

Table of Contents

Introduction	i
Chapter 1 The Constitutional Framework of Ohio State Government	1
What is a Constitution?	1
History of the Ohio Constitution	2
The Northwest Ordinance	2
The Constitution of 1802	2
The Constitution of 1851	3
The 1873 Constitutional Convention	4
The 1912 Constitutional Convention	4
Amendments since 1912	4
Structure of the Ohio Constitution	5
<i>Articles of the Ohio Constitution</i>	5
Separation of Powers	5
Checks and Balances	6
Chapter 2 The Legislative Branch	7
Legislative Power	7
Organizational Powers of the General Assembly	8
Exercise of Legislative Power by the General Assembly	8
Bills	9
How Constitutional Amendments Are Proposed	9
Amendments to the United States Constitution	10
Legislative Power Exercised by the People	10
Initiative	11
Constitutional Amendments	11
Statutes	11
Referendum	11
Limitations on Legislative Power	12
Bill of Rights Not to Be Infringed	12
Laws of a General Nature and Uniform Operation Preferred	12
Appointments and Special Conferrals of Corporate Powers Prohibited	12
Home Rule Limitation	13
Lending of Governmental Credit Limited	14
Taxing Power Limitations	14
Judicial Power Limited	15
Court Rules of Practice and Procedure	15
Other Legislative Limitations and Prohibitions	16

Federal Jurisdiction.....	16
Membership in the General Assembly.....	17
Qualifications for Membership	17
Holding More Than One Office Prohibited.....	17
Legislative Elections and Terms of Office.....	17
Term Limits	18
Contested Elections	18
Resignations.....	18
Vacancies	19
Redistricting.....	19
General Assembly Districts.....	19
Procedure for Drawing Districts	19
District Standards.....	20
<i>The “One Person, One Vote” Principle.....</i>	20
House of Representatives Districts.....	21
Senate Districts	21
Congressional Districts	21
Procedure for Drawing Districts	21
District Standards.....	22
Current Status of Redistricting	22
Chapter 3 Benefits, Privileges, and Restrictions of Office.....	23
What Members Can Expect Following Election	23
Members-Elect: Rights and Privileges.....	23
Orientation Meetings	24
Rights and Immunities of Elected Members.....	24
Immunity from Arrest.....	24
Protection from Intimidation	25
Parliamentary Privileges.....	25
Restrictions of Office	26
The Ohio Campaign Finance Law	26
The Ohio Ethics Law	27
The Joint Legislative Ethics Committee	27
Advisory Opinions and Private Written Opinions	27
Financial Disclosure Statements.....	28
Conflicts of Interest	28
Relationships with Lobbyists	29
Honorariums.....	29

Abuse of Governmental Office	29
Appointments and Employment	30
Salaries and Leave	31
<i>Salaries for General Assembly Members, Leaders, and</i>	
<i>Selected Committee Officers, 2023-2024</i>	32
Travel Expenses	33
Offices.....	33
Parking.....	33
Mail.....	33
Office Technology.....	33
Benefits.....	34
Deferred Compensation	34
Ohio Public Employees Retirement System	34
Chapter 4 Organizing the General Assembly.....	36
Convening the General Assembly	36
<i>The Oath of Office for the General Assembly</i>	37
Convening the Senate	37
Convening the House of Representatives	37
Legislative Leadership	37
Other Senate and House Officials	38
Adopting Rules	38
Chambers and Committee Hearing Rooms.....	39
Seating Assignments.....	39
Adjourning the General Assembly	39
The Committee System	39
Committee Assignments	39
The Role of the Chairperson.....	40
Standing Committees	41
Committees on Rules and Reference	41
Subcommittees.....	41
Committees of Conference	42
Select Committees.....	42
Joint Committees.....	42
Study Committees	42
Statutory Committees and Entities	43
<i>Standing Committees and Subcommittees of the 135th General Assembly</i>	44
General Assembly Open Meetings Law and Public Records Law.....	45
General Assembly Open Meetings Law.....	45

Public Records Law	46
Chapter 5 Enacting Legislation	47
The Exercise of Legislative Power	47
Resolutions	47
Joint Resolutions.....	47
Concurrent Resolutions	48
Simple Resolutions	48
Bills	48
From Idea to Bill	49
The Legislative Process.....	50
Introduction: First Consideration	51
Committee Assignment: Second Consideration.....	52
Committee Action.....	52
Hearings.....	52
Courses of Action.....	53
Amendments	53
Substitute Bills	54
Subcommittees.....	54
Committee Reports.....	55
Committee Chairperson	55
Discharging a Committee of Further Consideration of a Bill.....	55
Floor Action: Third Consideration	55
Action in the Second House.....	56
Resolving House-Senate Differences.....	57
Concurrence in Changes	57
Conference Committee	58
<i>Majority Rules</i>	58
Signature by Presiding Officers	59
Action by the Governor	59
Effective Date	60
Appropriations.....	60
Tax Levies.....	60
Emergency Laws	61
Delayed Effective Dates.....	61
Legislative Publications	61
Bill Analysis	61
Fiscal Note and Local Impact Statement	61

Synopses	62
Status Report of Legislation.....	62
<i>Journal</i>	63
<i>Calendar</i>	63
Final Analysis and Fiscal Note.....	63
<i>Digest of Enactments</i>	63
<i>Bulletin</i>	64
<i>Laws of Ohio</i>	64
<i>Chart: Number of Bills Becoming Law Each General Assembly</i>	65
<i>Chart: How a Bill Becomes a Law in Ohio</i>	66
Chapter 6 Tools for Understanding a Bill	67
How to Read a Bill	67
Elements of a Bill	67
<i>Elements of a Bill</i>	69
Emergency Laws and Delayed Effective Dates	69
Uncodified Law	70
<i>Technical Rules to Remember When Reading a Bill</i>	71
The Ohio Revised Code.....	71
Revised Code Organization.....	72
<i>Revised Code Numbering</i>	72
Official Revised Code Online	73
Research Aids and Annotations.....	73
<i>Titles of the Revised Code</i>	74
Chapter 7 Legislative Oversight.....	75
What is Legislative Oversight?	75
Activities That Include Oversight.....	76
Legislative Committees with Oversight Functions	76
Review of Administrative Rules.....	76
Invalidation Recommendations.....	76
Proposed or Revised Proposed Rules	77
Adopted Rules.....	77
Agency Failure to Adopt Rule	77
Oversight Regarding States of Emergency	77
Oversight Regarding Public Health	78
Sunset Provisions.....	78
Sunset Review Process	79
Occupational Regulation Review.....	79

Fiscal Oversight.....	80
Controlling Board.....	80
Controlling Board Actions.....	81
Advice and Consent to Governatorial Appointments.....	81
Chapter 8 The Ohio Budget Process	82
State Treasury Revenue and Expenditures	82
General Revenue Fund	83
<i>Chart: Sources of Revenue for the GRF.....</i>	84
<i>Chart: Expenditures by Program from the GRF.....</i>	84
General State Tax Revenues and Lottery Profits.....	85
<i>Chart: State Sources of Revenue for the GRF, LGF, PLF, and Lottery Profits.....</i>	85
<i>Chart: Expenditures by Program from the State-Source GRF, LGF, PLF, and Lottery Profits</i>	86
Budget Requirements to Consider	86
Balanced Budget Requirements	86
State Appropriation Limitation.....	87
The Budget Process	87
Operating Appropriations Bills	87
Executive Branch Process	87
Legislative Branch Process.....	88
Capital Appropriations Bill.....	89
<i>Chart: Expenditures Made from Capital Appropriations by Agency.....</i>	89
Understanding Appropriations Bills	90
Operating Appropriations.....	90
Line-Item Appropriations.....	91
Earmarking and Intent Language.....	92
Language Appropriations	92
Capital Appropriations.....	93
Budget Support Documents	94
Redbooks and Greenbooks.....	94
Comparison Document.....	94
Appropriation Spreadsheet	95
Catalog of Budget Line Items.....	95
Budget Infographics.....	95
Tracking Fee Changes	95
Historical Revenue and Expenditure Spreadsheets	95
Documents for Other Appropriations Bills.....	96
Bill Analyses	96

Ohio Checkbook	96
Legal Foundations of the Budget	97
Chapter 9 Staff Services Available to the General Assembly	99
Overview.....	99
Partisan Staff Services	100
Senate Staff.....	100
House Staff	102
Nonpartisan Staff Services	104
Legislative Service Commission	104
Nonpartisan Staff Services.....	105
Research and Bill Draft Requests.....	105
Committee Staffing.....	105
Bill Analysis	105
Synopsis of Committee Amendments	106
Fiscal Services	106
Short-Term Research	106
Long-Term Research	106
Occupational Licensing Board Review.....	106
Administrative Rules Codification	107
Legislation Review and Processing	107
Resolutions and Letters of Commendation.....	107
Legislative Information Office	108
Library Services	108
Legislative Fellowship Program	108
Legislative Training	108
Administrative Support Services.....	109
Publications.....	109
Restrictions on Services and Activities	109
Confidentiality of Information	110
The LSC Bill Drafting Process	110
Requesting a Bill Draft	110
Assignment to Drafter	111
Communication During the Drafting Process.....	111
Assignment Timing	111
Review Process	112
Draft Sent to Legislator.....	112
Questions and Revisions.....	112

Filing a Bill for Introduction	112
Services from National Organizations	113
National Conference of State Legislatures	113
Council of State Governments.....	113
American Legislative Exchange Council.....	114
Other Organizations	114
Chapter 10 The Executive Branch.....	115
The Organization of the Executive Branch	115
<i>Organizational Chart of the Executive Branch</i>	116
Relationship of Executive Branch to Legislative Branch	117
Overview of Administrative Rulemaking Procedure	117
Rulemaking Procedure in General.....	117
Business Review of 119 and 111 Rules.....	118
Rules Adopted under Revised Code Chapter 119	118
Rules Adopted under Revised Code Section 111.15	119
Periodic Rule Review	119
Reduction in Regulatory Restrictions	121
Incorporations by Reference into Rules	121
Principles of Law or Policy	122
Publication of Rules in the Ohio Administrative Code	122
Chapter 11 The Judicial Branch	123
Relationship of Judicial Branch to Legislative Branch	123
The Supreme Court of Ohio	123
Courts of Appeals	125
The Court of Claims	126
Courts of Common Pleas.....	126
Juvenile Divisions.....	127
Probate Divisions	127
Domestic Relations Divisions.....	127
Municipal and County Courts.....	127
Mayor’s Courts	128
<i>Ohio Judicial Structure</i>	130
Chapter 12 Statehood to Statehouse	131
Early Ohio History.....	131
History of Ohio’s Capital City and Statehouse	132
Restoration of the Statehouse	132
Capitol Square Review and Advisory Board	134

Capitol Square Foundation	134
Legislative Glossary	135
Appendix A General Assembly Session and Appropriation Biennium Reference Guide.....	149
Appendix B Selected Sections of the Ohio Constitution	150
Article II: Legislative.....	150
Article III: Executive	165
Article V: Elective Franchise	166
Article XV: Miscellaneous	167
Appendix C Recounts and Contested Elections	168
Recounts.....	168
Contested Elections.....	169
Appendix D Statutory and Common Law	170
Types of Law	170
Finding Statutes and Common Law.....	170
Checks and Balances	171
Appendix E Committee and Floor Action Guides	172
House Committee Action Guide – 135 th General Assembly	172
House Floor Action and Motion Guide – 135 th General Assembly	174
Senate Committee Action Guide – 135 th General Assembly	177
Senate Floor Action and Motion Guide – 135 th General Assembly	178
Appendix F Information Sources	181
Legislative Information.....	181
Statehouse Media Contacts	183
Appendix G Ohio General Assembly Demographics.....	184
Appendix H Retirement Plans for Legislators.....	187
Types of Retirement Plans	187
Traditional Pension Plan.....	187
Member-Directed Plan.....	190
Reemployed Retirees	190
Obtaining Additional Information	190