A Participant's Guide: Organization & Function of the Legislature

Excerpt from "A Participant’s Guide to Hawaii State Legislative Process" (January 2008), A Public Access Room (PAR) Resource

The PAR is a division of the Legislative Reference Bureau (LRB), Hawaii State Legislature
Welcome to the Public Access Room (PAR), a division of the non-partisan Legislative Reference Bureau. We serve as your office at the Hawaii State Capitol, and strive to make Room 401 (fourth floor, mauka) a welcoming and resourceful place for you to work on legislative issues.

This guide is designed to help you, and your family, neighbors, friends and colleagues, participate in the State legislative process in Hawaii.

We hope you find it a useful resource tool. We know we haven't been able to cover everything. So please call, email or drop on by the office if you have any questions, suggestions or concerns. Your input will help us improve the services we provide to the public.

Mahalo.

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A Division of the Legislative Reference Bureau
415 S. Beretania St., Room 401
Honolulu, HI  96813

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From the Neighbor Islands, dial toll free:
  974-4000 Hawaii
  984-2400 Maui
  274-3141 Kauai
  800/468-4644 Molokai/Lanai
followed by the extension 7-0478 for our office or 7-0793 fax

Email:  par@capitol.hawaii.gov
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WHERE DOES IT FIT IN GOVERNMENT?

BRANCHES OF GOVERNMENT

At each level of government (federal, state and local), duties and functions are handled by three separate and coequal branches, each with its own distinct powers – usually, the executive branch, legislative branch and judicial branch. This manual will focus on the Legislative Branch of the State of Hawaii. Here’s an overview of the three branches.

- **Executive Branch**
  
  This branch implements laws, supervises compliance, and enforces. At the Hawaii State level, Departments and agencies within the Executive Branch advise the Governor on associated policy issues and help execute those policies or provide special services.

- **Legislative Branch**
  
  At the Hawaii State level, the legislative branch consists of the two chambers of the Legislature (it is referred to as "bicameral") – the Hawaii State Senate and the Hawaii State House of Representatives – and their support staffs and service agencies. The Legislature’s primary duty is to make or amend laws, which are then passed on to the Governor for enactment. Either or both chambers can also adopt resolutions to express the will, wish or direction of the chamber or Legislature. Additionally, the Senate and House may propose amendments to the Constitution of the State of Hawaii; such proposals are offered to the electorate for approval.

- **Judicial Branch**
  
  The judicial branch settles disputes on the meaning and interpretation of laws, how they are applied, and whether they conform with the Federal and State constitutions and existing law. (Note: In Hawaii, there is no local or county-
level judicial branch, whether for ‘traffic court’ or other matters.) All non-Federal courts are State courts.

** LEVELS OF GOVERNMENT **

This manual will focus on participation in the State of Hawaii legislative process. It’s important to distinguish the State process from two other important legislative arenas – Federal and Local.

Occasionally, you may be advised by your State Senator or Representative that the issue or concern you’ve brought to their attention is one that is not in their jurisdiction, and should be addressed by your Federal or County representatives. To contact your elected officials, a helpful resource is the Directory of State, County and Federal Officials, published annually by the Legislative Reference Bureau.

Here’s a table that provides an overview of the levels of government in Hawaii.
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THE HAWAII STATE CAPITOL

The Hawaii State Capitol is located in downtown Honolulu at 415 S. Beretania Street, at its intersection with Punchbowl Street. It is situated directly mauka of Iolani Palace in Honolulu’s “Capitol district” (the section of downtown Honolulu which is the current and historic center of Hawaii's state government and includes numerous government buildings). The Capitol itself is a distinctive building, incorporating the unique beauty of Hawaii in its design. More information, tours of the building, and maps of the Capitol district are available through the Governor’s Office of Information, State Capitol, Room 415 (phone: 586-0221).

Getting There
The Capitol is accessible by public transportation. You can get helpful information on The Bus by calling 848-5555.

A Challenge: Parking!
If you've opted to drive, parking is probably your next question! Parking during legislative session is very limited. Some metered parking is located beneath the Capitol, accessible via Miller Street (off Punchbowl, across the street from Queen's Hospital’s emergency room entrance). Other metered parking areas and pay-per-hour lots are located throughout the downtown area.

Many of the Capitol’s hallways are open-air, while meeting rooms may be air-conditioned. While Hawaii’s climate is mild, for comfort, you may want to consider layered clothing.
**LAYOUT OF THE STATE CAPITOL**

**CHAMBER LEVEL (PARKING LEVEL, BELOW GROUND)**

Legislators enter the House and Senate chambers on this level (the public uses the ground (street) level entry to the chamber galleries). The House and Senate Clerk’s offices, the House and Senate Sergeant-at-Arms offices, the House and Senate Print Shops, and other support offices are on this level. The Senate Majority and Senate Minority research offices are also located here. In addition, the media have rooms available for their use while at the Capitol. You’ll also find the Legislative Reference Bureau Library (Room 005) – a great resource and research room that’s open to the public. Other resources that may come in handy on Chamber level are the snack room, ATM machine and security offices. Pay telephones are located in the Diamond Head mauka corner on this level. (Telephones are also available in various locations on other levels.)
**OPEN ROTUNDA (GROUND LEVEL).**

The ground level entry to the Capitol Building features an open rotunda, and public entry to the galleries (viewing areas) of the House Chambers (Ewa) and Senate Chambers (Diamond Head).

Where are your legislators? At the Capitol, legislators’ office numbers are posted by the elevators on the chamber level, on the 2nd, 3rd, and 4th floors. Better yet, come to the Public Access Room (room 401) or visit our website (www.hawaii.gov/lrb/pa) for a current list of office locations, phone numbers and email addresses.

**2ND FLOOR – SENATE OFFICES**

The second floor of the Capitol serves primarily as Senators’ offices and meeting rooms.
Did you know?...
From 1959 (statehood) until the Capitol was built in 1969, Iolani Palace was used as the statehouse for both the Governor and Legislature.

3rd Floor – House Offices

The third floor of the Capitol holds about half of the Representatives’ offices, and meeting rooms.
4TH FLOOR – DEPARTMENTAL

While the elevator labels the fourth floor as “Departmental,” only a portion of the floor is used by executive offices (the Governor’s Office of Information, for example). The rest of the floor is shared between Representatives’ offices (including the Office of the Speaker of the House of Representatives), Senators’ offices (including the President of the Senate), and legislative support offices such as those of the Legislative Reference Bureau (LRB). The House Majority and House Minority research and support offices are also located here. The LRB’s Research and Revision Office, Systems Office (LRBSO) and the Public Access Room (Room 401) are all located on this level.
The fifth floor houses two offices: the Office of the Governor (Diamond Head side) and the Office of the Lieutenant Governor (Ewa side).
ORGANIZATION AND FUNCTION

BICAMERAL LEGISLATURE

The Hawaii State Legislature consists of two chambers (or houses), the Senate and the House of Representatives. They convene in separate chambers or rooms, unless a special joint session is called.

Senators serve staggered four-year terms (roughly 1/2 of the Senate is up for reelection every two years), while Representatives serve two-year terms (every two years, all Representatives must be elected or re-elected).

DISTRICTS

Hawaii has 25 State Senators and 51 State Representatives. Every resident of the State is served by one Senator and by one Representative. Each Senate district is roughly twice the size of a House district.

Maps of the districts are available in the Public Access Room (PAR) and online on the PAR’s website (www.hawaii.gov/lrb/par) or the Office of Election’s website (www.hawaii.gov/elections).

LEADERSHIP, ORGANIZATION AND RULES

Rules governing the internal leadership, organization and protocols of each chamber can be found on the Hawaii State Legislature’s website under the “House” and “Senate” links. (See the Step-by-Step section for an easy guide to finding them.) The rules cover everything from the responsibility and power of
the Senate President or the Speaker of the House of Representatives to guidelines for appropriate conduct when on the floor of the chamber.

What do they mean when they talk about Senate or House “leadership”? They are usually referring to:

- President of the Senate or Speaker of the House
- Vice President of the Senate or Vice Speaker of the House
- Senate or House Majority Leader
- Senate or House Majority Floor Leader
- Senate or House Majority Policy Leader

The major officers of the House and Senate are chosen by the chambers’ membership after even-year November elections. Each chamber selects a presiding officer to conduct floor sessions and exercise control over operations, facilities and properties. The presiding officer also exercises control over the appointment of subject matter committee chairs, conference committee members, and working with the other chamber to schedule the legislative calendar and timetable. The presiding officer for the House is the Speaker of the House (addressed as "Mister Speaker" or "Madam Speaker") and the presiding officer for the Senate is the Senate President (addressed as "Mister President" or "Madam President").

The Speaker of the House and Senate President also represent their chambers publicly and in communication with other agencies. In the presiding officer’s absence, the Vice Speaker or Vice President assumes the respective duties and responsibilities.

CAUCUSES

In addition, members of both the majority and minority parties form partisan caucuses, which may have their own internal rules of procedure and administration (such rules will always be subordinate to the House or Senate rules). The caucuses allow members to pool their efforts in attempting to advance legislative priorities they have in common. Both the majority and minority parties elect their own official leaders and have staff offices in the Capitol that support party members in their legislative roles.
STANDING COMMITTEES

Standing committees are formed at the start of each biennial session by House and Senate leadership, and the chairs, vice chairs and members are appointed for each standing committee. Information regarding the particular processes involved in naming committees and the roles of the chairs and vice chairs can be found in the Senate and House rules. The committee chair or vice chair is responsible for calling meetings, preparing agendas, and presiding at meetings. Additionally, they and their offices prepare information for committee members and leadership, and produce reports conveying the committee’s findings and recommendations.

The committee system helps to prioritize and equitably distribute legislators’ responsibilities. It also distributes a certain amount of power to committee chairs, who can decide to block a bill from moving forward simply by refusing to have the bill heard by the committee. Legislators with expertise in certain areas are often assigned to committees that could benefit from their knowledge. In addition to considering legislation, committees may initiate inquiries, perform fact-finding, and review budget plans and proposals through public hearings, review of reports and studies, staff research and investigation, and other activities.

Lists of the current standing committees, their chairs, vice chairs and members can be found in the Public Access Room or on our website. The information can also be found on the Hawaii State Legislature site, under the “House” and “Senate” links. Also available at these locations are lists of the committee acronyms and their translations (for example, “WAM” stands for the Senate Committee on Ways and Means).

LEGISLATIVE POWERS

Our two-chambered legislature is the lawmaking body of state government. As such, it is vested with the power to enact laws (amend, create and delete from the Hawaii Revised Statutes or the Session Laws of Hawaii), and to pass substantive and non-substantive resolutions. The House and Senate may also propose amendments to the Constitution of the State of Hawaii.
The electorate participates in the enactment of legislation through the election of their State Senator and Representative, and through communication and feedback with them and others in the Legislature. Approval by the electorate is required for adoption of any proposed amendment to the Constitution of the State of Hawaii.

The State Legislature is also charged with approving the State budget, which originates in the House by request of the Governor. The Senate wields advice and consent powers over judicial nominees and certain executive office appointees (for example, directors of executive departments and members of many boards and commissions). The Legislature may also exercise impeachment powers against the Governor and Lieutenant Governor, discipline its own members, and exercise quasi-judicial powers for certain offenses against the Legislature or its members. Legislative committees may conduct reviews, and the Legislature may call on executive departments or the non-partisan legislative service agencies to research and report on issues or programs, in order to provide information needed to consider pending legislative initiatives. The Legislature may also propose amendments to the Constitution of the State of Hawaii (though for them to be adopted into the Constitution, the amendments must be approved subsequently by the electorate in a general election).

**COMMON CONSTITUENT SERVICES**

Senators and Representatives display a wide variety of styles in their individual administrations. They are happy to hear or read your particular views on the issues of the day, and to learn what constituents consider their own priority issues and concerns. Legislators’ staff may be able to advise you of current initiatives that may address your concerns. Additionally, legislators and their staffs may be able to offer assistance to constituents on a wide variety of topics relating to the Legislature, such as jurisdictional issues, ways to honor particular people or organizations, and effective networking.
SESSIONS

TYPES OF SESSION: REGULAR AND SPECIAL

The Legislature operates in a biennial (two-year) cycle. Technically, a new “Legislature” with a distinct number starts every odd-numbered year, and consists of two regular sessions and any special sessions that have been convened during the period.

In even-numbered years, the regular session is actually a continuation of the year before. Bills neither passed into law nor vetoed the previous year are carried over to the even-numbered year, and resume in the second year's regular session at the same point in the legislative process as they were left the previous spring. (Resolutions do not carry over to the next legislative session.) Regular sessions are discussed in more detail in the next section.

In addition to regular sessions, special sessions may be called. There are two ways that special sessions can be convened -- by a two-thirds vote of each chamber, or by the Governor. (This is specified in the Constitution of the State of Hawaii, Article III, Section 10.) Special sessions are limited to a period of thirty days. However, provision for extending the session up to an additional fifteen days is made in the Constitution.

Special sessions may be called for a wide variety of reasons. These may include an attempt to override governor's vetoes, or to amend vetoed legislation. Special sessions may also be called to address emergency situations or matters of pressing import.

9/11/2001 and the Need for a Third Special Session

During the summer of 2001, two special sessions had been convened. After the terrorist attacks, a third special session was convened in order to consider and pass emergency legislation as a result of drastically changed circumstances in the State. Numerous measures were introduced; ultimately fifteen bills were enacted as a result of the special session -- relating to unemployment, transportation, state finances, tax credits, and other areas. Thus the Hawaii State Legislature was able to convene and respond to suddenly changed circumstances.
REGULAR SESSION

The Hawaii State Legislature is a ‘part-time’ legislature, meaning that it is not in session throughout the entire year. Instead, regular session is convened in January each year – specifically, the Constitution of the State of Hawaii dictates that opening day of the regular legislative session will be on the third Wednesday in January, and that the legislature will convene at 10:00 a.m. on that day (Article III Section 10).

The Constitution also mandates that each regular session be made up of 60 legislative days, with a mandatory 5-day recess about a third of the way through. Legislative days exclude weekends, holidays and recess days, and indicate days during which the House and Senate actually convene on their respective Chamber floors. The 5-day recess provides legislators, those from neighbor islands in particular, with the opportunity to check in with their constituents and receive feedback about issues before the legislature. In addition to the 5-day recess, other ‘recess days’ appear throughout the legislative calendar.

On legislative days, the chambers each issue an Order of the Day which lists the agenda for floor activity. The Order of the Day can be picked up at the appropriate print shop, viewed at the Public Access Room, or found online on the Bill Status and Documents page of the Hawaii State Legislature’s website.

A record of floor activity on legislative days is recorded in House and Senate journals for future reference. In addition to actions and statements made on a particular day, legislators may be granted permission to submit written comments. Copies of the House and Senate Journals are available in the Legislative Reference Bureau library (chamber level, room 005).

How to remember when the new biennial session starts…

If you find yourself frustrated trying to remember that the biennium begins in an odd numbered year, think it through. Representatives are elected in November of even numbered years. A new session will always follow the election of State Representatives, to allow them the opportunity to work an entire cycle during their two-year term. So, a new biennial session begins in January of the year following the election – by definition, an odd one.
LEGISLATIVE DEADLINES

Usually in December each year, the Senate and House of Representatives establish the Legislative Calendar for the upcoming year’s regular session. The calendar specifies opening day, *adjournment sine die*, deadlines for introduction and movement of measures, recess days (including the five consecutive recess days mandated by the Constitution, as mentioned earlier), and each of the 60 days the legislature will convene. A copy of the Legislative Calendar is available from the Senate or House Print shops, or you can go to the Information Sheets page of the Public Access Room website (http://www.state.hi.us/lrb/par/).

STAFF

While legislators may be in and out of their Capitol offices during *interim* (the time between sessions), their offices are staffed year-round with an office manager, and perhaps other staff members or volunteers as well.

Additionally, a variety of other staff members remain at the Capitol year-round including the following House and Senate offices and their staff.

- **House offices:** House Clerk, Sergeant-At-Arms, Finance Committee staff, Judiciary Committee staff. Majority and Minority research and support offices assist their parties' legislators.

- **Senate offices:** Senate Clerk, Sergeant-At-Arms, Ways and Means Committee staff, Judiciary Committee staff. Majority and Minority research and support offices assist their parties' legislators.

- **Service agencies:** Non-partisan Legislative Reference Bureau and its divisions.
• **Building Security and Maintenance:** Department of Public Safety (provides security 24-hours a day), Department of Accounting and General Services (DAGS) staff (ensures that the Capitol is a safe and welcoming environment).

### Legislative Service Agencies

Several legislative service agencies support the Hawaii State Legislature. These are non-partisan offices that are open year-round and may prove helpful to you as you participate in the political process.

#### Office of the Ombudsman

The Ombudsman is the official complaints officer for the State. The office investigates complaints about executive branch agencies of the state and county governments, as well as administrative aspects of the judiciary branch. The office is charged with serving as a neutral and independent resource for citizens experiencing unresolved difficulties with executive agencies, and may recommend changes to laws, rules or procedures if warranted. A resource for those frustrated by attempts to ‘go through the process’ with executive agencies. (The office’s "charter" can be found in [Chapter 96](#) of the [Hawaii Revised Statutes](#).)

**Office of the Ombudsman**

465 South King Street, 4th Floor
Honolulu, Hawaii 96813
Telephone: (808) 587-0770
Fax: (808) 587-0773
TTY: (808) 587-0774
Email: complaints@ombudsman.hawaii.gov
Website: [www.ombudsman.hawaii.gov](http://www.ombudsman.hawaii.gov)

#### Legislative Reference Bureau

The Legislative Reference Bureau (or LRB, as it’s generally known) consists of a staff who serve the Legislature impartially. Offices include Research, Systems
Office (LRBSO), LRB Library, the Public Access Room (PAR), and Statute Revision.

The Bureau provides non-partisan research and library services, drafts and edits proposed legislation, maintains an internal database for use by the legislators and the public, revises and publishes the State’s statutes to reflect newly passed laws, and operates the Public Access Room.

**Legislative Reference Bureau**

415 S. Beretania St.
State Capitol, Room 446
Telephone: (808) 587-0666
Fax: (808) 587.0681
Website: [www.hawaii.gov/lrb](http://www.hawaii.gov/lrb)

**Auditor**

The Auditor is appointed by the Legislature to conduct post-audits of the transactions, accounts, programs and performance of all departments, offices, and agencies of the State and its political subdivisions. The Legislature may also direct the Auditor and its staff to undertake additional studies and investigations. Although the Auditor is sometimes referred to as the “legislative auditor,” the Auditor officially reports to both the legislature and the governor. (Established in the [Constitution of the State of Hawaii, Article VII, Section 10.](http://www.hawaii.gov)

**Office of the Auditor**

Kekuanaoa Building
465 South King Street, Room 500
Honolulu, Hawaii 96813-2917
Telephone: (808) 587-0800
Fax: (808) 587-0830
Website: [www.state.hi.us/auditor/index.htm](http://www.state.hi.us/auditor/index.htm)

**Ethics Commission**

The mission of the Ethics Commission is to administer and enforce the State's governmental ethics laws. Their responsibilities include oversight of the State Ethics Code, including financial disclosure requirements (for state officers,
employees, board and commission members, and candidates for state elective office), and the State Lobbyists Registration Law. The Ethics Commission is administratively attached to the Auditor's Office.

**Ethics Commission**
1001 Bishop Street,
American Savings Building Tower, Suite 970
Honolulu, HI 96813
Mailing address: PO Box 616, Honolulu, HI 96809
Telephone: (808) 587-0460
Fax: (808) 587-0470
Email: ethics@hawaiiethics.org
Website: [www.hawaii.gov/ethics/](http://www.hawaii.gov/ethics/)
APPENDIX: PUBLIC ACCESS ROOM

HISTORY

During the 1989 Legislative session, the Hawaii State Legislature passed SB 832, which was enacted into law (Act 331, Session Laws of Hawaii 1989) and endeavored to improve public access to legislative information. Originally staffed by community volunteers, the Public Access Room (PAR) was established as part of a permanent public access program in 1994, offering a year-round staff and services. Since 1996, the PAR has been a division of the non-partisan Legislative Reference Bureau.


SERVICES

If you visit the Public Access Room, all of these services and resources will be available to you. Note: Some of these resources may be accessed on the PAR’s website (www.hawaii.gov/lrb/par).

- A public phone for short local calls related to legislative issues.
- TTY telephone service for the deaf or hearing impaired.
- Wheelchair accessibility.
- Large-print reading materials.
- A complete copy of the Hawaii Revised Statutes (HRS) and annual updates.
- Complete Session Laws, beginning with 1993 Special Session.
- Dictionaries (English, Hawaiian, Spanish, German, French, Japanese, Chinese, Tagalog, Ilocano) and thesauruses.
- Phone books for all Hawaiian Islands.
- Almanacs.
- Free copies of your testimony to be presented before Legislative Committees.
- Computers and office supplies to prepare testimony for Legislative Committees.
- Workspace for writing, researching and conducting small meetings.
- Computer terminals to track bills on the Legislature's Website and research issues on the Internet.
- A television for viewing House and Senate proceedings courtesy of the Legislative Broadcast Project.
- In-house viewing of DVDs, from the PAR library, relating to the three branches of government; the Bill of Rights & the U.S. Constitution; the Founding Fathers of the United States; and School House Rock.
- Hearing notices for the House of Representatives and Senate.
- House of Representatives and Senate Orders of the Day.
- Governor's appointments to boards and committees.
- Up-to-date Session Information Sheets: handouts with key information about the Legislature.

**USE GUIDELINES**

The Public Access Room (PAR) was established “to enhance [the public’s] ability to participate in the legislative process” (Section 21G-2, Hawaii Revised Statutes). We ask that patrons of our room adhere to some guidelines when utilizing our facilities:

- Please sign in before using our services and facilities. If you come to the PAR several times a day, you only need to sign in once.
- Please maintain a quiet atmosphere by keeping your voices down when using our room.
- Please refrain from using profanity.
- No eating or drinking is allowed in the room.
- Please do not leave any personal belongings in the room when you leave. The PAR staff will not be responsible for personal belongings or valuables that are left unattended in the room.

**SERVICES AND FACILITIES**

**Public Telephone**
- Available for free local calls pertaining to legislative matters.
- Please limit calls to 5 minutes per call.
- Up to 3 phone calls per day may be made.
- Phone calls must be conducted at a low enough volume that others in the room will not be disturbed.
- A TTY unit is available for the hearing impaired. Please see staff for assistance if needed.

**Photocopy Services**
- Only for testimony related to bills or resolutions scheduled for hearing by the House and/or Senate.
Computers
• To be used for legislative research related to matters under consideration by
  the Hawaii State Legislature, and for writing testimony.
• With permission from PAR staff, patrons may check their email or use
  Internet access as long as no one is waiting for a terminal for legislative
  research.
• If you wish to save your document, please save it on your personal disc.
  Anything left on the computer’s hard drive is subject to deletion.
• Printing will only be allowed for testimony and bill/resolution status sheets.
  Only one copy of testimony should be printed on the public computers’
  printer. Our staff will photocopy the additional required copies at a different
  machine. A maximum of 10 status sheets may be printed per day.

Mailboxes
• Our small storage mailboxes are available on a first come, first served basis
  and are open to any person or organization. Any mailbox not used for an
  extended period of time may be reassigned.

Televisions and DVDs
• To be operated by staff members only.
• Volume must remain low enough so as not to disturb other patrons in the
  room.
• DVDs, which are the property of the Public Access Room, may be viewed
  only by arrangement through the staff, and only in the Public Access Room.

Legislative Documents
• Hearing notice information is available.
• Bills, resolutions, and committee reports are available through the Senate
  and House print shops. The PAR does not allow printing of these documents
  from the public computers.

Fax Machine
• Patrons may ask staff members to send faxes of up to 5 pages per day, time
  permitting.
• With prior permission from a staff member, patrons may receive faxes of up
  to 5 pages per day.

Staff Equipment/Stations
• NO staff equipment or stations may be used by the public.
  * All people who use the PAR are required to comply with the policies and
    rules as set forth in this document. Please note that PAR staff members have
    the authority to use their discretion when upholding these policies. Anyone
    who fails to comply with the policies of the Public Access Room will be
    issued a verbal warning for the infraction. If the warning is not heeded,
    Public Access Room staff members have the authority to ban patrons from
    entry for a period of one year. When an individual is banned from entry, a
document will be prepared which will state the period of restriction, the date for the return of eligibility for PAR privileges, and the nature of the infraction.

Revised 1/24/06

WORKSHOPS

The Public Access Room of the Hawaii State Legislature hosts a series of workshops for the public on a number of topics that pertain to the Legislature. Listed below are some of the workshops regularly offered. If you are interested in attending a workshop, please contact the Public Access Room at 587-0478 or check the PAR website (http://www.hawaii.gov/lrb/par/workshop.html) for schedules.

The Legislative Process & Citizen Participation: Learn about the legislative timetable, deadlines, chamber actions and readings, standing committees, conference committee procedures, and the internal rules of the House and Senate. Find out more about the process and how you can most effectively participate.

Reading and Understanding Legislative Documents: This workshop focuses on learning to read, decipher and more fully understand common legislative documents. The overview covers orders of the day, hearing notices, bills, resolutions, status sheets, referral sheets, journals and Governor's Messages. You’ll become more familiar with the documents, and know where information can be found quickly.

Useful Internet Sites: Here we focus on the research tools available online, including the Legislature's website, the Legislative Reference Bureau library site and other State government resources.

NEWSLETTERS AND OTHER PAR PUBLICATIONS

The Public Access Room newsletter is published monthly during the regular Legislative Session. It includes helpful articles on effectively participating in the legislative process, interesting sidebars of information, and updates on new resources and activities. Back issues are available on PAR’s website, and can be a useful resource and teaching tool.
CONTACT INFORMATION

Public Access Room
A Division of the Legislative Reference Bureau

Hawaii State Capitol, Room 401
415 So. Beretania Street
Honolulu, HI 96813

(808) 587-0478 phone
(808) 587-0749 TTY phone
(808) 587-0793 fax

General email: par@capitol.hawaii.gov

From the Neighbor Islands, dial toll free:

    Hawaii (Big Island)......974-4000
    Maui  .......................984-2400
    Kauai  .......................274-3141
    Molokai/Lanai..........1-800-468-4644

followed by the extension:

    Ext. 7-0478 office
    Ext. 7-0793 fax
## Glossary of Legislative Terms

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<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tbody>
<tr>
<td>Act</td>
<td>A bill which has passed both houses of the Legislature; been enrolled, certified, not vetoed by the governor or has passed over the governor's veto; and published.</td>
</tr>
<tr>
<td>Adjournment</td>
<td>Termination of a meeting</td>
</tr>
<tr>
<td>Adjournment Sine Die</td>
<td>Adjournment on the last day of a regular or special legislative session.</td>
</tr>
<tr>
<td>Administration, the</td>
<td>Common usage refers to the State executive branch.</td>
</tr>
<tr>
<td>Administration Bill</td>
<td>A bill prepared by the executive branch that is submitted to the Legislature for consideration.</td>
</tr>
<tr>
<td>Administrative Procedure Act</td>
<td>The Administrative Procedure Act (Chapter 91, Hawaii Revised Statues) governs the adoption of rules and the holding of contested case hearings by executive agencies in implementing acts of the Legislature.</td>
</tr>
<tr>
<td>Advise and Consent Amendment</td>
<td>The process by which the Senate reviews and approves executive and judicial appointments.</td>
</tr>
<tr>
<td>Amendment</td>
<td>The process or result of formally altering a document or record. All amendments to bills, resolutions and proposed constitutional amendments are numbered to prevent confusion during the legislative process.</td>
</tr>
<tr>
<td>Amendment, Constitutional</td>
<td>A proposed change to the Constitution of the State of Hawaii, offered by the State Legislature or a Constitutional Convention and ratified by the electorate, as specified in ARTICLE XVII, Section II.</td>
</tr>
<tr>
<td>Amendment, Floor</td>
<td>An amendment offered to a legislative document, or to modify another amendment, presented by a legislator while the document is on the floor of that legislator's house, i.e., a &quot;House amendment&quot; or &quot;Senate amendment.&quot;</td>
</tr>
<tr>
<td>Appropriation</td>
<td>A legislative authorization to make expenditures and incur obligations for specific governmental purposes; usually limited as to time when it may be expended. One of the prime responsibilities of the Legislature is this power to appropriate moneys.</td>
</tr>
<tr>
<td>Appropriation Bill</td>
<td>A proposed piece of legislation authorizing an appropriation.</td>
</tr>
<tr>
<td>General appropriation bill</td>
<td>An appropriation bill covering all estimated expenses of the executive branch of state government for a fiscal biennium (&quot;biennial budget&quot;); initially introduced at the request of the governor.</td>
</tr>
<tr>
<td>Supplemental appropriation bill</td>
<td>An appropriation bill</td>
</tr>
</tbody>
</table>
authorizing appropriations supplementing the general appropriation act of the previous session.

Archives A collection of records. Online archives of previous legislative sessions can be found on the Legislative website (www.capitol.hawaii.gov). The State Archives (http://kumu.icsd.hawaii.gov/dags/archives/) is the state’s central repository for non-current government records of permanent value.

Bicameral Literally, having "two rooms," the term is used to refer to legislative bodies having two houses. In Hawaii and in the U.S. Congress, these are referred to as the House of Representatives and the Senate. The State of Nebraska, by contrast, has a unicameral legislature.

Biennium A two-year period. This term is used to describe the two-year term of a Legislature that begins in an odd-numbered year and ends in an even-numbered year. With respect to the state budget, the fiscal biennium begins on July 1 of each odd-numbered year and ends two years later on June 30.

Bill Statute in draft before it becomes law. "No law shall be passed except by bill. Each law shall embrace but one subject, which shall be expressed in its title." (Constitution, Article III, Section 14.) See Administration Bill, Appropriation Bill, Carry-Over Bill, Companion Bill, Fiscal Bill or Short-Form Bill.

Bipartisan Involving members of both major political parties.

Bond A certificate of indebtedness issued by the government in return for money it has borrowed; a promise to pay a specified sum of money at a fixed time in the future and carrying interest at a fixed rate.

**General obligation bond** - Bonds for whose payment the full faith and credit of the issuing government are pledged.

**Revenue bond** - A bond which is to be paid off by revenues produced from the facility it finances, such as user fees for a parking garage or room fees for a student dormitory.

**SPRB** (pronounced “spurb”) – A bond which is sold by the State government on behalf of qualified private organizations. Proceeds usually benefit projects with a degree of public purpose.

Bracket (standing committees) See Committee.

Budget A plan for expending funds by program for a given fiscal year or biennium and the means of financing the expenditures.
**Capital improvement budget** - A budget plan of major capital expenditures for land acquisition, equipment, plans, design, and construction of facilities and the method of financing them.

**Operating budget** - A budget which applies to all expenditures other than capital expenditures for general governmental expenses.

**Budget Worksheets** - "Working documents" the Senate/House legislators and members in the conference meetings use during their discussions and as they try to resolve differences between the House and Senate versions of the executive budget.

**By Request** - These words or the initials, BR, follow the name of the introducer of a legislative measure to indicate that the introducer does not necessarily endorse the measure but is introducing it as a courtesy.

**Cabinet** - The people appointed by the governor to head the State executive departments of the government and to act as official advisers.

**Calendar** - An agenda or list of business awaiting possible action by each chamber.

**Capital vs. Capitol** - The term for a town or city that serves as a seat of government is spelled *capital*. The term for the building in which a legislative assembly meets is spelled *capitol*.

**Capital Improvement Project (CIP)** - A project involving land acquisition, equipment, plans, design and/or construction of facilities.

**Carry Over Bills** - Any bill pending at the final adjournment of a regular session in the first year of the biennium (e.g., an odd-numbered year) carries over with the same status to the regular session of the second year of the biennium. Before a carry over bill may be enacted, it must pass at least one reading in the chamber in which the bill originated.

**Caucus** - Conference of members of a legislative group to decide on policies or strategies; most commonly, a "party caucus" is for members of one or another political party.

**Certificate** - A document used by legislators to acknowledge the deeds of individuals in the community, visiting dignitaries, civic organizations, and other exemplary individuals or organizations. Congratulatory certificates may recognize a worthy constituent, agency, private establishment, or visiting dignitary. Memorial or commemorative certificates may be used
to convey the sympathy and condolences of the Legislature on the passing of a constituent or dignitary.

**Chair**
Presiding officer of a committee. It is his or her responsibility to determine the agenda for each hearing, and ensure that everyone operates in an efficient manner and in accordance with any previously agreed rules.

**Chamber**
The large rooms where the Senate or House of Representatives meet. Also, a generic term for a house of the legislature.

**Committee**
A group of legislators, usually members of the same house, assigned to consider a subject or issue and to submit a report on its recommendations for action by the body which created it. All committees are appointed by the president of the Senate or the speaker of the House.

**Standing Committees** are established by the rules of the House and Senate to address particular areas such as health, transportation, or education.

**Special Committees** are temporary and are established either by the speaker or president by resolution or by any other legal means to consider one special subject or bill. They come to an end when they have performed the purpose for which they were established.

**Conference Committees** are appointed from both houses to reach agreement on a measure for final approval by both houses once it has been passed in differing versions by each house.

**Joint Committees** are composed of a specified number of members of both houses.

**Bracket standing committees** refer to categories the House and Senate use to classify and rank their committees and equitably and efficiently distribute committee assignments among members. For more information, and bracket tables, see *The Citizen’s Guide* on the Legislature’s website (listed under “Legislative Information”).

**Committee Report**
A document that a committee uses from time to time to report on matters referred to it. The document usually states findings of facts and conclusions, together with a distinct recommendation as to the disposal of the matter.

**Companion Bill**
Two bills identical in wording that are introduced in each house. They will most likely not have the same
number. Some companion bill sponsors feel it will increase the chances for the passage of the bill.

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<td>Concurrent Resolution</td>
<td>See Resolution.</td>
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<td>Conference Committee</td>
<td>See Committee.</td>
</tr>
<tr>
<td>Confirmation</td>
<td>Made valid by formal approval; ratification.</td>
</tr>
<tr>
<td>Conflict of Interest</td>
<td>Conflict between one’s obligation as a public employee or appointee and one’s self-interest. Various laws regarding conflict of interest exist. The Hawaii State Ethics Commission website provides information and discussion concerning many of these issues.</td>
</tr>
<tr>
<td>Congratulatory Certificate</td>
<td>See Certificate.</td>
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<td>Consent Calendar</td>
<td>A calendar on which bills considered to be non-controversial are placed for an expedited voting procedure. The House of Representatives uses a &quot;modified consent calendar&quot; whereby the Majority and Minority Floor Leaders earlier record the votes of their caucus members for a series of non-controversial bills and announce those votes when the vote is taken on the floor specifically naming only those members casting “no” votes.</td>
</tr>
<tr>
<td>Constituent</td>
<td>A person residing within the district of a legislator.</td>
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<tr>
<td>Constitution</td>
<td>The written instrument embodying the fundamental principles of the state that establishes power and duties of the government and guarantees certain rights to the people.</td>
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<td>Constitutional Amendment</td>
<td>See Amendment, Constitutional.</td>
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<td>Convene</td>
<td>To meet in formal legislative session.</td>
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<td>Crossover</td>
<td>Deadline for bills or resolutions to move, or crossover, to the other house for consideration.</td>
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<td>Cutoff Dates</td>
<td>Deadline set by a legislative body for specified action, such as bill introduction, committee action, or initial passage of bills by either house.</td>
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<td>Dead</td>
<td>Description of a measure that has failed to meet the deadlines established by the legislative timetable.</td>
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<td>Decking</td>
<td>Refers to the time when a bill is in its final form in which it is intended to be passed and is made available to members of the Legislature for 48 hours prior to being voted on for passage.</td>
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<tr>
<td>Decorum</td>
<td>Propriety of manner or conduct; grace arising from suitableness of speech and behavior to one's own character, or to the place and occasion; decency of conduct; seemliness; that which is seemly or suitable.</td>
</tr>
</tbody>
</table>
Deferred: Postponed, with no scheduled time set for reconsideration.

Department: Organizational section of the executive branch.

Disagree: Refers to the deadline for either house to disagree to the amendments made to its bill by the other body.

District: Political division made for a specific purpose. In Hawaii, there are currently 51 separate and unique House districts, and 25 separate and unique Senate districts. Each physical address in the state lies in exactly one House and one Senate district, represented by a State Representative and a State Senator.

Division of the house: A method of voting where legislators will rise to signify their vote.

Draft: House/Senate/Conference Drafting Agency: Office which drafts or aids in the drafting bills, resolutions, memorials, and amendments thereto, including committee reports, for the Legislature, legislative committees, and legislators when requested. The Legislative Reference Bureau, the Senate Majority and Minority Offices, and House Majority and Minority Offices are those agencies.

Effective Date: The date a bill, once passed, becomes law. Unless a different date is specified, bills become law when approved.

Enacting Clause: The clause required by the Hawaii Constitution to head all bills: "Be it enacted by the Legislature of the State of Hawaii," which formally expresses the legislative sanction.

Engrossment: The preparation of an exact, accurate, and official copy of a measure in the house of origin along with amendments and proper signatures; then dispatched to the other house.

Enrollment: Signifies that a bill has been engrossed by both houses. This is the last legislative action taken on a bill unless it is reconsidered after objection by the governor.

Environmental Impact Statement (EIS): Assessment and report that documents potential effects of a project and presents the information required to inform decision makers and the public of the reasonable alternatives that would avoid or minimize adverse impacts or enhance the quality of the environment.

Executive Branch: Arm of government empowered and required to administer laws and government affairs; administrative branch (as distinct from legislative and judicial branches).

Filing: Formally delivering in prescribed manner to the clerk of
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</table>
| **Override** | Generally, to set aside or annul. Particularly, the Legislature may override a Governor’s veto by a 2/3
vote of the members of each chamber.

Package
Refers to a collection of legislative measures introduced or supported by a particular group.

Pass
Approve of a measure.

Point of Order
Question raised by legislator regarding rules of procedure.

Point of Personal Privilege
Question raised by legislator regarding rights and privilege.

Pork Barrel
Government appropriations for a district designed to garner political support for the elected representatives of the district.

Prefiling
Filing of bills prior to the start of Regular Session. See Filing.

Prior Concurrence
The consent which must first be obtained by a later committee hearing a bill from a prior committee before any substantive change is made to the recommendations of such committee.

Pro tem (or pro tempore)
Temporarily. Used to refer to temporary presiding officer.

Proviso
A clause used in the executive budget bill to specify a particular use of a portion of an amount appropriated to a broad program.

Public Hearing
See Hearing, Public.

Quorum
The number of members of a house, committee, or other group that must be present before the group may conduct official business. For the House of Representatives and Senate, quorum is defined in their Rules as a majority of members to which the house is entitled.

Ramsayer
The bill drafting format employed by the Hawaii Legislature using brackets, strikethrough, underscoring, and prefatory language to specify the changes to a particular law being proposed by the bill.

Reading
A vote by the entire House or Senate on a bill or resolution. Approval of a bill requires three readings by the House and three readings by the Senate.

Recall
The procedure by which any bill referred to a committee may be removed from that committee's jurisdiction 20 days after referral if one-third of the House members votes in favor of this action.

Recess
The mandatory 5-day recess (non-legislative days) during regular session. On non-legislative days, or after the completion of a legislative day, during regular session, the legislature may be referred to as being “in recess.”

Recommittal
The sending of a measure back to the committee which reported it out for further consideration.
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<tr>
<th>Term</th>
<th>Definition</th>
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<tr>
<td>Reconsideration</td>
<td>The act of requesting the return of a measure sent to the second house or to the governor, but not yet enacted into law, for the purpose of reconsidering the action taken on that measure.</td>
</tr>
<tr>
<td>Reconvene</td>
<td>Assemble or meet again.</td>
</tr>
<tr>
<td>Referendum</td>
<td>The principle or practice of submitting a law to popular vote after the filing of a petition expressing the wish of the people to vote on such law.</td>
</tr>
<tr>
<td>Referral</td>
<td>The sending or referring of a measure to a committee or committees.</td>
</tr>
<tr>
<td>Referral Sheet</td>
<td>Communication from a chamber specifying which committees have been assigned to consider a bill or resolution.</td>
</tr>
<tr>
<td>Re-Referral</td>
<td>The act of reconsidering and/or changing the standing committee referrals of a measure.</td>
</tr>
<tr>
<td>Resolution</td>
<td>A measure expressing the will, wish, or direction of the Legislature. It does not have the effect of law.</td>
</tr>
<tr>
<td>Single Chamber Resolution</td>
<td>A resolution to be adopted by a single chamber of the Legislature.</td>
</tr>
<tr>
<td>Concurrent Resolution</td>
<td>A resolution to be adopted by both chambers of the Legislature.</td>
</tr>
<tr>
<td>Substantive Resolution</td>
<td>A resolution which requests action or states the Legislature’s position on an issue.</td>
</tr>
<tr>
<td>Revenue bonds</td>
<td>See Bonds.</td>
</tr>
<tr>
<td>Roll Call</td>
<td>Reading aloud of the list of Representatives or Senators to find out who is absent. See also, Roll-call Vote.</td>
</tr>
<tr>
<td>Roll-call Vote</td>
<td>The presiding officer states the motion before the body. Clerk calls the roll (list) of members. Members respond with aye or no as their name is read, and Clerk records each vote in the Journal.</td>
</tr>
<tr>
<td>Senate</td>
<td>U.S. Senate consists of two Senators from each state. Hawaii Senate consists of 25 members from 25 districts. See first chapter of this manual for additional information on organization and jurisdiction.</td>
</tr>
<tr>
<td>Senate President</td>
<td>Presiding officer of the Senate of the State of Hawaii.</td>
</tr>
<tr>
<td>Sergeant-at-Arms</td>
<td>Officer appointed to keep order in House or Senate. In this role, Sergeant and staff provide a myriad of services to the legislature and their offices.</td>
</tr>
<tr>
<td>Session</td>
<td>Regular - The Legislature convenes each year on the third Wednesday in January for 60 legislative days. Each legislature has a duration of two years (including two regular sessions), starting in the odd-numbered year (see biennium).</td>
</tr>
<tr>
<td></td>
<td>Special - May be called by the governor or at the written request of two thirds of the members to which each</td>
</tr>
</tbody>
</table>
house is entitled. The governor may convene both houses, or the Senate alone, in special session. Special session is limited to a period of 30 days and may be extended a total of not more than 15 days.

Session Laws of Hawaii (SLH) The annual publication of all laws enacted by the Legislature for a particular year. Includes laws that amend Hawaii Revised Statutes (HRS) and those having no statutory references (for example, appropriation of funds, authorization to issue bonds, and establishment of temporary commissions).

Severability Clause Wording in a bill that instructs the court and administering agencies that if one portion of the act is found unconstitutional or otherwise invalid, the remainder of the act will remain intact.

Short-Form Bill Bill that contains only a reference to the general idea of the subject and contemplates the subsequent drafting of the specific details in long form.

Sine Die To adjourn on the last day of a regular or special session.

Special Committee See Committee.

Special Purpose Revenue Bonds (SPRBS) See Bonds.

Standing Committee See Committee.

State of the State Address The Governor’s annual report to the legislature and public.

Status Sheet Online document presenting primary information of a measure (title, description, introducers, etc.) and a record of all actions made by the Senate or House on the measure (includes referrals, hearings scheduled, votes, enrollment, etc.). In addition, the sheet’s heading indicates the most current draft of the measure. (For assistance in finding status sheets, follow the steps listed under “How to Find the Status of a Measure” in the Finding Useful Information Online section.)

Statutes The codified body of law known as the Hawaii Revised Statutes (HRS), as well as the Session Laws of Hawaii (SLH).

Sunrise A provision starting a program or agency on a specific date.

Sunset clause A provision shutting off a program or agency on a specific date, requiring reexamination and a fresh authorization prior to that date in order to continue. See also, Sunset Law.

Sunset law Establishes policies and provides for program evaluation
by the Auditor of certain regulatory programs to consider whether public interest requires that they be reenacted, modified, or permitted to expire. The Auditor is required to make recommendations for improving the regulatory program evaluated, including proposing draft legislation which is prepared with the help of the Legislative Reference Bureau. Also requires that any measure proposing regulation of an unregulated profession or vocation be sent to the Auditor for an analysis to ascertain the probable effects of regulation and whether enactment would be consistent with the policies in the sunset law. The law’s actual title is the Hawaii Regulatory Licensing Reform Act (Chapter 26H, HRS).

Sunshine Law Provides for the discussions, deliberations, decisions, and action of governmental agencies in the formation and conduct of public policy to be conducted as openly as possible. Sometimes referred to as Open Meetings law. See Office of Information Practices regarding complaints and oversight. (Chapter 92, HRS. More specifically, see Section 92-10, HRS, regarding applicability to legislative branch.)

Table See Deferred.

Testimony Written or oral presentation of facts, arguments and views in relation to a measure being considered by a committee.

Timetable, Legislative A calendar usually set by the presiding officers of each house, containing important deadlines for the introduction and movement of bills and resolutions through the session.

Title of bill Heading of a bill, which must reflect the content of the measure.

Unamended Not changed.

Unanimous consent All in favor; no dissenting vote. Voting by unanimous consent is an expedient method of voting, similar to a voice vote. The presiding officer asks if there is any objection to the motion before the body, and if none is voiced, announces that the motion passes by unanimous consent. Unanimous consent is frequently used when a great number of measures to which no opposition is voiced have to be passed.

Veto A power vested in the governor to prevent the enactment of measures passed by the Legislature by returning them, with objections, to the Legislature.

Veto Message A statement submitted by the Governor to the Legislature explaining the Governor’s reasons for the veto of the
Voice vote

Oral, uncounted vote which is the usual and ordinary method of voting. When a motion is before the body, the presiding officer asks those members in favor of the motion to say "aye" in unison. He or she then asks those members opposed to say “no.” The presiding officer then announces the result of the vote. If the result is disputed, members may call for a more formal method of voting (for example, a roll call vote).

Vote

Aye: Votes in favor of a motion.
Aye with reservations: Votes in favor of a motion, with indication of reservations.
Kanalua: Undecided. (Its use is specified in House and Senate rules, and differs between chambers. See Kanalua.)
No: Votes in opposition to a motion.
Excused: Member does not vote on the motion. No member may refrain from voting unless excused by the presiding officer.

Whip

Legislative member serving as party officer charged with maintaining discipline, enforcing attendance or similar duties.
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