

**First Regular Session
Seventy-fourth General Assembly
STATE OF COLORADO**

INTRODUCED

LLS NO. R23-0654.01 Ed DeCecco x4216

HCR23-1005

HOUSE SPONSORSHIP

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SENATE SPONSORSHIP

(None),

House Committees

State, Civic, Military, & Veterans Affairs

Senate Committees

HOUSE CONCURRENT RESOLUTION 23-1005

101 **SUBMITTING TO THE REGISTERED ELECTORS OF THE STATE OF**
102 **COLORADO AN AMENDMENT TO THE COLORADO CONSTITUTION**
103 **CONCERNING A LIMITATION ON THE BILLS THAT MAY BE**
104 **INTRODUCED IN THE GENERAL ASSEMBLY, AND, IN CONNECTION**
105 **THEREWITH, LIMITING THE SCOPE OF EVERY OTHER REGULAR**
106 **SESSION OF A GENERAL ASSEMBLY TO PRIMARILY FOCUS ON A**
107 **BIENNIAL GENERAL APPROPRIATION BILL, WHICH APPLIES TO**
108 **THE NEXT TWO STATE FISCAL YEARS; ESTABLISHING**
109 **PROCEDURES TO DEVELOP AND INTRODUCE THE APPROPRIATION**
110 **BILL; LIMITING THE NUMBER OF BILLS THAT CAN BE**
111 **INTRODUCED IN THE OTHER REGULAR SESSION OF A GENERAL**
112 **ASSEMBLY; AND CREATING EMERGENCY BILLS THAT MAY BE**
113 **INTRODUCED IN EITHER SESSION, IF PRIOR TO INTRODUCTION AT**

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.
Capital letters or bold & italic numbers indicate new material to be added to existing law.
Dashes through the words or numbers indicate deletions from existing law.

Resolution Summary

(Note: This summary applies to this resolution as introduced and does not reflect any amendments that may be subsequently adopted. If this resolution passes third reading in the house of introduction, a resolution summary that applies to the reengrossed version of this resolution will be available at <http://leg.colorado.gov/>.)

The concurrent resolution creates 2 different types of regular legislative sessions during the 2-year cycle of each general assembly, each of which has limits on the types of bills that may be introduced. The first regular session after a general election is a budget session and the second is a general session. During a budget session, the only bills that may be introduced are:

- The biennial general appropriation bill (biennial long bill), which includes 2 state fiscal years of appropriations;
- Supplemental appropriation bills, which must be unanimously approved by the joint budget committee (JBC) prior to introduction;
- Bills that are part of the biennial long bill package, which were unanimously approved by the JBC;
- Bills to enact the Colorado Revised Statutes and to postpone the expiration of rules; and
- Bills to respond to an emergency, which, to be introduced, require for each proposed bill at least a 2/3rds vote in the house of introduction that the proposed bill is necessary to address an actual emergency.

The concurrent resolution also establishes procedures related to the biennial long bill. The executive and judicial branches are required to submit 2 budget requests to the general assembly. One budget request must identify the least critical 10% in the budget and the other must be at least 5% less than the department's appropriations for the current year. Once every 4 budget cycles, a department is required to use a zero-based budget method to create the budget, based on a schedule developed by the general assembly, and the zero-based budget will replace the 2 versions of the budget request.

Once received, the following process applies to the bill:

- A joint committee of reference (joint committee) will thoroughly review a department's functions and budget request and prepare a proposed budget for the department; and

- The joint committee will refer the bill to the JBC on or before the 70th day of the budget session, and the JBC will reconcile the department budgets to prepare the final biennial long bill for introduction, which must be no later than 30 days after the JBC receives the last departmental budget.

The concurrent resolution also limits the number of bills that may be introduced during a general session. Each senator or representative may only introduce up to 5 bills, which may be on any topic, provided that 90 days prior to the session, the bill is identified by subject on the general assembly's website and, 30 days prior to the session, the first or most recent draft of the bill is published on the website. Interim committee bills are excluded from the 5-bill limit.

Supplemental appropriation bills and emergency bills, which are each subject to the same standards previously described, are not subject to the bill introduction limit in a general session.

1 *Be It Resolved by the House of Representatives of the*
2 *Seventy-fourth General Assembly of the State of Colorado, the Senate*
3 *concurring herein:*

4 **SECTION 1.** At the election held on November 5, 2024, the
5 secretary of state shall submit to the registered electors of the state the
6 ballot title set forth in section 2 for the following amendment to the state
7 constitution:

8 In the constitution of the state of Colorado, **amend** section 7 of
9 article V as follows:

10 **Section 7. General assembly - shall meet when - term of**
11 **members - committees - budget and general sessions.** (1) The general
12 assembly shall meet in regular session at 10 a.m. no later than the second
13 Wednesday of January of each year. The general assembly shall meet at
14 other times when convened in special session by the governor pursuant
15 to section 9 of article IV of this constitution or by written request by
16 two-thirds of the members of each house to the presiding officer of each

1 house to consider only those subjects specified in such request. The term
2 of service of the members of the general assembly shall begin on the
3 convening of the first regular session of the general assembly next after
4 their election. The committees of the general assembly, unless otherwise
5 provided by the general assembly, shall expire on the convening of the
6 first regular session after a general election. Regular sessions of the
7 general assembly shall not exceed one hundred twenty calendar days. THE
8 FIRST REGULAR SESSION OF THE GENERAL ASSEMBLY AFTER A GENERAL
9 ELECTION IS A BUDGET SESSION, AND THE SECOND REGULAR SESSION OF
10 THE GENERAL ASSEMBLY AFTER A GENERAL ELECTION IS A GENERAL
11 SESSION.

12 (2) DURING A BUDGET SESSION, NO BILLS SHALL BE INTRODUCED
13 OTHER THAN:

14 (a) THE BIENNIAL GENERAL APPROPRIATION BILL;

15 (b) A SUPPLEMENTAL APPROPRIATION BILL THAT INCREASES OR
16 DECREASES AN EXISTING APPROPRIATION;

17 (c) ANY BILL THAT IS DIRECTLY RELATED TO AN APPROPRIATION
18 IN THE BIENNIAL GENERAL APPROPRIATION BILL AND THAT IS
19 UNANIMOUSLY APPROVED BY THE JOINT BUDGET COMMITTEE PRIOR TO
20 INTRODUCTION;

21 (d) THE ANNUAL ENACTMENT OF THE COLORADO REVISED
22 STATUTES;

23 (e) A BILL TO POSTPONE THE EXPIRATION OF A RULE; AND

24 (f) A BILL TO RESPOND TO AN EMERGENCY IN ACCORDANCE WITH
25 SUBSECTION (4) OF THIS SECTION.

26 (3) (a) EXCEPT AS SET FORTH IN SUBSECTION (3)(c) OF THIS
27 SECTION, DURING A GENERAL SESSION, EACH MEMBER OF THE GENERAL

1 ASSEMBLY SHALL NOT INTRODUCE MORE THAN FIVE BILLS, WHICH MAY BE
2 ON ANY TOPIC.

3 (b) TO INTRODUCE A BILL SPECIFIED IN SUBSECTION (3)(a) OF THIS
4 SECTION, A MEMBER OF THE GENERAL ASSEMBLY MUST:

5 (I) AT LEAST NINETY DAYS PRIOR TO THE COMMENCEMENT OF THE
6 GENERAL SESSION, ALLOW THE SUBJECT OF THE BILL TO BE PUBLISHED ON
7 THE GENERAL ASSEMBLY'S WEBSITE;

8 (II) AT LEAST THIRTY DAYS PRIOR TO THE COMMENCEMENT OF THE
9 GENERAL SESSION, ALLOW THE FIRST OR MOST RECENT DRAFT OF THE BILL
10 TO BE PUBLISHED ON THE GENERAL ASSEMBLY'S WEBSITE; AND

11 (III) SUBMIT THE BILL FOR INTRODUCTION ON OR BEFORE THE
12 APPLICABLE DEADLINE SET FORTH IN THE JOINT RULES OF THE SENATE AND
13 THE HOUSE OF REPRESENTATIVES.

14 (c) THE LIMIT ON THE NUMBER OF BILLS THAT EACH MEMBER MAY
15 INTRODUCE SET FORTH IN SUBSECTION (3)(a) OF THIS SECTION DOES NOT
16 APPLY TO:

17 (I) A SUPPLEMENTAL APPROPRIATION BILL THAT INCREASES OR
18 DECREASES AN EXISTING APPROPRIATION;

19 (II) AN EMERGENCY BILL SPECIFIED IN SUBSECTION (4) OF THIS
20 SECTION; OR

21 (III) A BILL RECOMMENDED BY A COMMITTEE OF THE GENERAL
22 ASSEMBLY THAT MEETS DURING THE LEGISLATIVE INTERIM.

23 (4) NOTWITHSTANDING ANY OTHER PROVISION OF THIS SECTION,
24 AN EMERGENCY BILL, AS DEFINED BY LAW, MAY BE INTRODUCED DURING
25 A BUDGET SESSION OR GENERAL SESSION IF AT LEAST TWO-THIRDS OF THE
26 MEMBERS ELECTED TO THE HOUSE OF INTRODUCTION VOTE IN FAVOR OF
27 THE BILL BEING INTRODUCED BECAUSE IT IS NECESSARY TO ADDRESS AN

1 ACTUAL EMERGENCY. COPIES OF THE BILL MUST BE DISTRIBUTED TO EACH
2 MEMBER IN THE HOUSE OF INTRODUCTION PRIOR TO THE VOTE.

3 In the constitution of the state of Colorado, **amend** section 32 of
4 article V as follows:

5 **Section 32. Appropriation bills - budget process -**
6 **supplemental appropriation.** (1) The BIENNIAL general appropriation
7 bill shall embrace nothing but appropriations for the expense of the
8 executive, legislative and judicial departments of the state, state
9 institutions, interest on the public debt and for public schools. All other
10 appropriations shall be made by separate bills, each embracing but one
11 subject. THE BIENNIAL GENERAL APPROPRIATION BILL INCLUDES
12 APPROPRIATIONS FOR THE NEXT TWO STATE FISCAL YEARS, AND THE
13 GENERAL ASSEMBLY SHALL NOT INTRODUCE A BIENNIAL GENERAL
14 APPROPRIATION BILL DURING A GENERAL SESSION.

15 (2) (a) ON OR BEFORE NOVEMBER 1, 2026, AND EVERY SECOND
16 NOVEMBER 1 THEREAFTER, THE FOLLOWING PERSONS SHALL SUBMIT A
17 BUDGET REQUEST CONSISTENT WITH SUBSECTION (2)(b) OF THIS SECTION
18 TO THE GENERAL ASSEMBLY:

- 19 (I) THE ATTORNEY GENERAL FOR THE DEPARTMENT OF LAW;
- 20 (II) THE SECRETARY OF STATE FOR THE DEPARTMENT OF STATE;
- 21 (III) THE STATE TREASURER FOR THE DEPARTMENT OF TREASURY;
- 22 (IV) THE GOVERNOR FOR THE OFFICE OF THE GOVERNOR AND FOR
23 EACH PRINCIPAL DEPARTMENT NOT DESCRIBED IN SUBSECTIONS (2)(a)(I)
24 AND (2)(a)(II) OF THIS SECTION; AND
- 25 (V) THE CHIEF JUSTICE FOR THE JUDICIAL DEPARTMENT.

26 (b) (I) EXCLUDING A YEAR IN WHICH A DEPARTMENT SUBMITS A
27 BUDGET USING A ZERO-BASED BUDGETING METHOD IN ACCORDANCE WITH

1 SUBSECTION (2)(b)(II) OF THIS SECTION, EACH DEPARTMENT SHALL
2 PREPARE, AND EACH PERSON IDENTIFIED IN SUBSECTION (2)(a) OF THIS
3 SECTION SHALL SUBMIT, TWO PROPOSED BUDGETS FOR A DEPARTMENT AS
4 FOLLOWS:

5 (A) AN IDEAL BUDGET THAT IDENTIFIES THE LEAST CRITICAL TEN
6 PERCENT IN THE BUDGET; AND

7 (B) A BUDGET THAT IS AT LEAST FIVE PERCENT LESS THAN THE
8 CURRENT YEAR'S APPROPRIATIONS FOR THE DEPARTMENT.

9 (II) THE GENERAL ASSEMBLY SHALL ESTABLISH A SCHEDULE THAT:

10 (A) REQUIRES EACH DEPARTMENT TO SUBMIT A BUDGET THAT IS
11 CREATED USING A ZERO-BASED BUDGETING METHOD ONCE EVERY FOUR
12 BUDGET CYCLES; AND

13 (B) TO THE EXTENT POSSIBLE, ENSURES THAT A JOINT COMMITTEE
14 OF REFERENCE WILL NOT HAVE TO CONSIDER MORE THAN ONE
15 DEPARTMENT BUDGET THAT WAS CREATED USING A ZERO-BASED BUDGET
16 METHOD IN A YEAR.

17 (c) TO INTRODUCE THE BIENNIAL GENERAL APPROPRIATION BILL,
18 THE GENERAL ASSEMBLY MUST COMPLY WITH THE FOLLOWING
19 REQUIREMENTS:

20 (I) THE SPEAKER OF THE HOUSE OF REPRESENTATIVES AND THE
21 PRESIDENT OF THE SENATE SHALL ASSIGN EACH DEPARTMENT BUDGET
22 SPECIFIED IN SUBSECTION (2)(a) OF THIS SECTION TO A JOINT COMMITTEE
23 OF REFERENCE;

24 (II) THE JOINT COMMITTEES OF REFERENCE SHALL CONDUCT A
25 THOROUGH REVIEW OF A DEPARTMENT'S FUNCTIONS AND BUDGET
26 REQUEST, AND PREPARE A PROPOSED BUDGET FOR THE DEPARTMENT;

27 (III) ON OR BEFORE THE SEVENTIETH DAY OF A BUDGET SESSION,

1 A JOINT COMMITTEE OF REFERENCE SHALL SUBMIT ITS PROPOSED BUDGET
2 FOR A DEPARTMENT TO THE JOINT BUDGET COMMITTEE;

3 (IV) THE JOINT BUDGET COMMITTEE SHALL RECONCILE THE
4 DEPARTMENT BUDGETS AND PREPARE THE FINAL VERSION OF THE BIENNIAL
5 GENERAL APPROPRIATION BILL FOR INTRODUCTION; AND

6 (V) THE BIENNIAL GENERAL APPROPRIATION BILL MUST BE
7 INTRODUCED NO LATER THAN THIRTY DAYS AFTER THE LAST
8 DEPARTMENTAL BUDGET WAS RECEIVED BY THE JOINT BUDGET
9 COMMITTEE IN ACCORDANCE WITH SUBSECTION (2)(c)(III) OF THIS
10 SECTION.

11 (d) A DEPARTMENT SHALL PRESENT ITS BUDGET TO A JOINT
12 COMMITTEE OF REFERENCE, BE AVAILABLE TO ASSIST THE JOINT
13 COMMITTEE, AND OTHERWISE PROVIDE ANY INFORMATION REQUESTED BY
14 THE JOINT COMMITTEE THAT IS NECESSARY FOR THE JOINT COMMITTEE TO
15 PREPARE THE PROPOSED BUDGET FOR THE DEPARTMENT.

16 (3) THE GENERAL ASSEMBLY SHALL NOT INTRODUCE A
17 SUPPLEMENTAL APPROPRIATION BILL TO INCREASE OR DECREASE AN
18 EXISTING APPROPRIATION, UNLESS THE SUPPLEMENTAL APPROPRIATION
19 BILL IS UNANIMOUSLY APPROVED BY THE JOINT BUDGET COMMITTEE PRIOR
20 TO INTRODUCTION.

21 **SECTION 2.** Each elector voting at the election may cast a vote
22 either "Yes/For" or "No/Against" on the following ballot title: "Shall
23 there be an amendment to the Colorado constitution concerning a
24 limitation on the bills that may be introduced in the general assembly,
25 and, in connection therewith, limiting the scope of every other regular
26 session of a general assembly to primarily focus on a biennial general
27 appropriation bill, which applies to the next two state fiscal years;

1 establishing procedures to develop and introduce the appropriation bill;
2 limiting the number of bills that can be introduced in the other regular
3 session of a general assembly; and creating emergency bills that may be
4 introduced in either session, if prior to introduction at least two-thirds of
5 the members elected to the house of introduction vote in favor of
6 introduction?"

7 **SECTION 3.** Except as otherwise provided in section 1-40-123,
8 Colorado Revised Statutes, if at least fifty-five percent of the electors
9 voting on the ballot title vote "Yes/For", then the amendment will become
10 part of the state constitution.