

**The Importance of Rules in Congress  
Congress in the Classroom  
Dirksen Congressional Center  
Tuesday, July 31, 2007**

**Appendix A.  
HOUSE RULES COMMITTEE MEMBERS  
110th Congress (2007-08)**

**Majority Democrats**

Louise Slaughter, New York, Chairwoman  
James McGovern, Massachusetts  
Alcee Hastings, Florida  
Doris Matsui, California  
Dennis Cardoza, California  
Peter Welch, Vermont  
Kathy Castor, Florida  
Michael Arcuri, New York  
Betty Sutton, Ohio

**Minority Republicans**

David Dreier, California, Ranking Minority Member  
Lincoln Diaz-Balart, Florida  
Doc Hastings, Washington  
Pete Sessions, Texas

**Rules Committee Jurisdiction & Procedures**

**House Rule X, Clause 2(m): Committee on Rules.**

- (1) Rules and joint rules (other than those relating to the Code of Official Conduct) and the order of business of the House.
- (2) Recesses and final adjournment of Congress.

**House Rule XIII, clause 6: Privileged Reports by the Committee on Rules**

- (a) A report by the Committee on Rules on a rule, joint rule, or the order of business may not be called up for consideration on the same day it is presented to the House except—
  - (1) when so determined by a vote of two-thirds of the Members voting a quorum being present;
  - (2) in the case of a resolution proposing only to waive a requirement of clause 4 or of clause 8 of rule XXII concerning the availability of reports; or
  - (3) during the last three days of a session of Congress.
- (b) Pending the consideration of a report by the Committee on Rules on a rule, joint rule, or the order of business, the Speaker may entertain one motion that the House adjourn. After the result of such a motion is announced, the Speaker may not entertain any other dilatory motion until the report shall have been disposed of.
- (c) The Committee on Rules may not report--
  - (1) a rule or order proposing that business under clause 7 of rule XV be set aside by a vote of less than two-thirds of the Members voting, a quorum being present;
  - (2) a rule or order that would prevent the motion to recommit a bill or joint resolution from being made as provided in clause 2(b) of rule XIX, including a motion to recommit with instruction to report back an amendment otherwise in order, if offered by the Minority Leader or a designee, except with respect to a Senate bill or resolution for which the text of a House-passed measure has been substituted.

## **ROLE OF THE RULES COMMITTEE**

**1. Reporting Special Rules.** The Rules Committee reports special rules that set the terms for debate and amendments on specific measures. Legislation may also reach the House floor by way of: unanimous consent; special calendar days (Private, Wednesday and District of Columbia); special procedures such as suspension of the rules; and privileged status granted in House rules to general appropriations bills, budget resolutions, special rule resolutions and certain other motions and questions.

**2. The Need for Special Rules: Arranging the House schedule.** Without special rules, measures referred to either the House or Union calendars must be taken up in the order in which they are listed on those calendars.

**Resolving the House into the Committee of the Whole.** Without adoption of a special rule, the Speaker would not have the authority to resolve the House into the Committee of the Whole House on the state of the Union, where the procedures allow more Members to participate in debate and offer amendments.

**Facilitating Consideration of Legislation.** In addition to making floor consideration of specific legislation in order, special rules are needed to: limit and assign control of general debate time; govern the number and types of amendments to be offered; waive points of order, if necessary, against provisions of a bill or against amendments that violate House rules; and facilitate resolving differences with the Senate.

**Arbitrating Legislative Disputes Among Committees.** When two or more committees report differing versions of a bill, a special rule is needed to determine which committee substitute, or if an alternative negotiated substitute, will be made in order as the original bill for purposes of amendment.

**3. Categories of Special Rules: Open** – Permits general debate for a certain period of time (the amount of time depends on the importance of the legislation and the legislative schedule) and allows any Member to offer an amendment under the five minute rule, provided that the amendment is in compliance with the standing rules of the House and the Budget Act.

**Modified Open** – Permits general debate and allows any Member to offer a germane amendment under the five minute rule subject only to an overall time limit on the amendment process, and/or a requirement that amendments be pre-printed in the Congressional Record.

**Modified Closed/Structured** -- A structured rule limits the amendments that may be offered to those designated in the special rule or Rules Committee report to accompany the special rule. A modified closed rule permits the offering of one amendment (usually a minority amendment in the nature of a substitute).

**Closed** – Permits debate for a certain period of time but permits no amendments to be offered.

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**Special Rules Providing for the Original Consideration of Legislation in the House,  
103rd-110th Congresses (1993-2008)**  
(Current to July 30, 2007)

<b>Congress</b>  <b>Rule Type</b>	<b>103<sup>rd</sup></b>		<b>104th</b>		<b>105th</b>		<b>106th</b>		<b>107th</b>		<b>108th</b>		<b>109th</b>		<b>110th</b>	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%.
<b>Open/Mod. Open</b>	46	44%	83	58%	74	53%	91	51%	40	37%	34	26%	24	19%	18	26%
<b>Structured</b>	40	38%	20	14%	6	4%	32	18%	20	19%	34	26%	52	42%	25	36%
<b>Modified Closed</b>	9	9%	20	14%	36	26%	17	9%	24	22%	28	21%	9	7%	1	1%
<b>Closed</b>	9	9%	19	14%	24	17%	39	22%	23	22%	37	28%	40	32%	26	37%
<b>Totals</b>	104	100%	142	100%	140	100%	179	100%	107	100%	133	101%	125	100%	70	100%

Sources: Committee on Rules Tables for 103rd & 104th Congresses; House Calendars, and personal examination of texts of and reports on special rules reported by the House Rules Committee, from the THOMAS and Rules Committee web sites for 105th-109th Congresses: <http://www.house.gov/rules/welcome.htm>. <

**Notes:** The table applies only to special rules providing for the initial consideration for amendment of bills, joint resolutions, and significant concurrent resolutions (e.g., budget, war-related). It does not apply to privileged resolutions considered in the House, to subsequent rules for the same measure, to conference reports, or to special rules that only waives points of order against appropriations bills but do not provide for consideration in the Committee of the Whole. Rules making in order more than one bill are counted as a separate rule for each measure made in order, e.g., a rule providing for the consideration of four bills under closed rules is counted as four closed rules.

An open rule is one which permits any Member to offer an amendment otherwise germane in the Committee of the Whole under the five-minute rule. A modified open rule is one which either requires the pre-printing of amendments in the Congressional Record, sets an overall time-cap on the amendment process, or both. A structured rule is one which limits the amendments that can be offered to those specified in the special rule and/or report on the rule. A modified closed rule allows for just one amendment (usually a minority substitute). A closed rule is one which permits the offering of no amendments (except those recommended by the reporting committee(s) or contained in a motion to recommit with instructions).

(Compiled by Don Wolfensberger/ Woodrow Wilson International Center for Scholars)

**COMMITTEE ACTION:** REPORTED BY A RECORD VOTE of 10 - 0 on Monday June 11, 2007.

**FLOOR ACTION:** ADOPTED BY VOICE VOTE AFTER AGREEING TO THE PREVIOUS QUESTION BY THE YEAS AND NAYS [222-194](#) on Tuesday, June 12, 2007.

**MANAGERS:**Slaughter/Diaz-Balart, Lincoln

**110th Congress  
1st Session**

[H.RES.473](#)

[\[Report No. 110-184\]](#)

### **H.R. 2638 - Department of Homeland Security Appropriations Act, 2008**

1. Open rule.
2. Provides one hour of general debate equally divided and controlled by the chairman and ranking minority member of the Committee on Appropriations.
3. Waives all points of order against consideration of the bill except those arising under clause 9 or 10 of rule XXI.
4. Waives points of order against provisions in the bill for failure to comply with clause 2 of rule XXI.
5. During consideration of the bill for amendment, the Chairman of the Committee of the Whole may accord priority in recognition on the basis of whether the Member offering an amendment has caused it to be printed in the Congressional Record.
6. Provides one motion to recommit with or without instructions.
7. Provides that, notwithstanding the operation of the previous question, the Chair may postpone further consideration of the bill to a time designated by the Speaker.

### **R E SOLUTION**

*Resolved*, That at any time after the adoption of this resolution the Speaker may, pursuant to clause 2(b) of rule XVIII, declare the House resolved into the Committee of the Whole House on the state of the Union for consideration of the bill (H.R. 2638) making appropriations for the Department of Homeland Security for the fiscal year ending September 30, 2008, and for other purposes. The first reading of the bill shall be dispensed with. All points of order against consideration of the bill are waived except those arising under clause 9 or 10 of rule XXI. General debate shall be confined to the bill and shall not exceed one hour equally divided and controlled by the chairman and ranking minority member of the Committee on Appropriations. After general debate the bill shall be considered for amendment under the five-minute rule. Points of order against provisions in the bill for failure to comply with clause 2 of rule XXI are waived. During consideration of the bill for amendment, the Chairman of the Committee of the Whole may accord priority in recognition on the basis of whether the Member offering an amendment has caused it to be printed in the portion of the Congressional Record designated for that purpose in clause 8 of rule XVIII. Amendments so printed shall be considered as read. When the committee rises and reports the bill back to the House with a recommendation that the bill do pass, the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit with or without instructions.

Sec. 2. During consideration of H.R. 2638 in the House pursuant to this resolution, notwithstanding the operation of the previous question, the Chair may postpone further consideration of the bill to such time as may be designated by the Speaker.

**COMMITTEE ACTION:** REPORTED BY VOICE VOTE on Monday April 23, 2007.  
**FLOOR ACTION:** ADOPTED BY THE YEAS AND NAYS [220-188](#) on Tuesday April 24, 2007.

**MANAGERS:** WELCH/HASTINGS(WA)

**110th Congress  
 1st Session**

[H.RES. 327](#)  
[\[Report No. 110-105\]](#)

## **H.R. 362 – 10,000 Teachers, 10 Million Minds Science and Math Scholarship Act**

1. Structured rule.
2. Provides one hour of general debate, with one hour equally divided and controlled by the Chairman and Ranking Minority Member of the Committee on Science and Technology.
3. Waives all points of order against consideration of the bill except those arising under clauses 9 or 10 of Rule XXI.
4. Provides that the amendment in the nature of a substitute recommended by the Committee on Science and Technology shall be considered as an original bill for the purpose of amendment and shall be considered as read.
5. Waives all points of order against the committee amendment in the nature of a substitute except those arising under clause 9 or 10 of rule XXI.
6. Makes in order only those amendments printed in the Rules Committee report accompanying the resolution.
7. Provides that the amendments made in order may be offered only in the order printed in the report, may be offered only by a Member designated in the report, shall be considered as read, shall be debatable for the time specified in the report equally divided and controlled by the proponent and an opponent, shall not be subject to amendment, and shall not be subject to a demand for division of the question in the House or in the Committee of the Whole.
8. Waives all points of order against the amendments printed in the report except for those arising under clauses 9 and 10 of Rule XXI.
9. Provides one motion to recommit with or without instructions.
10. Provides that, notwithstanding the operation of the previous question, the Chair may postpone further consideration of the bill to a time designated by the Speaker.

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## **RESOLUTION**

*Resolved*, That at any time after the adoption of this resolution the Speaker may, pursuant to clause 2(b) of rule XVIII, declare the House resolved into the Committee of the Whole House on the state of the Union for consideration of the bill (H.R. 362) to authorize science scholarships for educating mathematics and science teachers, and for other purposes. The first reading of the bill shall be dispensed with. All points of order against consideration of the bill are waived except those arising under clause 9

or 10 of rule XXI. General debate shall be confined to the bill and shall not exceed one hour equally divided and controlled by the chairman and ranking minority member of the Committee on Science and Technology. After general debate the bill shall be considered for amendment under the five-minute rule. It shall be in order to consider as an original bill for the purpose of amendment under the five-minute rule the amendment in the nature of a substitute recommended by the Committee on Science and Technology now printed in the bill. The committee amendment in the nature of a substitute shall be considered as read. All points of order against the committee amendment in the nature of a substitute are waived except those arising under clause 9 or 10 of rule XXI. Notwithstanding clause 11 of rule XVIII, no amendment to the committee amendment in the nature of a substitute shall be in order except those printed in the report of the Committee on Rules accompanying this resolution. Each such amendment may be offered only in the order printed in the report, may be offered only by a Member designated in the report, shall be considered as read, shall be debatable for the time specified in the report equally divided and controlled by the proponent and an opponent, shall not be subject to amendment, and shall not be subject to a demand for division of the question in the House or in the Committee of the Whole. All points of order against such amendments are waived except those arising under clause 9 or 10 of rule XXI. At the conclusion of consideration of the bill for amendment the Committee shall rise and report the bill to the House with such amendments as may have been adopted. Any Member may demand a separate vote in the House on any amendment adopted in the Committee of the Whole to the bill or to the committee amendment in the nature of a substitute. The previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit with or without instructions.

Sec. 2. During consideration in the House of H.R. 362 pursuant to this resolution, notwithstanding the operation of the previous question, the Chair may postpone further consideration of the bill to such time as may be designated by the Speaker.

### **SUMMARY OF AMENDMENTS MADE IN ORDER**

**1. Gordon (TN): Manager's Amendment.** The amendment establishes an additional type of award under NSF's Robert Noyce Teacher Scholarship program to recruit and train science, math and engineering professionals who are interested in becoming science or math teachers. The awards are for institutions of higher education that enter into partnerships with private sector entities and state or local government educational organizations. The awards support the development of specialized pedagogy courses for training students to teach science or math and provide for stipends of up to \$10,000 per year for participants in the program. In exchange for the stipend, the participants are obligated to teach in a secondary school for four years. As a condition for receiving the NSF grant, the partnership must provide salary supplements, from non-Federal sources, to the graduates of the program during the period of their teaching commitment. (10 minutes)

**2. Gordon (TN):** The amendment requires NSF, in making awards under the Robert Noyce Teacher Scholarship program, to ensure that the recipients are from a variety of types of academic institutions, including Minority Serving Institutions, and requires NSF to establish and maintain a clearinghouse of information on teaching opportunities in high-need school systems for use by individuals who participate in the Noyce program and consequently have an obligation to teach for a prescribed period of time. (10 minutes)

**COMMITTEE ACTION:** REPORTED BY A VOICE VOTE on Wednesday June 6, 2007.  
**FLOOR ACTION:** ADOPTED BY A RECORD VOTE OF [224-191](#) AFTER AGREEING TO THE PREVIOUS QUESTION BY THE YEAS AND NAYS [221-195](#) on Thursday, June 7, 2007.

**MANAGERS: MATSUI/SESSIONS**

**110th Congress  
1st Session**

[H.RES. 464](#)  
[\[Report No. 110-179\]](#)

### **S. 5 – Stem Cell Research Enhancement Act of 2007**

1. Closed rule.
2. Provides one hour of debate equally divided and controlled by the chairman and ranking minority member of the Committee on Energy and Commerce.
3. Waives all points of order against the bill and its consideration except those arising under clause 10 of Rule XXI
4. Provides one motion to commit.
5. Provides that, notwithstanding the operation of the previous question, the Chair may postpone further consideration of the bill to a time designated by the Speaker.

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### **RESOLUTION**

*Resolved*, That upon the adoption of this resolution it shall be in order to consider in the House the bill (S. 5) to amend the Public Health Service Act to provide for human embryonic stem cell research. All points of order against the bill and against its consideration are waived except those arising under clause 10 of rule XXI. The bill shall be considered as read. The previous question shall be considered as ordered on the bill to final passage without intervening motion except: (1) one hour of debate equally divided and controlled by the chairman and ranking minority member of the Committee on Energy and Commerce; and (2) one motion to commit.

Sec. 2. During consideration of S. 5 pursuant to this resolution, notwithstanding the operation of the previous question, the Chair may postpone further consideration of the bill to such time as may be designated by the Speaker.

## Example of Senate Unanimous Consent Agreement On Stem Cell Research (S. 5, S. 30)

### UNANIMOUS-CONSENT AGREEMENT--S. 5 AND S. 30 -- (Senate - March 29, 2007)

[Page: S4221]

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Mr. REID. Mr. President, I ask unanimous consent that on Tuesday, April 10, following morning business, the Senate proceed en bloc to the consideration of S. 5 and S. 30; that the bills be debated concurrently for a time limitation of 20 hours, with the time divided as follows: 5 hours each under the control of the majority and Republican leaders or their designees; 5 hours each under the control of Senators *Harkin* and *Brownback* or their designees; that no amendments or motions be in order to either bill; that upon the completion of debate, the bills be read for a third time en bloc, and that each bill be required to receive 60 affirmative votes to pass; and that if neither achieves 60 votes, then S. 5 be returned to the Senate Calendar, and S. 30 be placed on the Senate Calendar; that S. 5 be the first vote in the sequence; and that there be 2 minutes of debate between the two votes, with the time equally divided between the majority and Republican leaders or their designees; that upon the use or yielding back of all time, the Senate proceed to vote on passage of the bills covered under this agreement; if either or both of the bills pass under the provisions provided in this agreement, then the motions to reconsider be considered laid upon the table.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. REID. Mr. President, I ask unanimous consent that S. 30 be held at the desk.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. REID. Mr. President, again, I do this often because it is necessary often, and that is we do a lot together. This is a unanimous consent on one of the most contentious issues in the country today: stem cell research. The distinguished Republican leader and I were able to work this out. I expressed appreciation to him and the others who felt so strongly about this on the other side of the aisle. This will be good. We can move on after this matter is determined one way or the other when we return from our work period.



## Appendix B--Standing Rules of the Senate

Rule 10 - Special orders

- I** - [Appointment of a Senator to the Chair](#)
  - II** - [Presentation of credentials and questions of privilege](#)
  - III** - [Oaths](#)
  - IV** - [Commencement of daily sessions](#)
  - V** - [Suspension and amendment of the rules](#)
  - VI** - [Quorum - absent Senators may be sent for](#)
  - VII** - [Morning business](#)
  - VIII** - [Order of business](#)
  - IX** - [Messages](#)
  - X** - [Special orders](#)
  - XI** - [Papers - withdrawal, printing, reading of, and reference](#)
  - XII** - [Voting procedure](#)
  - XIII** - [Reconsideration](#)
  - XIV** - [Bills, joint resolutions, resolutions, and preambles thereto](#)
  - XV** - [Amendments and motions](#)
  - XVI** - [Appropriations and amendments to general appropriation bills](#)
  - XVII** - [Reference to committees; motions to discharge; reports of committees; and hearings available](#)
  - XVIII** - [Business continued from session to session](#)
  - XIX** - [Debate](#)
  - XX** - [Questions of order](#)
  - XXI** - [Session with closed doors](#)
  - XXII** - [Precedence of motions](#)
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  - XXVI** - [Committee procedure](#)
  - XXVII** - [Committee staff](#)
  - XXVIII** - [Conference committees; reports; open meetings](#)
  - XXIX** - [Executive sessions](#)
  - XXX** - [Executive session - proceedings on treaties](#)
  - XXXI** - [Executive session - proceedings on nominations](#)
  - XXXII** - [The President furnished with copies of records of executive sessions](#)
  - XXXIII** - [Senate Chamber - Senate wing of the Capitol](#)
  - XXXIV** - [Public financial disclosure](#)
  - XXXV** - [Gifts](#)
  - XXXVI** - [Outside earned income](#)
  - XXXVII** - [Conflict of interest](#)
  - XXXVIII** - [Prohibition of unofficial office accounts](#)
  - XXXIX** - [Foreign travel](#)
  - XL** - [Franking privilege and radio and television studios](#)
  - XLI** - [Political fund activity; definitions](#)
  - XLII** - [Employment practices](#)
  - XLIII** - [Representation by Members](#)
- Accessed at: <http://rules.senate.gov/senaterules/>

## Appendix C--Standing Rules of the House of Representatives

### C O N T E N T S

- RULE I.—The Speaker
- II.—Other Officers and Officials
- III.—The Members, Delegates, and Resident Commissioner of Puerto Rico
- IV.—The Hall of the House
- V.—Broadcasting the House
- VI.—Official Reporters and News Media Galleries
- VII.—Records of the House
- VIII.—Response to Subpoenas
- IX.—Questions of Privilege
- X.—Organization of Committees
- XI.—Procedures of Committees and Unfinished Business
- XII.—Receipt and Referral of Measures and Matters
- XIII.—Calendars and Committee Reports
- XIV.—Order and Priority of Business
- XV.—Business in Order on Special Days
- XVI.—Motions and Amendments
- XVII.—Decorum and Debate
- XVIII.—The Committee of the Whole House on the state of the Union
- XIX.—Motions Following the Amendment Stage
- XX.—Voting and Quorum Calls
- XXI.—Restrictions on Certain Bills
- XXII.—House and Senate Relations
- XXIII.—Code of Official Conduct
- XXIV.—Limitations on Use of Official Funds
- XXV.—Limitations on Outside Earned Income and Acceptance of Gifts
- XXVI.—Financial Disclosure
- XXVII.—Statutory Limit on Public Debt
- XXVIII.—General Provisions

Accessed at: [http://www.rules.house.gov/ruleprec/house\\_rules.htm](http://www.rules.house.gov/ruleprec/house_rules.htm)

For *House Rules & Manual*, see: [http://www.gpoaccess.gov/hrm/browse\\_109.html](http://www.gpoaccess.gov/hrm/browse_109.html)

## Appendix D--Comparative Legislative Data for the House of Representatives: 103rd-109<sup>TH</sup> Congresses (1993-2006)

Item	103 <sup>rd</sup>	104th	105th	106th	107th	108th	109th
Days in Session	265	289	248	272	265	243	242
Hours in Session	1,887	2,445	1,979	2,179	1,694	1,893	1,917
Average Hours Per Day	7.1	8.5	7.9	8	6.4	7.8	7.9
Public Measures Introduced	5,739	4,542	5,012	5,815	5,892	5,557	6,540
Public Measures Reported	544	518	511	654	510	572	428
Public Measures Passed	757	611	710	917	587	801	770
Unreported Public Measures Passed	291	165	282	392	203	346	382
Unreported Passed as % of Total	38%	27%	40%	43%	35%	43%	50%
Total Public Laws Enacted	465	333	394	580	377	498	482
Commemoratives Enacted	81	0	0	0	1	1	0
Substantive Laws (minus commemoratives)	384	333	394	580	376	497	482
Total Roll Call Votes	1,094	1,321	1,157	1,209	990	1,218	1,212
Party Unity Votes: No.(% of all votes)	698 (64%)	891 (67%)	615 (53%)	547 (45%)	413 (42%)	604 (47%)	623 (56%)
Measures Passed Under Suspension	420	343	461	669	464	594	612
Suspensions as % of All Passed	56%	56%	66%	73%	79%	74%	79%
Suspension Measures Enacted	227	194	258	437	255	388	374
Suspensions as % of All Laws	50%	58%	65%	75%	68%	78%	76%
Open/Modified Open Rules:No. (%)	46 (44%)	83 (58%)	74 (53%)	91 (51%)	40 (37%)	24 (26%)	24 (19%)
Structured Rules: No. (%)	40 (38%)	20 (14%)	6 (4%)	32 (18%)	20 (19%)	34 (26%)	52 (42%)
Modified Closed Rules: No. (%)	9 (9%)	20 (14%)	36 (26%)	17 (9%)	24 (22%)	28 (21%)	9 (7%)
Closed Rules: No. (%)	9 (9%)	19 (14%)	24 (17%)	39 (22%)	23 (22%)	37 (28%)	40 (32%)
Self-Executing Rules: No.: (%)	30 (22%)	38 (25%)	46 (32%)	40 (22%)	42 (37%)	30 (22%)	28 (22%)
Committees/Subcommittees	23/118	20/86	20/83	20/87	20/93	20/92	21/97
Committee Staff	1,800	1,171	1,265	1,205	1,366	1,383	1,363

**Sources:** “Resume of Congressional Activity,” Daily Digest, *Congressional Record*; “Survey of Activities,” Committee on Rules; Congressional Research Service Reports on “Committee Numbers, Sizes, Assignments and Staff,” and “Legislative Branch Appropriations;” House Calendars; Rules Committee Calendars & Website; and THOMAS. **Notes:** “Public measures” refers only to bills and joint resolutions and not simple or concurrent resolutions; “all measures” includes bills, joint, concurrent and simple resolutions. Suspension measures are those relatively non-controversial bills and joint resolutions considered under the suspension of the rules procedures on Mondays and Tuesdays which allows for just 40-minutes of debate, no amendments, and requires a two-thirds vote for passage.

## **Appendix E – Significant Congressional Reforms and Changes**

- 1880—A major recodification of House Rules reducing and reordering them down from 169 to 44 rules, and converting the House select committee on rules into a permanent, standing committee, with the Speaker as its chairman.
- 1883—First instance of a special rule from the Rules committee designed to facilitate legislative process by moving a stalled tariff bill to House-Senate conference.
- 1889—Speaker Thomas Bracket Reed (R-Me.) handed down “Reed’s rules” from the Chair to break minority obstructionist floor tactics; then incorporated rulings into standing House Rules by the Rules Committee, with House majority approval.
- 1909—First revolt against Speaker Joe Cannon, thwarted by compromise rules change to establish a Calendar Wednesday (to consider bills stalled in Rules Committee), and to give minority the right to offer motion to recommit with instructions.
- 1910—Revolt against Speaker Cannon succeeds with Democrats joining progressive Republicans to change House Rules on floor of House to remove the Speaker as member and chairman of the Rules Committee as well as his authority to appoint its Members; committee to be elected by House.
- 1911—Democrats gain House majority and change rules to provide that all committees be elected by House and not be appointed by Speaker; replace “Czar Speaker” with “King Caucus.”
- 1917—Senate shamed into adopting a cloture rule (Rule XXII) by President Woodrow Wilson over stalled bill to arm merchant ships against German assaults. Wilson armed them anyway by executive order but called Senate back into special session to adopt new rule to limit “extended debates.” Initial cloture rule called for a two-thirds vote of those present and voting to end a filibuster.
- 1937-1965—Era of “committee government” in Congress, with chairmen the acting as autonomous power centers in each body, and the 12-member House Rules Committee dominated by a conservative coalition of two southern Democrats and four Republicans—producing 6-6 tie votes on many issues.
- 1946—Legislative Reorganization Act of 1946 reduced House committees from 48 to 19, and Senate Committees from 33 to 15; creation of professional committee staff and Legislative Reference Service (CRS).
- 1961—President Kennedy, working through House Speaker Sam Rayburn, succeeds in enlarging House Rules Committee from 12 to 15 members (including two sympathetic Democrats) to break hold of conservative coalition over “New Frontier” legislation.
- 1965-1975—Liberal reform revolution in House aimed at dethroning conservative committee barons in favor of a more democratic legislative system. Combination of House and majority caucus rules changes accomplish this by 1975, leading to semi-autonomous subcommittee system and Democratic Caucus rule.

- 1970—Legislative Reorganization Act of 1970 enacted, creating a new “committee bill of rights” to prevent arbitrary actions by committee chairmen; increased professional committee staff including guaranteed one-third committee funds for minority (repealed following year); changed LRS to Congressional Research Service (CRS); provided for recorded votes in House Committee of Whole; authorized televised House committee hearings.
- 1973—“Subcommittee Bill of Rights” adopted as part of House Democratic Caucus rules, giving subcommittees semi-autonomous powers over agendas with staff support.
- 1974—House rejects recommendations of Select Committee on Committee Reform for realigning committee jurisdictions in favor of Democratic Caucus substitute leaving jurisdictions relatively intact; provided for referral of bills to multiple committees.
- 1975—Cloture rule changed from two-thirds of those present and voting to three-fifths of Senate membership to (60 senators) to end debate.
- 1977—Senate adopts recommendations of Temporary Select Committee to Study the Senate Committee System (“Stevenson Committee) reducing number of committees and subcommittees, realigning jurisdictions, and limiting senators’ assignments.
- 1979—Television coverage of House floor proceedings begins.
- 1980-present—Party leaders increasingly empowered to set legislative agenda and control the legislative process at committee and floor levels, including restricting the rights of minority to fully participate in amendment process on the floor.
- 1986—Cloture rule changed to reduce from 100 hours to 30 hours the time limit on post-cloture activities. Television coverage of Senate floor proceedings begins.
- 1995—Republican takeover of Congress, new rules reforms initiated--eliminating three standing committees and 30 subcommittees; cutting committee staff by one-third; abolishing proxy voting; limiting Member committee and subcommittee assignments; increasing committee and floor transparency (including introduction of THOMAS and House and Senate websites); more open amendment process on floor; guarantee of minority right to offer motions to recommit with instructions (final amendments to bills); congressional accountability act bringing Congress under same workplace laws as private employers; lobby and gift reforms.
- 2007—Democratic takeover of Congress, new rules instituted relating to lobbying disclosure and gift limits; earmark transparency; more open committee, floor and conference committee sessions; restoration of pay-as-you go budgeting; providing annual ethics training for Members and staff.

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**Appendix F.**  
**(Current through July 27, 2007)**

<b>Senate Action on Cloture Motions</b>				
<b>Congress</b>	<b>Years</b>	<b>Motions Filed</b>	<b>Votes on Cloture</b>	<b>Cloture Invoked</b>
<a href="#"><u>110</u></a>	2007-2008	50	40	20
<a href="#"><u>109</u></a>	2005-2006	68	54	34
<a href="#"><u>108</u></a>	2003-2004	62	49	12
<a href="#"><u>107</u></a>	2001-2002	72	61	34
<a href="#"><u>106</u></a>	1999-2000	71	58	28
<a href="#"><u>105</u></a>	1997-1998	69	53	18
<a href="#"><u>104</u></a>	1995-1996	82	50	9
<a href="#"><u>103</u></a>	1993-1994	80	46	14
<a href="#"><u>102</u></a>	1991-1992	59	47	22
<a href="#"><u>101</u></a>	1989-1990	37	24	11
<a href="#"><u>100</u></a>	1987-1988	53	43	12
<a href="#"><u>99</u></a>	1985-1986	40	23	10
<a href="#"><u>98</u></a>	1983-1984	41	19	11
<a href="#"><u>97</u></a>	1981-1982	31	30	10
<a href="#"><u>96</u></a>	1979-1980	30	20	11
<a href="#"><u>95</u></a>	1977-1978	23	13	3
<a href="#"><u>94</u></a>	1975-1976	39	27	17
<a href="#"><u>93</u></a>	1973-1974	44	31	9

**Source: Senate Historian's website at:**  
**[http://www.senate.gov/pagelayout/reference/cloture\\_motions/clotureCounts.htm](http://www.senate.gov/pagelayout/reference/cloture_motions/clotureCounts.htm)**