## Contents

Acknowledgments ix

### One  Introduction and Overview  1  

*Two Chambers, Two Ways*

### Two  The House of Representatives  7  

*Where the Majority Party Rules*

The Ways and Means and Appropriations Committees  9
The Congressional Calendar  11
The Legislative Process  15
Leadership Structure  19
The Rules Committee  23
Rules of the House  24
Types of Special Rules  26  

*Open Rule*  27

*Modified Open Rule*  28

*Structured and Closed Rules*  29
Committee of the Whole 30
Floor Procedure 32

THREE  The Senate 35
Where Debate and Deals Rule
Basics of Legislation in the Senate 38
The Senate Calendar and Considerations of Time 40
   The Use of Cloture 42
   Life Cycles in the Senate 46
Types of Bills 55
Taking Votes 57
Working through the Process and the Role of the Majority 58
   Majority Rule Versus Consent 58
   Germaneness 60
   Committees 61
   Amendments and the Amendment Tree 63
Getting a Bill to the Floor 67
   The Standard Committee Process 68
   The Rule 14 Process 69
   HR Vehicle 71
   Consent, or “Hotlining” 72
Privileged or Other Special Vehicles: Conferences, House Messages, Statutory Items 74
   Substituting a New Text, and Amendment to a Moving Vehicle, Bill Packages 75
Procedural Tools in the Senate 76
   Common Moves and Terms 78
   Fast-Moving or Unusual Vehicles 90
## Contents

Changes in the Senate Rules 94  
The Senate as a Whole 95

### Four Conclusion 99

**Appendixes**

- **A. Sample House Weekly Schedule** 101
- **B. Sample House Rules Committee Structured Rule** 103
- **C. Sample Senate Hotline Email** 105
- **D. Samples of Most Common Amendment Trees** 107