**Chpt. 4 Topic 2.2 Congress: Structures, Powers, & Functions of Congress AMSCO pg. 108-123**

**Organization of Congress is very PARTISAN**. Most members vote along party lines 90%+ of the time. ­

**HOUSE OF REPRESENTATIVES**

**SPEAKER OF THE HOUSE**

* Presides over House (Most powerful member) – always e\_\_\_\_\_\_\_\_\_ from majority party in H\_\_\_\_\_\_
* A\_\_\_\_\_\_\_\_ select and conference committees’ members
* Appoints Rules Committee members and its chairman
* Assigns b\_\_\_\_\_\_\_ to c\_\_\_\_\_\_\_\_\_
* T\_\_\_\_\_\_\_ in line for presidency after V.P.
* Informal powers, e.g., access to m\_\_\_\_\_\_\_\_
* Inﬂuences a\_\_\_\_\_\_\_\_ of the House

**MAJORITY LEADER/MINORITY LEADER**

* Partisan positions chosen by party members
* Floor leaders and legislative strategists

**MAJORITY WHIP/MINORITY WHIP**

* A\_\_\_\_\_\_\_ ﬂoor leaders
* Inform party leaders on "mood" of House
* Keep nose count on important votes
* P\_\_\_\_\_\_\_\_ party members to vote with party
* L\_\_\_\_\_\_ between party l\_\_\_\_\_\_\_ and r\_\_\_\_\_\_ and f\_\_\_\_\_ membership

**SENATE August Body- marked by M\_\_\_\_\_\_\_\_\_\_ D\_\_\_\_\_\_\_\_\_ OR GRANDEUR (upper house)**

**PRESIDENT OF THE SENATE**

* Vice President of the U.S.
* Presides over Senate
* Votes in case of t\_\_\_\_\_
* Ceremonial job (h\_\_\_\_\_\_\_\_\_\_\_)

**PRESIDENT PRO TEMPORE**

* Ceremonial job/ h\_\_\_\_\_\_\_\_\_\_
* Presides in a\_\_\_\_\_\_\_\_\_\_ of V.P.
* F\_\_\_\_\_\_\_ in line for presidency

**MAJORITY LEADER**

* True leader in Senate
* Recognized ﬁrst for all debates – w/power to f\_\_\_\_\_\_\_\_\_\_, this gives Majority Leader strong inﬂuence on bills
* True leader of majority party
* I\_\_\_\_\_\_\_\_\_ committee a\_\_\_\_\_\_\_\_\_\_\_ of senators
* Inﬂuences Senate a\_\_\_\_\_\_\_\_, along with Minority Leader
* **Informal powers, e.g., of using the media**

**MINORITY LEADER AND PARTY WHIPS**

* Same as House

**DIFFERENCES IN OPERATION**

**The HOUSE of Representatives**

* More formal—stronger leadership from Speaker
* R\_\_\_\_\_\_ Committee
* Power less evenly distributed
* Members are highly specialized
* Emphasize tax & revenue policy & budget

**The Senate**

* Less formal—weaker leadership
* F\_\_\_\_\_\_\_\_\_
* Power more evenly distributed
* Members are generalists
* Emphasis on foreign policy
* Longer terms—focus on bigger picture

**THE COMMITTEE SYSTEM**

• Real work of Cong. is done in c\_\_\_\_\_\_\_\_\_\_ and s\_\_\_\_\_\_\_\_\_, not on the floor of the House or Senate.

• Before a bill even reaches the floor, it must first pass through a c\_\_\_\_\_\_\_\_\_, unless the committee has resisted "r\_\_\_\_\_\_\_\_ out" the bill and the House votes to "d\_\_\_\_\_\_\_\_\_" it onto the floor for consideration on by the full body. (Senate committees lack the power to prevent bills from reaching the floor).

• Once in s\_\_\_\_\_\_\_\_ committee, usually passed to sub\_\_\_\_\_\_\_\_\_ where they can be a\_\_\_\_\_\_\_\_, p\_\_\_\_\_\_\_ or k\_\_\_\_\_\_\_\_.

• Majority bills die in c\_\_\_\_\_\_\_\_\_\_ (p\_\_\_\_\_\_\_\_\_\_ v. **discharge petition** can be used to get bill out of committee. Seldom succeeds. Requires 218 signatures (majority) of House members. Good luck with that!!

• Subcommittees

– Where majority of legislative work is done

– Where bills are mainly marked up

– Hold Congressional Hearings

• Committee functions:

1. Analyze l\_\_\_\_\_\_\_\_\_\_\_

2. Conduct i\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ of executive branch on as-needed basis

3. Conduct o\_\_\_\_\_\_\_\_\_\_\_\_\_\_ /investigations of executive branch agencies on an ongoing basis

**Congressional Oversight**

Congressional oversight refers to the r\_\_\_\_\_\_\_\_\_, m\_\_\_\_\_\_\_\_\_, and s\_\_\_\_\_\_\_\_\_\_\_ of federal EXECUTIVE agencies, programs, activities, and policy implementation. Oversight is done through the c\_\_\_\_\_\_\_\_\_\_ system.

**SELECTION OF COMMITTEE MEMBERS**

* Importance of getting on the right committee, i.e., one in which a member can b\_\_\_\_\_\_ s\_\_\_\_\_\_\_ his c\_\_\_\_\_\_\_, and thus increase his/her chances of r\_\_\_\_\_\_\_\_\_\_.
* Members are a\_\_\_\_\_\_\_\_\_\_\_\_ to committees by either the Committee on Committees or the Steering the Policy Committee.
* Whichever party has m\_\_\_\_\_\_\_\_\_ in the house will have a m\_\_\_\_\_\_\_\_ on each committee. Party membership is very important in Congress. It determines the agenda, which then can become public policy.
* Committee c\_\_\_\_\_\_\_\_\_ is of m\_\_\_\_\_\_\_\_\_\_\_ party; “r\_\_\_\_\_\_\_\_\_\_ member” is most senior (longest serving) member of minority party on a committee

**SELECTION OF COMMITTEE CHAIRMEN**

* **Power of chairmen is substantial over:**
  + Selecting committee agenda
  + Hiring staﬀ
  + Membership on subcommittees
  + Jurisdiction of subcommittees
  + Chairmen are selected by s\_\_\_\_\_\_\_\_ ballot in party c\_\_\_\_\_\_\_\_ or conferences (of party leaders) at the beginning of the term.
  + Generally, the s\_\_\_\_\_\_\_\_\_\_\_ system is followed, i.e., the person of the majority party with the most seniority on THAT COMMITTEE is chosen chairman.
* **Advantages of seniority system:**
  + Experience.
  + Stability.
  + Expertise.
  + Reduces inﬁghting among those who would be rivals for chairmen.
  + Disadvantages of seniority system: Increases inﬂuence of 1 party states and decreases inﬂuence of competitive states. No new ideas. Out of touch. Seniority rule (system) unlikely to be abolished, because those members with the real power to abolish it are also the ones who reap the largest benefits from it.

**COMMITTEE SYSTEM**

1. **Standing –** Committees are the *p\_\_\_\_\_\_\_\_\_* committees of Congress.
   * Most important with 20 in House and 16 in Senate
   * Focus on legislation in a particular area (i.e. foreign policy, agriculture)
     + Develops expertise among its members
2. **Select –** Special panels, usually t\_\_\_\_\_\_\_\_\_\_\_… set to i\_\_\_\_\_\_\_\_\_\_ / r\_\_\_\_\_\_\_\_\_ issues
   * Ex: Investigate Watergate, Organized Crime, Iran-Contra Affair
3. **Joint –** Members of House and Senate
   * Similar to Select Committees; often focus public attention on major issues
4. **Conference –** Temporary comm. to iron out diﬀerences between versions of similar bills
   * B\_\_\_\_\_ must pass House & Senate in e\_\_\_\_\_\_ same form

**IMPORTANT STANDING COMMITTEES**

* **HOUSE**
  + **Rules**: Most p\_\_\_\_\_\_\_\_\_ of all.
    - Sets legislative calendar and establish “rules” for d\_\_\_\_\_\_\_ and a\_\_\_\_\_\_\_\_; Set guidelines for ﬂoor debate; Limits t\_\_\_\_\_\_\_ for debate
    - Controlled by S\_\_\_\_\_\_\_\_\_\_\_; called “T\_\_\_\_\_\_\_Cop”- controls the f\_\_\_\_\_\_ of legislation (bills). The R\_\_\_\_\_\_\_ Committee can speed up, slow down, or bury legislation/bills.
    - Determines the type of amendments that will be allowed on a bill

– **Closed rule** v. **Open Rule**

**Closed Rule**: A rule issued by the House Committee on Rules, in which there is a strict time limit for debate and no amendments can be offered.

**Open Rule:** In the House of Representatives, a rule that allows any amendments to a bill, regardless of whether they’re relevant to the legislation.

* + **Ways and Means**: deals with t\_\_\_\_ bills.
  + **Appropriations**: deals with s\_\_\_\_\_\_\_ bills.
    - **Authorization** bill allows for money to be spent.
    - **Appropriation** bill provides the actual funding for the program.
    - **“E\_\_\_\_\_\_\_\_\_\_\_\_s:” special projects set aside by members to beneﬁt home districts or states. Dramatic rise of these in recent years. Too much “PORK”**
  + **Budget**
  + **Armed Services**

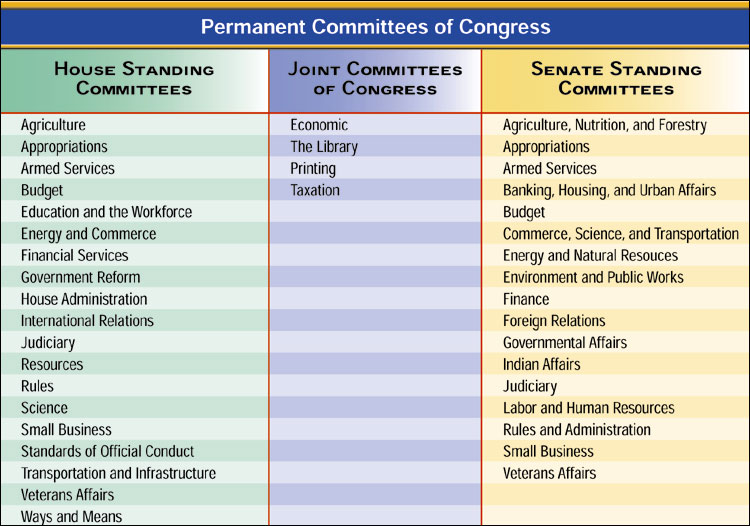
**IMPORTANT STANDING COMMITTEES IN THE SENATE**

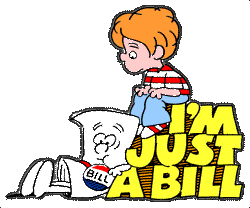
* **SENATE**
  + **Finance:** deals with tax bills.
  + **Appropriations:** deals with s\_\_\_\_\_\_\_\_\_\_ bills**.**
  + **Budget-** financial plan for US gov
  + **Foreign Relations:** Highly prestigious
    - Senate has larger role in foreign aﬀairs than House because of treaty ratiﬁcation, ambassador, conﬁrmation provisions in Constitution
  + **Judiciary:** Screens j\_\_\_\_\_\_\_\_ nominees **(judges to federal court system)**
    - Careful scrutiny given because of the power of the modern judicial branch and the fact that federal judges have l\_\_\_\_\_\_\_\_ terms. Presidents Clinton and Bush 43 both criticized the committee by holding up numerous judicial nominations. Some delays under Clinton lasted many months, and in some cases, years. The Judiciary committee approves pres nominations of fed. judges and refer to the full S\_\_\_\_\_\_\_\_\_\_\_ for approval or NOT!!

**CONFERENCE COMMITTEES**

* T\_\_\_\_\_\_\_\_\_\_ committees comprised of members from b\_\_\_\_\_\_\_ houses to i\_\_\_\_\_ out diﬀerences between versions of similar b\_\_\_\_\_\_ (b/c bills must pass House & Senate in e\_\_\_\_\_ same form)
* Develop c\_\_\_\_\_\_\_\_\_\_ language on a bill when House and Senate versions diﬀer (about 10% of the time).
* After conference committee s\_\_\_\_\_\_ bill back to each house, n\_\_ a\_\_\_\_\_\_\_\_\_\_\_\_ are allowed, and the bill generally passes.
* The power of these committees is such that they are often called the "t\_\_\_\_ house of Congress."

1. **What types of committees might a representative or senator from Florida want to sit on & why?**
2. **Committees often over-represent constituencies with the greatest stake in committee's business. How does this contribute to the Iron Triangle?**

**THE BILL PROCESS**

* Most important power of Congress

– Lengthy, deliberate, fragmented, characterized by n\_\_\_\_\_\_\_\_\_\_\_ and c\_\_\_\_\_\_\_\_\_\_\_\_

* Anyone can write a bill…O\_\_\_\_\_\_\_ a m\_\_\_\_\_\_\_\_\_ of C\_\_\_\_\_\_\_\_ can i\_\_\_\_\_\_\_\_ a b\_\_\_\_\_
* A bill can be intro. in the H\_\_\_\_\_\_ or the S\_\_\_\_\_\_\_, but all t\_\_\_\_\_ bills must originate in H\_\_\_\_\_ of Rep.
* Bill must pass b\_\_\_\_\_ h\_\_\_\_\_\_\_ in the s\_\_\_\_\_ form to move onto the P\_\_\_\_\_\_\_\_\_\_

**The Bill Process: House of Representatives**

* **Bill Introduced**
  + Receives #/Reading… HR 123
  + *S\_\_\_\_\_\_\_\_ of the House* sends bill to a\_\_\_\_\_\_\_\_\_\_\_ Standing Committee (may set time limits on comm.)
    - Speaker may also decide n\_\_\_\_\_ to refer bill to committee at all, eﬀectively k\_\_\_\_\_\_\_\_\_ the bill
* **Standing Committees…Critical Step**
  + Often report to subcommittee…hold h\_\_\_\_\_\_\_\_\_\_, may call expert witnesses, etc
  + Most bills die in committee… p\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Discharge Petition**…what is it? can be used to get bill out of committee. Seldom succeeds. Requires 218 signatures (majority) of House members. Good luck with that!!

* + Bills that receive consideration…
    - Bills approved by subcommittee then returned to full comm. where members can m\_\_\_\_ up or add items to bill
* **Standing Committee Options:**
  + Report Favorably “\_\_\_\_ Pass”
  + Pigeonhole/T\_\_\_\_\_- bill dies in committee
    - Requires discharge petition to resurrect bill.
  + A\_\_\_\_\_\_\_\_\_ and report in new form
  + Report w/ u\_\_\_\_\_\_\_\_\_\_\_ recommendation- bill dies
* **Rules Committee (HOUSE ONLY)**
  + Once bill out of Standing Committee in the House…sent to the R\_\_\_\_\_\_ Committee
  + *S\_\_\_\_\_\_\_\_\_\_ of the House* appoints \_\_\_ /13 members
  + Functions of Rules Comm.
    - Comm. must grant a “\_\_\_\_\_\_” (set time for appearance/debate)…failure to do eﬀectively k\_\_\_\_\_\_ a bill
    - Restrict or loosen time limits for debate, even p\_\_\_\_\_\_\_\_ amendments (c\_\_\_\_\_\_\_\_ rule)
    - Only way to get around Rules Comm…d\_\_\_\_\_\_\_\_\_ petition/vote to suspend rules
* **Rules on Bills:**

**OPEN RULE** In the House of Representatives, a rule that allows any amendments to a bill, regardless of whether they’re relevant to the legislation.

**CLOSED RULE** A rule issued by the House Committee on Rules, in which there is a strict time limit for debate and no amendments can be offered.

**There are variations of both rules.**

* Only **g\_\_\_\_\_\_\_\_\_\_** amendments (amendments r\_\_\_\_\_\_\_\_\_\_ to the substance of the bill) are allowed under the modified open rule.
* The **m\_\_\_\_\_\_\_\_\_\_\_\_ c\_\_\_\_\_\_\_\_\_ rule** (also called the s\_\_\_\_\_\_\_\_\_\_ rule) may limit amendments to a particular section of the bill as established by the Committee on Rules.

There **is no equivalent to the Committee on Rules in the S\_\_\_\_\_\_\_\_\_\_**; a bill goes from the committee directly to the Senate floor for action.

**THE BILL PROCESS: SENATE**

* Mirrors house, but more i\_\_\_\_\_\_\_\_ (no r\_\_\_\_\_ committee)
* Referred to Committee by Senate Majority Leader
  + Senate M\_\_\_\_\_\_\_\_ Leader may decide not to refer bill to Committee, eﬀectively k\_\_\_\_\_\_\_\_ it.
* After committee, bills called to f\_\_\_\_\_\_\_\_\_ by majority leader (no R\_\_\_\_\_\_ Committee)
* U\_\_\_\_\_\_\_\_\_\_ debate…ends with unanimous consent
  + F\_\_\_\_\_\_\_\_\_\_, not in the Constitution. It is a S\_\_\_\_\_\_\_ Rule **ONLY** and not in the Constitution.
    - Delay or prevent action on a bill by using long speeches/unlimited debate to “t\_\_\_\_\_\_\_ a bill to death”, used by m\_\_\_\_\_\_\_\_ party to stop a bill. Minority does not have the v\_\_\_\_\_\_\_\_ to vote a bill out of existence.
    - So e\_\_\_\_\_\_\_\_\_\_\_, most bills now need 60 votes…why?\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Cloture**- Process to end a ﬁlibuster. It takes 16 senators to ask for a cloture vote

* + - 60 votes needed to end a ﬁlibuster. Good luck with that!!!

***Why is a filibuster an effective way to kill legislation?***

**THE BILL PROCESS: SENATE UNANIMOUS CONSENT AGREEMENT**

**Unanimous Consent Agreement** - A unanimous consent request setting terms for the consideration of a speciﬁed bill or other measure. These agreements are usually proposed by the majority leader or ﬂoor manager of the measure, and reﬂect negotiations among senators interested in the measure.

– Many are "time agreements," which limit the time available for debate and specify who will control that time. Many also permit only a list of speciﬁed amendments or require amendments to be to the measure. Many also contain other provisions, such as empowering the majority leader to call up the measure at will or specifying when consideration will begin or end.

**THE BILL PROCESS: SENATE HOLD**

* **The Senate HOLD -** An i\_\_\_\_\_\_\_\_\_\_ practice by which a senator informs his or her ﬂoor leader that he or she does not wish a particular bill or other measure to reach the ﬂoor for consideration. The majority leader need not follow the senator's wishes but is on notice that the opposing senator may f\_\_\_\_\_\_\_\_\_ any motion to proceed to consider the measure.
* The Senate “hold” is an i\_\_\_\_\_\_\_\_\_\_\_\_ practice whereby Senators communicate to Senate leaders, often in the form of a letter, their policy views and scheduling preferences regarding measures and matters available for ﬂoor consideration. Unique to the upper chamber, holds can be understood as information-sharing devices predicated on the unanimous consent nature of Senate decision-making. Senators place holds to accomplish a variety of purposes—to receive notiﬁcation of upcoming legislative proceedings, for instance, or to express objections to a particular proposal or executive nomination—but ultimately the decision to honor a hold request, and for how long, rests with the majority leader. Scheduling Senate business is the fundamental prerogative of the majority leader, and this responsibility is typically carried out in consultation with the minority leader.
* The inﬂuence that holds exert in chamber deliberations is based primarily upon the signiﬁcant parliamentary prerogatives individual Senators are aﬀorded in the rules, procedures, and precedents of the chamber. More often than not, Senate leaders honor a hold request because not doing so could trigger a range of parliamentary responses from the holding Senator(s), such as af\_\_\_\_\_\_\_\_\_\_\_\_, that could expend signiﬁcant amounts of scarce ﬂoor time. As such, eﬀorts to regulate holds are inextricably linked with the chamber’s use of unanimous consent agreements to structure the process of calling up measures and matters for ﬂoor debate and amendment.

**MISCELLANEOUS FEATURES**

**Riders:** is a provision not likely to pass on its o\_\_\_\_\_ m\_\_\_\_\_\_\_\_ that is attached to an important measure certain to pass. Its sponsors hope that it will r\_\_\_\_\_\_\_ through the legislative process on the strength of the m\_\_\_\_\_ measure.

A bill with numerous riders is often called a C\_\_\_\_\_\_\_\_\_\_\_\_ tree bill

* + New laws added to a bill that may or may not be related to the subject matter of the bill…Why?
    - Usually controversial measures that can’t pass on their own or “gift” to interest group
    - Earmarks/Pork Barrel Spending
  + Appropriations bill that beneﬁts a speciﬁc constituency
  + How does this help w/ reelection? \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

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* + “An earmark is money your Congressman wisely brings home to your district. Pork is money that some other Congressman wastefully brings home to his district.”

Diagram, engineering drawing

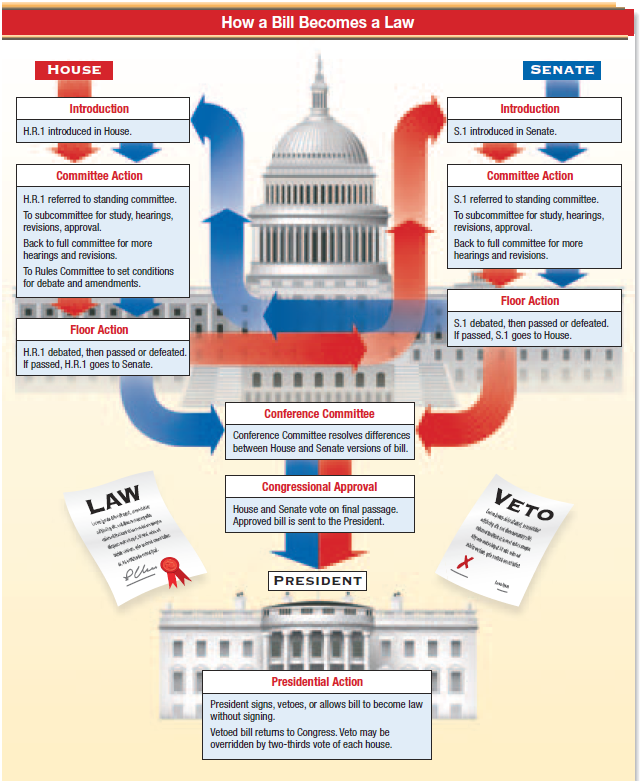
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A bill with numerous riders is often called a Christmas tree bill also called an o\_\_\_\_\_\_\_\_\_\_\_ bill

In the Senate, no limits exist on amendments, so Senators try to attach riders that will benefit their home state.

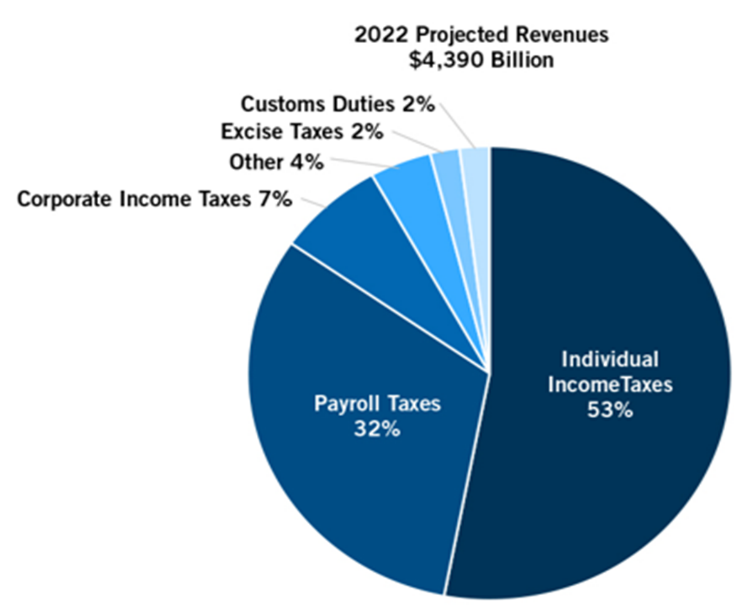
**WHY DO SO MANY BILLS DIE? For the AP exam, you must know the different ways a bill can die in HR and S.**

* **Why do so many bills die?**
  + Speaker and Senate Majority Leader can kill a bill by not referring it to a Committee
  + Most bills die in Committee (tabled or pigeon-holed)
    - Either the Committee never schedules it for a vote; or the vote fails to receive a majority in Committee
    - Bills could also be altered by Committees to make them more likely to fail on the ﬂoor (amendments)
  + Any Senator can block a vote with a f\_\_\_\_\_\_\_\_\_\_\_\_\_ or the threat of one.
  + In the House, the R\_\_\_\_\_\_\_ Committee can block a bill by never granting it a “r\_\_\_\_\_” (scheduling it for debate) or setting restrictions on debate.
  + The president can kill a bill
    - Veto or Pocket Veto
    - Or the t\_\_\_\_\_\_\_\_ of a Presidential v\_\_\_\_\_\_\_ is enough to stop a bill in its tracks
  + A bill may fail to receive a s\_\_\_\_\_\_\_ majority vote on the ﬂoors



**Generating a Budget**

Congress must generate a budget that addresses both d\_\_\_\_\_\_\_\_\_\_\_\_ and m\_\_\_\_\_\_\_\_\_\_\_\_\_ spending, and as entitlement costs grow, discretionary spending opportunities will decrease unless tax revenues increase, or the budget d\_\_\_\_\_\_\_\_\_ increases.

C\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ B\_\_\_\_\_\_\_\_\_\_\_ O\_\_\_\_\_\_\_\_\_- created by Congress to help in preparing the nations b\_\_\_\_\_\_\_\_. Non-p\_\_\_\_\_\_\_\_\_\_\_ accountants. Serves as a c\_\_\_\_\_\_\_\_ on the President’s OMB- Office of Management and Budget, created by Congress to help the President prepare and present a budget to Congress.

**Sources of Government Revenues**

For fiscal year 2019 the gov expected to take in $2.3T. Gov revenue comes from 5 sources:

1.

2.

3.

4.

5.

**Mandatory Spending**

Government spending the budget for fiscal year 20l9 called for spending $4.4 trillion. Each year spending falls into three categories: m\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ spending, i\_\_\_\_\_\_\_\_\_\_\_\_\_ on debt, and d\_\_\_\_\_\_\_\_\_\_\_\_\_ spending.

Mandatory spending is payment r\_\_\_\_\_\_\_\_\_\_ by l\_\_\_\_\_\_; m\_\_\_\_\_\_\_\_\_\_\_, for certain programs.

* S\_\_\_\_\_\_\_\_\_\_ S\_\_\_\_\_\_\_\_\_\_\_
* M\_\_\_\_\_\_\_\_\_\_\_/ M\_\_\_\_\_\_\_\_\_\_\_\_\_

Are the largest spending expense for the gov.

In 2016, US gov collected $3.3T in revenues but spent $3.99T running a deficit- gov spent more than it collected in taxes. Add up all the deficits and you get the national debt. The nation debt now stands at $29.9Trillion.

**Discretionary Spending**

Discretionary spending is money f\_\_\_\_\_\_\_\_\_\_ a\_\_\_\_\_\_\_\_\_\_\_ by the President and v\_\_\_\_\_\_\_\_\_ on by Congress during the a\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ process each year. Largest discretionary budget item is national d\_\_\_\_\_\_\_\_\_\_\_\_\_\_.

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