



## SILVER HAired LEGISLATURE TRAINING MANUAL INDEX

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Congratulations on your election to Missouri Silver Haired Legislature (SHL), and welcome to one of the most exciting volunteering opportunities in the field of senior services advocacy. We appreciate the valuable service you are undertaking for Missouri's seniors.

The first challenge of any new venture is becoming oriented to expectations and opportunities. This handbook will assist you in achieving an effective and expedient transition into SHL.

### **OBJECTIVES OF THIS MANUAL**

- To provide education in SHL policies and procedures so that delegates may fully and effectively participate in SHL responsibilities, and so that our sessions will be efficient and profitable.
- To provide delegates with the tools of advocacy and legislative literacy, thereby maximizing impact on the Missouri legislative process.
- To better understand the aging network, including its programs and resources.

A keen interest in senior needs and legislative advocacy has led you to be a vital part of this organization. This manual will help you work productively throughout your tenure in fulfilling those interests—to increase the public outcomes of your service, as well as enhance the personal rewards of your investment.

The Missouri Silver Haired Legislature Board

## **OUR MISSION**

Provide legislative and regulatory education for Silver Haired delegates, to support their endeavors to inform themselves, their constituencies, and the general public of the governmental decision-making process.

Promote legislative and community advocacy by increasing the awareness and participation of older Missourians [Missouri residents aged 60 or older] in governmental decision-making; assess the legislative needs and priorities of older Missourians by convening a forum modeled after the Missouri General Assembly; and

Provide a service that encourages and develops individual and group participation and leadership concerning local, state, and national legislation.

## **WHO WE ARE**

Missouri's SHL is a bicameral model legislature patterned after the Missouri General Assembly (composed of two legislative bodies, i.e. Missouri Senate/Missouri House of Representatives). It is organized and coordinated by the Missouri Department of Health and Senior Services (DHSS), through the Division of Senior and Disability Services (DSDS). The SHL is also sponsored by the Missouri Association of Area Agencies on Aging (ma4).

The Silver Haired Legislature is a formally elected body of citizens 60 years of age or older that promote legislative advocacy for Missouri's older adults. All members are volunteers who serve without pay.

As stipulated in the SHL bylaws each of the 10 AAAs conducts elections for senators and representatives during the month of May. Seniors within each of the 10 AAA regions elect 3 senators and 12 representatives, for a state-wide total of 30 senators and 120 representatives.

Following the general elections, local delegation officers are elected during each of the 10 AAA local meetings. All elected legislators begin to ascertain the needs of seniors in their area. At these local delegation meetings, two priorities and five alternate priorities are prepared for presentation to the Proposed Bills Committee in July.

At the State session in Jefferson City, the SHL conducts a model legislative session in the house and senate chambers of the Capitol. Members present, debate, and vote on a pre-prepared docket of proposals. From the docket, five proposals having the highest priority are selected as the main focus in the Missouri General Assembly for the upcoming year.

Throughout the remainder of the year, SHL legislators work within their respective districts, encouraging state legislators to address SHL issues. They ask for their support, and encourage legislators to sponsor the priorities and issues. SHL legislators continue to advocate for these issues by speaking to groups interested in senior issues. Many go to Jefferson City to testify before legislative committees when a particular SHL issue is being considered.

## **HOW WE GOT HERE**

Missouri's SHL has the distinction of being the very first such organization in the United States. It was created in 1973 by a small group of seniors who met with the President Pro Tem of the Senate, William Cason, to discuss and form a group whose specific purpose was to advocate for senior issues. The first session consisted of 10 members and met as one body. The group was sponsored by the Jaycees until 1975, at which time the Missouri Division of Aging (reorganized as the Department of Health and Senior Services in August 28, 2001) assumed sponsorship with the assistance of the AAAs.

By-laws were written and adopted by the membership in 1982. This laid the groundwork for incorporation in 1983 and the creation of a 17-member board of directors. The by-laws defined the overall purposes. These purposes form the basis for recognition of the SHL as a legitimate voice for older Missourians.

## **WHAT WE HAVE ACCOMPLISHED**

The following is a representative sampling of issues that SHL has been instrumental in achieving:

- Revised guardianship code (1982)
- Deletion of sales tax on pharmaceuticals (1977)
- Appropriations for transportation (1973)
- Statutory recognition of Division of Aging and AAAs (1983)
- Circuit breaker housing tax credit for seniors (1974)
- Protection of volunteers from civil suits (1988)
- Improvement of statutory lien law (1987)
- Elder abuse law (1988)
- Durable power of attorney to make healthcare decisions (1982)
- Revision of the nursing home inspection law (1976)
- Improvement of regulations for managed care and HMOs (1997)
- Revision of probate code (1976)
- Appropriation for in-home services (1976)
- \$3.2 million appropriation for home-delivered meals (1997)
- Increased dependency deduction on Missouri income taxes (1998)
- Revision of circuit breaker law (1998)
- Pharmaceutical tax credits (1999)
- Permanent funding for CLAIM (Community Leaders Assisting the Insured of Missouri) within Division of Aging's budget (1999)
- Addressed Financial Exploitation of the Elderly (2000)
- Creation of a Department of Health & Senior Services (2001)
- Creation of the Missouri Senior Rx Program (2002)
- Nursing Home Bill SB 556 (2003)
- Financial Support for the Missouri Senior Rx Program (2003)
- Creation of Missouri Homestead Act (2004)
- Modification of provision in various healthcare and social service programs (2005)
- Appropriation of \$1 million for home-delivered meals (2006)
- Strengthened pre-need funeral regulations (2009)
- Increased personal needs allowance for Medicaid residents in long-term care facilities (2009)
- Notification of liens against real estate property (2010)

## **SILVER HAIREO OATH**

I will represent all senior citizens in my constituency;

I will maintain an active interest in the progress of all legislation affecting senior citizens;

I will actively assist all organizations and individuals in community-based advocacy regarding legislation;

I will attend and participate in all meetings to help prepare the bills to be presented at the Silver Haired Legislative session;

I will follow the progress of the Silver Haired bills and assist in securing sponsorship in the Missouri General Assembly;

I will attend and participate in meetings, year round, which serve to advocate or educate groups and individuals concerning legislation affecting senior citizens;

I will cooperate with all groups and organizations in the aging network in obtaining legislative goals identified by the Silver Haired Legislature;

I will so conduct myself at all times in respect to this office.

## **OATH IN ACTION**

As a SHL delegate, you serve and represent the needs and interests of all seniors within your legislative districts. The honor and privilege of this position comes with responsibilities that include:

- Attendance

Attending and actively participating in **ALL (local, regional and state)** meetings, being diligent to educate yourself in advance on senior needs and legislative issues. When unavoidable conflict makes it impossible to attend a meeting, you are expected to give timely notice of your absence to your coordinator, the SHL President, or your Delegation Chair.

- Education Outreach

- Educating your communities about SHL's role through interaction with senior constituents and a diversity of groups.
- Providing regular reports (written or oral, formal or informal) within senior centers and senior gathering locales, apprising them of progress on priorities and issues.

- Leadership

When the opportunity arises, delegates should be willing to serve in a leadership role within SHL, and should support those who do serve in leadership roles.

- Adherence to Parliamentary Rules

All SHL members are to be familiar with Roberts Rule of Order, and adhere to protocols at all meetings.

## **ADVOCACY**

As a Silver Haired Legislator, you have taken an oath to represent all senior citizens in your area. One of the best ways to represent seniors, including some of our most vulnerable citizens – frail older adults - is to serve as an advocate. Advocacy is defined as “the act of speaking or writing in support of”. The act itself may be an individual effort; however, history teaches that the successful impact of advocacy is directly related to the number of individuals or groups involved. By joining with others having similar concerns, an individual increases the probability of “being heard”.

Older Missourians are their own best advocates. They best judge the needs and concerns of older adults. They best determine strategies to promote interests, methods of organization, selection of issues and priorities, and plans of action.

Citizen advocates are valuable in providing legislators and public officials with information needed for making intelligent, rational decisions.

Interacting with your legislators encourages support for SHL issues and legislative priorities—either in introducing bills or supporting their passage.

All advocating outreach must be conducted in a **non-partisan** manner.

### **Understanding “Non-partisan Advocacy”**

To achieve long-term success in advocacy, SHL members must maintain and practice a **non-partisan** position when representing the Silver Haired Legislature. Partisan action alienates support. Non-partisan action encourages support.

Non-partisan advocacy means advocating for issues of concern to seniors **without** affiliating with or advocating for any single party.

## **CONDUCT**

Members of the Missouri SHL are expected to conduct themselves in a manner commensurate with the high honor of office.

Members must refrain from any conduct that would bring discredit to the SHL.

Each Silver Haired Legislator must refrain from any practice that could be considered to be in conflict with these by-laws.

When representing the SHL, members **must not** participate in partisan politics. If it is brought to the attention of the Silver Haired Board of Directors that a member of any Silver Haired delegation has abused his/her position for personal motives which are not consistent with the goals and objectives of the Silver Haired Legislature; the Board may vote, with approval and consent of the area agency involved, to recall the Silver Haired member and seat their respective alternate in their place.

## **THE ROLE OF THE SHL STATE BOARD OF DIRECTORS**

The Silver Haired Legislature is governed by a Board of Directors. The Board is composed of the officers of the House and Senate and the Delegation Chair (President) of each AAA delegation.

The officers of the Senate are: President Pro Tem, Majority and Minority Floor Leaders.

The officers of the House of Representatives are: Speaker of the House, Speaker Pro Tem, and Majority and Minority Floor Leaders.

The officers of the Board include: President, 1<sup>st</sup> Vice President, 2<sup>nd</sup> Vice President, Secretary and Treasurer. Although it is preferred that the officers represent different regions, it is not necessary and may not even be possible in some instances.

The suggested duties of each officer include:

### **President:**

- Presides over all SHL State Board Meetings and combined meetings at the session.
- Appoints “all” committee chairpersons with Board approval and serves as an ex-officio on all committees.
- Provides periodic updates to the entire membership regarding bill progress and the need to actively advocate.
- Travels to the Capitol to testify and advocate for bills, whenever possible.
- Calls and conducts meetings of the Executive Committee in Jefferson City or by conference call as required.
- Works closely with the State Coordinator regarding issues, meetings and SHL budget.
- Can sign financial transactions in lieu of the Treasurer in his/her absence.
- Delegates duties as appropriate.

### **1<sup>st</sup> Vice President**

- Presides at meetings in the absence of the President or at his/her request.
- Assists in obtaining vendors for the Annual Legislative Session at the direction of the President, as the need may arise.
- Assists in obtaining keynote speakers for the Banquet at the Annual Legislative Session.

### **2<sup>nd</sup> Vice President**

- Assumes and assists the same duties as the 1<sup>st</sup> Vice President.
- Work closely with the President & 1<sup>st</sup> Vice President pertaining to the administration of the SHL Board of Directors.

### **Secretary**

- Records minutes of all meetings of the Board and Executive Committee.
- Submits minutes to the President and State Coordinator no later than three weeks following the meetings.
- Takes minutes of combined group meetings at the session.
- Assumes responsibility for correspondence.

### **Treasurer**

- Assumes responsibility for all SHL financial matters.
- Prepares a written financial statement of the SHL account at each board meeting.
- Assists in fundraising and grant writing.

The officers listed above will comprise the Executive Committee of the Missouri Silver Haired Legislature and may act on behalf of the corporation in all. The actions taken by the Executive Committee shall be subject to ratification by the SHL Board of Directors at the meeting following such actions.

## **Responsibilities of Additional Positions:**

### **The Speaker of each chamber**

- Presides in their chamber
- Keeps order
- Recognizes persons wanting to speak
- Maintains Parliamentary procedure

### **The Speaker Pro Tem**

- Presides in the absence of the Speaker or at his/her request.

### **Majority Floor Leaders**

- Brings proposals before the body for debate and presents committee amendments.

### **Minority Floor Leaders**

- Encourage debate to improve the quality of the proposals and promote understanding of issues.

*Although Majority and Minority Floor Leaders are elected, they do not represent opposing political parties. Partisan politics **is not** a part of the SHL program.*

### **Local Delegation Chairs**

- Presides at local meetings
- May serve simultaneously as an officer of the board and as an officer of the Local delegation
- A delegate cannot serve simultaneously as a local chair, an officer of the House or Senate, and on the State Board. If a local chair is elected as an officer of the House or Senate, an alternate shall be elected to serve in their place on the Board.

## **STANDING COMMITTEE RESPONSIBILITIES**

### **Rules & By-Laws Committee**

Responsible for updating the by-laws and parliamentary rules for the House and Senate

### **Elections and Credentials Committee**

Responsible for the approval and certification of area elections and procedures, if the need arises

### **Publications Committee**

Assist with the publication of a newsletter and internal communications, if the need arises

### **Advocacy and Education Committee**

Coordinates action on priorities, tracks proposals through General Assembly and sends out updates. May assist in the orientation of delegates and alternates

### **Finance and Fund Development Committee**

Prepares the budget and gives reports to the Board. Assists in the solicitation of funds for SHL, which is a 501(c)3 organization. Donations made to the Missouri SHL are tax deductible. Examples of organizations to contact are:

- |                                |              |
|--------------------------------|--------------|
| -Missouri Hospital Association | -AT&T        |
| -Farm Bureau                   | -Lion's Club |
| -Utility companies             | -Walgreens   |
| -BlueCross/Blue Shield         | -Rotary Club |
| -Humana                        | -Wal-Mart    |
| -Casinos                       |              |

Contact with these organizations should begin in late Fall when decisions are being made about donation funds. SHL delegates can contact these organizations either by mail or personal visit; whichever they are more comfortable with. They can take a copy of the letter that was prepared by the SHL Board, along with a personal letter from their local delegation.

## **Proposed Bills Committee**

The SHL President appoints the chairperson of the Proposed Bills Committee. The President and the Chairperson selects five delegates to be on the Proposed Bills Committee.

The Proposed Bills Committee meets on or about the second Wednesday in July. From the list of local priority proposals and alternates, the Proposed Bills Committee selects the proposals to be submitted to the board for approval. If several proposals are received on the same topic, the Proposed Bills Committee will determine which one proposal moves forward. The docket allows for 20 priority proposals from the AAA delegations. Additional proposals may be considered from other organizations, individuals, AAAs, or the SHL Board of Directors. A total of 24 proposals may be considered.

The Proposed Bills Committee assigns each proposal to one of the following committees

- Judiciary
- Consumer Affairs
- Health
- Social Services
- Taxation

The Proposed Bills Committee has the authority to combine committees. The Board may approve or disapprove the Proposed Bills Committee recommendations.

Each delegate and alternate will receive the approved proposals at their respective regional meeting. Expert witnesses for the committee's hearings are suggested at the regional meeting.

SHL delegates will indicate committee preference at the regional meeting. Committee assignment preferences are honored whenever possible.

## **SESSION COMMITTEE GUIDELINES** **(Social Services, Health, Consumer Affairs, Judiciary, Taxation)**

### **SESSION COMMITTEE CHAIRPERSONS**

- One Representative and One Senator are selected to serve as Chairpersons of each of the committees. One state staff person and two SHL coordinators assist chairpersons.
- Chairpersons are responsible to arrive early and work with assigned SHL coordinator to assure the room is set up appropriately.
  1. Table at front with four chairs and microphone
  2. Podium for witnesses
  3. Chairs for persons waiting to testify
  4. Microphone in room for committee members (SHL delegates) to be recognized and speak
  5. Sufficient chairs for all SHL members who signed up for that committee and **SERVE AS THE COMMITTEE.**
- Chairpersons should call the meeting to order and maintain order throughout the meeting.
- Chairpersons should introduce themselves, the SHL coordinators, and State Staff person who will be assisting at the table.
- Chairpersons alternately introduce the proposals to be heard and introducing persons who are testifying.
- Guest witnesses are invited to speak first. Remind everyone that testimony is limited to 10 minutes and a 2 minute warning will be issued.
- **During the time of testimony, delegates may ask questions, or request more information from the person testifying. However, THIS IS NOT THE TIME TO DEBATE THE ISSUE OR OFFER AMENDMENTS. THAT SHOULD BE DONE FOLLOWING ALL TESTIMONY AND ONLY AFTER THE CHAIRMAN HAS CALLED EXECUTIVE SESSION.**
- **After all proposals are heard and all witnesses have had an opportunity to speak, the chairperson shall declare an Executive Session.**

- During the Executive session, time for debate should occur on all of the proposals, and amendments may be offered at this time using the appropriate form. Discussion will be held regarding the proposed language that was submitted on the form.
- All Committee members wishing to speak on a proposal MUST go to the microphone and wait to be recognized before speaking. A three minute time limit should be observed by each SHL Committee member who wishes to speak.
- After all debate has finished on each proposal, a committee member (SHL delegate) may make a motion for that proposal to “Do Pass”, “Do Not Pass” or Pass as Amended”, or a vote will be taken on the motion. A vote can only be accepted from delegates who are a member of the assigned Committee.
- Committee members should follow the same rules for the session regarding protocol and decorum.

**FOLLOWING DISCUSSION ON EACH PROPOSAL, THE CHAIRPERSON MAY CALL FOR A VOTE REGARDING THAT PROPOSAL.**

**A COMMITTEE MEMBER (SHL DELEGATE) MAY MAKE A MOTION THAT THE ISSUE BE VOTED---“DO PASS”, “DO NOT PASS” OR “PASS AS AMEMDED”.**

The remaining proposals will be treated the same way.

- Prior to adjournment, the Committee Chairs will select one representative and one senator to speak on the proposal when called upon in the respective Chamber. This list should be given to each Chamber Majority Leader and State Coordinator.
- Move all proposals that did **NOT** pass, to Tab 25 in the binder.
- Following debate and votes on all proposals, the chairpersons will adjourn the committee meeting.

## **SHL COMMITTEE MEMBERS RESPONSIBILITIES**

- All SHL delegates should choose a committee that they would like to serve on at their regional meeting. Forms will be provided.
- Upon receiving their packets of proposals at the regional meeting, delegates should study all proposals, but especially those that will be heard in their committee formulating scenarios and questions they would want answered.
- Committee members should suggest persons who might be willing to testify on any of the proposals.
- Committee members (All SHL delegates) should be willing to testify at the committee hearings and sign up for that responsibility on any of the proposals.
- Members should be in their seats prior to the time of the hearing and be ready to hear testimony.
- During the time of testimony, delegates may ask questions, or request more information from the person testifying. **THIS IS NOT THE TIME TO DEBATE THE ISSUE OR OFFER AMENDMENTS. THAT SHOULD BE DONE FOLLOWING ALL TESTIMONY AND AFTER THE CHAIRMAN HAS CALLED EXECUTIVE SESSION.**
- During the Executive session, time for debate should occur on all of the proposals, and amendments may be offered at this time using the appropriate form.
- All Committee members wishing to speak on a proposal **MUST go to the microphone and wait to be recognized before speaking.**
- After all debate has finished on each proposal, a committee member (SHL delegate) may make a motion for that proposal to “Do Pass”, “Do Not Pass” or “Pass as Amended”, or a vote will be taken on the motion. A vote can only be accepted from delegates who are a member of the assigned Committee.
- Committee members should follow the same rules for the session regarding protocol and decorum.

## **SHL COORDINATOR RESPONSIBILITIES FOR COMMITTEE HEARINGS**

- Arrive early at the committee hearing room.
- Assure room is set up correctly (as noted under Chairperson responsibilities)
- SHL Coordinators:
  - One Coordinator at the head table:
    - works with the state staff person to ensure edits are made correctly to the proposals
    - records any votes that are taken
    - completes the “Committee Report Template”
  - One Coordinator seated in the room:
    - takes roll call
    - helps delegates to the microphone
    - monitors speaking time of witnesses/delegates

## **STATE STAFF RESPONSIBILITIES FOR COMMITTEE HEARINGS**

- Arrive early at the committee hearing room
- Be seated at the head table, along with the Chairpersons and one SHL Coordinator
- Bring a laptop with a thumb drive which has respective committee proposals.
- Open proposals one-by-one, as they are discussed and make any edits as they are agreed upon
- Compare notes with the SHL Coordinator to ensure accuracy
- Save finalized documents to thumb drive.
- Give thumb drive to State Coordinator so amended proposals can be prepared for the following day

## **RULES FOR GENERAL SESSIONS OF THE HOUSE AND SENATE**

Rule 1: A majority of the elected members of the House and Senate seated at the opening session shall constitute a quorum.

### **Duties of the Presiding Officers:**

Rule 2: The Speaker of the House and the President Pro Tem of the Senate shall take the chair at the specified hour and immediately call the members to order.

Rule 3: The Speaker of the House and the President Pro Tem of the Senate shall preserve order and decorum in their respective chambers.

Rule 4: The Speaker of the House and the President Pro Tem of the Senate may speak on points of order in preference to other members rising for this purpose, and shall decide questions on points of order subject to an appeal to the House or Senate, as the case may be, upon which no member may speak more than once.

Rule 5: (a) The Speaker of the House may at any time leave the chair and designate the Speaker Pro Tem to preside in his/her place.  
(b) The President Pro Tem of the Senate may at any time leave the chair and designate the Senate Majority Leader to preside in his/her place.

Rule 6: Questions shall be distinctly put: "All in favor of (stating the question) vote yes by the appropriate manner or vote no by the appropriate manner"

Rule 7: A majority of committee members seated at the opening of business, constitutes a quorum for the transaction of committee business.

Rule 8: All proposals shall be referred to a committee and no proposals shall be considered for final passage unless they have been reported on by a committee.

Rule 9: All proposals reported back to the House or Senate shall be presented on the authority of a majority vote of the committee members to which the proposal was referred. A record shall be entered and shall be reported by the chairman with one of the following recommendations: "Do Pass", "Do Not Pass", or "Do Pass As Amended".

Rule 10: If a proposal is reported from a committee "Do Not Pass", it will not be put on the calendar unless so ordered by a majority of the elected members of the House or Senate, as the case may be.

Rule 11: A motion to have a proposal placed on the calendar despite an adverse committee report must be made at the time the proposal is reported from committee and if no action is taken at this time, the proposal shall lie on the table.

Rule 12: Whenever a committee recommends that a proposal be passed with amendments or proposes a committee substitute, the committee amendments or proposed committee substitute shall first be considered and then the amendments, if any, offered by members of the House or Senate.

- Rule 13: No proposal shall be amended in its passage through the House or Senate as to change its original purpose as expressed in its original title.
- Rule 14: The reading of the proposal by its summary is deemed sufficient.
- Rule 15: All delegates in both House and Senate **must vote**. Delegates cannot abstain from voting.
- Rule 16: No proposal shall be finally passed except by a majority vote of the House and Senate.
- Rule 17: If either body refuses to concur on amendments placed on a proposal by the other house, then any member may request a conference to adjust the differences of the two houses. Failure to make such a request postpones consideration of the proposal indefinitely.
- Rule 18: When a proposal passes the House or Senate, it shall be transmitted to the other house for consideration. It should not be announced until the other House acts on that proposal.

### **Motions**

- Rule 19: When a motion is made, it shall be stated by the chair or read aloud before being debated.
- Rule 20: When a motion is in possession of the House or Senate, it may be withdrawn at any time before it, or any amendment to it, is voted on by the House or Senate.
- Rule 21: When a question is under debate, no motion shall be entertained but:
- (a) to lay on the table;
  - (b) to put the previous question;
  - (c) to amend.
- Rule 22: No standing rule of the House or Senate shall be dispensed with or suspended except by unanimous consent or unless a majority of the elected members concur thereon and motions for this purpose shall be limited to the question or proposition under consideration.

### **Decorum and debate**

- Rule 23: No member shall speak more than three minutes on a proposal without unanimous consent.
- Rule 24: Debate on each proposal is limited to thirty minutes including the time allotted the author or sponsor. At the end of thirty minutes, the vote shall be taken on the proposal and all pending amendments.
- Rule 25: (a) When any member is to speak in debate or desires recognition, he/she shall rise and address the chair as follows:  
“Mr./Madam Speaker” or “Mr./Madam President”  
(b) The member, following recognition, shall state: name, region represented then responds: “Madam Speaker (Mr. President) I rise to:”  
“inquire of the Representative (Senator) from (city)”  
“speak of the proposal”

“offer an amendment”  
“raise a point of order”  
“inquire of the chair”

- Rule 26: When two or more members arise at the same time, the chair shall name who is to speak first, the other member having preference to speak next.
- Rule 27: The rights to the floor of a member shall not be challenged after he/she has proceeded with his/her remarks.
- Rule 28: A member having the floor may not be deprived of the floor by a parliamentary inquiry or a question of privilege.
- Rule 29: A member may yield for a motion to recess or adjourn without losing the right to continue when the subject is resumed.
- Rule 30: In cases not provided for in these rules, the Senate and the House of Representatives shall be governed by the rules of the Missouri Senate and House of Representatives respectfully.
- Rule 31: A member who desires to offer an amendment shall do so by writing the amendment on forms provided for that purpose. It shall be presented to the House clerk or Senate secretary before or immediately after presentation from the floor. No verbal recommendations will be accepted.
- Rule 32: A delegate may not rise to call the question until all delegates have had an opportunity to speak.

## **PARLIAMENTARY PROCEDURES**

### **The “Why” of Parliamentary Law**

Parliamentary law is simple in principle. It is based largely on mere common sense and courtesy. It seems technical because it has been necessary to develop a special vocabulary for discussing it.

### **The Purpose of Parliamentary Law:**

- Enable an assembly to transact business with speed and efficiency.
- Protect the rights of each individual.
- Preserve a spirit of harmony within the group.

To achieve these purposes; there are five basic principles of parliamentary procedure:

- Only one subject may claim the attention of the assembly at one time.
- Each proposition presented for consideration is entitled to full and free debate.
- Every member has rights equal to every other member.
- The will of the majority must be carried out, and the rights of the minority must be preserved.
- The personality and desires of each member should be merged into the larger unit of the organization.

### **Basic Rules of Parliamentary Procedure for Making a Motion:**

1. Member is recognized.
2. Introduction of business.
3. Motion is made.
4. President asks for second to the main motion (if no second, "motion dies for lack of second"),
5. If motion is seconded "It has been moved and seconded that ..... is there any discussion?".
6. "If no further discussion, all those in favor please signify by saying 'aye' ... all of those opposed signify by saying 'no' ".
7. "Motion carried (defeated)".
8. Motion may be amended in the same manner as the main motion "I wish to amend the motion to read ... ", Second is required with discussion following.

9. Vote in case of an amendment must be taken on the amendment first, and then on the main motion as amended if the amendment passes.

10. A member may be recognized and "call the question" during discussion of a motion. Calling the question stops discussion and a vote is taken.

11. A negative motion may **NEVER** be made.

12. A motion can be withdrawn if it is done prior to a vote.

## **Robert's Rules of Order - Summary Version For Fair and Orderly Meetings & Conventions**

Provides common rules and procedures for deliberation and debate in order to place the whole membership on the same footing and speaking the same language. The conduct of ALL business is controlled by the will of the whole membership - the right of the deliberate majority to decide. Complementary is the right of at least a strong minority to require the majority to be deliberate - to act according to its considered judgment AFTER a full and fair "working through" of the issues involved. Robert's Rules provides for constructive and democratic meetings, to help, not hinder, the business of the assembly. **Under no circumstances should "undue strictness" be allowed to intimidate members or limit full participation.**

The fundamental right of deliberative assemblies require all questions to be thoroughly discussed before taking action! The assembly rules - they have the final say on everything.

Silence means consent.

- Obtain the floor (the right to speak) by being the first to stand when the person speaking has finished; state Mr./Madam Chairman. Raising your hand means nothing, and standing while another has the floor is out of order! Must be recognized by the Chair before speaking
- Debate cannot begin until the Chair has stated the motion and asked "are you ready for the question?" If no one rises, the chair calls for the vote.
- Before the motion is stated by the Chair (the question) members may suggest modification of the motion; the mover can modify as he/she pleases, or even withdraw the motion without consent of the seconder; if mover modifies, the seconder can withdraw the second.
- The "immediately pending question" is the last question stated by the Chair. Motion/Resolution Amendment - Motion to Postpone
- The member moving the "immediately pending question" is entitled to preference to the floor.
- No member can speak twice to the same issue until everyone else wishing to speak has spoken to it once.
- All remarks must be directed to the Chair. Remarks must be courteous in language. Avoid all personalities; never allude to others by name or to motives.

- The agenda and all committee reports are merely recommendations. When presented to the assembly and the question is stated, debate begins and changes occur.

## **The Rules**

- **Point of Privilege:** Pertains to noise, personal comfort, etc. -.may interrupt only if necessary.
- **Parliamentary Inquiry:** Inquire as to the correct motion - to accomplish a desired result, or raise a point of order
- **Point of Information:** Generally applies to information desired from the speaker: "I should like to ask the (speaker) a question."
- **Orders of the Day (Agenda):** A call to adhere to the agenda (a deviation from the agenda requires suspending the rules)
- **Point of Order:** Infraction of the rules, or improper decorum in speaking. Must be raised immediately after the error is made
- **Main Motion:** Brings new business (the next item on the agenda) before the assembly
- **Divide the Question:** Divides a motion into two or more separate motions (must be able to stand on their own)
- **Consider by Paragraph:** Adoption of paper is held until all paragraphs are debated and amended and entire paper is satisfactory; after all paragraphs are considered, the entire paper is then open to amendment, and paragraphs may be further amended. Any Preamble can not be considered until debate on the body of the paper has ceased.
- **Amend:** Inserting or striking out words or paragraphs, or substituting whole paragraphs or resolutions
- **Withdraw/Modify Motion:** Applies only after question is stated; mover can accept an amendment without obtaining the floor
- **Commit /Refer/Recommit to Committee:** State the committee to receive the question or resolution; if no committee exists include size of committee desired and method of selecting the members (election or appointment).
- **Extend Debate:** Applies only to the immediately pending question; extends until a certain time or for a certain period of time
- **Limit Debate:** Closing debate at a certain time, or limiting to a certain period of time
- **Postpone to a Certain Time:** State the time the motion or agenda item will be resumed

- **Object to Consideration:** Objection must be stated before discussion or another motion is stated
- **Lay on the Table:** Temporarily suspends further consideration/action on pending question; may be made after motion to close debate has carried or is pending
- **Take from the Table:** Resumes consideration of item previously "laid on the table" - state the motion to take from the table
- **Reconsider:** Can be made only by one on the prevailing side who has changed position or view
- **Postpone Indefinitely:** Kills the question/resolution for this session. Exception: the motion to reconsider can be made this session
- **Previous Question:** Closes debate. If successful, may be moved to "Close Debate" if preferred
- **Informal Consideration:** Move that the assembly go into "**Committee of the Whole**" – informal debate as if in committee; this committee may limit number or length of speeches or close debate by other means by a 2/3 vote. All votes, however, are formal.
- **Appeal Decision of the Chair:** Appeal for the assembly to decide - must be made before other business is resumed; NOT debatable if relates to decorum, violation of rules or order of business
- **Suspend the Rules:** Allows a violation of the assembly's own rules (except Constitution); the object of the suspension must be specified

## **HOW A BILL BECOMES A LAW**

### ***General provisions***

All laws are first presented as bills. Bills may originate in either house and are designated as Senate Bills or House Bills, depending on the house in which they originate. No bill (except general appropriations bills) may contain more than one subject, which is to be expressed clearly in its title. No bill can be amended in its passage through either house so as to change its original purpose. No bill can be introduced in either house after the 60th legislative day of a session unless consented to by a majority of the elected members of each house. The governor may request consideration of proposed legislation by a special message. No appropriation bill shall be taken up for consideration after 6:00 p.m. on the first Friday following the first Monday in May of each year.

### ***Introduction of a bill***

Legislation approved by the 1971 General Assembly (H.B. 156) allows bills to be introduced preceding the opening of the assembly session. They may be introduced as early as December 1 and continuing up to, but not including, the first day of the session. Bills filed during the pre-introduction period are automatically introduced and read for the first time on the opening day of the session.

Bills may also be introduced by any senator or representative during the session. Bills may be written by the legislator or drafted by the staff of the Committee on Legislative Research at the request of a senator or representative.

When introduced, a bill is assigned a number and read for the first time, by its title, by the Senate or House reading clerk. It then goes on the calendar for second reading and assignment to committee by the Speaker of the House or the President *Pro Tem* of the Senate.

A public hearing is the next step in the legislative process. It is conducted in a committee session for that bill. Except in the case of some unusually controversial, complex or lengthy bills, the bill is presented by its sponsor and both proponents and opponents are heard in a single hearing.

When hearings are concluded, the committee meets to vote and makes its recommendations.

The committee may: (1) Report the bill with the recommendation that it "do pass"; (2) Recommend passage with committee amendments, which are attached to the bill; (3) Return the bill without recommendation; (4) Substitute in lieu of the original bill a new bill to be known as a committee substitute; (5) Report the bill with a recommendation that it "do not pass" or (6) Make no report at all.

### ***Perfection of a bill***

If a bill is reported favorably out of committee or a substitute is recommended, it is placed on the "perfection calendar". When its turn comes up for consideration, it is debated on the floor of the originating house.

If a substitute is recommended by the committee or if committee amendments are attached to the bill, they are first presented, debated and voted upon.

Further amendments can then be proposed by other members with their changes designated as House or Senate amendments to differentiate from the committee amendments.

When all amendments have been considered, a motion is made to declare the bill perfected.

Perfection is usually voted on by a voice vote but on the request of five members, a roll call shall be taken. If a majority of members vote to perfect, the bill is reprinted in its original or amended form.

### ***Final passage of a bill***

After perfection and reprinting, the bill goes on the calendar for third reading and final passage. When the bill is reached in the order of business any member may speak for or against its passage, but no further amendments of a substantive nature can be offered.

At the conclusion of debate, a recorded vote is taken. Approval of a constitutional majority of the elected members (18 in the Senate and 82 in the House) is required for final passage.

Passage of the bill is then reported to the other house where it is again read a second time; referred to committee for hearing; reported by committee; and third read and offered for final approval. If further amendments are approved, these are reported to the originating house with a request that the changes be approved. If the originating house does not approve, a conference may be requested and members from each house are designated as a conference committee. Upon agreement by the conference committee (usually a compromise of differences), each reports to its own house on the committee's recommendation. The originating house acts first on the conference committee version of the bill. If it is approved it goes to the other house and upon approval there, the bill is declared "truly agreed to and finally passed." If either house rejects the conference committee report, it may be returned to the same or a newly appointed committee for further conferences.

Upon final passage, a bill is ordered enrolled. It is typed in its finally approved form, printed and the bills are closely compared and proofed for errors.

### ***Signing of the bill***

Bills truly agreed to and finally passed in their typed form are then signed in open session by the House speaker and Senate president or president *pro tern*. At the time of signing, any member may file written objections which are sent with the bill to the governor.

### ***Governor's part in lawmaking***

The governor has 15 days to act on a bill if it is sent to him during the legislative session; and 45 day if the legislature has adjourned or has recessed for a 3-day period.

If he signs a bill, it is returned to its house of origin with his message of approval, then delivered to the Office of Secretary of State. If the legislature is not in session, it is delivered directly to the Office of Secretary of State.

If the governor vetoes a bill, it is returned to the house of origin with his objections. A two-thirds vote by members of both houses is required to override a governor's veto.

If any bill shall not be returned by the governor within the time limits prescribed by Article III, Section 31 of the Missouri Constitution it shall become law in the same manner as if the governor had signed it.

### ***Effective date of laws***

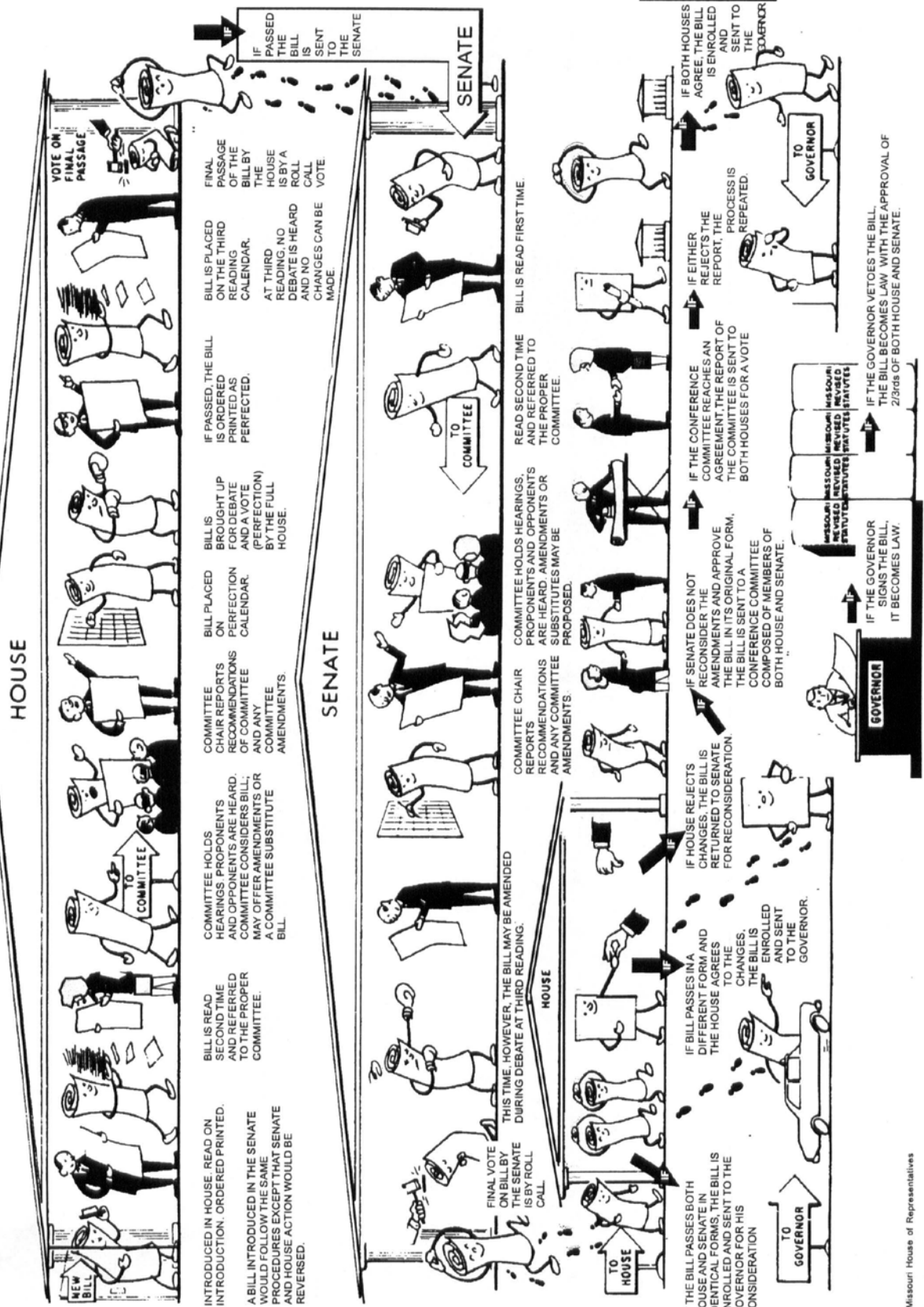
The 1945 Constitution provides that no law passed by the General Assembly shall take effect until ninety days after the end of the session in which it was enacted, except an appropriation act or in case of an emergency, which must be expressed in the preamble or in the body of the act. Some bills specify the exact date when they are to take effect.

### ***Duties of the secretary of state***

The secretary of state preserves the final typed copy of the law. All the laws are bound together in one volume at the close of each session and seldom are seen unless some question arises. Prior to binding of the laws, the Secretary of State publishes annually a volume of "*Laws of Missouri*", which is distributed to members of the General Assembly, state officials and other interested persons.

The general statute laws are revised by the revisor of statutes in the Office of the Committee on Legislative Research, digested and promulgated. These are known as the *Revised Statutes of Missouri*. Under legislation, the Committee on Legislative Research also publishes annual supplements to the statutes to include changes in laws since the last revision.

THIS CHART OUTLINES THE PROCESS FOR ENACTING A BILL INTO LAW IN MISSOURI BY TRACING THE PATH OF A BILL INTRODUCED IN THE HOUSE OF REPRESENTATIVES.



## **ADVOCACY EDUCATION INFORMATION**

### **Explanation of the General Assembly Calendar Bills**

- **CONSENT CALENDAR**

The consent calendar contains legislation that is no cost to the state, receives no opposition in committee, and is generally considered non-controversial. The consent calendar is reserved for consent bills only. Usually, all consent bills are taken up in one session. Consent bills usually move rapidly with little debate and passage is quick.

- **REGULAR CALENDAR**

The regular calendar contains most that are voted out of committee. Bills placed on the regular calendar have to be considered in the order they appear.

- **INFORMAL CALENDAR**

The informal calendar contains bills sent for further work when they run into difficulty during debate. A bill on the informal calendar may be called up for consideration at any time.

## **TIPS FOR COMMUNICATING WITH YOUR LEGISLATOR**

### State the Issue

Present your issue in a clear, one sentence statement that will get the attention of the reader. Describe the situation clearly. Spend time drafting this sentence. Make sure it says exactly what you want it to say.

### Describe the Problem

Use several sentences to explain the problem created by this issue. Now that you have the legislature's attention, you should use specific facts and examples to show how the situation creates a problem for the people affected by it. This is your opportunity to convince your legislator something must be done to change the situation.

### Offer a Solution

Offer a specific and clearly thought out solution which will remedy the situation you have presented. This tells the elected official exactly what you want done to help. It might be voting for a certain bill, drafting a piece of legislation, or asking for research into a subject that requires further study. Your recommendation gives the official a starting point for looking into the matter.

## **TIPS FOR TESTIFYING**

- Obtain and fill out witness forms prior to testifying. Both the House and Senate have standard forms that are used each year, which can be picked up prior to the hearing.
- Thank the Committee Chairperson for being allowed to testify in favor/opposition of the bill.
- Attend hearings as they are scheduled on the Senate/House Calendar if possible.
- Keep testimony concise and to the point.
- Provide written testimony to back up spoken testimony. Testimony should include your name, who you are representing, bill number, committee name and date.
- Finish by asking if the Committee has any questions.
- Thank Committee again.

## TIPS ON WRITING OR CALLING LEGISLATORS

1. **Sit down and do it.** A message to a legislator can make all the difference. Remember, he or she is *your* elected official.
2. Address members of the legislature with due respect. Make sure the full name, initial and title is correct.
3. Address your communication properly.
  - a. The Honorable \_\_\_\_\_, State Representative
  - b. The Honorable \_\_\_\_\_, State Senator
4. Tell how the matter under consideration affects you, your organization or your community.
5. Be brief.
6. Be specific. Let them know what you want. Identify the bill or specific issue. To you there is only one interest. Legislators must deal with hundreds of bills, maybe even several on the general topic you are contacting him or her about.
7. Be as factual as possible.
8. Ask for an answer. You have made your views known. It is now the legislator's turn to say where he or she stands.
9. Be sure to give your name and address.
10. Be polite. A nasty message can easily work to your disadvantage.
11. Remember to say thank you. After your legislator has pushed for your bill, a note of thanks will go a long way towards building goodwill the next time you want something. And there will always be a next time.
12. The letter should be timely. Sometimes the bill is out of committee or has passed the floor before a helpful letter arrives. Inform your legislator while there is still time to take effective action.

13. Concentrate on your own delegation. The representatives and senator of your district need your votes and want to know your views. Some writers undertake to contact all members of the House and Senate who cast votes for other districts. Use your efforts to contact your own representatives.
14. Write your own views, not someone else's. A personal letter is far better than a form letter or a signature on a petition. Many people will sign a petition without reading it just to avoid offending the circulator. Form letters are recognizable; they usually arrive in batches and they usually register the sentiments of the person or lobbying group preparing the form. Form letters often receive a form reply, so it is better to tell of your experiences and observations or what the proposed bill will do for you.

### **TIPS FOR MAKING THE MOST OF MEETINGS WITH ELECTED OFFICIALS**

1. Make your first contact by telephone and agree on a date, time, and place. Let the official or a staff person know the general subject matter of the visit and how many people you will have with you.
2. Follow up with a confirmation letter restating the details.
3. Get together with those who will attend the meeting and decide who will discuss which part of your topic.  
Rehearse your roles (who are the main spokesperson, who will introduce the individuals to the official, etc.)
4. Prepare a one-page fact sheet with information about the main issues of your visit. Make sure it contains your organization's name, address, phone number, and other pertinent information.
5. Do your homework. Be prepared to discuss your issue, including the "down side" and who may oppose your idea.

6. Arrive for your meeting on time.
7. Be polite and cordial. State your reason for the visit succinctly. If possible, have someone in your group give a personal example of why this issue is important to constituents.
8. If you don't have answers to the official's question, offer to do the necessary research.
9. Preparation and organization will allow you to make the most of the allotted time. Stay on your issue and do not bring up past issues or disagreements. Keep your visit as short as possible.
10. Thank the official for his/her time. Offer to find out more information if desired. Leave your information sheet for him/her to use for future reference about your group.
11. Follow up after your visit with a thank you letter.

## **RESPONSIBILITIES OF THE STATE COORDINATOR**

The State Coordinator is the support person for SHL. Responsible for disseminating information to the delegates and SHL coordinators after decisions have been made by the Board President or their designee. All actions listed below are approved by the Board President prior to making contacts/arrangements.

### State Session:

- Prepare resolutions to the House and Senate to secure the respective chambers.
- Reserve the Rotunda for meals.
- Secure a hotel and all logistics for the State session.
- Submit the list of attendees to the hotel.
- Prepare name tents and badges; agendas; seating charts; ballots and evaluation forms.
- Prepare committee hearing packets for the Chairpersons/SHL Coordinators. The Chairpersons and SHL Coordinators will meet with the Board President at the Session to review their responsibilities prior to the session starting.
- Work with the SHL Coordinators regarding Committee assignments for hearings.
- Prepare any by-law changes that have been proposed by the Rules and By-laws Committee.
- Attend the State session. Secure SHL Coordinators and state staff to assist with registration and committee hearings.
- Comprise a list of the evaluation comments received from the session and share with the SHL Board and SHL coordinators.

### Regional Meeting – August:

- Email all documents for the Session binders to the SHL Coordinators. The coordinators will be responsible for assembling and reviewing with the delegates at their regional meeting.

### General Responsibilities:

- Schedule Bills Committee meeting on or about the second Wednesday in July to review the priority and alternate proposals submitted by each local delegation. Prepare information for meeting.
- Attend State SHL Board Meetings in March, July and December. Prepare all logistics for the meeting.
- Assist in scheduling Advocacy Day.
- Maintain direct communication with the SHL Board President and SHL Coordinators throughout the year.
- Work with Board President to prepare a yearly budget for SHL.
- Update the SHL non-profit status report on the Secretary of State's website.
- Work with SHL coordinators on updating the delegate contact list as elections are held.
- Maintain the SHL email account on a daily basis.
- Order supplies throughout the year for meetings and State session. Process all invoices associated with the Session.
- Work with the SHL Board President to update, print and distribute the SHL Brochure.
- Work with the SHL Board President in maintaining/posting information to the SHL Website.

# **Annual Role for SHL Coordinators**

## **Chronology and Best Practices**

The following procedures/guidelines are recommendations to use for the area delegations; however, the guidelines may vary between delegations.

### **March/April**

- Candidate Declaration forms are provided to those interested in being a SHL delegate. Incumbent SHL members are notified of term expirations and candidate declaration forms are provided for re-election.

### **May**

- Elections are held.
- Delegates are notified of local meeting date.

### **May/June**

- Local Delegation meetings are held.
- Prior to this, SHL Delegates should solicit information from seniors at the centers about the critical issues they are facing. Bring these issues to your delegation's meeting for discussion.
- The SHL coordinators provide legislative district information to delegates and submit this information, as well, to the state coordinator.
- State Legislators are invited to attend this meeting and dialog with delegates about the previous years' progress made.
- Two primary priorities and five alternatives are selected. Voting shall be done by secret ballot.
- Information for business cards and name tags may be collected if these are to be provided by the AAA
- Local officers are elected.
- Delegates complete in-kind and mileage forms.
- Plans are made for a regional training meeting in August. (Delegations take turns planning and hosting the event for their extended regions.) SHL delegates within the regional training

area are informed of the meeting date and location. RSVP's are requested.

- Local priorities and alternates are prepared on the appropriate form and sent to the State Coordinator by July 1.

### **July/August**

- The Proposed Bills Committee will meet on or about the second Wednesday in July to select proposals for SHL board approval the following day. SHL Coordinators and Board members are invited to the Board meeting. Approved proposals are presented at state session for collective consideration.
- Regional delegation meetings held -
  - Committee preferences are noted for state assembly (Social Services, Health, Consumer Affairs, Judiciary and Taxation).
  - Assist with securing testimony from delegates for the committee hearings.
  - Mail training manuals to delegates that do not attend the regional meeting.
- SHL coordinators collect RSVPs for state session and provide to the State Coordinator.
- SHL Coordinators receive assignments for state conference duties.
- SHL Coordinators will provide training to all their delegates on the SHL Member Handbook.

### **September/October**

- State-wide SHL session is held in Jefferson City. Proposals submitted by the Proposed Bills Committee are first presented and debated in appropriate committees. Each proposal is either passed for consideration, amended, or failed.
- Each local delegation meets in caucus to review pass/fail proposals and updates their binders with new information.
- Senate and House delegates then assemble in respective Capitol chambers.
- Each proposal passed out of committee, is voted on by both the Senate and House chambers for pass, fail, or as amended.

- Prior to convening for joint session, officers for the following year are elected in their respective chambers by secret ballot if more than one candidate.
- Joint session is convened. Proposals that passed in both House and Senate are presented. Legislators in the joint session choose by secret ballot the top five (5) priorities for the coming legislative year.
- Proposed By-Law changes are reviewed and approved.
- Prior to leaving, each delegate is requested to complete an evaluation form regarding the session. They also receive a press release to take home with them.
- Immediately following the session the SHL Board of Directors meets and State-wide officers are elected for the coming year.
- After the state session, the General Assembly is informed of all SHL priorities and issues.

### **Ongoing**

- Attend the SHL Board meetings in March, July and December in person or by conference call.
- Mail legislative updates/communications to those delegates that do not have email.
- Maintain contact with the State Coordinator throughout the year.
- Work with the State Coordinator to update the delegation list and SHL brochure.

## **CONTACT US**

[shl@health.mo.gov](mailto:shl@health.mo.gov)

<http://health.mo.gov/seniors/silverhaired/>