

MISSOURI YMCA YOUTH AND GOVERNMENT LEGISLATIVE PROGRAM LEADER GUIDE

LEGISLATIVE PROGRAM LEADER GUIDE

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COMMITTEE CHAIRPERSON GUIDE

COMMITTEE STRUCTURE AND FUNCTION

The purpose of a committee is to study, discuss, and prepare bills for the floor. The primary duty of a committee chairperson is to prepare and prioritize bills for perfection and final passage, based on both the importance and the structure of the pending legislation.

Committee Leadership

Each committee requires leadership to function effectively. Below are the key leaders in each committee.

Chairperson

1. Presides over committee by:
 - a. Managing discussion
 - b. Ensuring relevance
 - c. Deciding on points of order
2. Remains impartial and cooperative
3. Relinquishes chair when engaging in debate or when own bills is on the floor

Secretary

1. Records names of students and advisor(s) present
2. Records actions of committee (debate time and voting record) on bill jacket
3. Records and attaches amendments to bills

Adult Advisor

1. Assists the committee chairperson upon request only
2. Answers questions on procedure and legality

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EARLY ARRIVAL TRAINING

At Early Arrival Training, the chairperson should examine all bills assigned to his/her committee and proceed accordingly:

1. The bills should be counted to determine how much equal time each bill should receive during the committee session.
2. Similar bills should be grouped together and the authors noted, bearing in mind it may be beneficial to combine such bills. If such combination would require extensive re-working of the legislation, all authors involved may be contacted prior to the State Convention. If simple changes are to be made, the process can be handled during the first part of the committee sessions.
3. Bills with minor structural flaws should be noted so they may be fixed in committee. The authors of bills with major structural flaws should be contacted so that a corrected version may be brought to the committee session (including a copy for each delegate).
4. Bills should be placed in the order they will be discussed, based on importance, related topics, or simply by the numbers assigned to each bill.

The Committee Packets should be checked for the following items:

1. **Committee Roster:** use this list to take attendance. If anyone arrives after attendance has been taken, please mark the roster "late."
2. **Bills with Jackets:** check to make sure all bills assigned to the committee are enclosed, but be aware that there may be some drops or additions. Check with the presiding officer if there are any concerns about added or missing bills. There should be a supply of extra bill jackets (including white jackets for Committee Substitutes).
3. **Amendment Forms:** use and/or distribute the extra copies as needed.
4. **Attorney General Opinion Requests:** try to get on constitutional question from the committee about a bill.
5. **Committee Chairperson Reports:** complete this form at the end of the committee session. After reading from this form in the chamber session on Thursday evening, return this report to the Program Coordinator. Prior to

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leaving the chamber, return your committee envelope with all the bills and the above material to the Program Coordinator.

Structure of Committees and Location of Bills

The Senate and the House have separate committees for their legislation. All bills printed in the Bill Book are presorted into the appropriate committees and the sets of bills for each committee are printed in alphabetical order by committee name. In addition, all legislation is numbered and printed sequentially from lowest to highest. The chamber of origin, the bill's committee assignment, and the bill number are indicated at the top of the bill. Occasionally there are bills which fall outside this order, so please check to make sure no bills are missed by your committee.

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COMMITTEE SESSIONS

Each author must be present and have their bill debated before the committee can adjourn. The chairperson must schedule equal time for all bills. If the committee gets ahead of schedule, then good discussion may be extended.

Committee Procedures

Each committee session should proceed as follows:

1. The Chairperson calls the session to order and introduces themselves and any advisors present.
2. The Chairperson appoints a Secretary and then allows the members to introduce themselves as the Secretary checks the members' names and delegations on the roster.
3. The Secretary should note any absences or changes on the committee roster, which will eventually be sent to the presiding officer prior to the end of the committee session. The names of any legislators arriving late (after the roster has been sent) should be sent to the presiding officer in writing.
4. The Chairperson explains how the session will work and discusses the order of how legislation will be discussed.
5. The Chairperson explains the basics of parliamentary procedure to be used.
6. The Chairperson will proceed as follows for each committee bill:
 - a. The Chairperson will explain that all amendments must be written on amendment forms and given to the Secretary prior to being offered to the committee. (All amendment forms must be marked "pass" or "not pass" and then placed inside the bill jacket.)
 - b. The Chairperson will explain that any committee substitute bill should be addressed by completing a committee substitute form and given to the Secretary prior to being offered to the committee.
 - c. The Chairperson will explain how each committee member will be asked to evaluate each bill. Co-authors will be allowed one ballot per bill that they will share when they rank.

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- d. The Chairperson asks, "Is the author of Bill #_____ present?" If so, then the secretary will read the title of the bill.
 - e. The author will make a short statement about the bill and will need to reserve closing comments.
 - f. Any "friendly" amendments (misspellings, grammar or punctuation) will be addressed at this time. All "friendly" amendments will be placed on one amendment form no matter who makes the amendment and the word "friendly" shall be written at the top of the amendment form. The amendment form will then be placed inside the bill jacket.
 - g. Debate takes place, alternating speeches of opposition and affirmation, plus questions for the author (members may raise their hands to be recognized as opposed to standing).
 - h. The author will make their closing remarks (if reserved) when all debate and questions have ceased or the Chairperson has halted debate due to lack of discussion or length of time.
 - i. The Secretary will restate the title of the bill (any passed amendments) and proceed to a ranking on the bill (participation is restricted to committee members only).
 - j. The Secretary will collect the ranking sheets.
7. After the last bill is handled, the Chairperson will thank the committee for their work, requests a motion to adjourn and the session ends.

Ranking the Bills

1. At the conclusion of each bill, the Chairperson will instruct the committee members to rank the bill on four criteria:
 - a. State Importance
 - b. Evidence of Research
 - c. Feasibility (capability of being implemented)
 - d. Preparation and Presentation

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2. The Secretary will distribute one ballot to each bill author. If two students have co-authored a bill, they must share one ballot between them. The number of ballots on each bill should be equal to the number of bills being presented in committee.
3. The bills are ranked on a 1 to 5 scale, with 1 being "excellent" and 5 being "poor."
4. Students should total their score in the indicated space on the ballot.
5. Students must also remember to write the bill number, committee, and chamber at the top of each ballot.
6. The Secretary will collect the ballots, place them in the appropriate envelope, and submit them to the committee advisor.

After the Committee Session

1. The Chairperson and the Secretary will make sure all chairs are pushed under the tables and all trash is disposed of properly.
2. The Chairperson should sort the bills into numerical order and place all bills, bill jackets, forms and materials back in the committee envelope.
3. The Chairperson must complete the Committee Chairperson's Report Form and return it to the presiding officer.
4. Return the envelope with all the bills and the above material to your adult program coordinator upon the conclusion of your committee hearing.

Committee Substitute Bill

A "Committee Substitute Bill" may be created in two ways:

1. All authors involved may select and sign on to the strongest bill. Such a bill is referred to as "House or Senate Committee Substitute" followed by the bill's original number (e.g. HCS 27).
2. Parts of the original bills may be merged together, via direct combination or amendments, with all authors signing on to the new version. Such a bill is referred to as "House or Senate Committee Substitute" followed by the

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lowest number of the bills it replaced and places the letter "a" after the number (e.g. SCS 27a).

Miscellaneous

Committee Decorum

It is the Chairperson's responsibility to ensure that all delegates are in capitol dress when presenting and debating bills. All questions and problems concerning capitol dress and other issues in the Code of Conduct should be directed to an advisor or program coordinator.

Amendments

Amendments should be written on an amendment form and be ready before being proposed. Amendments may be debated and revised, then subjected to a vote. Passed amendments should be attached to the bill, with the changes written directly or noted on the bill. No bill can be amended so that the original intent of the bill is changed. Titles of bills cannot be changed, except for spelling errors.

Chairperson's Bill and Debate

Committee Chairpersons must relinquish their position when their own bills are to be presented and debated by their committee. Each Chairperson should select another committee member to act as Chairperson during such activity. Chairpersons should literally change seats with their replacements. Chairpersons may return to their positions after the committee has voted on their bills.

Chairpersons may not offer any debate, unless they first relinquish their position. Chairpersons should only take such action when the committee is overlooking an essential part of the debate at hand. Once a Chairperson relinquishes his/her position to participate in debate, they should not return to their position until after the committee has voted on the bill at hand.

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RULES COMMITTEE

The function of the Rules Committee is to determine the calendar for each chamber. The calendar is the order in which bills are debated in the chamber.

Structure

The Rules Committees are comprised of the following members. There will be a Rules Committee for each chamber. The presiding officer of the chamber shall serve as the chair of the Rules Committee for that chamber.

1. House Rules Committee: Speaker of the House or Speaker Pro Tempore, Floor Leader, and Committee Chairpersons
2. Senate Rules Committee: President of the Senate (Lieutenant Governor or President Pro Tempore of the Senate, Floor Leader, and Committee Chairpersons

Activities

The Rules Committees meet at the hotel each night at 11:00 p.m., as well as other times throughout the day. Committee Chairpersons will need their committee packets and priority lists, plus any notes they may have taken during the committee sessions which help them recall the importance of each bill.

There is no formal procedure for placing bills on the calendar. It is recommended, however, that the Rules Committee strive for two types of balance, which will build a good legislative session and lead to engaged and productive debate.

1. Balance among committees is important so that all legislators remained involved. This type of balance ensures diversity in the subjects brought to the floor.
2. Balance between "debate" and "consent" bills helps promote good discussion while also creating a positive atmosphere via the passage of highly-favored legislation.

Calendars

The calendar for each chamber must be set before the corresponding Rules Committee may adjourn. Each Rules Committee must type the calendar at the conclusion of the meeting and provide copies for their chamber to the presiding officer, floor leader, secretary, program coordinators, and news media.

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PARLIAMENTARY PROCEDURE FOR PRESIDING OFFICERS LEGISLATIVE SESSION PROCEDURES

Starting Each Day of Session

Call the chamber to order.

Ask everyone to rise and ask the Chaplain to come forward to lead the Pledge of Allegiance and offer a meditation or prayer.

Chaplain speaks

Introduce self and other Program Leaders (Chaplain, Reading Clerk, Secretary, Sergeant-At-Arms, Floor Leader)

Ask Secretary or Reading Clerk to announce the calendar.

Recessing the Sessions

Floor Leader rises.

Ask for what purpose does the Floor Leader rise.

Floor Leader responds to move for recess until a specified time.

Ask for all those in favor of recessing to say "aye."

Ask for those opposed to say "no."

State the chair is not in doubt and that the chamber is recessed until the specified time.

Resuming the Session after a Recess

Call the Chamber to order

Describe the point at which the session is to be resumed, including who has the floor.

Resume the session.

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At the first break between bills, ask the Secretary/Reading Clerk to announce the calendar.

Reading Clerk speaks.

Ending the Sessions

Floor Leader rises.

Ask for what purpose does the Floor Leader rise.

Floor Leader responds to move to adjourn this year's session.

Ask if there is a second.

Someone responds.

Ask for all those in favor of adjourning to say "aye."

Ask for those opposed to say "no."

State the chair is not in doubt and that this year's session is adjourned.

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DEBATE DURING SESSION

Debating a Bill

Floor Leader rises.

Ask for what purpose does the Floor Leader rise.

Floor Leader moves to perfection and final passage of Bill # _

Ask the Reading Clerk to read the bill by title and amendments only

Reading Clerk speaks.

Ask if there is an author or sponsor present.

Author/Sponsor rises.

Ask the author/sponsor if he/she would like to reserve a closing statement.

Author/Sponsor responds.

Tell the author/sponsor to state his/her name and delegation and proceed.

Author/Sponsor speaks-make the speakers' list.

Announce the beginning of a period of questions for the author. Ask for questions.

Senator/Representative ask questions. Author responds.

Ask for a speech in opposition

Senator/Representative rises.

Ask for what purpose does Senator/Representative #_ rise.

If in order, tell the Senator/Representative to state his/her name and delegation and proceed.

Senator/Representative speaks-mark the speakers' list.

Ask for a speech in affirmation.

Senator/Representative rises.

Ask for what purpose does Senator/Representative # _ rise.

If in order, tell the Senator/Representative to state his/her name and delegation.

Senator/Representative speaks-mark the speaker' list

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Important Reminders

1. Continue alternating speeches of opposition and affirmation, so all speakers receive an opportunity.
2. Be sure that no one speaks more than once on the bill or amendment unless everyone else has been given the opportunity to speak. Use the speakers' list to track who is speaking.

Handling Amendments

Senator/Representative rises to propose an amendment.

Ask the Reading Clerk if he/she has a copy of the amendment and then to read it.
Reading Clerk speaks.

Ask the author/sponsor if he/she would like to reserve a closing statement.
Author/Sponsor responds.

Tell the Author/Sponsor to state his/her name and delegation and proceed.
Author/Sponsor speaks-mark the speakers' list.

Ask for a speech in opposition
Senator/Representative rises.

Ask for what purpose does Senator/representative # _ rise.

If in order, tell the Senator/Representative to state his/her name and delegation and proceed.
Senator/Representative speaks-mark the speakers' list.

Ask for a speech in affirmation.
Senator/Representative rises.

Ask for what purpose does Senator/representative # _ rise.

If in order, tell the Senator/Representative to state his/her name and delegation and proceed.
Senator/Representative speaks-mark the speakers' list

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Handling Points of Information

Senator/Representative rises to ask the Author/Sponsor/Speaker a question.

Ask the Author/Sponsor/Speaker if he/she will yield for a question.

Author/Sponsor/Speaker responds.

If yes, tell the Senator/Representative to state his/her name and delegation and proceed.

Senator/Representative asks questions and Author/Sponsor/Speaker responds.

If no, call on the next Senator/Representative who rises to speak.

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VOTING ON BILLS AND AMENDMENTS

Procedure to Vote

Floor Leader rises.

Ask for Floor Leader for what purpose does he/she rise (whenever debate becomes monotonous or dead, or when the time limit expires, or when the Floor Leader rises).

Floor Leader responds to call the question on bill # _ or the amendment.

Ask if there is a second.

Someone responds

Ask for all those in favor of calling the question on bill # _ or the amendment to say "aye."

Ask for those opposed to say "no."

State the chair is not in doubt and return to debate if the motion fails. Go to procedures below if the motion passes (by a two-thirds majority) or the time limit has expired (if chair is in doubt about the voice vote, or a member calls for division, then a standing vote must be taken).

Ask the Author/Speaker of the bill or amendment if he/she wished to give a closing statement.

Author/Sponsor speaks.

Announce the chamber will now vote on bill # _ or the amendment.

Ask the Sergeant-At-Arms to seal the chambers

Ask the Reading Clerk to read the bill by number and title only or read the entire amendment.

Reading Clerk speaks.

Ask for all those favor of the bill or the amendment to stand.

Senators/Representative stand while Committee Chairs count and report.

Tell Senators/Representative they may be seated.

Ask for all those opposed to the bill to stand

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Senators/Representatives stand while Committee Chairs count and report.

Tell Senators/Representatives they may be seated.

Ask for any abstentions to stand.

Senators/Representatives stand while Committee Chairs count and report.

Announce that by vote of _ in favor and _ opposed, bill # _ or the amendment passes/fails.

Senators/Representatives may applaud here, if deemed appropriate.

Ask the Sergeant-At-Arms to unseal the chambers.

Important Reminders

1. If the vote was on amendment, then debate on the bill (including any amendment if passes) resumes with whichever type of speech was in order before the amendment was proposed.
2. This process will be repeated for each bill and amendment.

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COMMON PHRASES FOR FLOOR LEADER

SESSION PROCEDURES

At the beginning of each day, after the Presiding Officer has called the chamber to order, there is a prayer and the Pledge of Allegiance (or after lunch, the Presiding Officer just calls the chamber to order). That is when you rise.

Remember, any time the Floor Leader rises, s/he will be recognized before anyone else. The PO will say "For what reason does the Floor Leader rise?" That is your cue. Be sure you know what to say. There is nothing more embarrassing than having the PO say that and for you to still be sitting down with no idea what you are supposed to do.

To introduce new legislation:

I move for perfection and final passage of House/Senate Bill #_____.

When time for debate expires (requires 2/3 majority vote):

Due to lack of time, I call the question on House/Senate Bill #_____.

Due to lack of time, I move the previous question.

To end debate for other reasons (requires a 2/3 majority vote):

Due to lack of debate, I call the question on House/Senate Bill #_____.

Due to similarity of debate, I call the question on House/Senate Bill #_____.

If there is not enough time to compete debate but it is too early to recess, you may rise and say:

Due to the time, I move that we table discussion of House/Senate Bill #_____ until after lunch (or tomorrow morning).

*If 20 or more minutes remain in the session, begin and complete the bill. If 10 minutes or less remain, you may recess. Nevertheless, try to stay within 10 minutes of your scheduled time.

In that case, upon returning from lunch, or immediately after the chair calls the session to order the next day:

I move that we take House/Senate Bill #_____ from the table.

At the end of each day:

Due to the time, I move that we recess until tomorrow.

Before lunch:

Due to the time, I move that we recess until _____ (insert time chamber must return).

At the end of the State Convention (Saturday):

I move that we adjourn the State Convention.

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RELINQUISHING YOUR POSITION

When your bill comes up you must yield your position to someone else:

I wish to relinquish my seat to _____ (insert name of Assistant Floor Leader).

After the end of the vote on your bill, the Acting Floor Leader will rise and say:

I wish to relinquish my seat to the Floor Leader. S/he then moves out of your seat.

Then you rise (or remain standing) and move for perfection and final passage of the next bill on the calendar.

You may relinquish your seat if you wish to join in the debate on bill. BUT, if you do, you may not reclaim your position as Floor Leader until after the vote on that bill. It would be a conflict of interest to reclaim it before the vote.

If someone wants something fancy to happen, s/he must get your cooperation. For example, if s/he wishes to introduce a motion to reconsider a hasty action, you will have to remain seated so that the chair will recognize him. If you rise, you will be recognized before that person and their moment will have passed.

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IMPORTANT REMINDERS

Because you are the one who guides debate, you must always be aware of several things.

1. What is the next bill on the calendar?
2. What is the bill after that?
3. Have any bills from the other chamber been inserted?
4. Is anything fancy happening?
5. What time is it?
6. Will there be time to complete debate before you adjourn/recess?

Because you are on the one who guides debate, nothing can happen until you arrive. Be on time. Never make the chamber wait for you.

Work with the PO so that your chamber can run smoothly and the delegates can debate as many bills as possible. It is desirable for every delegate to have a chance to present their bill and have it thoroughly debated. However, do not rush things.

Try to keep a feel for the timing of the whole convention. Do not run out of bills to debate three hours before the convention ends. This is where you communicated with your PO and adult program coordinator of the chamber.

Do not hesitate to ask a question about something which might come up further along the way. ANTICIPATE! That is what will make your chamber run well.

If you run for office in the future, it will work in your favor if you are able to say something like "I was the Floor Leader in the Senate/House and I directed the debate and worked with the PO so that every delegate had a chance to have his/her bill thoroughly debated."

But most of all, remember to have some fun. You have volunteered to become deeply involved in the program. You are a key player and will not be sitting on the sidelines. Meet people, make friends, and enjoy yourself!

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HELPFUL HINTS FOR PROGRAM LEADERS

PRESIDING OFFICER

1. All motions, debates, and actions in the chamber much go through the Presiding Officer.
2. The motion before the chamber much be disposed of before new business can be handled.
3. The Floor Leader is the Presiding Officer's best friend when it comes to managing debates.
4. The Sergeant-at-arms is the Presiding Officer's best friend when it comes to maintaining decorum.
5. The Secretary and Reading Clerk are the Presiding Officer's best friends when it comes to tracking votes and legislation.
6. The Chaplain is the Presiding Officer's best friend when it comes to starting each day of the session.
7. An Index card is the Presiding Officer's best friend when it comes to remembering the numbers of votes required for both simple and two-thirds majorities (based on the total number of registered members in each chamber)
8. Another index card is the Presiding Officer's best friend when it comes to remembering is a speech in opposition or affirmation is in order.
9. The Speakers' List is essential for monitoring precedence on each bill and amendment.
10. The Rules of the General Assembly and Parliamentary Procedure Chart printed in the Bill Book can answer almost every procedural dispute or question.

There is a distinct difference between a point of order, a parliamentary inquiry, and a point of information. Learn the difference and share with others.

Bills should be stored in the File Boxes for each chamber and kept in the Legislative workroom. All legislation placed on the calendar should be filed by committee in order according to bill number. Legislation that fails to reach the calendar should also be filed, in alphabetical order by committee, under a separate heading in the file boxes. It is essential that any action on bills is marked on the bill jacket and that all are filed appropriately after being handled. Presiding Officers are responsible for transporting the file boxes to and from the Capitol.

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FLOOR LEADER

1. Has the sole power to make all motions to introduce bills and to end debate on bills and amendments.
2. Helps create the calendar for the chamber with the Rules Committee, and much take care to follow the calendar when introducing bills
3. The Presiding Officer will help the Floor Leader intersperse within the existing calendar bills from the other chamber and vetoed bills.
4. Debate should end for on the following reasons.
 - a. Lack of debate for and against the bill or amendment
 - b. Monotonous/repetitious debate on the bills or amendment
 - c. Thirty minutes have passes since the bill was introduced
5. A second and a two-thirds majority vote are needed to end debate (unless thirty minutes have passed), and the Floor Leader should wait a few minutes and try again if a motion to end debate fails the first time it is made.
6. The Presiding Officer will help the Floor Leader monitor debate, and may request motions from the Floor Leader as necessary.
7. Must relinquish his/her position to another member in order to present or debate a bill

SERGEANT-AT-ARMS

1. Should alert the individual involved, as well as the Presiding Officer, of any decorum problems or conduct violations that occur in the chamber
2. Responsible for the careful usage of all state property in the chamber.
3. Controls all access to the chamber, and should monitor the room to ensure the appropriate people are in their designated areas and all notes are properly screened.
4. Rises to notify the Presiding Officer of those who bid entry to the chamber, and then announces the names and titles of those who enter.
5. Ensures that voting is carried out legitimately and effectively.

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SECRETARY

1. Responsible while at the Capitol for the file box of bills and materials for the chamber, and should give the box directly to the Presiding Officer at the end of each day to be taken back to the Hotel.
2. Maintains an accurate calendar for the chamber, including bills from the other chamber and vetoed bills as they are placed on the calendar by the Presiding Officer and the Floor Leader.
3. Tallies all votes as they are reported in the chamber and reports them to the Presiding Officer.
4. Tracks the action taken on each bill on the bill jacket and attaches all amendments.
5. Sends all passed bills out of the chamber, returns all failed bills to the chamber of origin, and notifies the Presiding Officer and the Floor Leader as soon as bills are received from the other chamber or from the Governor.
6. Must relinquish his/her position to another member in order to present or debate a bill.

READING CLERK

1. Reads only the title of each bill and any amendments added in committee the first time it is brought to the floor.
2. Reads all amendments offered to the chamber during debate.
3. Reads each bill by number and title only immediately prior to voting.
4. Writes the number of each bill brought to the floor, as well as the status of current legislation, on the dry-erase board at the front of the chamber.
5. Records the activities of the chamber on the Legislative Tracking Form, including the times of both introduction and voting for each bill.
6. Must relinquish his/her position to another member in order to present or debate a bill.

CHAPLAIN

1. Leads the Pledge of Allegiance and prayer/meditation at the beginning of each day of the legislative session.
2. All prayers/meditations must be written out and reviewed by the Program Coordinator prior to being given in the chambers.