YOU WRITE THE BILLS
YOU MAKE THE SPEECHES
YOU CAST THE VOTES
YOU MAKE THE LAWS

PREPARING FOR CONGRESS

#BETHEPEOPLE
The Junior State of America invites you to attend an exciting simulation of a Congressional session where you and other high school students become Members of the United States Congress. You write the legislation! You vote in committee hearings! You speak on the floor of the House or Senate! This incredible weekend convention is entirely student-run and offers you a fantastic learning experience!

This booklet contains all the information you need to prepare yourself and your delegation for JSA’s Congress Conventions. Instructions on assembling a delegation and sponsoring legislation are included along with rules and procedures specific to JSA’s Congress format. Detailed instructions on how to register for the convention are in a separate registration packet. If you need a registration packet or have any questions, problems, or comments, please call Junior State National Headquarters toll free at 1-800-334-5353.

TABLE OF CONTENTS

I. YOUR DELEGATION..................................................................................1
II. WRITING YOUR BILL.............................................................................2
III. THE PATH OF LEGISLATION.................................................................4
IV. CONGRESSIONAL RULES....................................................................6

APPENDIX
I. TABLE OF PARLIAMENTARY MOTIONS.................................................9
II. CONGRESS SPECIFIC LEADERSHIP DESCRIPTIONS......................10
III. HOW TO WRITE LEGISLATION AT-A-GLANCE..................................11
IV. SAMPLE LEGISLATION.......................................................................12

I. I ASSEMBLING A DELEGATION

Each delegation will be made up of a combination of Senators and Members of the House of Representatives. For every 3 delegates registered from your high school, one may be designated as a Senator; the rest will be Representatives. For example, a delegation of 19 students would be composed of 6 Senators and 13 Representatives. (Please remember to round down). Each delegation will choose Senators prior to the convention. You may opt to either elect Senators or have your teacher advisor or delegation leader appoint the Senators. Most Senators will co-sponsor at least one bill, so your delegation’s Senators should be knowledgeable and articulate.

Once you have assembled your delegation, follow the registration procedures outlined in the registration packet. You will need to send to the Junior State National Headquarters one inclusive check for all registration fees, a parent permission form for every delegate, and a hotel rooming list for your delegation.

I. II SPONSORING LEGISLATION

Sponsoring legislation is the best way to fully enjoy JSA’s Congress Conventions. Do you think the United States should create and implement a national health care plan? Should funding for artists be restricted based on the content of their artwork? What is your strategy for protecting our nation’s environment? As the sponsor of a bill, you have the chance to address any topic on the national agenda.

Every delegation must submit at least one bill for every five delegates. You can submit as many additional bills as you wish. Each bill will be sponsored jointly by one Senator and one Representative. This allows two people to research topics, write legislation, and prepare speeches together.

At the convention you will present your bill at a committee hearing and on the floor of the House or the Senate. But speeches alone are often not enough to ensure victory. You will find yourself scrambling to get your bill on the top of the agenda and organizing your supporters to lobby for your bill. You will learn the process and experience the passions of our nation’s legislative process.
**II. WRITING YOUR BILL**

Writing legislation is easier than you might think. If you are politically aware and follow current events you probably already have some good ideas for legislation. Below are simple guidelines to follow for writing a bill.

1. Select an area of interest. The first step in writing your bill is to select a topic. Write a bill on an area of national politics that you know a little bit about. Like the U.S. Congress, the convention will deal with a broad spectrum of issues: foreign affairs, health and human services, finance, the environment, military affairs, business and commerce.

2. Research. Once you decide an area of interest, read newspaper and magazine articles to get a sense of the current issues being discussed. Your public library should have issues of Congressional Quarterly Weekly Report and Congressional Digest. The Library of Congress offers a database of recently discussed Congressional bills on a website called "Thomas" which can be found at thomas.loc.gov/. The Congressional Research Service (CRS) provides members of Congress with nonpartisan research and analysis of issues. Although these reports are not directly available to the public, some members of Congress have provided access to some of these reports on their websites.

3. Select a specific subject/problem. The next step is to pick one problem or issue from your general area of interest on which to focus. For example, if you are interested in the war on drugs you may wish to write legislation on drug testing. Or, if you are interested in foreign affairs, you could write legislation to restrict U.S. intervention abroad.

4. Determining the type of Legislation. There are three types of legislation:

   - A Bill: Establishes a new law;
   - A Congressional Resolution: Expresses the sentiment of Congress;
   - A Constitutional Amendment: Changes or adds to the U.S. Constitution.

5. Draft your bill. To begin drafting your bill, you must first concisely, in 5 to 15 words, state the purpose of your legislation. For example, legislation on drug testing might be "to provide for drug testing of all commercial vehicle operators." Legislation on arm sales might be "to restrict military arms sales to politically unstable countries." This concise statement of purpose will be part of the title of your legislation.

5a. Rationale for Bills and Amendments. Next, you need to develop the rationale for your legislation. This should be a short paragraph that explains reasons why your legislation is necessary. For example, a rationale for a bill lowering the minimum wage for teenagers might read:

   A lower minimum wage for teens will decrease teen unemployment as statistics show that as the minimum wage increases so does teenage unemployment. In the inner city, where teens need gainful employment, businesses currently won’t hire teenagers when they can hire an older person. Giving teenagers a chance to gain valuable job experience far outweighs the fact that they will be paid less.

5b. Whereas Clauses for Resolutions: Resolutions are non-binding statements of the opinion of Congress. All resolutions should contain "Whereas clauses" instead of a paragraph that gives reasons why the Congress should adopt the resolution. For example, whereas clauses for a resolution condemning offshore oil drilling might read:

   - Whereas, Offshore oil drilling is a hazard to our coastlines and coastal wetlands, and;
   - Whereas, The U.S. needs to decrease its dependence on oil and move to cleaner forms of energy, and;
   - Whereas, Oil rigs off shore are unsightly.

5c. The body of your legislation. The main portion of your legislation is the provisions or sections. The first section should establish the main effect of the legislation. The first section of drug testing legislation could be: "All interstate commercial vehicle operators shall be subject to a random drug test at least once a year." Other sections of your legislation should establish any limitations or restrictions: "The results of the drug test are to be kept confidential by the employer." Also include any penalties that accompany your new law: "Employers not complying with this law shall be subject to a fine of up to $10,000."

All bills passed are assumed to go into effect in 90 days (unless otherwise specified), so you do not have to include the time when the bill becomes law. If your legislation involves federal expenditures, list the amount. Generalized costs are acceptable. For example, you could increase the space budget by 50%.

6. Formatting your legislation. The title of your legislation should be centered on the top of the page along with the names of the Senator and Representative who are sponsoring the bill and the name of your high school. The first line of your bill should be worded as follows:

   - For a bill: “Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that:"
   - For an Amendment: “Be it amended by the Senate and House of Representatives of the United States of America in Congress assembled, that:"
   - For a Resolution: “Be it resolved by the Senate and House of Representatives of the United States of America in Congress assembled, that:"

The body of the bill should be divided into sections and numbered. There are several sample bills for you to follow at the end of the handbook. Please use this format.

At the bottom of the page, please include the names, addresses, phone numbers and e-mail addresses of the bill sponsor(s). Please see your registration packet for bill submission details.
1. Legislation is sponsored jointly by a Senator and a Representative. The bill is introduced simultaneously to the Senate and the House and assigned to the proper House and Senate Committees. Legislation is assigned to committees in advance of the convention. You will receive a Legislative Index that contains all of the legislation and committee assignments so that your chapter can prepare for the convention.

2. In the committees, the bills are debated in the order prescribed in the Legislative Index. The sponsors of the bill are the proponent or opening speakers on the bill. During debate, the committee may propose and pass amendments to the bill using amendment forms provided by the chair.

3. After debating the bill, the committee votes on the bill. If both the House Committee and Senate Committee pass the bill, it goes on to the floors of the House and Senate. If neither committee passes the bill, it dies in committee. If one committee passes the bill but the other does not, the bill goes only to the floor of the legislative body whose committee passed the bill if time allows. For example, if the House Committee passes the bill but the Senate Committee does not, the bill goes only to the floor of the House, if time allows. Priority discussion is given to bills passed in both the House and Senate committees.

4. If both legislative bodies pass identical versions of the bill, the bill will be considered law.

5. One or both houses may decide to amend a bill as it moves through committee and onto the floor. If both houses pass the bill in different forms, the Speaker of the House and the President Pro Tempore of the Senate will appoint a Conference Committee. The committee will produce the version of the bill that will be debated and voted on in both chambers. If both chambers pass this version of the bill, it will be considered law.

Below is a description of the legislative process that is used at JSA’s Congress Conventions. The legislative path for this weekend long convention is a modified version of the actual procedures of the U.S. Congress.
IV. CONGRESSIONAL RULES

IV.I COMMITTEE HEARINGS

All student delegates are assigned to committees prior to the convention. At the convention committees will:

1. Determine the wording of the bills, by passing them as submitted or amending them.
2. Rank the passed bills in order of importance.
3. Send legislation to the floors of the House and Senate.
4. Choose one committee member to be the main opponent of the bill on the floor of the House and the Senate.

Committee Chairs, selected in advance of the convention, will determine the order of discussion. If you are interested in applying to be a Committee Chair or hold another position, please refer to your registration packet.

Sponsors present their legislation to the committee. You should explain the reason your legislation is needed, the rationale behind and restrictions or limitations in your legislation, and the definitions of any terms that may be unclear. You have six minutes for your formal presentation which include your presentation and questions from committee members. A majority of votes will be required to pass legislation out of committee.

IV.II FULL HOUSE AND FULL SENATE SESSIONS

The House and Senate Sessions are presided over by the Speaker of the House and President Pro Tempore of the Senate, respectively. These two Congressional leaders are selected in advance of the convention.

Before the general sessions begin, the Rules Committee determines the order in which the bills are debated, and establishes any modifications of the debate procedures for floor debate. The Rules Committee is composed of the Speaker of the House, President Pro Tempore of the Senate, and other student leaders of the House and Senate Committees.

The first order of business in the full sessions of the House and Senate is to hear reports from the committees. Each Committee Chair will report on the bills that passed out of committee.

After the reports have been read, debate can commence on the bills. Debate procedure is as follows:

1. The presiding officer reads or distributes the bill as approved by committee.
2. Debate begins with a 6 minute opening speech from the sponsor of the bill, followed by a 6 minute opening speech from the main opponent of the bill (as selected by committee). If the main speakers do not use all of his or her time, he or she may yield the remaining time to questions or to the chair.
3. After the main speeches are over, the presiding officer asks for subsequent speeches from members of the house. These speeches are three minutes long and alternate between the affirmative and the negative. Subsequent speakers, if they have not used their full three minutes, may yield their remaining time to:
   a. questions;
   b. another speaker on the same side; or
   c. the chair.
4. Subsequent speeches continue until previous question is moved and passed by a 2/3rds vote. At that time, the main opponent is given three minutes to make a closing speech and finally, the sponsor will be given three minutes to make a closing speech.
5. Immediately after the closing speeches, the house votes on the legislation. A majority is required to pass bills and resolutions. Constitutional Amendments require a 2/3rds vote to pass.

IV.III PARLIAMENTARY PROCEDURE

Committee Hearings as well as General House and Senate Sessions are run according to parliamentary procedure as stated in Robert’s Rules of Order, Newly Revised. After each session is called to order, the rules are in effect. Motions are made by raising your hand, being recognized by the presiding officer, and telling the chair under what point (or motion) you rise.

Common Motions

A common motion is point of personal privilege. You should rise to a point of personal privilege if you are unable to hear the speaker, need to leave the room, and so forth. If you simply feel some personal discomfort (the room is too warm or too cold), you may not interrupt the speaker. If, however, something is seriously affecting the orderly progress of the debate, such as your being unable to hear due to lack of amplification or disruptive delegates, then you may interrupt the speaker and ask the presiding officer to rectify the situation.

Another important motion is previous question. If this motion passes, subsequent speeches are discontinued, closing speeches are presented (on bills and amendments), and the vote is taken.

COMMON MOTIONS

<table>
<thead>
<tr>
<th>Motion</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Raise his/her hand and wait to be recognized by the presiding officer.</td>
</tr>
<tr>
<td>2.</td>
<td>Tell the presiding officer the motion and the purpose of the motion: “I move to suspend the rules to limit subsequent speeches to two minutes.”</td>
</tr>
<tr>
<td>3.</td>
<td>The motion would then have to receive a second from another member of the house.</td>
</tr>
<tr>
<td>4.</td>
<td>This particular motion is not debatable under parliamentary procedure so a vote is taken right away.</td>
</tr>
<tr>
<td>5.</td>
<td>This motion requires a two-thirds vote to pass.</td>
</tr>
</tbody>
</table>

A subsequent speaker may have his/her time extended if a motion stating the amount of additional time is made, seconded, and passes with a vote of two-thirds or more.

Another important question. If this motion passes, subsequent speeches are discontinued, closing speeches are presented (on bills and amendments), and the vote is taken.
IV. CONGRESSIONAL RULES

Amendments are often added to legislation during the debate after the main speeches have been given. If you would like a provision added or deleted from a piece of legislation you must:

1. Submit the amendment in writing to the presiding officer.
2. Raise your hand and be recognized by the presiding officer.
3. Introduce your amendment by reading the specific language of the provision you wish added or deleted.
4. The presiding officer will ask the sponsor of the legislation if the amendment is “friendly” – this means the sponsor thinks your amendment improves the legislation and agrees with it. If the amendment is “friendly”, the amendment can be incorporated into the legislation by unanimous consent.
5. If the amendment is not “friendly” or if unanimous consent is not given, the amendment must be seconded by another member of the house.
6. At this point the debate will shift focus to a discussion of the amendment, not the whole legislation. You, as the person who proposed the amendment, will have three minutes to explain why you feel the amendment is needed. Then speeches will alternate between opponents of the amendment and proponents.
7. Debate on the amendment ends when someone moves the previous question on the amendment, it is seconded, and passed.

8. A vote is then taken on whether or not to adopt the amendment. Amendments require a majority vote to pass.
9. If the amendment fails, debate resumes on the original version of the legislation.
10. If the amendment passes, the debate resumes on the legislation as amended.

CHECK OUT THE TABLE OF PARLIAMENTARY MOTIONS ON THE NEXT PAGE!
CONGRESS SPECIFIC LEADERSHIP

THE SPEAKER OF THE HOUSE & PRESIDENT PRO TEMPORE OF THE SENATE
The Speaker of the House and President Pro Tempore of the Senate will preside over the House of Representatives and Senate sessions, respectively. During the convention, the Speaker of the House and President Pro Tempore are members of the Rules Committee and will meet during the convention to help determine the orders of the day for the full House and Senate sessions.

CLERK OF THE HOUSE & CLERK OF THE SENATE
These two important leaders are responsible for tracking the progress of all of the bills during the convention, training and supervising the committee clerks, and updating the Bill Tracking Chart (affectionately known as "The Big Board"). During the Committee Hearings the clerks must keep track of the progress of the bills through the committees. Standardized Bill Tracking Forms will be provided. During the General House and Senate Sessions, the Clerks will primarily be responsible for helping the Speaker and President Pro Temp run the two meetings. But, they are still responsible for updating The Big Board and, more importantly, communicating the results to the other house. Pages should be employed to run messages between the houses, and one per-

PARTY CHAIRS
The Party Chairs are responsible for putting together a "party platform". Deep knowledge of and allegiance to the core principles and values of the real Democratic and Republican party is necessary for these roles. Party Chairs will review all of the legislation submitted for the convention and select a certain number (as determined by the Congress Coordinator) of bills to support and/or oppose. They may even designate one bill to be their party’s “flagship” bill – the one bill they want to see passed the most. During the convention, the party chairs will lead a party caucus at which they will explain the core values of their party, announce which bills they support and oppose and why.

COMMITTEE CHAIRS & CLERKS
Each committee in both the House and Senate will have one Chair and one Clerk.

As the committee leadership, they are responsible for conducting the affairs of their committee. From ensuring that every member of your committee has an equal opportunity to speak to making sure that votes on motions are recorded correctly. They are responsible for every detail of running each committee smoothly.

The committee chair, with the assistance of the clerk has four main responsibilities:

1) Ensure that the proceedings of the committee run smoothly.
2) Ensure that all committee members get an equal chance to express their ideas.
3) Ensure that the bills that pass out of your committee are logically and structurally sound.
4) Report to the full House or Senate on the action taken in your committee.

POLITICAL PARTY LEADERS

HOUSE & SENATE COMMITTEE LEADERS

APPENDIX II
CONGRESS SPECIFIC LEADERSHIP

DESIGNATIONS

APPENDIX III
HOW TO WRITE LEGISLATION

AT-A-GLANCE

CONSTITUTIONAL AMENDMENT: changes or additions to the U.S. Constitution.

CONGRESSIONAL RESOLUTION: expresses the sentiment of Congress; changes or additions to the U.S. Constitution.

BILL: establishes a new law; changes or additions to the U.S. Constitution.

Sponsor Information:
At the bottom of the page, please include the names, addresses, phone numbers and e-mail addresses of the bill sponsor(s).

Rationale:
This should be a short paragraph that explains reasons why your legislation is necessary. For example, a rationale for a bill lowering the minimum wage for teenagers might read:
A lower minimum wage for teens will decrease teen unemployment as statistics show that as the minimum wage increases so does teenage unemployment. In the inner city, where teens need gainful employment, businesses currently won’t hire teenagers when they can hire an older person. Giving teenagers a chance to gain valuable job experience far outweighs the fact that they will be paid less.

First Line of legislation:
For a bill: “Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that:”
For a resolution: “Be it resolved by the Senate and House of Representatives of the United States of America in Congress assembled, that:”
For an amendment: “Be it amended by the Senate and House of Representatives of the United States of America in Congress assembled, and upon approval of 3/4 of the States, that:”

Body of Legislation:
Bills: The body of the bill should be divided into sections and numbered 1, 2, 3, etc. The first section should establish the main effect of the legislation. Other sections should establish any limitations or restrictions. Also include any penalties that accompany your new law. All bills passed are assumed to go into effect in 90 days(unless otherwise specified), so you do not have to include the time when the bill becomes law.

Resolutions: All resolutions should contain “Whereas clauses” instead of a paragraph that gives reasons why the Congress should adopt the resolution.

Sponsor Information:
At the bottom of the page, please include the names, addresses, phone numbers and e-mail addresses of the bill sponsor(s).
The first bill shows proper formatting for submitting a congressional bill. The following bills provide examples of the wording for resolutions, bills, and amendments.

**A BILL TO CREATE A FLAT TAX**

Sponsored by: Senator Brian Lazarus of Lincoln High School  
Representative Alex Levine of Lincoln High School

The current federal tax code is an overly complex system that attempts to redistribute wealth by assessing higher tax rates on the wealthy than on the middle and lower classes. Wealthy individuals foil the system by finding as many loopholes as possible to cut their tax liabilities. The fairest way to assess taxes is to have everyone pay the same percentage of their income with no deductions allowed.

Be it enacted by the Senate and House of Representatives of the United States, that:

Section 1. The Internal Revenue Code shall be amended to impose on the taxable income of every individual a tax equal to 19 percent of the taxable income of such individual for such taxable year.

Section 2. The Internal Revenue Code will further be amended to eliminate all personal income tax deductions.

Brian Lazarus    Alex Levine  
60 Washington St.   40 Jefferson Ave.  
Lincoln, WA 98989   Lincoln, WA 98989  
483/383-3732    483/327-9847  
democraticpres@yahoo.com  republicanpres@yahoo.com

**A RESOLUTION TO PROMOTE THE USE OF NUCLEAR ENERGY**

Sponsored by: Senator Victoria LaMar from Hayward High School  
Representative Joey Garcia from Hayward High School

Whereas: Nuclear power is a cheap and efficient source of energy; and  
Whereas: Pollution from other forms of energy, specifically coal and natural gas, is threatening to have an irreversible detrimental impact on the environment; and  
Whereas: With today's technology, nuclear power is almost completely safe  

Be it resolved by the Senate and House of Representatives that:

Section 1. The U.S. Department of Energy should take every step possible to encourage the use of nuclear power.  
Section 2. The Federal government, state governments, and private industry should invest money into researching ways to make nuclear power sources even safer.

**AN AMENDMENT TO PROVIDE EQUAL RIGHTS FOR ALL PEOPLE REGARDLESS OF SEX**

Sponsored by: Senator Meredith Lincoln from Sehome High School  
Representative Joanna Harper from Sehome High School

While there are more women than men in our country, women continue to be the objects of discrimination. Their concerns include equal pay, discrimination on the job, and legal equity. Many believe that these areas of concern can be addressed with the passage of the Equal Rights Amendment which would prohibit discrimination based on sex.

Be it amended by the Senate and House of Representatives of the United States of America in Congress assembled, and upon approval of 3/4 of the States, that:

Section 1. Equality of rights under the law shall not be denied or abridged by the United States of America or by any state on account of sex.

Section 2. The Congress shall have the power to enforce this article by appropriate legislation.

**A BILL TO BAN COSMETIC RESEARCH ON ANIMALS**

Sponsored by: Senator Megan Davis from Pope John XXIII High School  
Representative Matthew Pelequin from Pope John XXIII High School

The cruel and inhumane use of animals for testing cosmetic products must stop. Every year over 50,000 cats, rabbits, and other animals are tortured, maimed, or even killed for the only purpose of developing new cosmetic products. Unlike animal testing for medical research, this experimentation does not benefit society in any productive way.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that:

Section 1. This act bans the use of animal testing for the development of cosmetic products.

Section 2. Animal testing will be allowed for medical research. A five member National Animal Experimentation board will be appointed by the President to establish the necessity and validity of all animal experimentation.

Section 3. If any animal experimentation is conducted without approval from the National Animal Experimentation Board the person(s) or company involved will be fined $7,000 for each animal harmed.