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focus report

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House Committee Procedures

Art. 3, sec. 37 of the Texas Constitution prohibits legislation from becoming law unless it is referred to and reported by a committee in both houses. Committees serve as the preliminary screening process for legislation and allow the public the opportunity to testify about their views on legislative proposals. Legislation may be closely examined and revised in committee before advancing to the next stage of consideration.

A majority of introduced legislation dies in committee. During the 1997 session, for example, 3,734 House bills and joint resolutions were introduced, and 1,586, or 42.5 percent, were reported favorably from House committees. The odds of favorable committee action improve greatly when legislation passed by one chamber is sent to the other. Of the 947 bills and joint resolutions that the House received from the Senate in 1997, 808, or 85.3 percent, were reported favorably from House committees. Senate committees reported 913 of 1,070 of House-passed bills and joint resolutions, also 85.3 percent.

House committees must follow the requirements of the House Rules (HR 5 by Wilson), particularly Rule 4, which deals with committee procedures. Each committee also establishes its own internal operating procedures and practices.

Committees are not required to consider legislation referred to them. If a committee does act, legislation may be:

- ◆ left pending or laid on the table subject to call;
- ◆ referred to subcommittee and either reported or left pending;
- ◆ reported favorably without amendment, as amended, or as substituted; or
- ◆ reported unfavorably or on minority report.

This report reviews the rules and procedures used in House committees. It also provides some sample motions used to initiate committee action and includes citations to House rule provisions. For additional information on the legislative process, see House Research Organization Focus Report Number 76-3, *How a Bill Becomes Law: 76th Legislature*, January 29, 1999.

Committee Authority

Referral by the speaker

The speaker refers all bills and joint resolutions to committee after they are filed with the chief clerk or received from the Senate. Simple and concurrent

Contents

Analysis Before Committee Action	2
Committee Meetings	2
Committee Action	3
Reporting Legislation	4
Motions for Committee Action	5
Procedural Issues	6
Senate Committee Procedures	7
End-of-Session Deadlines	7
House Standing Committees	8

resolutions also are referred to committee, but congratulatory and memorial resolutions often are considered by the House on suspension of the rules without committee action.

The speaker chooses the committee to which legislation is referred, using the general jurisdictional guidelines for committees found in House Rule 3. The speaker sometimes will correct or change a referral by switching legislation to another committee after consultation with the author and the chairs of the two affected committees. A change in referral may occur at any stage before a committee reports legislation (Rule 1, sec. 4). The House also may change a referral by majority vote, although this rarely occurs.

Authority of the chair

The speaker appoints all committee chairs. Once appointed, chairs may not be removed during the two-year term of the legislature. The chair, in consultation with committee members and the leadership, determines the fate of legislation in committee. The chair decides if and when the committee considers legislation. No committee member may make a motion for the committee to act on legislation without being recognized for that purpose by the chair. The chair appoints subcommittee chairs and members (Rule 4, sec. 6). If at least three members object to a ruling by the chair, the ruling may be appealed to the committee (Rule 4, sec. 14).

Analysis Before Committee Action

The committee staff must distribute a copy of an analysis of a bill to committee members before the committee first considers the bill (Rule 4, sec. 7).

Fiscal notes and impact statements

The chair determines whether legislation requires a fiscal note or an impact statement and asks the Legislative Budget Board (LBB) to prepare it. A fiscal note is required for legislation that authorizes spending state funds, has a statewide impact on units of local governments of the same type or class, requires spending of local funds, or affects local taxes, fees, licenses, or penalties (Rule 4, secs. 33 and 34).

Impact statements include:

- ◆ *equalized education funding impact statements*, for legislation involving a change in the public school finance system;
- ◆ *water development policy impact statements*, for legislation proposing to create certain water districts;
- ◆ *tax equity notes*, for legislation that would create or affect a state tax or fee, estimating the general impact on distribution of tax and fee burdens among individuals and businesses; and
- ◆ *actuarial impact statements*, for legislation affecting a public-employee retirement system, prepared by the LBB in cooperation with the State Pension Review Board.

Unlike fiscal notes, impact statements need not be completed before legislation is considered in committee (Rule 4, sec. 34).

If committee amendments change the potential impact of legislation, a new fiscal note or impact statement is required. Original and updated fiscal notes and impact statements must accompany legislation throughout the legislative process, including submission to the governor.

Committee Meetings

Committee meetings begin with the call to order by the chair, who instructs the clerk to call the roll to determine if a quorum — a majority of the committee members — is present. The committee keeps minutes of each meeting showing actions taken, recorded votes, and lists of witnesses (Rule 4, secs. 16 and 18).

Committees may act on legislation during public hearings or formal meetings. Committees also may hold work sessions, in which they may discuss legislation but take no formal action. Notice of public hearings must be posted at least five calendar days in advance during a regular session, 24 hours in advance during special sessions. Formal meetings and work sessions require two hours' advance written notice, posted and transmitted to each committee member, or an announcement filed with the journal clerk and read by the reading clerk while the House is in session (Rule 4, sec. 11).

Committees and subcommittees must receive permission by majority vote of the House to meet while the House is in session. Even if permitted to

meet, no committee may meet in the House chamber while the House is in session (Rule 4, sec. 9).

Public hearings, formal meetings, and work sessions must be open to the public, except for meetings to consider an impeachment or other quasi-judicial matter or unless the House by resolution specifically allows a meeting to be closed. All votes must be taken in open meetings (Rule 4, sec. 12).

House rules do not require that a public hearing be held before legislation is reported from committee. Senate rules do require a public hearing. However, during regular sessions, House committees usually hold public hearings before acting on House legislation. When Senate-passed legislation is referred to a House committee and the House committee already has held a hearing on the House companion to the Senate legislation, the committee often does not hold another hearing before acting on the Senate legislation.

House members are the "author" of House legislation they introduce and the "sponsor" of companion Senate legislation sent to the House. House members have an unconditional right to testify on the legislation they author or sponsor and may open and close the testimony on their legislation. No legislation may be acted on adversely unless its author or sponsor has first been given an opportunity to testify (Rule 4, sec. 30).

Anyone may testify at a public hearing, subject to certain restrictions, although sometimes hearings are limited to invited testimony only. Persons who wish to be recognized to address the committee must fill out and sign a sworn statement including at least their name, address, telephone number, the entity, if any, they represent, and, if representing themselves, their business, profession, or occupation. They also must designate if they favor, oppose, or are neutral ("on") concerning the measure before the committee. All testimony must be recorded electronically.

The chair designates on the statement whether witnesses actually were recognized to address the committee. Those witnesses, except legislators, are listed in the committee minutes in a separate attachment and in the committee report (Rule 4, secs. 19 and 20). Committee members desiring to question witnesses must seek recognition by the chair.

House employees may appear as witnesses only by permission granted by majority vote of the committee (Housekeeping Resolution, HR 4 by Goolsby, sec.

4.09). The General Appropriations Act prohibits state employees from influencing the outcome of legislation, other than to provide information at the request of a legislator (HB 1, 75th Legislature, art. 9, sec. 5). When state employees appear at public hearings as witnesses, they testify "on" legislation.

Committees may, by record vote of at least two-thirds of the members present, issue subpoenas to compel the attendance of witnesses or require production of information. Anyone disobeying a lawfully issued committee subpoena may be prosecuted for contempt of Legislature, a misdemeanor offense punishable by a fine ranging from \$100 to \$1,000 and a jail term of from 30 days to 12 months (Government Code sec. 301.024-.027; Rule 4, sec. 21).

Committee Action

A committee may take no formal action unless a quorum is present. Voting by proxy is not allowed (Rule 4, sec. 16).

Once legislation is laid before a committee, the chair may delay consideration by postponing it, leaving it pending, or referring it to subcommittee. The committee also may take these actions by adopting a motion. Another way to delay action on legislation is to adopt a motion to lay on the table subject to call, which must be approved by majority vote of the committee (Rule 4, sec. 13). Legislation left pending may be considered without any formal action, but legislation that was laid on the table may be considered only if the committee adopts a motion to call it from the table.

While delaying motions are allowed, motions that would prevent a committee from reporting legislation, such as to postpone consideration indefinitely, are out of order (Rule 4, sec. 25). Also, a committee may not adopt a rule that would automatically send all legislation to subcommittee or otherwise have the effect of thwarting the will of a majority of the committee or subcommittee (Rule 4, sec. 13).

Subcommittees

Committee chairs may refer legislation to subcommittee on their own authority, or the committee may adopt a motion to send legislation to subcommittee. The chair may establish and refer legislation to standing subcommittees or may appoint

subcommittees *ad hoc* as needed. Subcommittees need not be of any particular size, but usually have a smaller number of members — often three to five — than the whole committee and have an odd number of members to prevent tie votes.

The subcommittee chair, appointed by the chair of the full committee, decides if and when the subcommittee will consider legislation referred to it. Subcommittee hearings are governed by the same rules as committee hearings, except that subcommittees may not issue subpoenas. Any amendment or substitute previously adopted by the full committee is voided when legislation is sent to subcommittee.

After reviewing legislation, a subcommittee submits a written report of its recommendations to the chair of the full committee. The full committee may not act on a subcommittee report until 48 hours after the report has been provided to all members of the full committee. At any point before the subcommittee reports, the chair may recognize a member to move that the legislation be recalled from subcommittee (Rule 4, secs. 43-50).

Offering amendments or substitutes

A committee may adopt proposed amendments to legislation. Committee amendments only are recommendations made to the House, which must vote separately on each committee amendment during floor consideration of the legislation. In the committee report, committee amendments are attached at the end of the original version of legislation on a separate page.

Rather than adopt individual amendments, a committee may adopt a complete substitute to the original legislation. Often when the committee has adopted amendments to legislation, a substitute incorporating the amendments will be prepared. If a substitute is adopted, the substitute, not the original version, is reported to the House. If the legislation is considered on the House floor, the House does not vote separately to adopt the substitute as it does for committee amendments but considers the substitute in place of the original bill.

House rules concerning germaneness and other restrictions that apply to amendments offered on the floor also apply to amendments and substitutes offered in committee. Amendments and substitutes are in order any time after legislation is laid out. For example, a substitute may be offered and adopted before testimony is heard. Committee members often submit

amendments or substitutes in advance to the chair, who lays them out and recognizes their author for an explanation, or members may seek recognition and offer amendments during the course of committee consideration. Amendments usually are adopted by unanimous consent or nonrecord vote, but record votes on amendments sometimes occur if a substantial minority on the committee is opposed (Rule 4, secs. 39-41).

Reporting Legislation

Committee work on legislation is considered final when a majority of the committee reports favorably or unfavorably or reports an inability to act (Rule 4, sec. 26). “Reporting” means taking final, formal action.

Typically, the chair will not recognize a member to make a motion to report legislation favorably unless convinced that the motion has majority support. As a result, a motion to report legislation favorably rarely fails. Committees also may vote to report legislation unfavorably, formally killing it, something that occurs even more rarely.

In the event of a tie vote or other inability to act on a committee motion to report legislation favorably or unfavorably, the House by majority vote may leave legislation in committee for further consideration, refer it to another committee, or order it printed, in which case the legislation is sent to the Calendars Committee (Rule 4, sec. 27).

When a committee votes to report legislation unfavorably, it officially kills it. If this happens, members of the committee desiring to report the bill favorably may file a minority report and seek the permission of the House to “print the bill on minority report,” thereby sending the legislation to the Calendars Committee (Rule 4, secs. 28 and 29). This procedure also is rarely used.

Committee reports

If legislation is reported favorably, a committee report is printed. Committee reports must be signed by the committee chair or by a majority of the committee members. Committee reports must be addressed to the speaker and contain the following:

(continued on page 6)

Motions for Committee Action

Once legislation has been laid out in committee, the chair or any committee member recognized by the chair may make any of several motions. Some committees require a second for certain motions; others do not. Most motions are adopted by nonrecord vote — either without objection or by voice vote.

Delaying action

Once legislation has been laid out, action may be delayed by postponing consideration of the legislation, leaving it pending, laying it on the table subject to call, or referring it to subcommittee. In many committees, these motions are made routinely by the chair and adopted without objection. Also, the chair is authorized to postpone legislation, leave it pending, or refer it to subcommittee without a motion. For example, a member gaining recognition by the chair may move:

to leave HB/SB (or HJR/SJR) _____ pending;

to lay HB/SB _____ on the table subject to call;
or

to refer HB/SB _____ to subcommittee.

Action on legislation previously laid out

To renew consideration of legislation that was laid out and then not acted on, the chair or a committee member may move:

to lay out HB/SB _____ on pending business;

to call HB/SB _____ from the table;

to recall from subcommittee and lay out HB/SB _____; or

to lay out HB/SB _____ on subcommittee report.

Amendments

Once legislation is laid out and is under consideration, it may be amended. Often the chair will lay out proposed amendments or a substitute. Members seeking to offer amendments must be recognized by the chair.

Often amendments are simply laid out and explained, but a formal motion may be used, such as:

I move to amend HB/SB _____ [as substituted] by [brief description of amendment].

After adopting individual amendments, the committee may incorporate them into a single substitute. Another common practice is to lay out the substitute first, then offer any subsequent amendments to the substitute.

Reporting legislation

The wording of the motion to report legislation favorably to the full House varies depending on the committee. The motion to report legislation requires a record vote.

A standard motion for reporting legislation is:

I move that HB/SB _____ [as amended, as substituted] be reported favorably to the full House with a recommendation that it do pass and be printed [and sent to the Local and Consent Calendars Committee].

Substitute motions

A member may supersede a pending motion by offering a substitute motion. The committee is required to vote on the substitute motion first. For example, if a motion is made to report legislation to the full House, a substitute motion may be made to refer the legislation to subcommittee.

(continued from page 4)

- ◆ the record vote adopting the report;
- ◆ the committee's recommendations;
- ◆ the date on which the recommendations were made;
- ◆ a detailed summary, prepared by the Office of House Bill Analysis, including background and purpose of the legislation and an analysis of its content;
- ◆ for Senate legislation, the primary House sponsor and all House joint sponsors or co-sponsors;
- ◆ a statement of differences between a committee substitute and the original version, if applicable;
- ◆ a statement indicating whether any rulemaking authority is expressly delegated by the legislation and identifying the sections in which the rulemaking is delegated;
- ◆ a summary of the committee hearing;
- ◆ a list of persons, excluding legislators, recognized to address the committee and the entities they represent;
- ◆ a notation that the legislation has been forwarded for preparation of a fiscal note or impact statement, if applicable;
- ◆ a brief explanation of each amendment adopted by the committee; and
- ◆ any recommendation that legislation be sent to the Local and Consent Calendars Committee for placement on the Local, Consent, and Resolutions Calendar (Rule 4, secs. 6 and 32).

The committee report is attached to a copy of the original version of the bill or committee substitute on "1st Printing," along with any proposed committee amendments to the original bill and any fiscal notes or impact statements.

Instructing the committee to report

After legislation has been in committee for at least six calendar days, any member may move on the House floor to instruct the committee to report it. Adoption of such a motion requires a two-thirds vote during the first

76 days of the session, a majority vote thereafter. If instructed to report by the House, the committee must report within a week. Within seven days after a committee is instructed to report, the House may consider a motion to re-refer the legislation to another committee (Rule 7, secs. 46 and 47).

Referral to calendars committee

All legislation reported from committee is sent to either the Calendars Committee or the Local and Consent Calendars Committee, which decides if and when legislation will be scheduled for floor consideration. A committee recommendation to send legislation to the Local and Consent Calendars Committee requires unanimous consent (Rule 6, sec. 23). Generally this recommendation is made as part of the motion to report the legislation.

Procedural Issues

According to House precedent, once legislation has been reported from committee in conformity with the rules, the speaker will not hear points of order referring to parliamentary errors or erroneous rulings allegedly made by the chair during committee deliberations (Rule 4, sec. 14).

A motion to recommit legislation to committee may be offered either by a routine motion or during floor consideration of the legislation. During consideration of a motion to recommit, the merits of the legislation are not debatable, unless the motion is to recommit "with instructions," such as for the committee to report by a particular time or date (Rule 7, secs. 18-20). This procedure is rarely used.

Points of order may be raised on the House floor regarding committee actions taken after legislation has been reported. However, a point of order raised for violation of a rule concerning committee reports or minutes or accompanying documents may be overruled if the purpose of the rule was substantially fulfilled and the violation did not deceive or mislead (Rule 1, sec. 9). If a point of order regarding committee action is sustained, the bill is returned to committee.

If a point of order is raised and sustained on the House floor that a committee substitute is not germane, in whole or in part, to the original version of a bill, the legislation is returned to the Calendars Committee. The Calendars Committee may have the original version printed and placed on the calendar or

may return the legislation to committee for further action (Rule 4, sec. 41).

Senate Committee Procedures

Senate committee procedures generally are the same as in the House, but there are some significant differences.

No bill may be reported from a Senate committee without a public hearing. Any senator, regardless of whether the senator is a member of the committee, may question a witness (Senate Rule 11.19).

Notice of Senate committee hearings must be posted at least 24 hours in advance. However, a senator may “tag” a bill by filing a request with the Senate secretary or the committee chair that the senator receive written notice of the time and place for the hearing on a particular bill at least *48 hours* before the hearing is scheduled. Tags are used most often near the end of a session to slow down consideration of, and thereby kill, bills. A tag is not effective if notice of the hearing has been posted for 72 hours and the Senate was in session at any time during the first 24 of the 72 hours (Senate Rule 11.20).

The Senate requires that impact statements be attached to a measure before the final vote in committee; the House does not require this. In the Senate only, the LBB prepares an *open government impact statement* for bills that may reduce public

access to government information or the transaction of public business, unless the author or sponsor certifies in writing to the committee chair that the statement is not needed. Also in the Senate only, the LBB prepares a *higher education impact statement*, in consultation with the Higher Education Coordinating Board, for legislation establishing or changing the classification, mission, or governing structure of a higher education institution. Unlike the House, the Senate does not require a water development policy impact statement (Senate Rule 7.09).

End-of-Session Deadlines

House committees are affected indirectly by the end-of-session deadlines that prohibit second reading of nonlocal House bills after the 122nd day of the session, of local House bills after the 130th day, and of Senate bills after the 134th day (Rule 8, sec. 13). The daily calendar must be placed in each member’s mailbox at least 36 hours in advance of floor consideration on second reading (Rule 8, sec. 14). Given the time required to prepare and print committee reports and send them to the Calendars Committee, House committees as a practical matter must report bills at least three days before the second-reading deadlines for the bills to be considered.

The Senate may not consider any bill reported from Senate committee during the final 17 days of the session (Senate Rule 7.24).



House Standing Committees

Agriculture and Livestock	General Investigating	Pensions & Investments
Appropriations	Higher Education	Public Education
Business & Industry	House Administration	Public Health
Calendars	Human Services	Public Safety
Civil Practices	Insurance	Redistricting
Corrections	Judicial Affairs	Rules & Resolutions
County Affairs	Juvenile Justice & Family Issues	State Affairs
Criminal Jurisprudence	Land & Resource Management	State, Federal & International Relations
Economic Development	Licensing & Administrative Procedures	State Recreational Resources
Elections	Local & Consent Calendars	Transportation
Energy Resources	Natural Resources	Urban Affairs
Environmental Regulation		Ways & Means
Financial Institutions		

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