This information reflects procedures contained in the State Constitution, the most recently adopted Assembly Rules (H.R. 1, adopted December 4, 2006), Joint Rules and usage and custom.
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Part One

The Legislative Process

- Overview of the Legislative Process
- Essentials of the Process
- The Committee Process
- Assembly Floor Procedures
- The Life Cycle of Legislation
- Concurrence in Senate Amendments
- Consideration of Bills by the Governor
The process of government by which bills are considered and laws enacted is commonly referred to as the “legislative process.” Pursuant to the California Constitution, on the first Monday in December after the November general election, both Houses of the Legislature organize, elect officers and adopt rules for the upcoming two-year session. The two-year session, referred to as the biennial session, is organized based on a legislative calendar. In the first year of the two-year session (e.g., 2007) both Houses meet from January until mid-September and then recess until January of the even-numbered year. In the second year (e.g., 2008) the Legislature meets from the first week in January until it finally adjourns on November 30 of the even-numbered year.

The California Legislature is comprised of two Houses: the Senate and Assembly. There are 40 Senators and 80 Assembly Members (Art. IV, Sec. 2(a)). Based on current population data, each Assembly Member represents approximately 420,000 constituents; Senators represent approximately 840,000 constituents.

The Assembly has 29 standing committees in the 2007-08 Regular Session, which consider legislation in a wide range of policy areas. Each committee is staffed by professional consultants who work closely with each Member to assist them in facilitating their legislative agenda. The Speaker’s staff and other leadership staff also play a vital role in the legislative process.
Officers of the Assembly

There are several officers of the Assembly who work closely with the membership and their staff in facilitating the legislative process.

Speaker

The Speaker of the Assembly is the presiding officer of the Assembly and is elected for a two-year term by a majority vote of the Members. He or she is charged with the overall management and supervision of the Assembly. The Speaker appoints members to all committees and subcommittees of the Assembly, allocates funds, staffing and other resources for the effective operation of the House, and establishes the committee schedules (A.R. 26).

Speaker pro Tempore

The Speaker pro Tempore is appointed by the Speaker pursuant to Assembly Rules 1 and 28. This officer exercises the powers and duties assigned by the Speaker during his or her absence, including the responsibility of presiding over sessions of the Assembly and advising the Members on parliamentary procedures of the House.

Assistant Speaker pro Tempore

Appointed by the Speaker, the Assistant Speaker pro Tempore serves as presiding officer in the absence of the Speaker or Speaker pro Tempore.

Majority Leader

The Majority Floor Leader, selected by the Speaker, assists the Speaker in the conduct of business of the Assembly by making the appropriate motions and points of order that are necessary to expedite the proceedings of the Assembly.

Minority Leader

The Minority Leader is designated by a caucus of the minority members and acts as their representative on the Floor of the Assembly. He or she also appoints the Vice Chair and two other minority party members to the Rules Committee.
Chief Clerk

The Chief Clerk is one of three nonmember officers that is elected by a majority vote of the Assembly. (The other two are the Sergeant-at-Arms and the Chaplain.)

The Chief Clerk’s primary responsibility is to serve as chief parliamentarian of the Assembly. In addition, the Chief Clerk and his or her staff is charged with recording, documenting and assisting the Assembly in processing all legislation at every stage of the process (A.R. 32).

Chief Sergeant-at-Arms

The Chief Sergeant-at-Arms’ primary duty is the maintenance of order and preservation of decorum at the daily sessions of the Assembly. The Chief Sergeant-at-Arms is also a nonmember officer who is elected by a majority vote of the Assembly (A.R. 1, A.R. 33).

The Sergeant-at-Arms and his or her assistants also provide a wide range of vital services for the Members of the Assembly, including providing security to Members and staff.

Assembly Rules Committee

The Assembly Rules Committee is the administrative committee of the Assembly. An important function of the committee is the initial assignment of bills to the appropriate standing committees. The Rules Committee also provides clerical assistance and office support services for Members of the Assembly (A.R. 14). The committee routinely meets to take up requests for adding urgency clauses to bills or for rules suspensions on particular matters.

In many state legislatures, the rules committees perform only “housekeeping” functions. In California, both the Senate and Assembly Rules Committees may consider substantive legislation in the same manner as do the policy committees of the Legislature.
Rules Governing the Assembly

The proceedings of the Assembly are governed by the California Constitution, Assembly Rules (H.R. 1, adopted Dec. 4, 2006), Joint Rules, usage and custom, statutes, and Mason’s *Manual of Legislative Procedure*. Rules passed by a prior Legislature are not binding on a subsequent legislative body. However, in the absence of rules, the Assembly is governed by usage, custom, precedent and general parliamentary law (Mason’s Sections 22, 29).

Regular and Extraordinary Sessions of the Legislature

As a result of a Constitutional Amendment adopted by the voters in 1972, the California Legislature now meets in a continuous two-year session, convening on the first Monday in December of the even-numbered year. These biennial sessions are denoted by two years separated by a hyphen (i.e., 2005-06 Regular Session).

In addition, the Governor may call the Legislature into session to act upon certain subjects that he or she feels deserves added or urgent attention, such as flood relief, etc. Such sessions are known as extraordinary or “special” sessions. On these occasions, the Legislature is limited to the consideration of the matters specified in the Governor’s Proclamation (Art. IV, Sec.3(b)). Bills introduced in a special session are referred to with an "X" (e.g., AB 21X), and take effect 91 days after the final adjournment of that special session (Art. IV, Sec. 8(c)(1)).

Generally, regular session bills passed and signed into law (enacted) in any given year (e.g., 2007) become effective on January 1 of the following year (e.g., Jan. 1, 2008) (See Art. IV, Sec. 8(c)(1), Sec. 8(c)(2), Sec. 10(c), and Sec. 10(d)). Bills which are necessary for the preservation of the public peace, health or safety are called “urgency” measures and take effect immediately upon being signed by the Governor (Art. IV, Sec. 8(c)(3), Sec. 8(d)). Urgency bills can be introduced in regular or extraordinary sessions and must garner a two-thirds vote of each House to pass.

Bill Introduction and 30-day Waiting Period

The legislative process begins with the introduction of bills. To introduce a bill, the Member instructs the Legislative Counsel to draft the measure and assign it a request number (RN). This draft is then put “across the Desk,” meaning that the Member’s staff delivers the measure to the Assembly Chamber, where it is given a bill number by the Chief Clerk. The clerk then sends the bill to be printed. Pursuant to the rules and the Constitution, bills must be in print for 30 days before any action or votes can be taken (this provision can be waived by 60 votes pursuant to Art. IV, Sec. 8(a) and J.R. 55). The Budget Bill is exempt from the waiting period.

Legislative deadlines govern virtually the entire process, including bill introductions, committee meetings, joint recesses, and bill passage from one House to the other. Most deadlines are established by Joint Rules 51 & 61, and can only be waived by a super-majority vote (i.e., 54 votes). A bill may be introduced beyond the established deadline, subject to approval by the Speaker (J.R. 54(a)).
Three Readings of a Bill

The Constitution also requires that a bill’s title be read three times on three separate days (Art. IV, Sec. 8(b)). The actual reading of the title is performed by the Reading Clerk. The initial introduction of a bill counts as its first reading. Second reading occurs as a procedural step when a bill is reported, with or without amendments, from committee to the Floor (see below). At the third reading stage, the bill is eligible for Floor debate and final passage by the entire membership.

In urgent cases, the three readings requirement and 30-day waiting period may be suspended by a super-majority vote of the House (i.e., 54 and 60 votes, respectively) (J.R. 55, Art. IV, Sec. 8(b)).

Committee System and Double Referral

Once a bill is introduced and has been in print for 30 days, a majority of the Rules Committee then refers it to a policy committee for a hearing. Some bills may be “double referred” to two policy committees if the subject matter lies within the jurisdiction of more than one committee (e.g., an A.B. could be referred to both Public Safety and Judiciary committees), pursuant to A.R. 51. If the bill fails passage in the first committee, it is “dead” and therefore cannot be heard by the second committee. Additionally, bills with fiscal impact must be heard by a fiscal committee prior to a floor vote.

There are 29 standing committees for the 2007-08 Regular Session. Established jurisdictional guidelines govern the referral of bills to committees (e.g., Assembly Journal, 1/3/05. pp. 86-94). The Rules Committee may also serve as a policy committee by referring measures to itself.

Committee Reports and Second Reading

All bill actions taken by a committee are recorded by rollcall vote, and then reported to the House via committee report forms. A committee may take action on legislation in numerous ways. A committee may, among other things, propose the following: to pass a bill with amendments; pass a bill unchanged; hold a bill; “kill” (i.e., defeat) a bill; refer a bill to another committee; refer a bill to the Floor without recommendation; amend a bill and re-refer the bill back to the same committee, etc. In any case, when a committee reports a bill out with or without amendments, the bill must be placed on second reading for the adoption, or ratification, of the committee’s recommendation.

A bill reported out of committee to the Floor with proposed amendments remains on the Second Reading File for two days before it is moved to the Third Reading File. If a bill is reported with a “do pass” recommendation (and no amendments or re-referral), then the bill would be on second reading for one day, and then move to the Third Reading File thereafter. Likewise, a bill that is to be amended and re-referred would appear on second reading for one day (for the adoption of the amendments), and would then drop-off file and be referred to the appropriate committee for further action. The Second Reading File is published at the front section of the Daily File, and committee report recommendations are recorded in the Assembly Journal.
Quorum Requirements

A quorum must be present for a committee to meet. A majority of the committee membership constitutes a quorum and the same number is required to pass a bill (A.R. 57).

Committee Rules

Committees may adopt their own rules of procedure, but such rules must be consistent with the House and Joint Rules (A.R. 55).

Public Notice Requirements

Four-day FILE Notice

Before a bill may be heard by the committee of first reference, a notice of such hearing must be published in the Daily File four days prior to the hearing, not including the day of the hearing (see J.R. 62(a), J.R. 60(b), J.R. 36(a)(2), J.R. 36(a)(4)). Informational hearings require 4 days notice as well. Committee hearing notices are published at the front of the Daily File. Questions regarding the Daily File should be directed to the File Clerk or Assistant File Clerk, at 319-2358.

Two-day FILE Notice

A committee of second reference (a fiscal committee or second policy committee) needs two days prior notice published in the Daily File before hearing a bill. A committee hearing a bill for concurrence also requires a two-day notice (J.R. 26.5, J.R. 62(a)).

These notice provisions are known collectively as the “File Notice Requirement,” and can be waived by unanimous consent or a majority vote of the House (41 votes in an 80-member Assembly). Other provisions contained in Joint Rule 62(a) require a two-thirds floor vote for suspension.

FILE Notice Exceptions

Extraordinary session bills, and all concurrent and house resolutions are exempt from the two- and four-day File notice requirements. Constitutional amendments and joint resolutions ratifying an amendment to the U.S. Constitution are treated as bills, and require proper notice prior to being heard in committee.

Three “Sets” for a Bill

A bill may be set for hearing only three times (J.R. 62(a)). This does not include “testimony-only” hearings or hearings postponed or adjourned by the committee. Additionally, a measure may not be set for hearing pending referral of the bill by the Rules Committee or any other committee (A.R. 56).
Reconsideration: “One Last Chance”

“Reconsideration” is a motion to reverse the previous action and take another vote on a bill once it has failed or passed. Reconsideration is usually utilized in committee to allow another vote on a bill once it has failed passage.

A bill may be reconsidered only once after failing passage in committee, and the notice to reconsider must be made within 15 legislative days or prior to the interim recess, whichever comes first (J.R. 62(a)). The exception is that a bill can be reconsidered the same day as the original vote provided that the author is present and a majority of the committee agrees. If reconsideration is invoked in committee on the same day as the original vote, notice is not required. (Note: on the Floor, reconsideration is “noticed” for the next legislative day.)

Consent Calendar

Pursuant to J.R. 22.1, noncontroversial bills may reported to the Floor with the recommendation that they be placed upon the consent calendar (e.g., “Do pass. To Consent Calendar.”) These uncontested measures must comply with the restrictions imposed under the Joint Rules. These bills must have received no “no” votes and had no opposition expressed by any person present at the committee hearing.

After their second reading, these uncontested bills are placed on the “Consent Calendar–First Legislative Day” for one day, and are then placed upon the “Consent Calendar–Second Legislative Day,” at which point they become eligible for passage. Bills listed on the second-day consent calendar are voted on without debate with one rollcall vote. Any Member may unilaterally remove a bill from the first- or second-day consent calendars. Once removed from consent, the bills are placed at the foot of the third reading file for the next legislative day (see Jt. Rules 22.1, 22.2, 22.3).

Fiscal Committees

Bills are referred to a fiscal committee when they appropriate money, result in a substantial expenditure of state money, or result in a substantial loss of revenue to the state.

A fiscal bill is denoted in the last line of its Legislative Counsel’s Digest as “fiscal committee: yes.” Bills that did not originally have a fiscal impact, but later become fiscal as a result of amendments are re-referred to a fiscal committee, even if they are on the Third Reading File (J.R. 10.5).
Assembly Floor Procedures

Quorum Requirement

The Assembly can conduct business only when a quorum is present. The Constitution defines a quorum as a majority of the membership of the House; therefore, a quorum is 41 members, regardless of whether there are any vacancies in the 80-member Assembly (Art. IV, Sec. 7(a)).

Voting Requirements

41 and 54 Vote Bills

Most bills require a simple majority vote (41) for passage (Art. IV, Sec. 8(b)). However, there are several instances where a two-thirds vote (54) is required:

- most appropriations;
- urgency measures;
- amending the Lottery Act, Prop. 103, Political Reform Act of 1974 (FPPC), or the “Three Strikes Law”;
- suspending Prop. 98;
- overriding the Governor’s veto;
- adopting Constitutional Amendments (ACA’s and SCA’s);
- suspending some Joint Rules.

Other Vote Thresholds

Pursuant to Assembly Rule 8, amending an Assembly Rule requires a majority vote of the duly elected and qualified Members (e.g., 40 votes in a 79-member house). Assembly Rule 7 provides for suspending an Assembly Rule, which takes a majority vote of the Members (e.g., 40 votes in a 79-member house). However, A.R. 7 also provides for the suspension of rules requiring two thirds of those present and voting in specified instances.

Super-majority Votes

There are a few instances that require a super-majority vote (60 or 64), but these scenarios are limited to parliamentary situations that involve the suspension of specific rules, suspending certain Propositions, or dispensing with specified Constitutional provisions.
Assembly Order of Business

Assembly Floor sessions have long followed a predetermined order of business, detailed on the first page of the Assembly Daily File (A.R. 40, A.R. 63). Session commences with an oral attendance rollcall, and progresses through business on the Daily File, and ends with adjournment. Any variation from this order must be approved by unanimous consent, or requires a majority vote of the Members to suspend the “Orders of the Day” under Assembly Rule 40. The exception is that the Speaker may allow adjournment memorials and members’ resolutions to be taken up in a different order if necessary (A.R. 40(b)). Skipping, passing and retaining, or taking up bills out of order on the Daily File requires unanimous consent or a majority vote (A.R. 63).

Making Motions on the Floor

Basic Motions

The proper point at which to make basic motions is under “Motions and Resolutions,” which is one of the first orders of business after the prayer and pledge of allegiance. Generally, basic “housekeeping” motions are made during this time, such as: re-referring recently amended bills from one committee to another; requesting File notice waivers; noticing intent to remove a bill from Inactive File; printing letters of intent in the Journal, etc.

Recognition

When a Member wishes to address the Assembly, he or she must raise the microphone at his or her desk, and then wait for the Presiding Officer to “recognize” the Member. The Presiding Officer will ask the Member “For what purpose do you seek recognition?” at which time the Member should state his or her purpose for rising. (Members not duly recognized by the Presiding Officer are considered out of order.)

No Words Spoken Prior to Motions

When a Member wishes to make a motion, he or she may not speak prior to making the motion, or immediately after. For example, if a Member wishes to re-refer a bill to committee, no editorial comments or arguments may be made prior to making the motion to re-refer. The motion should be made as follows: “Mr./Mme. Speaker, I move to refer Assembly Bill 5000 to the Appropriations Committee.” Once a motion is made and seconded, the Presiding Officer will inform the Member that he or she may open on his or her motion (if the motion is debatable). When debate has ended, the maker of the motion closes and then a vote is taken on the motion.

When making a motion to end debate (“moving the previous question”), only Members that have not previously spoken on the question are eligible to move the previous question.
**Motions: Vote Thresholds**  
*(Based upon H.R. 1 (2007-08), S.C.R. 1, and usage and custom)*

**Motions Granted by 41 Votes**

- Motion to reconsider any bill, resolution, amendment, or motion *(A.R. 100(a))*
- Motion to immediately reconsider a bill *(A.R. 100(c))*
- Motion to re-refer a bill to another committee; or from the Daily File to a committee *(A.R. 96(a), A.R. 97)*
- Motion to withdraw a bill from committee (requires Rules Cmte. approval first) *(A.R. 96(b))*
- Motion to strike a bill (e.g., vetoed bill) from the File *(A.R. 98)*
- Motion to rescind an action or expunge the record *(A.R. 99)*
- Motion to postpone indefinitely *(A.R. 90)*
- To pass over a bill on File (i.e., pass on file, pass and retain, pass temporarily, “skip around” the File) *(A.R. 63)*

**Motions Carried by a Majority Vote of Members** *

- Bringing up a bill without reference to File (“WORF” motion)
- Motion to suspend specified Assembly Rules *(A.R. 7)*
- Suspending the orders of the day *(A.R. 40)*

* Threshold varies based upon the number of members currently serving (e.g., 40 votes in a 79-member House)

**Motions Carried by a Majority of Those Present and Voting**

- Motion to take up on the same day a motion to reconsider a resolution, amendment, or motion *(A.R. 100(c))*
- Adoption of amendments *(A.R. 69(a))*
- Laying an amendment on the table *(A.R. 86)*
- Continuing motion(s) to reconsider until the next legislative day *(A.R. 100(e))*
- Immediate transmittal or ordering a bill returned to the Senate
- Appealing the decision of the Chair *(A.R. 82)*
- Moving, dispensing, or continuing a call of the Assembly *(A.R. 101)*

**Motions Carried by Two-thirds of Those Present and Voting**

- Motion to amend a bill on the last two days preceding the Jan 31, 2006, bill passage deadline (not applicable to “chaptering out” or urgency clause amendments *(A.R. 69(e))*.
- Motion to amend a bill during the last seven days preceding the commencement of Interim Recess or Final Recess (deadline not applicable to “chaptering out” or urgency clause amendments *(A.R. 69(e))*

*(more)*
Business on The Daily File

(See page 26 for more detailed information on the Daily File)

Assembly Agenda

The Daily File is the official agenda for each session. This booklet is published by the File Clerk and Assistant File Clerk, under the direction of the Chief Clerk. The File is printed each legislative day and includes all the bills eligible for floor action. A list of committee hearings, various tables, schedules, and committee memberships are also included in this booklet.

Floor Sessions and Check-in Sessions

The Daily File is published each legislative day, including “Floor Session” days and “Check-in Session” days. A check-in session is a day upon which a quorum is present, but Members are not taking-up business on the Daily File. Usually, Members are participating in committee hearings and conducting other legislative business in the Capitol. Since a quorum is present, day-to-day business at the Assembly Desk can be transacted, such as amending bills on second reading, processing committee reports, etc.

(See page 24 for important attendance information on check-in session days).

Item Numbers

Each measure listed in the File will have a corresponding Item Number which changes from day to day. Pursuant to the rules, all bills must be called upon in the order of their listing in the Daily File (see Assembly Rules 58, 63, and 66).

Order of Business on the DAILY FILE

Items on File are listed in the following order: Special Orders, Second Reading, Unfinished Business, Third Reading, Consent Calendar, Bills in Conference, and Inactive File.

“Skipping Around” the FILE

If a Member wishes to take up a bill out of order on the File, he or she must first seek unanimous consent of the body to go to that item number. The request should be stated as follows: “Mr./Mme. Speaker, I request unanimous consent to move to File Item Number __.” If another Member objects (“withholds unanimous consent”), it requires a suspension of A.R. 63 by majority vote (41).

Addressing Bills not Listed on FILE (“WORF”)

Bills not listed on the Daily File can only be taken up with unanimous consent or by suspending the rules. This process is referred to as “taking up a bill without reference to File (WORF).” A vote of a majority of the members (e.g., 40 members in a 79-member House) is required to take up such a bill.
Amending Bills on the Daily File

Amendments Due to the Desk by 5 p.m. the Day Before Session

Assembly Rule 69 governs the amendment of bills from the Floor. Measures on the Second or Third Reading Files may be amended on the Floor if the proposed amendments are submitted to the Assembly Desk by 5 p.m. the business day prior to the scheduled commencement of session. This provision can be suspended by a majority vote of the members (A.R. 7, A.R. 69(b)(1)).

A copy of the amendments and an analysis are distributed prior to the beginning of debate on the proposed amendments. Analyses may be waived by the Speaker at his or her discretion (A.R. 69(b)(2)). After debate the amendments may be adopted by unanimous consent or a majority of those present and voting. The bill is then ordered reprinted and retains its place on file for the next legislative day.

One-day Waiting Period for Amended Bills
(Urgency Amendments and Budget Trailer Bills Exempted)

The newly amended bill must remain on File for one calendar day before it is eligible to be voted on for passage. However, if the bill is amended by simply adding or deleting an urgency clause, or to make statutory changes to the Budget Bill, then the one-day waiting period does not apply (A.R. 69(d)).

Floor Amendments Prohibited Near Specified Deadlines

Bills may not be amended on the Floor on the last seven days prior to the scheduled commencement of Interim or Final Recess or on the last two days preceding the January 31 bill passage deadline for “two-year bills” (this may be suspended by a vote of two thirds of those present and voting). Urgency clause and “chaptering out” amendments are exempt from this deadline. (A.R. 69(e))

Exemptions

House Resolutions, Concurrent Resolutions, and Joint Resolutions are exempted from the provisions of these rules, but Constitutional Amendments must adhere to the above guidelines.
THE LIFE CYCLE OF LEGISLATION
From Idea into Law

THE CALIFORNIA LEGISLATURE
ASSEMBLY RULES COMMITTEE

Although the procedure can become complicated, this chart shows the essential steps for passage of a bill.

Typical committee actions are used to simply charting the course of legislation.

Some bills require hearings by more than one committee, in which case a committee may re-refer the bill to another committee. For example, bills with monetary implications must be re-referred to the proper fiscal committee in each House before they are sent to the second reading file and final action.

A bill may be amended at various times as it moves through the Houses. The bill must be reprinted each time an amendment is adopted by either House. All bill actions are printed in the DAILY FILES, JOURNALS, and HISTORIES.

If a bill is amended in the opposite House, it is returned to the House of Origin for concurrence in amendments. If House of Origin does not concur, a Conference Committee Report must then be adopted by each House before the bill can be sent to the Governor.
Concurrence in Senate Amendments

Bills that are amended in the other House must be returned to the House of origin for acceptance or rejection (i.e., “concurrence” or “non-concurrence”) of amendments adopted in the other House. For instance, an Assembly Bill amended in the Senate is returned to the Assembly for concurrence in Senate amendments. Concurrence items are placed on the Assembly Unfinished Business File. The Assembly then has two options: concur or non-concur in Senate amendments.

One-day Waiting Period

A vote on concurrence is not in order until the bill has been on the Unfinished Business File for one calendar day (A.R. 77). Resolutions are exempt from the one-day waiting period.

If amendments are concurred in, the measure is enrolled (see page 18) and then sent to the Governor for his or her signature or veto. In the event the House non-concurs, the Speaker and the Senate Rules Committee appoint a six-member conference committee (three from each House) from their respective Houses (see information under “Non-Concurrence: Conference Committees” heading next page).

Substantially Amended Bills

When an Assembly Bill has been substantially amended in the Senate, and is pending concurrence in Senate amendments, the Speaker has the authority to refer such a “gutted” bill (i.e., substantially different bill) to the appropriate committee for further action (see J.R. 26.5 and A.R. 77.2). Also, the House can re-refer a “gutted bill” to a committee with 41 votes (A.R. 97).
Non-Concurrence: Conference Committees

Appointing Conferees

The Assembly Speaker and the Senate Rules Committee each appoint three Members from their respective Houses to serve on a Conference Committee. The three conferees from each House include two Members selected from those voting with the “majority” (larger vote) and one from the “minority” (smaller vote). If there is no majority or minority, any Member may be appointed as a conferee (see J.R. 28.1). The first-named conferee of the bill’s House of origin serves as the Chair of the Conference Committee.

Public Notice

All conference committee meetings must be open and readily accessible to the public. The chairperson arranges the time and place of the conference committee meetings. The conference committee chair shall give notice to the File Clerk in both Houses of the time and place of such meetings. Except for the Budget Bill, notice of each meeting shall be published in the File one day prior to the meeting (see J.R. 29.5).

Approval of a Conference Report

Any amendments may be adopted in conference with a majority of those present and voting, with each House’s conferees voting as a separate “committee.” Also, two Members from each House must agree on the final report by signing and submitting it to both Houses. Once the report is signed and submitted by the conferees, it cannot be amended. If the conferees decide not to change the bill (recommend concurrence in amendments), reprinting of the bill is not required, but the one-day File notice applies.

A conference report is not in order unless it is received at the Desk at least three calendar days prior to the Summer, Interim, or Final Recesses of the Legislature, not including the day the report is received. This is the only conference rule that can be suspended by a two-thirds vote in either House. In other cases, a two-thirds vote is required in both Houses (see J.R. 28, 28.1, 29, 29.5, and 30).

Provisions Must Have Been Heard by a Standing Committee

Except for the Budget Bill, no conference committee shall approve policy or fiscal provisions that have not been heard by the policy or fiscal committee of each House.

Report Must Be in Print for Two Days Before Floor Vote

In addition, no conference report may be heard by the Assembly until it has been in print for two calendar days and noticed in the Daily File for at least one legislative day (see J.R. 30, A.R. 68.8).
Enrollment of Bills

Bills are “ordered to enrollment” once they have passed both Houses. Enrollment is a process whereby the final version of the bill is printed and proof-read to ensure that all the language in the document reflects the final action by the body. The process culminates in the actual delivery of the bill to the Governor’s office.

Signing Period and When Bills Take Effect

If the Governor signs a bill, it generally becomes law the next January 1st following the year in which it was passed. Urgency measures take effect immediately, whereas special session bills take effect 91 days after the final adjournment of that special session (Art. IV, Sec.8(c)(1)).

The Governor has 12 days to consider legislation. Pursuant to the Constitution, any bill that is not vetoed (returned) by the Governor after 12 days becomes a statute without the Governor’s signature. The exception to this provision occurs at the end of each year of the legislative session, when the Governor is allowed 30 days to consider bills passed by the adjournment deadline of the Legislature (Art. IV, Sec. 10(b)(1), Sec. 10(b)(2)).

Vetoes

The Governor may veto a bill by returning it to the House of origin without his or her signature. A letter explaining the Governor’s objections to the bill is printed in the Journal and File of the House from which the legislation originated.

Overriding the Governor’s Vetoes

When legislation is vetoed, the bill number and the accompanying veto message will be printed in the Daily File for consideration by the House. Each vetoed bill shall remain on the File for no more than 60 calendar days from the day the bill was returned by the Governor (see J.R. 58.5). After the 60-day period has expired, the Legislature can no longer override the veto. A veto override must begin in the bill’s House of origin.

If two-thirds of the membership of both Houses vote to enact the vetoed bill, the legislation becomes law without the Governor’s signature (see Art. IV, Sec. 10(a)).
Part Two

Floor Operations and Procedure

• Floor Session Guide
• Essentials of Floor Debate
• General Chamber Information
• Voting Procedures
• Members’ Attendance
Members’ Desks in the Chamber

Desks are unlocked by the Sergeant-at-Arms one hour before session begins.

To gain access to a Member’s desk outside of floor session, contact the Sergeant’s office.

Touch-screen laptop computers provide Members with easy access to bill and analysis text, votes, codes, etc.

A set of “bill books” (compiled overnight by the Office of State Publishing) is available in the Chambers; the books contain the latest copies of every bill on the Daily File.

A copy of the Daily File will be on each desk—this is the calendar/agenda of bills for the day.

How to Operate Voting Mechanism

The voting mechanism must be activated with the key prior to voting. The key to the voting pad is located inside each desk.

When the Presiding Officer instructs the clerk to “open the roll,” a chime will sound, signaling Members to begin voting.

Three colored buttons are located on the voting pad: red, green, and yellow. Press red for “no” and green for an “aye” vote. Pressing the yellow button pages a Sergeant.

All votes are recorded in the Daily Journal, which is the official record of the body. Vote print-outs are available at the kiosks on the sides of the Chamber.

Rollcall

IT IS A COMMON MISCONCEPTION THAT TURNING THE VOTE KEY AUTOMATICALLY PLACES A MEMBER UPON THE ATTENDANCE ROLL. THIS IS NOT TRUE.

Members must be in the Chamber after the gavel has been dropped at the beginning of each floor session in order to be placed on the roll. At that point, the clerk will call the roll and the House will begin business once a quorum is present.

Members who arrive early and then leave the Chamber before the gavel has been dropped will NOT be placed on the attendance roll unless and until they are physically present after the rollcall begins.

Leaves of absence, excuses, illnesses, waivers of per diem, etc. must be cleared through the Speaker’s office.
Presenting a Bill

1. Consult the *Daily File* to find the bill’s item number. The “third reading packet” compiled by the Floor Analysis Unit contains analyses of every eligible bill on File. Caucus staff also produce floor packets for their respective party members.

2. When the Speaker calls the item number, have the microphone up, and rise to address the Speaker and Members.

3. The author has no more than five minutes to open debate on a bill, and no more than five minutes for closing remarks.

Closing Debate

To move the “previous question” (end debate) on a bill or motion other than yours, the following requirements must be met:

- The Member may not make the motion if he/she has already spoken on the pending question.
- The Member must be recognized by the presiding officer.
- The motion must be stated as follows: “Mr./Mme. Speaker, I move the previous question.” (Any further comments may cause the motion to be ruled out-of-order.)
- Five other Members (at their desks) must signify their support for the motion to be valid.
- Once the motion is made, a voice vote can carry the motion, but if a rollcall is demanded, a majority of those present and voting is required for the previous question to be moved.
Telephones

Telephones are located in the Chamber hallway for the exclusive use of Members.

Vote Print-outs

Computer kiosks are located on the sides of the Chamber that provide rolcall print-outs, showing “aye” and “no” votes taken on measures that day. This information is also available on the laptop computers.

No Staff Access to Floor

Staff is NOT allowed on the Floor during session. Staff can communicate with Members during session by having a Sergeant relay messages/paperwork.

Members Cannot Leave Chamber Area During Session

Members are required to obtain a pass from the Speaker if they wish to leave the Floor for any purpose during session.
Vote Adds

Absent any objection, a Member may add his or her vote to previously recorded rollcalls on the same legislative day the vote is taken.

Procedure for Vote Adds

At any time prior to the close of Floor session, a Member who was previously recorded as “not voting” may add his/her vote to any vote taken. Vote Add Kiosks are located in the Assembly Chamber. Members confirm their identity via an electronic process, whereupon missed votes are selected and votes may be recorded. The vote addition may not change the final outcome of the measure.

Vote Changes

Members are allowed to change their vote on that same legislative day with the unanimous consent of the body, as long as the outcome of the vote is not changed.

Procedures for Vote Changes

*Step One: Announcement at Rostrum*

The established procedure of the Assembly is that a Member must announce his or her vote change at the Presiding Officer’s rostrum. The Reading Clerk will then repeat the vote change to ensure that the public has full notice that the Member has changed his or her previously recorded vote.

*Step Two: Electronic Verification*

Like the vote add procedure above, Members are identified at the Vote Add Kiosks located on either side of the Chamber by an electronic process. Upon selecting the desired ballot, the Member affirms the requested change on a touch screen. When it is determined that both the announcement and the signature are completed, the vote changes are released, provided the announced outcome of the measure is not affected. Note that vote changes and additions are not allowed after the quorum call is lifted.

Explanation of Vote

Pursuant to Assembly Rule 104, a Member may submit a letter to be entered in the Journal, explaining his or her vote on a measure. This procedure is often followed when a Member cannot change his or her vote because it would change the final outcome of the bill.
Members’ Attendance

(Contact the Minute Clerk, Sue Parker (telephone 319-2362 if you have any questions regarding attendance.)

Floor Sessions and Check-in Sessions

Generally, the Assembly is “in session” Monday through Thursday. However, being “in session” does NOT necessarily mean that Floor sessions are being held every day. Historically, the Assembly has routinely convened Floor sessions on Mondays and Thursdays, and holds committee hearings on Tuesdays and Wednesdays (known as “check-in session” days). During busy times of the year, Floor sessions are held every day of the week, and sometimes on weekends. The Speaker announces the time and date of the next Floor session prior to adjourning.

Quorum Requirement on Check-in Days

In order for committees to transact business on check-in session days, a quorum of the entire Assembly must be “checked in” at the Assembly Desk by 3 p.m. As a result, the Assembly Desk remains open for attendance purposes from 7 a.m. to 3 p.m. on check-in session days (see check-in procedures below).

Committee Attendance

Committee members serving on an Assembly committee (meeting prior to 3 p.m.) do NOT have to check-in that day. Sergeants-at-Arms will record these Members’ names and forward the attendance to the Assembly Desk. Assembly Members attending Assembly or Senate hearings MUST check in at the Assembly Desk.

Procedures for Checking in

A staff member from the Chief Clerk’s office will be in the Chamber at all times during scheduled check-in sessions (7 a.m. to 3 p.m.) to record Members’ names on the attendance sheet. **A Member simply needs to come to the Chamber and ask that their name be placed on the roll.** New Members should clearly identify themselves to ensure proper recordation.

Absences

Members not placed on the roll are counted as ABSENT and do not receive per diem expenses for that day, unless they have been excused by the Speaker in advance.

Excused Absences

When Members are requesting to be excused from session (check-in or Floor session), request letters should be hand-delivered to the Speaker’s office in an envelope clearly labeled “Session Excuse.”

Letters of excuse for legislative business are printed in the Journal record on the day of the absence. Excuse letters should be delivered to the Speaker’s office one day in advance of the scheduled absence.)
Part Three

Publications

• Overview of Assembly Publications
• Floor Diagram:
  Assembly Desk Staff Guide
• Legislative Terminology
• Useful Links
The Assembly Daily File

The File is the agenda of business for each legislative day. This publication shows all measures eligible for floor action, listed in the order that they may be taken up. All legislative actions taken on the measures are listed below the bill titles. Also, an item number is assigned to each bill, which changes from day to day (see example, below). Inquiries regarding this publication should be directed to Brian Ebbert, telephone 319-2358.

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<td>– Third Reading File</td>
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<td>– Consent Calendar</td>
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<td>– Inactive File</td>
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**EXAMPLE OF A BILL ON THE ASSEMBLY FILE (THIRD READING)**


Jan. 10– Introduced. Read first time. To print.
Jan. 11– From printer. May be heard in committee Feb. 12.
Feb. 12– To Com. on L. GOV.
Feb. 20– From committee: Do pass as amended, but first amend, and re-refer to Com. on APPR. (Ayes 10. Noes 0.) Read second time. Amended. Re-referred to Com. on APPR.
Feb. 25– From committee with author’s amendments. Read second time. Amended. Re-referred to committee.
Feb. 27– From committee: Amend, and do pass as amended.
Feb. 28– Read second time and amended. Ordered returned to second reading file.
Feb. 29– Read second time. To Third Reading.

**Item number**
**Bill number and author**
**Bill Title**
**Vote required for passage**
**30-day waiting period (Art. IV, Sec. 8(a)).**

“Line actions,” showing all actions taken on this bill, from introduction to current position on File.
The Assembly Daily Journal

The Journal is the official record of business that has been transacted in the Assembly on a daily basis. This publication shows all rollcall votes taken on the floor, notes parliamentary motions made during Floor sessions, lists bill introductions, and any other official actions taken by the body (see below). Inquiries regarding this publication should be directed to Sue Parker, telephone 319-2360 or 319-2362.

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<td>– Referral of bills, reports, etc. to committees</td>
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<td>– List of amendments considered</td>
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<tr>
<td>– Text of any document ordered printed in the Journal by the House</td>
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EXAMPLE OF AN ENTRY IN THE ASSEMBLY JOURNAL

Parliamentary Inquiry
Assembly Member Doe arose to the following parliamentary inquiry: What is the vote requirement for passage of A.B. No. 3600?

Reply by Speaker
The Speaker replied that since A.B. 3600 contains an urgency clause, 54 votes are required to adopt the urgency clause, and 54 votes to pass the bill.

MOTION BY ASSEMBLY MEMBER SMITH
Assembly Member Smith moved that the urgency clause be stricken from the bill.

Reply by the Speaker
The Speaker replied that under the Rules, the appropriate motion would be a motion to amend the bill.
The Assembly History

The History is a compilation of all actions taken on every measure introduced in the Assembly. The History contains actions applied to measures during the current week; it is printed at the end of each week, and shows all actions taken on all measures from the beginning of the legislative session. The History also contains various charts, tables, and other useful information listed below. Inquiries regarding this publication should be directed to Amy Leach, telephone 319-2363.

### INFORMATION INCLUDED IN THE ASSEMBLY HISTORY

- Disposition of Assembly Measures
- Schedule of Assembly Recesses
- List of Members, their occupations, and their office information
- Officers of the Assembly
- Chamber seating chart
- Committee memberships, staff
- Committees upon which each Member serves
- Index of messages and committee organization noted in Journal
- Index of reports received and noted in Assembly Journal
- Assembly measures introduced on a daily basis
- Listing of every bill, action, and date of action taken on every bill
- Texts of preprint measures
- Assembly measures listed by original author
- Tribal Gaming Compacts

### EXAMPLE OF AN ENTRY IN THE ASSEMBLY HISTORY

A.B. No. 5000-Smith (Principal Senate coauthors: Senators Grey, Jones, and Williams)

An act to amend Section 2009 of the Elections Code, relating to voter registration.

2007

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<td>Jan.</td>
<td>9– Read first time. To print. May be heard in committee Feb. 10.</td>
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<td>May</td>
<td>16– Referred to Com. on E.R.&amp; C.A.</td>
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<td>June</td>
<td>29– Hearing postponed by committee.</td>
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<tr>
<td>June</td>
<td>30– From committee: Do pass (Ayes 10. Noes 0).</td>
</tr>
<tr>
<td>July</td>
<td>1– Read second time. To third reading.</td>
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"Line actions," showing all actions taken on this bill, from introduction to current status.

Page numbers refer to the page in the Daily Journal upon which the rolcall vote is printed.
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<th>Description</th>
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<td>MINORITY FLOOR LEADER</td>
<td>ELECTED BY CAUCUS HAVING SECOND LARGEST HOUSE MEMBERSHIP. GENERALLY RESPONSIBLE FOR MAKING MOTIONS, POINTS OF ORDER, ETC. TO EXPEDITE ASSEMBLY FLOOR PROCEEDINGS, AND TO REPRESENT MINORITY CAUCUS ON THE FLOOR.</td>
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<td>MOVE A CALL</td>
<td>DELAYING THE ANNOUNCEMENT OF THE VOTE ON A MEASURE. ALLOWS A MEMBER ADDITIONAL TIME TO GAIN MORE SUPPORT FOR HIS OR HER BILL, OR TO BUILD OPPOSITION. A CALL MUST BE ‘LIFTED’ BEFORE THE HOUSE ADJOURNS THAT DAY (i.e., THE FINAL VOTE MUST BE TAKEN THAT DAY).</td>
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<td>MOVE THE PREVIOUS QUESTION</td>
<td>A MOTION MADE TO END DEBATE.</td>
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<td>PASS AND RETAIN</td>
<td>IF A MEMBER WISHES TO WAIT AN ADDITIONAL DAY BEFORE TAKING-UP A BILL, THE MEMBER MAY ASK THE HOUSE FOR UNANIMOUS CONSENT TO “PASS” HIS OR HER BILL ON FILE UNTIL THE NEXT LEGISLATIVE DAY WITHOUT PENALTY.</td>
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<td>PASS TEMPORARILY</td>
<td>A MEASURE TEMPORARILY SKIPPED ON THE AGENDA. IF THE BILL'S AUTHOR DOES NOT TAKE UP THE MEASURE BY THE END OF THE DAY, IT MAY BE PENALIZED (SEE PASS ON FILE).</td>
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<tr>
<td>PASS ON FILE</td>
<td>WHEN THE HOUSE REFUSES TO “PASS AND RETAIN” A MEASURE ON THE AGENDA, IT IS “PASSED ON FILE.” ALTHOUGH THE BILL REMAINS ON THE AGENDA FOR THE NEXT DAY, IF IT IS NOT TAKEN-UP THE SECOND TIME, IT WILL AUTOMATICALLY BE PLACED ON THE INACTIVE FILE.</td>
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<tr>
<td>POINT OF ORDER</td>
<td>PARLIAMENTARY DEVICE USED BY A MEMBER TO BRING ATTENTION TO A POSSIBLE VIOLATION OF THE RULES. THE PRESIDING OFFICER THEN MAKES A RULING ON THE VALIDITY OF THE POINT OF ORDER.</td>
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<td>PRESIDENT PRO TEM</td>
<td>THE SENATE'S LEADING ELECTED OFFICER. ALSO SERVES AS CHAIRMAN OF SENATE RULES COMMITTEE.</td>
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<td>RECESS</td>
<td>A MOMENTARY BREAK IN THE CONDUCTING OF BUSINESS.</td>
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<td>A MOTION TO TAKE ANOTHER VOTE ON A BILL ONCE IT HAS FAILED OR PASSED.</td>
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<td>RESOLUTION</td>
<td>(1) CONCURRENT RESOLUTION: DECLARES THE LEGISLATURE’S STANCE ON A PARTICULAR ISSUE. (2) JOINT RESOLUTION: DECLARES LEGISLATURE’S POSITION ON FEDERAL GOVERNMENT ISSUES. (E.G., ASSEMBLY JOINT RESOLUTION 250=AJR 250; SENATE CONCURRENT RESOLUTION 490=SCR 490)</td>
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<td>ROLL CALL</td>
<td>AN OFFICIAL TALLY OF VERBAL OR ELECTRONIC VOTES.</td>
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<td>THE FIRST ORDER OF BUSINESS ON THE DAILY FILE. THE HOUSE APPROVES OR DENIES COMMITTEE</td>
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<td>SECRETARY OF SENATE</td>
<td>NONPARTISAN, NONMEMBER OFFICER OF THE SENATE, ELECTED BY MEMBERSHIP EACH SESSION. SERVES AS CHIEF PARLIAMENTARIAN. IN CHARGE OF SENATE PUBLICATIONS AND OFFICIAL PROCESSING OF LEGISLATION.</td>
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<td>SERGEANT-AT-ARMS</td>
<td>NONPARTISAN, NONMEMBER OFFICER, ELECTED SEPARATELY BY EACH HOUSE FOR EACH TWO-YEAR SESSION. RESPONSIBLE FOR MAINTAINING DECORUM AND SECURITY DURING FLOOR SESSIONS AND COMMITTEE HEARINGS.</td>
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<td>SPEAKER</td>
<td>ELECTED BY ASSEMBLY EACH TWO-YEAR SESSION. LEADING OFFICER OF THE ASSEMBLY. PRESIDES OVER FLOOR SESSIONS.</td>
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<td>SPEAKER PRO TEMPORE</td>
<td>APPOINTED BY THE SPEAKER. THIS OFFICER PRESIDES OVER FLOOR SESSIONS IN SPEAKER'S ABSENCE.</td>
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<td>THIRD READING</td>
<td>STAGE AT WHICH BILLS ARE ELIGIBLE FOR FLOOR DEBATE AND FINAL VOTE.</td>
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<td>UNANIMOUS CONSENT</td>
<td>THE CONSENT (PERMISSION) OF THOSE MEMBERS PRESENT, ABSENT ANY OBJECTION, DEBATE, OR VOTE (E.G., UNANIMOUS CONSENT WAS GRANTED TO SUSPEND THE FOUR-DAY FILE NOTICE REQUIREMENT TO HEAR A BILL IN COMMITTEE).</td>
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<tr>
<td>UNFINISHED BUSINESS</td>
<td>THE SECTION OF THE DAILY FILE CONTAINING BILLS VETOED BY GOVERNOR, CONCURRENCE ITEMS, CONFERENCE REPORTS, AND CERTAIN MOTIONS TO BE VOTED ON.</td>
</tr>
<tr>
<td>VETO</td>
<td>A BILL THAT HAS BEEN RETURNED BY THE GOVERNOR TO THE HOUSE OF ORIGIN. TWO-THIRDS VOTE OF EACH HOUSE IS NECESSARY TO OVERRIDE THE VETO AND MAKE THE BILL BECOME LAW.</td>
</tr>
<tr>
<td>WHIP</td>
<td>A PARTY OFFICER CHARGED WITH MONITORING FLOOR ACTIVITY OF CAUCUS MEMBERS.</td>
</tr>
</tbody>
</table>
Useful Links

Official Legislative Information (Legislative Web Portal)
http://www.legislature.ca.gov

California Assembly
http://www.assembly.ca.gov

Assembly Chief Clerk
http://www.assembly.ca.gov/clerk

California Senate
http://www.sen.ca.gov

Governor/State of California
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http://www.ss.ca.gov

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