



TENNESSEE INTERCOLLEGIATE STATE LEGISLATURE  
41st General Assembly  
State Capitol • Nashville

**TISL Bill 11**

AN ACT TO ENABLE THE TENNESSEE INTERCOLLEGIATE STATE LEGISLATURE FOUNDATION TO SELECT THE STUDENT REPRESENTATIVE FOR THE TENNESSEE INTERCOLLEGIATE SCHOLARSHIP CORPORATION

**Status**

**Committee**  
**Higher Education**  
Reported: Approval

WHEREAS, the Tennessee State Board of Higher Education provides financial aid to college students;

WHEREAS, the various public and private institutions of higher education, as the Tennessee Board of Higher Education, are largely supported by students, and

WHEREAS, the Tennessee Intercollegiate State Legislature is the voice in the selection of the student representative to the Corporation, and

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WHEREAS, the Tennessee Intercollegiate State Legislature represents all institutions of higher education in the State of Tennessee;

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THEREFORE, the Tennessee Intercollegiate State Legislature enacts the following:

Section 1. Tennessee Code Annotated, Article 1, Chapter 1, Part 1, Section 1, Tennessee Code Annotated, is amended to read:

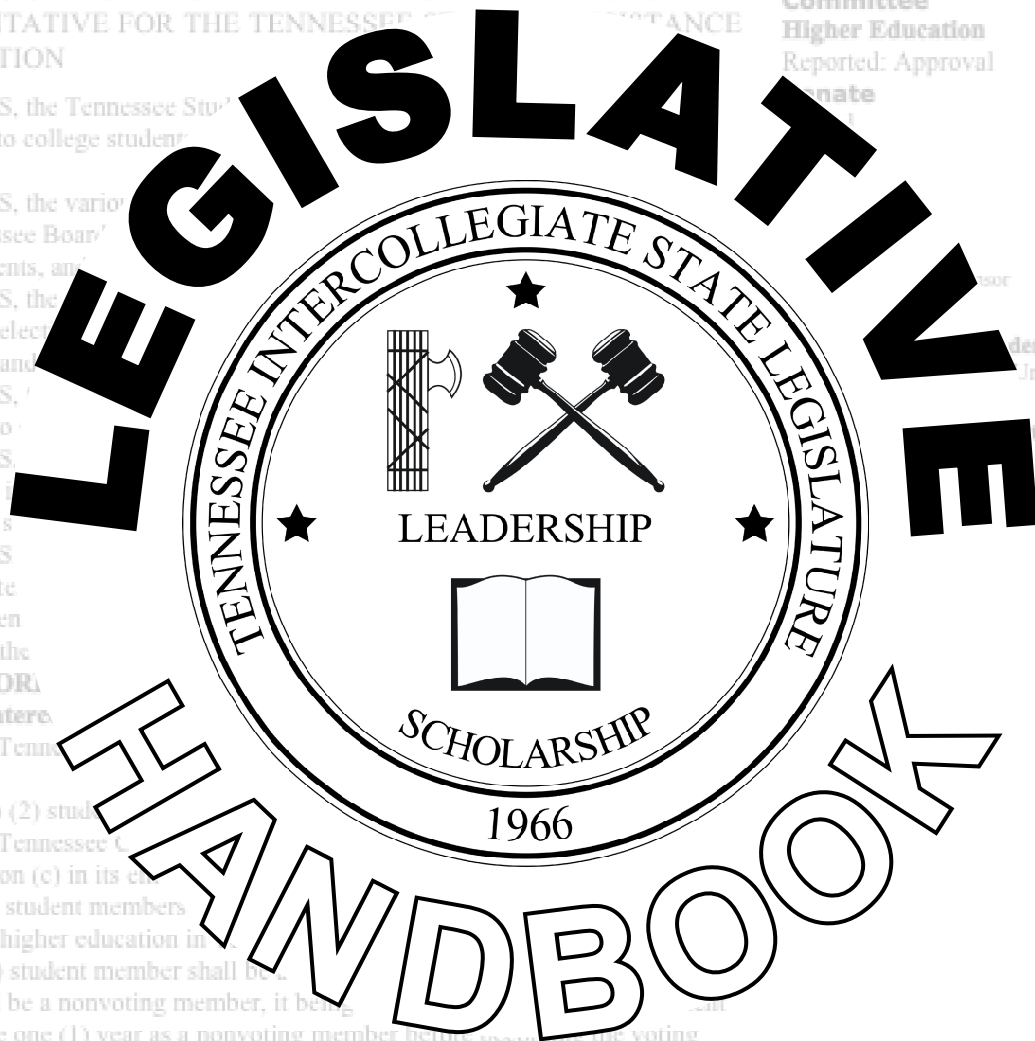
(c) (1) The student members of the Tennessee Intercollegiate State Legislature shall be selected from the institutions of higher education in the State of Tennessee.

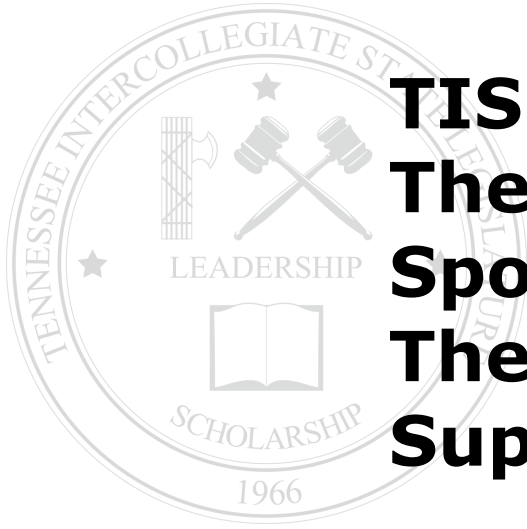
(2) One (1) student member shall be a nonvoting member, it being the intent of the legislature that the voting and nonvoting student members shall be appointed alternately from public and private institutions.

(3) If the voting member is absent during a vote, the nonvoting member shall be able to vote instead.

(4) The student representatives shall be selected by the governor from the nominees produced by the following procedures:

(A) On or before September 1 of each year, the Tennessee Intercollegiate State Legislature Foundation will notify its members and the student government organizations of all the institutions eligible to nominate a student that students





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## LEGISLATIVE HANDBOOK 2018

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*The recruiting poster may be downloaded in PDF format from the TISL website.*

## LEGISLATIVE COUNCIL

|                                       |   |
|---------------------------------------|---|
| <b>Speaker of the Senate</b> Chairman | <b>Faith Udobong</b> , Rhodes College, Memphis                                |
| <b>Speaker of the House</b>           | <b>Lena Russomanno</b> , Cumberland University, Lebanon                       |
| <b>Speaker Pro Tem of the Senate</b>  | <b>Margaret Dupree</b> , Sewanee: University of the South                     |
| <b>Speaker Pro Tem of the House</b>   | <b>Jordan Long</b> , University of Tennessee at Martin                        |
| <b>Secretary of State</b>             | <b>Hannah King</b> , King College, Bristol                                    |
| <b>Chief Clerk of the Senate</b>      | <b>Michael Stooksbury</b> , Tennessee Technological University,<br>Cookeville |
| <b>Chief Clerk of the House</b>       | <b>Nathan Watkins</b> , Middle Tennessee State University, Murfreesboro       |

## MISSION

The mission of the Legislative Council is to create a forum to represent the views of Tennessee college students with utmost integrity through an efficient and transparent legislative process within the Tennessee Intercollegiate State Legislature.

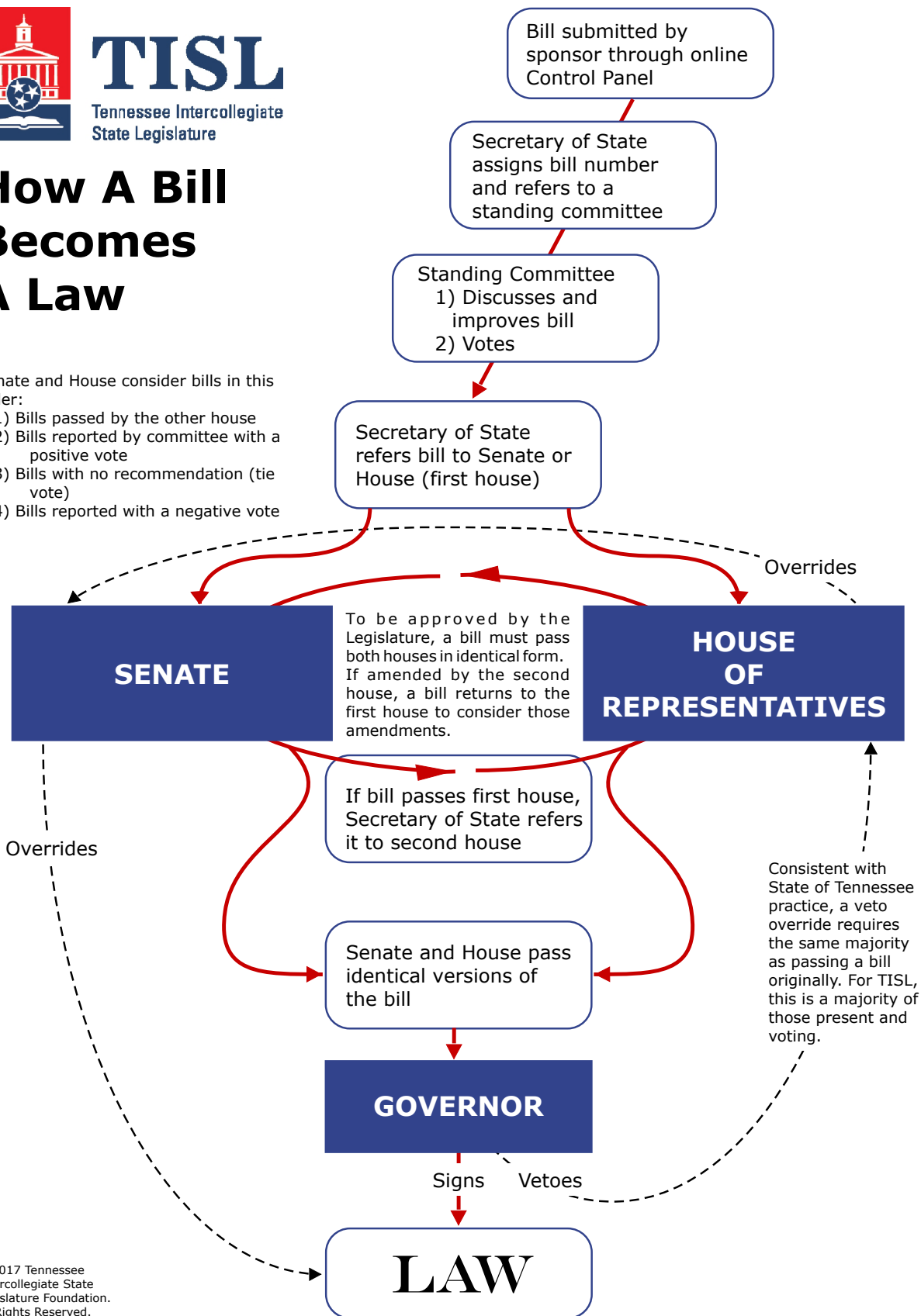


**TISL**  
Tennessee Intercollegiate  
State Legislature

# How A Bill Becomes A Law

Senate and House consider bills in this order:

- 1) Bills passed by the other house
- 2) Bills reported by committee with a positive vote
- 3) Bills with no recommendation (tie vote)
- 4) Bills reported with a negative vote



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## THE PATH TO PASSAGE

Submit your bill to the Secretary of State through your [online Control Panel](http://www.TISLonline.org/onlinereg.html). Go to [Control Panel > Legislation > File A Bill](http://www.TISLonline.org/onlinereg.html).

The earlier the bill is submitted, the sooner it will be considered by the committee, which is advantageous for the sponsors.

The Secretary of State will assign the bill a number and refer the bill to a standing committee for consideration. You may request a certain committee when you submit your bill, but the Secretary of State has the final decision.

Standing committees at TISL to discuss and improve the legislation assigned to them. Finally, the committee will take one of these actions on each bill:

Report the bill:

- a. with a recommendation for passage
- b. with a recommendation for defeat
- c. with a unanimous recommendation for passage, which means it will be placed on the consent calendar

The committee will adopt any amendments it decides are necessary for the bill, and these amendments are automatically included when the bill reaches the Senate and/or House.

Each bill must have at least one Senate and one House prime sponsor before it is reported out of committee.

A sponsor has two options for making changes after the standing committee has considered a bill.

First, if the final filing deadline hasn't passed, the sponsor can re-write the bill, re-submit it and start this process over again. The bill will be given a new bill number and will be regarded as a totally new and different bill.

Second, the sponsor may write an amendment to the bill, just as anyone else would do if he/she wanted to amend a bill. The second method can be used to re-write the bill by deleting everything after the enacting clause and inserting new language, but it still must conform to the original title.

When the standing committee reports the bill, it is set on the Calendar (agenda) for either the Senate or the House by the Secretary of State's office.

When the bill is next on the Calendar in the Senate/House, the Clerk will read the title of the bill and the committee report.

The sponsor of the bill has 5 minutes for introductory remarks and concludes with a motion to pass it.

Immediately after introductory remarks by the Prime Sponsor, sponsors of amendments that have been filed with the Clerk are recognized.

To submit an amendment, write it on an Amendment form and deliver both copies to the committee Secretary or to the Clerk. Blank forms are available from the committee Secretary, at the Clerk's desk, and from the Secretary of State.

If the bill is adopted in the first house where it is considered, it will automatically go through the Secretary of State's office to the other house.

Amendments adopted in the first house that considers the bill are automatically included in the bill when it reaches the second house.

If the second house adopts amendments that the first house didn't adopt, the bill goes back to the first house for consideration of the amendments passed in the second house.

Unless both houses pass all amendments, the bill is not passed by the General Assembly. Each house must pass an identical version of the same bill.

The houses might not agree on the amendments. One house might want an amendment adopted while the other won't adopt it. In this situation, the sponsor in the first house should move to appoint a Conference Committee to meet and negotiate a compromise version of the bill (Rule 69).

If the Conference Committee adopts a compromise version, each house votes on whether to adopt the Conference Committee report. The motion to adopt the Conference Committee report cannot be amended. Each house simply votes yes/no on a motion to adopt the Conference Committee report.

Once each house passes an identical version of the same bill, it goes to the Governor for his/her signature or veto. A veto can be overridden by a majority of each house of the Legislature under the procedures in Rule 46A.

This essay is to help delegates understand rules and procedures; the Rules of Order prevail in case of a conflict.

## The Weak Veto

The Governor of Tennessee and the Governor of TISL each have a weak veto, one that can be overridden by the same majority that originally passed the bill.

In Washington, a bill requires a majority of those present and voting to pass. Congress can override a President’s veto with a two-thirds majority of those present and voting.

Tennessee, with its history of a strong legislative branch, requires a majority of the members to which each house is entitled — 17 senators and 50 representatives — to pass a bill. A veto can be overridden by the same majority.

TISL requires a majority of those present and voting to pass a bill and the same majority to override a veto, thereby replicating the Tennessee governor’s weak veto.

## Attorney General’s Opinions

Each house may request an opinion about legal issues relative to a bill from the Attorney General once in each legislative session.

This is governed by TISL Legal Code section 4-10-10 and by Rule 71 of the Rules of Order.

Questions addressed to the Attorney General should be specific and are to be composed by the clerk on a

form for this purpose. After the AG receives the request for an opinion, he/she has 24 hours to submit an opinion to the house that requested it.

*Example of an invalid question: “Is TISL Bill 49 constitutional?” (Too vague)*

*Example of a valid question: “Does section 6 of TISL Bill 49 violate the Second Amendment?”*

The process is initiated by a motion when the bill is pending on the floor to postpone the bill until the Attorney General can provide an opinion on the question of [question to be submitted]. Procedurally, this will be treated the same as a motion to postpone to a certain time (Rule 10).

If the motion is adopted, consideration will be postponed until the AG’s opinion is received by the clerk, at which time it will be automatically be the next bill on the calendar.

A request for an opinion needs the approval of one house, not both. Each house may submit one request in each legislative session. If a house has already submitted one request in a given session, it may postpone a bill until the next legislative session to consider a request for an opinion at that time.

The AG’s opinion is non-binding but may be used in debate for/against a bill.

# STANDING COMMITTEES

Every legislator serves on a standing committee, which will review and vote on bills headed to the Senate and House of Representatives.

Senators, Alternate Senators and Representatives choose a committee assignment when they register online for the General Assembly. Deputy and assistant clerks may also serve on a committee.

The purpose of standing committees is to review bills for grammatical errors, proper form, and logical and analytical reasoning before they are presented in the Senate or House.

Committees are also a good place to learn the basics of parliamentary procedure.

Every bill is referred to a standing committee by the Secretary of State when the bill is introduced.

Committee members vote “aye” or “nay” on each bill. A majority of “aye” votes means it’s recom-

mended for passage. A majority of “nay” votes means it’s recommended for defeat. A tie vote means no recommendation. Abstentions are allowed and don’t affect the result.

A bill recommended for defeat is a lower priority for consideration in the Senate and House.

A committee can amend a bill to improve it or to reflect the opinion of the majority of the committee.

Committees can’t table or stop a bill. Every bill is reported to the floor.

Bills recommended unanimously for adoption will be on the Consent Calendar to be passed in bulk on Saturday morning.

Committee members are supposed to discuss and understand each bill before they vote on it. Abstentions are OK and don’t affect the result.

At the first meeting, the Chairman should introduce the committee officers and ask every member of the committee to introduce himself/herself (name, college, years at TISL, etc.)

The Chair of the committee convenes the meeting and proceeds to the agenda, as set forth in Committee Rule 5.

The calendar from the Secretary of State lists the bills assigned to your committee. Bills should be considered in the order listed on the calendar. The presiding officer may allow a bill to be heard early to accommodate a sponsor who is present and needs to return to his/her regular committee.

A committee may consider a bill regardless of whether the sponsor is present. The committee may summon the sponsor if it has questions or postpone the bill until the next meeting so that the sponsor can be present. Remember, every bill has two sponsors — Senate and House — either of whom should be prepared to explain it. The sponsor has a role in his/her respective committee and should fulfill that role.

For each bill, the committee secretary will read the bill number, the names of the sponsors and the title of the bill. A sponsor will be allowed introductory remarks of two minutes (Committee Rule 9).

The committee will vote on each bill after a maximum of 15 minutes of discussion. A two-thirds majority may extend debate, but the extension must be approved by the committee before the original 15 minutes expires. (Committee Rule 9).

## Committee Officers

The Legislative Council appoints a Chairman, Vice Chairman, and Secretary for each committee. Any delegate is welcome to apply via the online Control Panel.

Chairmen tend to be experienced delegates, but Vice Chairmen and Secretaries are often first-year delegates.

Officers' duties are described in Committee Rule 4.

You may debate the substance of the bill in committees. A committee member who disagrees with a bill isn't expected to vote for it just because it is written well.

The committee may not approve a bill that lacks any of the essential elements in Committee Rule 12.

Lobbyists, cabinet members and others may be called on in discussion but may not vote. Committee officers are entitled to vote.

When addressing the committee, stand up, face your audience, and speak calmly and confidently. Refer to applicable state statutes and articles in the Constitution.

Tips: Address arguments, not people, and respond politely to countering arguments. Know there is no "right answer" in politics. Debate is not about right or wrong, but which argument is stronger. Each person is entitled to a different opinion.

## COMMITTEE RULES OF ORDER

**1. Standing Committees** The Executive Council will publish a list of standing committees after the bill-filing deadline and before the General Assembly.

**2. Delegates on Committees** Every Senator, Alternate Senator, Representative, Alternate Representative, Deputy Clerk and Assistant Clerk may serve on one committee except that members of the Executive Council and the chief clerk of each house are ineligible to serve on a committee.

**3. Maximum Number of Members** Each committee will have no more than twenty-five (25) members.

**4. Officers** The Legislative Council shall appoint a Chairperson, Vice Chairperson, and Secretary for each committee.

Duties include:

**Chairperson** Presides at meetings and manages the business of the committee. Calls special meetings, subject to Committee Rule 13.

**Vice Chairperson** Assists the Chairperson and presides when the Chairperson is absent or yields the chair.

**Secretary** Maintains a record of the committee's actions. Liaison with the Secretary of State for routine business. Monitors the amount of time a bill has been considered for the purpose of enforcing time limits.

Each Chairperson is automatically a member of the Late Bills Committee (Committee Rule 17).

**5. Committee Order of Proceedings** The Chairman of the standing committee shall call the

committee to order at the time established by the Official Schedule of the General Assembly.

If the Chairman is absent, the Vice Chairman shall convene the meeting and preside until the Chairman arrives. If the Chairman and Vice Chairman are absent, the Secretary will convene the meeting and preside to elect a temporary Chairman to serve until the arrival of the Chairman or Vice Chairman.

Upon being called to order, the committee shall proceed as follows:

1. Introduction of committee officers and members (first meeting only)
2. Roll call; the quorum is defined by Committee Rule 6.
3. Consideration of bills.

**6. Committee Quorum** A quorum must be present for a Standing Committee to conduct business. A quorum at a regularly scheduled meeting of the committee is one-half of the members of the committee or seven members of the committee, whichever is less. A quorum at a called meeting of the committee shall be one-half of the members of the committee or ten members of the committee, whichever is less.

**7. Selecting Committees** Eligible legislators will sign up for a committee when they register online for the General Assembly.

**8. Assignment of Bills** The Secretary of State shall assign each bill to a standing committee.

If a sponsor believes a bill has been assigned to the wrong committee, they should discuss this with the Secretary of State before the committee considers the bill.

Bills proposing to amend the TISL Constitution, the Legal Code of TISL or otherwise relating to TISL's internal affairs shall be referred to the Executive Council in lieu of a standing committee. The Executive Council will meet as a standing committee and consider all such bills.

**9. Time Limits, Introductory Remarks, Questions & Debate** Each bill will be considered by the committee for no more than 15 minutes, unless the committee, by a two-thirds majority, votes for a different time limit. A different time limit may apply to a single bill or to all bills yet to be considered by the committee. A different time limit may be adopted while a bill is under consideration.

If present, the sponsor may make introductory remarks not to exceed two minutes.

After the bill has been considered for 15 minutes, including the sponsor's introduction, at a given

committee meeting, the chairman will put the question of whether to report the bill.

If, by a show of hands, a majority of committee members present and voting are in favor of a bill, the bill shall be reported with a recommendation for approval. If a majority of committee members vote against the bill, the bill shall be reported with a recommendation for defeat. If all the members present and voting are in favor of a bill, the bill will be considered unanimously passed and placed on a consent calendar. The Secretary will take an exact count of the votes on each motion to report the bill.

**10. Amendments & Prohibited Motions** A standing committee may amend a bill. However, a motion to table a bill or to postpone a bill indefinitely is out of order. Otherwise, committees will conduct business in accordance with the legislative Rules of Procedure (Page 9).

**11. Final Actions** A committee may take one of these actions on each bill:

Report the bill:

- a. With a recommendation for passage
- b. With a recommendation for defeat
- c. With a unanimous recommendation for passage and placement upon a consent calendar
- d. Postpone the bill until the next committee session except:
  1. If it has been postponed previously, it may not be postponed again unless it lacks an essential component of a bill (Committee Rule 12).
  2. If it is the final scheduled committee meeting, it may be postponed only if it lacks an essential component of a bill.

**12. Essential Components of a Bill** Before reporting a bill, the committee should be sure it contains all of the following essential parts of a bill:

1. **Caption or title.** The caption or title must accurately summarize the bill. A caption or title may not be amended in committee or on the floor.
2. **Enacting clause.** "Enacted (or resolved) by the General Assembly of the Tennessee Intercollegiate State Legislature."
3. **Substance of the bill.** Organized by sections (Section 1, Section 2, etc.).
4. **Effective date.** (Acts only, not resolutions). Final section. "This bill shall take effect on [date]."
5. **House sponsor(s).** First-listed sponsor is the Prime Sponsor and will introduce the bill in the House of Representatives.

6. **Senate sponsor(s).** First-listed sponsor is the Senate sponsor and will introduce the bill in the Senate.

If the bill does not have any of these six items, it should be corrected or postponed. It may not be reported to the floor if any of these essential parts is missing.

**13. Committee Backlogs** If a committee develops a backlog, the Chairman, in consultation with the other officers, may call a special meeting of the committee at a time when no other activities are scheduled. Special meetings should be scheduled as far in advance as possible and shall be announced in a joint session or to the Senate and the House of Representatives in separate session.

The chairman or secretary might also confer with the Secretary of State about whether to transfer some bills to a different committee.

**14. Testimony from Non-Members** The committee may permit lobbyists and outside experts to appear before the committee to testify or to answer questions. The committee should make every effort to respect the visitor's schedule.

**15. Sponsors' Responsibility to Follow Bills** It is the responsibility of the sponsor to know which committee is considering their bill and to be at the committee hearing.

A sponsor does not have to be present for the bill to be considered by the committee. The committee should make an effort, however, to consider first the bills whose sponsors are present and to wait as long as reasonably possible for absent sponsors to arrive. The committee is not obliged to summon the sponsor(s) of the bill.

### LATE BILLS COMMITTEE

**16. Filing Deadline** All bills introduced after the Filing Deadline set forth in the Official Schedule of the General Assembly shall be referred by the Secretary of State to the Late Bills Committee instead of to a Standing Committee.

**17. Membership** The Late Bills Committee includes:

- a. The Speaker Pro Tem of the Senate, Chairman
- b. The Speaker Pro Tem of the House of Representatives, Vice Chairman
- c. The Deputy Secretary of State, Secretary
- d. The Chairman of each Standing Committee

A majority of the members of the LBC shall constitute a quorum to conduct business, although fewer may adjourn from time to time.

**18. Cap** The Late Bills Committee is limited to approving sufficient bills such that each house might have 40 bills on its calendar for Sunday morning.

**19. Procedure** The Secretary of State shall prepare a calendar for the Late Bills Committee listing late bills in the order in which they were filed.

Bills will be considered in the order listed on the calendar, except that bills without a sponsor present initially will be postponed to the end of the calendar. Any other motion to reorder the bills will be out of order.

The committee must adjourn after approving the number of bills set forth in Committee Rule 18 and may adjourn without considering bills for which no sponsor is present.

Each sponsor will have no more than two minutes to present each bill. Debate on the merits of a bill will not exceed five minutes.

Bills approved by the Late Bills Committee are ineligible for a Consent Calendar, regardless of majority.

**20. Criteria** The Late Bills Committee will consider the merits of each bill and vote in the same manner as a standing committee with the possible results set forth in Committee Rule 11 (a) and (b), which are a recommendation for passage or for defeat.

**21. Procedure after Release** Bills reported by the Late Bills Committee shall be assigned by the Secretary of State to the regular calendar of either the Senate or House.

| <b>Rank of Main, Subsidiary &amp; Privileged Motions</b><br>All of these motions require a second |  | May Be Debated | May Be Amended | Majority Required | May Be Reconsidered  |
|---|--|----------------|----------------|-------------------|--|
| <b>Privileged Motions</b>   | <b>Adjourn</b> highest rank<br>"I move to adjourn."  | <b>No</b>      | <b>No</b>      | Simple            | <b>No</b>  |
|   | <b>Recess</b><br>"I move to recess for 10 minutes."<br>"I move to recess until after the Joint Session."                                 | <b>No</b>      | <b>Yes</b>     | Simple            | <b>No</b>  |
| <b>Subsidiary Motions</b>   | <b>Lay on the Table</b> [set the referenced motion aside]<br>"I move to table ___."  | <b>No</b>      | <b>No</b>      | Simple            | <b>No</b><br>The opposite motion is to Lift from the Table, which requires a second and a two-thirds majority. |
|   | <b>Previous Question</b> [end debate]<br>"I move the Previous Question on the amendment."<br>"I move the Previous Question on the bill." | <b>No</b>      | <b>No</b>      | Two-thirds        | <b>No</b>  |
|   | <b>Postpone to a Certain Time</b><br>"I move to postpone TISL Bill ___ until ___."   | <b>Yes</b>     | <b>Yes</b>     | Simple            | <b>Yes</b>   |
|   | <b>Refer to Committee</b><br>"I move to refer TISL Bill ___ to the _____ Committee."   | <b>Yes</b>     | <b>Yes</b>     | Simple            | <b>Yes</b>   |
|   | <b>Amend an Amendment</b><br>"I move to adopt Amendment ___ to Amendment ___."   | <b>Yes</b>     | <b>No</b>      | Simple            | <b>Yes</b>   |
|   | <b>Amend</b><br>"I move to adopt Amendment ___ to TISL Bill ___."  | <b>Yes</b>     | <b>Yes</b>     | Simple            | <b>Yes</b>   |
|   | <b>Postpone Indefinitely</b><br>"I move to postpone TISL Bill ___ indefinitely."   | <b>Yes</b>     | <b>No</b>      | Simple            | <b>Yes</b>   |
| <b>Main Motion</b>  | <b>Adopt a Bill</b> lowest rank<br>"I move that the Senate/House adopt TISL Bill ___."   | <b>Yes</b>     | <b>Yes</b>     | Simple            | <b>Yes</b>   |

This table is provided for the convenience of delegates. The Rules of Order are the final authority.

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SENATE AND HOUSE OF REPRESENTATIVES

**RULES OF ORDER**

The Tennessee Intercollegiate State Legislature Rules of Order are a blend of *Robert's Rules of Order* and the Rules of Order for the two houses of the Tennessee General Assembly.

Anyone skilled with TISL's Rules of Order would be well prepared at the Tennessee General Assembly and would also be comfortable with the proceedings of Congress or any other bicameral legislative body.

**1. Speaker to Preside** The Speakers will convene their respective houses at the times established by the Official Schedule and at such other times as either house may establish by adopting a motion to recess.

In the absence of the Speaker, the Speaker Pro Tem shall convene the house at the designated time and proceed with the regular order of business.

In the absence of the Speaker and the Speaker Pro Tem, the Chief Clerk shall preside until a Temporary Speaker is elected by a majority of members voting, provided that a quorum is present.

**2. Joint Session** The Speaker of the Senate shall preside when the Senate and House of Representatives convene in joint session. In the absence of the Speaker of the Senate, the Speaker of the House of Representatives shall preside.

**3. Orders of the Day** The Official Schedule of the General Assembly shall designate discrete legislative sessions. Upon being called to order by the presiding officer, each legislative session shall disregard the incomplete portion of any previous calendar and proceed as follows:

1. Invocation (optional; first session each day)
2. Pledge of Allegiance (first session each day)
3. Roll Call
4. Announcements from the clerk
5. Bills assigned to the Consent Calendar (Saturday morning only)
6. Bills received from the other house, ordered as follows:
  - a. Returned for consideration of amendments
  - b. For initial consideration

7. Bills reported by Standing Committees, ordered as follows:

- a. Recommended for Adoption
- b. No Recommendation
- c. Recommended for Defeat

**4. Calendars** The Secretary of State shall publish a calendar for each legislative session that lists bills properly before each house in the sequence they are to be considered pursuant to the Rules of Order.

**4A. Consent Calendar** All bills unanimously recommended for adoption by a standing committee will be assigned to the Consent Calendar. The Consent Calendar will be published to the Senate and House of Representatives after the final committee meeting on Friday.

Objections to bills on the Consent Calendar will be filed in writing with the Secretary of State by the close of business on Friday night. Each objection shall be filed separately and shall state the number of the bill, recite its title and be signed by at least one senator and three representatives, each of the four representing a different college.

Bills removed from the Consent Calendar shall subsequently be assigned to a regular calendar in the same order as otherwise warranted.

Bills removed from the Consent Calendar shall be announced by the Clerk of each house on Saturday morning and then, upon a motion properly seconded, the Consent Calendar shall be put to a vote. The ayes and nays for the entire Consent Calendar shall be applied to each bill so considered.

**5. Rank of Motions** Motions rank in the following order:

1. Adjourn (highest)
2. Recess
3. Lay on the table
4. Previous question (close debate)
5. Postpone to a certain time
6. Refer to committee
7. Amend an amendment
8. Amend the bill
9. Postpone indefinitely
10. Adopt a bill (main motion; lowest)

A delegate must be recognized by the presiding officer to make a motion. A motion is in order when it outranks all other pending motions. For example, if a motion to Refer to Committee is pending, a motion

to Adjourn shall be in order. On the other hand, if a motion to Adjourn is pending, a motion to Refer to Committee shall not be in order.

All of these motions require a second.

### PRIVILEGED MOTIONS

**6. Adjourn** A motion to Adjourn is always in order. It is not debatable and shall be voted on immediately. It requires a simple majority to pass.

A motion to adjourn should include a specific time to reconvene. If a motion to adjourn does not include a time to reconvene, the house shall reconvene pursuant to the Official Schedule of the General Assembly.

A motion to adjourn *sine die* (without a time to reconvene) shall be out of order except at the Closing Session of the General Assembly.

*“Mr./Madam Speaker, I move to adjourn until the next legislative session.”*

**7. Recess** A motion to recess should be expressed in terms of recessing for a specified length of time (e.g., recess one hour for lunch), until a specific time (e.g., 2 p.m.), or at the call of the Speaker. A motion to recess is not debatable and takes a simple majority for passage.

*“Mr./Madam Speaker, I move to recess for 10 minutes.”*

### SUBSIDIARY MOTIONS

**8. Lay on the Table** This is a quick method to dispose of an undesirable motion. The motion to Lay on the Table may apply to any motion ranked below it.

All debate ceases when the motion is made and seconded, except that the proponent of the lowest-ranking motion that might be tabled is allowed closing remarks.

The motion to Lay on the Table passes with a simple majority, and the motion to Lift from the Table requires a simple majority (Rule 45).

*“Mr./Madam Speaker, I move to lay [motion] on the table.”*

**9. Previous Question** Previous Question is a motion to end debate. It requires a second, is not debatable and requires a two-thirds majority to pass. As soon as this motion is made and seconded, the presiding officer puts the motion to a vote. If the motion fails, debate resumes as before.

The previous question may be moved on any motion that ranks below it. However, if more than one motion is pending, the person moving the previous

question must specify to which motion the previous question applies.

For instance, if a motion is pending to amend a bill, the previous question may be moved on the motion to amend *or* on the motion to adopt the bill.

If the previous question applies to the motion to adopt the bill, it implicitly includes closing debate on the motion to amend. If the previous question is adopted, the body will first vote on the amendment and then, without further debate, on the motion to adopt the bill.

If the motion for the previous question applies only to the amendment and is adopted, the house will proceed to vote on the amendment and continue debating the bill.

*“Mr./Madam Speaker, I move for the previous question.”*

**10. Postpone to a Certain Time** This delays consideration of a bill for a specified period of time (as opposed to tabling, which postpones until a motion to lift from the table is adopted). The motion to postpone is debatable and requires a simple majority for adoption. A motion to amend is in order.

The motion to postpone may be expressed as a specific time (e.g., 3 p.m.), as relative time (e.g., immediately after lunch), or as a specific legislative session (e.g., the beginning of the third legislative session).

If a bill is postponed to a certain time, it automatically becomes the next bill considered after the time set in the motion to postpone.

*“Mr./Madam Speaker, I move to postpone TISL Bill [number] until [time].”*

**11. Refer to Committee** All bills are referred to a Standing Committee by the Secretary of State upon introduction and are to be considered by the committee before being reported to the floor.

A house may vote to send the bill back to committee for further consideration or for modifications in the bill as directed by the house.

A motion to refer to committee must specify the standing committee to which the bill is being referred. The motion to refer to committee is debatable, may be amended, and requires a simple majority for passage.

In lieu of referring a bill to a standing committee, a motion may create a special committee, which will be appointed by the Speaker of the house that created the special committee and shall include only members of the same house.



*“Mr./Madam Speaker, I move to refer TISL Bill [number] to the [committee name] Committee.”*

**12. Amend an Amendment** Also known as an amendment to the second degree. After an amendment has been proposed (Rule 13), an amendment to the first amendment may be proposed. The second-degree amendment is considered before the main amendment.

A second-degree amendment is debatable and requires a simple majority for adoption. An amendment beyond the second degree (e.g., an amendment to the third degree) is out of order.

Rules for amendments (Rule 13), also apply to second-degree amendments.

*“Mr./Madam Speaker, I move to adopt Amendment [number] to Amendment [number].”*

**13. Amendment** An amendment is a method to change part of a motion to eliminate flaws, clear ambiguities and otherwise change the motion.

The motion to amend is debatable, may be amended further (Rule 12) and requires a simple majority for adoption.

Amendments to bills are to be submitted in writing on an Amendment Form available from the Clerk or committee Secretary.

When a delegate submits an amendment to the Clerk for the pending bill, the Clerk shall notify the Speaker, and the Speaker shall recognize the sponsor as soon as possible.

The sponsor of the amendment shall ask the Clerk to read the amendment. If the bill is seconded, the sponsor will be allowed introductory remarks on the amendment, after which the floor will be open for debate.

An amendment may take one of three forms:

1. **To Delete** ... Be specific about the part of the bill to be deleted.

*Delete Section 3 and renumber subsequent sections accordingly.*

2. **To Insert** ... Give the specific wording to be inserted and the specific location of where it is to be inserted.

*In Section 3, insert “or community college” after the word “university”.*

3. **To Delete and Insert** ... A combination of the above.

*In Section 5, delete “5,000” and insert in lieu thereof “10,000”.*

Tabling an amendment has the effect of defeating it unless the same body votes to lift the amendment from the table before another body has acted on the bill.

Amendments to the title of the bill are *prima facie* unconstitutional and out of order. (Tenn. Const. Art. II, Sec. 17)

If a bill is adopted in the first house and amended in the second house, the different versions must be reconciled for the bill to be finally adopted by the General Assembly. (Conference Committees, Rule 69)

*“Mr./Madam Speaker, I move to adopt Amendment [amendment number] to TISL Bill [bill number].”*

**14. Postpone Indefinitely** This causes a main motion to face a preliminary test of support. It is debatable, may not be amended, and requires a simple majority for passage.

If the motion is adopted, consideration of the bill ceases and the house proceeds to consider the next item of business. The only way the house can return to consider the bill is to reconsider the motion to postpone indefinitely. (Rule 46).

**15. Main Motion** This is primarily the motion to adopt a bill as presented to the house by the sponsor. It is subject to all of the motions listed above, is debatable, and requires a simple majority to pass.

*“Mr./Madam Speaker, I move that this house adopt TISL Bill [bill number].”*

## INCIDENTAL MOTIONS

**16. Incidental Motions** Incidental motions concern matters that need to be brought before the house immediately.

Incidental motions must pertain to the business before the house. They have no rank among themselves and outrank all other motions. Only one incidental motion of each type may be pending at a time.

**17. Point of Order** If a delegate believes the rules of order are being breached, he/she makes a Point of Order, asking the Speaker to rule on the issue. If the Speaker doesn’t understand the Point of Order, he/she may ask the delegate to explain the point.

If the speaker agrees with the Point of Order, he/she will rule that the point “is well taken.” Conversely, he/she will rule that the point “is not well taken.”

This motion does not require a second or a vote. Point of Order is the only motion that doesn’t require recognition from the Speaker and can interrupt when someone else is speaking.

*“Point of Order!”*

**18. Appeal the Ruling of the Chair** After the Speaker has ruled on an issue such as a Point of Order, the house may review his/her decision.

For example, if the Speaker rules that a motion is out of order, a delegate who believes the motion is in order may appeal the Speaker's ruling. If the appeal is seconded, the house decides whether to uphold or overrule the Speaker's decision.

An appeal is subject to the general rules of debate, and the presiding officer may explain his/her decision. The presiding officer does not have to relinquish the chair during the discussion. A simple majority can overrule the presiding officer's decision.

*“Mr./Madam Speaker, I appeal the ruling of the chair.”*

**19. Suspend the Rules** When the house desires to consider a matter or do something that would violate these rules or to establish a special rule for itself, it may suspend the rules.

A motion to suspend the rules requires a second, is debatable, and requires a two-thirds majority for passage.

A motion to suspend the rules must include the purpose for suspending the rules. Once that purpose has been accomplished, the rules are automatically reinstated. No motion or action is necessary to reinstate a rule that has been suspended.

A suspension of the rules applies only to actions that are in pursuit of the stated purpose for suspending the rules.

It is necessary to suspend the rules to make any motion not listed in this Delegate Manual.

A motion to suspend the rules can't affect another body. For example, the Senate cannot suspend the rules as they apply to the House.

A motion to suspend the rules and consider a bill in advance of its regular order on the calendar must be submitted in writing and approved by the Speaker or the Speaker Pro Tem before it may be considered on the floor.

The rules may not be suspended to permit a Senator to speak in the House of Representatives or *vice versa*, or to allow a lobbyist to speak in either house except on behalf of a candidate.

A Standing Committee may suspend the rules only as they affect the order in which the committee considers legislation or the rules of debate in committee.

*“Mr./Madam Speaker, I move to suspend Rule [number] for the purpose of [purpose].”*

**20. Division of the House** Immediately after a voice vote, any three members in the Senate or in a committee or any five members in the House of Representatives or in a Joint Session may request a count of the yeas and nays in a manner directed by the presiding officer.

A delegate requesting a roll call should raise a hand immediately after the presiding officer announces the results of the voice vote.

## REQUESTS AND INQUIRIES

**21. Requests and Inquiries** Requests and Inquiries require no motion, second, or vote and are the prerogative of any delegate. They are proper at any time, but may not interrupt another speaker.

**22. Parliamentary Inquiry** A request for information about the parliamentary situation or for the presiding officer's opinion on a matter concerning the Rules of Order. This is not a request for a ruling.

**23. Point of Information** A request for facts affecting the business at hand directed at the chair or another member. A point of information cannot address the substance of legislation.

## COMMITTEES

**24-44. [Relocated]** Rules regarding Standing Committees and the Late Bills Committee are now Committee Rules 1-21 under the *Standing Committees* heading in this handbook.

## MISCELLANEOUS MOTIONS

**45. Lift from the Table** After a motion has been tabled, a motion to lift it from the table can bring the question back before the house. A motion to Lift from the Table requires a second, is debatable and requires a simple majority for adoption.

If a bill is still pending on the floor, a motion is in order to lift from the table a motion previously tabled that pertains to the pending bill. If the bill is no longer being considered, it is necessary to bring the bill back before the house by reconsideration or other appropriate motions.

For example, if an amendment is tabled and the bill is defeated: to revive the amendment, the house must first pass a motion to reconsider the bill, and then vote to lift the amendment from the table.

In the same circumstances, if the amendment was tabled but the bill is still pending on the floor, the motion to reconsider would be unnecessary.

If a main motion is tabled, a motion to lift it from the table is in order when no other main motion is pending.

*“Mr./Madam Speaker, I move to lift from the table [motion to be lifted].”*

**46. Reconsideration** Reconsideration is a motion to bring back before the house or committee a question that was previously decided.

Reconsideration requires a second, is debatable, and requires a simple majority for adoption.

A motion to reconsider must be proposed by someone who voted with the prevailing side. For instance, if a bill is defeated, only someone who voted against it may move to reconsider it. A motion to reconsider may be made only on the day the original vote was taken or on the next day.

A motion to reconsider is out of order if the other house has subsequently acted on the bill.

The rank of a motion to reconsider is the same as the rank of the motion to which it is applied.

For example, a motion to reconsider an amendment is in order in the same circumstances as a motion to adopt an amendment.

A motion to reconsider a bill is in order only when no other motion is pending. If the bill has already been disposed of, it is first necessary to reconsider the bill, then the amendment. If the bill is still before the house, it is necessary to only reconsider the amendment.

*“Mr./Madam Speaker, having voted with the prevailing side, I move to reconsider our action in regard to [motion to be reconsidered].”*

**46A. Consideration of a Veto** If the Governor returns a bill to the Legislature after vetoing it from becoming law, the sponsor in either house may move that it be passed notwithstanding the objection of the Governor. Said motion must be seconded to be considered.

The sponsor in each house will notify the Chief Clerk in writing of his/her intention to make such a motion and said notice shall be read in open session at least two hours before the motion is to be considered.

The motion to override a veto is debatable. The motion may not be amended but is otherwise subject to all other subsidiary and incidental motions.

Having once failed, the motion to override a veto may not be put to the same house again except by adopting a motion to reconsider the previous action. (Rule 46.)

*“Mr./Madam Speaker, I move that the Senate/House pass TISL Bill \_\_\_\_\_, notwithstanding the objection of the Governor.”*

**47. Other Motions** The rules must be suspended to consider any motion not set forth in the Rules of Order.

## MISCELLANEOUS RULES

**48. Amend the Rules** To amend these Rules of Order, both houses must pass a bill in the usual manner (TISL Const. Art. VI, Sec. 3(f)).

**49. Voting** In putting a question, the presiding officer will specify the method of voting. Each delegate shall vote from his/her desk in the manner prescribed by the presiding officer. The presiding officer shall make clear the question being decided and give everyone a reasonable opportunity to vote.

**50. Majority Vote** A majority of those present and voting shall decide any question (TISL Const. Art. 7, Sec. 7) unless a different majority is specified by these Rules of Order or by the TISL Constitution. A delegate who abstains from voting is not counted for either side when deciding the outcome of a vote.

**51. Voting by Proxy** Proxy voting is prohibited in all situations.

**52. Voting by the Speaker** The Speaker may vote only when his/her vote will affect the fate of the motion.

If the vote is tied, the Speaker may vote “aye” and pass the motion. If the motion passes by one vote (without the Speaker's vote), the Speaker may vote “no,” creating a tie and denying the motion a majority.

The Speaker Pro Tem may vote as a Senator or Representative for his delegation (TISL Const. Art. V, Sec. 8).

**53. Debate** In debate, the presiding officer shall recognize delegates in the order in which they rise seeking recognition.

Except for the Prime Sponsor, no delegate may speak a second time on the pending motion if a delegate who has not spoken seeks recognition.

The Prime Sponsor shall be given reasonable priority to be recognized in debate, and there shall be no limit on the number of times the Prime Sponsor may speak. No delegate may speak more than five minutes at a time without permission of the house.

All debate must pertain to the merits of the pending question, refrain from attacking a delegate's motives and avoid the use of delegates' names.

The Speaker may not participate in debate, unless he/she relinquishes the chair to the Speaker Pro Tem and speaks from the floor. The speaker may return to the chair once the question he/she spoke to is re-

solved. This paragraph does not apply to discussion following an appeal of a Speaker's ruling (Rule 18).

Every motion is debatable unless otherwise specified in the Rules Of Order.

**53A. Time Limits for Introductory and Closing Remarks** The prime sponsor of the bill will be recognized by the Speaker for introductory remarks not to exceed five minutes and for closing remarks not to exceed two minutes.

**53B. Time Limit for Debate of Bills on Sunday** If either house has more than 30 bills pending on its calendar at the beginning of the final scheduled legislative session, the period for debate on each bill in that house shall be no more than 10 minutes, including the sponsor's introductory and closing remarks and the consideration of any subsidiary motions. At the expiration of the prescribed time, the presiding officer shall put the question on any pending motion(s) as if a motion for the previous question on the bill had been adopted.

A motion to suspend the rules and change the debate time limit for either a specific bill or for all bills shall be in order. It shall be non-debatable, notwithstanding Rule 19 (Suspend the Rules). Such a motion regarding all bills shall be in order when no other motion is pending.

**54. Quorum** A quorum is required to conduct any business except to adjourn until a specific time.

A quorum in the Senate is one-half of the number of participating schools. A quorum in the House of Representatives is 50. (TISL Const. Art. VII, Sec. 5)

Upon recognition by the presiding officer, a delegate may question the presence of a quorum. If the quorum is questioned, the presiding officer will direct the clerk or secretary to ascertain whether a quorum is present. If so, the body shall proceed with its business. If not, business stops until a quorum is present.

The Speaker of either house may take actions to ensure the maintenance of a quorum and may direct the Sergeant-at-Arms to summon absent members.

**55. Dilatory Motions** The presiding officer may declare a motion as dilatory and refuse to put it to a vote. Such a decision may be appealed to the members present. However, if the presiding officer has consistently won such appeals, he/she may rule further appeals out of order.

**56. Modification of a Motion** A delegate making a motion may modify that motion before a vote has occurred, with the permission of the house and of the person who seconded the motion.

**57. Dilatory Bills** Apparently satirical or farcical bills shall be referred to the Executive Council in lieu of a standing committee, which shall consider the bill pursuant to the general rules regarding Standing Committees. Any motion in the Senate or House of Representatives relative to such a bill shall be classified as dilatory. This rule may not be suspended by either house.

**58. Omnibus Bills** Bills that embrace more than one subject are prohibited. A bill that might embrace more than one subject or be broader than its title may be referred to a standing committee or a select committee to review the issue and make a report.

*"I move to refer TISL Bill \_\_\_ to \_\_\_ committee to consider whether it violates Rule 58."*

**59. Two-Thirds Majority** The following motions require a two-thirds majority for adoption. A motion requiring a two-thirds majority is adopted if the 'aye' votes are twice or more as many as the 'no' votes.

- a. Previous Question
- b. Suspend the Rules

**60. Filling Blanks** No bill or amendment shall be considered which leaves to the floor the task of filling blanks.

**61. Admission to the Floor** Only the members of each house, the officers of the house, the staff and the media shall be admitted to the floor of each house except that the Sergeant-at-Arms shall provide suitable seating for guests with special needs. Provided, however, that the Secretary of State may be admitted for the purpose of conferring with the Chief Clerk.

When either house is in session, members of the other house are not permitted on the floor.

This rule shall not apply for the introduction of an invited guest or dignitary nor in a joint session.

Guests with the privilege of sitting on the floor should refrain from interacting with delegates.

Folding chairs are prohibited on the floor of the House except those placed by the Sergeant at Arms for use during joint sessions. Delegates not actively serving in the House must leave the floor.

**62. Senators** Each school shall designate one Senator and, if a school has three or more delegates in attendance, one Alternate Senator. These shall be the only delegates to represent that school in the Senate.

An Alternate Senator may *not* serve as a member of the House of Representatives.

**63. Motions to be Seconded** Every motion must be seconded unless otherwise provided.

**64. Announcements** Announcements, including announcements pertaining to the proceedings of the General Assembly, should be reduced to writing and submitted to the Chief Clerk to be read aloud when in order. A form for this purpose is available from the Chief Clerk or from the Secretary of State.

**65. Prime Sponsor to be Present** The Prime Sponsor of a bill must be present when the bill is considered by the Senate or House of Representatives.

The Prime Sponsor shall stand in the well of the house while the bill is being considered. The Prime Sponsor may not bring a laptop computer or other electronic device to the well when presenting a bill.

If a bill is the next order of business and the Prime Sponsor is absent, the bill shall be postponed a reasonable interval to give the Prime Sponsor an opportunity to arrive.

A Representative may not speak in the Senate nor a Senator in the House of Representatives. This rule may not be suspended.

**66. Withdraw a Bill** To withdraw a bill from consideration, file a Withdraw a Bill form with the Secretary of State signed by all prime sponsors of the bill. A blank form is available from the Secretary of State.

**67. Add or Delete a Sponsor** To add or delete a sponsor from a bill, file an Add or Delete Sponsor form with the Secretary of State. A blank form is available from the Secretary of State.

**68. Discharge from Committee** A bill pending in committee may be discharged and brought to the floor by submitting a petition to the Secretary of State bearing the signatures of 50 legislators. A blank petition is available from the Secretary of State.

Upon receipt of a properly executed discharge petition, the Secretary of State shall assign the bill to the next-published calendar of either house as if it had been reported by the committee with no recommendation.

**69. Conference Committees** When a bill is passed by the first house and amended and passed in the second house, it must return to the first house to reconcile differences in the versions.

When the bill is returned to the first house, the Prime Sponsor, upon recognition by the Speaker when no other main motion is pending, may make either of two motions:

*"I move that the bill be adopted as amended by the (Senate/House)."*

*"I move that a Conference Committee be appointed to resolve the differences in the bills."*

Either motion requires a second, is debatable and takes a simple majority to pass.

If a Conference Committee is approved by one house, the Conference Committee will attempt to recommend a compromise version of the bill to both houses.

The Speaker of each house shall appoint two members to the Conference Committee.

The chairperson of the Standing Committee that first considered the bill or his/her designee shall be chairperson of the Conference Committee.

If the Conference Committee approves a compromise bill, it is referred to the house where the motion for the Conference Committee was initiated.

The motion to adopt a Conference Committee Report is in order when no other main motion is pending. It requires a second, is debatable and passes with a simple majority. If the first house approves the Conference Committee Report, the second house may consider the same report.

The Conference Committee Report may not be amended. If either house rejects the Conference Committee Report, the Conference Committee may meet again.

A Conference Committee may not meet when a Standing Committees is scheduled to meet, but it may meet when either house is in session.

**70. [Deleted]** Superseded by amendment to Rule 65.

**71. Attorney General's Opinion** Pursuant to TISL Legal Code 4-10-10, each house may request an official opinion from the Attorney General about one bill in each legislative session.

Such request shall be presented as a motion to postpone consideration of the bill until the opinion is received from the AG. Rule 10 (Postpone To A Certain Time) shall apply to consideration of the motion unless otherwise provided in this rule.

A request for an opinion shall include specific questions, not to exceed three, and shall be reduced to writing by the clerk on a form to be provided. Two copies shall be delivered to the Attorney General, who shall record the time of receipt on one, which shall be returned to the house where the request originated.

The 24-hour time limit set forth in TISL Legal Code 4-10-10 shall commence at the time the request was received by the Attorney General.

Upon receipt of the Attorney General's opinion, the bill shall be the next bill considered in the regular order of business.

An opinion is non-binding but may be cited in debate.

**72. Committee of the Whole** Neither house may enter into a Committee of the Whole.

**73. Official Schedule** The Official Schedule as posted on the TISL web site at the beginning of the General Assembly is hereby made an official part of the Rules of Order.

**74. Robert's Rules of Order** *Robert's Rules of Order 10th Revised Edition et seq.* (Perseus) is the basis for interpreting these rules and for resolving issues not otherwise addressed herein.

**75. Citations Not Binding** Citations in these Rules of Order to the TISL Constitution, to the Legal Code of TISL or to other rules within the Rules of Order are for the convenience of the user. Errors in citations are inconsequential.

**76. Seating Assignments** The Speakers of each house will assign seating in their respective chambers at their discretion.

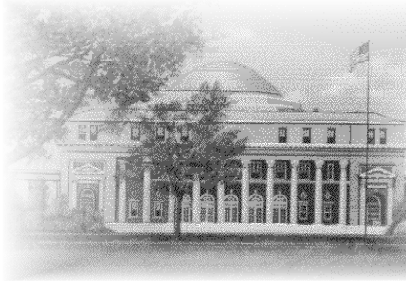
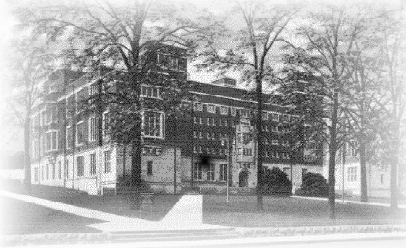
**77. Attire** Gentlemen participating in official functions shall wear a coat and tie. Ladies shall dress in a manner appropriate for an official business situation. Greek attire, jeans and flip-flops are inappropriate for men and women.

**78. Sergeants at Arms** Each delegation is responsible for providing at least one sergeant at arms for the Senate or House for at least one legislative session. Either speaker may grant a hardship exemption if a delegation has insufficient delegates. Service as a Sergeant At Arms is rewarded on the Best Delegation Scoresheet.

**79. Amendments to the Tennessee Constitution** A bill proposing to amend the Tennessee Constitution, if passed by a simple majority in each house, shall lie over to a subsequent day and be considered again. If passed by a two-thirds majority on second consideration in each house, it shall be presented to the Governor to sign or veto in accordance with the TISL Constitution.



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