

a vote given by a Senator on a question relating to his own right to a seat; but the House has never had occasion to proceed so far (V, 5959).

**No Member is to come into the House with his head covered, nor to remove from one place to another with his hat on, nor is to put on his hat in coming in or removing, until he be set down in his place. *Scob., 6.***

§377. Wearing of hats by Members.

Until 1837 the parliamentary practice of wearing hats during the session continued in the House; but in that year it was abolished by clause 7 of rule XIV.

§378. Adjournment of questions of order.

**A question of order may be adjourned to give time to look into precedents. *2 Hats., 118.***

The Speaker has declined, on a difficult question of order, to rule until he had taken time for examination (III, 2725; VI, 432; VII, 2106; VIII, 2174, 2396, 3475), and may take a parliamentary inquiry under advisement, especially where not related to the pending proceedings (VIII, 2174; Apr. 7, 1992, p. —), but it is conceivable that a case might arise wherein this privilege of the Chair would require approval of the majority of the House, to prevent arbitrary obstruction of the pending business by the Chair. On occasion, the Chair has reversed as erroneous a decision previously made (VI, 639; VII, 849; VIII, 2794, 3435). The law of Parliament evidently contemplates that the adjournment of a question of order shall be controlled by the House.

§379. House's control over question of the Speaker.

**In Parliament, all decisions of the Speaker may be controlled by the House. *3 Grey, 319.***

The Speaker's decision on a decision of order is subject to appeal by any Member (clause 4 of rule I).

#### SEC. XVIII.—ORDERS OF THE HOUSE.

**Of right, the door of the House ought not to be shut, but to be kept by porters, or Sergeants-at-Arms, assigned for that purpose. *Mod ten. Parl., 23.***

§380. Keeping of the doors of the House.

The only case where a Member has a right to insist on anything, is where he calls for the execution of a subsisting order of the House. Here there having been already a resolution, any person has a right to insist that the Speaker, or any other whose duty it is, shall carry it into execution; and no debate or delay can be had on it.

§ 381. Right of the Member to demand execution of the subsisting order.

As a request for unanimous consent to consider a bill is in effect a request to suspend the order of business temporarily, a Member has the right at any time to demand the "regular order" (IV, 3058). Where the regular order is demanded pending a request for unanimous consent, further reservation of the right to object thereto is precluded (Speaker Foley, Nov. 14, 1991, p. 32128). Occasionally a Member may incorrectly demand the "regular order" to assert that remarks are not confined to the question under debate. On such an occasion the Chair may treat the demand as a point of order requiring a ruling by the Chair (May 1, 1996, p. —).

§ 382. Parliamentary law for clearing the galleries.

Thus any Member has a right to have the House or gallery cleared of strangers, an order existing for that purpose; or to have the House told when there is not a quorum present. *2 Hats., 87, 129.* How far an order of the House is binding, see *Hakew., 392.*

Absent "an existing order for that purpose," a Member may not demand that the galleries be cleared, as this power resides in the House (II, 1353), which has by rule extended the power to the Speaker (clause 2 of rule I) and the chairman of the Committee of the Whole (clause 1 of rule XXIII), but not to the individual Member.

But where an order is made that any particular matter be taken up on a particular day, there a question is to be put, when it is called for, whether the House will now proceed to that matter? Where orders of the day are on important or interesting matter, they ought not to be proceeded

§ 383. Parliamentary law as to proceeding with orders of the day.

on till an hour at which the House is usually full [which in Senate is at noon].

The rule of the House of Representatives providing for raising the question of consideration (clause 3 of rule XVI) has, in connection with the practice as to special orders, superseded this provision of the parliamentary law. The House always proceeds with business at its hour of meeting, unless prevented by a point that no quorum is present (IV, 2732).

**Orders of the day may be discharged at any time, and a new one made for a different day, 3 Grey, 48, 313.**

§ 384. Orders of the day now obsolete.

The House of Representatives found the use of "Orders of the day" as a method of disposing business impracticable as long ago as 1818, and not long after abandoned their use (IV, 3057), although an interesting reference to them survives in clause 1 of rule XXIV. The House proceeds under rule XXIV unless that order is displaced by the use of "special orders" or the intervention of privileged business.

**When a session is drawing to a close and the important bills are all brought in, the House, in order to prevent interruption by further unimportant bills, sometimes comes to a resolution that no new bill be brought in, except it be sent from the other House. 3 Grey, 156.**

§ 385. Business at the end of a session.

This provision is obsolete so far as the practice of the House of Representatives is concerned, as business goes on uninterruptedly until the Congress expires (rule XXVI).

**All orders of the House determine with the session; and one taken under such an order may, after the session is ended, be discharged on a habeas corpus. Raym., 120; Jacob's L. D. by Ruffhead; Parliament, 1 Lev., 165, Pitchara's case.**

§ 386. Effect of end of the session on existing orders, especially as to imprisonment.

The House of Representatives, by rule XXVI and the practice thereunder, has modified the rule of Parliament as to business pending at the end of a session which is not at the same time the end of a Congress. A standing order, like that providing for the hour of daily meeting of the House, expires

with a session (I, 104–109). The House uses few standing orders. However, in the first session of the 104th Congress, the House continued a standing order regarding special-order and morning-hour speeches for the remainder of the entire Congress (May 12, 1995, p. —). In 1866 the House discussed its power to imprison for a period longer than the duration of the existing session (II, 1629), and in 1870, for assaulting a Member returning to the House from absence on leave. Patrick Woods was committed for a term extending beyond the adjournment of the session, but not beyond the term of the existing House (II, 1628).

Where the Constitution authorizes each House to determine the rules of its proceedings it must mean in those cases (legislative, executive, or judiciary) submitted to them by the Constitution, or in something relating to these, and necessary toward their execution. But orders and resolutions are sometimes entered in the journals having no relation to these, such as acceptances of invitations to attend orations, to take part in procession, etc. These must be understood to be merely conventional among those who are willing to participate in the ceremony, and are therefore, perhaps, improperly placed among the records of the House.

§ 387. Jefferson's views as to the constitutional power to make rules.

The House of Representatives has frequently examined its constitutional power to make rules, and this power has also been discussed by the Supreme Court (V, 6755). It has been settled that Congress may not by law interfere with the constitutional right of a future House to make its own rules (I, 82; V, 6765, 6766), or to determine for itself the order of proceedings in effecting its organization (I, 242–245; V, 6765, 6766). It has also been determined, after long discussion and trial by practice, that one House may not continue its rules in force to and over its successor (I, 187, 210; V, 6002, 6743–6747; Jan. 22, 1971, p. 132). A law passed by the existing Congress has been recognized as of binding force in matters of procedure (II, 1341; V, 6767, 6768); but when a law passed by a preceding Congress presumes to lay down a rule of procedure the House has been inclined to doubt its binding force (V, 6766), and in one case the Chair denied the authority of such a law that conflicted with a rule of the House

§ 388. The House's construction of its power to adopt rules.

(IV, 3579). In modern practice, existing statutory procedures are readopted as rules of the House at the beginning of each Congress (see, *e.g.*, H. Res. 6, Jan. 4, 1995, p. —). The theories involved in this question have been most carefully examined and decisively determined in reference to the law of 1851, which directs the method of procedure for the House in its constitutional function of judging the elections of its Members; and it has been determined that this law is not of absolute binding force on the House, but rather a wholesome rule not to be departed from except for cause (I, 597, 713, 726, 833; II, 1122). Under current practice, the House in the resolution adopting its rules adopts provisions of law, and of concurrent resolutions adopted pursuant to law which have constituted rules of the House at the expiration of the preceding Congress, as the rules of the new House (see H. Res. 5, Jan. 3, 1983, p. 34; § 1013, *infra*). Where the House amended a standing rule of general applicability during a session and the amended rule did not require prospective application, the rule was interpreted to apply retroactively (Sept. 28, 1994, p. —).

As to the participation on occasions of ceremony, the House has entered its orders on its journal; but it rarely attends outside the Capitol building as a body, usually preferring that its Members go individually (V, 7061-7064) or that it be represented by a committee (V, 7053-7056). It has discussed, but not settled, its power to compel a Member to accompany it without the Hall on an occasion of combined business and ceremony (II, 1139). But the House remains in session for the inauguration of the President on the portico of the Capitol (Jan. 20, 1969, pp. 1288-92) and the mace is carried to the ceremony.

#### SEC. XIX.—PETITION.

§ 389. Petitions, remonstrances, and memorials.

A petition prays something. A remonstrance has no prayer. *1 Grey, 58.*

The rules of the House of Representatives make no mention of remonstrances, but do mention petitions and memorials (rule XXII). Resolutions of state legislatures and of primary assemblies of the people are received as memorials (IV, 3326, 3327), but papers general or descriptive in form may not be presented as memorials (IV, 3325).

Petitions must be subscribed by the petitioners *Scob., 87; L. Parl., c. 22; 9 Grey, 362*, unless they are attending, *1 Grey, 401* or unable to sign, and averred by a member, *3 Grey, 418*. But a petition not subscribed, but which the member pre-

§ 390. Signing and presentation of petitions.