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TALE OF THE TAPE: NYPIRG'S 2025 LEGISLATIVE REVIEW

BILLS PASSING SENATE INCREASED, CONTINUING TO FAR OUTPACE ACTION IN THE ASSEMBLY

As part of NYPIRG's ongoing review of legislative activity, this analysis examines the 2025 New York legislative session to date. This analysis does not analyze or draw conclusions on the *substance* of bills or the overall legislative *output*, since "productivity" is more complicated and subjective than objective numbers. It is up to New Yorkers to assess the Legislature's effectiveness and impact. In order to be informed, however, New Yorkers deserve information on the functioning of their Legislature and we hope that the following information will stimulate dialogue among and between lawmakers and their constituents.

Unless otherwise noted, the following information is based on data compiled through the Legislative Retrieval System. Numbers are subject to revision in the event of a special or extraordinary session taking place before the end of the calendar year.

One note: Since the session just finished, actions taken by the governor cannot be compared with previous sessions. The governor will have until the end of the calendar year to act on bills that have been approved by both houses.

As seen in Chart 1, the Assembly continued its roughly decade-long trend in approving far fewer bills than the Senate. While the number of bills that passed the Assembly increased over last year, the 2025 session saw the *second* fewest bills approved in that House, with the exception of the 2020 pandemic session, going back to at least 1995 – three decades ago.

While the numbers make it clear that the Assembly, despite having more than twice as many members (150) compared to the Senate (63), approved far fewer bills and this year had a longer session (3 days), *why* it does so is not at all clear.

Presumably the differences in how the legislation is viewed is *not* partisan or ideological since both houses are dominated by Democrats. Nor is there an obvious pattern in which bills pass and which do not. Whatever the reason, the number of bills approved by the Assembly represents only about 60 percent of the legislation approved by the Senate.

Also of note, the continued – and growing – reliance of the use of Messages of Necessity by Governor Hochul, the most since 2011. Those messages of necessity were used to approve the budget.

Chart 1: Bills Passing Both Houses 1995-2025¹

Year	Passed Assembly Jan-July	Passed Senate Jan-July	Passed both Jan-July	Passed Assembly Full Year	Passed Senate Full Year	Passed both Full Year	Number of bills introduced in both houses during 2 year session
2025	995	1743	856	N/A	N/A	N/A	16765 ²
2024	960	1679	805	960	1679	805	17751
2023	1026	1648	896	1026	1648	896	
2022	1245	1634	1007	1245	1634	1010	17155
2021	1054	1559	892	1056	1561	894	
2020	581	796	413	582	797	414	16818
2019	1099	1555	935	1099	1555	935	
2018	1113	1542	641	1113	1542	641	17960
2017	998	1896	606	998	1896	606	
2016	1041	1752	618	1041	1752	618	16649
2015	1065	1637	718	1065	1637	718	
2014	1143	1460	658	1143	1460	658	15971
2013	1071	1408	650	1071	1408	650	
2012	1056	1256	571	1056	1256	571	15945
2011	999	1289	677	1001	1291	679	
2010	1196	1124	700	1210	1143	716	18079
2009	1242	640	554	1256	694	588	
2008	1641	1794	811	1645	1822	830	18294
2007	1531	1770	847	1538	1828	861	
2006	1961	1842	958	1965	1848	963	17770
2005	1628	1603	882	1630	1619	890	
2004	1702	1522	777	1793	1607	879	17214
2003	1403	1366	761	1408	1374	768	
2002	1654	1294	745	1654	1314	755	16892
2001	1283	1050	549	1394	1149	662	
2000	1537	1424	711	1537	1424	711	16995
1999	1470	1317	607	1586	1412	732	
1998	1547	1369	674	1563	1391	694	16106
1997	1132	1234	475	1469	1408	758	
1996	1580	1543	813	1585	1558	830	15670
1995	1362	1401	776	1362	1407	782	

Chart 2: Comparing Passage of Two-House Bills During Gubernatorial Administrations 1920 through 2025. During the Hochul years the overall trend is an increase in approved legislation when compared to her two most immediate predecessors.

¹ As of June 18, 2025. The search option was “Advanced Search,” then using the “Both houses” pull down option, retrieved information on each House.

² 2025 is the first year of the two-year session.

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Governor	Average Two House Bills per Year
Miller	908
Smith	936
FDR	1047
Lehman	1214
Dewey	1189
Harriman	1289
Rockefeller	1356
Wilson	1348
Carey	1041
Cuomo, M.	942
Pataki	785
Spitzer	861
Paterson	711
Cuomo, A.	671
Hochul	891

The use of Messages of Necessity, all relating to the budget.

2025 Passed Either House with Message of Necessity

A3000D	Budget -- STATE OPERATIONS BUDGET
A3005C	Budget -- Enacts into law major components of legislation necessary to implement the state public protection and general government budget for the 2025-2026 state fiscal year
A3009C	Budget -- Enacts into law major components of legislation which are necessary to implement the state fiscal plan for the 2025-2026 state fiscal year
A7635	Pretlow -- Provides for emergency appropriation for the period April 1, 2025 through April 7, 2025
A7695	Pretlow -- Provides for emergency appropriation for the period April 1, 2025 through April 9, 2025
A7765	Pretlow -- Provides for emergency appropriation for the period April 1, 2025 through April 15, 2025
A7923	Pretlow -- Provides for emergency appropriation for the period April 1, 2025 through April 17, 2025
A8000	Pretlow -- Provides for emergency appropriation for the period April 1, 2025 through April 23, 2025
A8015	Pretlow -- Provides for emergency appropriation for the period April 1, 2025 through April 24, 2025
A8068	Pretlow -- Provides for emergency appropriation for the period April 1, 2025 through April 29, 2025
A8115	Pretlow -- Provides for emergency appropriation for the period April 1, 2025 through May 7, 2025
A8896	Budget -- Makes technical changes to the aid to localities budget regarding certain state agencies
S3001A	BUDGET -- LEGISLATURE AND JUDICIARY BUDGET
S3003D	BUDGET -- AID TO LOCALITIES BUDGET
S3004D	BUDGET -- CAPITAL PROJECTS BUDGET
S3006C	BUDGET -- Enacts into law major components of legislation necessary to implement the state education, labor, housing and family assistance budget for the 2025-2026 state fiscal year
S3007C	BUDGET -- Enacts into law major components of legislation necessary to implement the state health and mental hygiene budget for the 2025-2026 state fiscal year
S3008C	BUDGET -- Enacts into law major components of legislation necessary to implement the state transportation, economic development and environmental conservation budget for the 2025-2026 state fiscal year
S7070	KRUEGER -- Provides for emergency appropriation for the period April 1, 2025 through April 3, 2025
S7673	KRUEGER -- Provides for emergency appropriation for the period April 1, 2025 through May 1, 2025
S7766	KRUEGER -- Provides for emergency appropriation for the period April 1, 2025 through May 7, 2025
S7797	KRUEGER -- Provides for emergency appropriation for the period April 1, 2025 through May 9, 2025
S7798	BUDGET -- Makes technical changes to the aid to localities budget

Chart 3: Annual messages of necessity, 1995 through 2025

Year	Bills Passing Within Either House with a Message of Necessity
2025	23 ³
2024	18
2023	19
2022	16
2021	9
2020	12
2019	10
2018	9
2017	15
2016	13
2015	10
2014	17
2013	3
2012	5
2011	29
2010	57
2009	43
2008	41
2007	23
2006	39
2005	34
2004	84
2003	58
2002	102
2001	80
2000	83
1999	118
1998	100
1997	109
1996	144
1995	119

As seen in Chart 4 below, in 2019, 2021, 2022, and 2023 there were increases in the number of bills approved by the governor (although that declined in 2024). During the pandemic session of 2020, that number dropped significantly, as did all legislative activity. As mentioned earlier, it is too early to tell what the governor will do *this* session. These increases likely reflect the partisan makeup of the Legislature – both houses and the governor all share the same political party. Due to the governor’s line-item veto power, many appropriation bills fall into both categories. Note regarding the 2025 legislative session: Most of the bills passed came in the flurry of June activity and few, if any, of those bills have yet been acted upon by the governor—a process that will continue until the end of the calendar year.

³ As of June 18, 2025.

Chart 4: Two-house bills approved or vetoed, 1995 through 2025⁴

Year	Chaptered	Vetoed
2025	134	1
2024	679	127
2023	774	117
2022	841	167
2021	834	57
2020	389	27
2019	749	170
2018	522	122
2017	505	101
2016	519	99
2015	589	133
2014	552	109
2013	558	87
2012	505	61
2011	610	68
2010	567	150
2009	507	79
2008	652	177
2007	691	164
2006	750	219
2005	770	119
2004	750	132
2003	755	69
2002	698	55
2001	591	70
2000	609	101
1999	657	70
1998	656	46
1997	686	69
1996	721	94
1995	694	83

Legislative activity by month.

Legislative activity increases each month that lawmakers are in session, culminating with the overwhelming number of bills being approved in the final scheduled session month of June. Note that the monthly totals below if aggregated do not match the totals in Chart 1. Since legislation can be recalled and repassed, the monthly totals, when aggregated, are slightly different than the final end-of-session totals.

⁴ Chapters and vetoes are calculated for the calendar year. Some additional actions can occur in the following January for the preceding calendar year. The data is as of June 18, 2025. Since the legislative session has just ended, the 2025 numbers will grow.

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Chart 5: Monthly legislative activity, session 2025⁵

Month	Senate passage of bills	Assembly passage of bills	Number of scheduled session days	Campaign Fundraisers ⁶
January	63	47	7	13
February	123	51	9	34
March	152	57	15	70
April	111	69	9 (2 additional non-scheduled)	7
May	332	222	15 (3 additional non-scheduled)	40
June	1000	556	7 (Senate, 10 Assembly)	12

Chart 6: Annual approvals of constitutional amendments, 2003 through 2025

Year	Constitutional Amendments Passing Both Houses
2025	1 ⁷
2024	1
2023	4
2022	2
2021	5
2020	1
2019	4
2018	0
2017	2
2016	2
2015	0
2014	0
2013	8
2012	6
2011	2
2010	1
2009	2
2008	1
2007	5
2006	3
2005	3
2004	1
2003	2

⁵ These month-to-month totals when aggregated for the session exceed the amount in Chart 1 because some bills are recalled and can be approved a second time.

⁶ Obtained from reports, not likely to be the total amount – which will be higher.

⁷ The amendment can be found in S5227/A7454, Relates to the Mount Van Hoevenberg Olympic Sports Complex in Essex County.