

Congress and the Legislative Process: A Simulation in How a Bill Becomes a Law

Overview

Students participate in activities in which they learn about redistricting, types of legislative committees, types of legislation, and the process by which a bill becomes a law in Congress. Students will apply their knowledge by participating in a legislative simulation in which the House Judiciary Committee determines whether to report a proposed bill regarding punishment for drunk driving as favorable on the floor.

Grade

10

NC Essential Standards for American History: The Founding Principles, Civics & Economics

- FP.C&G.2.1 - Analyze the structures of national, state and local governments in terms of ways they are organized to maintain order, security, welfare of the public and the protection of citizens (e.g., federalism, the three branches, court system, jurisdictions, judicial process, agencies, etc.)
- FP.C&G.2.2 - Summarize the functions of North Carolina state and local governments within the federal system of government (e.g., local charters, maintain a militia, pass ordinances and laws, collect taxes, supervise elections, maintain highways, types of local governments, etc.).
- FP.C&G.2.6 - Evaluate the authority federal, state and local governments have over individuals' rights and privileges (e.g., Bill of Rights, Delegated Powers, Reserved Powers, Concurrent Powers, Pardons, Writ of habeas corpus, Judicial Process, states' rights, Patriot Act, etc.)
- FP.C&G.2.7 - Analyze contemporary issues and governmental responses at the local, state, and national levels in terms of how they promote the public interest and/or general welfare (e.g., taxes, immigration, naturalization, civil rights, economic development, annexation, redistricting, zoning, national security, health care, etc.)
- FP.C&G.3.1 - Analyze how the rule of law establishes limits on both the governed and those who govern while holding true to the ideal of equal protection under the law (e.g., the Fourteenth Amendments, Americans with Disabilities Act, equal opportunity legislation.)
- FP.C&G.3.2 - Compare lawmaking processes of federal, state and local governments (e.g., committee system, legislative process, bills, laws, veto, filibuster, cloture, proposition, etc.)
- FP.C&G.3.3 - Analyze laws and policies in terms of their intended purposes, who has authority to create them and how they are enforced (e.g., laws, policies, public policy, regulatory, symbolic, procedural, etc.)
- FP.C&G.3.4 - Explain how individual rights are protected by varieties of law (e.g., Bill of Rights, Supreme Court Decisions, constitutional law, criminal law, civil law, Tort, Administrative law, Statutory law and International law, etc.)

Essential Questions

- What is the basic structure of the US Congress?
- What is the purpose and process for redistricting and reapportioning seats in the House of Representatives?
- What are the basic functions of congressional committees, and how do they help make Congress more efficient?
- What are the basic types of legislation that come out of Congress, and when are they used?
- How does a bill become a law in Congress?
- What are the responsibilities and duties of legislators?
- How can legislators impact change at the federal level?
- How difficult is consensus building when different parties have conflicting beliefs and diverse needs?

- What is the process for creating new federal laws?
- What role do citizens, special interest groups, and lobbyists play in federal legislation?
- Why are the decisions made by legislators relevant to each of us?

Materials

- Gerrymandering Political Cartoon, attached
- Redistricting Activity, handout attached
- Examples of Redistricting, attached
- Types of Committees and Legislation, handout and key attached
- Participating in a Judiciary Committee Meeting, summary of participants and roles attached
- Proposed Ignition Interlock Legislation, attached
- Art supplies (white art paper, chart paper, or poster board and markers)

Duration

2 class periods

Procedure

Day One

Congress (Basic Structural Information and Redistricting)

1. As a warm-up, ask students to brainstorm everything they already know regarding **Congress**. As they report their thoughts to class, ensure that you facilitate conversation of important points such as:
 - **U.S. Congress:** Main legislative body for the United States
 - **Bicameral:** Divided into two houses; House of Representatives and Senate
 - **House of Representatives:** 435 members directly elected to represent congressional districts; terms last two years; Debate in the House tends to be formally controlled and partisan
 - **Senate:** 100 senators directly elected by statewide election, 2 for every state regardless of size; terms last six years; Before passage of Amendment XVII in 1913, senators were appointed by state legislatures; Senate debate tends to be less partisan and less formalized; Senators tend to be much more collegial with senators on the other side of the aisle; competition is generally regional in nature.
2. Again, probe student knowledge by asking them what they can tell you about **redistricting**. As you discuss, ensure students understand:
 - **Congressional districts** are **reapportioned**, or divided up amongst the states, every ten years due to the **Census**, and the redistricting is based on population changes that occurred over the past decade.
 - Every state must have at least one district.
 - Once the number of districts is set, the individual state's legislature is charged with creating a map of the districts (if the state has more than one district). All districts must have virtually identical population sizes.
 - In states with a history of voter disenfranchisement (mainly in the South), district maps must be submitted to the **US Department of Justice** for approval according to the **Voting Rights Act of 1965**.
 - State legislators are not prohibited from **gerrymandering**, or drawing the map with political goals in mind, except where the gerrymandering would conflict with the Voting Rights Act of 1965. This can be done for partisan purposes or for incumbent protection purposes.
3. Project the attached political cartoon illustrating **gerrymandering** and facilitate discussion by asking:
 - What do you see? (Students should point out details of the image, symbols, text, etc.)
 - What key activity does this illustration depict? What evidence makes you think this?
 - What political opinion would the artist most likely hold regarding gerrymandering?
4. Throughout the discussion make sure students understand that this 1812 political cartoon illustrates the electoral districts drawn by the Massachusetts legislature to favor the incumbent Democratic-Republican

party candidates of **Governor Elbridge Gerry** over the **Federalists**, from which the term gerrymander is derived. The cartoon depicts the bizarre shape of a district in Essex County, Massachusetts as a dragon.

5. Distribute the redistricting exercise for completion in partners or as individuals. Give these directions to students:
 - The map above represents the state of Elbonia.
 - There are two political parties in Elbonia, the Stars and the Circles.
 - They are distributed in the state as shown in the map.
 - Elbonia will be represented by three congressional districts.
 - Your job is to draw those three districts.
 - Draw the three districts to create as many districts as possible that have a majority Stars within. The districts must all have the same population size and must be contiguous, meaning each square must touch at least one of the other squares in the proposed district.

6. Once students finish, discuss the redistricting exercise as a class. Project the attached example of redistricting and allow students to note what they see in the redrawing. Point out how gerrymandering created a guaranteed 3-to-1 advantage in representation for the blue voters based on the way the balanced electoral districts were redrawn. Here, 14 red voters are **packed** into the yellow district and the remaining 18 are **cracked** across the 3 blue districts.

Legislative Committees

7. Ask students what they know about **legislative committees** and encourage them to list any committee examples they can think of. Then, provide students with information to fill in gaps in what they do not know:
 - Each house is divided into a number of committees to more easily handle legislative work and to allow for specialization. Committees have jurisdiction over specific topic areas; this allows for specialization on a few topic areas by members. This is more common/much easier in the House of Representatives, owing to its larger size.
 - Committees are further divided into subcommittees that handle even smaller sub- issues in a committee's jurisdiction.
 - Committee assignments are made by the majority and minority floor leaders, or heads of parties. In general, committees are roughly equal in size, and their memberships are divided among the parties based roughly on the proportional size of the parties with an advantage given to the majority party; for example, say a committee has 30 members, and the GOP holds 55% of the total seats in the body. There will probably be 18-20 republicans on the committee, which ensures the majority has control over the committee.

8. As partners or individually, ask students to complete the *Types of Committees* handout, using their text book and/or the Internet. Give students ten minutes to finish and then go over the information as a large group.
 - **Standing Committees:** The main type of committee. These committees are permanent and are designed to address long-term issues. They also have the ability to generate new legislation.
 - **Joint Committees:** These committees oversee areas of interest to both houses of Congress and do not have the ability to generate new legislation. They are unique in that they are composed of members from both houses.
 - **Conference Committees:** A special type of joint committee designed to reconcile differences in bills.
 - **Special Committees and Select Committees:** These committees have similar functions to standing committees in that they have legislative authority; however, they exist only on an ad hoc basis and cease to exist once they complete their duties.

Types of Legislation

9. Again as partners or individually, ask students to complete the Types of Legislation handout, giving them ten minutes and the appropriate resources (text book, Internet, etc.) After ten minutes, go over the information as a large group. (This review can be done concurrently with the previous exercise, and either can be given as homework if necessary.)
- **Bill:** A piece of legislation that will become law
 - **Simple Resolution:** A piece of legislation that expresses the opinion of the body on a particular matter. This type of legislation does not carry the full force of law; it only has to pass through one house and is not signed by the president.
 - **Concurrent Resolution:** A piece of legislation that expresses the opinion of both houses. It must be passed by both houses of Congress to take effect. As this type of legislation will not become law, it does not have to be signed by the president. The most common use of the concurrent resolution is the budget resolution, which is the guideline for how the government will spend its money in the coming year.
 - **Joint Resolutions:** Similar to bills but occur much less often. The primary reason for their use is to propose amendments to the Constitution.

How a Bill Becomes a Law in Congress

10. Next, provide students with an overview of how a bill becomes a law in Congress. If available, play a clip of School House Rock's "How a Bill Becomes a Law" (a neat version students have perhaps not heard is the most recent compilation by modern rock bands, called "School House Rock Rocks!," available via an internet search). As you play a bit of the song, ask students what they know about how a bill becomes a law in Congress. Refer students to a graphic organizer in their textbook or on the internet and review:
- A Bill must be written and can be written by anyone. A Bill must be introduced by a member of Congress and can be introduced in either chamber, except in the case of revenue related bills, which must be introduced in the House.
 - Referred to a committee. Can be referred to more than one.
 - Once in committee, may be further referred to a subcommittee, and the subcommittee hears the bill and can make changes to it. It then reports bills to the full committee. If reported unfavorably or without prejudice, the committee takes no further action.
 - If reported favorably by the relevant subcommittee, a full committee hears bill and can make further changes to it. It then reports the bill to the full House of Representatives. If reported unfavorably or without prejudice, Congress takes no further action.
 - If reported favorably by committee, the bill is reported to the Rules Committee. The Rules Committee is allowed to set the limits for debate on the bill; i.e. the number and types of amendments that can be made on the floor as well as the time limits on debate. Once those limits are set, the bill is sent to the floor.
 - Once sent to the floor, all members of Congress can debate and amend the bill, subject to rules set down by the Rules Committee. It is then voted on by the house. If it fails, no other action is taken; if it passes, it is sent to the Senate.
 - The Senate's process is virtually the same as above, except for Rules Committee step. Senators are allowed unlimited debate on the floor, which makes the Rules Committee unnecessary.
 - Once a bill passes the Senate, the bill goes to a Conference Committee. This committee is formed of both Congressmen and Senators to reconcile differences between the versions. Once the two versions are reconciled, they are sent back to the floors of the two chambers, where they are voted on again. If they pass both chambers, they are then sent to the president.
 - The president then has three options: sign the bill, veto the bill or do nothing.
 - Signing the bill causes the bill to immediately become law.

- Vetoing the bill causes the bill to be sent back to the two chambers, where it is voted on again. If the bill passes by a two-thirds majority in both houses, the veto is overridden and the law is enacted anyway. Otherwise, the bill is killed.
- If the president does nothing, this can lead to two separate consequences, depending on what happens in the next ten days. Once ten days expire, Congress can pick the bill up and pass it into law without the President's signature; however, Congress must be in session to take this action. If Congress is not in session, the bill is treated as if it was vetoed; this is called a pocket veto.

➤ **Optional kinesthetic review:** Summarize/condense the above steps onto 10-12 large pieces of paper. Hand out a piece of paper to 10-12 students and tell them to come to the front of the class. Instruct them to silently get themselves in the appropriate order of how a bill becomes a law and to hold their sheet of paper up for the audience to see. The remainder of the class should watch the process and comment on whether or not the order is correct once the students up front think they are in the correct line-up. Allow audience members to move the students up front around to what they think the correct order is. Once the students are in the correct order, just them as a visual for reviewing the above process.

General Assembly Judiciary Committee Meeting Preparation

11. Ask students to consider where the ideas for laws come from. Explain that often **lobbyists** contact lawmakers or other government officials in an attempt to influence policy making. Lobbyists supply useful information to lawmakers, suggest solutions to problems and issues, prepare drafts of bills from lawmakers to consider, and testify at legislative hearings. Lobbyists are at work on local, state, and national levels.

Professional lobbyists, individuals and groups of citizens such as themselves travel to Washington DC to lobby their legislators for particular policy changes or laws. Discuss how if enough people place pressure on their legislators, legislators will then be compelled to introduce/sponsor a bill representing constituent views. Explain to the class that such is the case with Mother's Against Drunk Driving. Project/explain the following to set up the simulation:

- Mothers Against Drunk Driving (MADD) is a grass roots organization with a mission to stop drunk driving and to support the victims of this violent crime. MADD also works to prevent underage drinking. MADD has started a new campaign across the United States to encourage Congress to favor a bill requiring first time drunk driving offenders to install a device that tests drivers and shuts down the car if it detects alcohol on the driver's breath. These devices are known as ignition interlocks. MADD organized hundreds of citizens and professional lobbyists to travel to the Capitol and advocate for the introduction of such a bill from their legislators. They also initiated a letter campaign in which thousands of citizens wrote in support of an ignition interlock. Based on such overwhelming demand, House member Maria Gonzalez introduced a bill to Congress calling for the installation of ignition interlocks in the vehicles of first time drunk driving offenders. The bill received a number and passed its first reading. The Speaker of the House of Representatives has now assigned the bill to the House Judiciary Committee for careful study, after which the House Judiciary Committee must make a recommendation regarding the bill.

Today, the House Judiciary Committee is holding a hearing at which lobbyists can express their opinions regarding this bill in hopes to sway the committee's opinion. Today, you all will be assuming the roles of a committee member, or a lobbyist for one of the following special interest groups who will be testifying at the hearing, either for or against the proposed legislation:

- Mothers Against Drunk Driving
- American Civil Liberties Union
- Libertarian Party of North Carolina
- The Alliance of Automobile Manufacturers
- Association of Police

12. Review class expectations for group work and divide students into six groups, with one group being legislators and the other five groups representing the special interest groups. Give the following instructions:

- **Committee members/legislators:** (provide these students with *Instructions for Members of the House Judiciary Committee, Summary of Special Interest Groups, and Proposed Ignition Interlock Legislation*. Also assign one student in this group to be the Committee Chair and give him/her *Instructions for the Committee Chair**.) You will spend the following work time reviewing the bill that was introduced by House member Gonzalez. Under the leadership of your Chair, you should discuss your initial opinions of the bill. Remember as you discuss the bill that amendments to the bill can be made by you, as legislators, at any point by crossing through the text and rewriting it at will. You should also review the *Summary of Special Interest Groups*, and determine how to best address these opposing views, considering the “common good” of our country. As a group, you should form at least two follow-up questions for each special interest group in preparation for their testimonies.
 - **Teacher note:** While the teacher can serve as the Chair of the Judiciary Committee, it is recommended that the teacher assign one of the students in the legislator group to serve in this role so that the simulation can be student lead. The teacher should assist this student in facilitating the simulation by calling the meeting to order, calling for each group’s testimony, facilitating the question session of each group, facilitating debate at the end, then leading the final discussion and decision making process of the legislators.

- **Special Interest Groups:** (provide these students *Instructions for _____*, as well as *Summary of Special Interest Groups*.) Each of you, as lobbyists for special interest groups, will work on creating a 3-5 minute presentation to present to the panel of legislative committee members. Your goal is to convince members of the House Judiciary Committee to either support or not support a bill for installing ignition interlocks into the cars of first time drunk driving offenders. You should form arguments based on the facts given about the views of your special interest group, as well as make inferences that might help your position. Organize these thoughts into a presentation that will convince this committee to see things your way. In addition to considering your group’s views, you should think of ways to argue against your opponent’s views.
 - **Teacher note:** Teachers may choose to offer Internet access to students so that they may do additional research when preparing their presentation.

13. Let students know what the format of the committee meeting will be:

Chair calls meeting to order and gives overview	1-2 minutes
Presentation from MADD	3-5 minutes
Follow-up questions from legislators	2 minutes
Presentation from the Libertarian Party	3-5 minutes
Follow-up questions from legislators	2 minutes
Presentation from Association of Police	3-5 minutes
Follow-up questions from legislators	2 minutes
Presentation from ACLU	3-5 minutes
Follow-up questions from legislators	2 minutes
Presentation from Alliance of Automobile Manufacturers	3-4 minutes
Follow-up questions from legislators	2 minutes
Chairman can call for any final comments or questions from presenting groups and legislators (if time permits)	5 minutes
Chairman leads open deliberation of committee	10 minutes

14. Tell the groups they will have the remainder of class to prepare for the committee meeting, which should take place the next time class meets. (Depending on timing, students may need additional class time the following day to prepare.)
15. Circulate around the room as groups work, ensuring they are on the right track. Let students know whether they will have additional preparation time the next time class meets, and also encourage them to work on their presentations for homework. You may also wish to instruct students to come “dressed” in character tomorrow, as they would dress if they were actually participating in a committee meeting.

Day 2

Judiciary Committee Meeting Simulation

16. As students enter, instruct them to return to their groups. Use your discretion regarding whether your students need more preparation time. Once it is time for the hearing to begin, review behavior expectations for being a respectful participant. Have the legislator group take seats in the front of the classroom facing the lobbyists. If you have assigned a student to serve as Chair, ask him/her to call the meeting to order, giving an overview of the bill that is being discussed, as well as reminding students of the format for the testimonies (teachers may want to display this on the board or on chart paper).
17. Allow for around 45 minutes for the simulated committee meeting, following the outlined process. Once the comment session has ended, the Committee members will deliberate the proposed bill in front of the class, determining how they will present it to Congress.
18. Once the legislators have determined their response to the bill, have the class give a round of applause for all of their hard work, and debrief by discussing:
 - What factors influence legislators in the decisions they make?
 - How might a legislator decide what is best for the country as a whole (the "common good")?
 - What would happen if citizens did not make their opinions known to legislators? How might our society be affected?
 - Which of the special interest groups would you say had **economic interests**? Explain.
 - Which of the special interest groups had **public interests, single-issue interests, or ideological interests**? Explain.
 - How did MADD “**organize for influence**”?
 - Would you want to be a federal legislator who makes these kinds of decisions? Why or why not?
 - Why is it important for citizens to participate in the election process of their legislators?
 - How is the work of our representatives relevant to each of us?
 - Based on the decision the House Judiciary Committee just made, what would the next step in this process be?
19. Discuss the remainder of the process after the Judiciary Committee reports back to the floor. Also, point out to students that while this simulation was fictional (there is no House member Gonzalez, nor has this issue made it this far in the legislative process) the ignition interlock legislation is something MADD has pushed for.
20. For homework, assign students one of the following (or allow them to choose which to complete):
 - Instruct students to write a newspaper article reporting on their legislative simulation, as if it actually happened. Instruct students that they must first define each of the following key terms. Then, they must ensure that they use at least 8 of these key terms in their article:

Proposition	Act
Bill	Law
Standing Committee	Veto
Seniority System	Line item veto
House Rules Committee	Pocket veto

Joint Committee	Filibuster
Conference Committee	Cloture
Public Hearing	Rider

- Ask students to create a poster showing the process for a bill becoming a law in Congress. The poster must contain:
 - A graphic organizer
 - Appropriate text/description
 - Creative art work

Additional Activities

- Students can research who their representatives are and write a letter to him/her expressing their individual opinion of MADD's campaign.
- Invite a resource person to speak to students about DUI laws, DUI statistics, and dangers, etc. (i.e. police officer, member of MADD, legislator, etc.)
- View an excerpt of "Mr. Smith goes to Washington" so that students can further explore how a bill is created and presented in Congress. You may want to start the movie at around 21 minutes in, when Mr. Smith is sight seeing in DC and stop after around 40 min. after Mr. Smith introduces his bill to Senate). Afterwards, debrief the steps of how a bill becomes a law that they saw in action. Also, have students brainstorm issues of current concern in the community and nation and ask them what laws they feel are needed to improve the situation.

Differentiation

Students with special needs

- Ensure that students are placed in mixed ability groups
- Students who do not work well in small groups may be assigned duties that are less intense, such as:
 - "Reporter": While groups are working, the reporter(s) should float between groups and take notes on the various discussions. The student(s) could then deliver a "news cast" to the class at the end of the lesson based on his/her notes.
 - "Researcher": Use the internet to research facts on MADD, North Carolina alcohol laws, North Carolina DUI statistics, etc. the he/she can share with the class.

AIG

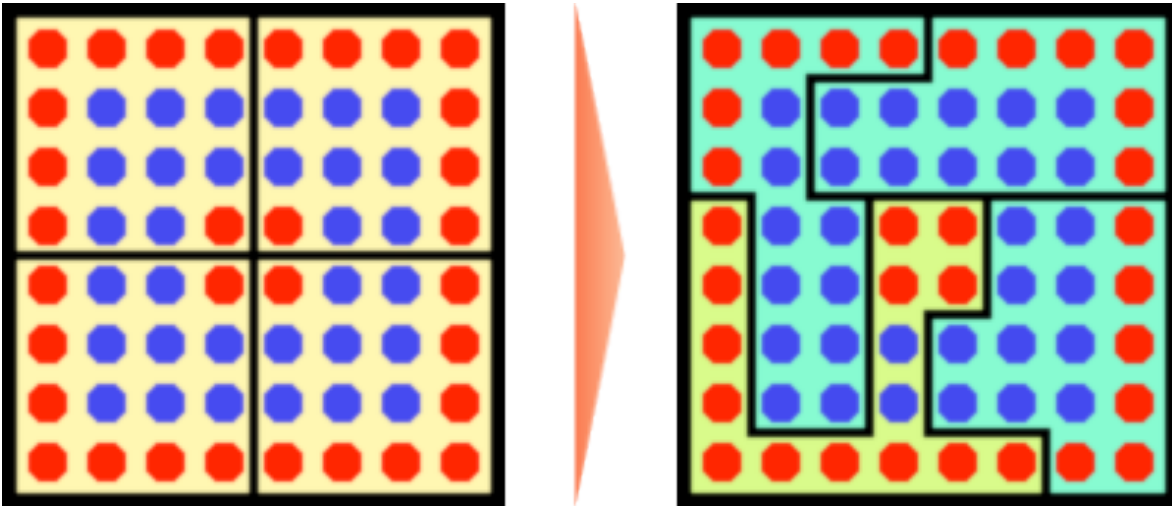
- Rather than provide background sheets on the groups presenting to the House Judiciary Committee, simply provide the name of the group (MADD, ACLU, Libertarians, etc.) and have students research the group and determine the group's stance and position on their own. Thus, students will develop presentations from scratch.
- Act out the next step in the process of a bill becoming law, by simulating the debate that would take place on the floor of the General Assembly regarding the bill on ignition interlocks and hold a "mark up session" by passing the proposed bill around the classroom and allowing students to make comments. You may wish to organize the rules of the class debate close to actual procedure:
 - As students discuss and debate, one of the students may request a **vote** on the bill. He/she should raise his/her hand and when called upon, say "Question!" Then a vote proceeds. Votes shall be recorded by the raising of hands, first for; then against.
 - If someone wishes to make an **amendment** to the legislation, he/she should raise his/her hand and when called upon, say "I would like to make an amendment." He/she should then state the amendment. Once this happens, debate begins again, but it is limited to the amendment specifically. When debate on the amendment is finished, voting solely on the amendment proceeds by the same manner described above.
 - If debate is lively enough and if enough time exists, debate can be extended. If this occurs, you can either extend time by fiat, or one of the debaters can make a motion to **suspend the rules** and extend debate by a specified amount of time.

Gerrymandering Political Cartoon

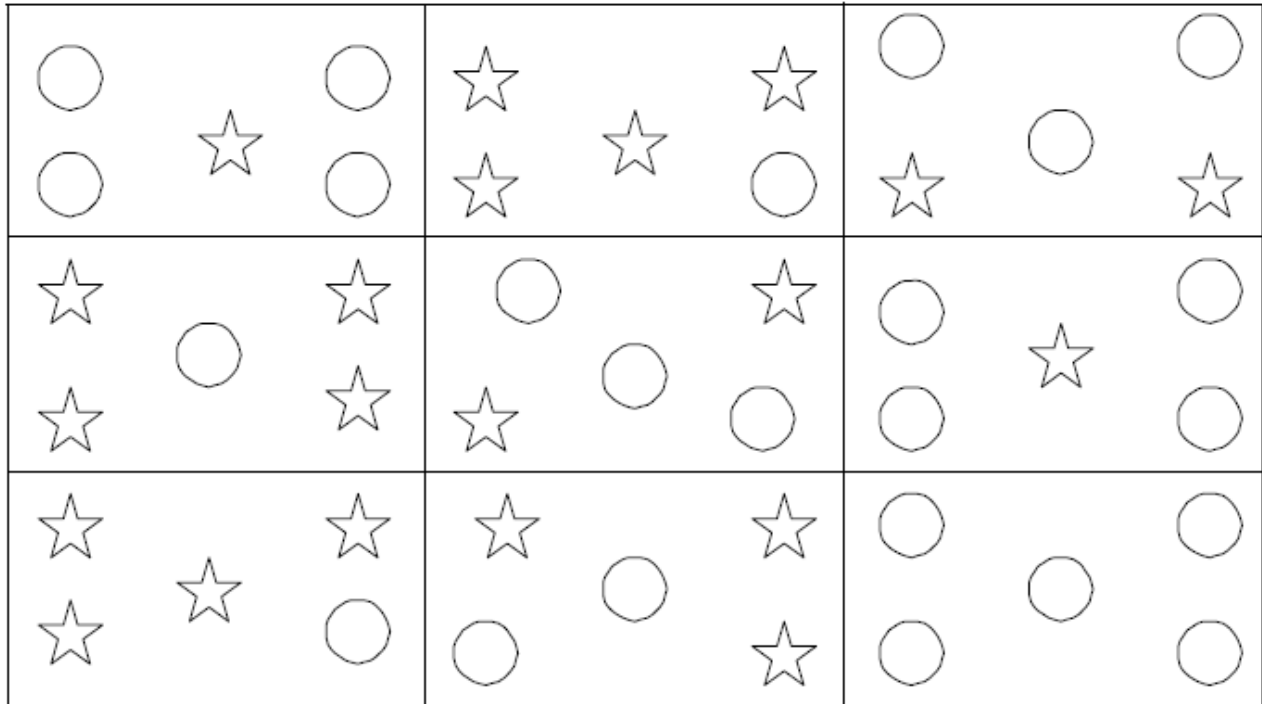


Source: Cartoon created by Gilbert Stuart; Originally published in the *Boston Centinel*, 1812.

Example of Redistricting



Redistricting Exercise



Activity:

- The map above represents the state of Elbonia.
- There are two political parties in Elbonia, the Stars and the Circles.
- They are distributed in the state as shown in the map.
- Elbonia will be represented by three congressional districts.
- Your job is to draw those three districts.
- Draw the three districts to create as many districts as possible that have a majority Stars within. The districts must all have the same population size and must be contiguous, meaning each square must touch at least one of the other squares in the proposed district.

Answer the following on notebook paper:

1. Define the following key terms:
 - a. Redistricting:
 - b. Gerrymandering:
 - c. Packing:
 - d. Stacking:
2. Which district set do you think is more likely to occur? Why or why not?
3. Do these districts adequately represent the population? Why or why not?
4. Does one set of districts represent the population better than the others? Why or why not?
5. What other factors, besides naked partisanship, might come into play when making districting decisions?
6. Are there other ways to create districts besides the ways described above? How would the representation change if there was only one district that elected three representatives? Would other systems be more fair? Why or why not?

Types of Committees

	Definition	Main Usage
Standing Committee		
Joint Committee		
Special or Select Committee		
Conference Committee		

Types of Legislation

	Definition	Main Usage
Bill		
Simple Resolution		
Joint Resolution		
Concurrent Resolution		

Types of Committees – ANSWER KEY

Committee	Definition	Main Usage
Standing Committees	These are the primary type of committee. All members will serve on at least one of them.	Main vehicles for oversight and legislation writing. Address broad issue areas that are long standing and long term in nature.
Joint Committees	A type of committee that addresses issues that face both Houses of Congress. Do not have the ability to generate new legislation. Composed of members of both houses	Oversight over four main areas: Economic, Taxation, Library of Congress, and printing of federal government.
Special or Select Committees	Ad hoc committees created in one congress and will not be re-created in the next.	Created to deal with short term issues. Generally provide oversight during national crises or other unplanned events. Exceptions are the Intelligence committees in both houses, which are select committees for historical reasons.
Conference Committees	Special type of joint committee, created to reconcile differences between House and Senate versions of a bill. Comprised of members of both houses.	Reconcile differences between House and Senate.

Types of Legislation – ANSWER KEY

Legislation	Definition	Main Usage
Bill	Type of legislation that proposes an addition to subtraction from, or modification of US law. Identical versions of a bill must pass both houses of congress and must be signed by the president in order for this to become law.	Main vehicle for laws to be created in US.
Simple Resolution	Type of legislation that expresses the opinion of a single house of congress. Does not need signature by president or passage in other house to go into effect.	Used when congress wants to express an opinion, take a stand on something without making that opinion legally binding, i.e. to congratulate a national champion or to condemn some deplorable act.
Joint Resolution	A resolution which must be approved by both houses and sent to the president to be signed. Almost the same as a bill, with one exception which provides its primary usage.	This is the main legislative means for proposing constitutional amendments. Once these pass both houses, instead of being signed by the president they are sent to the various state legislatures for ratification.
Concurrent Resolution	Type of legislation that expresses the sentiment of both houses and requires passage by both houses. Does not go before the president, so does not have the force of law.	Used primarily to express the sentiment of both houses on matters that pertain to both houses. Main instances include the annual budget resolution and the occasional creation of a temporary joint committee. Budget usage far more common and important.

Participating in a General Assembly Judiciary Committee Meeting

Summary of Special Interest Groups

Mothers Against Drunk Driving

Mothers Against Drunk Driving (MADD) is a grass roots organization with a mission to stop drunk driving. MADD has started a new campaign to encourage Congress to pass a bill requiring first drunk driving offenders to install a device that tests the amount of alcohol in a driver's breath and shuts down the car if it detects alcohol. These devices are known as ignition interlocks. Many MADD members have lost loved ones due to drunk-driving accidents, and MADD feels that a requirement such as this will save many lives.

American Civil Liberties Union

The American Civil Liberties Union serves to protect individual rights and liberties of American citizens, and believes that while the accidents caused by drunk driving are unfortunate, installing ignition interlocks goes against its mission to protect individual rights. The ACLU believes that a law such as this would violate a person's right to equal protection under the law, an offender's right to due process, and the right to privacy.

Alliance of Automobile Manufacturers

The Alliance of Automobile Manufacturers is an advocacy group for the automobile industry. While the Alliance of Automobile acknowledges that drunk driving is a serious crime, members feel the car industry has already done its part in terms of safety devices, and does not wish any punishment to involve changing the equipment or look of vehicles since this could impede marketing and business.

Association of Police

The Association of Police is comprised of current and former police officers, most of whom have seen the negative impact of driving under the influence. Arguing that the measures currently in place are not changing the yearly death toll of 17,000+ killed in DUI related incidents, the association firmly supports MADD's campaign. The association thinks this will also help alleviate some of the burdened police departments that are understaffed and overworked.

Libertarian Party of North Carolina

The preamble to the Libertarian Party platform states, "We hold that every person has a natural right to life, liberty, and the pursuit of happiness and property. We hold that the purpose of government is the protection of the rights and property of peaceful individuals." Thus, Libertarians feel if this ignition interlock law were enacted, it would be a violation of these principles. This law would give the government too much power over private property since the government would be mandating a change to citizen's vehicles.

Proposed Ignition Interlock Legislation

Short Title: Ignition Interlocks for First Time Drunk Driving Offenders.

Sponsors: Representative Gonzalez.

Referred to: Judiciary I.

March 13, 2017

A BILL TO BE ENTITLED

AN ACT to provide that ignition interlocks may be installed in the vehicles of convicted drunk-driving offenders.

The House of Representatives enacts:

SECTION 1. The state will mandate the installation of an ignition interlock on each vehicle owned or operated by a motorist convicted of Driving Under the Influence.

SECTION 2. The cost of the installation of the ignition interlock system will be incurred by the convicted, not to exceed \$1,000 over the course of one year.

SECTION 3. Ignition interlocks will be required for one year from date of restoration. If the person is convicted of another DUI violation, the period will be extended.

SECTION 4. This act is effective when it becomes law.

Instructions for Committee Chair:

You will be informed when it is time to begin the citizen testimony session of this committee meeting. At the start of this meeting, you will welcome testifying citizens and review the purpose of the meeting by saying something such as:

“Thank you all for being here today. I understand this is a very personal issue for some of you and it is an issue that we as the Judiciary Committee are going to pay close attention to as we determine whether or not to recommend the proposed bill regarding ignition interlocks. We will begin testimonies now, hearing first from MADD. Go ahead and step up to the microphone.”

After each group finishes their statement, you will say, **“Thank you for your comments. At this time I’d like to open the floor up for questions from committee members”**. Committee members and you can ask questions at this time. You will then call up the next group listed on the Summary of Participants and follow the same procedure.

After all groups have presented and been questions, end the public comment section of the hearing by saying: “Thank you all for your comments. At this time the Committee is going to adjourn to discuss this matter. Again, we thank you for your thoughts.”

You will then lead your fellow committee members in an open discussion about your opinions regarding ignition interlocks and whether or not you support the bill at this moment. Testifying groups can only listen to you at this point. They cannot comment or interact with committee members. If you get to a point that you feel everyone is in agreement, you can call for a vote and adjourn the meeting. You can also postpone a decision to the next meeting if the committee feels more information, research, statistics, etc. is needed after the discussion.

Instructions for Members of the House Judiciary Committee

As the House Judiciary Committee, you and your fellow legislators are holding a hearing to help you determine whether or not to favor a bill mandating a new punishment for first time drunk driving offenders. As a member of the House of Representatives, you represent the interests of your constituents in your home district and your job as an appointed member of the Judiciary Committee is to determine how the bill you are considering should be reported to the floor. You have the choice of reporting the bill as **favorable**, **favorable as amended** (if you make any changes to the bill), or **unfavorable** as a bill. You may also offer a **committee substitute**, in which you rewrite the entire bill as you see fit.

The following groups will testify before you today in hopes to influence your opinion regarding this bill:

- Mothers Against Drunk Driving
- American Civil Liberties Union
- Libertarian Party of North Carolina
- Alliance of Automobile Manufacturers
- Association of Police

Your job:

1. Begin your committee meeting by selecting a Chair. The Chair will be responsible for facilitating the testimonies of visiting groups when your meeting begins.
2. After selecting a Chair, review the bill that was introduced by House member Gonzalez as a group (see the *Proposed Ignition Interlock Legislation* provided to you). Each of you should express your initial opinions of the bill, noting any amendments that you may be leaning towards (changes you would like to make).
3. Prepare for the groups who will be testifying in front of you today by reviewing the *Summary of Special Interest Groups*. Discuss the position that each group has taken on the proposed ignition interlocks, and infer what types of things they might say in their testimony to you. Create 2-3 questions for each group, which will help you gain further details on their position or perhaps even challenge their views.
4. Once it is time for the committee members to hear the testimonies, each group will have up to 5 minutes to testify. Listen carefully to their position, opinion, and request.
5. After each group's presentation, you may ask your 2-3 follow-up questions. The Committee may refer to the questions that members previously created or ask questions based on information from the groups' testimonies. Remember, you need to gather all of the information you can in order to make an informed decision.
6. Once the testimonies are complete, the Chair will lead the Committee in an open deliberation; at this time, you will express where you now stand on the issue of requiring first time drunk driving offenders to have an ignition interlock installed in each car they own or may operate. Remembering that the groups that presented to you today will be have a role in either supporting you or not supporting you in your reelection, you and your fellow legislators must come to a consensus regarding the bill through a process of dialogue, debate, and compromise.
7. Finally, you will decide to report the bill back to the full floor of the General Assembly as **favorable** or **unfavorable**. You can also choose to make changes to the bill, and report it back to the full floor as **favorable with amendments**. Finally, you may also completely change the bill and create a **Committee Substitute** that you take back to the House.

Instructions for Mothers Against Drunk Driving (MADD)

Today you and other MADD lobbyists are testifying at a hearing of the North Carolina General Assembly's House Judiciary Committee. You hope to convince them that they **SHOULD** report **FAVORABLY** on a proposed bill regarding a new punishment for first-time drunk driving offenders called an ignition interlock. This is a device that tests the amount of alcohol in a driver's breath and shuts down the car if it detects alcohol.

Your group's mission is to prevent drunk driving and its social causes. Many of you have lost loved ones due to drunk driving accidents, and you feel that a requirement such as this will save many lives. You view drunk driving as the United States' most frequently committed violent crime, and you know that approximately three of five Americans will be affected by an alcohol impaired crash at some time in their lives. In 1998, 15,935 Americans were killed and more than a million others were injured in crashes involving alcohol. In 1998, 2210 young people (ages 15–20) were killed in crashes involving alcohol.

Currently, drunk driving laws vary state to state. Punishments often involve suspension or revocation of the offender's driver's license. However, your group feels deterrence punishments such as these are less effective, since offenders often drive anyway. In your research, you found out that in California alone, there are over 1 million people driving on revoked or suspended licenses, and that 40 percent of all automobile accidents in California involved alcohol. New Mexico has already instituted this policy of ignition interlocks and had a 12 percent drop in alcohol-related driving deaths last year.

You feel that it is a waste not to implement available technology of ignition interlocks when it means saving thousands of lives. Frankly, in your view, there is no reason not to require ignition interlocks for first-time offenders. You feel that when people are inebriated, they are often incapable of making sound decisions (such as not driving), and installing this device will make the decision for them. Thus, ignition interlocks are not only helpful to the innocent victims on the road, but it can also protect the person drinking.

Prepare Your Presentation

1. As members of MADD, develop a 5-minute presentation with the purpose of convincing legislators to **FAVOR** the proposed bill requiring first time drunk driving offenders to have an ignition interlock installed in their vehicles. Select 1-2 group members to take notes as you brainstorm ideas for your presentation.
2. Make sure your presentation includes convincing reasons why legislators should see things your way. You can use the information above as a starting point, and add any other reasons your group can come up with to argue your side. You should also spend time inferring how other special interest groups may feel about this issue (see the provided *Summary of Special Interest Groups*). If they are arguing an opposite view, think about ways to oppose their viewpoints in your presentation.
3. Choose 3 group members who will present to the panel of legislators. When presenting, be considerate, clear, and convincing. After your presentation, the committee members will be able to ask questions of your group. (*Questions can be answered by all group members, including those who did not present the testimony.)
4. Once the hearing is complete, the panel of legislators will hold an open deliberation to determine if they will report the bill back to the floor as **favorable** or **unfavorable**. They may also choose to make changes to the bill, and report it back to the full floor as **favorable with amendments**. Finally, they also have the option of completely changing the bill and creating a **Committee Substitute** to take back to the House.

Instructions for the Libertarian Party of North Carolina

Today you and other lobbyists for the Libertarian Party of North Carolina are testifying at a hearing of the House Judiciary Committee. You hope to convince them that they should **NOT FAVOR** a bill regarding a new punishment for first time drunk driving offenders called an ignition interlock. This is a device that tests the amount of alcohol in a driver's breath and shuts down the car if it detects alcohol.

The preamble to the Libertarian Party platform states, "We hold that every person has a natural right to life, liberty, and the pursuit of happiness and property. We hold that the purpose of government is the protection of the rights and property of peaceful individuals." You feel that if this ignition interlock law were enacted, it would be a violation of these principles. This law would give the government too much power over private property since the government would be mandating a change to citizen's vehicles.

You find it outrageous that convicted drunk drivers would also have to pay for this government-mandated ignition interlock (around \$1,000). Since many drunk drivers suffer from the disease of alcoholism, wouldn't that money be better spent on alcoholism prevention?

While the Libertarians acknowledge that drunk driving is a serious crime, your party feels that passing a law such as this is permitting too much government control of private property. Will they next install similar devices on the doors of bars, restaurants, and homes, locking you in if you are drunk? Further, there is no proof that this will help. What will ensure that a person does not borrow a car without an ignition interlock, or have someone else blow into the device for them? Also, other states (such as Maryland) have seen improvements in drunk driving accidents without initiating such a violating policy.

Prepare Your Presentation

1. As the Libertarian Party, develop a 5-minute presentation with the purpose of convincing the Judiciary Committee to **NOT FAVOR** the proposed bill requiring first time drunk driving offenders to have an ignition interlock installed in their vehicles. Select 1-2 group members to take notes as you brainstorm ideas for your presentation.
2. Make sure your presentation includes convincing reasons why legislators should see things your way. You can use the information above as a starting point, and add any other reasons your group can come up with to argue your side. You should also spend time inferring how other special interest groups may feel about this issue (see the provided *Summary of Special Interest Groups*). If they are arguing an opposite view, think about ways to oppose their viewpoints in your presentation.
3. Choose 3 group members who will present to the panel of legislators. When presenting, be considerate, clear, and convincing. After your presentation, the committee members will be able to ask questions of your group. (*Questions can be answered by all group members, including those who did not present the testimony.)
4. Once the hearing is complete, the panel of legislators will hold an open deliberation to determine if they will report the bill back to the floor as **favorable** or **unfavorable**. They may also choose to make changes to the bill, and report it back to the full floor **as favorable with amendments**. Finally, they also have the option of completely changing the bill and creating a **Committee Substitute** to take back to the House.

Instructions for the American Civil Liberties Union

Today you and other lobbyists for the American Civil Liberties Union are testifying at a hearing of the House Judiciary Committee. You hope to convince them that they should **NOT** favor a bill regarding a new punishment for first time drunk driving offenders called an ignition interlock. This is a device that tests the amount of alcohol in a driver's breath and shuts down the car if it detects alcohol.

The American Civil Liberties Union is a non-profit organization that works to defend and preserve the individual rights and liberties guaranteed to every person in this country by the Constitution and laws of the United States. While the ACLU agrees that the accidents caused by drunk driving are unfortunate, it feels installing ignition interlocks is a violation of:

- Your right to equal protection under the law – It is unfair if the government decides to install ignition interlocks on the vehicles of first time drunk driving offenders and does not determine punishments for citizens committing similar crimes (i.e. driving while talking on cell phones, eating while driving, or driving under the influence of other drugs.) Likewise, with our justice system already being bias towards minorities and the poor, this will be another governmental decision that those often disempowered in our society will have to bear the brunt of.
- Your right to due process and fair treatment by the government– The proposed bill states that each vehicle an offender may possibly use will have to have the interlock installed on it, thus family members living in the same household who have committed no crime will have to bear the installation of the interlock.
- Your right to privacy and freedom from unwarranted government intrusion into your personal and private affairs – Approving ignition interlocks would allow the government to alter a person's private property, which the ACLU is firmly against. Also, the ignition interlock will be installed on the dashboard of the offender's car and it will be in plain sight for all to see. Thus, the punishment will be a public stigmatism, violating a person's right to privacy.

Punishing first-time offenders in such a manner is an unfair intrusion on freedom, especially when your group feels that there is no proof that ignition interlocks will even improve the situation. The ACLU feels that rather than focusing on unfair punishments, the General Assembly should be focusing on proactive preventions, such as education.

Prepare Your Presentation

1. As the ACLU, develop a 5 minute presentation with the purpose of convincing the Judiciary Committee to **NOT FAVOR** the proposed bill requiring first time drunk driving offenders to have an ignition interlock installed in their vehicles. Select 1-2 group members to take notes as you brainstorm ideas for your presentation.
2. Make sure your presentation includes convincing reasons why legislators should see things your way. You can use the information above as a starting point, and add any other reasons your group can come up with to argue your side. You should also spend time inferring how other special interest groups may feel about this issue (see the provided *Summary of Special Interest Groups*). If they are arguing an opposite view, think about ways to oppose their viewpoints in your presentation.
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Instructions for the Association of Police

Today you and other lobbyists for the Association of Police are testifying at a hearing of the House Judiciary Committee. You hope to convince them that they **SHOULD FAVOR** a bill regarding a new punishment for first time drunk driving offenders called an ignition interlock. This is a device that tests the amount of alcohol in a driver's breath and shuts down the car if it detects alcohol.

Being a group of police officers, you are all too familiar with the fact that over 17,000+ people die each year in car crashes across the US in which a driver was legally drunk. You feel ignition interlocks are crucial, since driving under the influence continues to be a problem and innocent people are dying. Until the government steps up and shows that our society has zero tolerance for drunk driving, you and your fellow officers believe it will continue to be a problem.

Many of you as officers have dealt with belligerent and rude drunk drivers who are pulled over. When approaching drivers who are drunk, officers often find it impossible to reason with them. Many times drunk drivers have assaulted officers attempting to give them a sobriety check or arrest them. Drunk drivers also often speed away from pursuing police, turning their vehicles into a weapon and causing an even more elevated danger to the innocent public. An ignition interlock would ensure this never happened.

The Association of Police feels that getting behind the wheel while inebriated is an inexcusable crime that reeks of irresponsibility. Your group believes a measure such as ignition interlocks will not only save lives, but also assist police in maintaining safe roadways with sober drivers. Police are already overworked trying to curtail this problem, so why not use the available technology to assist in stopping crime?

Prepare Your Presentation

1. As the NC Association of Police, develop a 5 minute presentation with the purpose of convincing the Judiciary Committee to **FAVOR** the proposed bill requiring first time drunk driving offenders to have an ignition interlock installed in their vehicles. Select 1-2 group members to take notes as you brainstorm ideas for your presentation.
2. Make sure your presentation includes convincing reasons why legislators should see things your way. You can use the information above as a starting point, and add any other reasons your group can come up with to argue your side. You should also spend time inferring how other special interest groups may feel about this issue (see the provided *Summary of Special Interest Groups*). If they are arguing an opposite view, think about ways to oppose their viewpoints in your presentation.
3. Choose 3 group members who will present to the panel of legislators. When presenting, be considerate, clear, and convincing. After your presentation, the committee members will be able to ask questions of your group. (*Questions can be answered by all group members, including those who did not present the testimony.)
4. Once the hearing is complete, the panel of legislators will hold an open deliberation to determine if they will report the bill back to the floor as **favorable** or **unfavorable**. They may also choose to make changes to the bill, and report it back to the full floor as **favorable with amendments**. Finally, they also have the option of completely changing the bill and creating a **Committee Substitute** to take back to the House.

Instructions for the Alliance of Automobile Manufacturers

As lobbyists for the Alliance of Automobile Manufacturers, your group is testifying at a hearing of the House Judiciary Committee. At this hearing, you hope to convince the legislators that they **SHOULD NOT** report favorably on a proposed bill regarding a new punishment for first time drunk driving offenders called an ignition interlock. This is a device that tests the amount of alcohol in a driver's breath and shuts down the car if it detects alcohol.

As an advocacy group for the automobile industry, you feel that requiring ignition interlocks to be installed on the dashboard of offender's cars will negatively affect the automobile industry. Your group does not like the idea of the government mandating yet another piece of equipment that may be added to cars. The interlocks may change the appearance of a car and reduce its appeal and value. Potential customers may see cars with the interlock and develop a negative perspective of that particular model of car, thus reducing sales for the industry as a whole.

Your group provides a forum for those in the automobile industry to discuss issues facing the industry. In speaking to various automobile manufacturers, you have gotten an overwhelmingly negative response to the proposed ignition interlock bill. You feel the legislators should consider this since your organization has thousands of members, all of whom will take the Committee's decision into consideration when voting in the next election.

While the Alliance of Automobile Manufactures acknowledges that drunk driving is a serious crime, your group feels the automobile industry has already done its part in terms of safety (seat belts, air bags, anti-lock breaks) and you feel it is time for someone else to step up, such as law enforcement doing a better job with patrolling and sobriety checks. Automobiles themselves should not be altered in anyway to prevent people from driving drunk.

Prepare Your Presentation

1. As the NC Alliance of Automobile Manufacturers, develop a 5 minute presentation with the purpose of convincing the Judiciary Committee to **NOT FAVOR** the proposed bill requiring first time drunk driving offenders to have an ignition interlock installed in their vehicles. Select 1-2 group members to take notes as you brainstorm ideas for your presentation.
2. Make sure your presentation includes convincing reasons why legislators should see things your way. You can use the information above as a starting point, and add any other reasons your group can come up with to argue your side. You should also spend time inferring how other special interest groups may feel about this issue (see the provided *Summary of Special Interest Groups*). If they are arguing an opposite view, think about ways to oppose their viewpoints in your presentation.
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