

# Report from the IN Capital

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# The 92nd Congress and the Administration

By W. Barry Garrett

The 92nd Congress got underway at high noon January 20. The opening words in both the Senate and House of Representatives were prayers to God led by the chaplains. In the House the Congressmen joined to recite the Lord's Prayer in unison.

This was followed by an afternoon of receptions all over Capitol Hill. The punch was heavily spiked; champagne flowed freely; mixed drinks were served generously at temporary bars. Needless-to-say, a merry time was had by all.

At the White House, where religious services are wont to be conducted on Sundays, the President was busy putting the finishing touches on his State of the Union message to Congress.

It is difficult for many people to understand the interesting mixture of religiosity, indulgence, idealism and political manipulation that is standard procedure in the seats of government. Yet this is the context in which the nation functions and the atmosphere in which decisions are made that affect not only America but also have profound effects on the entire world.

The stage is set for two years of intensive struggle for power culminating in the quadrennial emergency (November, 1972) known as the national election of a President and a new Congress, as well as most state and local officials. The political facts of life demand that we not lose sight of this struggle for power as we interpret and participate in public affairs during the coming two years.

This frustration of the public was pointed up by President Nixon himself in his State of the Union message when he said: "Let's face it. Most Americans today are simply fed up with government at all levels."

Several complicating factors point up the difficult times ahead for the nation the next

two years. We can be assured that these years will not be quiet ones or times of business as usual.

For one thing the national government is divided between the two major political parties. The Executive branch is controlled by the Republicans. The Legislative branch is controlled by the Democrats. Inevitably, serious conflicts will erupt. Inevitably, deals must be made for any major legislation to be enacted.

Other factors include the unstable state of the economy, the struggle between federal and state power, the Vietnam war and other foreign entanglements, the demands for a better environment, and the problems of health, education, welfare, community development, housing and transportation.

The President in his State of the Union message deliberately threw the fat into the fire by the announcement of "six great goals" he presented to Congress. On top of this he stated that he would "call upon Congress to take action on more than 35 pieces of proposed legislation on which action was not completed last year." During the two years ahead he will add numerous other proposals, which, if Congress does not respond favorably, he can use as campaign material for the November, 1972 election.

Take a look at the President's "six great goals" and try to visualize the political struggles that will develop.

The first and most important goal, according to Mr. Nixon, is welfare reform. This involves abolishing the present system of welfare and developing, some form of guaranteed income for every family in the nation.

Second, the President proposes "full prosperity in peacetime." This includes the problems of inflation, unemployment, transition from a wartime economy to a peacetime economy and deficit national spending.

The President's third goal is "to restore and enhance our natural environment. To do this the nation must clean up the air and water, combat noise pollution, and preserve and restore the natural surroundings.

"As a fourth great goal," the President said, "I will offer a far-reaching set of proposals for improving America's health care and making it available more fairly to more people." Among the items listed by the President were prevention of disease, aid to medical schools, increasing the number of doctors, improving the delivery of health services, reducing the cost of medical care, providing incentives to doctors and finding a cure of cancer.

Fifthly, the President will seek ways to "strengthen and renew our State and local governments." Here we go back to Civil War issues of federalism versus States rights, problems of the power to tax and distribute the services of taxes, and struggles between the needs of the federal government, the State governments and the local governments.

The sixth goal of the President is, in his words, "a complete reform of the Federal Government itself." This calls for eight Cabinet level Departments instead of twelve and a redistribution of government services to the people. The entrenched powers of both legislative and executive bureaucracies make this goal almost impossible to achieve.

Regardless of the atmosphere in which government functions and regardless of the political battles that the goals of the President will kick off, the churches cannot be silent bystanders. What happens in the nation affects the churches and their agencies. Deep church-state issues are inherent in all of the above. Simple separation of church and state cannot describe the role of the churches in the years ahead. Church-state relations that preserve a separation of functions and which enhance the freedom of the churches as well as provide maximum services to people must be the goal of the churches in the public affairs issues before the nation.

**COVER PICTURE:** Congressman Wright Patman, (D-Tex.), lower left, administers the oath of office to the newly elected Speaker of the House, Carl Albert (D-Okla.), at the opening session of the House of Representatives on January 21.

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The views of writers of material for *Report From The Capital* are not necessarily those of the Baptist Joint Committee on Public Affairs or its staff. The bulletin also provides for the sharing of views between leaders of the cooperating conventions and between leaders of various religions and traditions.

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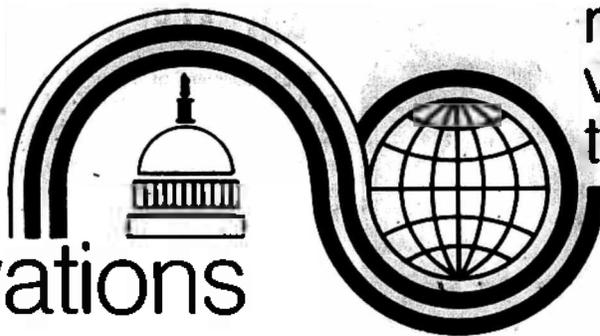
Executive Staff of the Committee: C. Emanuel Carlson, executive director; John W. Baker, associate executive director and director of research; W. Barry Garrett, director of information services; and James M. Sapp, director of correlation services and editor of *Report From The Capital*.

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# washington observations



news  
views  
trends

February 1, 1971

**WASHINGTONIANS EXPERIENCED** the coldest weather in many seasons the last week in January, heightened by blustering high winds which drove the chill factor down to nearly 20 degrees below zero.

**SUCH UNSEASONABLE WEATHER** matched the chill with which many of the nation's lawmakers received the President's State of the Union message. Most of the legislators were not well informed in advance of the proposals. Apparently most of them, in both parties, were not asked for advice or counsel prior to the sweeping call for governmental reforms.

**RESTRUCTURING OF THE FEDERAL GOVERNMENT** and its agencies will require the close collaboration of the Congress. So will the basic legislation to carry out the unprecedented proposals for health and welfare reform. It remains to be seen whether government leaders will study the proposals seriously or react emotionally to a President's legislative agenda.

**WHILE THE PROSPECTS** for enactment of the proposals into public law seem dim at the moment, the President has set in motion a vigorous presentation of his legislative agenda to the people. He thus is automatically creating a set of political issues for the 1972 presidential campaign, in the event the Democratic controlled Congress fails to enact the proposed legislation into law.

**ON THE OTHER HAND,** the nation's political leaders are faced with the threat of a Constitutional Convention. Such a convention, called for the purpose of dealing with a limited agenda of constitutional revision, could get out of hand and completely alter the Constitution and its present safeguards. Under such a threat the Congress might compromise with the President and enact a portion of the proposals.

**THIS KIND OF DILEMMA** puts the public squarely in the middle of a major political squabble and in effect "over the barrel" while the legislative and administrative branches of the government contend for the support of the public to achieve their own ends and to perpetuate themselves in office.

**COOPERATIVE AND UNITED EFFORTS** of both branches of the government give way to divisive actions, charges and counter-charges in an attempt to place the blame on each other. Many Washington observers see the only hope for avoiding such a serious stalemate as resting in the increasing intelligence of the electorate. The public is not so easily fooled or moved by worn out political tactics and rhetoric as it was "once upon a time." Hopefully it can be made fully aware of the games being played at its own expense.



Carl Albert of Oklahoma

## CARL ALBERT NAMED SPEAKER OF HOUSE

The retirement of John W. McCormack (D-Mass.) left Oklahoma's Carl Albert his unchallenged successor as Speaker of the House of Representatives. On January 21, 1971 he was elected Speaker by the House, only the fourth man to serve in that post since 1940.

While there was an unusual amount of certainty surrounding his selection, there the certainty ends. The former Majority Leader Albert's centrist background and style have encouraged liberals and conservatives alike to speculate that his gavel will come down on their side in Congresses to come.

Albert added to the uncertainty by refusing to discuss his plans for fear of implying criticism of his predecessor.

There is evidence to justify either conclusion. In his 24 years in the House the 5-foot-4-inch former Rhodes Scholar has traveled a careful political road that has

earned him almost no enemies and has made him acceptable to all factions of the Democratic party.

Born in McAlester, Oklahoma on May 10, 1908, Albert is a graduate of the University of Oklahoma and Oxford University in England. He is a lawyer by profession.

Mr. Albert was elected to the 80th and all succeeding Congresses, representing Oklahoma's Third Congressional District. He is Dean of the Oklahoma delegation in the House. He served as House Majority Whip from the 84th Congress through the first session of the 87th Congress. In January, 1962 he was elected Majority Leader of the House of Representatives and served as the Floor Leader of his party, which ranked him second to the Speaker in the structure of House leadership.

Albert served as Chairman of the Committee on Resolutions and Platforms of the Democratic National Convention in 1964. In 1968 he served as Chairman of the Democratic National Convention.

## DUTIES OF THE SPEAKER OF THE HOUSE

The following statement is a summary of remarks made by the Honorable Carl Albert in the House of Representatives on March 7, 1962. The statement has been printed in pamphlet form "for use in the U.S. House of Representatives" as standard reference material on the duties of the House Speaker.

Now it becomes the responsibility of Mr. Albert to carry out these duties which he so ably described for the record more than eight years ago.

MR. ALBERT. Mr. Speaker, from time to time Members receive inquiries about the duties of the Speaker. In a representative democracy, where the top leadership posts in the National Legislature are among the most powerful in the land, citizens have a legitimate interest in the functions and duties of these positions. Let me take this means, therefore, of describing in some detail the duties of the Speaker of the U.S. House of Representatives as they have developed in our parliamentary practice.

### ADMINISTRATION OF OATH

Under the Constitution, the Members of Congress and of the State legislatures, as well as all executive and judicial officers, must take an oath or make an affirmation to support the Constitution. Customarily, this oath is first administered to the Speaker at the opening of a new Congress by the oldest Member of the House in point of continuous service, and then by the Speaker to the other Members and to the Clerk of the House. That practice is not always followed, however.

Formerly it was the custom to administer the oath by State delegations, but beginning with the 71st Congress Members-elect have been sworn in en masse. The Speaker has

frequently declined to administer the oath in cases where the House has, by its action, indicated that he should not do so; and in case of doubt he has waited the instruction of the House. The right of a Member-elect to take the oath is sometimes challenged, and in such cases the Speaker may direct the Member to stand aside temporarily.

### CALLING THE HOUSE TO ORDER

From the beginning of the First Congress the House has formulated rules to govern its procedure. At the present time the House rulebook contains some 42 rules. The first of these rules sets forth the duties of the Speaker in seven sections. Section 1 states:

The Speaker shall take the chair on every legislative day precisely at the hour to which the House shall have adjourned at the last sitting, immediately call the Members to order, and on the appearance of a quorum, cause the Journal of the proceedings of the last day's sitting to be read, having previously examined and approved the same.

This rule dates from 1789 and the House usually meets at 12 o'clock noon. In practice, immediately after the Members are called to order, prayer is offered by the House Chaplain.

### PRESERVES ORDER AND DECORUM

Section 2 of rule 1 states that the Speaker shall preserve order and decorum, and, in case of disturbance or disorderly conduct in the galleries, or in the lobby, may cause the same to be cleared.

This rule also dates from 1789. The Speaker may name a Member who is disorderly, but may not, of his own authority, censure or punish him. In an early instance the Speaker ordered the arrest of a person in the gallery; but this exercise of power was questioned.

### CONTROLS HALLS OF THE HOUSE

Section 3, which was adopted in 1811, provides that the Speaker

shall have general control of the Hall of the House, and of the corridors and passages and the disposal of the unappropriated rooms in that part of the Capitol assigned to the use of the House.

The Hall of the House, a large chamber on the second floor of the House wing of the Capitol, is the place where the House has met since 1957.

### SIGNS ACTS AND DECIDES QUESTIONS OF ORDER

Section 4, which was adopted in 1789 and 1794, states that the Speaker

shall sign all acts, addresses, joint resolutions, writs, warrants, and subpoenas, of, or issued by order of, the House, and decide all questions of order, subject to an appeal by any Member, on which appeal no Member shall speak more than once, unless by permission of the House.

In accordance with this rule, the Speaker signs enrolled bills, articles of impeachment, warrants, and subpoenas, and certifies cases of contumacious witnesses for action by the courts. As regards points of order, the Speaker may require them to be presented in writing; but he is not required to decide a question not directly presented by the proceedings or hypothetical questions. In rare instances the Speaker has declined to rule on a question of order until he has had time to study it; and on occasion the Chair has reversed as erroneous decisions previously made. The right of appeal protects the House against the arbitrary control of the Speaker and the House cannot be deprived of it.

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# DUTIES OF THE SPEAKER OF THE HOUSE

(Continued from Page 4)

## PUTS THE QUESTION

The Speaker's fifth duty under rule I is to put questions under the proper form by saying:

"As many as are in favor, say 'aye'" and then "as many as are opposed, say 'no.'" If he doubts, or a division is called for, the House shall divide; those in the affirmative of the question shall first rise from their seats, and then those in the negative; if he still doubts, or a count is required by at least one-fifth of a quorum, he shall name one from each side of the question to tell the Members in the affirmative and negative; which being reported, he shall rise and state the decision.

This rule was adopted in 1789 and amended in 1860 and 1880. Parliamentary law is based upon the assumption that the Speaker will not betray his duty to make an honest count on a division; and the integrity of the Chair in counting a vote has never been questioned in the House. When the House votes by tellers, the Members pass between them to vote, the tellers standing on either side of the center aisle to count the Representatives as they file by, the ayes passing through first and then the nays.

## THE SPEAKER'S VOTE

Section 6 states that the Speaker

... shall not be required to vote in ordinary legislative proceedings, except where his vote would be decisive, or where the House is engaged in voting by ballot; and in cases of a tie vote the question shall be lost.

This rule was adopted in 1789 and amended in 1850. The Speaker's name is not on the roll from which the yeas and nays are called unless at his request, in which case the Clerk calls him by name at the end of the roll. The Chair may vote to make a tie and so decide a question in the negative, as he may vote to break a tie and decide a question in the affirmative. The Speaker has the same right as other Members to vote, but rarely exercises it.

## APPOINTS SPEAKER PRO TEMPORE

Finally, section 7 of rule I provides that the Speaker

... shall have the right to name any Member to perform the duties of the Chair, but such substitution shall not extend beyond 3 legislative days: *Provided however*, That in case of his illness, he may make such appointment for a period not exceeding 10 days, with the approval of the House at the time the same is made; and in his absence and omission to make such appointment, the House shall proceed to elect a Speaker pro tempore to act during his absence.

## COUNTING A QUORUM

Another important duty of the Speaker is to determine the presence of a quorum which the Constitution requires for the

conduct of business by the House. The quorum consists of a majority of those Members chosen, sworn, and living whose membership has not been terminated by resignation or by the action of the House. The Chair counts all Members in sight, whether they are in the cloakrooms or on the floor of the House. When a quorum fails on a yeas-and-nays vote, it is the duty of the Speaker to take note of that fact and to direct the roll to be called. Prior to 1890 the business of the House was often obstructed by the failure of present Members to respond to a rollcall to make a quorum. But in 1890, after a sensational fight, Speaker Reed decided to count both those voting and those present but not voting to make a quorum of record on a rollcall. His decision was adopted as a rule of the House at that time, and continues in effect.

## ADMISSION TO THE GALLERIES

Various galleries in the Hall of the House are reserved for the use of the families of Members, the President of the United States, the members of his Cabinet, Justices of the Supreme Court, foreign ministers and their families, and for representatives of the press. Admission to these galleries is subject to the direction and control of the Speaker, who is assisted in the case of the press galleries by a standing committee of correspondents. Representatives of the press associations may also be admitted to the House floor under conditions prescribed by the Speaker.

## APPOINTMENT OF COMMITTEES

Under rule X the Speaker appoints all select and conference committees which shall be ordered by the House from time to time. A select committee is a temporary

committee composed of Members of the House, established for a particular purpose, for example, to investigate campaign expenditures. A conference committee is a joint committee, composed of Members of both the House and the Senate, established to reconcile the differences between bills on the same subjects that have passed the two Houses. Prior to 1880 the Member moving a select committee was appointed its chairman, and prior to 1910 the chairmen of the standing committee of the House were appointed by the Speaker. It is within the discretion of the Chair as to whom he appoints as conferees.

## APPOINTMENT OF HOUSE OFFICERS

Another function of the Speaker is to make temporary appointments, in case of vacancies in House offices, of persons to perform their duties, until the House chooses their successors or until the incapacity or inability of the incumbent is terminated. The elected officers of the House include a Clerk, Sergeant at Arms, Doorkeeper, Postmaster, and Chaplain who are elected by the House at the beginning of each new Congress.

## DUTIES AS TO REFERENCE OF BILLS, PETITIONS, MEMORIALS

Another group of the Speaker's duties relates to the reference of bills, petitions, and memorials. Under rule XXII he refers all bills, memorials, and resolutions that have been introduced by Members to the appropriate committee of the House; and under rule XXIV messages from the President, reports and communications from department heads, and bills, resolutions, and messages from the Senate are referred by the Speaker to the appropriate committees. From the earliest days the rules of the House have given its standing committees jurisdiction over the various subjects of legislation. The entire legislative domain has been divided into distinct categories

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## SPEAKERS OF THE HOUSE OF REPRESENTATIVES Since 1900

David B. Henderson (Iowa)	1899-1903
Joseph G. Cannon (Illinois)	1903-1911
Champ Clark (Missouri)	1911-1919
Frederick H. Gillett (Massachusetts)	1919-1925
Nicholas Longworth (Ohio)	1925-1931
John N. Garner (Texas)	1931-1933
Henry T. Rainey (Illinois)	1933-1934
Joseph W. Byrns (Tennessee)	1935-1936
William B. Bankhead (Alabama)	1936-1940
Sam Rayburn (Texas)	1940-1947
Joseph W. Martin, Jr. (Massachusetts)	1947-1949
Sam Rayburn (Texas)	1940-1947
Joseph W. Martin, Jr. (Massachusetts)	1953-1955
Sam Rayburn (Texas)	1955-1961
John W. McCormack (Massachusetts)	1961-1971
Carl Albert (Oklahoma)	1971-

# PREDICTIONS FOR THE 1970's

By George Romney  
Secretary, U.S. Department of Housing  
and Urban Development

We are now just in the first stage of the industrial age in housing production. But before the seventies are over, industrialized housing will dominate the market.

I predict that by the end of this decade, at least two-thirds of all housing production in the United States will be factory produced.

This means that a number of highly significant changes will be made.

First, I believe we'll see a reduction in labor costs. Average hourly earnings of construction workers have risen 20% in the past two years. The American people are sick and tired of paying the tab for this upward pressure on costs. This pressure will be brought to a halt through a combination of direct Government action, new labor legislation, and the switch to industrialized housing, which can be built without having to use highly skilled, high-cost trade union labor requiring years of training. Restrictive trade practices, too, will be eliminated, either voluntarily or through state or Federal action.

Second, financing costs will also be reduced. Once the factories are in place, industrialized housing will be built in far less time than conventional housing. This will significantly shorten the time a developer needs to borrow construction money. And that saving will be passed on to the home buyer.

We will also solve the cyclical instability of the mortgage market caused by swings in monetary tightness. One way or another, both through direct Federal support and Federal stimulus and directives on private lenders, housing will see a more stable mortgage market than in the past.

Third, land will be more readily available for housing at more reasonable cost than has been true in recent years. I expect to see states and localities making significant changes in their property tax structures to help solve this problem. There may even be a role for Federal legislation in the form of a change in the treatment of capital gains from the sale of land, and to assist states and localities in advance acquisition of land.

I also expect to see major changes in local building codes. Either the present codes will be changed, or exceptions will be made to permit nationally acceptable industrialized housing in any locality regardless of the local code. If state or local initiative is too slow in moving in this direction, I see a definite possibility of some type of Federal action.

Finally, I expect widespread introduction of new materials to overcome present shortages of lumber, copper and other conventional items. Many producers in our Break-through program are already planning to

produce units with less wood than is used in standard dwellings and are using as basic building materials plastics, cement, aluminum and steel. Unless lumber producers, including the Federal government, find new ways to step up production to avoid excessive cost increases, their future market opportunities will be limited.

The fruition of these predictions will depend on more effective national policies that permit and encourage a maximum of private effort in cooperation with government leadership—local, state and Federal.

It goes without saying, of course, that the future thrust and emphasis of HUD's activities will depend to a large extent on the policies and priorities of the Administration of which we are a part. As a member of the President's Cabinet and the Domestic Council, I participate in advising the President on Administration priorities and policies. As head of this Department, I carry out his decisions in our area.

A number of processes now in motion will shape HUD's direction in the years ahead. These include budget decisions on the levels and emphasis of major programs; decisions about seeking new or amended legislative authorities; program costs influenced by inflation and other factors beyond our direct control; the prospective findings of the President's Financial Structures Commission; and the application of adequate fiscal, monetary, and competitive enterprise policies.

Recognizing these broad constraints, it is possible to identify a number of critical issue areas in which major decisions lie ahead. Policies and priorities in these areas will importantly shape the future of HUD, of the services it provides, and of the institutions and citizens it serves.

First, for example, our programs to foster housing production need to be evaluated, and improvements need to be considered. Our major subsidy programs, 235 and 236, are relatively new. They were not pretested. Congress insisted on greater efforts to supply new and rehabilitated housing to low income families. Experience has demonstrated weaknesses that must be and are being corrected. Also our very success in spurring the production of assisted housing is arousing understandable apprehension that government may come to dominate the housing industry. The cost to the government of the present assisted housing programs, while modest in these beginning years, will rise markedly the longer the programs are in operation. The questions of whom our programs subsidize, and the most appropriate mix of housing types to meet national needs, deserve careful scrutiny. The rising impact of deterioration and abandonment of our

housing stock—and the counter-forces of housing rehabilitation and Federal, state and local reform of tax policy—demand more systematic attention than they have received.

Second, decisions will need to be made regarding the encouragement of a comprehensive process for community development planning and management on a local jurisdictional level, area-wide and state level. We are faced with the need to reconcile our future national patterns of settlement, population growth and economic development with our aspirations for enabling all Americans to enjoy a good life in a good natural and manmade environment.

We are working toward a comprehensive system that links planning to development, planners to decision-makers, function to function, and locality to locality. Such a system, of course, requires initiative and encouragement from the Federal level—but it also requires implementation by state governments, areawide bodies, and local jurisdictions. One of the ways the Federal Government can help most is to help the state, area and local bodies to improve not only their fiscal positions but their managerial and administrative capacities as well, so that they can apply their resources and discharge their responsibilities more effectively.

Third, following hand-in-hand with decisions to be made about a community development planning and management process, are decisions on the way in which we will carry out community development itself, in all its aspects—social, economic and physical.

Too often, past development has occurred piecemeal, outside of any orderly, consistent, rationally-determined framework. By promoting a more coherent system, we would have the possibility of achieving better community development across the board—in rural areas, small towns, central cities, suburbs and new communities.

Fourth, we will need to take an intensive look at where we are going in the area of basic housing research and community development research. The need for this basic research has never been greater, and the general recognition of the need has never been as clear.

It seems obvious to me that our priorities would be substantially out of balance if we were to devote billions of dollars to research in defense, space, agriculture, highways, SST, and some other areas, indefinitely, without doing far more than has previously been possible in the whole broad areas of housing production, housing management and community development. These research areas are both critical and promising. They encompass many of our most pressing national problems: housing costs, management, abandonment, rehabilitation, taxes, orderly community growth, noise reduction, fire protection, and many more. We must find the ways to begin a larger effort to develop truly meaningful solutions to these problems.

# DUTIES OF THE SPEAKER OF THE HOUSE

(Continued from Page 5)

defined by the rules, and jurisdiction over each category has been allocated to a particular standing committee. In making these referrals the Speaker is assisted by the Parliamentarian of the House. Under rule XIII the Speaker directs the Clerk to call bills on the Consent Calendar on the first and third Mondays of each month; and under rule XXII the Speaker may bar the reference of petitions, memorials, and private bills which, in his judgment, are of an obscene or insulting character.

## POWER AND DUTIES AS TO RECOGNITION

In the House of Representatives recognition by the Chair is governed by rule XIV, clause 2, and the practice thereunder. There has been no appeal from a decision by the Speaker on a question of recognition since 1881 and in the later practice no appeal is permitted. Clause 2 of rule XIV, as adopted in 1789, states that—

When two or more Members rise at once, the Speaker shall name the Member who is first to speak.

In the early history of the House, when business proceeded on presentation by individual Members, the Speaker recognized the Member who arose first, and in case of doubt there was an appeal from his recognition. But as the membership and business of the House increased, it became necessary to establish and adhere to a fixed order of business, and recognitions, instead of pertaining to the individual Member, necessarily came to pertain to the bill or other business which would be before the House under the rule regulating the order of business. Hence the necessity that the Speaker should not be compelled to heed the claims of Members as individuals was expressed in 1879 in a report from the Committee on Rules, which declared that "in the nature of the case discretion must be lodged with the presiding officer."

Although there is no appeal from the Speaker's recognition, he is not a free agent in determining who is to have the floor. The practice of the House establishes rules from which he may not depart. It is because the Speaker is governed by usages that he often asks, when a Member seeks recognition, "For what purpose does the gentleman rise?" By this question he determines whether the Member proposes business or a motion which is entitled to precedence; he may deny recognition and from such denial there is no appeal.

In debate the members of the committee in charge of the bill—except the Committee of the Whole—are entitled to priority of recognition for debate. In recognizing for

general debate the Chair alternates between those favoring and those opposing the pending matter, preferring members of the committee reporting the bill. When a member of the committee has occupied the floor in favor of a measure, a Member opposing should be recognized next even though he be not a member of the committee. The principle of alteration is not insisted on rigidly where a limited time is controlled by Members, as in the "40 minutes" of debate on motions for suspension of the rules and the previous question.

As to motions to suspend the rules, which are in order on 2 days each month, the Speaker exercises a discretion to decline or recognize. He also may decline to recognize a Member who desires to ask unanimous consent to set aside the rules in order to consider a bill not otherwise in order, this being the way of signifying his objection to the request.

## DUTIES IN RELATION TO DEBATE

The Speaker also has three duties in relation to debate on the House floor: First, to suppress the arraignment of the motives of Members; second, not to permit expressions offensive to the Senate; and, third, to call to order Members who transgress the rules of the House. When a Member is called to order under this rule—rule XIV, clause 4—it is the practice to test the opinion of the House by a motion "that the gentleman be allowed to proceed in order." A Member called to order and held to be out of order loses the floor and may not proceed.

If a point of order is made against words spoken in debate without a demand that they be taken down, the Chair ordinarily admonishes the offender and, if he continues to transgress the rules, stops him.

## AS TO VOTING

Under the Constitution, the yeas and nays of the Members of the House on any question shall, at the desire of one-fifth of those present, be entered on the Journal. In passing on a demand for the yeas and nays the Speaker need determine only whether one-fifth of those present sustain the demand; in making this determination he counts the entire number present, including those in the lobbies and cloakrooms, and not merely those who rise to be counted.

## RELATIONS TO COMMITTEE OF THE WHOLE

From earliest days the House has had a procedure called going into Committee of the Whole. This is a procedure for expediting business in which a quorum is 100

Members and bills are debated under a 5-minute rule. When the House goes into Committee of the Whole, the Speaker leaves the chair after appointing a Chairman to preside and takes a seat elsewhere, as any other Member. The Chairman of the Committee of the Whole seats himself in the Speaker's chair and the mace is placed beneath the table. When the Committee of the Whole rises, the Speaker resumes the chair and recognizes only reports from the Committee of the Whole made by the Chairman thereof. On several occasions when quarrels have taken place in Committee of the Whole, the Speaker has taken the chair in order to suppress the disorder and the mace, as the symbol of authority, has been laid on the table.

## DUTIES AS TO CONFERENCES

From the earliest years the Speaker has appointed the House managers of conference committees. He selected them within his discretion so as to represent the attitude of the majority and the minority of the House on the disagreements in issue with the Senate. While it is usual to represent the party divisions of the House, the representation of opinions as to the pending differences is rather the more important consideration. In appointing managers the Speaker usually consults the Member in charge of the bill, and selects the managers from the committee which reported the bill; but where the committee which has charge holds to an attitude with which the House disagrees, the managers have been appointed to reflect the views of the House.

When the House managers report to the House after a conference, the Speaker may rule out their report if it be shown that the managers have exceeded their authority.

## DUTIES AS TO JOURNAL AND RECORD

As I pointed out at the beginning of these remarks, the Speaker takes the chair at the opening of each daily sitting and causes the Journal of the proceedings of the last day's sitting to be read, having previously examined and approved the same. Under rule XXXIV, the appointment and removal, for cause, of the official reporters of the House, including committee stenographers, and the manner of the execution of their duties, are vested in the Speaker. The reporters of debates have borne an important part in the evolution by which the House has built up the system of a daily verbatim report of its proceedings, made by its own corps of reporters. In general, the Speaker has no control over the CONGRESSIONAL RECORD, but words spoken by a Member after he has been called to order may be excluded by the direction of the Speaker.



Selected quotes gleaned from recent books, publications and material coming to the reference library of the Baptist Joint Committee chosen by Alice Moody, Administrative Assistant. You may wish to read the text of materials quoted. References are complete for each item.

"America's Culture Religion and the Churches" is the theme of the February, 1971, issue of *Social Action*, published by the Council for Christian Social Action of the United Church of Christ. The introductory editorial says in part:

"Four decades ago European theologians were warning their churches of the deceptiveness of culture religion, while observant American churchmen . . . pointed out the idolatry of nationalism. Despite World War II's lurid demonstration of its destructiveness and a presumed heightening of our sophistication, the American people are today infected with a sense of national importance and righteousness that goes far beyond any healthy sense of identity or heritage."

"Unfortunately, the confusion between biblically derived beliefs or practices and those uncritically taken over from the dominant national ideology manifests itself among professing church people as well as among those who make no such claim. . . ."

The writers of other articles in the issue warn "against making the church an exclusive sect for either radicals or reactionaries that has no word or welcome for those in another camp. They do not prescribe a

disdain for culture. The church cannot minister to men in their cultural configurations if it does not understand the latter and appreciate what is valid in them. It cannot be aloof from either those persons who make a fetish of 'desecrating' it. But the church destroys its capacity to be of meaningful service to any human being or group—including the nation itself—if it does not take its unique heritage seriously and learn how to point beyond all worldly structures to the Sovereign Lord, who judges and redeems them."

"Just so there will be no misunderstanding: we are proud of the American flag. . . . As a result, we have no sympathy for those who, out of opposition to the war in Vietnam or dissatisfaction with the general state of American society, set out deliberately to desecrate or defile the flag."

" . . . we are equally devoid of sympathy for those who would make the flag a symbol of things as they are (in Southeast Asia or in Bedford-Stuyvesant) and demand uncritical allegiance to it. Often enough, those most likely to flaunt the flag—on their lapels, on the rear windows of their automobiles

. . .—are least committed to the principles of the Republic for which it stands, hostile to the proposition that 'all men are created equal,' unhappy with the notion that 'Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances.'

"Exaggerated reverence for the flag distresses us. At worst, it is idolatry; at best, a misguided and strained patriotism. Old Glory can be dishonored by excesses of adulation as well as by contempt. It deserves better. Men have died for it."

Current Comment: "The Flag and Its Allegiances,"  
*America*, January 23, 1971, pp. 58-9

DR. LYNN E. MAY, JR.,  
HISTORICAL COMMISSION  
127 NINTH AVE., N.  
NASHVILLE, TN 37203

### "WE HAVE NOT LOST OUR WAY"



Sen. Scott

The Republican Minority Leader, Senator Hugh Scott, in the closing days of 1970 submitted his report to the President on the 2nd session of the 91st Congress. He entitled it "From War to Peace: Social Renewal."

His concluding paragraphs are worth noting here:

"We have not lost our way; there is no doubt in my mind that America is on the verge of a great period of social renewal, or regeneration. It will not be easy, and here, perhaps, is the time to ask ourselves whether we may not have made a serious mistake in the past.

"We have tried to justify our American democracy in terms of affluence, of statistics indicating world leadership in automobiles, television, bathtub and telephone ownership. We have made it appear to promise a life of ease and safety.

"Democracy is really the most dangerous and the riskiest form of political society. Even so, it works. Great trust, responsibility and power is put into the hands of great numbers of people. Particularly is this true under the American Federal system.

"To reinvigorate Federalism is to very clearly vote for this 'dangerous' dispersion of power, in the firm belief that we will better respond to the challenge to renew our America."

*"What has been lost in American life must be found.*

*What doesn't work must be discarded.*

*What works must be made to work better.*

*There are mountains ahead.*

*But there are men beyond the mountains.*

*The strength of our land lies in ourselves.*

*We Americans must make tomorrow better."*

### Registrants Up, Positions Down in Year. CCR Reports

The job market for Ph.D.'s continues to worsen, according to figures released in January by the Cooperative College Registry, a nonprofit organization based in Washington which assists college teachers and administrators in finding and filling jobs at its 315 member institutions.

January 1971 figures compared to those of January 1970 show that the number of registrants in all disciplines on file at CCR increased 25 percent, while the number of vacancies declined 25 percent. The ratio of candidates to vacancies in January 1970 has been called the highest in CCR's seven-year history.