



LEGISLATIVE TRAINING MANUAL



**Chief
Executive
Office.**

County of Los Angeles

LEGISLATIVE AFFAIRS & INTERGOVERNMENTAL RELATIONS

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LEGISLATIVE PROGRAM OVERVIEW

The Chief Executive Office's Legislative Affairs and Intergovernmental Relations Branch (CEO-LAIR) of the Los Angeles County's Chief Executive Office (CEO) is the focal point for coordination of legislative policy and strategy for Los Angeles County. In consultation with the Board of Supervisors, the County's Legislative Advocates, and County departments, CEO-LAIR develops the County's legislative priorities annually for consideration by the Board and analyzes legislative proposals throughout the year. The County's advocacy is handled on a day-to-day basis by the CEO-LAIR Sacramento and Washington, D.C. offices.

This legislative training manual is designed to help you:

- Learn how the County's legislative program is developed and implemented;
- Understand the State and federal legislative processes;
- Understand your department's role in informing, developing, and revising the County's legislative priorities and advocacy positions;
- Analyze proposed legislation to determine its potential impact to the County; and
- Prepare bill analysis documents to recommend County advocacy positions on legislation.

DEVELOPMENT AND IMPLEMENTATION OF THE COUNTY'S LEGISLATIVE PROGRAM

The County's State and Federal Legislative Agendas and priorities are developed based on an analysis of the political and economic climates in Sacramento and Washington, D.C. This context provides a framework for the County's advocacy strategies and objectives throughout the year.

The CEO-LAIR develops the County's legislative agendas and priorities in consultation with the Board offices, departments, and the County's legislative advocates. Consideration is also given to the legislative priorities outlined by the Governor and the County's legislative delegation. Board letters outlining the County's State and Federal Legislative Agendas and priorities are presented to the Board for consideration and adoption and constitute the cornerstone of the County's legislative program.

The State and Federal Agendas and priorities are structured around the following general principles and positions:

- Maximize revenues from State and federal sources.
- Secure greater flexibility over the use of State and federal funds.
- Lessen any adverse impact of State or federal policies on County finances and decision-making authority.

- Oppose proposals that would impose new unfunded mandates on the County.
- Give priority to increasing or preserving funding for programs and activities that ensure equitable treatment of the County and/or California.
- Oppose any abridgement or elimination of the Board of Supervisors' powers and duties.
- Protect the services and programs that support the County's residents.
- Building and preserving key relationships with the Governor, legislators, staff, and other stakeholders.

The County's most current State and Federal Legislative Agendas can be found at the CEO-LAIR web page: [Legislative Affairs and Intergovernmental Relations – Los Angeles County \(lacounty.gov\)](https://www.lacounty.gov/legislative-affairs-and-intergovernmental-relations)

Seeking a County Position on State and Federal Legislation and Budget Items

The County will take positions on various State and federal legislative and budget items throughout the legislative sessions. Timely receipt of departments' assessment of these issues to CEO-LAIR is essential. In all instances, pursuant to [Policy 7.040](#) of the Board of Supervisors Policy Manual, the CEO must notify the Board of Supervisors prior to the Sacramento and Washington D.C. Advocates pursuing a County advocacy position using the procedures outlined below

Consistent with Board-approved Policy ([Policy 7.03](#) of the Board of Supervisors Policy Manual), County advocacy positions are coordinated by the CEO in collaboration with impacted County departments. While the CEO-LAIR can obtain general information on proposed legislation, it relies on the technical expertise of departments for information on programmatic and fiscal impacts to the County. To identify and analyze legislation and budget items that may impact the County or your department, please work directly with the CEO legislative analyst assigned to your department, to develop recommended County advocacy positions according to the procedures outlined beginning on page 10). Your department's prompt attention in prioritizing and expediting advocacy proposals will ensure that the County's advocacy efforts are maximized and successful.

Department Recommendations for County Advocacy Positions

- **Advocacy Recommendations Consistent with Existing Policies:** When a department's recommended advocacy position is consistent with existing Board-approved policy, as adopted in the State and/or Federal Legislative Agendas, the CEO legislative analysts will work with impacted departments to prepare a pursuit of County advocacy position for inclusion in a Sacramento or Washington, D.C. Update to notify the Board. These updates include an overview and the status of recent legislative actions which are required to be provided prior to the pursuit of an advocacy position under Board Policy.

- **Advocacy Recommendations Where There Is No Existing Policy/Need for Board Direction:** If there is not an existing Board-approved policy to support a department's recommended advocacy position on legislation or a budget item, an analysis of the issue will be prepared by CEO-LAIR in coordination with the impacted departments. The analysis of the policy issue must include the fiscal, programmatic, and service impacts on the County and impacted departments, and will note that a County-advocacy position is a matter for Board policy determination.

If a member of the Board places a motion on a future Board Agenda recommending an advocacy position, CEO-LAIR may prepare an Agenda Memo with an analysis of the policy issue, in coordination with impacted departments, when appropriate. If the motion is approved, the recommended advocacy position will be adopted, and will become effective immediately.

- **Regulatory or Other Administrative Matters:** At times, for policy issues of the highest priority to the County, CEO-LAIR may issue a County-advocacy position to express the County's support or opposition on regulatory or other administrative matters, such as proposed agency rule changes and executive orders. CEO legislative analysts will work with impacted departments to prepare a pursuit of County position consistent with existing Board-approved policy as adopted in the County's State and/or Federal Legislative Agendas.

To ensure consistency with the County's advocacy efforts and existing Board-approved policy, departments are asked to coordinate with your CEO legislative analyst on the final review of comments before they are submitted for public comment process.

Recommendations from County Commissions and Other Advisory Bodies

Pursuant to [Policy 7.040](#) of the Board of Supervisors Policy Manual, County commissions, committees, and other advisory bodies seeking to recommend that the Board of Supervisors take a position on State or federal legislation, or on budget items, must first submit their recommendations to CEO-LAIR. This Office will review proposals to determine if they are consistent with existing policy prior to the committee, commission, or advisory body's consideration of a recommendation of County-advocacy position to the Board. Upon completion of the review, CEO-LAIR will provide a copy of the review findings to the committee, commission, or advisory body. County commissions and other advisory bodies must attach the CEO's review findings to the document containing the advisory body's recommendations for transmittal to the Board of Supervisors.

Requests for County Advocacy by Non-County Entities

- **Requests for County Advocacy by Non-County Entities:** At times, departments or commissions may receive requests for the County to take an advocacy position on legislation or budget items from professional

associations or advocacy groups. A department must submit those requests to CEO-LAIR, along with the department's analysis of the legislation or budget item, for review. If CEO-LAIR determines that the position is consistent with existing policy, it will notify the Board in a Sacramento or Washington, D.C. Update.

- **Requests for Advocacy Letters or Advocacy on Other Platforms:** To ensure consistency of the County's advocacy efforts, it is important for departments to coordinate with CEO-LAIR on all requests for the County or County department to provide or participate in advocacy letters, or other platforms. This includes advocacy on legislative or budget items which the County has taken an advocacy position. Departments are asked to submit these requests to your CEO legislative analyst for review and clearance.

Advocacy of the County's Interests in Sacramento and Washington, D.C.

[Board Policy 7.030](#) provides that the County's position to be advanced before the State Legislature or the United States Congress by County representatives must be coordinated with CEO-LAIR in order to ensure a consistent and harmonious presentation.

The Sacramento and Washington, D.C. advocates are designed to represent the County's interests, in coordination with the CEO legislative analysts, based upon the policies and priorities adopted by the Board of Supervisors. Once the Board is notified and/or approve a County-advocacy position, the Sacramento and Washington, D.C. advocates are then authorized to pursue advocacy on the legislation or budget item.

To ensure coordination, it is important that County officials advise the Board and CEO-LAIR in advance of plans to attend meetings and hearings in Sacramento or Washington, D.C., using the form the County Travel Report form (Appendix 7). Please contact the CEO-LAIR office at (213) 974-1100 for more information.

THE STATE LEGISLATIVE PROCESS

Information in this section has been adapted from various publications from the California State Assembly Office of the Chief Clerk and the California State Senate Office of the Secretary of the Senate.

Bill Introductions

All legislation begins as an idea or concept and can come from a variety of sources, including the County. The process begins when a legislator decides or agrees to author a bill. The legislator sends the idea for the bill to the Office of the Legislative Counsel where it is drafted into actual bill language. The draft of the bill is returned to the legislator for introduction at either the Senate or Assembly desk, where is assigned a number and then put into print the next business day. No bill, except the

Budget Bill, may be acted upon or amended until 30 days have passed from the date of its introduction.

Committee Hearings

After introduction, a bill is assigned to the appropriate policy committee for its first hearing. Bills are assigned to policy committees according to subject area. Bills that require the expenditure of funds must also be heard in the fiscal committees, Senate Appropriations and Assembly Appropriations.

During committee hearings, the author presents the bill, and testimony may be heard in support of or in opposition to the bill. The committee then votes on whether amend the bill, to pass the bill out of committee, or to hold the bill in committee.

Prior to a bill's hearing, a bill analysis is prepared by committee staff that explains the intended effect of the bill on current law, estimates fiscal impact of the bill, provides background information on similar or previous legislation on the subject matter, and suggested or proposed amendments to be considered. The bill analysis also typically lists the bill's sponsor (if applicable), as well as organizations that support or oppose the bill.

Floor Vote

Bills passed by committees are then taken up for Floor debate and a vote. Most bills generally require a simple majority vote (21 "yes" votes in the Senate or 41 "yes" votes in the Assembly) for passage. Constitutional amendments, bond measures, and bills including urgency clause require a two-thirds vote (27 "yes" votes in the Senate or 54 "yes" votes in the Assembly) to be passed. If a bill is defeated, the Member may seek reconsideration. A motion to reconsider is a parliamentary procedure which, if adopted, allows the bill to be heard again and voted upon at a later time.

Repeat Process in the Other House

Once the house of origin has approved the bill, it proceeds to the second house where the procedure described above is repeated. If a bill is amended and passed in the second house, it must go back to the house of origin for concurrence (i.e., agreement) on those amendments before it can go to the Governor for consideration.

Consideration of Bills by the Governor

If both houses approve a bill, it is delivered to the Governor for consideration. The Governor can choose to sign the bill into law, allow it to become law without signature, or veto it. The Governor may also eliminate or reduce any appropriation contained in the bill, while approving all other parts of the bill.

The Governor has 12 days to consider legislation once it has arrived at their desk. Pursuant to the Constitution, any bill that is not vetoed (returned) by the Governor after 12 days becomes a statute without the Governor's signature. The exception to this provision occurs at the end of each year of the legislative session, when the Governor is allowed 30 days to consider bills passed by the adjournment deadline of the Legislature.

If the Governor signs a bill, it generally becomes law January 1st of the following year. Urgency measures and Budget bills take effect immediately.

The Governor may veto a bill by returning it to the house of origin without his or her signature. A letter explaining the Governor's objections to the bill is printed in the Journal and can also be found in the bill's file online.

STATE LEGISLATIVE BILL ANALYSIS

Analysis and Monitoring of Legislation

Analysis and monitoring of legislation and policy proposals in Sacramento and Washington, D.C. is an ongoing process, and central to the efficacy of the County's legislative program. CEO-LAIR and affected departments are responsible for monitoring legislation pertaining to the County's priorities and interests.

CEO-LAIR staff relies on many sources to gather information about legislative, budget and policy proposals throughout the year, including the County advocates in Sacramento and Washington, D.C., budget analysts in the CEO's office, and legislative analysts in County departments. Departmental staff is responsible for providing information about how bills will impact departmental operations, technical advice, and other policy related information to the CEO-LAIR staff throughout the legislative process. Consequently, it is important for departmental legislative analysts to be in contact with their CEO-LAIR analyst throughout the year. A current roster of the CEO-LAIR analysts and their Departmental assignments can be obtained by calling the CEO-LAIR office at (213) 974-1100.

Professional associations such as the California State Association of Counties (CSAC), the Urban Counties Caucus (UCC), and the National Association of Counties (NACo) also provide valuable information and bill tracking resources that can be incorporated into the analysis and monitoring of legislation.

Departmental staff is responsible for providing information about how bills will impact County or departmental operations and budget, technical advice, and other policy related information to CEO-LAIR staff throughout the legislative process. Consequently, it is important for departmental legislative analysts to be in contact with their CEO-LAIR analyst throughout the year and to promptly respond to requests for updated analysis of bills and bill amendments, and to provide recommendations for County positions on pending legislation in a timely manner.

The Bill Impact Assessment Checklist (Appendix 1) will assist you in completing your analysis. Appendix 2 provides the format for the bill analysis to be submitted to the CEO's office.

Understanding a Bill's Context

To analyze a bill, you need to understand the situation that generated its introduction, whose interests are being represented, and the goals of the legislation. Answering the following questions will help you to understand the bill's context:

- What problem is the Legislation attempting to address?
- Who are the sponsors of the bill?
- What are the authors/sponsors trying to accomplish?
- Who supports or opposes the bill? Why?
- What is the current status of the bill? Where is it in the legislative process?
- What hearing schedules or calendar deadlines should be considered?
- Have previous attempts been made to pass similar legislation? What was the outcome?
- Does the County have existing policy on this issue? Is there a County policy statement or previous position on similar legislation?

The fact sheet from the author's office (if available) and the bill analysis documents prepared by Legislative committee staff ahead of the bill's hearing will provide information about the sponsors, support, opposition, previous legislation, etc. These bill analyses can be found at: [California Legislative Information](#).

Estimating Potential Impact to the County

The most important elements of your department's bill analysis will be the section that describes how the bill may affect the overall mission or fiscal standing of your department or the County. This part of the analysis will provide the basis for recommendations you may make for a County advocacy position (see next section). Your analysis should:

- Note any new requirements imposed on the County, language that would prohibit the County from undertaking certain activities, or permissive language that would allow the County to undertake activities;
- Report on language that would create operational changes, legal issues, or cost and revenue impacts to the County;
- Describe as accurately as possible what would occur in your department and in the County should the measure pass in its current form.
- Describe how the bill will affect your department's clients and identify other departments that may be impacted by the bill.
- Quantify resource requirements for both implementation and ongoing operations to the extent possible (including funding, staffing, time, labor, materials, and facilities).

- Specify new costs, cost savings or revenues per time unit (year, month, etc.). If precise information is not available, give best estimates.

Remember to consider both the positive and negative impacts of the proposal on your department and its clients as part of your analysis.

Developing Recommendations for a Board Position

Once you have read the bill and assessed the impact that it may (or may not) have on your department and the County, you can prepare a recommendation for a Board position on the bill. When developing your recommendations, remember to base them on the impact noted above and Board approved policies contained in the County's Legislative Agendas.

Your recommendation must cite which policy or policies that your recommendation is based upon. If no policy currently exists, you should note that in your bill analysis. In those cases, CEO-LAIR will review the bill analysis and evaluate whether to recommend that the Board to adopt a new policy on the matter.

If possible, determine if the County took a position on similar legislation in a prior legislative session. If you are not sure whether there has been a position on similar legislation or, have any other questions when developing your recommendations, contact your CEO-LAIR legislative analyst for assistance.

Also, consider any political or timing issues. For example, it is important to note whether a County delegation member is the author of a bill, or if the bill receives a rule waiver to expedite its movement through the legislative process.

If amendments are recommended, please attach proposed legislative language which has been drafted with and/or vetted through County Counsel. If submitting proposed amendments, make sure they are all of the amendments that the County should seek, and that if they are incorporated into the bill, the County can either support the bill or (if opposing) remove its opposition.

When making your recommendation(s), you must choose from among the following positions:

- **Support** - The bill has a favorable fiscal or operational impact on County programs and is consistent with existing County policy. In some cases, compelling policy considerations may require a recommendation to support a bill in spite of adverse fiscal effects. If so, state the costs to the County and explain any overriding considerations.
- **Support and Amend** - The bill is basically beneficial for the County but would be improved if amended. Include the recommended amendments with your analysis and County Counsel's sign off on the language. The County's position remains "Support" whether or not the bill is amended.

- **Support if Amended** - The bill could be beneficial to the County but it has a provision or provisions that make unacceptable in its present form. Include the recommended amendments with your analysis. Have your County Counsel read and sign off on the language. If the bill is amended as requested, the County's position changes to "Support."
- **Oppose** - The bill mandates unjustified costs, interferes with efficient administration or operation of County programs, and/or is in conflict with policies adopted by the Board of Supervisors. The bill cannot be amended sufficiently for the County to be neutral.
- **Oppose Unless Amended** - The bill is basically undesirable but can be made unobjectionable by amendment. Include the recommended amendments with your analysis, signed off by County Counsel. If the bill is amended as requested, the County's position changes to "Neutral."
- **Neutral** - The bill has no significant effect on the County. Typically, it is not necessary to take this recommendation to the Board but it is valuable to know where your department stands and why.

As part of the ongoing monitoring and analysis of bills, it may be necessary to revisit the County's position on a bill if it is amended later in the legislative session. As a bill is amended, its provisions may change substantially enough that the County may have to change its position. Monitoring amendments is particularly important late in the legislative session when bills are "gutted and amended," and the entire contents of a bill are stripped out and replaced with new legislative language (often relating to an entirely different subject). As with the initial bill analysis, each subsequent bill analysis and recommendation should be based on the current version of the bill's provisions, their potential impact to your department or the County in general, and existing Board policy.

Bill Analysis Format

After considering the information above, use the Bill Impact Assessment Checklist (Appendix 1), the Bill Analysis Form (Appendix 2), and the Operational and Fiscal Impact Assessment Form (Appendix 3) to prepare the bill analysis you will submit to CEO-LAIR. Be sure to include your name and phone number on the documents so the legislative analyst can contact you for more information.

Electronic versions of these documents are available on the CEO-LAIR [webpage](#).

THE FEDERAL LEGISLATIVE PROCESS

The federal legislative process is similar in some ways to the State legislative process. Like the State Legislature, the U.S. Congress is a bicameral body (i.e., the Senate and the House of Representatives) with committees on a variety of subject matters. In order for a bill to become a law, it must first go through the committee process, be voted on and pass the house of origin, go through the same process in the second

house, have any differences reconciled through a conference committee process, and finally be enrolled and sent to the President for consideration. Despite these similarities, there are a number of significant procedural differences in the federal legislative process which result in far fewer federal bills being enacted, even though more bills are introduced in Congress than in the California Legislature.

A more in-depth discussion about the federal legislative process, as well as the differences between the State and federal legislative and budget processes, can be found in the Appendixes 4 and 5.

Despite these procedural differences, a bill analysis for federal legislation should follow the same format as a bill analysis for State bills.

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Bill Impact Check List

The Bill Impact Assessment Checklist is a quick reference guide to help you assess a bill's impact on your department and/or the County. Use this to note key information that will be integrated into your bill analysis.

Bill No (Author): [Click here to enter text.](#) **Version (Date):** [Click here.](#)

Recommended Position: [Choose an item.](#)

Background	Impact on Department
<input type="checkbox"/> New Bill <input type="checkbox"/> Amended / Gut and Amend <input type="checkbox"/> Similar to other Current Bills <input type="checkbox"/> Previously Introduced <input type="checkbox"/> Clean-up Bill <input type="checkbox"/> Urgency Clause	<input type="checkbox"/> Consistent with department's mission <input type="checkbox"/> Implements new program(s) <input type="checkbox"/> Changes or repeals existing program(s) <input type="checkbox"/> Requires new operating procedures <input type="checkbox"/> Requires change(s) to existing procedures <input type="checkbox"/> Affects a departmental strategic priority <input type="checkbox"/> Enhances department's efforts <input type="checkbox"/> Weakens department's efforts
Fiscal Impact	Legal / Enforcement Issues
<input type="checkbox"/> Unfunded Mandate <input type="checkbox"/> Adds Revenue <input type="checkbox"/> Cost Savings <input type="checkbox"/> Additional Costs <input type="checkbox"/> Changes fines / penalties <input type="checkbox"/> New / increased fees to offset costs <input type="checkbox"/> Repeals or reduces fees <input type="checkbox"/> Includes appropriation <input type="checkbox"/> Redirects resources <input type="checkbox"/> Minor impact – program absorption	<input type="checkbox"/> Creates conflict with existing law <input type="checkbox"/> Requires regulations or guidelines <input type="checkbox"/> Provisions are enforceable <input type="checkbox"/> Requires change(s) to existing enforcement procedures <input type="checkbox"/> Resolves conflict in existing law <input type="checkbox"/> Creates a new crime <input type="checkbox"/> Provisions are not enforceable <input type="checkbox"/> Extends or repeals a sunset date
Coordination Requirements	Reporting Requirements
<input type="checkbox"/> Requires coordination among County departments <input type="checkbox"/> Requires coordination with non-County entities (e.g., State, other local government)	<input type="checkbox"/> Requires one-time report / study <input type="checkbox"/> Requires annual report <input type="checkbox"/> Requires new reporting form(s) <input type="checkbox"/> Requires amended reporting form(s)

Bill Analysis Form

BILL NO.:	Enter bill # here.	VERSION (DATE):	Click here to enter a date.
AUTHOR:	Enter author's name here.	<input type="checkbox"/> New Bill <input type="checkbox"/> Amended Bill <input type="checkbox"/> Cut & Amend	
SUBJECT:	Topic or area of concern.		
STATUS:	Note the status / location of this bill (e.g. house, committee, floor, etc.).		
RECOMMENDED POSITION:		Choose an item from drop down menu.	
		<input type="checkbox"/> New pursuit of County position <input type="checkbox"/> No change in previous position <input type="checkbox"/> Change in County position	
ANALYST:	Enter your name here.		
PHONE:	Click here to enter your phone number.		

CURRENT LAW:

Summarize current applicable law in this section.

BILL SUMMARY:

Summarize the key provisions of the bill in this section. If the bill has been amended, provide information on those amendments..

OPERATIONAL OR FISCAL IMPACT:

Describe the operational and fiscal impact this bill will have on your department and/or the County. If this bill will have a significant fiscal impact to the County, please complete the Operational and Fiscal Assessment Questionnaire.

LEGAL ISSUES:

Describe any legal issues that this bill raises. If applicable, please ask County Counsel to provide more information for this section.

DEPARTMENT'S RECOMMENDATION:

Based on the impact noted above, please give your department's recommendation for a County advocacy position. Relate your recommendation to existing Board approved policy, if applicable, and/or previous positions on similar bills in the past. If this pursuit is in response to a Board motion, please note the date and directive of the Board motion and provide a copy of the motion if possible.

SUPPORT / OPPOSITION:

List all organizations that are in support or opposition to the bill. If known, also list the organization that is sponsoring the bill.

COMMENTS:

Use this section to add any additional information for consideration. For example, if this bill is similar to other bills introduced or for which the County had a position in the past, please note that. If you are recommending a pursuit late in the legislative session, please explain why here (e.g., a gut and amend, significant amendments that make it imperative that the County take a position, etc.).

Legislative & Budget Proposals - Operational & Fiscal Impact Assessment

Please use the questions below to assess the proposals operational and fiscal impact of bills or budget proposals you are analyzing. The answers to these questions inform your recommendations for County-advocacy positions and should be included with or summarized in the analysis you submit to your CEO's Legislative Affairs & Intergovernmental Relations Analyst.

1. Would this bill or budget proposal have any potential fiscal impact on the County overall, and more specifically to your or other County departments' programs and/or operations?
2. If a fiscal impact is anticipated, has that impact been analyzed and assessed by your departmental finance leadership?
 - a) If so, please provide their analysis and provide assurances that departmental executive leadership are aware of the anticipated impact. The detailed analysis should include a breakdown of projected one-time and on-going funding, as well as projected costs that **align** with available one-time or ongoing funding.
3. Will the cost created by this bill or budget proposal be covered entirely with State/Federal funding?
 - a) If not, is the department able to cover any gap in funding with existing/available Departmental funding and what source of funding will the department use to cover these costs?
4. Does this bill or budget proposal seek one-time, multi-year, or ongoing funding? If the bill or budget proposal provides one-time funding, but the implementation will create ongoing costs such as staffing, the Department **must** reconsider and align proposals according to existing, available funding. Please explain.
5. Does this bill or budget proposal provide funding for related infrastructure or operational needs?

Federal Legislative Process

The Federal legislative process is similar to the State legislative process though there are a number of significant procedural differences. These procedural differences result in far fewer Federal bills than State bills being enacted, even though far more Federal bills are introduced. The Federal legislative process is summarized briefly below:

Overview of Legislative Process

The U.S. Congress is a bicameral legislature composed of the House of Representatives and the Senate that meets in a concurrent two-year session. Both bodies have similar procedures for how bills move through committees, but significantly different procedures for floor action. Both houses ultimately must reconcile and pass a bill with identical language before it goes to the President for his signature.

Bill Introduction

When a member of Congress introduces (authors) a bill, it is assigned a bill number, with “H.R.” for bills introduced in the House and “S.” for bills introduced in the Senate. Newly introduced bills can be found in the Congressional Record.

Committee Action

Next, each bill is referred to the committee(s) with jurisdiction over the bill’s subject matter. If more than one committee has jurisdiction, a bill is assigned to the committee with primary jurisdiction in the Senate, and, may be assigned to more than one committee in the House either through “sequential referral” (first to one committee, then another) or “split referral” (each committee simultaneously receives sections of the bill within its jurisdiction).

The committee chair largely decides if any action is taken on a bill. In practice, no action is taken on the vast majority of bills. A committee may hold an informational hearing in which testimony is heard from invited witnesses on a bill or related subjects. If the committee chair wants to move a bill, the committee will hold a “mark-up” in which it amends and votes on a bill. Committees often will work from the “chairman’s mark,” the chair’s draft bill language rather than from a previously introduced bill. A committee can approve a bill with or without an accompanying committee report, which explains the bill and provides a comparison with current law. The committee also may report the bill as a new (“clean”) bill, and assign it a new bill number.

House Floor Action

In the House, after the committee(s) with jurisdiction reports a bill, the majority party's leadership informally decides whether it is scheduled for House floor action, though the House Rules Committee formally schedules and determines the rules for House floor debate on a bill. The Rules Committee generally limits the number of floor amendments that can be offered to a bill.

Senate Floor Action

In the Senate, although the authority to call up a bill for floor action is reserved for the Majority Leader, in practice, the Majority Leader consults with the Minority Leader. Under Senate rules, bills require the unanimous consent of all Senators to proceed on the Senate floor without prolonged, dilatory floor debate, known as "filibusters." The Senate also has a custom that allows any single member to place a "hold" on a bill, blocking it from Senate floor action until his or her concerns are met. Some bipartisan support is required to pass bills in the Senate because it takes a 60-vote majority to close floor debate – a majority that neither party has had for many years.

Repeat the Process in the Other House

Once the house of origin has approved the bill, it proceeds to the other house where the procedure described above may be repeated. As an alternative, the other house may act on its own bill on the same or similar subject matter.

Conference Committee – Resolution of Differences

Unless the legislation passed by both houses is identical, a Senate-House conference committee may be convened to reconcile differences between the two versions. Or, each house can amend a bill to be identical, and then pass the bill. If the conference committee reaches agreement on a bill, the revised bill goes back to each house for a vote on final passage. After an identical bill passes both houses, it is enrolled.

The President

An enrolled bill is sent to the President for consideration. The President has 10 days to sign the bill into law, allow it to become law without his signature, or veto it. If the President vetoes the bill, it can still become a law if two-thirds of each house then votes to override the veto.

Federal Law

When a bill is signed into law by the President it is sent to the Office of the Federal Register to be assigned a public law number (e.g., P.L. 105-100). The number before the dash indicates the Congressional session in which it was enacted. A List of Public Laws is posted online on the National Archives web site at: <http://www.archives.gov/federal-register/laws/>.

Differences Between the State and Federal Legislative Processes

In general, the federal legislative process is similar to the State with the following major exceptions:

- Subject matter in a State bill must be germane. Federal bills can contain multiple subjects, and U.S. Senate rules allow a Senator to offer non-germane floor amendments to a bill.
- Federal bills have less specific statutory language than State bills. As a result, federal regulations play a more important role in the implementation of federal laws. Legislative history (e.g., committee report language and floor colloquies) also is important in determining how federal laws are interpreted.
- Unlike State bills, federal bills do not include the actual text of the existing law that is being amended.
- Unlike State bills, there are no fixed time deadlines for federal bills to be introduced, pass out of committee, or chambers.
- Unlike State bills, a bill's author cannot amend his/her own bill. Instead, a bill can only be amended by a vote (or unanimous consent) of a committee or chamber.
- Multiple versions of a federal bill can exist at the same time, and the number assigned to a federal bill can change as it moves through Congress. State bill numbers remain the same throughout the legislative process.
- Far fewer federal bills are enacted each year than State bills. As noted earlier, there also is not any committee action on the vast majority of federal bills.
- Changes to federal programs generally are considered only in the years when the programs are up for reauthorization. Changes to mandatory spending programs, such as Medicaid, also are considered when the annual budget resolution includes reconciliation instructions for committees to report legislation needed to meet spending targets. Statutory changes to State programs are enacted more frequently.
- Except for revenue bills and bills affecting the County as an employer, federal bills generally do not directly affect the County. This is because federal laws generally do not impose direct mandates on local governments, and most federal funds flow to the County through the State.
- All federal bills require a simple majority vote to pass; however, in the Senate, a 60-vote majority is needed to close floor debate on any bill other than budget

reconciliation legislation. The State requires a simple majority vote on non-fiscal bills, and a two-thirds vote on fiscal bills and urgency bills which take effect upon enactment.

Differences Between the Federal and State Budget Processes

There are significant differences in each budget process, which are described below:

- The federal fiscal year (FFY) begins on October 1st of the prior calendar year (e.g., FFY 2023 began on September 30, 2022), while the State fiscal year (FY) begins on July 1st of the current calendar year (e.g., FY 2022-23 began on July 1, 2022).
- Federal fiscal bills require a simple majority vote for passage; however, in the Senate, a 60-vote majority is needed to close floor debate on budget reconciliation legislation needed to meet the spending or revenue targets in a budget resolution. State fiscal bills require a two-thirds majority vote.
- The Governor has a line-item veto authority, which enables him to cut spending on individual budget items without vetoing an entire bill. The President lacks such authority, and also does not have any authority relating to the annual budget resolution. As a result, the Governor has greater influence over the State budget than the President has over the federal budget.
- The State Budget Bill, which ultimately includes the proposed budget that the Legislature sends to the Governor, is introduced in each house of the Legislature and will not go to the Governor until all issues are resolved by both houses. Until the Budget Bill has been enacted, no other appropriations bill, except emergency bills, can be sent to the Governor for signature.
- Nearly two-thirds of annual federal spending consists of “mandatory” spending, which is permanently set by existing law, such as Social Security, Medicare, and Medicaid, and interest payments on the national debt. This means that mandatory spending will occur pursuant to current law unless Congress enacts new legislation affecting them.
- The remaining balance of federal spending is “discretionary” spending, which is set through annual appropriations bills. The House Appropriations Committee and the Senate Appropriations Committee both have 12 subcommittees responsible for various federal departments and agencies. Not counting supplemental appropriations bills, Congress may fund discretionary programs through as many as 12 annual appropriations bills.
- Congress attempts to pass an annual budget resolution to set non-binding spending and revenue targets to guide legislative action on fiscal matters. This resolution may include “reconciliation” instructions to committees to

recommend legislation which would achieve the desired revenue and spending levels. There is no comparable budget resolution for the State budget.

- The State budget process focuses on the budgetary impacts on the budget year (i.e., upcoming fiscal year) while the Congressional budget process focuses on the five-year impacts.

Federal Budget Bills

As noted previously, there is no single federal budget bill. With respect to the federal budget, the following is important to note:

Appropriations Bills. There currently are up to 12 annual appropriations bills that together fund the entire Federal Government. In recent years, a number of the appropriations bills have been consolidated into an “omnibus” appropriations bill. In addition to the annual appropriations bill, Congress may enact one or more supplemental appropriations bill, such as when more funding is needed for disaster aid.

Authorization Bills. An authorization bill may directly appropriate funds for a program or agency, or authorize annual funding levels that are subject to annual appropriations. Authorizations may be annual, multi-year, or permanent. Programs with annual or multi-year authorizations must be extended through “reauthorization” bills.

Budget Resolution. The annual budget resolution sets annual and five-year spending and revenue targets to guide Congressional action on fiscal legislation. The budget resolution is not enacted into law and is non-binding. There are some years in which Congress fails to reach an agreement on a budget resolution.

Budget Reconciliation Bill. The budget resolution may include reconciliation instructions for committees to recommend legislation to meet its revenue and mandatory spending targets. Under Senate rules, only a simple majority, not the normal 60-vote majority, is required to close debate on a budget reconciliation bill. Therefore, such a bill cannot be filibustered.

Revenue Bills. These bills focus on methods for raising money such as taxes, user fees, customs duties, and tariffs.

Legislative Resources

County Resources

Chapter 7 of the Board of Supervisors Policy Manual outlines the County's general legislative policies. An electronic version of the Board of Supervisor's Policy Manual can be viewed at: [Chapter 7 - Legislation | Board Policy | LA County - BOS, CA | Municode Library](#)

The CEO's Legislative Affairs and Intergovernmental Relations web page provides comprehensive access to information about the County's legislative program. On this page you will find links to the County's most recent Federal and State legislative agenda; a link to the list of bills that the County is tracking; links to legislative rosters and maps; and links to other state and federal websites. The web page can be accessed at: [Legislative Affairs and Intergovernmental Relations – Los Angeles County \(lacounty.gov\)](#)

State Resources

California Legislative Information. The most comprehensive source of information about State legislation can be found on the California Legislative Information website, which is maintained by the Office of Legislative Counsel. There you can find bill language, status and history of bills, vote information, bill analyses produced by Legislative staff, and a bill subscription service to help you track specific bills. You can also find the California Code and the legislative calendar. It may be found at: [California Legislative Information](#)

Legislative Analyst's Office (LAO). The LAO provides nonpartisan fiscal and policy analysis for the California Legislature. The LAO's website produces comprehensive reports, subject primers, and webcasts on a variety of policy issues, ballot measures, and the State budget. The LAO's website can be accessed via the following link: <http://www.lao.ca.gov>

The Office of the Governor. The Governor's web page has announcements regarding bill signing and bill veto messages, the annual address to the Legislature, and other items of interest. It may be found at: <http://www.gov.ca.gov>

California Department of Finance (DOF). The DOF website has information about state audits, economic and financial research, current and historical budgets, and demographic issues. The DOF also publishes monthly finance bulletins that have analysis of various financial factors affecting the state. This website can be found at: <http://www.dof.ca.gov>.

Secretary of State (SOS). The SOS maintains public records information on elections, campaign finance, business programs, state-wide ballot measures, and the chapter lists for enacted legislation. The SOS's website can be accessed at: <http://www.sos.ca.gov/>

Federal Resources

Congress.gov. is the most comprehensive source of legislative information about Federal legislation. It can direct you to Federal laws, votes by Congress, the Congressional Record, committee reports, and House and Senate directories. Visit the Congress.gov webpage at: [Congress.gov | Library of Congress](http://www.congress.gov/)

Congressional Budget Office (CBO). The CBO produces independent, nonpartisan, timely analysis of economic and budgetary issues to support the Congressional budget process. CBO analyses do not make policy recommendations, and each report and cost estimate discloses assumptions and methodologies used. The CBO's webpage can be found at: <http://www.cbo.gov/>

Office of Management and Budget (OMB). The OMB assists the President in meeting his policy, budget, management and regulatory objectives, and to fulfill its statutory responsibilities. The most important job of the OMB is the development and execution of the President's Budget. The OMB's website has links to the federal budget, regulation and information policy, and legislative information. The website can be accessed at: <http://www.whitehouse.gov/omb>

Other Resources

California State Association of Counties (CSAC). CSAC represents the interests of county governments before the California Legislature, administrative agencies, and the federal government. CSAC's webpage has links budget news, information on issues and policy of County interest, and weekly reports and analyses of pertinent legislation and the State budget. Links to all of these resources can be found via CSAC's main webpage: [California State Association of Counties](http://www.csac.ca.gov/)

Urban Counties of California (UCC). UCC is an organization representing the interests of the 10 largest California counties. UCC published information on legislation and issues affecting urban counties and their residents, and also tracks State budget items. The UCC's webpage can be found at: www.urbancounties.com

National Association of Counties (NACo). NACo is the only national organization that represents county governments in the United States. NACo advances issues with a unified voice before the federal government, improves the public's understanding of county government, assists counties in finding and sharing innovative solutions through education and research, and provides value-added services to save counties and taxpayers money. NACo's webpage can be found at: [NACo](http://www.naco.org/)

Travel to Sacramento or Washington, D.C. for the week of: _____

Email to: legislativeaffairs@ceo.lacounty.gov
 CEO Legislative Affairs &
 Intergovernmental Relations

Phone: (213) 974-1100

Contact Person: _____ Phone #: _____

County Department: _____

Date Submitted: _____

Date(s) of Travel		Employee Name	Destination	Purpose of Travel
From	To			