



California Coalition Against Sexual Assault 2005-2006 Lobbying Handbook

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Introduction

Advocating Justice, Empowering Minds, Strengthening Spirits, Training Leaders, Changing Lives

We Are . . .

Founded in 1980, The California Coalition Against Sexual Assault (CALCASA) is the only statewide organization in California whose sole purpose is to promote public policy, advocacy, training and technical assistance on the issue of sexual assault. CALCASA's primary membership is the 66 rape crisis centers and campus rape prevention programs in the state. CALCASA's affiliate membership category is for organizations, businesses, individuals and others committed to our mission and our vision of the elimination of sexual violence.

CALCASA provides the unifying vision and voice to all Californians speaking out against sexual violence. CALCASA's leadership at both the state and national level brings support, justice, and hope to victim/survivors of sexual assault, and to those who work to eradicate this pervasive problem in our communities. The needs of sexual violence victim/survivors as well as the prevention approaches designed to stop sexual assault, guide CALCASA as it works to impact public policy, educate the public, and provide resources to all those working to end sexual violence

CALCASA works closely with rape crisis centers, government agencies, campuses, institutions, lawmakers, the criminal justice system, medical personnel, community-based organizations and business leaders providing a central resource for improving society's response to sexual violence by supplying knowledge and expertise on a wide range of issues.

In 1997, CALCASA established the Rape Prevention Resource Center (RPRC)—the largest center of its kind in the nation. The Center strengthens California's rape crisis and rape prevention programs by providing leadership, training, information, guidance and assistance. CALCASA convenes statewide training conferences and offers publications such as training curriculum, reports on sexual violence research, and organizational/resource development guides. As an added component of technical assistance, CALCASA sponsors Self Defense Instructor training for rape crisis center staff interest in learning to teach self-defense workshops in their communities.

CALCASA is also called upon by individuals and organizations nationwide to provide direction on the issue of eradicating sexual assault. The RPRC includes a Library—one of the largest, most comprehensive specialized libraries on violence against women in the world. The collection includes more than 7,000 books, periodicals, curricula, resource guides, videos and audiotapes.

In 1999 CALCASA expanded even further, when it was selected to be Training and Technical Assistance Provider to the "Grants to Reduce Violent Crimes Against Women on Campus Program" provided through the Violence Against Women Office, Office for Justice Planning, Department of Justice. Through this program, CALCASA provides 44 grantee campuses nationwide with quarterly conferences, and monthly teleconferences. CALCASA also works with a national campus advisory board, and provides technical assistance to assure that grantees succeed in their grant objectives to address domestic violence, sexual assault, and stalking on campuses.

Our Mission . . .

The California Coalition Against Sexual Assault provides leadership, vision and resources to rape crisis centers, individuals and other entities committed to ending sexual violence.

Our Vision . . .

A world free from sexual violence

A vision to be embraced, "A World Free From Sexual Violence" stretches our imaginations and enlivens our hopes and hearts as we embolden our strategies and commitment to ending sexual violence. CALCASA, through our staff, members, supporters and leadership accomplished another important year's worth of social change through policy, education and service to take us forward towards this incredible vision.

The California Coalition Against Sexual Assault

1215 K ST, SUITE 1100
SACRAMENTO, CA 95814
TEL 916-446-2520
FAX 916-446-8166
info@calcasa.org

Section I – The Legislative Process

Facts & Figures about the Legislature

- The Legislative Branch of California government is split into two Houses: the Senate and the Assembly.
- California is divided into 58 counties with 40 Senate and 80 Assembly legislative districts.
- Senators are elected for a maximum of two four-year terms. Assembly members are elected for no more than three two-year terms. Terms do not have to run consecutively.
- 1918 was the first year women served in the Legislature after four were elected to serve in the Assembly that year. 58 years later, in 1976, the first woman was elected to the State Senate.
- The legislature meets in a 2 year Session. During the Session, the members of the Legislature work in Sacramento Monday through Thursday and in their home districts Friday through Sunday.
- Extraordinary Sessions may be called by the Governor to address an emergency or a specific topic and may run concurrently with the regular session.
- Current Senate membership is 25 Democrats and 15 Republicans each representing approximately 846,791 Californians.
- The Assembly membership consists of 48 Democrats and 32 Republicans each representing approximately 423,395 Californians.
- The First California Constitutional Legislature met in 1849 with 16 Senators and 36 Assemblymen.
- Legislative Districts are redrawn every 10 years coinciding with the release of the new United States Census figures.

Facts & Figures about Bills

- With some exception, bills are generally introduced between January and February of each year.
- Bills introduced in the first half of the session (the first year) can pass, die, or become two-year bills.
- Bills introduced in the second half of the session (the second year) must pass or die that year.
- The First Legislature had 146 bills signed by the Governor.
- In 1957, the Legislature introduced 7,426 bills compared to only 3,237 in 1997.
- In 1961, 2282 bills were chaptered compared to only 951 in 1997.
- Members of the Assembly are limited to introducing only 15 bills per year or 30 per two-year session. Waivers of this rule are often granted resulting in some members exceeding that limit.
- Members of the Senate are limited to 30 bills per year or 60 per two-year session. Waivers of that limit are far less likely to be granted in the Senate than in the Assembly.
- The legislative process is detailed on the Legislative Counsel's website. For more information, please visit www.leginfo.gov or contact the CALCASA Legislative Policy Advisor.

The Life of a Bill

The primary power afforded to the legislature by the state Constitution is the creation of laws through the introduction and passage of *bills*. In California, a bill is a legislative proposal to create a new law, amend an existing law or eliminate an existing law. Bills are authored and introduced by Members of the Assembly or Senate and debated in the legislature. Bills are identified by their house of origin—AB (Assembly Bill) or SB (Senate Bill)—a number, and the last name of the bill’s author. As an example, AB 2195 (Corbett) is an Assembly bill authored by Assemblymember Ellen Corbett. The numbers are assigned as they are introduced beginning each new two-year session with AB or SB 1.

Tradition dictates that on the Ceremonial first day of the two-year Session in early December, each member of the Assembly and Senate, upon being sworn in to office introduces one bill. While there are no rules precluding the introduction of more than one, this rarely happens, as most members wait until the regular session schedule begins in early January. The last day to introduce a bill falls on the last Friday in February.

After being introduced in its house of origin, each bill must be in print for 30 days before any action may be taken. This allows for sufficient public awareness of the bill. After the 30-day period, the bill then goes to the Rules Committee for assignment to a *Standing Policy Committee*.

Standing Policy Committees consist of between five and 30 members and are organized by subject and issue area. The Education Committee, for example, is usually charged with hearing all bills related to California public education while bills relating crime and punishment are the primary jurisdiction of the Public Safety Committee.

There are currently 29 permanent, or “standing”, policy committees and over 70 Select Committees covering a more narrowly specific range of issues from biotechnology to California wine. Standing committees hear and vote on bills, whereas select committees have a more informational and study-based function. A complete list of all committees is available in the *Daily File* for each House.

The Senate or Assembly daily file is an essential document—it lists the day’s agenda as well as the next few weeks for all business in each house, including committee schedules and agendas as well as bills on the Floor awaiting votes.

Bills are voted on by members of each committee followed by the membership of each house. Before being voted on by the full body during a “*Floor vote*”, a bill must undergo three readings on the Floor. The first reading occurs when it is introduced. The second reading occurs between the last committee vote and the Floor vote. The third and final reading occurs at least three days later and only then is a bill eligible to be taken up for vote. Upon approval of the legislative body, the bill then moves over to the other house and, with the exception of the 30 day in print rule, the process is repeated. If a bill is amended in the other house, it must return to the house of origin for a concurrence vote.

Occasionally the Rules Committee will require that a bill go to two policy committees -- the bill is “*double referred*”. A double referral typically happens for highly controversial bills or where the subject matter is relevant to two policy areas, e.g. the Judiciary Committee *and* the Public Safety Committee. However, a bill may be double referred if only to provide support for the existence of a committee. While this is un-known by the public, some committees during certain years hear very few bills and feel the need to justify their existence and funding. Therefore, they may elect to request a bill that only partially pertains to an issue in their purview. Double referred bills must pass both policy committees before moving on to the fiscal committee.

Where a bill has a potential fiscal impact on the state General Fund (GF), it will also be sent to an *Appropriations committee*. The Appropriations committee of each house is interested in the cost implications of the bills, and will usually hold on “*suspense*” any costly legislation until the state budget has been passed and there is a clear understanding of any available discretionary funds for new, continuing or expanding programs. A bill may also be held on suspense to give the author and supporters time to further develop the bill and identify specific funding streams. A bill without a cost to the state bypasses the Appropriations committee and goes to the Floor of the Assembly or Senate for a full vote of the body.

The committee hearing schedule and agenda can be tricky and you need to follow it closely. If they feel they do not have the support necessary for passage, an author may withdraw a bill just before and even during the hearing. To allow more time for negotiation and to build additional support for the bill, it may be rescheduled at a later date. Each bill is allowed three “sets”—meaning the bill may be set and reset in any committee a total of three times during the life of the bill.

Bills pass out of committee on a simple majority vote. If a bill fails in committee, within 15 days, *reconsideration* may be granted in which the bill comes up for another vote in a future hearing. No additional testimony or witnesses are allowed to speak on behalf of a reconsideration vote. If a bill looks likely to be defeated it may be withdrawn before the hearing, as described above, or, in the first year of a two-year session, turned into a two-year bill.

Non-controversial bills are bills that have no opposition. Generally, such bills are placed on the policy committee’s *consent* calendar. Consent, by the way, is the finest word in the State Capitol and what everyone strives for in running legislation. Bills with minor opposition may also be placed on the consent calendar as a result of negotiation between the committee consultants and the minority party caucus counterparts. In these occasions, the two sides have worked out a deal where a few minor bills with a light oppose from the minority caucus consultants are placed on the consent calendar in exchange for favorable treatment on a bill important to on or more minority party members on the policy committee.

Authors are usually told their bill is on consent before the hearing, though sometimes they are surprised to learn it was placed on consent only moments before the start of the

committee hearing. In most cases, bills on consent are not presented in committee. Occasionally, presentation does take place if the author wants to raise the issue in a public forum or if many witnesses have traveled to Sacramento from throughout the state to testify.

The entire consent calendar is voted on at once, usually at the end of the hearing. It is very important to pay attention to the consent calendar because a member of any party may elect to have any bill removed from consent at any time prior to the vote, in which case the bill must be presented and witnesses must testify. Additionally, while the vote is usually taken at the end of the hearing, the consent calendar may be voted on at any time during the hearing. Many times, while committee members are awaiting the arrival of authors to present their bills, the chair may use the lull to dispense with the consent calendar.

Bills heard in a committee that does not have enough members present to vote the bill out are placed “*on call*”. Absent members have until a few minutes after that hearing ends to return to committee to cast a vote for on call bills.

After a bill has passed the policy committee as well as Appropriations or if it is a non-fiscal bill that has passed policy committee, it then moves to the Floor for a vote of the entire house. In the case of the Assembly, this means that all 80 members will then have the opportunity to hear arguments and contribute to the debate before taking a vote on the measure. In the Senate, all 40 members have the opportunity to vote, though generally, the debate and deliberations are far shorter than those of their counterparts in the Assembly.

If a bill passes out of the second house with amendments that dramatically alter the original bill or change its intent, or if two similar bills pass through both houses, the Members of the house of origin may not agree with the new version of the bill. To resolve the differences, the bill will go to a “*conference committee*” which is comprised of three members from both Houses with the author of the bill in question serving as the committee chair. The Rules committee selects the other members. The purpose of a conference committee is to work out a compromise between the parties involved with the legislation. If the members of the conference committee agree on a compromise, the bill then returns for Floor votes in each house.

Once a bill has passed the Legislature, the Governor has twelve days to sign or veto it, unless it passes at the very end of the session, in which case he has thirty days. If he does not act on the bill by the deadline, the bill automatically becomes law without his signature. This is rarely done—maybe once or twice a session-- and sometimes happens by accident. In 1996, a misplaced box of bills during the hectic end-of-session 30 day signing period resulted in over a dozen bills becoming law without a signature and required follow-up legislation the next year to correct.

After the governor signs a bill, it must then go to the Secretary of State for a process called *chaptering*. Each bill is given an official "chapter number" to act as a reference

number. This is done because each session, introduced bills begin with AB or SB 1—therefore, there can be an AB 1 in 2001 as well as 2003. The chapter number is year-specific and assigned in order of receipt by the Secretary of State. For example, AB 2195 (Corbett) from 2002 is Chapter 275, Statutes of 2002--it was the 275th bill received by the SoS in 2002.

The Budget Process

With the submission of the Governor's Budget, which is required by January 10 of each year, the chair of the Senate Budget and Fiscal Review and Assembly Budget Committees each introduce a Budget Bill which contains appropriations to finance the program levels proposed in the Governor's Budget. Throughout the spring, and with the assistance of committee consultants and the Legislative Analyst, who prepares a detailed analysis of the Governor's Budget, the fiscal committees of each House of the Legislature hold hearings to determine if changes should be made in the Governor's Budget. At these hearings, representatives from the state department who's Budget is being heard, the State Department of Finance, the Legislative Analyst, and the public may be called upon to provide official testimony.

Changes desired by the Administration concerning events occurring after the Governor's Budget is submitted are included in "Finance Letters" addressed to and considered by the Senate and Assembly Budget committees.

In mid-May, the State Department of Finance updates its estimates of current year, and budget year revenues, expenditures (including any final Administration expenditure proposals) and surplus. This provides the Legislature with the most current estimate of resources that will be available for expenditure. The governor subsequently releases a "May-Revision" of his January Budget, which adjusts, adds or eliminates proposals.

At the completion of all the hearings, each House passes its Budget Bill, a Conference Committee of six legislators is chosen to receive differences in the two bills and to incorporate a "Conference Committee Version" into one of the bills. The bill is then sent to the floor of each House and, if passed by two-thirds, is enrolled to the Governor. If it is not passed, a new Conference Committee is formed and the conference process is repeated. Sometimes it has become necessary for the Big Five (Senate Pro Tem, Assembly Speaker, Senate Minority Leader, Assembly Minority Leader, and the Governor) to meet to resolve major issues. The Legislature is required under the State Constitution to pass the Budget by June 15th of each year.

Upon receipt of the Budget Bill, the Governor meets with his advisors to make reductions or eliminate particular items of expenditure (known as the line item-veto). The Governor then signs the Budget Bill, and it becomes the Budget Act. Under the State Constitution, the Governor must sign the Budget by June 30th of each year. The Legislature may then consider overriding any vetoes the Governor has made and may do so by a two-thirds vote of each House.

Section II – CALCASA Legislative Advocacy

Research & Development

CALCASA develops legislative proposals based on three sources—The Strategic Forum Report, the California Campus Blueprint—both of which were produced by CALCASA—as well as independent research ideas.

Strategic Forum Report

The Strategic Forum Report "*A Vision to End Sexual Assault*" represents the culmination of a yearlong effort which looked to foster better understanding of the impact of sexual violence and encourage further collaboration to end sexual assault in California. The report is designed to capture the attention of policymakers, government agencies, service providers, community organizations, and individuals by:

- Presenting key issues and challenges related to sexual assault prevention and intervention
- Proposing recommendations that reflect innovative solutions and practical alternatives to address these issues
- Providing specific strategies and potential community partners to implement the recommendations

Campus Blueprint

Funded by the State of California and researched by the Governor appointed Campus Sexual Assault Task Force, the *California Campus Blueprint to Address Sexual Assault* has determined that education and prevention initiatives at the state's colleges and universities are inconsistent, ranging from well-developed, well-funded programs in the UC system, to mixed availability of programs within the state system and little or no programming at the state's private institutions and community colleges. The *Blueprint* presents dozens of recommendations regarding statewide policies for sexual violence prevention activities on campuses, training for relevant personnel, and campus victim service systems.

CALCASA Legislative Research

CALCASA Staff reviews existing legislation on sexual assault to determine needs for additional legislation. Additionally, we listen to the experts in the field as well as the victims themselves and work on any potential legislative ideas that come from such discussions.

The bill package will consist of approximately three to five recommendations and ideas that will be researched and shopped to Legislative Authors during meetings in December and January. Some bills will be shopped not with the hope or expectation that they would be signed, but with the hope and desire that the bills will spur debate and public discourse.

Finding an Author

One of the most crucial steps in successful legislative advocacy is identifying the proper

legislators to work with on CALCASA policy issues and bill proposals. It is very important to do your homework on each member you may be presenting with a bill idea. Finding an author who will devote the time and resources to fight hard for a bill is critical. Some research into past voting records, bills carried and activities prior to their election can also be used to help identify potential authors.

Certain questions to consider:

- Has this legislator been receptive to CALCASA and issues relating to rape and sexual assault in the past?
- Has this author carried legislation pertaining to CALCASA issues in the past? What was the disposition of that legislation? How hard did they fight for it?
- How committed is his or her staff to these issues at the current time?
- How much experience does this legislator and staff bring to the process?
- What are his or her strengths and weaknesses?
- How much did they win their seat by?
- Are they in a targeted district?

Legislators with experience or expertise in issues of sexual violence and rape are a good start, as are Members in leadership positions. Next are Chairs of important and influential committees that the bill may be heard in. These members are more likely to receive analysis and input from the expert consultants from their committee and would be a strong choice to approach to carry a bill—especially if the bill is technical in nature or very controversial.

Returning legislators have generally already established their reputations and styles. While certain policy objectives may change from year to year, the Member's tenacity, negotiating style and the strength of their word usually does not change. New Members, while less predictable, are often looking to make a big impact their first term and may approach carrying a bill with a greater commitment and savvy. Again, research cannot be stressed enough.

It is also important to remember that an issue important to CALCASA might not be as important to a legislator. Always remember that the legislator may not even have passage of the bill as their highest priority. Often, legislators carry bills that have no chance of passing. This is done for political reasons, to attract press coverage, to educate the public on a given issue or to bring the debate to the public.

During the three-month period between the end of session in late August and the start of the new session in January, and even right up to the deadline to introduce bills in late February, legislative staffs perform research on bill ideas central to the member's district or policy interests. Additionally, legislative staff holds meetings with advocacy groups, lobbyists, members of their district and individuals, to discuss legislative ideas and proposals. Advocacy groups or lobbyists usually develop a list of bill ideas and offer one or more to that member to be added to their legislative package.

The degree of influence brought to a legislative package often differs by Member to member. Some give very specific instructions to staff on what types of bills they are looking for and whom to work with. Others give only general direction and let their staff focus on specific ideas within that general issue area. Most usually entertain ideas from staff and a few even have “It Ought to be a Law” contests in which constituents recommend bill proposals with the winning bill idea introduced.

Before deciding on a final legislative package, the Members and staff often weigh ten or twenty requests to author legislation a year and must choose carefully, weighing the policy objectives, the fiscal cost, and the political advantages and disadvantages to carrying a bill. To ensure a good fit, it is important to discuss with potential authors and their staff their level of interest, commitment, and willingness to work with CALCASA for the Coalition’s goals and priorities.

Lobby Days

Lobby Days are an excellent opportunity to meet with legislators and their staffs to discuss specific issues and legislation. Lobby days are scheduled by large advocacy organizations or groups of individuals and take place generally in the first three months of each year of the session.

Large groups descend on the capitol and split up into groups of two to four to meet with specific members. There are two goals for a Lobby day. The first is to educate a member regarding your issues and policy goals, including support or opposition to legislation. The second is to shop legislation to Authors looking to carry a bill in this issue area or looking to round out their Legislative package.

It is important to be well prepared for these meetings. You want to leave the member with a package of information including fact sheets, contact information and any additional background information you deem important. Remember the people you are meeting with are extremely busy and may have other meetings scheduled with other advocacy groups the same day. Therefore, keep it brief, keep it succinct and always remain polite and helpful. If additional information is requested for after the meeting, get it to them as soon as possible. If you’re there to provide information, check in a few weeks later to see if they have any additional questions, comments or require further information.

Working on Bills

As and when bills related to sexual violence are introduced in the legislature, the Legislative Policy Advisor, the Executive Director and the Public Policy Committee together classify them as **Support**, **Track**, and **Oppose**.

- **Support** - These bills may be either bills from CALCASA’s list of bill ideas or other bills introduced during the legislative session that members deem important. CALCASA commits itself to being present at every hearing, sending out fax and email alerts to rape crisis centers throughout the state, working with the author on bill language, negotiating with any opposition, etc.

- **Track** - All other bills related to rape, sexual assault or victim services, which CALCASA has not agreed to support as High Priority, are watched to monitor their progress through the legislature in order to be aware of any amendments that may significantly impact California sexual violence law.
- **Oppose** - These are bills that CALCASA believes will have a negative impact on victims of sexual violence, victim services and/or Rape Crisis Centers.

CALCASA Executive Director and Public Policy Advisory Committee

The Executive Director is the spokesperson for CALCASA and for the Public Policy Committee. The Executive Director is authorized to raise the profile of CALCASA and the issues of sexual assault on behalf of rape crisis centers with legislators, public policy makers, and other non-profit organizations and coalitions. As public policy activities develop, all information and updates are communicated to and coordinated with the CALCASA Executive Director or her designee. From time to time, members of the Public Policy Committee will be asked to speak to public policy issues being pursued by CALCASA.

The CALCASA Public Policy Committee is a core group of stakeholders selected by the Executive Director to work together to develop policy agendas to address sexual violence in California and the nation. Membership in the Public Policy Committee include the CALCASA Executive Director as Chair, a representative from the CALCASA Board, a representative from the CALCASA Council, and a limited number of key stakeholders. A limited amount of additional committee members who have the expertise in sexual assault issues that the Committee is addressing through that year's public policy agenda and have the capability to assist CALCASA in successfully developing and influencing the identified public policy issues are recruited for one-two year terms. -

The Public Policy Committee seeks input on sexual assault-related public policy needs through a variety of sources including: the CALCASA Council, CALCASA Board, rape crisis centers, allied anti-violence against women groups, and other avenues in order to develop and prioritize an overarching public policy agenda for CALCASA. - This agenda is then reviewed and adopted by the CALCASA Board of Directors. -

A **bill chart** will be prepared at the start of the legislative year, and updated frequently with a monthly update available before each meeting. The chart will show each bill the PPAC is involved with, its author, a brief summary of its content and its current status, i.e. where it is in the legislative process.

Section III – Lobbying on Behalf of CALCASA

Advocating in Support of a Bill

Overview

1. Bill Language.
2. Working with Legislators and Staff.
3. Background Information.
4. Political Data
5. Constituents and Advocacy
6. Policy and Fiscal Committees.
7. The Floor Vote.
8. The Governor’s Signature.
9. Follow-up.
10. Implementation.
11. Opposing a Bill
12. Monitoring a Bill

Bill Language

The language (text) of the bill may be written by CALCASA, another advocacy organization or individual with interest or expertise in a given subject area, by the author or his or her staff, or by the staff of Legislative Counsel.

Founded in 1913, the Office of Legislative Counsel is a nonpartisan public agency that drafts legislative proposals, prepares legal opinions, and provides other confidential legal services to the Legislature and others. There are two types of bill language requests that an Author’s office can make to the Legislative Counsel—BACKED, in which a submitting author’s name is attached to the bill or UNBACKED, in which the bill contains no author and can then be shopped around to other Members if the submitting author passes on the bill proposal. Only a member may submit a bill request to the Legislative Counsel.

There are several ways to obtain a copy of an existing bill:

- Contact the CALCASA Legislative Policy Advisor with the bill number, author or subject.
- Contact the author and request a copy be sent or faxed.
- Local representatives (Senator or Assembly member) can send you a copy.
- The Capitol Bill Room at (916) 445-2323 will mail copies of the bill; or are

available for pick-up in Sacramento. The Bill Room is located in the basement of the Capitol building next to the Capitol gift shop.

- There is a great deal of information on the California Legislature, including bills, available on the internet (www.leginfo.ca.gov). Additionally, bills can be obtained from the Westlaw website (Database: Ca-billtxt).

Working with Legislators and Staff

For many of the sponsored bills, CALCASA itself will have developed the bill proposal from recommendations in the Strategic Forum Report or the Campus Blueprint and will have solicited an author to carry the bill or submit the bill request to the Legislative Counsel's Office for UNBACKED Language.

Ideally, the CALCASA Executive Director or the LPA will be in contact with the legislator and his or her aide from an early stage, when the bill is just an idea, and can therefore strategize and plan with them from the beginning. However, some bills are written and introduced without consulting with CALCASA, or a legislator may have introduced a bill without realizing how it affects victims of rape or sexual assault. Advocacy groups often cite this as one of the biggest criticisms of the legislature -- that there rarely seems to be a cohesive strategy pertaining to what bills are introduced and by whom. This, in turn, leads to lost opportunities for collaboration between authors and affected parties.

In these cases, CALCASA may come to the process after the planning has taken place, and may therefore need to make the legislative staff aware of any concerns we may have. Whatever the situation, it is important to get in touch as soon as possible with the legislator and with whichever aide in their office is dealing with sexual violence or rape crisis centers. Aides can be tremendously helpful, and more often than not know the ways of the Capitol as well or even better than legislators. Term limits have resulted in a draining of institutional knowledge and specific areas of expertise on the part of Members and it is now the staff and especially the committee consultants that possess most of the knowledge and political savvy.

It is also important to remember that a Legislator is motivated by more than just the policy objective, but by getting re-elected, press attention, attaining a position in leadership, and a many additional goals you may not be aware of. The chances of effective collaboration will be greater if you look for places where your interests overlap with those of the legislator, and build from there.

Background Information

CALCASA's credibility and, in turn, its success in legislative advocacy, comes from being well informed and well prepared. Be prepared to be a resource. Even with their full time-staff, California's legislators have too much to do and too many issues they need to be knowledgeable about to be able to conduct their own research on every subject. They must therefore rely on advocates and lobbyists to help them become informed about issues and decide how to vote on them. In order to continue to maintain its credibility and position as a comprehensive source of information on issues relating to rape and sexual

assault, CALCASA must provide accurate, reliable information to legislators. This means finding out what they need to know and giving it to them in a clear and appropriate format. If we do not present all the information that legislators need in order to work for the bill, our point of view may not be taken into account.

To be seen as a reliable and competent resource on sexual violence issues, you will need to have the following information:

- How a bill fits in with the other parts of the code it is in.
- How the bill will affect other laws.
- Any other laws, definitions or codes that need to be cross-referenced.
- The implications of all references to laws in the bill.
- What, if any, fiscal (monetary) impact the bill will have.
- All the facts, statistics and research that support CALCASA's position.
- Stories of real people whom the law has hurt as it is now, and how they would be better off with the proposed change.
- Who opposes the bill (or who the author anticipates opposition from), their concerns, and CALCASA's responses to those concerns.

Research this information, or talk with someone who can. Many members of the CALCASA staff are very knowledgeable about California laws regarding sexual violence, and are an invaluable resource. CALCASA also has one of the largest library of resource materials pertaining to sexual violence in the United States. By all means, utilize this vast source of information at your disposal.

Political Data

Successful legislative advocacy not only requires understanding all aspects of your bill, but also extensive knowledge about the Members who will be voting on your bill. Any piece of information that paints a clearer picture of how a legislator will vote can be crucial.

- Know about victim services available in each member's district.
- Gather examples of how the bill would help in the districts of the key legislators.
- Find out each legislator's voting record on similar bills.
- Find out if rape crisis center programs in their constituencies have any experience of working with them.
- Find out if that member has carried CALCASA Issue legislation in the past.
- Find out what the political fall-out would be based on the member's potential support or opposition.

Constituents and Advocacy

Issues that directly affect a member's constituents will be of particular interest to them. If a Member receives input from their district, they will be more likely to pay closer attention to the bill and even take a proactive role in. When addressing a particular member, have information pertaining to their districts at the ready. If you need to, contact Rape Crisis Centers in the Member districts and ask them to write a letter in support, or call.

Policy and Fiscal Committees

Bills progress as long as they pass out of each committee they are assigned to. When supporting a bill, you therefore want it to pass out of each committee as smoothly as possible. When you are opposing a bill, each committee hearing is a chance to defeat the bill.

Committees generally meet at the same time each week (e.g. Tuesdays at 9:30), and will have an increasingly large number of bills to go through as the session progresses. It is not uncommon towards the end of session or before deadlines for committees such as Education or Health to have over 100 bills scheduled to be heard in a given meeting. It should be anticipated that such a meeting could last many hours, all day and possibly even into the night. Consult the Daily File for schedule information and agenda for a given hearing or contact the CALCASA Legislative Policy Advisor.

Members of the public are invited to give testimony on any bill before the committee, but the committee chair has a great deal of latitude in terms of how much testimony to allow and how long each side (or each person) can talk. Typically, the greater the number of bills on the committee agenda, the less time there will be for testimony. Often time restrictions will be placed on witnesses as well as the number of witnesses allowed to testify. Generally, two to three witnesses may testify for three minutes each on each side of a bill. Any remaining witnesses are asked to provide their names, affiliation and position on the bill before making way for the next witness.

Before the Hearing

Like a good legislative advocate, the Author's office usually knows what the vote count will be before the hearing. The legislative aide assigned to your bill will have contacted the offices of the Members on the policy committee to find out their vote and to see if there are any questions or issues they may have. You can work with them to develop background information on how your bill will affect each Member's district and have that information ready to use should a Member have concerns. To ensure you know where your votes are, you should contact the committee member offices yourself. Offer to provide additional information should they need it and make yourself available to meet with staff should it become necessary. This allows for a thorough discussion on the bill and allows for Members to raise questions or concerns privately, outside of the hearing and away from any potential opposition.

Author's offices sometimes do not have the time to contact those that oppose their bills, so assume they have not. If you know who is opposing your bill, contact them before the hearing to discuss their concerns and determine if there is room to negotiate. You always want to be friendly and non confrontational when working with opposition. This increases the chances that a negotiated settlement may be worked out and will make any future discussions with opposition on this bill or any other run much more smoothly. If any concerns or issues can be taken care of before the hearing, it vastly improves the likelihood of passage.

If any opposition cannot be worked out before the hearing, but you feel they possibly could be, if given more time, ask your opposition if they might be willing to go neutral on the bill pending further discussions as the bill proceeds through the legislative process. Unless the bill has significant political ramifications or controversial policy objectives, many opposing parties might be willing to agree to a soft oppose as negotiations continue. Remember, the bill has many steps it must complete before it reaches the Governor's desk—there are many opportunities to work out any problems you may encounter. If you conclude that negotiation will not succeed, you still come out ahead because you know who opposes your bill and why which gives you time to develop rebuttal arguments for their concerns. Additionally, you can tell the committee you have attempted to work out differences with opposition parties.

Opposition can be removed if the author is willing to take amendments to the bill, which address or remove the concerns that led to the opposition. Each committee has a staff of consultants that analyze each bill before the committee. These consultants often spot problems in the bill or are aware of outside opposition and suggest amendments to correct them. Generally, Authors accept such amendments as long as they do not significantly alter the scope or intent of the bill. Always read the committee analysis to determine if any suggested amends might pose a problem for you. Also, keep in close contact with legislative staff in the author's office to make sure they alert you to any letters or calls of support as well as opposition. Often, opposition does not arise until the last minute and it is critical that you be aware of it before the hearing. You never want to go into the hearing and be ambushed.

The Author's office should make sure the committee has copies of all letters of support and you should make sure they do as well. It is not your job to provide the committee with letters of opposition. If someone opposes, it is their responsibility to make the committee aware of their concerns.

The Hearing

In a Committee hearing, there are generally between 20-100 bills to be heard that day. As a result, depending on the day, time and whatever other committees may be scheduled for the same room later in the day, a committee may have to dispense with their agenda in only a few hours time. The Governmental Organization committee, for example begins at 8am on Monday mornings, only a few hours before Floor Session begins. Committee Chairs are always mindful of the schedule and agenda and will lay out ground rules for the number of witnesses and length of testimony at the start of the hearing.

Bills are heard in committee according to one of two methods—by “File Order” or by Sign-in Order”. Bills heard on file order are heard in the order they appear in the daily File with the exception that multiple bills by an author are all heard at once regardless of their file order. Bills heard on sign in order are heard according to which Author has signed-in first. Authors prefer this method as they can better manage their schedules. It is also preferred because some members utilize a strategy of signing in early—when there is less likelihood of a full committee being present in order to present more controversial bills and avoid prolonged debate.

If the bill's author is a member of the committee, their bills will either all come at the beginning or all at the end of a session. It is important to closely follow the order of bills to know when yours will come up. As the time gets closer, make sure the Author's staff has everything they need for the presentation and make sure any witnesses are in the room and ready to speak.

When your bill is called, the Author will speak first and then the Chair will turn to witnesses of support, followed by opposition. It is at this time that, if your testimony is required, you will get an opportunity to testify. The length of your testimony will depend on the committee chair, the opposition, the importance of the bill, the number of other bills before the committee that day and many other factors.

Keep in mind that it may not be necessary to testify if it looks like the bill will pass out easily. Remember that you can damage the bill's chances if you are not prepared, do not speak well or are disrespectful or combative to Committee members or other witnesses.

Negotiating

There will potentially be pressure to compromise on both sides—From your perspective, a bill without opposition will almost always pass out of committee. The opponents will almost always want an amended bill that better reflects their concerns rather than one they have significant problems with. Additionally, always remember—enemies today, friends tomorrow. That means that two entities that may oppose each other today, may find themselves working together in the future. Therefore, it is always prudent to work together to develop a better bill, one that all sides can agree on.

Re-read your bill with opposition in mind. What parts might someone find objectionable? What would CALCASA be willing to do to compromise? Be prepared to work with opposition ahead of time and be willing to commit to continuing to work together while the bill proceeds through the legislative process.

The Floor Vote

There are a few important distinctions between the roles of advocates in a committee hearing as opposed to a Floor vote. First, Floor deliberations occur only between members. Lobbyists, advocates and other witnesses are not permitted on the Floor and may not contribute to the debate or testify in front of the legislative body. House rules, in fact, prohibit the lobbying of any legislation while in the Assembly or Senate Chamber. During deliberations, a gaggle of interested lobbyists and advocates are usually gathered around strategically placed television sets in the hallways to monitor bills being heard on the Floor.

While the role of an advocate differs during Floor deliberations, there are still a number of things that can be done to ensure passage or defeat of a bill. An advocate or lobbyist can have notes delivered to members on the Floor and may request a brief meeting with a Member outside the Chamber to provide further information or argument in support or opposition to a bill.

Before the Floor deliberations even take place, a savvy advocate should have already taken steps to make the legislators aware of their support or opposition to a bill. It is important to note, than in many occasions, the Floor vote is the first time many legislators have even heard the merits of bill so alerting them to the impending vote is critical.

Legislators need to know the level of support for the bill. A well-organized grass-roots support campaign perfectly illustrates both the level of support as well as the level of public interest a bill proposal has generated. Various ways to build a first rate grass-roots support system for your bill include sending out a legislative fax or email alert (see Appendix) asking local rape crisis centers and other organizations to write, call or visit their legislators and appealing to the general public for support through press articles and news stories.

A good legislative advocate should know if they have the votes needed to pass the Floor before the vote is taken. To find out, you may want to call legislators or their staff to ask them how they plan to vote. Generally, unless the bill has either overwhelming support or opposition, few legislators will reveal how they plan to vote before they actually do so. The reason for this is that they do not want to commit to a bill that may be heavily amended before they can vote for it. Any significant amendments introduced may radically change the scope or intent of a bill and such amendments may be taken on the Floor prior to the final vote. Additionally, because of the sheer number of bills up for Floor votes, coupled with the enormous workload on staff and the Members themselves, often, unless they served on one of the committees the bill was heard in, they haven't had a chance to look at the merits of a bill until just before the Floor session—they may not know enough about the issue to feel comfortable committing to a position on it.

Meetings with members or their staff before the Floor vote is also a good idea. Careful planning and strategizing is crucial here as there likely would not be enough time to meet with all 80 members of the Assembly for instance. You should target members in leadership positions or members who have displayed a strong passion about the bill or the issue at hand. Look for any prior relationship with CALCASA as you plan your meetings.

After the bill passes out of the final committee, it undergoes a procedural motion called "second reading". This gives the Floor Units for both the majority and minority caucuses—Consultants who write brief analyses of every bill headed to the Floor—time to write their analysis. With few exceptions, the information in the policy committee analysis is used to draft the Floor analysis—again indicating the importance of having a good policy analysis. Work with your author to figure out ways to influence those analysts well before your bill is ready for a Floor vote.

Prior to the Floor vote, distribute a "Floor Alert" to the office of every legislator - a one-page flyer alerting members to the bill and telling them that California's victims of sexual violence ask them to vote for it. After a bill passes the Floor of its house of origin (Assembly or Senate), you go back to step one of the process in the other house. Now is

the time to assess what you have learned and strategize for getting the bill passed through the committees and on the Floor. However, be warned that a bill that sailed through its house of origin may not have such an easy trip through the second House. Quite often, for political reasons, each House lets the other do their dirty work by killing off each other's bills.

The Governor's Signature

For a CALCASA sponsored or supported bill that has passed the Legislature, you should write a concise and respectful letter to the Governor asking him to sign the bill. Do not send the letter unless the bill has entered the Enrolling and Engrossing (E&E) process. Engrossing and Enrolling is a process after the bill has passed both Houses in which the bill is prepared for delivery to the Governor. During this process, which can last up to several days, the bill is checked for, among other things, any typographical or other errors, amendment dates are removed and the bill is reprinted with a signature line for the Secretary of the Senate, the Chief Clerk of the Assembly, the Governor's Secretary and finally, the Governor himself.

If there is still strong opposition, or you fear the Governor may veto the bill, mobilize grassroots support so the Governor's Office receives numerous calls and letters expressing support for the bill. DO NOT have callers read from a script or say the same thing each call. DO NOT send form letters or petitions, unless the petition is many hundreds or even thousands of names long.

Early in the session, you may be able to talk or meet with a Deputy from the Governor's Legislative or Policy Units responsible for the bill to find out if the Governor has a position on the bill or what it may take to ensure a signature. You may take this opportunity and try to persuade the Deputy to support the bill, however the Governor usually does not announce his position on specific legislation.

Publicity about the bill may help at this point - editorials in key newspapers, for example. To get publicity in the larger papers (Los Angeles Times, Sacramento Bee, San Francisco Chronicle, San Jose Mercury-News and San Diego Union-Tribune), write one sample editorial or op-ed piece and send it to the papers. Be sure to include your name, affiliation and phone number in case they have questions. If you have any personal contacts on any papers, use them to get advice and assistance.

Follow-up

Whether the bill passed or not, send follow-up thank-you letters to the author and to key members of the author's staff. A letter may also be sent to the Governor if he signs the bill and to any key members of his staff that were influential or helpful to CALCASA. Additional letters may be sent to other interested parties, especially if a future collaboration is anticipated. DO NOT send a form letter—personalize each letter.

Implementation

Your work should not end with the passage of the bill and the follow-up thank you letters. Many new laws are never implemented or are altered during the implementation

period due to any number of reasons including, misinterpretation, unintended consequences, court action, and lack of funds or staff in an affected agency or department. CALCASA may want to utilize what many other successful advocacy groups have done, which is to create a monitoring group with the expressed duty to monitor implementation of new laws and to help ensure proper and timely implementation.

Opposing a Bill

In opposing a bill, while most of the process is the same, you will not have access to information from the Author's office nor will they bend over backward to help you out. However, they will be interested in your opposition arguments and good legislative aides and Members will work with you to address your concerns, perhaps in the form of amendments to the bill which could remove your opposition. If the bill has additional opposition, contact those that share your viewpoint in order to present a unified front. Different organizations may oppose a bill for different reasons so be mindful of the other issues that have led to opposition. As when supporting a bill, think ahead of time about what kind of compromise would be acceptable - is the bill bad no matter what, or would some amendments remove our opposition? Contact the author and his or her aide in writing, with suggestions for amendments. If they accept them, professionalism and protocol dictate that we then remove our opposition, so it is important to articulate all our concerns at once.

Opposition Etiquette:

- Keep opponents and author informed of your opposition from the beginning.
- Do not commit without checking back with CALCASA.
- If the author accepts amendments, we will remove opposition to the bill and write a letter to this effect on CALCASA letterhead.
- Never surprise a bill author with opposition.
- Keep your word. Expect them to keep theirs, be prepared in case they don't.

Tracking a Bill

CALCASA will closely monitor any bill pertaining to sexual violence and victim services even if we have not registered support or opposition on the bill. If a bill is amended becomes more of an interest to CALCASA, it will be added to the Active bill chart and CALCASA will take a position on it.

You may subscribe to the bill on-line through www.leginfo.ca.gov. Go to "Bill Information", look up the bill in which you are interested, hit the "Subscribe" button, and submit your email address. You will then automatically be notified via email whenever action is taken on your bill. You may also contact the Author's office to request background on the bill. If you contact the Author, you will be asked if you support the bill, do not commit CALCASA to a position. Always respond by saying you are just looking for information on the bill.

Checklist for Tracking Bills

- Make sure that you understand the intent of the bill.

- Know which committees it will be assigned to.
 - Know the author and the committee members who will hear it.
 - Look up any code references in the bill and understand how this bill will affect them or will be affected by them.
 - Find out how it will affect other laws.
 - Know supports and opposes it. You may not be able to find this information until after the first hearing, though the Author's office will tell you who supports it.
 - At least once a month, check the progress of the bill on its way through the legislative cycle.
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