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**GUIDE FOR THE PREPARATION
OF
LEGISLATIVE REPORTS**

PREPARED FOR THE
COMMITTEE ON
ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE



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(III)

GUIDE FOR THE PREPARATION OF LEGISLATIVE REPORTS

When proposed legislation or other matters are recommended to the Senate by the Committee, they are accompanied by a report of the Committee. The most usual case is a report on a legislative measure (bill or resolution). Reports of oversight investigations, nominations, and other matters require special treatment and cannot be easily generalized. The Rules of the Senate (paragraph 10(b), Rule XXVI) provide that: "It shall be the duty of the chairman of each Committee to report . . . promptly to the Senate any measure reported by his Committee." Thus, when the Committee orders a bill or other matter reported, the preparation of the Committee report automatically becomes a high priority task for the Committee staff.

Uniformity in format among reports is not a formal requirement of the Senate, although several parts of the report are prescribed by law or Senate rule. The principal reasons for following the format set forth in this guide are:

1. It provides the writer with a checklist to avoid inadvertent omissions of material;
2. It expedites completion of reports because "boilerplate" sections need not be composed anew for each report;
3. It facilitates teamwork or assistance with report preparation by other professional and clerical people when necessary; and
4. It facilitates review of reports which are being written by several individuals.

The following is a general outline of the major parts of a legislative report. Unless there are compelling reasons to do otherwise and the staff has received clearance to do so by the Chief Counsel, the sequence of parts shown in the outline should be used and all of the parts with asterisks must be included. Parts without asterisks can be omitted if the situation dictates.

A template for reports is available as a macro in the Committee's word processor software. The template includes the mandatory sections of the report together with the boilerplate introductory language for the sections. Optional sections may be added as nec-

essary, but all mandatory sections must be included in the report. To the extent that portions of the background memoranda for hearings or the agenda items for the business meeting reflect sections of the report and had previously been cleared with the Minority, the process of preparation, clearance, and filing of the report can be expedited.

GENERAL OUTLINE FOR COMMITTEE REPORTS

- *1. Cover page
- 2. Table of Contents
- 3. Amendments
- *4. Purpose of the Measure
- 5. Summary of Major Provisions
- *6. Background and Need
- *7. Legislative History
- *8. Committee Recommendation and Tabulation of Votes
- 9. Committee Amendments (explanation)
- 10. Section-by-Section Analysis
- *11. Cost and Budgetary Considerations including Congressional Budget Office estimates
- *12. Regulatory Impact Evaluation
- *13. Executive Communications
- 14. Supplemental, Minority and/or Additional Views
- *15. Changes in Existing Law
- 16. Appendix

Each of the parts listed is discussed in the following pages.

1. Cover Page

The preprinted cover page form is filled out as shown on the attached example. The numbered items are described below:

- 1. Self explanatory.
- 2. Self explanatory.
- 3. Leave blank.
- 4. Leave blank.
- 5. Provide a brief, cogent title. The short title of the bill, if any, or some other descriptive phrase may be used. Strive to avoid confusion with other reports, similar reports in earlier years, etc.
- 6. Leave the date blank.
- 7. The Full Committee Chairman files the Committee report.
- 8. Number of bill being reported.
- 9. Self explanatory.
- 10. Self explanatory.

Calendar No. (3)

(1) 106TH CONGRESS } (2) 1st Session }	SENATE	{ REPORT 106- (4)
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(5) BRIEF TITLE

(6) _____, 1998.—Ordered to be printed

(7) Mr. _____, from the Committee on Energy and Natural Resources, submitted the following

REPORT

(8) [To accompany -----]

(9) The Committee on Energy and Natural Resources, to which was referred the

Act (-----),
 (10) bill (-----),
 joint resolution (-----),

(11) (INSERT TITLE)

having considered the same, reports favorably thereon

without amendment
with an amendment

(12) with amendments
 with an amendment and an amendment to the title
 with amendments and an amendment to the title

and recommends that the

(13) Act,
 bill,
 joint resolution,
 as amended, do pass.

(14)

11. Fill in the complete title of the measure as it was introduced.

12. The Secretary of the Senate has requested us to characterize the nature of the amendment or amendments by indicating on the cover whether they amend the text, preamble, and/or title of the measure.

13. Self explanatory.

14. Begin the body of the report on a new page.

After a measure is reported, the printer will normally provide a completed cover page for the report to the staff responsible for preparing the report together with the text of any amendments adopted by the Committee.

2. Report Table of Contents

On very voluminous reports (there should be very few in the course of a normal Congress) a table of contents will be of assistance to users who do not intend to read the entire document or who are using it for reference. Very short reports obviously do not require a table of contents and including one needlessly adds to the printing and proofreading job.

3. Amendments

The amendments which are being recommended by the Committee should be formally set forth at the outset of the report. If a substitute text was adopted it should be printed at this point. The printer will normally prepare the amendment and attach it to the cover page before giving it to the professional staff. The professional staff must ensure that the printer has a copy of all amendments adopted by the Committee and that the text attached to the cover page is accurate.

The amendments must follow rigorously the action taken by the Committee in the markup. Rule 7(d) of the Committee rules authorizes the staff to make necessary, technical and clerical corrections in the measure.

While this is not intended to be a short course in legislative drafting, the following rules must be observed.

In defining amendments to a Senate bill, the page and line numbers of the bill as originally introduced and printed must be used. Committee prints and other intermediate documents have no formal standing. The Committee must report to the Senate (and the Bill Clerk) the changes which it recommends be made to the text of the measure formally before the Senate.

When the Committee is reporting a House measure already passed by the House, the page and line numbers of the text of the House "Act" which was referred to the Committee must be used to

describe amendments. If the “Act” has not been printed, the official papers must be used as the reference.

When an entire new text is substituted, it constitutes only one amendment and it states:

Strike out all after the enacting clause and insert the following:

An amendment to the title of a bill must be stated as a separate amendment and is shown as the final amendment if there are any others:

Amend the title so as to read: “a bill to provide . . .”

Clarity in describing amendments often requires some ingenuity in determining how much to strike and revise; how to handle punctuation changes, and how to avoid ambiguity. The principal trade-off is between economy of presentation (striking and replacing extensive text encompassing several changes) and specificity about the effect of the amendment. Liberties may not be taken with the Committee’s instructions.

The formal descriptions of amendments set forth in the report must conform exactly with the graphic representation of the changes shown in the text of the reported bill.

This section of the report is simply a technical statement of the amendments which the Committee is recommending. The narrative discussion of the intent of the justification for the amendments will be included later in the report.

4. Purpose of the Measure

This part of the report should be a concise statement, in plain language of the principal objectives of the measure. It should quickly inform a reader of the main thrust of the measure. It is not a section-by-section analysis or a sales pitch.

5. Summary of Major Provisions

A report on an uncomplicated measure may omit this part as it will be encompassed by the discussion of the “Purpose of the Measure” above. If a bill has multiple provisions and several sections or titles, it will assist the users of the report if the major provisions are set forth in summary at the outset. This part should be in plain language, and it may omit less significant provisions. It should emphasize significant changes in policy that are included in the measure. It should not paraphrase the bill nor should it duplicate the section-by-section analysis. If it is not a concise summary, it adds nothing to the report.

6. Background and Need

This part is intended to set forth the situation that gave rise to the measure and to provide a justification for the policies and actions proposed in the measure. An historical background is appropriate, including a discussion of the origin of, and experience under, existing programs and policies affected by the measure.

The need section is the appropriate place for a justification (sales pitch). Each report should set forth the reasons why the Committee believes the Senate should pass the measure as reported. The statement need not be lengthy, but it should reflect any discussion in Committee.

A carefully crafted background discussion will strive to be responsive to the questions which would logically occur to a person studying the measure. The purpose of this section, as of the entire report, is to efficiently and effectively inform the reader of the circumstances giving rise to the legislation. The measure of the report writer's competence is the ability to select those facts that are essential for an appreciation of the measure and will be required for its comprehension.

It is a disservice to everyone who must use the report to spill the contents of the hearing record and the staff person's files into the background section. Excessive length actually reduces the effectiveness of the report as a persuasive argument because material must be read before it convinces. Unnecessary or peripheral discussion in reports may gratuitously raise sincere but irrelevant concerns about legislative proposals or provide material for opponents who seek to introduce doubts into debate on the Floor or in conference. Everything put into a report should have a reason for being there.

Quotes from the hearing transcript usually should be avoided. The information in a quote almost always can be more economically restated. It is not the purpose of the report to enshrine the utterances of favorite agency officials or client group representatives, or to create a personal identity with the legislation on the parts of various individuals.

7. Legislative History

This section should be an abbreviated, factual account of the legislative history of the measure which took place preceding the report. It should include:

- Related measures introduced in earlier Congresses and the action taken.
- Similar pending measures that will be preempted by the reported measure.
- History of the reported measure, including introduction, hearing dates, markup dates, etc.

- A complete list of cosponsors at the time, including those added after introduction.

8. *Committee Recommendation and Tabulation of Votes*

If there was a record vote on reporting the measure or if individual members specifically requested that their support or opposition be recorded, the vote or statement should be recorded at the conclusion of this section.

The Senate rules require that all roll call votes taken in markup sessions be announced and permanently recorded. We have developed the convention that such votes on amendments will be announced in open markup when they occur and included in the permanent record of the meeting. The staff person handling a measure shares the responsibility to insure that the minutes of the markup are accurate, but votes on amendments should not be included in reports. Roll call votes on reporting the measure must be tabulated in the report, showing which votes were by proxy. Make sure that listing members and the vote count agree. A sample of the format is as follows:

COMMITTEE RECOMMENDATION AND TABULATION OF VOTES

The Senate Committee on Energy and Natural Resources, in open business session on May __, 1995, by majority vote of a quorum present recommends that the Senate pass S. ____, if amended as described herein.

The rollcall vote on reporting the measure was 14 yeas, 4 nays as follows:

YEAS	NAYS
Mr. Murkowski	Mr. Dorgan
Mr. Hatfield	Mr. Campbell
Mr. Domenici *	Mr. Nickles
Mr. Craig	Mr. Thomas
Mr. Kyl	
Mr. Grams	
Mr. Jeffords	
Mr. Burns	
Mr. Johnston	
Mr. Bumpers	
Mr. Ford	
Mr. Bradley	
Mr. Bingaman	
Mr. Akaka	

* Indicates vote by proxy.

9. Committee Amendments

This part explains the amendments recommended by the Committee. The actual amendments will have been set forth at the beginning of the report and may be referred to in this section by number. Obviously, if an entire new text has been substituted, it is important to describe, in some detail, all of the significant changes resulting from the substitution.

The Committee's reason for recommending the amendments should be included in the explanation. It is important, however, to accurately reflect the discussion that took place in the markup or the explanations that were set forth in written discussions of the amendments that were before the members at the time. The staff should scrupulously resist any temptation to extemporize upon the Committee's views and make unwarranted legislative history on the amendments. It is the responsibility of the professional staff associated with each report to police this matter. Infractions can result in most serious reflections upon staff integrity.

10. Section-by-Section Analysis

This part is necessary in complex or extensive measures to amplify the proposed statutory language by filling in references to other existing law or policy, providing guidance in interpretation of qualitative words and phrases, and expressing Committee attitudes and expectations. The discussion should be of the bill as amended by the Committee. Differences between the bill as introduced and as reported normally would be discussed in "Committee amendments."

The previous caveats about extending the discussion beyond the Committee's expressed intent are applicable. If the statutory language of a section is clear on its face and no amplifying Committee expression was made in markup, no explanation need be included in the section-by-section analysis. Simply state "The section is self explanatory". Paraphrasing statutory language without adding or subtracting meaning is difficult. Great care should be exercised in writing both the Committee Amendments and Section-by-Section Analysis. These sections often are referred to in litigation to interpret the intent of Congress, and it is imperative that the discussion reflect what was intended by the Committee and only what was intended by the Committee.

11. Cost and Budgetary Considerations

The Legislative Reorganization Act of 1970, as amended (paragraph 11(a), Rule XXVI), requires that each report include an estimate of the cost of carrying out the proposed measure for the five fiscal years beginning with the fiscal year in which the bill is re-

ported. This estimate normally will be prepared by the Congressional Budget Office and provided in letter form. The text of the letter usually is simply included in the report with the following preamble:

The following estimate of costs of this measure has been provided by the Congressional Budget Office.

Absence of this part of the report is grounds for a point of order on the Floor of the Senate.

Every effort should be made by the professional staff member responsible for the measure to facilitate timely receipt of the CBO estimate. The responsible staff member should alert CBO to the need for a CBO estimate and furnish them with any amendments or other materials needed to make the cost estimate. It may be necessary to assist CBO in the interpretation of the measure and amendments. It is not necessary to furnish CBO with a draft copy of the report.

If the urgency of reporting or other circumstances require the report to be filed prior to receipt of the CBO report, the Committee should include its own best estimate of costs along with the following remark:

The Congressional Budget Office estimate of the costs of this measure has been requested but was not received at the time the report was filed. When the report is available, the Chairman will request it to be printed in the Congressional Record for the advice of the Senate.

Of course, the responsible professional staff person should be sure that the report is included in the Record when received by providing the Chief Counsel with a copy and appropriate statement for the Chairman.

The budgetary impact of legislation can be an important factor in Floor debate. Cost implications can become a convenient argument for opponents of a measure. Where significant costs are involved, therefore, it will be useful to include in this section of the report some discussion and, if necessary, justification of the costs associated with the measure and its relation to the President's budget, the Congressional budget resolutions, and current appropriations levels, if any.

Coordination with CBO and the Budget Committee will usually insure that there is no disagreement concerning the estimate of the cost impact of a particular measure. Estimates, however, sometimes involve considerable judgment. The responsibility for expressing the intent of the measure, as reported, rests primarily with the Committee of jurisdiction. If the CBO estimate is at variance with the professional staff's judgment of the Committee's in-

tent or of the programmatic impact of the measure, every effort should be made to resolve the disagreement by informal discussion. If it cannot be resolved, it is entirely appropriate to include the Committee's own estimate in the report along with that of CBO. If this is done, it should be presented as objectively as possible with some discussion of the nature of disagreement on assumptions.

12. Regulatory Impact Evaluation

The Senate rules require that all Committee reports contain an "evaluation of the regulatory impact which would be incurred in carrying out the bill or joint resolution." The text of the rule (paragraph 11(b), Rule XXVI) is set forth below; it has a fairly straightforward description of each of the four points to be addressed in this section. Please note that the rule provides an alternative in subsection (2) if compliance is "impracticable."

11(b) Each such report (except those by the Committee on Appropriations) shall also contain—

(1) an evaluation, made by such Committee, of the regulatory impact which would be incurred in carrying out the bill or joint resolution. The evaluation shall include (A) an estimate of the numbers of individuals and businesses who would be regulated and a determination of the groups and classes of such individuals and businesses, (B) a determination of the economic impact of such regulation on the individuals, consumers, and businesses affected, (C) a determination of the impact of the personal privacy of the individuals affected, and (D) a determination of the amount of additional paperwork that will result from the regulations to be promulgated pursuant to the bill or joint resolution, which determination may include, but need not be limited to, estimates of the amount of time and financial costs required of affected parties, showing whether the effects of the bill or joint resolution could be substantial, as well as reasonable estimates of the record keeping requirements that may be associated with the bill or joint resolution; or

(2) in lieu of such evaluation, a statement of the reasons why compliance by the committee with the requirements of clause (1) is impracticable.

The following introduction is set forth in the template:

In compliance with paragraph 11(b) of Rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. ____.

If the bill has no regulatory impact, the following language (also set forth in the template) may be adopted and expanded to fit the program involved:

The bill is not a regulatory measure in the sense of imposing Government established standards or significant economic responsibilities on private individuals and businesses (Characterize the type of program in the bill).

No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy.

Little if any additional paperwork would result from the enactment of S. ____.

13. Executive Communications

In this part of the report, the full text of pertinent letters from Executive agencies communicating the recommendations of the agencies concerning the proposed measure should be set forth. The comments of all agencies which submitted formal legislative reports should be included even if they are repetitive. If formal reports had not been requested previously, they should be requested when hearings are scheduled.

Where legislative reports include lengthy attachments, some discretion should be exercised. Material included in printed hearing records should be omitted from the report provided the omission is noted and does not detract from the meaning of the formal recommendations. A reference to the hearing record should be included.

The following introduction is set forth in the template:

The pertinent legislative reports received by the Committee from the Department of _____ setting forth Executive agency recommendations relating to S. (H.R.) ____ are set forth below:

In some instances, formal agency reports may not have been received. The report should reflect that such views were requested and not received at time of filing and may, in appropriate circumstances, include testimony by agencies presented at a hearing in lieu of such a report.

If the Committee has not received a report, insert the following language which is set forth in the template:

On _____, the Committee on Energy and Natural Resources requested legislative reports from the Department of _____ and the Office of Management and Budget setting forth executive views on _____. These reports had not been received

at the time the report on S. (H.R.) ____ was filed. When the reports become available, the Chairman will request that they be printed in the Congressional Record for the advice of the Senate. The testimony provided by (agency) at the Subcommittee hearing follows:

14. Supplemental, Minority or Additional Views

The Legislative Reorganization Act of 1946, as amended (paragraph 10(c), Rule XXVI), provides that if a member of the Committee gives notice of his intention at the time of Committee approval of a measure, he may file supplemental, minority, or additional views to be included as part of the report. The member or members shall be entitled to not less than three calendar days to file such views with the clerk (Staff Director) of the Committee.

If supplemental, minority, or additional views are included in a report, the cover shall state that fact as follows:

Mr. -----, from the Committee on Energy and Natural Resources, submitted the following

REPORT

together with

MINORITY AND ADDITIONAL VIEWS

(or appropriate other designation)

(To accompany S. ____)

Supplemental or additional views or “minority” views of members must be signed by the member. Where several members join in a set of views, each member must sign.

15. Changes in Existing Law

When any proposed measure would result in amendments to the statutory language of existing law, the report must include a statement of the changes (paragraph 12, Rule XXVI, known as the Cordon Rule). The pertinent portions of existing law should be set forth in roman type. It is not necessary to include an entire Act, but sufficient context—sections, title, etc.—must be displayed to make the changes meaningful without reference to other sources. The existing law, of course, must be corrected to incorporate any earlier amendments already enacted.

Note that except for those titles of the United States Code that have been enacted into positive law, the United States Code is not law and not the statute being amended. The United States Code is an effort to assemble the various statutes of the United States into an organized format and to reflect the current status of the

laws. Most of the areas of Federal law dealt with by the Committee are included in Titles of the United States Code that have not been enacted into positive law (e.g. Titles 15, 16, 30, 42, 43, and 48). Unless the title has been enacted into positive law, staff should not assume that the Code is accurate. The Code will routinely delete expired authorizations even though they remain part of the statute. Changes in existing law must be to the statute (as amended) and it is the responsibility of the staff, if necessary, to reproduce the relevant section of the statute and incorporate all subsequent amendments. The Code can be helpful, but is not a substitute. If the staff determines that the language of the Code does reflect current law, it may be used but it is still necessary to replace the Code citation (48 U.S.C. 1423) with the proper statutory citation:

Act of August 1, 1950 (64 Stat. 387)

On House-passed measures, staff should not assume that the changes in existing law reflected in the House report are accurate. Staff should also remember that the report the Committee is filing is being done pursuant to Senate rules, not House rules.

The deletions that would be made by the proposed measure are enclosed in heavy brackets, and the new matter which would be inserted is shown in italic.

Changes in existing law shall be introduced as set forth in the template and as shown below:

[Sample]

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill S. ____, as ordered reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

If there are no changes in existing law made by the measure, the following statement also set forth in the template should be included:

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by the bill S. ____ as ordered reported.

16. Appendix

Upon rare occasions, an appendix may be included in a legislative report. It is appropriate where special circumstances dictate the inclusion of a document, map, tabulation, or other matter which is essential to the utility or necessary for the comprehension of the report, but which is not integral to the discussion or a part of the executive communications.

An example might be a report on a resolution approving an international agreement. The text of the agreement could be included in an appendix to the report. The appendix should not be used to salvage extraneous matter pruned out of the body of the report.

PREPARING A BILL TO BE REPORTED

A sample bill to be reported is attached and filled out accordingly. The numbered items are described below:

First page of bill

1. Calendar No. _____
2. Report No. _____
3. Reported by _____ with or without an amendment.
4. Strike all language to be deleted from bill and mark as shown with the word "linetype".
5. New language inserted should be indicated with the word "italic."

Please remember when preparing a bill to be reported to show each page with text on one side only as shown on the attached sample.

The printer will normally prepare the text of the bill and include the amendments adopted by the Committee. It remains the responsibility of the professional staff to ensure that all amendments are included as adopted by the Committee.

REVIEW AND FILING OF REPORTS

Reports are printed by the Senate after they have been filed by the Chairman. One copy each of the report and the accompanying bill must be filed with the Bill Clerk after the review process is complete.

The report may be filed in typed copy and reasonable amounts of legible pen and ink corrections are acceptable. Reports which are unusually long or complex or which include numerical data, tabulations, or other difficult material may be set in galley or page proofs at the request of the Committee so that the typesetting errors can be corrected before the report is filed.

SAMPLE BILL

(1) Calendar No. 551

105TH CONGRESS
2D SESSION**S. 1665**

(2) [Report No. 105-]

To reauthorize the Delaware and Lehigh Navigation Canal National Heritage Corridor Act, and for other purposes.

 IN THE SENATE OF THE UNITED STATES

FEBRUARY 23, 1998

Mr. SPECTER (for himself and Mr. SANTORUM) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

SEPTEMBER 8 (legislative day, AUGUST 31), 1998

(3) Reported by Mr. MURKOWSKI, with amendments

[Omit the part struck through and insert the part printed in *italic*]

A BILL

To reauthorize the Delaware and Lehigh Navigation Canal National Heritage Corridor Act, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Delaware and Lehigh
5 National Heritage Corridor Act Amendments of 1998”.

1 ~~“(2) 3 individuals appointed by the Secretary~~ (4)
 2 ~~from among individuals recommended by the Gov-~~ **Linetype**
 3 ~~ernor, of whom—~~

4 *“(2) 3 individuals appointed by the Secretary*
 5 *upon consideration of individuals recommended by* (5)
 6 *the governor, of whom—* **Italic**

7 “(A) 1 shall represent the Pennsylvania
 8 Department of Conservation and Natural Re-
 9 sources;

10 “(B) 1 shall represent the Pennsylvania
 11 Department of Community and Economic De-
 12 velopment; and

13 “(C) 1 shall represent the Pennsylvania
 14 Historical and Museum Commission.”;

15 (3) in paragraph (3), by striking “the Sec-
 16 retary, after receiving recommendations from the
 17 Governor, of whom” and all that follows through
 18 “Delaware Canal region” and inserting the follow-

Discretion should be used in requesting galleys on reports. The majority of short reports are filed in typed form, and the errors are not noticeably greater than those found in reports pre-typeset before filing. Serious errors which are entirely typesetting errors will be corrected by the Government Printing Office (GPO) in a "star print."

When a report is to be preset, the copy sent to GPO should be as complete and accurate as it would be if it were to be filed in typescript. Setting pieces of reports in type while drafting other parts while still in progress would be resorted to only under the most extraordinary time constraints and only with the approval of the Staff Director or Chief Counsel.

When typeset copy is changed drastically to insert and remove matter and to make extensive revisions, the probability of typesetting errors is as great, or perhaps greater, than when typesetting is done originally from clean copy. Obviously, the advantage of presetting the report is lost.

The responsible staff person should work with appropriate Minority staff and carefully consider their suggestion for material to be included in the report. The value of preparing joint background memoranda that follow the format of a report for hearings should be obvious. To the extent possible, most sections of a report can be precleared with the Minority prior to a business meeting. The draft report should be completed as quickly as possible so that measures can be filed within one week of Committee action. When the responsible staff person is satisfied that the report is complete and accurate, the pages of the report should be numbered and stapled to avoid loss of a page in handling. The accompanying bill should be stapled separately and the two packages attached by paper clip.

The responsible staff person should then have the Committee printer check the report to insure legibility and mark the cover concerning additional copies, etc.

The report should then be given to the Chief Counsel.

The Staff Director or Chief Counsel will arrange for filing of the report. This review process is not only necessary to ensure the adequacy of reports, it is an integral part of the communications network of the Committee. Considering the nature of the Senate procedure, shortcuts in clearance or review of reports presents risks out of all proportion with the minimal delays of the process.

It is the prerogative of the Committee Chairman to file reports.

Only a Senator can file a report while the Senate is in session. In special circumstances, reports can be filed while the Senate is in recess if unanimous consent is obtained in advance. The Staff Director or Chief Counsel will arrange for such permission. This procedure should be used sparingly and only where there is a real

need. Late filing inconveniences the Bill Clerk, contributes to the possibility of clerical or printing errors, and complicates the clearance of reports with the Committee.

○