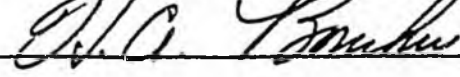




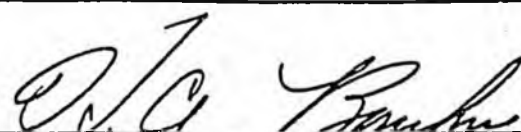








SIGNING OTHER THAN DO PASS:
(Do Not Pass, No Recommendation, Amend)



Chairman's signature

1 IN THE HOUSE

BY ELLIS, BROWN, M.DAVIS, HANLEY,
KOPONEN, NAVARRE, ULMER, ZAWACKI,
DONLEY AND COLLINS

2

HOUSE CONCURRENT RESOLUTION NO. 1

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

SIXTEENTH LEGISLATURE - FIRST SESSION

5

Proposing an amendment to the Uniform

6

Rules of the Alaska State Legislature

7

relating to deadlines for session work.

8

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 * Section 1. The Uniform Rules of the Alaska State Legislature are
10 amended by adding a new rule to read:

11 RULE 56. SESSION SCHEDULE. (a) The following schedule applies
12 during a first and second session to consideration of a bill:

13 (1) the house of origin may not calendar a bill for second
14 reading after the 90th legislative day;

15 (2) a bill may not be transmitted by the house of origin to
16 the second house after the 95th legislative day;

17 (3) the second house may not calendar a bill for first or
18 second reading after the 114th legislative day;

19 (4) a bill may not be transmitted by the second house to
20 the house of origin after the 117th legislative day;

21 (5) a report of a Conference Committee, Conference Commit-
22 tee with limited powers of free conference, or Free Conference Commit-
23 tee may not be submitted after the 118th legislative day.

24 (b) A report of a Conference Committee with limited powers of
25 free conference may not be voted on by a house until at least 24 hours
26 after it is duplicated and delivered to the chief clerk or secretary
27 of the house for distribution to each member. The chief clerk or
28 secretary shall certify the time of delivery of the report for record-
29 ing in the journal.

1 (c) This rule may be suspended by a concurrent resolution ap-
2 proved by majority vote in each house. This rule does not apply to
3 resolutions. L> HOUSE LEADERSHIP APPROVED

2/3 suspend? HANKY
L IN UNIFORM RULE

MINORITY BILLS DO PASS - GOOD IDEAS - DIFF REASONS -
ELLIS SAYS NO PROBLEM SINCE MIN BILLS WOULD
PASS SOONER

AMENDMENT, 120th DAY - WHAT IS THE END
OF SESSION?

Item 2

FISCAL NOTE

REQUEST:

Revision Date: _____ Agency Affected: _____
 Title: Uniform Rules Amendment
relating to deadlines for session work BRU: _____
 Sponsor: Ellis Components: _____
 Requestor: Ellis

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
---------	-----	-----	-----	-----	-----	-----

REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
---------	-----	-----	-----	-----	-----	-----

FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

No fiscal impact.

Prepared by: House State Affairs Committee Phone: 465-4931
 Division: _____ Date: Jan 23, 1989

Approved by Commissioner: Rep. Boucher *[Signature]* Date: Jan 23, 1989
 Agency: _____

Distribution (by preparer):
 Legislative Finance
 Legislative Sponsor
 Requestor
 Office of Management and Budget
 Impactor/ Agency(ies)



Alaska State Legislature

Official Business

P.O. Box V
State Capitol
Juneau, Alaska 99811

MEMORANDUM

TO: Rep. H.A. "Red" Boucher, Chairman
and Members of the House State Affairs Committee

FROM: Rep. Johnny Ellis *JE*

RE: HCR 1 - "relating to deadlines for session work"

DATE: January 24, 1989

Attached you will find backup materials for HCR 1. This resolution proposes to amend the Uniform Rules by setting deadlines for the passage of bills through the legislature. It is identical to HCR 41 which passed the House last year by a vote of 35 to 3, and died in Senate Rules.

We are all aware of the rush of legislation that is brought to the floor in the final days of the session. Bills are often rushed or waived through committees, and adequate consideration and debate of each bill is simply not possible during marathon floor sessions jammed with the most important and often complex legislation.

When the voters passed the session limitation section to the State Constitution in 1984, they also approved language that "the Legislature shall adopt as part of the uniform rules of procedure deadlines for scheduling session work not inconsistent with provisions controlling the length of the session," (Article II, Section 8). In my view, the Legislature has not lived up to this constitutional mandate, and the public is growing less tolerant of the chaos during the final days.

Last year, the National Conference of State Legislatures (NCSL) released Review of the Operations and Procedures of the Alaska House of Representatives, in which the first recommendation was the adoption of a system of deadlines for scheduling session work. This is similar to a recommendation made by NCSL to The Joint Special Committee on Legislative Reform in 1983. Several other states have systems such as the one suggested in this resolution.

Thank you for your consideration of this important reform measure.

Constitution ARTIC II

Item 4

ing to, or returning from legislative sessions are not subject to civil process and are privileged from arrest except for felony or breach of the peace.

Salary and Expenses

SECTION 7. Legislators shall receive annual salaries. They may receive a per diem allowance for expenses while in session and are entitled to travel expenses going to and from sessions. Presiding officers may receive additional compensation.

Regular Sessions

SECTION 8. The legislature shall convene in regular session each year on the fourth Monday in January, but the month and day may be changed by law. The legislature shall adjourn from regular session no later than one hundred twenty consecutive calendar days from the date it convenes except that a regular session may be extended once for up to ten consecutive calendar days. An extension of the regular session requires the affirmative vote of at least two-thirds of the membership of each house of the legislature. The legislature shall adopt as part of the uniform rules of procedure deadlines for scheduling session work not inconsistent with provisions controlling the length of the session. [Amendment approved November 6, 1984]

* {

Special Sessions

SECTION 9. Special sessions may be called by the governor or by vote of two-thirds of the legislators. The vote may be conducted by the legislative council or as prescribed by law. At special sessions called by the governor, legislation shall be limited to subjects designated in his proclamation calling the session, to subjects presented by him, and the reconsideration of bills vetoed by him after adjournment of the last regular session. Special sessions are limited to thirty days.

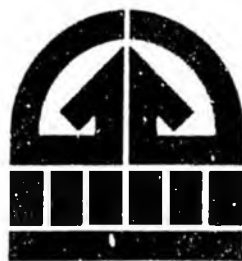
(The amendment of this section was approved by the voters of the state November 2, 1976 and became effective December 23, 1976. This amendment deleted "or" preceding "to subjects" in the third sentence and added "and the reconsideration of bills vetoed by him after adjournment of the last regular session.")

Adjournment

SECTION 10. Neither house may adjourn or recess for longer than three days unless the other concurs. If the two houses cannot agree on the time of adjournment and either house certifies the disagreement to the governor, he may adjourn the legislature.

FINAL REPORT

Review of the Operations and Procedures of the Alaska House of Representatives



prepared by
Rich Jones and Brian Weberg
National Conference of State Legislatures

April 12, 1988

RECOMMENDATION: THE ALASKA LEGISLATURE SHOULD ADOPT A SYSTEM OF DEADLINES FOR SCHEDULING SESSION WORK. AT A MINIMUM, THE SYSTEM SHOULD INCLUDE DEADLINES FOR THE FOLLOWING ACTIONS:

- 1) INTRODUCTION OF BILLS IN THE HOUSE OF ORIGIN;
- 2) COMMITTEE ACTION ON HOUSE OF ORIGIN BILLS;
- 3) FINAL FLOOR ACTION IN HOUSE OF ORIGIN;
- 4) COMMITTEE ACTION ON BILLS FROM OPPOSITE HOUSE;
- 5) FINAL FLOOR ACTION ON BILLS FROM OPPOSITE HOUSE; AND
- 6) CONFERENCE COMMITTEE REPORTS.

The Alaska House does operate under one bill introduction limit. Rule 44 of the Uniform Rules prohibits the introduction of personal bills after the 35th day of the second session. Bill introduction data from 1986 (see Table 1 below) suggests that this deadline is strictly enforced. Indeed, 87 percent of all the 1986 House bills and resolutions were introduced by this deadline. The 1986 performance is in stark contrast to 1985, when only 44 percent of these items were introduced by the 36th day. Although it is difficult to relate this deadline directly to an improvement in the end-of-session logjam, it is interesting to note that although the House passed about the same number of House bills and resolutions in both years (1985=140, 1986=137), they passed twice as many in the last week of the 1985 session (29) as they did in the 1986 session (14). [Note: These figures represent House bills and resolutions engrossed and forwarded to the Senate for consideration. See Appendices A and B for further illustration of the Alaska House logjam.]

ALASKA LEGISLATIVE PROCEDURES STUDY

FINAL REPORT

Submitted to:

The Joint Special Committee on Legislative Reform



Prepared by the

NATIONAL CONFERENCE OF STATE LEGISLATURES

1125 Seventeenth Street, Suite 1500

Denver, Colorado 80202

May 15, 1983

PART I

RULES AND PROCEDURES

The National Conference of State Legislatures' study of the Alaska Legislature's rules and procedures began with a detailed review of the uniform rules and the gathering of information on staff size, turnover, committee makeup, committee budgets, session deadlines, past session patterns, bill flow, and interim work. Four areas - - session length, the committee process, the interim period and staff - - were examined. The National Conference of State Legislatures' staff conducted numerous interviews with leaders, committee chairmen, other members and staff of the Alaska Legislature to determine areas of concern. Lobbyists, members of the press and public interest groups also were interviewed. The study is not a comprehensive review of the Alaska Legislatures' rules and procedures, but focuses on the specific problem areas identified through the interviews.

What follows is a series of recommendations for the Alaska Legislature to consider covering various aspects of session length, the committee process, the interim period and staff. The recommendations are accompanied by a discussion of the problems as raised by members of the Alaska Legislature and information on other state practices as possible solutions for Alaska.

A. Session Length

Background: Legislatures today face extremely complex issues and tremendous bill volumes. To maintain the part-time citizen legislature and still deliberate on and screen bills has become increasingly difficult. Scheduling session time effectively is critical. Scheduling helps to avoid some of the last minute chaos, and assures important bills are not lost in the process. Scheduling helps regulate session work and can help to expedite session time.

1. The Alaska Legislature should establish a series of deadlines for scheduling session work and controlling the length of the session. The legislature should consider, at a minimum, scheduling session work (whether by rules or leadership direction) to cover the following:

- o Bill draft requests
- o Introduction of bills in house of origin
- o Committee action for house of origin bills
- o Final floor action in house of origin
- o Committee action for bills from opposite house
- o Final floor action for bills from the opposite house
- o Conference committee reports.

2. The Alaska Legislature should adopt a session scheduling system which emphasizes committee work early in the session and floor activity in the later weeks. The legislature should consider removing the limit of ten prefiled bills per member and encourage

members to prefile the majority of bills during the interim before the start of the session. Leadership should be able to assign bills to committees during the interim.

Discussion: There is concern among members of the Alaska legislature and the public that the legislature is spending too much time in session. They are concerned about preserving the part-time, citizen legislature. Yet, there is a lack of consensus, as evidenced by the interviews and votes on constitutional amendments, for limiting the number of session days or instituting a per diem cut off. Clearly, the number of session days has increased over the last four bienniums. The first and second sessions of the Eighth Alaska Legislature were 95 and 96 days, respectively. The first session of the Twelfth Alaska Legislature, however, was 165 days and the second session was 144 days. The length of sessions has been affected by a variety of factors, the most significant being the dramatic growth in Alaskan oil revenues. With population growth doubling over the past fifteen years, the Alaska legislature has had to respond to a myriad of social problems. In addition, being a relatively young state, Alaska is still faced with developing a body of law of its own.

Another factor that points to the need for deadlines is the build-up of bills on the floor of the Alaska Legislature at the end of session. For example, out of the 201 bills passed by the Alaska Senate during the 21-week 1980 session, 53% passed out during the last four weeks of the session.

The flow of legislation through the process also affects session length. The majority of bills considered by the Alaska Legislature are introduced during the first several weeks of the session, but few are passed out of either chamber. For instance, in 1979 during the first five weeks of the session 76% of the total number of Senate bills had been introduced, but the Senate had only passed out 7.8% of the total number of Senate and House bills passed out that session. During the 1980 session, the same pattern is evident. Fifty-two percent of the total number of bills had been introduced by the fifth week, but only 5.5% of the total number of bills passed had been passed out. In addition, out of 792 bills introduced in 1979, only 102 were prefiled. In 1980, 833 bills were introduced and 51 were prefiled by members of the Alaska Legislature.

By instituting a series of deadlines, encouraging prefiling, and establishing committee time in the early part of the session when floor work is not particularly heavy, the Alaska Legislature can help reduce committee and floor jams near the end of the session and place some controls on the length of the session.

Deadlines for introduction and action on bills are the most common techniques adopted by legislatures for handling bill flow and scheduling work. Three-fourths of the 99 state legislative bodies employ deadlines for introduction of bills, and one-half also provide deadlines for committee action on bills. Colorado, Illinois, and South Dakota have the detailed schedule of deadlines outlined in the recommendation.

Deadlines can be set up either formally by rule or informally enforced by leadership. In order to be effective, deadlines need to be established systematically and adhered to. If followed, deadlines will enable the legislature to schedule and plan the session.

Most legislatures permit prefiling of legislation, and in several states leadership refers prefiled bills to committee before the session begins. This enables committees to begin work immediately when the session starts. Prefiling by itself is not always effective, but when coupled with a deadline system, such as in Florida, it can be a very effective device. The Florida House makes the first day of the session the deadline for all member bills, effectively requiring all bills to be prefiled. Incumbent members may prefile bills immediately following sine die adjournment of the previous session. If an incumbent is defeated for reelection, those prefiled bills are dead unless cosponsored by a reelected legislator. New members may begin prefiling immediately following the November organizational session. Prefiled bills are referred to committees by leadership and the committees, which are appointed and begin work in November, study, amend and act on bills up until the opening day of the session in April. Between the first and second session committees actively work on carry-over legislation.

Other states have encouraged prefiling by placing a limit on the number of bills a member can introduce during the session. For example, Montana lawmakers may introduce only five bills once the session has begun. However, the limit does not apply to prefiled bills prior to the session, interim committee bills, state agency bills or resolutions. In Colorado, the joint rules specify a six bill limitation for the number of measures a member can introduce during session. Detailed deadlines for various legislative actions also are set. To allow for emergencies, a Committee on Delayed Bills is established in each house. The committee, composed of the presiding officer and two party floor leaders, can approve late introductions. Appropriations bills are excluded from the limitation.

Increased committee time in the early part of the session can help expedite the process. This mechanism enables committees to work uninterrupted when floor activity is generally slow. Therefore, committees can act on more bills earlier. Increased committee time in the early part of the session can be scheduled in a variety of ways. For instance, from January to March in Connecticut, floor sessions are held only once a week and the rest of the time is devoted to committee work. Iowa utilizes the first four to eight weeks of session for all committee work. Only committee meetings are held in the Pennsylvania House in January and February, after which floor action alternates weekly with committee meetings. Nebraska and the Kentucky and Pennsylvania Senates utilize a recess period for increased committee meeting time.

B. Committee Process

Background: An effective and efficient legislature depends upon a strong committee system. Committees are the workhorses of the legislature, mini-legislatures, performing policy and program formulation and control. Committee chairmen play a key management function in directing the committee process. The success of a committee system depends significantly on how chairmen plan and manage committee time. Staff also play an important role in the committee process by providing information and analysis to committees -- the keys to informed decision making. Finally, committees serve as the



ALASKA STATE LEGISLATURE
HOUSE OF REPRESENTATIVES
RESEARCH AGENCY

P.O. Box Y, State Capitol
Juneau, Alaska 99811-3100
Mail Stop 3100
(907) 465-3991

July 22, 1986

MEMORANDUM

TO: Representative Max Gruenberg
ATTN: Jim Nordland
FROM: Katherine Hazard *KH*
Legislative Analyst
RE: Scheduling Bills through the Legislature
Research Request 87-003

You asked our agency to provide information on how other state legislatures schedule bills in order to prevent logjamming of bills during the last few days of the session. You asked specifically for information about these legislative rules in states which have a limit on session length. You also requested information on the number of bills passed during the last two days of the Alaska legislative session in 1986.

Bill Scheduling Rules in Other States

During the last two decades, the number of bills introduced in most state legislatures has increased. The attached graph shows that the number of bills introduced in the Alaska Legislature increased substantially through the 1960s and 70s. Since 1981 there has been a downward trend in the number of bills introduced in the Alaska Legislature.

As of 1983, 37 states had an effective limit on the length of legislative sessions: 30 states had a limit in statutory or constitutional provisions; 1 had a limit proclaimed in the legislative rules; and 6 states had indirect limits on session length through restrictions on legislators pay, per diem, or daily allowance. Only 13 states had no limit on length of the legislative session.¹

¹The amendment to the Alaska Constitution, Article II, Section 8, which limits the legislative session length, was passed in the general election held on November 6, 1984; thus, in the statistics from 1983, Alaska is included as a state with no session limit.

Because of the constraints on session length and in response to the increase in legislation, several states have adopted rules to assure the timely movement of bills through committees and/or through each house in order to prevent logjamming of bills toward the end of the session. I spoke with legislative staff in six states with such rules: Connecticut, Illinois, Colorado, Iowa, Montana, and North Dakota. Some of the states schedule bills by setting deadlines for transmittal from one house to the other; others establish deadlines for reporting bills out of committee. These rules are described below based on conversations with staff in the respective legislatures.

Connecticut. Rules of the Connecticut legislature include bill submission deadlines and deadlines for the movement of bills through committees. In Connecticut, legislators submit bill and resolution proposals to the legislative commissioner's office in informal language. These are read on the floor and assigned to committees. In 1985 members of the general assembly could submit bill and resolution proposals through January 23rd. Additional information or documentation to the committees needed to be submitted by February 1 in 1985.

Fully drafted bills may be introduced only by committees. In 1985, deadlines for committees to submit drafting requests to the legislative commissioner's office ranged from February 19th to February 28th depending upon the committee. Deadlines for Finance, Revenue and Bonding; Judiciary; and Appropriations Committees were last. Deadlines for drafting requests on proposed bills and resolutions on which hearings are held are later yet; these request deadlines are 10 days prior to the date by which bills must be reported out of committee.

There are also deadlines for reporting bills out of committees. In 1985, deadlines ranged from March 26th through May 8th. Bills not reported out of committee are deemed failed. However, bills may be forced out of committee if: (1) the speaker of the house and the president of the senate certify that the legislation should be acted on by the general assembly; or (2) a majority of the members of the house of origin petition the clerk. There are no deadlines governing transmittal of bills from one house to the other.

Illinois. The Illinois legislature adjourns on or before June 30th. All substantive bills must pass out of committee before the end of the first Friday in May. If a bill has not moved out of committee by this date, it is dead unless the deadline is suspended by a two-thirds vote. Bills may also be petitioned out of committee. Bills must be out of the appropriations committee by the second Friday in May. There is no deadline for transmittal to the other house.

Colorado. The Colorado legislature has rules governing the dates for movement of bills through committee, to the floor, and for transmittal from one house to the other. However, there are no deadlines for appropriations or revenue bills. The Colorado legislature has alternating long and short sessions, with the long session following election years. The calendar for 1986 (a short session) is described below.

Jan 8: begin session
Jan 17: bill drafting deadline
Feb 1: deadline for introducing bills
Feb 21: bills must be out of committee in the house of origin
Mar 3: deadline for passage of bills in the house of origin
Mar 18: bills must be reported out of committee in the second house
Mar 28: deadline for passage of bills in the second house
Apr 29: reconvene for adjournment²
May 27: deadline for adjournment.

Iowa. Although Iowa has no limit on the length of legislative sessions expenses are paid for a maximum of 110 legislative days (100 days in even years). The legislative rules scheduling movement of bills through the legislature in Iowa are similar to those in Colorado. There are no deadlines on Appropriations and Ways and Means bills and the majority and minority leaders may co-sponsor a bill at any time. Other bills, however, must move according to the following schedule in even years.

2nd week: deadlines for bill drafting requests; committee chairs may still make requests
8th week: bills must be out of committee in the house of origin
9th week: deadline for passage of bills in the house of origin
11th week: bills must be out of committee in the second house
12th week: deadline for passage of bills in the second house

Beginning in the 13th week, the legislative bodies address co-sponsored minority and majority bills, conference committee reports, ways and means bills, appropriation bills, unfinished business and other legislative action exempted from the deadlines applicable to most legislation.

According to Diane Bolender, of the Iowa Legislative Service Bureau, this scheduling method is effective and few exceptions are made to the deadlines.

Montana. Montana has a session limit of 90 legislative days. Bills, excepting appropriation and revenue bills, must be transmitted from one house to the other on or before the 45th legislative day of the session. Amendments to these bills must be sent back to the other house by the 70th day. If a bill is not transmitted to the other house by the deadline, it may be transmitted only if there is a two-thirds vote to accept transmittal of the bill by the house to which it is to be transmitted.

²In some legislative sessions, the rules for recessing are suspended and the legislature meets until the adjournment deadline.

In Montana, all appropriations bills originate in the House. Revenue and appropriations bills from the House must be transmitted to the Senate on or before the 70th legislative day. Senate amendments to these bills must be transmitted to the House on or before the 85th day. Revenue bills originating in the Senate must be transmitted to the House on or before the 60th legislative day. Amendments from the House to the Senate on Senate revenue bills must be transmitted to the Senate by the 70th legislative day. In addition, several types of legislative action may occur at any time during the session; interum study resolutions; bills repealing, adopting, or amending administrative rules; and joint resolutions advising or requesting a change in administrative rules. Montana has no deadlines for committee reports.

North Dakota. The North Dakota legislature has a session limit of 80 legislative days. Their rules, however, are based on a 60 legislative day session.

After the 10th day, no legislator may introduce more than 3 bills.

After the 15th day, no bills may be introduced.

After the 18th day, no resolutions excepting study resolutions or resolutions regarding the US Constitution may be introduced.

After the 23rd day, any bill with a fiscal note of more than \$5,000 must be moved to the appropriations committee.

By the end of the 31st day, all bills must be reported out of committee.

By the end of the 33rd day: (1) all study resolutions and proposed resolutions regarding the U.S. Constitution must be out of committee; and (2) all bills must be transmitted to the other house.

By the end of the 48th day, all bills must be reported out of committee of the second house.

If a bill is not reported out of committee on schedule, it is pulled out of committee at the deadline and taken to the floor or referred to the appropriations committee as necessary. There is a floor vote upon every bill introduced.

Legislative procedures in North Dakota also differ from those in Alaska in that state agencies (comparable to departments in the State of Alaska) may introduce bills. Most agency bills are first assigned to the Senate because the Senate has fewer bills introduced; this evens out the load somewhat.

In addition to the rules adopted to schedule movement of bills through the legislature, many state legislatures have adopted rules to limit the number of bills introduced. Most states (79 of 99 legislative bodies) have deadlines for bill introduction, as Alaska does for the second session of each legislature. Forty-six legislative bodies have cut-off dates for requesting bill drafts.

Other methods for reducing the number of bills introduced include:

- a skeleton bill system where an outline is submitted to the appropriate committee, and the committee is responsible for having the bill drafted;
- a limit on the number of bills a legislator may introduce; and
- a prohibition on duplication of bill introductions in the two houses.

Bills Passed in the Final Days of the Legislative Session

You also requested information about legislative action during the final days of the 1986 Fourteenth Legislature. Thirty-two percent (68 bills) of the bills passed by the House during the second session were passed in the last two days; 34 percent (62 bills) of the bills passed by the Senate during the second session were passed in the last two days. In addition, the House voted on 16 other measures during the last two days: three conference committee substitute bills, five joint resolutions, six concurrent resolutions, and two letters of intent. The Senate voted on 9 other measures: four joint resolutions, four concurrent resolutions, and one Senate resolution.

Statistical Summary of Legislation 1985-1986

	<u>Bills Introduced</u>			<u>Bills Passed</u>			<u>Bills Passed Last 2 Days</u>		
	<u>1st</u> <u>Ses</u>	<u>2nd</u> <u>Ses</u>	<u>Total</u>	<u>1st</u> <u>Ses</u>	<u>2nd</u> <u>Ses</u>	<u>Total</u>	<u>May 11</u> <u>86</u>	<u>May 12</u> <u>86</u>	<u>Total</u>
<u>House</u>	448	262	710	158	208	366	17	51	68
<u>Senate</u>	322	167	489	142	184	326	8	54	62

* * * *

We requested copies of the legislative rules from the six states discussed in this memorandum. Please let us know if you would like us to forward copies of these rules to you; or if we may provide additional information.

KH

Attachment