

(The House considered SB 1969 by West, the Senate companion bill, in lieu of HB 3545, the House version of the bill, which had been set on the daily calendar and was analyzed by the House Research Organization. The bill subsequently was enacted as SB 1969.)

HOUSE  
RESEARCH

ORGANIZATION bill analysis

5/8/2009

HB 3545  
Leibowitz

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**SUBJECT:** Nonsubstantive additions and corrections to enacted statutes

**COMMITTEE:** State Affairs — favorable, with amendment

**VOTE:** 11 ayes — Solomons, Menendez, Cook, Farabee, Gallego, Harless, Lucio, Maldonado, Oliveira, Swinford, S. Turner

2 nays — Craddick, Jones

2 absent — Geren, Hilderbran

**WITNESSES:** For — (*Registered, but did not testify:* David Begier, Micah Grau, City of Hutto; Larry Homan, Town of South Padre Island)

Against — None

On — Jeff Archer, Texas Legislative Council

**BACKGROUND:** Under Government Code, sec. 323.007, the Texas Legislative Council (TLC) must revise Texas statutes periodically to make them more accessible, understandable, and usable without altering their sense, meaning, or effect. As part of this process, the TLC reclassifies and rearranges statutes in a more logical order; employs a numbering system and format that will accommodate future expansion of the law; eliminates repealed, invalid, or duplicative provisions; and improves the draftsmanship of the law. The council periodically recommends shifting provisions of existing law into the statutory codes.

Art. 3, sec. 43 of the Texas Constitution provides for recodifying statutes that relate to different subjects without substantive change and for this purpose allows an exception to the requirement in Art. 3, sec. 35 that bills contain no more than one subject expressed in the title.

**DIGEST:** HB 3545 would codify, without substantive change, various statutes omitted during prior recodifications, conform codifications enacted by the 80th Legislature to other laws enacted by that Legislature that did not

amend the new codes, and make other corrections and changes, such as renumbering statutes with duplicate numbers.

If a law enacted by the 81st Legislature affected a provision repealed or redesigned by HB 3545, the repealed provision or previous designation would remain in effect, and in cases of conflict, a law enacted by the current Legislature would control.

The bill would state as legislative intent that it would be enacted under Art. 3, sec. 43 of the Texas Constitution and that no substantive change in the law was intended.

The bill would take effect September 1, 2009.

**SUPPORTERS  
SAY:**

HB 3545 is a nonsubstantive clean-up bill compiled by the TLC and enacted by the Legislature each regular session to make correcting and conforming changes to the statutes, such as renumbering provisions with duplicate numbers or reconciling different bills amending the same section of the law. This draft has been extensively reviewed and would make no substantive change in the law. It contains a statement of legislative intent to direct the judiciary to read the bill as nonsubstantive. HB 3545 would comply with the purpose of recodification, which is to make statutory laws more accessible, understandable, and usable without altering the sense, meaning, or effect of existing law.

**OPPONENTS  
SAY:**

The Legislature should abandon the practice of approving large recodification or clean-up bills because it can no longer rely on statements of legislative intent that no substantive change in the law was intended. The Supreme Court has made clear in the *Entergy*, *Fleming Foods*, and other cases that it does not view statements of legislative intent as controlling on the issue of whether or not recodification bills truly are non-substantive changes to the law. The courts have made clear that they will look to the plain language of the law before looking at legislative intent and can interpret recodification bills as making substantive changes, regardless of any legislative declaration.

The Legislature instead should break these bills up into many smaller substantive bills, and pass them as it would any other bill. This would ensure an adequate vetting of the changes to better ensure the law truly says what the Legislature intends. The Legislature also could amend the Code Construction Act to give additional direction to the courts on

recodification bills. Texas also could establish an official revisor of statutes. Many states have empowered a legislative agency that performs the same functions as Texas' recodification bills in rearranging and streamlining the statutes. Most statutory revision consists of editorial "housekeeping" changes that could be accomplished by means other than legislation.

NOTES:

The committee amendment would make additional alterations to the Insurance and Tax Codes.

The companion bill, SB 1969 by West, passed the Senate by 30-0 on the Local and Uncontested Calendar on April 23 and was reported favorably, without amendment, by the House State Affairs Committee on May 6, making it eligible to be considered in lieu of HB 3545.

HB 4126 by Hartnett and SB 2038 by Duncan would alter the jurisdiction of the Texas Supreme Court and amend the Code Construction Act to direct the judiciary to find that a recodification bill does not affect the meaning or effect of a statute. HB 4126 is on today's General State Calendar. SB 2038 passed the Senate by 30-0 on April 30 and has been referred to the House Judiciary and Civil Jurisprudence Committee.