



OFFICE OF REVISOR OF STATUTES  
LEGISLATURE OF THE STATE OF KANSAS

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## LEGISLATIVE PROCEDURES FOR SPECIAL SESSIONS

### BACKGROUND AND HISTORY

There are two types of legislative sessions—regular and special. A regular session is the annual (or biennial) gathering of legislators, typically with a start date and length determined by a statutory or constitutional provision. A special session occurs when the legislature is called to convene at a time outside the regular legislative session usually to address a particular topic or emergency. There is no specific timing for a special session. In most states, including Kansas, either the governor or the legislature may call a special session. In 16 states, only the governor may call a special session.

### KANSAS

Article 1, Section 5 of the Constitution of the State of Kansas provides, “The governor may, on extraordinary occasions, call the legislature into special session by proclamation; and shall call the legislature into special session, upon petition signed by at least two-thirds of the members elected to each house.”

Originally, the constitution only allowed the governor to call a special session, but was amended in 1972 to allow the legislature to petition the governor to call a special session. In 1974, the legislature enacted K.S.A. 46-1401 through 46-1403 to provide for the proper procedure for the legislature to petition the governor for a special session.

Though special session proclamations usually provide a particular start date and subject matter, once called, the length and subject matter of a special session may not be limited by the proclamation. In 2005 and 2013, the gubernatorial proclamations contained deadline dates for particular legislation to be passed. However, such deadlines have no legal force or effect.

The 2013 special session is the 22<sup>nd</sup> special session in Kansas. The first was in 1874 to deal with a grasshopper plague destroying crops. Governor Alf Landon called the most legislative sessions with three.

## Previous Special Sessions

**1874:** Gov. Osborn, 7 days—  
Grasshopper plague destroying crops.

**1884:** Gov. Glick, 7 days—Foot and  
mouth disease outbreak in cattle.

**1886:** Gov. Martin, 28 days—  
Redistricting and appropriations.

**1898-99:** Gov. Leedy, 17 days—  
Regulations for railroad charges.

**1903:** Gov. Baily, 3 days—Emergency  
flood relief.

**1908:** Gov. Hoch, 16 days—Regulation  
of railroad rates, create a primary  
election, banking regulations.

**1919:** Gov. Allen, 4 days—Ratify the  
19<sup>th</sup> Amendment to the Constitution of  
the United States.

**1920:** Gov. Allen, 20 days—Coal  
miners' strike and funding for Kansas  
National Guard expenses.

**1923:** Gov. Davis, 7 days—Deal with  
voter-approved payments to World War  
I veterans that \$25 million in bonds  
would not cover.

**1928:** Gov. Paulen, 3 days—Amend the  
Constitution of the State of Kansas to  
allow the state to build and maintain  
highways so as not to lose federal funds.

**1930:** Gov. Reed, 11 days—  
Constitutional amendment on tax policy.

**1933:** Gov. Landon, 25 days—  
Investigate municipal bonds and respond  
to federal banking and work relief laws.

**1934:** Gov. Landon, 6 days—Extend a  
mortgage foreclosure moratorium.

**1936:** Gov. Landon, 6 days—Draft a  
constitutional amendment to allow the  
state to participate in the federal social  
security program.

**1938:** Gov. Huxman, 22 days—Make  
changes to welfare laws and increase  
state funding.

**1958:** Gov. Docking, 17 days—Respond  
to budget crisis after the Kansas  
Supreme Court struck down a mineral  
severance tax.

**1964:** Gov. Anderson, 6 days—  
Redistricting changes because of one-  
person, one-vote Supreme Court ruling.

**1966:** Gov. Avery, 14 days—Legislative  
redistricting.

**1987:** Gov. Hayden, 6 days—Attempt to  
enact a comprehensive highway  
program.

**1989:** Gov. Hayden, 2 days—Extend  
deadline to pay property taxes.

**2005:** Gov. Sebelius, 12 days—Respond  
to a Kansas Supreme Court order  
regarding public school funding.

## **GOVERNOR'S PROCLAMATION**

To call a special session, Article 1, Section 5 of the Constitution of the State of Kansas requires the governor to issue a proclamation. K.S.A. 75-403 requires that all proclamations issued by the governor be countersigned by the secretary of state. Once it is signed, the proclamation will be filed with the secretary of state pursuant to Executive Order No. 75-1. The original will remain in the secretary of state's office, but for any certified copies, the secretary of state will "attach an official certification thereto under the secretary of state's official seal," pursuant to K.S.A. 75-409.

Historically, the governor's proclamation has included both the date and time which the legislature will gather for the special session. However, Attorney General Opinion No. 87-92 states that the proclamation may not require an end date or limit the subject matter of the special session. If such proclamation does provide an end date or subject matter limitation, it will have no legal force or effect.

## **OTHER REQUIRED DOCUMENTS**

### **MESSAGE FROM THE GOVERNOR**

Article 1, Section 5 of the Constitution of the State of Kansas requires the governor to communicate in writing to the legislature at every session. This message from the governor includes priorities and need for a special session.

### **REQUIRED RESOLUTIONS**

#### *Organizational Resolution*

Both chambers are required by Article 2, Section 8 of the Constitution of the State of Kansas and K.S.A. 46-142 to prepare an organizational resolution listing officers and notifying the other chamber that they are organized.

#### *Seating Chart Resolution*

Pursuant to House Rule 2504 and Senate Rule 20, both chambers are to ensure that all current members have an assigned seat. Traditionally, this is accomplished by adoption of a resolution assigning seats. Due to legislator changes in the house, a seating chart resolution will be prepared for the 2013 special session.

#### *Concurrent Organizational Resolution*

A concurrent resolution notifying the governor that the chambers are organized and ready to receive messages is prepared. This resolution requirement is implied by Article 1, Section 5 of the Constitution of the State of Kansas. The governor is required to send messages to the legislature, so it is necessary to know when the legislature is organized and prepared to receive such messages.

#### *Concurrent Adjournment Resolution*

A concurrent resolution adjourning the special session is required by Article 2, Section 8 of the Constitution of the State of Kansas.

## **BILLS**

### **REGULAR SESSION BILLS**

Regular session bills may not be acted upon during the special session. Article 2, Section 8 of the Constitution of the State of Kansas provides, in part, “Bills and concurrent resolutions under consideration by the legislature upon adjournment of a regular session held in an odd-numbered year may be considered at the next succeeding regular session held in an even-numbered year, as if there had been no such adjournment.” (Emphasis added.)

AG Opinion No. 87-92 states that bills and resolutions introduced, but not acted upon, during the preceding regular session may not be carried over to a special session.

### **SPECIAL SESSION BILLS**

Bills and resolutions introduced during the special session may not be carried over to the next regular session. AG Opinion No. 87-92 states that all bills and resolutions enacted during a special session must have been introduced during such special session.

### **PREFILED BILLS**

Bills may not be prefiled for a special session. Both K.S.A. 46-801 and 46-804 specify that prefilings are specific to the “regular session.”

### **REFERRAL OF BILLS**

All bills introduced during special session are referred by the presiding officer in each chamber in the same manner as during a regular session absent a specific rule adopted for the special session.

### **LIMITATIONS ON CONSIDERATION OF BILLS**

Consideration of bills during a special session may be limited, but only by the adoption of a resolution. Such resolution may state that the only bills to be considered will be those introduced by specific committees. AG Opinion No. 87-92 states that the legislature may adopt a rule or resolution which would restrict the subject matter of bills which may be introduced during a special session. (e.g. 2005 SS HR 6003)

### **PASSING BILLS ON THE DAY THEY ARE INTRODUCED**

During a special session, it is common for bills to move through the legislative process much faster than during a regular session. Sometimes a bill may pass on the day it is introduced. However, to do so requires special action because Article 2, Section 15 of the Constitution of the State of Kansas provides that “No bill shall be passed on the day that it is introduced, unless in case of emergency declared by two-thirds of the members present in the house where a bill is pending.” This constitutional provision requires  $\frac{2}{3}$  of the chamber to declare an emergency before it votes on a bill that was introduced that same day.

## COMMITTEE MEETINGS

### COMMITTEE MEETINGS PRIOR TO THE SPECIAL SESSION

A committee may meet in the interim prior to the special session to review or discuss issues. However, if members of the committee would like to be compensated for attending such meetings, the meetings must be approved by the Legislative Coordinating Council (LCC). During the interim, the LCC governs the affairs, meetings and activities of standing and other committees pursuant to K.S.A. 46-1202 and also governs the mechanics and procedures of all legislative committee work and activities. For a member to receive compensation, travel expenses and subsistence expenses or allowances for a standing committee, special committee or select committee that is meeting during the interim (except for the Ways and Means Committee of the Senate and the Committee on Appropriations of the House when meeting pursuant to K.S.A. 46-134a), pursuant to K.S.A. 46-1209, the committee meeting must be authorized by the LCC.

In the past, the LCC has authorized specific standing committees of the House and Senate to meet during the interim to study subject matters assigned to the committee by the LCC. In 1993, the LCC designated all standing committees of the legislature as interim study committees and authorized them to meet and to conduct studies.

### COMMITTEE MEETINGS DURING THE SPECIAL SESSION

Standing committees may meet during a special session upon call of the chairperson, but committee secretarial staff may or may not be available to such committees during a special session.

## CONFIRMATIONS

### JUDICIAL SELECTION

It is the opinion of the Office of Revisor of Statutes that the time requirement does start if a special session is called. Subsection (b) of Section 1 of Chapter 1 of the 2013 Session Laws of Kansas provides:

“No person appointed pursuant to subsection (a) shall assume the office of judge of the court of appeals until the senate, by an affirmative vote of the majority of all members of the senate then elected or appointed and qualified, consents to such appointment. The senate shall vote to consent to any such appointment not later than 60 days after such appointment is received by the senate. If the senate is not in session and will not be in session within the 60-day time limitation, the senate shall vote to consent to any such appointment not later than 20 days after the senate begins its next session. In the event a majority of the senate does not vote to consent to the appointment, the governor, within 60 days after the senate vote on the previous appointee, shall appoint another person possessing the qualifications of office and such subsequent appointment shall be considered by the senate in the same procedure as provided in this section. The same appointment and consent procedure shall be followed until a valid appointment has been made. No person who has been previously appointed but did not receive the consent of the senate shall be appointed again for the same vacancy. If the senate fails to vote on an appointment within the time limitation imposed by this subsection, the senate shall be deemed to have given consent to such appointment.” (Emphasis added.)

The language does not distinguish between a regular session and a special session, but merely uses the term “session.” The legislative history was not clear as to whether or not this was intended to be limited to the regular session. Since it is not distinguished, the Office of Revisor of Statutes is of the opinion that “session” includes both a regular session and a special session.

The language does not address what role, if any, the Senate Committee on Confirmation Oversight would have in the court of appeals appointment process. The language states that no person appointed by the governor shall assume office until the senate acts on such appointment. Thus, the provisions of K.S.A. 46-2601, which allow the Senate Committee on Confirmation Oversight to give temporary approval to a person appointed by the governor and authorize the person to exercise the powers, duties and functions of the office until such appointment is confirmed by the Senate, do not appear to be applicable. When the Senate is in session, Senate Rule 56 provides that appointments “shall, unless otherwise ordered by the president, be referred to appropriate committees by the President.” The Office of Revisor of Statutes is of the opinion that Senate Rule 56 is applicable to the court of appeals appointment and would allow any appropriate committee to consider such appointment during the special session, upon referral by the president.