Welcome to Harvard Model Congress 2002! This comprehensive tutorial will help you prepare for your role as a US representative or senator for HMC this February. Capitol Hill may be among the most exciting posts for a politician, but it comes with its fair share of rules and responsibilities. In order to serve your nation to the best of your abilities, you must prepare for your role by researching your personal positions, committee issues, and the legislative process.

This guide includes guidelines for the materials, which you must send to HMC before the conference. These written materials are intended to give you practice in the art of drafting a bill and to get you thinking about your committee issues. Pay close attention to the section of this guide entitled “Guidelines for Written Materials.” Written materials must be submitted to the Harvard Model Congress Web page (www.harvardmodelcongress.org) by January 25, 2002.

By now, you should have received a folder with all the materials you will need for the conference. On the front of each folder is the role that you will assume at Harvard Model Congress. Senators, please take note of which Senate (A, B, or C) you are assigned to; each briefing indicates which policy issues you should read, based on your Senate assignment.

Inside the folder, you should find your biography from Congressional Quarterly’s Politics In America, your committee’s issue briefings (written by your committee chair), and a letter from your committee chair. Please contact HMC if any of these items are missing from the folder.

We encourage you to begin your preparations right away. There is no better way to ensure an amazing time in committee at the conference. Your experience at HMC 2002 will be greatly enriched by advance preparation and consideration of the issues and rules of order. We await your arrival in February. Good luck!
Committee

As on Capitol Hill, the committee is the cradle of legislation at Harvard Model Congress. Delegates participate in four committee sessions, drafting bills during informal caucuses and formal debate. Committee sessions allow you to experience the excitement, challenges, and occasional frustration of statescraft.

Each committee is coordinated by three Harvard staff members, a Chair and his/her two Vice Chairs. These students spend much of the year writing issue briefings and updates for the committee. Individual committees will vary with the issues, staff, and participants and can range anywhere from heated partisan debate to calm and quiet consensus, but all will encourage you to develop novel solutions to the topics.

House of Representatives

The House of Representatives consists of twelve 45-50 member committees, each covering three related political controversies. Representatives are assigned to one of the specialized committees. In committee, Representatives will learn to work with their fellow committee members, discussing issues in-depth and creating well-reasoned and detailed legislation. During formal debate, Representatives address their committee from a podium at the front of the committee room, gaining experience and confidence in the rhetoric of politics. This experience is invaluable come Full Session, when Representatives address a committee of nearly 200 peers.

Senate

Each of the three Senates contains 100 members. Each Senator sits on two committees of 25 members within their assigned Senate (A, B, or C). Senators will spend two sessions in their first committee, and two more sessions in their second committee. They are seated around a long table during formal debate, creating an intimate and focused atmosphere. While the format of committee is less formal than in the House, debate remains intense, since Senators are responsible for finding solutions to the four issues within their two committees. Senators must work quickly to draft and debate legislation, while retaining the deliberative character of the Senate.

Researching Your Role

In the Congress, your political position will depend on several factors including party affiliation, geographic location, constituent characteristics, and political beliefs. The brief biography of your role, excerpted from CQ’s Politics in America, should provide you with a good starting point as to the kinds of positions you will be taking on policy and ideological issues. Each profile includes the member’s stance on key issues as well as a description of the congressional district you will represent. You should always keep this district profile in mind when considering legislation; how will the bill you are debating effect constituents?

As a Congressman, you have to keep many things in mind when considering the impact of any legislation. Your position on an issue should reflect your personal feelings, the feelings of your constituency, what is best for your region, and what is best for the nation. Most solutions compromise between these criteria.

We encourage you to collect first-hand information by calling, writing or e-mailing the office of your assigned Congressman. Letters should be addressed to Senator or Representative NAME; US Congress; Washington, DC 20515 for House, and 20510 for Senate. In the wake of this Fall’s terrorist attacks, however, you may have more success reaching your congressman by e-mail or by phone. For this contact infor-
information, find your role’s web page through www.house.gov or www.senate.gov. Your correspondence should explain your role in HMC and you should express your interest in the congressman’s position on the issues you will be debating. Be sure to indicate your purpose in requesting this information, since many congressional offices normally only respond to requests from their own districts. If you express your interest in American government and your desire to learn more in preparation for your role, the office to which you are writing will usually oblige your request.

Researching the Issues

By researching your assigned issues before the conference, you will have a much more fruitful committee experience. The Issue Briefings are the best starting point for research. They outline the main features of debate on each issue and provide a comprehensive examination of the issues. In December, we will send you a policy update on each of your committee’s issues covering recent developments in that area.

To keep up-to-date on the issues, we encourage you to read weekly news magazines and daily newspapers. We also encourage you to visit the HMC web site (www.harvardmodelcongress), which has links to many good sources of information. For insider coverage, you might try the Congressional Quarterly for weekly reports on Congress, and the Congressional Record for speeches and voting records of Congressmen.

Prior to attending the conference, all members of Congress are required to submit one piece of legislation on each of the issues to be debated in their committee(s). This means that each Representative will be submitting three pieces of legislation, and each Senator will be submitting four. The deadline for legislation submission on the HMC Web site is January 25, 2001. Complete instructions for pre-submitted bills are on page 14.

Harvard Model Congress at the Conference

What Happens in Committee

On Thursday evening, after opening ceremonies and after the Party Caucuses, committee sessions begin for Senators and Representatives. Although each committee inevitably acquires its own character, all follow the same general patterns of bill flow, formal and informal debate, and caucus. From the Chair’s call to order to the committee’s adjournment, you will get an excellent feel for the political process and will use debate, caucus, and parliamentary procedure to implement solutions to complex issues.

During the conference, you will alternate between formal debate and caucus, each of which plays an important role in the committee process. During formal debate, individual committee members have a chance to address the entire committee directly. Formal addresses are the best way to communicate an important idea to everyone. During caucus, Congressmen can stand up, walk about, and discuss issues with one another. It is in caucus that most of the work of drafting, combining, and amending working papers and bills, as well as successful compromise among competing factions, is accomplished.

Formal Debate

During formal debate, bills are officially introduced, debated, and voted on. It is also the arena in which amendments are introduced, discussed, and then incorporated or discarded. All official motions apply to formal debate and run under the guidelines of parliamentary procedure. A complete explanation of parliamentary rules and procedure, including a sample committee session and a table of points and motions, can be found on pages 6-13. By learning the rules, you will better understand how the committee runs. They exist to help the committee, not to hinder it.

Caucus

During caucus, some members will work on their own, but most of the committee will split into groups. Such groups are informal, naturally forming as members seek others with views similar to their own. Most members will work on writing a bill or amendment, preparing a speech, or working on other ideas.

As group positions consolidate, a number of for-
mal proposals will draw supporters and detractors. Acting on their own or as representatives of a group, some members might go to other groups and try to win supporters or find areas of mutual agreement. Working together, groups will consider amendments, combining acceptable parts of several bills.

Sometimes it is best for Republicans and Democrats to gather separately to discuss and consolidate party positions, especially during the early caucuses of each topic area. However, the success of legislative proposals almost always depends on bipartisan cooperation, so it is imperative that you find other members with whom you can work constructively.

**Committees in Action**

At the beginning of the first committee session, the Chair calls the committee to order. You will then set the agenda, specifying which issue you will consider first. One member will speak in favor of each issue, and then you will vote. As soon as an issue is approved for discussion, formal debate will begin. The Chair will form a speakers list, asking all members who wish to be placed on it to raise their placards.

It is a useful strategy to place yourself on the speakers’ list. You may think you have nothing to say when a new speakers’ list is being drawn up, but someone will inevitably stand up and say something you object to, and you will want to correct him or her. Speaking will give you and your ideas exposure.

You may feel somewhat nervous about speaking in front of your committee; it is perfectly natural to feel this way about speaking in public. We encourage you to listen carefully to debate and make a statement when you feel you have something to add. You will gain excellent experience speaking in front of a group, and will learn to better articulate your position. Your Chair and Vice-Chairs have been instructed to give all members of the committee opportunities to speak, so let them know if you haven’t yet had a chance to voice your opinion. Speaking in front of your colleagues at HMC may seem frightening initially, but your conference experience will be greatly enriched by doing so. To this end, it is a good idea to keep yourself on the general speakers’ list during debate. While you may not have anything to say when you sign up, you probably will by the time the Chair recognizes you.

As members of the committee begin to discern their allies and draft legislation, it is important to keep in mind the rules of bill-writing. A poorly-written bill will only come under fire down the road, so it is important for legislation to be specific and include all the necessary provisions. Legislation must be approved by the committee Chair before it can be officially introduced. Each bill will be discussed in turn, you may discuss as many different bills as you wish so long as you discuss them one at a time. When a bill on a topic area passes, you will debate which of the other issues the committee should discuss next.

The committee may pass more than one bill on the same topic. However, it is always a good idea to make each bill as thorough as possible.

**Party Caucus**

Not to be confused with committee caucuses, party caucuses are held three times during Model Congress. Party caucuses provide a chance for delegates to get excited about their party and to feel united behind their platforms.

The first caucus unites every Member of Congress by chamber and party for the purpose of presenting a unified party line. This caucus will also include debate over the party’s platform, which will serve as the unifying document of the party’s philosophy. A draft platform will be provided, and you will have the opportunity to change its wording through amendments.

The second and third caucuses are held individually for each House and Senate and each party immediately preceding the first and second full session, during which time the majority or minority leader, his/her whip, and the other assigned Chairs and Vice Chairs will present the list of bills on the docket for full session, attempting to construct, through deliberation with the delegates, a cohesive party position and strategy of how to address the proposed legislation.

**Full Session**

When the Speaker of the House or President of the Senate calls together the Committee of the Whole, each house of Congress comes together to debate in common the bills that have passed their respective committees. In full session, Members of Congress have the opportunity to present and discuss before an entire body of Congress the legislation that has survived committee mark-up, in the hopes that bills will eventually be signed into law. Full sessions give you an opportunity to debate bills that have come from committees other than your own, and engage in discus-
sion of a broader range of issues. Finally, the experience of convincing a body of 100 to 200 peers that your legislation is best for the nation teaches important lessons in the art of compromise.

In order to enable Representatives to get the most out of full session, the House meets in three chambers of approximately 180-200 students each. The Senate convenes in three separate chambers of 100 students each. Legislation passing both the House and the Senate is submitted to the Presidents, who sign or veto bills in front of a Joint Session of Congress at Closing Ceremonies.

**Harvard Model Congress**

**Special Programs in Action**

**Interaction with Special Programs**

While committees draft and debate legislation, students participating in HMC’s Special Programs spring into action behind the scenes. Journalists in the Press Corps and Lobbyists work closely with the congressional committees, reporting and influencing committee deliberations and decisions. Understanding their important roles will further enhance your own understanding of congressional deliberations at HMC.

**Lobbyists**

In committee, lobbyists will try to persuade you to support legislation favored by the group they represent. During caucus, lobbyists will roam the committee presenting members of Congress with their arguments and suggesting solutions. Lobbyists may use caucus to draw potential supporters to their cause. Lobbyists will also have the opportunity to speak before the entire committee. At a strategic time, lobbyists will need a congressional supporter to make a Motion for Testimony, allowing them to testify on the topic at hand and answer questions from committee members.

**Party Leaders**

Members of the Party Leadership Program exert party pressure on members of the House and Senate. PLP leaders serve as Democratic and Republican leaders, conducting such partisan duties as establishing party platforms, lobbying for legislation, encouraging party members to vote loyally, drawing attention to party issues, and rallying support in caucuses and full sessions.

**Presidential Cabinet**

Committees will also periodically hear from members of the Presidential Cabinet. Cabinet members will often ask the committee for a Motion to Testify so that they may remind the committee of presidential policy on the issue currently being debated. Pay special attention to their statements, as they may often give clues as to which issues the president strongly favors and which passed bills might eventually be subject to a presidential veto. The presidents of HMC will give highest consideration to their Cabinet’s recommendation, and because passage depends on the President’s support, members are advised to take account of the Cabinet’s recommendations.

**Press Corps and HMC-TV**

During the conference, reporters provide the participants of the conference with information about votes, court decisions, national crises, and presidential campaigns in the form of two daily newspapers and a nightly television program broadcasted to the hotel rooms of all participants. While observing congressional committees, reporters will make notes on the points of agreement and disagreement on an issue, taking special note of congressmen who may not have vote in line with their ideological profile. In the courts, reporters will conduct interviews between sessions and record decisions as they are made. In both committee and the courts, HMC-TV camera operators may also tape record proceedings.

After collecting all the information for the day, reporters will return to the press room to either type their articles or edit their video. As they alert the public about congressional activity (and behind-the-scenes stories and scandals), students will understand why the...
press is often referred to as the fourth branch of government.

**EXECUTIVE BRANCH**

The Executive Branch is a group of elite HMC staff members who are jacks-of-all trades. Executive Branch members may be asked to testify on an issue if Cabinet members are unavailable. Testimony may be requested through the Chair or Vice Chairs.

Executive Branch also operate the Home Office, which keeps an eye on wayward members of Congress. Senators and Representatives who do not accurately or faithfully represent their constituency when voting or debating may receive a letter from concerned constituents. Members of Congress are advised to take such letters very seriously, as reelection depends on a satisfied constituency. The citizens in your district or state are watching you - don’t let them down!

**HARVARD MODEL CONGRESS**

*sample committee session*

The following is the transcript of a short segment of a sample committee session. The setting is a hotel conference room with a number of rows of chairs with 43 committee members sitting in them since this is a House committee. (In a Senate committee, there would be 25 students Senators sitting around a long table.) The Representatives are facing a table at the front of the room. Behind the table and directly facing the committee members is the Harvard Congressional Staff - a Chair and two Vice Chairs.

The Chair is standing next to a podium . . .

*Chair*: (striking the dais with a gavel) Please come to order! (The room quiets.) Welcome back from your lunch break. I hope that it provided an opportunity for more casual discussion. We will resume by taking speakers from the Speakers’ List. The next Member on the list is the honorable Representative from California. As I speak before you today, our nation is in peril! I believe that social security system must be reformed . . . (The Representative continues speaking for another two minutes) … Furthermore, …

*Chair*: I’m sorry, Representative. Your time has expired. (Dooley returns to his seat.)

*Representative Watts*: (raises her placard)

*Chair*: Yes, Representative from Oklahoma, to what point do you rise?

*Representative Watts*: Point of Parliamentary Inquiry. Is it in order at this time to comment on the previous speaker’s speech?

*Chair*: No, actually that is not appropriate at this time Representative. Let me explain. A speaker may only yield his time in some way if he has not already expired his speaking time. However, if there was time remaining, the Congressman from California could have ended his speech in one of three ways.

The first option is for the speaker to yield remaining time to another speaker. However, that speaker cannot yield her time in any other way, such as to another Congressman or to questions.

The second option is that the speaker yields to questions. The time spent asking questions does not count in the total time allotment to the speaker.

The third option is to yield the remaining time to the Chair. In that case, motions are in order, and we may continue with the speakers list. But, there is no second speaker, and there are no comments or questions.

Just remember that after a yield occurs, no other yields are in order. That is, there is no double yielding. If there are no other questions . . .

(debate continues)

*Representative DeLay*: (raising his placard) I move to close debate!
Chair: That motion is in order at this time. The motion requires two con speakers, and a simple majority to pass. If the motion passes, then we will move immediately to a vote on the bill proposing a decrease in social security benefits. Do we have two speakers who oppose closing debate?

Representative Dooley: Point of Order! Closure of debate requires a two-thirds majority.

Chair: I’m sorry, point well taken. The Chair stands corrected. Closure requires a two-thirds majority! Thank you for calling that Point of Order, Representative. Please raise your placards if you would like to speak against closure. (Several Congressmen raise their placards) The Representatives from Texas and California. The Representative from Texas will have 30 seconds.

Representative DeLay: Fellow Congressmen, I implore you not to close debate at this time. There is still much to be said on the topic of social security . . . (he finishes and sits down. Representative DeLay raises his placard).

Chair: To what point do you rise, Representative?

Representative Horn: Point of Parliamentary Inquiry. First, why did the Representative from Texas only have 30 seconds? Second, would it be in order at this time to move for a caucus? Thirdly, may I comment on the Representative’s speech?

Chair: Whew! That’s a lot of questions! In this case, keep in mind that we are in the middle of a procedural motion. There are two types of motions: procedural and substantive.

Substantive motions deal with the issues. For example, discussion of an amendment would be substantive. The debate involves many speakers who each have two minutes to speak. Comments and yields are in order. Since substantive actions affect the legislation passed by this body, they must be carefully deliberated and approved.

Procedural motions deal with the action of the committee - whether to caucus, close debate, recess for lunch, or so on. For these motions, little debate is allowed - at most, two speakers for 30 seconds each. Comments and yields are never in order during a procedural motion.

Representative Horn: What about a motion to caucus? Doesn’t that take precedence over a motion to close debate? (She refers to the order of precedence list in the rules.)

Chair: That’s true. If there are two motions, one for caucus and one for closure of debate, then we must vote on the caucus first. However, the Chair has already recognized the motion to close debate. We have already heard one speaker. Therefore, we will continue with the motion. If the committee feels it would rather caucus, then it should vote against closure and then move to caucus. OK, are there any more motions on the floor at this time?

(The committee hears the other speaker against closure and votes against closure. Several more speakers are heard.)

Representative Dooley: (raises his placard)

Chair: To what point do you rise, Representative?

Representative Dooley: I move to caucus for ten minutes.

Chair: That motion is in order at this time. There is no debate on this motion. All those in favor of caucusing, please say “Aye.” (About half the Members say “Nay”). Well, that voice vote was too close to call by ear. All those in favor, raise your placards. (25 Members raise placards) All opposed? (18 placards go up). The motion passes. You have ten minutes to caucus.

(Ten minutes later, once the Members have returned to their seats...)

Chair: All right, the speakers list has expired. Let’s hear from some of the people who I saw writing up amendments during that caucus. Would anyone like to speak?
In reading these rules, keep two key concepts in mind:

1. Only bills and issues open for debate may be discussed. Motions may only be made when the floor is open.

2. If there are several motions, then the motion with highest precedent is considered first.

FUNDAMENTALS

1. Scope: These rules of procedure shall be self-sufficient and shall be considered adopted in advance of the Conference. No other rules of procedure shall apply.

2. Powers of the Chair: The Chairperson of a committee shall direct discussions, put questions, announce decisions, accord the right to speak, decide all questions of order, sign all written proposals, and ensure and enforce observance of these rules. The Chairperson shall, subject to these rules, have complete control of the proceedings at any meeting and over the maintenance of order. The Chair shall not vote, except in the case of a tie. A Chair may suggest that a motion pass by unanimous consent.

3. Members: Every Member shall be present unless excused or necessarily prevented. A Member may not authorize any other individual to cast his or her vote or record his or her presence. No Member shall be recognized without his placard and badge of office. Senators shall be addressed as “the Senator from [State]”; Representatives as “the Congressman (or Congresswoman) from [State].”

4. Motions: When the floor is open, Members may rise and be recognized by the Chair by raising their placards. The floor is defined as open if no Member of the committee or congressional staff is speaking or has been recognized to speak. ONLY points of personal privilege and order may interrupt a speaker.

   Only one motion may be on the floor at any given moment. If a new motion takes precedence over the motion currently on the floor, then the motion currently on the floor will be tabled while the new motion is resolved. The old motion will then return to the floor. No motion may be recognized that falls below the current motion in precedence.

   In order to be considered by the Committee, a motion must be immediately seconded by another Member. A Member may ask that his motion (or amendment, etc.) pass by unanimous consent, in which case the Chair shall ask if any Member objects. If there is an objection, the motion shall be considered normally; otherwise it shall pass immediately.

5. Quorum: The Chairperson shall declare the opening of a session when at least one-third of the Members are present.

6. Courtesy: All Members shall show courtesy and respect to the congressional staff and to other Members. If any Member should transgress these rules, the Chairperson shall call him to order, in which case he shall immediately sit down. No Member shall impute another Member any conduct or motive unworthy or unbecoming a Member. No Member in debate shall refer offensively to any Member or to any State of the Union.

7. Agenda: The first item on the floor at the initial meeting of every committee shall be to set the agenda. The setting of the agenda shall be debatable to the extent of one speaker advocating each issue. The issue that receives a plurality of the votes shall be considered first.
8. **Speakers’ List:** When a Member desires to speak on any question, he shall submit his State (and District number in the House, or rank in the Senate) to the Chair to be entered on the Speakers’ List for that question. There should be one continually open general Speakers List on the issue before the floor. Separate Speakers Lists shall be established on all debatable question, including motions, amendments, and bills. The Chairperson may rotate between majority and minority parties or between Members “For” and “Opposed”.

9. **Time-Limit on Speeches:** The Chairperson may limit the time allotted to each speaker and the number of times Members may speak on any question. If a Member exceeds his allotted time, the Chairperson shall call him to order without delay.

10. **Yields:** A speaker who has remaining time at the end of his speech has three options:

   ❶ Yield his time to the Chair, whereby his time is ended and the floor is open for motions.

   ❷ Yield his time to questions, whereby the Chairperson will recognize questions from the floor until time expires. Only the speaker’s responses to questions shall be deducted from remaining time.

   ❸ Yield his time to another Member, who may then rise and use this time to address the Committee.

   At the end of a speech, if the speaker neglects to yield his remaining time to any of the above, any Member may rise and ask, “Will the speaker yield to questions?”

   **NOTE:** A speaker may not yield to another speaker after yielding to and answering questions. A speaker to whom time has been yielded may not then yield time to another speaker or to questions.

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**Written Proposals**

11. **Signatures:** Written proposals may only be distributed to the Committee after receiving the Chair’s signature. Certain proposals also require the signatures of a number of Members. Signatures do not represent personal support for the proposal, but merely a willingness for debate on the proposal. The Chairperson may refuse to sign a proposal if it: does not follow proper format, is incoherent in form or concept, essentially reproduces a previous proposal, would impede the progress of the Committee, is limited in content, or if it does not address the issue sufficiently. This decision shall be unappealable.

12. **Working Papers:** Members may bring working papers before the consideration of the Committee. Working papers are unofficial documents and may include general ideas, policy statements, or proposed bills. They are never officially introduced; however, they require the signature of the Chairperson to be copied and distributed to the Committee.

13. **Bills:** Proposals may be submitted as bills when they are signed by 6 senators in a Senate committee or 10 representatives in a House committee, as well as the Chairperson. Signing a bill for introduction need not indicate support for its content. Once submitted, the Chairperson shall have the bills copied and distributed, after which a Member may move to introduce a bill (see Motions).

   Bills which pass in committee and pass both chambers of Congress will be sent to the Presidents. If the Presidents do not veto the bill, it becomes a law. Otherwise the veto must be over-ridden by a 2/3 vote of each chamber for the bill to become law.

14. **Simple Resolutions:** A simple resolution deals with matters entirely within the province of one chamber, such as allocating funds, recognizing individuals for outstanding service, or expressing the opinion of the House or Senate. A simple resolution undergoes the same procedure as a bill. When passed, simple resolutions hold no force of law, instead they affect only the particular chamber from which they are written.

15. **Concurrent Resolutions:** Simple resolutions which pass both chambers are termed concurrent resolutions. They have no force of law and express only the sentiment and will of the Members of Congress.

16. **Joint Resolutions:** Joint resolutions must con-
17. **Joint Resolution to Amend the Constitution:** Changes in the Constitution must be passed by a 2/3 vote in the originating Committee and in both chambers and be ratified by 3/4 of the States. In the case that an amendment is passed with 2/3 majority in both chambers, the Amendment is sent to the states for ratification.

18. **Amendments:** Amendments may be submitted once they receive signatures from the Chair and 2 Senators or 8 Representatives. In the House, amendments must be germane to the bill and the section being amended; amendments in the Senate need not be germane. Members may not directly amend an amendment which is on the floor of the Committee. Only bills may be amended. Therefore, if an amendment is incorporated into a bill, then the new section of the bill can then be further amended. Or, Members may table the original amendment and draft a new amendment.

### MOTIONS

23. **Precedence:** Motions shall be considered in the order of precedence listed on the chart entitled Table of Points and Motions. Motions at the same level of precedence shall be decided in the order in which they were introduced.

24. **Consider a Different Issue:** A motion to change the stated topic shall require the approval of the Chair and the second of a majority of the Members and shall be debatable with one speaker in favor and one opposed. It shall require a 2/3 majority to pass. It shall have the effect of tabling discussion on the current topic and any bill or amendment currently on the floor. Following the passage of this motion, House committees will once more set the agenda and Senate committees will move directly to the second topic.

25. **Testimony:** When the floor is open, a Chair or Member may rise to ask that the Committee hear the testimony of an expert on the issue being discussed. The motion requires a second, is not debatable, and requires a 1/3 vote to pass.

26. **Appeal:** A Member may appeal the decisions of the Chair. If a decision is appealed, then the Chair may speak briefly in defense of the ruling. The appeal shall then be put to a vote, and the decision of the Chair shall stand, unless overruled by a majority of the Members voting. Unappealable are decisions of the Chair regarding (1) dilatory questions or motions, (2) adjournment or recess, (3) signature or distribution of bills, amendments, working papers or other proposals, and (4) motions requiring the Chair’s approval.

27. **Caucusing:** When the floor is open, a Member may move to caucus for a stated reason and a stated period of time, not to exceed twenty minutes. The motion is not debatable and requires a majority to pass.

28. **Introduction of a Bill:** Once a bill has been submitted to the Chair with proper signatures and has been copied and distributed to the Committee, a Member may rise to introduce it for consideration. If the motion is seconded, then the Chair shall allow one speaker in favor and one opposed. If the motion is defeated, the Chair shall allow one speaker in favor and one opposed. If the motion passes with support from at least 1/3 of the Members voting, then a new Speakers’ List shall be drawn up with the Member who made the motion placed first, and the bill shall be debated until a Motion for the Previous Question or for Laying on the Table passes.
29. **Introduction of an Amendment:** Once an amendment is submitted and the Chair has either distributed copies or publicized the amendment in some fashion, a Member may rise to introduce the amendment. Upon receiving a second, the amendment shall be immediately placed on the floor. If there is absolutely no objection to the amendment, then it shall pass by Acclamation. Otherwise, the amendment shall be debated with a new Speakers’ List until there is a Motion for Previous Question or for Laying on the Table. Although there is no vote as to whether or not an amendment may be introduced, a Member may Object to Consideration of the motion.

30. **Objection to Consideration:** The Objection to Consideration of any bill, amendment, or motion requiring debate may be made immediately following introduction of the motion and before debate has commenced. Objection to Consideration is not debatable and requires the support of 2/3 of the Members voting to prevent consideration of the bill, amendment, or motion in question.

31. **Suspension of a Rule:** A Motion to Suspend a Rule is in order if it receives the approval of the Chair. The motion must be seconded by a majority of the Members present. The motion may then be debated by one speaker in favor and one opposed and shall require the support of more than 2/3 of the Members voting.

32. **Laying on/Taking From the Table:** A Motion to Lay a Bill, Amendment, or Motion on the Table is not debatable and requires the support of 2/3 of the Members voting. It removes an item from the floor and from immediate consideration by the Committee. A motion to resume debate on any tabled motion (to “Take from the Table”) is not debatable and requires a majority to pass.

33. **Previous Question:** When the floor is open and a bill or amendment is under discussion, a Member may move the Previous Question. If the motion is seconded, the Chair will recognize one speaker against the motion. The motion requires a 2/3 majority to pass; if it passes, then all debate shall end and the Committee shall move to a direct vote on the proposal in question. Note that if an amendment is on the floor, a Motion for Previous Question on a bill or resolution is out of order.

34. **Reconsideration:** When a substantive question has been decided, any Member that voted with the prevailing side may move to Reconsider. This motion is debatable to the extent of one speaker in favor and requires a majority to pass; it places the decided issue back on the floor for another vote. No question may be reconsidered more than once without unanimous consent. Only decisions regarding bills, amendments, and other substantive proposals may be reconsidered.

35. **Recess:** When the floor is open, a Member may move to Recess until the next scheduled meeting. The motion is debatable, requires a majority to pass, and suspends all committee functions until the next meeting. The Chair’s decision to rule this motion dilatory is unappealable.

36. **Motion to Rise:** This motion is not debatable and requires a simple majority to pass. It is only in order after 3/4 of the time allotted for the last meeting of the Committee has elapsed. When a committee rises, the Committee shall cease to exist, and Members shall rise to enter full session of the chamber.

**Voting**

37. **Taking the Vote:** Each Member shall have one vote and shall vote “Aye” or “Nay.” Each question shall be decided by voice or placard vote.

Any member may request a roll call for votes on substantive proposals such as bills and amendments. If more than 1/5 of the Committee seconds the request, then the ayes and nays shall be ordered. The Members shall, without debate, declare their assent or dissent without abstention, unless excused by the Chair. No Members may change or withdraw their votes except with unanimous consent.

38. **Division of a Question:** Any Member may ask to divide a bill or amendment, in order to vote separately on individual parts of the proposed legislation. A Member would move to Divide the Question if he or she agreed with all but certain sections of a bill. The motion must clearly state which sections are to be divided from the bill or amendment to be voted on separately. A Member may ask to vote separately on every section of the bill or may ask to vote separately on one clause only. After the divisions have been stated, the Chair shall call a vote on each division.

Those parts which pass by simple majority shall remain part of the bill. Those parts which do not pass will be omitted from the original bill. A final vote will be taken on the bill as it remains — *i.e.*, on the surviv-
ing sections of the bill as a whole. Only this final vote shall be eligible for a Roll Call Vote.

NOTE: If those divisions which do pass form an incomplete or self-contradictory final bill or amendment, then the Chair may, subject to appeal, rule the bill incoherent. This ruling will cause the bill to be removed from the floor without further vote or debate.

RULES OF THE FULL HOUSE AND SENATE SESSIONS

1. SCOPE: The rules of procedure for Committee sessions shall be in force for House and Senate sessions as well, except as modified by the following changes.

2. CONGRESSIONAL STAFF: The President of the Senate shall be the Presiding Officer of the Senate. The Speaker of the House shall be the Presiding Officer of the House of Representatives. In the event that either cannot fill his or her position as Presiding Officer, he or she shall appoint a congressional staff member to step in. Each body shall have a Majority Leader, Minority Leader, and other party officials who shall organize their parties and coordinate support for or opposition to a given proposal.

3. POWERS OF THE CHAIR: The Speaker of the House shall vote at his or her discretion; he or she shall be required to vote in the case of a tie. The President of the Senate shall only vote in the case of a tie.

4. MOTIONS: In the House of Representatives, all motions except Appeals, Points of Privilege, Points of Order, and Points of Parliamentary Inquiry must be submitted in writing to the Presiding Officer.

5. AGENDA: The agenda shall be set in advance of the first session by the Presiding Officers in consultation with the Committee Chairs. Motions to Re-order the Agenda must receive the signatures of the Majority or Minority Leader and the Presiding Officer before they may be introduced.

6. WORKING PAPERS: There shall be no working papers in full session.

7. BILLS: Bills may be introduced in the order specified by the agenda. In order to be introduced, bills not on the agenda must be signed by 90 House Members or 40 Senate Members, the Majority or Minority Leader, and the Presiding Officer.

8. AMENDMENTS: Amendments to bills may be proposed once they have received the signatures of 25 Representatives or 10 Senators, the Majority or Minority Leader, and the Presiding Officer. Amendments in the House must be germane to the bill and section being amended; amendments in the Senate need not be germane.

9. PREVIOUS QUESTION: Motions for Previous Question in the House of Representatives shall be in order only after two members of each party have spoken. The Senate shall use the Motion for Cloture instead. Cloture is not debatable and requires the support of 3/5 of the Members voting. If Cloture passes, then the President shall recognize one Member to speak in favor of the bill or amendment and one to speak against. A Motion to Re-Open Debate is then in order; it is not debatable and requires the support of a majority to pass. If it fails, the Senate shall move to an immediate vote on the bill or amendment.

10. MOTION TO ADJOURN: The Motion to Adjourn is used in full session in place of the Motion to Rise. Following adjournment, the President of the Senate and the Speaker of the House shall submit their reports to the Joint Session of Congress.

11. VOTING: There shall be no Roll Call Votes in the House of Representatives. There shall be no Roll Call Votes on amendments in the Senate.

12. LAWS: In order to become a law, a bill must receive the approval of both chambers of Congress and the signature of the Presidents. If the Presidents veto a bill, then it shall require the support of 2/3 of the Members of each chamber to become law.

13. CONSTITUTIONAL AMENDMENTS: Bills to propose Constitutional Amendments shall require the support of 2/3 of the Members of both Houses. Proposed Constitutional Amendments do not require the President's signature and are not submitted to the President. As stipulated in Article V of the Constitution, in order for a proposed Amendment to be ratified, it must receive the endorsement of 3/4 of all the state legislatures.
# Table of Points & Motions

<table>
<thead>
<tr>
<th>Motions (by Precedence)</th>
<th>Second</th>
<th>Debatable</th>
<th>Vote</th>
<th>Rule Number</th>
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<tr>
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<td>Majority</td>
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<tr>
<td>Point of Personal Privilege</td>
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<td>No</td>
<td>Chair</td>
<td>2</td>
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<tr>
<td>Point of Order</td>
<td>No</td>
<td>No</td>
<td>Chair</td>
<td>2</td>
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<td>Point of Information</td>
<td>No</td>
<td>No</td>
<td>Chair</td>
<td>2</td>
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<td>Point of Parliamentary Inquiry</td>
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<td>Chair</td>
<td>2</td>
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<tr>
<td>Motion to Rise</td>
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<td>No</td>
<td>Majority</td>
<td>3</td>
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<td>Motion to Caucus</td>
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<td>Majority</td>
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<td>Motion to Order the Yeas and Nays</td>
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<td>Chair</td>
<td>3</td>
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<td>Chair</td>
<td>3</td>
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<td>Motion to Object to Consideration</td>
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<td>2/3</td>
<td>3</td>
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<td>Motion to Suspend a Rule</td>
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<td>1 pro/1 con</td>
<td>2/3</td>
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<tr>
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<td>2</td>
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<td>Motion to Lay on the Table</td>
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<td>2/3</td>
<td>3</td>
</tr>
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<td>1 con</td>
<td>2/3</td>
<td>3</td>
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<td>Motion to Consider a Different Issue</td>
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<td>2/3</td>
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<td>Motion to Introduce an Amendment</td>
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<td>Motion to Introduce Bill/Resolution</td>
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<td>Motion to Set the Agenda</td>
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<td>1 per issue</td>
<td>Plurality</td>
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## Notes:

1. The Chair’s decision regarding dilatory motions, adjournment, signatures, and motions requiring her approval are unappealable.
2. Objection to Consideration must occur after a motion is made, but before any debate.
3. Suspension of a Rule requires approval of the Chair.
4. Reconsideration must be moved by a Member who voted with the prevailing side.
5. Refer to Rules for details on each of the Points of Motions.
GUIDE TO CONGRESS

BEFORE THE CONFERENCE

GENERAL OBJECTIVE

HMC requires that delegates submit pieces of legislation on their assigned committee topics in advance of the conference. These pieces of legislation may be either bills or resolutions—please see the distinction discussed below. For convenience, pieces of legislation shall hereafter be referred to collectively as bills.

HMC believes that researching and drafting bills before the conference will provide an enhanced educational experience. Writing a bill before the conference gives you a hint as to the main characteristics and difficulties of drafting effective legislation. HMC hopes this requirement will enable you to compose bills at the conference with greater confidence and skill.

REQUIREMENT

Delegates must write one bill per committee issue. Since Representatives serve in one committee covering three issues, this means that they will be responsible for submitting three bills before the conference. Senators serve on two committees each covering two issues, so they will be responsible for submitting four bills prior to the conference.

Pre-submitted bills must be submitted to the HMC Web Site (www.harvardmodelcongress.org) by January 25, 2002.

WHAT HAPPENS TO PRE-SUBMITTED BILLS?

Delegates will not be permitted to propose directly for consideration by the committee bills drafted before the conference. A critical aspect of the committee experience at HMC consists in composing legislation in cooperation with other delegates, and in response to the tendency of committee discussion.

Prior to the first committee meeting, HMC staff will compile a list summarizing the content of each bill submitted by members of the committee on the various issues. HMC hopes this list of ideas will provide both a general reference on the position of various committee members on a given issue and a starting point for the committee’s consideration of the issues. This will also allow you to determine who your allies might be in drafting legislation.

BILLS V. RESOLUTIONS

For most topics, delegates should submit bills, but for certain topics a resolution may be appropriate. Congress passes resolutions when it is unwilling or unable to take action on a given issue, but still wishes to express an official opinion or encouragement. Congress also passes resolutions to propose Constitutional Amendments, and to propose or approve international treaties.

RESEARCH

Before you can draft proposed legislation, you must research your Congressman’s position on the issues at hand. Instructions for this research are under “Pre-Conference Preparation” in this tutorial.

When researching your Congressman’s view on a given issue, try to answer the following questions:
- What is your assigned Congressman’s opinion on this issue?
- What are your particular concerns?
- What are your constituents’ concerns?
- What policy proposals or resolutions do you intend to propose?
- What alternatives would you be willing to endorse?

You should also read through your issue briefing at least once, and pay special attention to the “Questions a Bill Should Address” and “Focus of Debate” sections of the briefings.

WRITING THE PRE-SUBMITTED BILL

Please follow the instructions for bill format in this section. The procedure and format is identical for the bills you write before the conference.
Please clearly indicate the following information on your bill(s):

• your own name
• your school’s name
• your Congressman’s name, state, and party
• the body of Congress (House or Senate)
• the appropriate committee
• the topic area

Drafting Legislation

You will have two opportunities to write legislation: once on your own before you come to the conference, and again in cooperation with others during committee. When debate enters the bill writing stage, there usually are several different bills being written by committee members at the same time. According to committee rules, however, only one bill may be debated at any one time; so the process of getting a bill onto the floor becomes something of a race. You thus will profit in following the guidelines outlined below to increase the chances that the Chair will sign your bill before others.

Format for All Bills

All bills must follow a specific format:

A) Title
B) Preamble—the bill’s basic purpose and intent
C) Content—the legislation
D) Definitions—definitions of ambiguous terms
E) Enforcement—penalties for violation
F) Funding—the amount and the source

Within each section, each numbered clause should address a different idea, especially in the content section. A certain section may be omitted if absolutely unnecessary; for example, an enforcement clause might not appear in an appropriations bill.

The sample bill following this section is a good example of a precisely-worded, thorough piece of legislation. It develops several details and sufficiently defines its terms. The author has also devised a creative way to fund the bill.

Amendments

After debating a bill for some time, Members who do not wholly support a bill may wish to add, rewrite, or delete certain sections. Members must propose such changes in the form of amendments. Some amendments are rather minor and pass almost immediately; others may be detailed and require extensive debate. In any event, amendments require signatures of the Chair and either two Senators or eight Representatives.

Unlike bills, amendments are immediately placed on the floor of the committee upon introduction by a member. Bringing an amendment to the floor requires neither debate nor a vote.

Amendments are often the result of compromise, yet an amendment can double as a political weapon to kill legislation. Members may seek to attach strategically controversial amendments to a bill knowing that the bill, as amended, will draw significant opposition from either the full House or Senate, or the president.

A possible amendment to our sample bill appears following this section. It seeks to transform the original proposal into more moderate legislation. The author would limit the amount of military funding for Latin American nations and addresses human rights.

Passing Legislation

Eventually, the committee will bring a bill to a vote. Once debate on the bill is closed and upon Motion for the Previous Question, the committee chambers are sealed for a placard vote. If a bill is particularly political or contentious, a member may request a roll call vote to make the record show exactly how each Congressman voted.

Working Papers

To begin developing their ideas, Members will write working papers at the start of general debate on a topic. The point of the working paper is to set down in an informal manner some ideas for debate and future bills. This allows for feedback from other members and from the Chair. Several Members will often work together to fine-tune a proposal. There is no required format for working papers. The sample working paper appears after this section.
A working paper for Senate committee.

We feel that the War on Drugs must be taken beyond the borders of the United States of America to combat the scourge at all levels, including its source, especially in our Latin American neighbors to the south.

Note that in the 1988 Household Survey on Drug Abuse by the National Institute on Drug Abuse, close to 30 million Americans used illicit drugs (marijuana, hashish, heroin, and cocaine), decreasing overall drug use by 25% since 1985. We are doing our part at home, but world production continues to increase—we need to increase our efforts abroad in response. Remember—95% of the drugs used in the United States come from overseas.

Death squads run by drug traffickers have been reported in La Granja, Colombia. In Medellin, they have assassinated members of the press, a presidential candidate and countless other civilians. The drug lords are responsible for the deaths of millions of innocent citizens of the United States and all over the world.

They must be stopped.

Past efforts in Colombia to eradicate crops and prevent smuggling have been successful—more than 350 smuggling planes have been captured, and prices in Peru have dropped from $1400 in August 1988 to $600 for semi-processed cocaine.

We need increased military aid and assistance, increased training, and a generally larger role for the military in Latin America to combat this scourge.

We should increase law enforcement and military aid, specifically to Bolivia and Colombia—perhaps $200 million to combat narcotics trafficking.

We might want to transfer actual equipment that the US now has in storage to these countries to assist them immediately in the drug war—perhaps up to $50 million to the militaries of major Latin American drug producing nations.

We should also think about strengthening our interdiction abilities by increasing our radar surveillance net. There’s a Pentagon proposal to transfer AWACS to the Caribbean to detect illicit flights for which we should increase our financial support. Price tag right now—$850 million, some of which is coming out of the general military appropriations now.

Funding should be constructive and matched by foreign commitments—perhaps increasing liquor and cigarette taxes with the secondary effect of reducing those dependencies.

We welcome comments and discussion of these ideas by the committee.
Foreign Narcotics Control Act

Be It Hereby Enacted by the U.S. Senate:

Preamble
The United States Senate resolves to strengthen the forces of the War on Drugs by increasing foreign law enforcement and military assistance and support for American drug interdiction.

Content
1. $200 million in foreign aid shall be given to the nations of Bolivia and Columbia in order to train, equip and support their law enforcement and military forces for the purpose of combating narcotics trafficking.

2. The President of the United States shall be authorized to transfer immediately up to $50 million worth of excess U.S. military supplies to the militaries of major Latin American drug producing nations.

3. a) $250 million shall be allocated to the Pentagon to support AWACS surveillance planes, E-2 Navy reconnaissance planes and P-3 planes in order to detect drug shipments.
   b) $100 million shall be allocated to increase F-15 interceptor capabilities and Coast Guard patrols near U.S. waters.

4. Up to $200 million in economic aid shall be provided in matching funds to the governments of major Latin American drug producing nations. Funds will be provided to those nations matching their expenditures on internal crop substitution, drug eradication and drug education programs.

Definitions
AWACS — Airborne Warning and Control System; modified Boeing 707 airplanes outfitted with sophisticated radar equipment

major Latin American drug producing nations — Bolivia, Peru, Colombia, Belize, Mexico, Ecuador, Paraguay. For the purposes of this legislation, this list can be expanded subject to review by the Secretary of State.

Enforcement
Aid and assistance shall be reviewed quarterly by the General Accounting Office. There shall be a foreign penalty of up to complete cut-off of foreign aid for foreign misappropriation or misuse of funds.

Funding
Funding for this bill shall come from a 5% increase on federal liquor and cigarette taxes and sales of confiscated assets of persons convicted of narcotics related felonies.
An Amendment to the Foreign Narcotics Control Act

1. Add to clause 1:
   “a. Military aid shall be limited to a maximum of $100 million total for both countries.”

2. Add to clause 1:
   “b. American military personnel involved in training funded by this legislation shall be banned from direct military engagement with the narcotics traffickers without Congressional approval.”

3. Change clause 3: “$250 million shall be allocated to the Pentagon...” to read “$200 million shall be allocated to the Pentagon...”

4. Change clause 4: “Up to $200 million...” to read “Up to $250 million...”

5. Add to the Content section a 5th clause:
   “5. Up to $300 million total in direct economic aid shall be given to major Latin American drug producing nations to help stabilize their economic situation, subject to review by the Secretary of State.”

6. Add to the Content section a 6th clause:
   “6. The recipient nations, in order to receive the assistance, shall be required to maintain democratic governments and law enforcement agencies and militaries that do not engage in a consistent pattern of gross violations of internationally recognized human rights.”

7. Add to Enforcement:
   “Violations of the democracy and human rights clauses shall be determined by UN reports on the countries involved and annual reviews by the Secretary of State.”

8. Add to Enforcement:
   “The penalty for misallocation or misuse of these funds, redirection or support of activities restricted by this legislation, such as military engagement, and misleading regulatory agencies shall be a fine not to exceed $100,000 and/or a prison term not to exceed 20 years.”

9. Add to Funding:
   “Further funds shall be obtained from cuts not to exceed 2 planes in the B-2 ‘Stealth’ Bomber program.”