

ALASKA LEGISLATURE COMMITTEE FILES 1985-1986 86/2

4124 SJUD SB 479 - SCR 17

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# RECORDS CERTIFICATION

I, the undersigned, an employee of the State of Alaska, do hereby certify that the microfilm images on this microform are accurate reproductions of the original records of the State of Alaska as accumulated during the regular course of business, and that it is the established policy and practice of this State to microfilm its records and to dispose of the original records after microfilm reproductions have been made.

*James O. Smith*  
Signature of Camera Operator

*11/7/89*  
Date

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# Alaska State Legislature

CO CHAIRMAN  
FINANCE COMMITTEE

907-465-3740

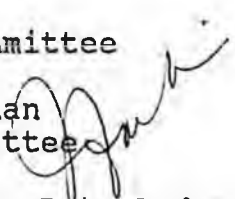
JAN FAIKS  
POLCH V  
CAPITOL BUILDING  
JUNEAU ALASKA 99811

## Senate

April 21, 1986

### MEMORANDUM

TO: Pat Rodey, Chairman  
Senate Judiciary Committee

FROM: Jan Faiks, Co-Chairman  
Senate Finance Committee 

SUBJECT: Senate Bill 479 - Pro Rata Reductions of  
Certain State Payments

The Finance Committee sponsored SB 479 to reflect the budget decisions it is making in regards to several programs. SB 479 will permit the agencies, if necessary, to pro-rate distribution of the specified taxes or fees.

Section 1. If necessary, this language allows the Department of Revenue to pro-rate distribution of the alcoholic beverage license fee. The Finance Committee reduced this shared tax by 10%.

Section 2. If necessary, this language allows the Department of Revenue to pro-rate distribution of the telephone and electric cooperative tax. The Finance Committee reduced this shared tax by 10%.

Section 3. If necessary, this language allows the Department of Community and Regional Affairs to pro-rate distribution of the farm use valuation reimbursement (in the budget it is the agricultural land exemption). The Finance Committee reduced this program by 10%.

Section 4. If necessary, this language allows the Department of Revenue to pro-rate distribution of the coin-operated device tax. The Finance Committee reduced this shared tax by 10%.

OUT OF SESSION

1024 WEST SIXTH AVENUE, SUITE 302 ANCHORAGE, ALASKA 99501 907-274-6611

Section 5. If necessary, this language allows the Department of Revenue to pro-rate distribution of the punch board tax. The Finance Committee reduced this shared tax by 10%.

Section 6. If necessary, this language allows the Department of Revenue to pro-rate distribution of the aviation fuel tax. The Finance Committee reduced this shared tax by 10%.

Section 7 and 8. If necessary, this language allows the Department of Revenue to pro-rate distribution of the fisheries tax. The Finance Committee reduced this shared tax by 10%.

Should the committee require additional information, please let me know.

STATE OF ALASKA 1986 LEGISLATIVE SESSION  
FISCAL NOTE

Revision Date: \_\_\_\_\_

REQUEST

Bill/Resolution No: SB 479  
 Title: Providing for pro rata reductions of certain state payments to local governments  
 Sponsor: Senate Finance  
 Requestor: Judiciary and Finance  
 Date of Request: 4/17/86

FISCAL DETAIL

Agency Affected: Revenue  
 BRU: Administrative Services  
 Components: \_\_\_\_\_

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
<b>OPERATING</b>						
PERSONAL SERVICES	-	-0-	-0-	-0-	-0-	-0-
TRAVEL	-	-0-	-0-	-0-	-0-	-0-
CONTRACTUAL	-	-0-	-0-	-0-	-0-	-0-
SUPPLIES	-	-0-	-0-	-0-	-0-	-0-
EQUIPMENT	-	-0-	-0-	-0-	-0-	-0-
LANDS & STRUCTURES	-	-0-	-0-	-0-	-0-	-0-
GRANTS, CLAIMS	-	-0-	-0-	-0-	-0-	-0-
MISCELLANEOUS	-	-0-	-0-	-0-	-0-	-0-
<b>TOTAL OPERATING</b>	-	-0-	-0-	-0-	-0-	-0-
<b>CAPITAL</b>	-	-	-	-	-	-
<b>REVENUE</b>	-	-	-	-	-	-

FUNDING: (Thousands of Dollars)

GENERAL FUND	-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS	-	-	-	-	-	-
OTHER	-	-	-	-	-	-
<b>TOTAL</b>	-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME	-	-	-	-	-	-
PART-TIME	-	-	-	-	-	-
TEMPORARY	-	-	-	-	-	-

ANALYSIS: Attach a separate page if necessary

Prepared By: *E. B. Jones* Director  
 Division: Administrative Services

Phone: 465-2313  
 Date: 4/22/86

Approved by Commissioner: *Shirley H. Studale*  
 Agency: Revenue

Date: 4/22/86

Distribution (by Agency preparing fiscal note):

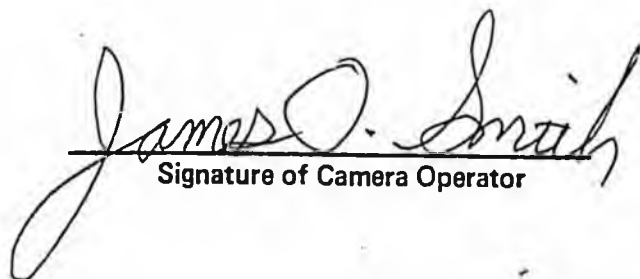
- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

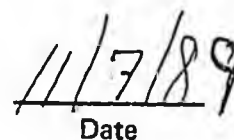


# RECORDS CERTIFICATION



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Date

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# Alaska State Legislature

CO-CHAIRMAN  
FINANCE COMMITTEE

907-465-3740

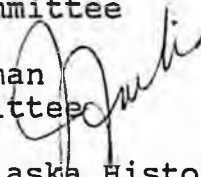
JAN FAIKS  
POLCH V  
CAPITOL BUILDING  
JUNEAU ALASKA 99811

## Senate

April 21, 1986

### MEMORANDUM

TO: Pat Rodey, Chairman  
Senate Judiciary Committee

FROM: Jan Faiks, Co-Chairman  
Senate Finance Committee 

SUBJECT: Senate Bill 480 - Alaska Historical Commission

Senate Bill 480 was introduced by the Senate Finance Committee in response to the committee's decision on the Alaska Historical Commission's FY 87 budget.

AS 44.27.074 states that the Commission shall hire an Executive Director. Because the Finance Committee has reduced the Commission's funding, the committee wants to provide the Commission with sufficient flexibility to hire either an executive director or any other support staff.

The legislation as introduced also removes the position from the list of partially exempt positions. Because the Commission may still want to retain the position, the committee prefers to simply amend the existing statute to state that the Commission "may" hire an executive director. Attached is a proposed committee substitute for the committee's consideration.

Please let me know if I can provide any additional information.

Thank you.

OUT OF SESSION

1024 WEST SIXTH AVENUE, SUITE 302 ANCHORAGE, ALASKA 99501 907-274-6611

Original sponsor: Finance Committee

1 IN THE SENATE

BY THE JUDICIARY COMMITTEE

2 CS FOR SENATE BILL NO. 480 (Judiciary)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 A BILL.

6 For an Act entitled: "An Act relating to the executive director of the  
7 Alaska Historical Commission; and providing for an  
8 effective date."

9 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

10 \* Section 1. AS 44.27.074 is amended to read:

11 Sec. 44.27.074. EXECUTIVE DIRECTOR. The commission may [SMALL]  
12 appoint, subject to approval by the governor, an executive director  
13 who is to be in the partially exempt service under [AS SET OUT IN]  
14 AS 39.25.120. The executive director [SHALL SERVE AS THE EXECUTIVE  
15 OFFICER OF THE COMMISSION IN THE ACCOMPLISHMENT OF ITS FUNCTIONS. HE]  
16 serves at the direction and at the pleasure of the governor.

17 \* Sec. 2. This Act takes effect July 1, 1986.  
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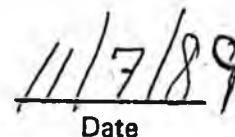


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# Alaska State Legislature

CO-CHAIRMAN  
FINANCE COMMITTEE

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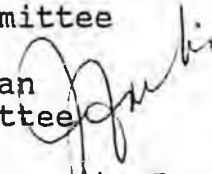
JAN FAIKS  
POLCH V  
CAPITOL BUILDING  
JUNEAU ALASKA 99811

## Senate

April 21, 1986

### MEMORANDUM

TO: Pat Rodey, Chairman  
Senate Judiciary Committee

FROM: Jan Faiks, Co-Chairman  
Senate Finance Committee 

SUBJECT: Senate Bill 481 - Community Legal Assistance  
Grants

SB 481 repeals the Community Legal Assistance Grants program currently under the Department of Community and Regional Affairs. The Senate Finance Committee did not fund the program in the FY 87 budget and recommends the current statute be repealed.

For background, the program has provided grants to eligible first and second class cities, unincorporated villages and regional associations to enable them to obtain legal assistance. Eligibility was based on the entity's inability to obtain legal assistance through other means. A grant could not exceed \$20,000 and had to be used on a single project and not for general legal counsel.

During the Finance Subcommittee on the Department of Community and Regional Affairs budget discussions, Senator Kerttula learned that there no longer is a demand for the program. As a result, his subcommittee recommended zero funding and that the current statute be repealed.

If the Committee needs any additional information, please let me know.

OUT OF SESSION

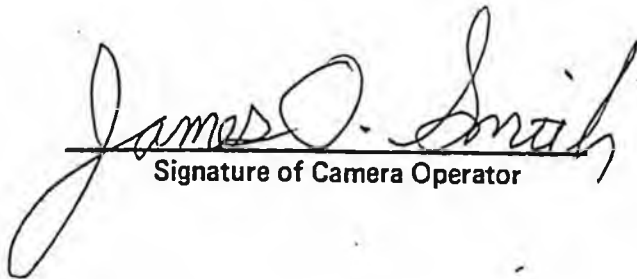
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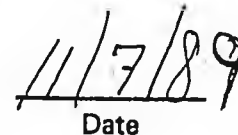


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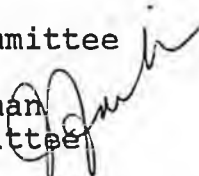
JAN FAIKS  
POUCH V  
CAPITOL BUILDING  
JUNEAU, ALASKA 99311

## Senate

April 21, 1986

### MEMORANDUM

TO: Pat Rodey, Chairman  
Senate Judiciary Committee

FROM: Jan Faiks, Co-Chairman  
Senate Finance Committee 

SUBJECT: Senate Bill 482 - Day Care Assistance Payments

SB 482 reduces the administrative charge municipalities and organizations can take for operating the state's day care assistance program. Currently the statute permits the groups to take 10% of the grant amount. SB 482 reduces this to 5%.

This legislation is in response to the Finance Committee's decision to reduce the day care assistance program. In doing so, however, the committee wanted to "protect" as much as the assistance that goes to a parent for a child's day care costs. The Committee agreed limiting the program's overhead was one step in accomplishing this.

If the committee needs any additional information, please let me know.

OUT OF SESSION

1024 WEST SIXTH AVENUE, SUITE 302 ANCHORAGE, ALASKA 99501 907-274-6611

Original sponsor: Finance Committee

1 IN THE SENATE

BY THE JUDICIARY COMMITTEE

2 CS FOR SENATE BILL NO. 482 (Judiciary)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the administrative costs of  
7 day-care assistance payments to municipalities and  
8 organizations; and providing for an effective date."

9 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

10 \* Section 1. From July 1, 1986, through June 30, 1988, the amount of  
11 payments made by the state to municipalities and organizations under  
12 AS 44.47.260(1) is reduced to five percent of the total annual day-care  
13 benefits paid to day-care facilities in the geographic area administered by  
14 that municipality or organization.

15 \* Sec. 2. The reduction under sec. 1 of this Act is extended for suc-  
16 cessive two-year periods until this Act is repealed.

17 \* Sec. 3. This Act takes effect July 1, 1986.

Name: Dinah M. Hobson  
Local Day Care Administrators Association Member

I am writing you this testimony against House Bill # 482.

I am adamantly opposed to the five percent (5%) administration cut to the Day Care Assistance Program.

The Juneau Day Care Assistance Program can not possible survive on a 5% cut in administration. The Juneau Day Care Program would reach a crisis level in service to the community. Juneau see 171-200 families a month for Day Care. 60-100 sitters need to be payed for their service.

The Juneau Day Care Program runs on one administrative assistant and one half time clerk. Juneau Day Care needs more staff not less staff.

If the Juneau Day Care Program is cut by 5%, the clerk position would be cut to none and the administrative assistant would work half time. They would have no funds for paper and supplies.

Families could not get in for an appointment for three months. Sitters would not be payed for at least four to six weeks.

I urge law makers not to pass Bill # 482.



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*James O. Smith*  
Signature of Camera Operator

*11/7/89*  
Date

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STATE OF ALASKA 1986 LEGISLATIVE SESSION  
FISCAL NOTE

Revision Date: \_\_\_\_\_

REQUEST

Bill/Resolution No: SB 483  
 Title: Relating to suspension of the operation of certain state programs

Sponsor: Senate Finance  
 Requestor: Judiciary and Finance  
 Date of Request: 4/17/86

FISCAL DETAIL

Agency Affected: Revenue  
 BRU: Administrative Services

Components: \_\_\_\_\_

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
<u>OPERATING</u>						
PERSONAL SERVICES	-	-0-	-0-	-0-	-0-	-0-
TRAVEL	-	-0-	-0-	-0-	-0-	-0-
CONTRACTUAL	-	-0-	-0-	-0-	-0-	-0-
SUPPLIES	-	-0-	-0-	-0-	-0-	-0-
EQUIPMENT	-	-0-	-0-	-0-	-0-	-0-
LANDS & STRUCTURES	-	-0-	-0-	-0-	-0-	-0-
GRANTS, CLAIMS	-	-0-	-0-	-0-	-0-	-0-
MISCELLANEOUS	-	-0-	-0-	-0-	-0-	-0-
<u>TOTAL OPERATING</u>	-	-0-	-0-	-0-	-0-	-0-
<u>CAPITAL</u>	-	-	-	-	-	-
<u>REVENUE</u>	-	-	-	-	-	-

FUNDING: (Thousands of Dollars)

GENERAL FUND	-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS	-	-	-	-	-	-
OTHER	-	-	-	-	-	-
<u>TOTAL</u>	-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME	-	-	-	-	-	-
PART-TIME	-	-	-	-	-	-
TEMPORARY	-	-	-	-	-	-

ANALYSIS: Attach a separate page if necessary

Prepared By: Ervin B. Jones, Director  
 Division: Administrative Services

Phone: 465-2313  
 Date: 4/22/86

Approved by Commissioner: Wayne G. Steddale  
 Agency: Revenue

Date: 4/24/86

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

# STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : \_\_\_\_\_

**REQUEST**

Bill/Resolution No. : SB 483  
 Title : An Act relating to the  
suspension of the operation of  
certain state programs  
 Sponsor : S. Finance  
 Requestor : Senate Judiciary  
 Date of Request : 4/22/86

**FISCAL DETAIL**

Agency Affected : Public Safety  
 BRU : Motor Vehicles  
 Components : \_\_\_\_\_

**EXPENDITURES/REVENUES : (Thousands of Dollars)**

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL						
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REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
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**FUNDING : (Thousands of Dollars)**

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>						

**POSITIONS :**

FULL-TIME						
PART-TIME						
TEMPORARY						

**ANALYSIS :** Attach a separate page if necessary

The specific section (AS 28.10.411(c)) included in the bill does not exempt residents 65 years of age or older from motor vehicle registration fee. If this class of residents were no longer exempt from the motor vehicle registration fee the increase in revenue to the State would be approximately \$210,000 annually. (7,000 vehicles times fee of \$30.00 per vehicle).

Prepared by : Bill Brown Phone : 465-2650  
 Division : Motor Vehicles Date : 4-21-86

Approved by Commissioner : [Signature] Date : 4/22/86  
 Agency : Public Safety

**Distribution (by Agency preparing fiscal note) :**

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

DEPARTMENT OF PUBLIC SAFETY

POSITION PAPER - SB 483

Neutral

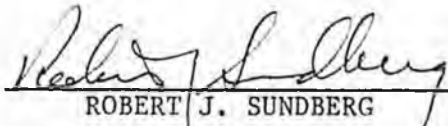
April 21, 1986

SB 483: An Act relating to the suspension of the operation of certain state programs.

AS 28.10.411(c) (the section listed in this bill) as currently written does not exempt a resident 65 years of age or older from the motor vehicle registration fee. That section exempts a resident 65 years of age or older from the registration tax charged by municipalities. (This requirement is also contained in AS 29.45.030(j).) Suspension of this one specific section will not result in any increased revenues to the State.

Suspension of both AS 28.10.411(c) and AS 29.45.030(j) would remove the exemption of residents 65 years of age or older from the motor vehicle registration tax, and the requirement that the State reimburse a municipality for tax revenues lost. This would reduce State expenses by the amount of monies the Department of Community & Regional Affairs reimburses municipalities.

AS 28.10.421(d)(3) is the section of current law which exempts residents 65 years of age or older from the registration fee. This section also exempts disabled veterans and other handicapped persons from the registration fee. Suspension of this section would result in increased revenues to the State.

  
ROBERT J. SUNDBERG  
Commissioner

Testimony regarding S.B. 483

specifically: Suspension of the Education and Training Grants

The Department of Community and Regional Affairs has made a major contribution to the quality of child care provided in this state through the Child Care Education and Training Grants. Nurturing the physical, emotional and intellectual growth of young children is extremely sensitive work, requiring a firm foundation of child development knowledge. The skills involved in implementing a quality child care program are sophisticated ones, requiring specific education and training.

When so many of those who work with our young children are paid so little, it is unrealistic to assume that they all have adequate background for the work they are doing. Therefore, as long as we put so little into salaries for caregivers, it is imperative that we offer at least some minimal assistance in preparing them for their important work. It has been proven that when we invest in programs which enhance the quality of life for our young children, we ultimately save much more than we spend.

Therefore I urge you not to discontinue the Child Care Education and Training Grants permanently, but to place the reinstatement of that program as a high priority.

Submitted by:  
Marjorie V. Fields, Ed.D.  
Associate Professor  
Early Childhood Teacher Education  
University of Alaska, Juneau

# Alaska State Legislature

CO-CHAIRMAN  
FINANCE COMMITTEE

907-465-3740

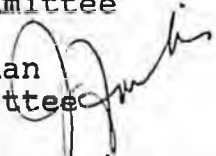
JAN FAIKS  
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CAPITOL BUILDING  
JUNEAU ALASKA 99811

## Senate

April 21, 1986

### MEMORANDUM

TO: Pat Rodey, Chairman  
Senate Judiciary Committee

FROM: Jan Faiks, Co-Chairman  
Senate Finance Committee 

SUBJECT: Senate Bill 483 - Suspension of Certain State Programs

In the Senate's version of the operating budget, several programs were not funded. SB 483 will suspend these programs for a two year period. If the Legislature does not take action to re-instate the program within this period of time, the program will automatically be suspended for another two years. Specifically, the bill does the following:

Section 1. Suspends the following programs from July 1, 1986 through June 30, 1988:

- Community Schools
- Senior Citizen Motor Vehicle Exemption
- Senior Citizen Rental Tax Refund
- Senior Citizen Sewer and Water Assessment
- Art in Public Buildings and Facilities
- Political Contributions Credit
- Child Care Credit
- Rural Affairs Commission
- Alaska Women's Commission
- Office of Equal Employment Opportunity
- Day Care Assistance Education and Training Grants
- Catastrophic Illness Program
- Displaced Homemakers Program

OUT OF SESSION

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Section 2. Provides for an automatic two year suspension until this Act is repealed.

Section 3. States that the suspension of the political contribution and child care credits are effective for tax years beginning January 1, 1986 and therefore retroactive to that date.

Section 4. Provides for a July 1, 1986 effective date.

Original sponsor: Finance Committee

1 IN THE SENATE

BY THE JUDICIARY COMMITTEE

2 CS FOR SENATE BILL NO. 483 (Judiciary)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the suspension of the operation  
7 of certain state programs; and providing for an  
8 effective date."

9 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

10 \* Section 1. PROGRAMS SUSPENDED. The operation of AS 14.26.010 -  
11 14.36.070 (community school program); AS 26.10.411(c) (exemption of one  
12 motor vehicle registration fee for residents 65 years of age or older);  
13 AS 29.45.045 (reimbursement payments); AS 29.46.090 (exemption from special  
14 sewer and water assessments); AS 35.27.010 - 35.27.030 (art on public  
15 buildings and facilities); AS 43.20.013 (individual tax credits for politi-  
16 cal contributions, dues payments, and household and dependant care ser-  
17 vice); AS 44.19.101 - 44.19.105 (Rural Affairs Commission); AS 44.19.165 -  
18 44.19.180 (Alaska Women's Commission); AS 44.19.441 - 44.19.449 (Office of  
19 Equal Employment Opportunity); AS 44.47.305(d) (education and training  
20 grants or contracts for child care employees and administrators); AS 47.08  
21 (catastrophic illness program); and AS 47.90 (displaced homemakers program)  
22 is suspended from July 1, 1986, through June 30, 1988.

23 \* Sec. 2. AUTOMATIC EXTENSION OF SUSPENSIONS. The suspension of pro-  
24 grams under sec. 1 of this Act is extended for successive two-year periods  
25 until this Act is amended or repealed.

26 \* Sec. 3. APPLICABILITY AND RETROACTIVITY OF TAX CREDIT SUSPENSION.  
27 The suspension of AS 43.20.013 under sec. 1 of this Act applies to tax  
28 years beginning January 1, 1986, and for that purpose is retroactive to  
29 that date.

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\* Sec. 4. This Act takes effect July 1, 1936.

ALASKA STATE LEGISLATURE  
SENATE JUDICIARY COMMITTEE

SENATOR PATRICK RODEY, CHAIRMAN  
SENATOR TIM KELLY, VICE-CHAIR  
SENATOR JAN FAIKS  
SENATOR RICK HALFORD  
SENATOR ROBERT ZIEGLER, SR.



POUCH V  
JUNEAU, ALASKA 99811  
(907) 465-3717

MEMORANDUM

To: Senator Don Bennett  
Senate President

From: Senator Patrick M. Rodey

Date: April 28, 1986

Subject: SB 483 - Suspension of certain state programs.

SB 483 suspends a number of unrelated programs for successive two-year periods until the legislation is amended or repealed. The bill was introduced by the Senate Finance Committee on April 17, 1986 in conjunction with their activities in preparing the Senate version of the FY 1987 budget. The Finance Committee felt that it was necessary to suspend those programs which it decided not to fund.

My concerns with the proposed legislation focus on the inclusion of a multitude of unrelated programs within one bill. Article II, section 13 of the Alaska Constitution requires that each bill be limited to a "single subject." As the enclosed memorandum from David Dierdorff of the Legislative Affairs Agency points out, the courts have viewed the purpose of this provision as preventing "log-rolling," or the inclusion of unrelated, and perhaps unpopular, provisions in a bill otherwise enjoying popular support.

It is my view that SB 483 transgresses this prohibition. The bill includes thirteen unrelated programs whose common thread lies solely in the fact that each of them is "suspended." While this "functional equivalency" argument has some proponents, it appears to me, as it has to other lawyers reviewing the bill, that the proposed legislation may be held to contravene the constitutional single-subject requirement. Given the late date at which the bill was introduced and the rapid committee review of its substance, there was very little time for public review and comment on its provisions. Especially in this context, it appears that a successful challenge to the bill's constitutionality could be maintained.



# RECORDS CERTIFICATION

I, the undersigned, an employee of the State of Alaska, do hereby certify that the microfilm images on this microform are accurate reproductions of the original records of the State of Alaska as accumulated during the regular course of business, and that it is the established policy and practice of this State to microfilm its records and to dispose of the original records after microfilm reproductions have been made.

*James O. Smith*  
Signature of Camera Operator

*11/7/89*  
Date

SCR

1

BILL FILE LOG

BILL # SCR1

1/15/85 Original bill  
1/15/86 - Ferguson says do not schedule at  
this time

# ALASKA STATE SENATE

PATRICK RODEY  
SENATOR

POUCH V  
JUNEAU, ALASKA 99811  
(907) 465-3793  
(907) 465-3754



## MEMORANDUM

TO: Senator Frank Ferguson

FROM: Senator Pat Rodey, Chairman  
Senate Judiciary Committee *Pat*

DATE: April 12, 1985

RE: SCR1 Proposing an amendment to the Uniform Rules  
limiting the number of bills a member may introduce.

SCR1 is currently in the Senate Judiciary Committee. For the purpose of possible future calendaring, please contact me regarding your intentions concerning this resolution.

During the second session of the 13th Alaska State Legislature, 2,472 versions of bills and resolutions were printed. These varied from 1 - 200 pages in length. Printing costs exceeded \$244,000. This did not include the cost of printing journals, schedules or calendars.

These costs would be greatly reduced if we placed a limit on how many bills each legislator could introduce.

As of April 22, 1985 more than 682 bills have been introduced.

Of these bills introduced 188 bills were introduced by persons who had exceeded the proposed 10 bill limit.

ALASKA CLIPPING  
SERVICE

The Peninsula  
Clarion  
Kenai, AK

JAN 25 1985

## The Ferguson diet

A pair of intriguing resolutions have been introduced into the 14th Alaska Legislature by Sen. Frank Ferguson, D-Kotzebue. Both aim at limiting state government.

Senate Concurrent Resolution No. 1 proposes limiting each legislator to the introduction of 10 bills in two years. Senate Joint Resolution No. 2 proposes limiting possible increases in annual state government operating funds and in the number of employees on the state payroll. The second, SJR 2, is co-sponsored by Edna DeVries, R-Palmer.

From the outside looking in at the Capitol, it's not always easy to tell what's for show and what's real, but these resolutions deserve consideration.

What the new 120-day session limit might not accomplish, if the Legislature proves balky, SCR 1 could help accomplish simply by limiting the amount of nonsense that could be introduced.

The premise of the session limit, as it is generally understood, is that citizen legislators should convene only a few months every year to handle essential legislative business. In other words, the idea is to avoid spending six months in session and processing hundreds of bills and resolutions.

Ten bills per legislator per Legislature still allows for 600. Each Legislature lasts two regular sessions,

or two years. As a practical matter, 300 bills per session is about all the Legislature manages to process anyway.

All Ferguson's bill says, in other words, is cut out the tomfoolery with all the excess baggage that gets thrown into the hopper for the sake of appeasing voters back home.

Among the threadbare traditions of legislative politicking are bills filed with no expectation of passage — just to demonstrate concern for the folks at home or to win bragging chips for the next election campaign. Ferguson's resolution would limit that game. Once a legislator filed 10 bills, he could file a new one only by withdrawing another or by getting someone with an unused quota to be the prime sponsor. This would be, by the way, without any limit on the numbers of resolutions.

Any legislator who protests Ferguson's proposal too much should automatically be suspect.

The other resolution, SJR 2, proposes a less-than-perfectly-clear formula for limiting operating budget increases. That formula might be subject to correction or revision. The other end of the proposal, however, is aimed clearly and simply at the burgeoning size of state government.

It says the employees of the state and its agencies, including the University of Alaska, "may not exceed four percent of the population of the state as determined under this section... In this section 'popula-

tion' means total resident population of the state computed under the method of computation used in the most recent federal decennial census."

Does that meaning using the federal census figure, or only its method of computation applied to today's data? The last federal census count, 400,331, would allow for 16,013 employees (or "full-time equivalent" employees). If updated to 1985, the population might be about 510,000 — or enough for 20,400 employees.

Ferguson and DeVries are being generous. There are 15,000 full-time state employees now, so there would be room for substantial growth. The Legislature could consider making it tougher.

A recent federal report listed Alaska as already having the highest ratio (891.3 to 10,000) of state employees to residents.

If the Legislature adopts SJR 2, the proposal will go before the state's voters for approval as a constitutional amendment.

## Quotables

□ The worse the society, the more law there will be. In Hell there will be nothing but law, and due process will be meticulously observed.

Grant Gilmore, quoted in *New York Times*, 1977



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

Pouch Y, State Capitol  
Juneau, Alaska 99811  
(907) 465-3991

March 22, 1983

TO: Representative Abood  
FROM: Leslie Longenbaugh, Research Staff  
RE: Cost of Producing a Bill  
Research Request Number 83-86

Carol Horos asked that we furnish information regarding the cost to the State of producing a legislative bill. In addition, she asked which other states limit the number of bills that are introduced by each legislator.

COSTS OF BILLS AND RESOLUTIONS

Ms. Horos asked us to address all costs of bills up to their introduction. However, because of the nature of the information that is available, we are unable to separate the costs before introduction from those incurred afterward, e.g., for producing sponsor and committee substitutes.

In researching the cost of legislation, we reviewed the bills and resolutions that were introduced during the 1981 and 1982 legislative sessions. We looked at three components of the cost of a bill:

- background research and analysis, such as that conducted by personal and committee staff and the House Research Agency;
- legal research and drafting, such as that performed by the Division of Legal Services; and
- printing, including actual printing, collating, and the cost of the paper.

In researching the cost of an "average" bill or resolution, we immediately found that there exists no average bill. Bill length ranges from the most common one-, two- and three-page measures to those that are over 200 pages long.

This wide variation in length is matched by differences in the complexity of bills. The amount of legal and professional research that goes into production of a bill ranges from almost none, as in the case of a simple appropriations bill, to years of staff time, as when an entire statutory title is revised.

Representative Abood  
March 22, 1983  
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### Drafting

The primary function of the Division of Legal Services is to draft legislation at the request of legislators and legislative committees. Legal Services also performs other services for the legislature, such as bill analysis, legal opinions, and revision of the statutes. In addition, the legislative reference library is a part of the Division of Legal Services.

Billy Berrier, Director of Legal Services,<sup>2</sup> has estimated that his staff of nine legislative counsel, two statute revisors and several support personnel spend about 90 percent of their time year-round writing or researching legislation. They write virtually 100 percent of the bills and resolutions, other than the governor's, that are introduced during a legislative session.

Two hundred and seventy-seven of the 2,138 bills and resolutions that were introduced during the 1981 and 1982 legislative sessions were written by the executive branch. This leaves 1,861 bills and resolutions that were drafted by Legal Services. In addition, Mr. Berrier estimates that some 25 percent of the bills and resolutions his staff worked on were never introduced. If, using this estimate, we add 610 measures to the 1,861, we find that Legal Services staff worked on approximately 2,470 bills and resolutions during the two sessions. Legal Services staff also help to draft committee and sponsor substitutes.

The total expenditures of the Division of Legal Services, not including the expenditures of the legislative reference library, was \$1,126,735 in FY 81 and \$1,182,348 in FY 82, for a total of \$2,309,083 during the two fiscal years.

Although we have assembled the information described above, we hesitate to assign an average cost per bill because bill length varies so dramatically. For example, Mr. Berrier stated that a simple appropriations bill, usually less than a page long, takes about an hour of staff effort and costs around \$30 to write. By contrast, bills such as SB 1 and HB 172, the revisions to the municipal code, have consumed about two years of staff time and involved roughly \$60,000 to \$70,000 in staff costs.

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<sup>2</sup>Billy Berrier, Director, Division of Legal Services, Legislative Affairs Agency, Juneau; telephone: 465-3867.

Representative Abood  
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In short, a calculation of the average cost per bill or resolution is virtually impossible and would not be very meaningful if it were produced. However, this memorandum does provide estimates of the cost of printing and drafting all bills and resolutions that were considered by the Twelfth Legislature.

### Research

Bill-related research costs include: the time of personal, committee and nonpartisan research staff such as this agency's; the efforts of personnel from the other branches of government; and library, computer and other technical services provided within the legislature.

The two houses of the legislature have separate research divisions, the House Research Agency and the Senate Advisory Council. According to Pete Jeans, the Senate Advisory Council performs approximately 75 percent of its research during the legislative session in response to requests from individual senators. Much of this research is directly related to proposed legislation.

It is difficult to define precisely the proportion of the House Research Agency budget that is expended for researching bills. Susan Brody, Director of the agency, has calculated that of the 157 research requests to which we responded during the 1982 session, 37 were directly related to bills. Some of these requests related directly to analysis of bills that had been introduced, a few were performed specifically to determine the need for bills that in some cases were never introduced, and several provided information regarding provisions or impacts of particular bills, especially for committees.

The 37 requests that related directly to legislation required 760 hours, or 21 percent of the 3,590 hours of staff time that was spent by the agency on research requests during the 1982 session. The House Research Agency budget for the 1982 session, including not only research staff salaries but support and administrative staff, travel, contractual, and supplies, was approximately \$260,000. Because research requests constitute almost our entire activity during legislative sessions, it could be said that roughly 21 percent of our \$260,000 budget, or approximately \$54,600, was spent on research that related directly to bills.

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<sup>1</sup>Susan Brody, Director, House of Representatives Research Agency, Juneau; telephone: 465-3991.

### Printing

As noted above, during the Twelfth Legislature, a total of 2,138 bills and resolutions were introduced by members of the two legislative bodies. These measures cost approximately \$391,150 to print, including paper, printing, collation and one master sheet for each page. We determined this cost by looking at the length of each version of all of the bills and resolutions that were introduced during the 1981 and 1982 sessions and applying the cost formula provided by Sam Pekovich, Manager of the legislative print shop.<sup>3</sup>

The 2,138 bills and resolutions of the Twelfth Legislature led to 3,600 versions, including the original draft and subsequent sponsor and committee substitutes. This is an average of 1.68 versions for each bill and resolution.

As you know, the legislature's print shop prints bills and resolutions of two or more pages using both sides of each 8 1/2" x 11" sheet of paper.<sup>4</sup> The shop prints 1,125 copies of each version of each measure. Approximately 43 percent of the 3,600 different versions of bills and resolutions that were introduced during the Twelfth Legislature were one page in length, occupying one side of a single sheet of paper. Using the cost estimates provided by Mr. Pekovich, we calculated the printing costs of a one-page bill or resolution to be \$22.00. This amount includes \$1.75 for the master sheet, from which all offset printing is done, and \$20.25 for the paper and printing.

Another 24 percent of the versions of bills and resolutions (including committee and sponsor substitutes and technical corrections) used both sides of a single sheet. The cost of a two-page bill is \$44.00, or double that of the one-page measure.<sup>5</sup>

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<sup>3</sup>Sam Pekovich, Manager, Duplicating Services, Legislative Affairs Agency, Juneau; telephone: 465-3806.

<sup>4</sup>It has been suggested that the Alaska legislature cut its cost of paper and collation by printing bills on folded letter-sized paper as many other states now do. (The Journals are printed in this manner.) We asked Mr. Pekovich whether the print shop can print using this method; he responded that the shop has recently acquired equipment that prints this way. When asked about document storage, Mr. Pekovich noted that the documents room has run out of space during each of the last three legislative sessions; he estimated that a change to the smaller size would mean that the room could accommodate 500 to 600 additional bills.

<sup>5</sup>Although the use of a single sheet of paper should mean that the paper costs the same as for a one-page bill, the print shop's formula for estimating costs which we used here provides an average cost per page.

Of the 3,600 different versions of bills and resolutions from the Twelfth Legislature, 23 percent are four pages or longer. Printing of these measures cost \$286,127, or 73 percent of the total printing costs (\$391,150) for bills and resolutions during the two sessions. The cost of printing grows as the length of a piece of proposed legislation increases, not only because of the added paper and printing but also because of the cost of collating. Collation, needed only for measures that require two or more sheets of paper, costs \$.75 per hundred sheets (not pages). For example, the cost of printing a five-page bill would be calculated as follows:

$$\begin{array}{rcl} \text{printing and paper} & = & .018 \times 5 \times 1,125 \\ \text{collation} & = & \frac{3 \text{ sheets} \times 1,125}{100} \times \$.75 \\ + \text{master sheets} & = & 5 \times \$1.75 \\ \hline \text{total cost} & = & \$135.31 \end{array}$$

Table 1, attached, shows the costs of printing bills and resolutions of between one and thirty pages in length and the costs of the occasional longer bills of up to 200 pages.<sup>6</sup>

#### OTHER STATES' LIMITS ON THE NUMBER OF BILLS

We contacted the National Conference of State Legislatures (NCSL)<sup>7</sup> regarding state laws that limit the number of bills a member may introduce. Staff at NCSL told us that an absolute limit on the number of bills that a legislator may introduce probably would be an unconstitutional infringement on the legislator's right to free speech. According to their information, no state imposes an absolute limit of this sort.

Nebraska, which up until two years ago limited to six the number of personal bills, now limits only the number of bills which committees may introduce.

Four states -- Colorado, Indiana, Montana and Tennessee -- limit the number of bills that legislators may introduce during the legislative

<sup>6</sup>Senate Bill 1 and House Bill 172, which would revise the municipal code, are the longest bills that have been introduced during the present legislative session. The two versions of SB 1 are 204 and 205 pages long, and HB 172's one version to date is 204 pages. At 204 pages, each of the bills costs \$5,348.63 to print every time it is amended.

<sup>7</sup>National Conference of State Legislatures, 1125 17th Street, Suite 1500, Denver, 80202; telephone: 303/292-6600.

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session. These states avoid the problem of constitutionality by placing no limit on the number of pre-filed bills.

Another type of limit on the number of bills is the deadlines for the introduction of personal bills imposed by Alaska and several other states.

Many states limit the number of personal resolutions, similar to Alaska's legislative citations, that usually congratulate or offer condolences. In a few states such resolutions are introduced, heard and passed just as a more substantial piece of legislation would be, and their cost is often high. The Alaska legislature does not limit the number of legislative citations that are introduced by members; however, like several other states, Alaska has shortened the formalities and time involved in issuing legislative citations.<sup>8</sup>

NCSL staff are sending us additional information concerning other states' limits on bill introductions. We will forward these materials as soon as they arrive.

\* \* \*

If you have any questions or further needs for research, please call.

LL

Attachment: Table 1 - Cost of Printing Bills and Resolutions

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<sup>8</sup>Autumn Jackinsky at the Legislative Affairs Agency estimates the total cost of each legislative citation at \$100. During the 1982 session, legislators commissioned approximately 250 citations.

Table 1  
 Cost of Printing  
 Bills and Resolutions

Number of Pages (not sheets)	Cost per Version
1	\$ 22.00
2	44.00
3	88.37
4	104.37
5	135.31
6	157.30
7	187.75
8	209.75
9	240.19
10	262.19
11	292.63
12	314.63
13	345.06
14	367.06
15	397.50
16	419.50
17	449.94
18	471.94
19	502.38
20	524.38
21	554.81
22	576.81
23	607.25
24	629.25
25	659.69
26	681.69
27	712.13
28	734.13
29	764.56
30	786.56
31	817.00
32	839.00
33	869.44
34	891.44
35	921.88
50	1,310.94
60	1,573.13
70	1,835.31
80	2,097.50
90	2,359.69
100	2,621.88
150	3,932.81
200	5,243.75

# Unanimous Declaration of the Thirteen United States of America

When in the course of human events, it becomes necessary for one people to dissolve the political bands which have connected them with another, and to assume among the powers of Nature, and of Nature's God, a new and separate station, with the consent and approval of their superiors, a solemn appeal to the opinions of mankind requires that they should declare the causes which impel them to the separation, and that all men are created equal; that they are endowed by their Creator with certain unalienable Rights, that among these are Life, Liberty and the pursuit of Happiness.

## STATE LEGISLATIVE REPORT

An Information Service of the National Conference of State Legislatures — Earl S. Mackey, Executive Director

Vol. 4, No. 5

DECEMBER 1979

### LIMITING BILL INTRODUCTIONS: THE LEGISLATIVE PAPER CHASE

The paper chase in state legislatures has accelerated. More and more legislation clogs the system, as constituents and interest groups insist "there ought to be a law" for each and every public problem. The steady increase in the number of bills introduced and enacted by state legislatures has led some observers of the lawmaking scene to label legislatures as "bill factories" or "legislative assembly lines."

In response to this concern, many legislatures have experimented with ways to limit the number of bills entering the system, and in a past issue of the State Legislative Report, these efforts were noted. With this issue, the National Conference of State Legislatures has updated that information and has attempted to explore the impact of bill limitations in those state legislatures which have adopted them. The three most common methods have been the use of deadlines to encourage early introduction of bills, proposed bills or short-form bills and specific limits on the number of bills a member may introduce.

#### USE OF DEADLINES

Deadlines are probably the most common means of limiting bill introductions by facilitating and regulating the flow of bills through various steps of the process. In all, 35 state legislatures establish a deadline for the introduction of bills. In addition, Alaska establishes a deadline only during the second regular session of the biennium. Another 22 states also establish cut-off dates for bill drafting requests made of their legal staffs. The most detailed deadline systems (for example Oklahoma) provide for cut-off dates for the drafting requests, bill introductions, committee action in the house of origin, final action in the house of origin and similar steps in the second chamber.

In an effort to address the number of bills entering the process, the Florida House has set one of the most stringent deadline provisions. In the 1979 session, the deadline for introducing bills was set for noon on the first session day. Florida's constitution

allows the Legislature to meet for an organizational session immediately following the legislative elections, then the legislature reconvenes for a 60-day session in early April. The intervening period is devoted to committee work and bills may be introduced by members and committees during that time.

The effect of the House rules change in 1979, along with Speaker Hyatt Brown's emphasis on committee bills, was to reduce the number of House introductions from 1800 in 1978 to 1300 bills and resolutions. Allen Morris, Clerk of the Florida House, in a speech delivered at the Southern Legislative Conference this past summer, indicated that other rules changes have contributed to the reduction including short-form bills, use of subcommittees to hear bills and emphasis on committee-initiated bills.

Interestingly in the 1972, 1974 and 1975 legislative sessions, the Florida legislators debated and rejected various proposals to limit the number of bills a member could introduce. Most of the proposals included some kind of surcharge for each bill over the limit that a member introduced.

### SHORT-FORM BILLS

The principle behind short-form or "skeleton" bills is three-fold. First, skeleton bills are designed to reduce drafting responsibilities demands placed on the bill drafting staff. Second, most skeleton bill processes emphasize the role of the committee in initiating legislation after considering the general merits of a preliminary proposal. Third, short-form bills are often seen as a device allowing members to introduce an idea which may be requested by a constituent or a lobby group, but without committing the legislator to sponsoring a measure with which they are not enthusiastic.

Six states provide for some kind of short-form bill procedure, however only Connecticut uses the mechanism very extensively. Since 1973, members have been restricted to introducing only proposed bills which are typically one or two paragraph statements of intent or purpose. The proposal is then referred to a standing committee which must decide before a certain deadline whether the proposed bill should be "raised" or drafted as a full bill. Committees may also initiate legislation, a power which is particularly important during even-year sessions when members are restricted to introducing proposed bills on only limited topics. The following chart indicates the number of proposed bills and committee bills introduced in recent sessions:

CONNECTICUT GENERAL ASSEMBLY					
Bill Introductions by Session					
	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>
Proposed bills	4585	885	4396	400	3825
Committee bills or raised bills	3273	1361	2094	1267	1989

(Figures provided by the Office of Legislative Commissioners.)

The number of bills has gradually decreased under the proposed bill procedure, however the number of legislative proposals and fully-drafted legislation remains high. Some observers feel that the standing committees generally acquiesce to the requests of members to raise bills and do not exercise their authority to limit the number of fully-drafted bills. Another problem in Connecticut appears to be the limited time for committees to review and decide which bills to have drafted. Because of the time crunch, committees tend to authorize drafting of bills which have not been fully considered. Interestingly, two legislative proposals have been filed for the 1980 session to place a specific limit on the number of proposed bills a member may file.

## NUMERICAL LIMITS ON BILL INTRODUCTIONS

Perhaps the most direct approach to limiting bill introductions is by allowing members only specified number of bills. Only four states have experimented with this mechanism. Concern is often raised as to the constitutionality of restricting a member's rights, but so far no legal challenges have been raised in those states with numerical restrictions. At least two of the states with bill limitations, Indiana and Nebraska, have followed the provisions for several years without a challenge.

In those states with bill limitations, the experience has some common themes. First, some kind of "escape valve" is often necessary to allow for emergencies. Second, such a policy requires some kind of monitoring procedure to insure that members do not exceed their allowance of bills. Third, the "escape clause" often leads to ways to circumvent the intent of the limitation.

Nebraska has the strictest rules regarding bill introductions. Since 1972, the Unicameral has limited the number of bills a member can introduce to ten measures per session. At the end of the 1979 session, the rule was tightened to 17 bills per member during the biennium and a ten-bill limit on standing committees. The committee limitation can be topped by approval of four-fifths of the legislature. Legislation proposed by the governor, interim committees or the Appropriations Committee are not covered by the limit. Members had previously prevailed upon committees to introduce bills once they had reached their individual limitation, and the committee limitation is seen as a mechanism to block this route. Nebraska does not have pre-filing of legislation, and all bills a member sponsors or cosponsors count toward the 17-bill limit.

Interestingly, Nebraska has fewer bills introduced than most of the 49 other state legislatures, but observers argue that the unicameral system requires even more deliberation since the checks provided by a second chamber are not available. Nebraska averages some 600 bills each session. In the 1978 and 1979 sessions, fewer than half of the senators introduced the maximum of ten bills. At least two of the major committees introduced close to 40 bills in the 1979 session and others were well over the ten-bill mark. The new committee limitation clearly will have a direct impact in the upcoming session.

The Indiana General Assembly has taken another route in the limitation of bills. The House and Senate rules vary somewhat, however the intent has been the same. The rules were designed to avoid the logjam or balloon of bills which are inevitably introduced near the filing deadline, and secondly, the rules were adopted to insure that the second regular session of each biennium would be a short session as promised to the electorate when they approved annual meetings of the legislature.

Neither house limits pre-filing of bills, and both chambers allow members to file two bills per day up until the introduction cut-off date in the first session. During the second session of the biennium, state representatives are limited to a total of five introductions each, while senators may introduce one bill per day until the deadline on the fourth legislative day.

As an escape mechanism, the House and Senate rules provide for 25 "vehicle bills" to be introduced by the Rules and Legislative Procedure Committees. In effect, these measures have no substance and may be amended by the leadership to deal with emergencies.

The Indiana rules have kept the rate of bill introductions at a fairly steady level. During the short session, the number of introductions has averaged about 1100 bills and resolutions, while in the long session the number reaches about 2200. Most members appear to be satisfied with the provisions and conform to the rules, however there is no real policing mechanism. The bill drafting staff notifies a member if he or she has reached the limit, but the notification is a courtesy rather than an enforcement policy.

The Colorado Assembly has taken yet another approach to the bill flood problem. Like Indiana, Colorado rules encourage prefilling of bills, but place a specific ceiling on the number of bills a member can introduce during the session. The six-bill limitation is specified in the joint rules. Detailed deadlines for various legislative actions are set. To allow for emergencies, a Committee on Delayed Bills is established. The committee, composed of the presiding officer and two party floor leaders, approves late introductions, but in practice few late bills have been allowed. Bills introduced after the deadline are excluded from the limitation.

The Colorado situation in 1979 is revealing. In previous years, less than ten percent of all bills were prefiled, however under the limitation rule, the number of prefiled bills in 1979 soared to 25 percent of the total. While the total number of bills was not reduced, the need for early introduction thus maximizing committee and floor work early in the session. The Colorado legislature has encountered some problems in accurate counting of prefiled bills and those bills introduced during the session.

The Tennessee has adopted rules similar to those in Colorado. Prefiled bills are not limited, but a bill restriction is in effect during the session. The rules were adopted in 1978 and in the first session the rule was not adhered to strictly. The major weakness in the Tennessee situation is that House rules do not provide for any limitation. Tennessee also uses a Committee on Delayed Bills to deal with emergencies. Legislators anticipate that the real test of the rules will come in 1980 and 1981. The rules have addressed the logjam of bills which are introduced at the deadline date. In 1978, out of a total of almost 1500 bills were introduced on or near the deadline date.

#### CONCLUSION

While many states are experimenting with means of throttling the flow of legislation, the increase in bills appears to be uninhibited. More than one bill drafting director commented that the efficiency of modern legislative drafting technology has encouraged more and more introductions. Capacity of the system has accommodated the increase in constituent group demands. A similar conclusion was reached by Alan Rosenthal and in a 1978 article in Legislative Studies Quarterly. They concluded, "The greater the system's capacity -- at least up to a certain point -- the more ideas will emerge, bills will be drafted, and the more legislation will be introduced to start on the way to becoming law."

Almost uniformly, states which have limitations on introductions indicated that legislators were limited because it provides them with a means to avoid constituent or lobbyist pressure. In many legislatures, however, lawmakers see their primary jobs as introducing, drafting and passing legislation, and that job translates into more and more bills.

To legislators in many states, limitation of bills cannot be successfully controlled by rules alone. Florida House Clerk Morris focused on the need for both procedural mechanism and leadership strength and concluded that reduction of bill flow in the 1979 session due to three factors: "First, the nature of the Florida Legislature and its tradition; second, the personality and ability of the Speaker and his key leadership; and third, the development by the leadership of a legislative program and a systematic plan for its enactment." Individual legislator restraint and strong leadership are probably the most effective tools to curb the legislative flood of bills.

## MECHANISMS FOR LIMITING BILLS

	Deadlines		Proposed or Short-Form Bills	Limitation on Number of Introductions
	Drafting Requests	Bill Introduction		
ALABAMA		x		
ALASKA		(1)		(5)
ARIZONA		x		
ARKANSAS		x		
CALIFORNIA			(4)	
COLORADO	x	x		(6)
CONNECTICUT	x	x	x	
DELAWARE	x			
FLORIDA	x	x	(2)	
GEORGIA		x		
HAWAII		x	x	
IDAHO		x		
ILLINOIS	x			
INDIANA	x			(6)
IOWA	x	x	(A)	
KANSAS	x	x		
KENTUCKY		x		
LOUISIANA		x		
MAINE	x	x		
MARYLAND	x	x		
MASSACHUSETTS		x		
MICHIGAN				
MINNESOTA				
MISSISSIPPI	x	x		
MISSOURI	x	x		
MONTANA	x	x		
NEBRASKA		x		(7)
NEVADA	x		x	
NEW HAMPSHIRE	x			
NEW JERSEY				
NEW MEXICO				
NEW YORK	x	x		
NORTH CAROLINA		x		
NORTH DAKOTA		x	→	
OHIO	x			
OKLAHOMA	x	x		
OREGON	x	x		
PENNSYLVANIA				
RHODE ISLAND	x	x	x	
SOUTH CAROLINA		(2)		
SOUTH DAKOTA	x	x		
TENNESSEE	(3)	x		(6)
TEXAS		x		
UTAH		x		
VERMONT	x	x		
VIRGINIA	x	x		
WASHINGTON	x	x		
WEST VIRGINIA		x		
WISCONSIN		(x)		
WYOMING	x			

(1) Deadline in second regular session only.

(2) Rules apply to House only.

(3) Rules apply to Senate only.

(4) Short-form provision is seldom utilized though it is available.

(5) Limit applies to prefiled bills only.

(6) Limit applies to bills filed during the session but not to prefiled bills.

(7) Member and committee bills are both restricted in number.

BIBLIOGRAPHY

Morris, Allen. "New Approaches in Florida to Bill Limitation." A speech delivered to the Southern Legislative Conference, Louisville, Kentucky, July 19, 1979.

Rosenthal, Alan and Forth, Rod. "The Assembly Line: Law Production in the American States," Legislative Studies Quarterly, III, 2, May 1978.

NOTE: For additional information, additions or corrections, contact Alice Anneberg or Cindy Simon of the NCSL Denver office (303) 623-6600.



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February 4, 1981

ADDENDUM

RE: "Limiting Bill Introductions: The Legislative Paper Chase"  
NCSL State Legislative Report  
December 1979

Since the publication of this report, changes have occurred in several states and should be noted.

- 1) The Nebraska Unicameral no longer restricts a member to an absolute limit on the number of bills he/she can introduce. However, bill introductions by committees will be limited to eight bills per session. Previously, Unicameral members were allowed to introduce only 17 bills in each two-year session.
- 2) 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.
- 3) In the Washington House there is a ten-bill introduction limit per term for each representative. Although the limit applies to all bills, including prefiled measures, lawmakers may suggest an unlimited number of short-form bill proposals which can be adopted as committee bills.

## MECHANISMS FOR LIMITING BILLS

(Updated February 1981)

	Deadlines		Proposed or Short-Form Bills	Limitation on Number of Introductions
	Drafting Requests	Bill Introduction		
ALABAMA		x		
ALASKA		(1)		(5)
ARIZONA		x		
ARKANSAS		x		
CALIFORNIA			(4)	
COLORADO	x	x		(6)
CONNECTICUT	x	x	x	
DELAWARE	x			
FLORIDA	x	x	(2)	
GEORGIA		x		
HAWAII		x	x	
IDAHO		x		
ILLINOIS	x			
INDIANA	x			(6)
IOWA	x	x	x	
KANSAS	x	x		
KENTUCKY		x		
LOUISIANA		x		
MAINE	x	x		
MARYLAND	x	x		
MASSACHUSETTS		x		
MICHIGAN				
MINNESOTA				
MISSISSIPPI	x	x		
MISSOURI	x	x		
MONTANA	x	x		x
NEBRASKA		x		(7)
NEVADA	x		x	
NEW HAMPSHIRE	x			
NEW JERSEY				
NEW MEXICO				
NEW YORK	x	x		
NORTH CAROLINA		x		
* NORTH DAKOTA		x		
OHIO	x			
OKLAHOMA	x	x		
OREGON	x	x		
PENNSYLVANIA				
RHODE ISLAND	x	x	x	
SOUTH CAROLINA		(2)		
SOUTH DAKOTA	x	x		
TENNESSEE	(3)	x		(6)
TEXAS		x		
UTAH		x		
VERMONT	x	x		
VIRGINIA	x	x		
WASHINGTON	x	x		(2)
WEST VIRGINIA		x		
WISCONSIN				
WYOMING	x			

- (1) Deadline in second regular session only.
- (2) Rules apply to House only.
- (3) Rules apply to Senate only.
- (4) Short-form provision is seldom utilized though it is available.

- (5) Limit applies to prefiled bills only.
- (6) Limit applies to bills filed during the session but not to prefiled bills.
- (7) Only committee bills are restricted in number.

\*Senators cannot introduce more than three bills as prime sponsor after 10th legislative day, and cannot introduce any bills after 15th legislative day.



# Backgrounder

States Information Center  
 The Council of State Governments  
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**Date:** August 1982  
**Topic:** Reducing Bill Introductions  
**Infokey:** LEGISLATURES

## Clearing the Logjam: Reducing Bill Introductions

The problems associated with legislative bodies introducing more legislation than they can effectively handle have been with democratic law making for some time. It was the custom of the Greek colony of Locria, for example, to reduce introductions by requiring that the proposer of a new law stand before the public assembly with a noose around his neck, to be tightened if the assembly, upon learning his reasons, did not adopt his proposal.<sup>1</sup>

Not surprisingly this attempt at reducing legislation did not gain wide acceptance. But many believe that some sort of attempt at reducing introductions and consideration of new legislation is important. Table A, on the following page, indicates the slow but steady rate at which bill introductions have increased during the past 20 years.

There have been numerous explanations given as to why introductions have increased. These include longer legislative sessions, more full-time legislatures, more active legislators, and a greater number of problems requiring legislative solutions.

Two researchers<sup>2</sup> have indicated that societal needs, political demands, and institutional imperatives have been the main causes for increased legislative production. They have noted that states showing large numbers of introductions tend to meet the following criteria:

### Societal needs

- large populations
- greater urbanization
- high levels of industrialization

### Political Demands

- high participation of citizens in government
- active organization into issue related groups
- partisan control of state government<sup>3</sup>

Note: *Backgrounder* information is the latest available at the time of publication, but for updates, you should contact the appropriate state or federal agency directly. This material does not represent the position of The Council of State Governments. Information is included based on relevance to the topic. Some material, as noted, is copyrighted and may not be reproduced further without permission of the original author.

TABLE A: Bill Introductions by State by Year

	<u>1961</u>	<u>1971</u>	<u>1979b</u>
Alabama	2,385	4,150	1,772
Alaska	463	717	1,625
Arizona	638	573	800
Arkansas	1,175a	1,438	1,964
California	4,703	4,738	5,556
Colorado	756	1,035	1,148
Connecticut	4,194a	6,696	4,672
Delaware	1,114a	1,079	1,858
Florida	4,487	3,925	2,996
Georgia	1,264a	1,448	1,393
Hawaii	3,173a	2,950	3,584
Idaho	651	660	599
Illinois	2,630	5,084	4,381
Indiana	1,128a	1,688	1,706
Iowa	1,337	1,337	1,269
Kansas	897	1,064	1,204
Kentucky	1,048a	1,156	1,366
Louisiana	310	432	3,049c
Maine	1,489	1,772	1,602
Maryland	1,649a	2,214	2,945
Massachusetts	3,905	8,155	8,951
Michigan	1,120	2,951	2,272
Minnesota	3,749	6,012	1,643
Mississippi	1,753a	2,244	2,637c
Missouri	1,171	1,368	1,463
Montana	824	963	1,448
Nebraska	737	1,042	635
Nevada	821a	1,505	1,441
New Hampshire	709	1,356	1,181
New Jersey	1,138a	2,395	4,047c
New Mexico	1,142	1,018	1,086
New York	8,837	15,193	21,682d
North Carolina	1,776a	2,622	2,328
North Dakota	865	1,072	1,183
Ohio	1,715	1,452	1,258
Oklahoma	1,572	874	906
Oregon	2,824a	1,911	2,288
Pennsylvania	3,052a	3,042	3,294
Rhode Island	1,601	2,541	2,692
South Carolina	673	1,755	1,337
South Dakota	922a	630	614
Tennessee	2,052a	2,690	2,919
Texas	1,721a	2,928	3,598
Utah	634a	599	773
Vermont	660a	446	611
Virginia	1,079	1,624	1,117c
Washington	1,429	2,065	2,642
West Virginia	785	1,202	1,308
Wisconsin	1,731	2,284	1,920
Wyoming	528	692	702

a) Includes resolutions and memorials as well as bills; b) 1979 Session is last odd number session available; c) for 1981 session; d) for 1979 and 1980 session. Data from The Book of the States Vols. 14 (1962-63), 19 (1972-73), and 24 (1982-83).

### Institutional Imperatives

--As indicated by the size and capacity of the legislature. Generally speaking, the larger the legislature and the greater the capacity, the more introductions.

Generally legislatures have taken two approaches to reducing bill and resolution introductions. For the purpose of this review we group them as limitations and improved process.

#### Limitations

The most common mechanism for reducing the number of introductions is the establishment of a deadline date for submitting legislation. Currently only six states (California, Michigan, Minnesota, New Jersey, Pennsylvania, and Wisconsin) have no provision for a deadline date to limit bill introductions.<sup>4</sup> The following table from the 1982-83 edition of The Book of the States outlines these limits and the exceptions granted to them.

Several states have attempted to limit total introductions by limiting the number of bills an individual legislator could introduce. Seven states (Alaska, Colorado, Indiana, Montana, Nebraska, Tennessee, Washington) have experimented with this approach.<sup>5</sup>

In states with this type of limitation there is usually some kind of "escape valve" (which often leads to ways to circumvent the intent of the limitation) for emergencies and some sort of policy is required for the monitoring of members to see that they do not exceed the limit.

Nebraska has had the strictest rules regarding bill introductions. From 1972-1980 Nebraska limited the number of bills a member could introduce to ten measures per session. At the close of the 1979 session, this was reduced to 17 bills per member during the biennium with a ten-bill limit on standing committees. Currently Nebraska places no restriction on the number of bills a legislator can introduce, though introductions by committees are limited to eight bills per session.<sup>6</sup>

Legislatures have also reduced the number of introductions by limiting the matters which the legislature must consider. For instance local legislation has been responsible for many enactments in several states, such as Alabama, Florida, Illinois, and South Carolina.<sup>7</sup> By passing home-rule statutes the number of necessary introductions could be reduced. Occasionally the number of appropriations acts that make up a state budget raise the total substantially.<sup>8</sup> By instituting an Omnibus Appropriations Bill these separate acts can be eliminated. Legislatures could also eliminate "by-request" bills which carry the connotation that the sponsor is introducing the bill as a political courtesy, which California did a number of years ago to reduce the mounting number of introductions.<sup>9</sup>

## LEGISLATIVE PROCEDURE: TIME LIMITATIONS ON BILL INTRODUCTION

<u>Time limit on introduction of legislation</u>	<u>Exceptions granted to time limits on bill introduction</u>
1st L. day.	House: 4/3 vote of quorum present and voting. Senate: must suspend rules.
1st session only: 33rd C. day.	2/3 vote of membership. Standing committees. Governor's legislation introduced through the Rules Committee.
Regular session: 29th day. Special session: 10th day.	Permission of Rules Committee.
Appropriation bills: 40th day; other bills: 35th day.	2/3 vote of membership.
1st session, except legislative schedule established for committee bills.	Legislative schedule may be waived by approval of Rules Committee and a vote of 2/3 of the House.
1st session: 40th L. day. 2nd session: 30th L. day.	Committee on Delayed Bills. Appropriations bills.
Waived by legislature when adopting rules for the biennium.	Bills at request of governor for emergency or necessity. Emergency legislation designated by presiding officers. Legislative session and omnibus sanitation acts.
1st session of each house.	2/3 vote. Recommendation of Rules Committee.
1st session: noon 1st day of regular session, except for bills and resolutions sponsored by a standing committee. Senate: 1st day, except for general appropriations bills, local bills and joint resolutions.	House: 1/2 vote. Senate: 2/3 vote.
2nd session: 30th L. day. Senate: 33rd L. day.	2/3 vote.
Institutional limits: after 19th day and before the mandatory recess held between the 20th and 40th days. Actual: rules established during the session.	Speaker may designate any committee to serve as a privileged committee either temporarily or for the remainder of the session.
1st day for individual house members and 12th day for individual senators; 35th day for committees except—House: Appropriations, State Affairs, Revenue and Taxation, and Health and Safety; Senate: Finance, State Affairs, Judiciary, and Rules.	House rules governing limitations on the introduction of bills may not be suspended. Senate rules may be suspended by affirmative vote of a majority of senators elected, or if suspension is approved by a majority of Rules Committee, or by a majority of senators present.
1st session: odd year, April 8 except Senate bills in House. 2nd session: even year, all bills except committee bills and appropriation bills referred to Rules Committee. Senate: odd year, April 11, even year, bills allowed by the Rules Committee and bills implementing state budget or introduced by standing committees.	House: 2/3 vote. Senate: consent of Rules and Legislative Procedure Committee.
1st session: odd year, 16th session day; even year, 4th session day. Senate: odd year, 12th session day; even year, 4th session day.	Committee sponsored bills: Majority vote of membership unless written request for priority in bill was submitted before drafting. Senate bills introduced by majority vote of the majority and minority floor caucuses.
Individual legislators: House: odd year, Friday of 2nd week, even year, Friday of 3rd week. Senate: odd year, Friday of 2nd week, even year, Friday of 3rd week. Committees: House: 11th week, even year, 9th week.	By resolution, either house may make specific exceptions to the drafting for committee bills. Ways and Means and Federal State Affairs Committees not subject to deadline.
Individuals: 31st C. day. Committees: 45th C. day. Either house, by resolution, may set an earlier date.	Majority vote of the membership.
Introduction during first 10 days of session.	2/3 vote of elected members of each house.
1st session: 16th day. 125-day session: 51st day.	2/3 present and voting. Revenue, local and private, and appropriation bills.
2nd session: 40th L. day. Even year: 30th L. day.	Majority of elected members. Request of governor. Appropriation bills.
Drafting requests: individuals, 10th day; committees, 1st day. Introductions: individuals, 18th day; appropriation revenue bills, 21st day; committees, 40th day.	2/3 vote. Appropriations bills.
1st session only: 30th day.	Request of governor. With approval of majority of members of a committee and 1/3 elected members of legislature.
1st session: all drafting requests must be filed by 5 p.m. Jan. 31; must be approved by signature by April 3 for action as House bills. Senate: April 12.	House: 2/3 present. Committee bills.
	2/3 vote of membership or approval of Joint Rules Committee.

State or other jurisdiction	Time limit on introduction of legislation	Exceptions granted to time limits on bill introduction
New Mexico	Odd year only: 30th L day. Appropriations bill: final passage in house of origin by 40th C day, second house by 5th C day, even year: final passage 16th and 21st C day.	Odd year: At request of governor.
New York	Assembly: 1st Tuesday in March for unlimited introduction; each member may introduce up to 10 bills until the last Tuesday in March. Senate: temporary president may designate a final date but not prior to first Tuesday of March; bills recommended by a state department or agency must be submitted to the temporary president by the 1st day of March.	Assembly: unanimous vote except for Fridays; Committee on Rules, by message from Senate; bills from governor, Senate, members elected at special elections after 1st Tuesday in March; Friday introductions only. Senate: bills by governor, attorney general, comptroller, Dept. of Education or the Office of Court Administration must be to the temporary president by the 1st Tuesday of April.
North Carolina	House: local bills and state agency bills by April 1. Senate: local bills and state agency bills, by April 1; all resolutions except those honoring deceased persons, by April 1.	2/3 vote.
North Dakota	Bills: 15th L day. State agency bills: none introduced after Dec. 15 prior to a session except upon approval of a majority of Committee on Delayed Bills. Resolutions: 18th L day. Resolutions proposing constitutional amendments or Legislative Council studies: 33rd L day.	2/3 vote or approval of majority of Committee on Delayed Bills.
Ohio	House: after March 15 of the second regular session, a resolution to end introduction of bills may be passed by a majority vote. Senate: no bills can be introduced after April 30 of first regular session or after last day in February of second regular session.	Majority vote on recommendation of bill by Reference Committee.
Oklahoma	1st session: none. 2nd session: 19th L day.	2/3 vote. Revenue and appropriation bills.
Oregon	House: 29th C day. Senate: 36th C day following the election of a Senate President.	Approval of House Committee on Legislative Rules and Operations, Senate Rules Committee, Speaker of House, Joint Committee on Ways and Means, substitute measures sponsored by a committee, priority bills and measures requested to be drafted by counsel no later than 36th C day and received by the senator no later than the 30th C day.
Pennsylvania	None.	.....
Rhode Island	Senate: 4th L day, House: 38th L day. Except for private and local bills and certain resolutions.	Senate: Majority members present. House: 2/3 members present.
South Carolina	House: April 15, or if received from Senate prior to May 1. After April 15, introduction and committee reference only. Senate: received from House prior to May 1.	House: 2/3 vote. General or deficiency appropriations act or joint resolution approving or disapproving state agency regulations. Senate: 2/3 vote.
South Dakota	40-day session: 14th day. 35-day session: 10th day. All committee bills one day later.	2/3 vote. General appropriations act.
Tennessee	House: general bills, 27th L day. Senate: general bills, 10th L day. Resolutions, 30th L day.	House: 2/3 vote. Senate: unanimous consent of Committee on Delayed Bills or 2/3 vote.
Texas	60 C days.	4/5 vote. Local bills. Emergency appropriations. Emergency matters by governor.
Utah	30th C day.	Majority vote.
Vermont	House: odd year, 3 weeks except proposals delivered to the Legislative Drafting Division by that time, then 12 weeks; even year, by agreement of Rules Committee may be prefixed by Sept. 1 of odd year for next year. Senate: odd year, 53rd C day, even year must be filed with the Legislative Drafting Division 25 days before session begins. (a)	2/3 vote. Consent of Rules Committee. Appropriations and revenue bills. House only: committee bills introduced within 10 days after 1st Tuesday in March.
Virginia	Deadlines are set during the session. Municipal charter bills must be introduced on the 1st day of session.	Unanimous vote. At request of governor.
Washington	Committee: by 5th day. Senate: bills: as established by concurrent resolution at beginning of each session. 1981 limit: no resolution after 57th day, introduced by 36th day. Senate: 4th day.	2/3 vote of elected members.
West Virginia	House: 3rd C day. Senate: 41st C day.	House: 2/3 vote of all members of appropriate house present and voting.
Wisconsin	None.	.....
Wyoming	Odd year: 18th L day. Even year: 5th L day.	Senate: unanimous vote of elected members. House: 2/3 vote.
American Samoa	House: 15th L day. Senate: 15th L day.	2/3 vote of elected members.
Guam	None.	.....
Puerto Rico	6th day.	Majority vote.
Virgin Islands	None.	.....

Any: L— legislative day  
C—Calendar day.  
(a) For 1982 session only, and for House bills only; the deadline for introductions will depend on date of submission of draft requests. If received prior to second Monday in December 1981, it will be drafted in long form (normal); if after, will be drafted only in short form (narrative). Dates for introduction have changed to 10 days following town meetings, which is first Tuesday in March.

Another means of reducing the number of introductions is by placing limits on duplicate bills. This can be done as simply as requiring that duplicates be identified as such, so that members are clearly aware that they are acting on duplicates and may penalize duplicates not so identified by their sponsors, or allowing co-sponsorship between both houses, which California and Oregon have done.<sup>10</sup>

A more substantive method of reducing duplicate or similar legislation is through the requirement of bill proposals, short form bills, or skeleton bills. This requires the submission of concise English or plain language versions of bills rather than bills in their full form.<sup>11</sup> In this way if 25 bills are submitted dealing with the same aspect of the banking industry, they can be consolidated into one bill.

Several states have provided some sort of bill proposal procedure, however Connecticut has been the main user of the bill proposal approach. This procedure has three other benefits: it reduces the drafting responsibilities of the bill drafting staff; it emphasizes the role of the committee in initiating legislation after considering the general merits of the proposal; and it allows members to introduce an idea which is requested by a constituent or lobby group without committing the legislator to sponsoring the measure.

#### Improved Process

Several suggestions have been made in the past to reduce the legislative logjam by making changes in the legislative process.

These include such pre-session activities as holding organizational sessions, holding interim committee meetings, and establishment of a bill pre-filing process.

There have also been suggestions that the powers of committees be increased to partially solve the problem. Some analysts have charged that weak standing committees can cause too many bills to reach the floor.<sup>13</sup> The rules of some legislatures (Colorado, Connecticut, Michigan, Ohio, Oregon, Pennsylvania, Tennessee and Utah) have allowed committees to kill legislation.<sup>14</sup> Others have allowed committees to report bills out unfavorably and empowered the committee on rules and calendar to report to the chamber a special order calendar listing all bills to be considered. Only bills included in the special order calendar could be considered thus making the regular calendar become only a shelf list of bills available to the rules committee.<sup>15</sup>

It has also been suggested that the tremendous amount of legislation handled late in the session could be reduced if deadlines were set at which time certain phases of legislative activity must be completed. It is argued that this would be a particularly effective way of controlling the number of committee bills.<sup>16</sup>

#### Non-Traditional Approaches

Arguments have also been proposed for some changes in state legislative structures which would limit bill introductions in non-traditional ways. While these approaches have been discussed, they have not been adopted or adopted on such a small scale that their effectiveness has not been the subject of analysis.

These approaches include:

- The consideration of a legislative cabinet system on the British Model. Within this system only measures proposed by the parliamentary leaders of the party, or the coalition in power are considered. Private bills, or bills introduced through some special dispensation given by the cabinet to individual members, may be introduced.<sup>17</sup>
- Establishment of a reference committee, such as the one established in the Ohio House of Representatives in 1921, with authority to determine whether bills are frivolous, irrelevant, introduced in bad faith or are duplications. If so, they are sent back to their authors and if not they are sent on to the appropriate committees.<sup>18</sup>
- In 1922 Robert Luce, who recommended the use of screening committees, suggested that legislators be required to pay a filing fee for the introduction of each bill, "a fee no larger than that for beginning a suit in one of the lower courts."<sup>19</sup> Measures which included service charges for excess bills were introduced in the Florida legislature in 1974 and 1975.<sup>20</sup>
- Afford members the opportunity to have non-controversial bills considered by use of a consent calendar. The consent calendar offers the outlet for handling such bills on a no-debate no-substantive amendment basis.<sup>21</sup>
- Submit subjects by petition to committee for the preparation of a bill. This approach is indirectly related to the bill proposal or skeleton-bill and was used by the U.S. Congress until 1810.<sup>22</sup>

In this case the appropriate committee is presented with a request that it consider a situation that needs remedy rather than with a bill which it is claimed represents the remedy. The Committee then may choose the situations it believes must be resolved and drafts committee bills which rectify them.

Since the right of bill introduction is deeply rooted in American legislative practice, it is clear that any suggestion offered to reduce the number of introductions is practical only if the legislators accept the proposal as a means of improving the quality of legislative practice. In the end the solution may not lie in the working of committees or the operations of legislative rules and procedures as much as in the self-discipline of the individual legislator and the realization that the legislative bill, drafted as a law-to-be, is inherently a poor vehicle for communication of thought.

#### Notes

1. Robert Luce, Legislative Problems (New York: Houghton Mifflin Company, 1935), p. 659.
2. Alan Rosenthal and Rod Forth, There Ought to be a Law! (New Brunswick, NJ: Eagleton Institute of Politics, Rutgers University, Sept. 1977), pp. 7-8.
3. Rosenthal and Forth comment on page 8 that, "Generally speaking, a state's ability to generate political demands and the control of both branches of government by Democrats result in more introductions and more enactments."

Notes (Continued)

4. Council of State Governments, The Book of the States 1982-83 (Lexington, Ky.: Council of State Governments, 1982). p. 214-215.
5. "Limiting Bill Introductions: The Legislative Paper Chase", State Legislative Report (Denver: National Conference of State Legislatures, Dec. 1979), p. 3.
6. Addendum to State Legislative Report of December 1979. Feb. 4, 1981.
7. Rosenthal and Forth, Op Cit, p. 9.
8. Ibid., p. 9.
9. Council of State Governments, Lawmaking in the West: A Summary of Legislative Bill Passing Procedures in Thirteen States (San Francisco: Council of State Governments Western Office, May 1967), p. 36.
10. Ibid., p. 35.
11. Alan Rosenthal, Legislative Life: People, Process, and Performance in the States (New York : Harper and Row, 1981), p. 66.
12. State Legislative Report (Dec. 1979): p. 2.
13. "Committee Consideration of Bills", State Legislative Report (Denver: National Conference of State Legislatures, Jan. 1979), p. 1-3.
14. Ibid., p. 2.
15. "New Approaches in Florida to Bill Limitation." Unpublished speech presented to the Southern Legislative Conference meeting in Louisville, Kentucky, July 19, 1979.
16. Ralph Craft, Strengthening the Arkansas Legislature (New Brunswick, NJ : Eagleton Institute of Politics, 1972), p. 140-146.
17. Robert M. Kamins, A Proposal for Taking the Legislative Bill out of Mass Production. Unpublished research monograph (1956), p. 6.
18. State Bar of Michigan, The Legislative Structure and Procedure of Michigan (1947 mimeo), p. 45. Hawaii's Senate made use of a "screening committee" during a brief special session in 1954, when the leadership of the Senate was desirous of limiting bills to statehood matters. No measures were introduced in the Senate before they were cleared by the Committee.
19. Robert Luce, Legislative Procedure (NY: Houghton Mifflin Co., 1922) p. 659.
20. Rosenthal, Legislative Life (1981): p. 66 and New Approaches in Florida to Bill Limitation (1979).
21. National Conference of State Legislatures, State of the Legislatures: A Summary of Legislative Improvement and Policy Initiatives (Denver : NCSL, July 1, 1978), p. 6.

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Notes (Continued)

22. Kamins, A Proposal . . . (1956): p. 9-11.

This backgrounder was compiled by E. Norman Sims, States Information Center.

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# RECORDS CERTIFICATION



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James O. Smith  
Signature of Camera Operator

11/7/89  
Date

SCR

5

BILL CONTACT/ACTION

DATE	CONTACT/ACTION
2/12/85	Resolution introduced
	5 day rule waived
2/12/85	Heard in committee
2/12/85	Passed out
	National Child Safety Council
	517-764-6070
	Box 1358
	Jackson, Michigan 49204

1 IN THE SENATE

BY RODEY

2 SENATE CONCURRENT RESOLUTION NO. 5  
3 IN THE LEGISLATURE OF THE STATE OF ALASKA  
4 FOURTEENTH LEGISLATURE - FIRST SESSION

5 Relating to printing pictures of and  
6 information about missing children on  
7 milk cartons.

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

9 WHEREAS thousands of children in the United States are abducted each  
10 year; and

11 WHEREAS a lack of coordination among law enforcement agencies in  
12 different jurisdictions has made it difficult to locate missing children  
13 taken across state lines; and

14 WHEREAS milk carton manufacturers have developed a program to print  
15 the pictures of missing children and information about them on millions of  
16 milk cartons across the country; and

17 WHEREAS the program provides wide dissemination on a product that has  
18 a short shelf life, allowing frequent rotation of pictures and information;  
19 and

20 WHEREAS the program already has been responsible for the return of  
21 some missing children;

22 BE IT RESOLVED by the Alaska State Legislature that milk producers and  
23 distributors in the state are respectfully requested to participate fully  
24 in the program and encourage others in the dairy industry to participate.  
25  
26  
27  
28  
29

MEMORANDUM

TO: All Members, Senate Judiciary Committee

FROM: Committee Staff

DATE: February 12, 1985

RE: SCR 5

Using milk cartons to locate missing children was the original idea of an Iowa dairy. This idea is receiving national attention which is being coordinated by the National Child Safety Council. The Council President, Mr. Howard Wilkinson, informed the sponsor on the working of the program. As a private industry response to a national problem, all milk carton manufacturers participate in the program. They will phase in the missing children cartons upon the request of the producers or distributors with whom they do business.

Most of Alaska's milk is produced out-of-state. Out-of-state producers use a large volume of cartons and can apply this program most effectively. Alaskan producers use fewer cartons which they purchase in large lots, which must be exhausted before they can participate.

# Milk cartons showing missing kids catch on

By KILEY ARMSTRONG  
The Associated Press

NEW YORK — More than 100 dairies have signed up for a program to distribute abducted children's photos on millions of milk cartons, and sponsors said Monday that the idea, born in Iowa, is taking root around the nation.

Under a program kicked off Monday at a Manhattan news conference, a manufacturer will feature pictures of a total of 24 missing children on milk cartons it distributes to dairies around the country.

The dairies will have the option of using the special message in lieu of their regular advertising on the sides of the cartons.

"We believe this will lead to the locating of a number of missing children," said Howard Wilkinson of Jackson, Mich., president of the National Child Safety Council.

The program is an offshoot of local efforts in Iowa, Illinois, California and elsewhere. Last week, Doria Paige Yarbrough, a 13-year-old runaway, was reunited with her family in Lancaster,

Calif., after her picture appeared on a milk carton. Doria was watching television with friends in Fresno, Calif., when a carton was shown and she was urged to return home.

All the children pictured have been certified as criminally abducted. The milk carton program has been endorsed by Michele Easton, director of the U.S. Department of Justice's missing children program.

"From our point of view, one of the benefits of using milk cartons is their short shelf life," Easton said in a written statement. "This enables the changing of photos as the children are found and the rotation of the pictures and identity information used."

Another advantage of using milk cartons is "having the missing children exposed to youngsters, perhaps their own age, around the breakfast table," said Jack O'Brien, a vice president of the International Paper Co., the milk carton manufacturer.

O'Brien said the idea originally was inspired by an Iowa dairy.



The Associated Press

Holly Hughes displays a milk carton showing her abducted daughter, Anne.

Daily News 2/8/85

## Safeway stores to join in search for children

Safeway stores in Alaska and Washington state will begin printing pictures and information about missing children on cartons of milk in an effort to help locate those and other missing children, officials of the grocery chain announced Thursday.

Beginning at the end of February, cartons of Lucerne milk will carry photos of two children, plus identification details and the dates the youths disappeared, said Bob Breager, district manager of Safeway stores in Alaska.

New photos will be printed every month, and will include missing children from across the nation, as well as youths reported missing from Alaska and the Pacific Northwest, Breager said. Officials estimate about 500,000 cartons

will be distributed to 137 stores in Alaska and Washington.

Also on the cartons will be a toll-free telephone number to the National Center for Missing and Exploited Children, based in Washington, D.C. Anyone with information about missing youths will be urged to call the number, 1-800-843-5678.

Breager noted that a similar program has reportedly been successful for a Chicago-based grocery chain. Another program is also being done in portions of California, say officials with that state's Attorney General's office.

Safeway is conducting the program in conjunction with the National Child Safety Council.

# MEMORANDUM

# State of Alaska

TO: Ed Heinage  
Legal Affairs Agency  
Legal Services Division  
Juneau

DATE: February 15, 1985

FILE NO:

TELEPHONE NO. 745-3236

FROM: Anne Graham *AG*  
Dairy Sanitarian  
ADEC, DEH, Palmer

SUBJECT: Alaska Dairy Processors

As per our conversation of February 11, 1985 the following are the names of the manager/owners of the two processing plants in Alaska:

John Seawell, General Manager  
Matanuska Maid Dairy  
814 W. Northern Lights Blvd.  
Anchorage, AK 99503

Don Lintleman  
Northern Lights Dairy  
5887 Nistler Road  
Delta Junction, AK 99737

*Sen. Rodey  
C.P. 504*

hd

*Rosen :*

*In re: Part's Resolution on milk  
Cartons & missing children*

*Ed Heinage  
L.A.A.*



From the desk of:  
**Patrick Rodey**  
Alaska State Senator

February 19, 1985

TO : Speaker Ben Grussendorf  
FROM: Senator Pat Rodey *PR*  
RE : SCR 5

Ben, thanks for moving it along.  
I owe you one!

SCR 5  
*file*

CR-5

2/18/85



ALASKA STATE LEGISLATURE  
REPRESENTATIVE BEN GRUSSENDORF

Sen Rodey --

I have just placed SCR-5  
on the fast track!

Ben

(to: [unclear])



# RECORDS CERTIFICATION



I, the undersigned, an employee of the State of Alaska, do hereby certify that the microfilm images on this microform are accurate reproductions of the original records of the State of Alaska as accumulated during the regular course of business, and that it is the established policy and practice of this State to microfilm its records and to dispose of the original records after microfilm reproductions have been made.

*James O. Smith*  
Signature of Camera Operator

*11/7/89*  
Date

SCR

1

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BILL CONTACT/ACTION

DATE	CONTACT/ACTION
4/11	1st hearing - Tie to Anchorage for
	Pudge Kleinkopf
	Passed out.

COMMITTEE REPORT  
SENATE

MEMBER: HESS

3/20/85

Date \_\_\_\_\_

Mr. President

The Committee on JUDICIARY considered SCR 11  
relating to the review of laws relating to children and the family.

and (a majority of the committee) (the committee) reports it back with the following recommendations:

- do pass
- do pass with attached amendment(s)
- replace with/or adopt CS for \_\_\_\_\_
- new title
- same title and recommends \_\_\_\_\_
- and attached a "LETTER OF INTENT"  NEW FISCAL NOTE
- reports it back without recommendation
- recommends referral to \_\_\_\_\_ Committee

MEMBERS SIGNING  
DO PASS

MEMBERS HAVING  
OTHER RECOMMENDATIONS

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Chairman

\_\_\_\_\_

Chairman recommendation

Introduced: 3/29/85  
Referred: Judiciary

1 IN THE SENATE

BY RODEY

2

SENATE CONCURRENT RESOLUTION NO. 17

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

FOURTEENTH LEGISLATURE - FIRST SESSION

5

Relating to the review of laws relating

6

to children and the family.

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

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WHEREAS the laws pertaining to the family, and to children particu-

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larly, are important to Alaskan society; and

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WHEREAS the areas of family law and juvenile law are continually

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growing; and

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WHEREAS the legislature has found a compelling need to improve and

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update laws related to child protection; and

14

WHEREAS the issues involved in child protection are linked with other

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issues of family law and juvenile law; and

16

WHEREAS bringing uniformity to these laws and eliminating inconsis-

17

tencies would benefit parents, children, attorneys, law enforcement

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personnel, lay people, and administrators of agencies with duties related

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to children and the family;

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BE IT RESOLVED by the Alaska State Legislature that the Legislative

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Council is directed to review existing laws relating to children and the

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family and to recommend revisions necessary to eliminate conflicts in the

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law, remedy omissions, and to generally clarify these laws; and be it

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FURTHER RESOLVED by the Alaska State Legislature that the Legislative

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Council is directed to appoint a committee of professionals, lay persons,

26

and administrators to assist the council in its efforts.