

Table of Contents

Chapter One: Being a Drafter	1
1.00 Introduction	3
1.10 The Essence of Drafting	4
1.11 The Drafter and the Policymaker	5
1.12 How Policy Can Influence Drafting	6
1.13 How Drafting Can Influence Policy	7
1.20 The Drafting Process	8
1.30 Professional Obligations	9
1.31 Drafting by Attorneys and by Non-Attorneys	9
1.40 Attributes Important to Drafting	12
1.41 Knowledge	13
1.42 Skills	13
1.43 The “Legislative Counsel Type”	14
1.50 Resources Important to Drafting	15
 Chapter Two: Understanding How Laws Are Made	17
2.00 Introduction	19
2.10 Organization and Operation of Congress	20
2.11 Congress from Term to Term	21
2.12 Functions of Congress	23
2.13 Committees	24
2.14 Clerks	26
2.15 Parliamentarians	26
2.16 Offices of Legislative Counsel	27
2.17 Law Revision Counsel	29
2.20 The Legislative Process in Congress	29
2.21 Introducing a Bill	31
2.22 Number, Referral, and First Print	31

2.23 Hearings and Markups: Overview	32
2.24 Subcommittee Action	33
2.25 Full Committee Action	33
2.26 Floor Proceedings	34
2.30 Actions in Other Chamber	36
2.31 Resolving Differences by Amendment or Conference	36
2.40 Enrollment	37
2.41 Last-Minute Corrections	38
2.50 Executive Action	38
2.51 Presentment to the President	39
2.52 Approval (or Disapproval)	39
2.60 Publishing the Law	40
2.61 Public Law Number	40
2.62 Slip Law	40
2.63 Statutes at Large	41
2.70 Compilations	42
2.80 The United States Code	44
2.81 The Revised Statutes of 1873	45
2.82 The Revised Statutes of 1878	45
2.83 Positive Law and Non-Positive Law	46
2.84 Origin of the Code as Non-Positive Law	47
2.85 Editorial Changes	47
2.86 General and Permanent Law	51
2.87 Organization into Titles	51
2.88 Enactment of Titles into Positive Law	52
2.89 Codification and Classification of New Laws	54
2.90 Resolving Conflicts among Published Versions of Law	55

Chapter 3: Considering the Courts:

Statutory Interpretation

3.00 Introduction	61
3.01 Courts: The Most Important Audience	61
3.02 What Kind of Judge?	63

3.10	Judicial Power and Legislative Supremacy	64
3.11	The Power to Interpret	64
3.12	Making Congress Follow the Techniques	66
3.13	Tensions between Courts and Congress over Interpretation	67
3.14	Efforts by Congress to Regulate Interpretation	68
3.20	The Overriding Goal: Determine the Intent of Congress	71
3.21	Rules of Thumb, Not Rules of Law	73
3.22	Three Common Theories (Intentionalism, Textualism, and Pragmatism) and Their Limitations	74
3.23	The Plain Meaning Rule	76
3.24	The Meaning of "Plain Meaning"	79
3.25	The Consequences of Plain Meaning	80
3.26	When Plain Meaning Is Not Enforced	81
3.27	When There Is No Plain Meaning	82
3.30	Reading the Text of the Statute	82
3.31	The Whole Act Rule	83
3.32	Derive Meaning from Context	83
3.33	Assume Words Are Used Consistently	84
3.34	Assume Each Word Is Used for a Reason	85
3.35	Assume the Provisions Form a Coherent Whole	85
3.36	Purposes, Findings, Titles, and Headings	86
3.37	Grammar and Punctuation	87
3.38	Placement in Code	87
3.40	Considering Other Statutes	88
3.41	Related Statutes	88
3.42	General Federal Laws	89
3.43	Earlier Versions of the Same Statute	90
3.44	Resolving Conflicts between Statutes	90
3.50	Considering Constitutional Issues	90
3.51	Avoiding Serious Constitutional Problems	91
3.52	When the Court Requires Clear Statements	91
3.53	When the Court Requires Specific Findings	92
3.60	Actions by the President and Other Executive Officers	93
3.61	Presidential Signing Statements	93
3.62	Agency Interpretation and <i>Chevron</i> Deference	94

3.70	Actions by the Congress and Other Legislative Officers	95
3.71	Interpretation of Appropriations Acts	95
3.72	Legislative History: Why It Is Problematic	96
3.73	Legislative History Compared with Post-Enactment Statements	97
3.74	Legislative History Compared with Subsequent Legislative History	98
3.75	Report Language	99
3.76	Individual Statements	99
3.77	Hearing Testimony	100
3.78	Amendatory History	100
3.79	The Opinion of the Drafter	101
3.80	Some Topics of Special Interest to Drafters	101
3.81	Definitions and Terms of Art	101
3.82	Narrow Interpretations and Broad Interpretations	102
3.83	Congress Does Not Mumble	103
3.84	How the Court Interprets a List	105
3.85	The Court's Reluctance to Imply Additional Exceptions	106
3.90	Conclusion	107

Chapter 4: Thinking Through the Policy

4.00	Introduction	111
4.10	The Perils of Ineffective Thinking	112
4.11	Problems of Application	112
4.12	Problems of Transition	114
4.13	Problems of Administration	115
4.14	Problems of Enforcement	116
4.15	Problems of Prediction	117
4.20	The Elements of Thinking Through the Policy	117
4.21	Engaging the Client	118
4.22	Figuring Out the Problem and the Objective	119
4.23	Asking for Details	120
4.24	Researching the Facts and Law	123
4.25	Analyzing Alternatives	124

4.26	Creating a Coherent Solution	126
4.27	Conducting a Reality Check	127
4.30	Two Ways to Test Legal Rules:	
	The Actor-Action Model and the If-Then Model	128
4.31	The Actor-Action Model	129
4.32	The If-Then Model	130
4.33	Tools for Thinking, Not Writing	131
4.40	The Major Types of Legal Rules	132
4.41	Law Is a Vast System of Legal Rules	132
4.42	Rules of Command	135
4.43	Rules of Discretion	136
4.44	The Complex Interplay between Commands and Discretion	137
4.45	Rules of Stipulation	138
4.46	How the Types of Rules Can Overlap	139
4.47	Commands That Are Not Mandatory:	
	Hortatory, Precatory, and Directory	139
4.48	Discretion That Is Not Unfettered	141
4.50	Considering the Constitution	142
4.51	Sources of Power	143
4.52	Limitations on Power	144
4.53	A Word of Caution	146
4.60	Parliamentary Issues	147
4.61	Budgetary Issues	148

Chapter 5: Choosing the Right Measure

5.00	Overview	151
5.10	Elements Common to All Measures	152
5.11	Designation and Number	152
5.12	Term and Session Identifier	153
5.13	Chamber Identifier	154
5.14	Sponsor and Referral Information	154
5.15	Long Title	155
5.16	Enacting Clause or Resolving Clause	157
5.17	Text or "Body"	157
5.18	Information Provided by Legislative Counsel	158

5.20 The Bill	158
5.21 What It Means to "Make Law": The <i>Chadha</i> Decision	159
5.22 Long Title	160
5.23 Enacting Clause	161
5.30 The Simple Resolution	162
5.31 Long Title	162
5.32 Resolving Clause	162
5.33 Text	163
5.40 The Concurrent Resolution	163
5.41 Long Title	165
5.42 Resolving Clause	165
5.43 Text	165
5.50 The Joint Resolution	165
5.51 Long Title	166
5.52 Resolving Clause	166
5.53 Text When Proposing a Constitutional Amendment	167
 Chapter 6: Writing Effectively	169
6.00 Introduction	171
6.10 The Perils of Ineffective Writing	173
6.11 Ambiguity	174
6.12 Inconsistency	175
6.13 Arbitrariness	175
6.14 Vagueness	176
6.15 Over-Precision	176
6.16 Over-Generality and Under-Generality	178
6.17 Overbreadth	179
6.18 Poor Readability	180
6.19 Enactment by Reference	181
6.20 The Elements of Being Clear	182
6.21 Be Simple	182
6.22 Be Ordinary	182
6.23 Be Brief	183

6.24 Be Consistent	183
6.25 Be Readable	184
6.30 Use Plain English	185
6.31 Beware "Plain Language"	186
6.40 Drafting an Effective Sentence	187
6.41 Arrange Words with Care	188
6.50 The Action	188
6.51 Active Voice	188
6.52 Present Tense	189
6.53 Verbs That Are Vivid and Concrete	190
6.54 Indicative Mood	190
6.55 "Shall" and "May"	190
6.56 "Shall Not" and "May Not"	193
6.60 The Actor	195
6.61 Third Person	195
6.62 Singular Rather Than Plural	196
6.63 Articles Rather Than Indefinite Adjectives	196
6.64 Avoid Pronouns	197
6.65 Avoid Noun Chains	197
6.70 Punctuation	197
6.71 Use the Serial Comma	198
6.72 Include Punctuation when Amending Other Law	198
6.80 Start from Scratch if You Can	198
6.90 No Such Thing as a Perfect Draft	199
Chapter 7: Organizing and Arranging	201
7.00 Introduction	203
7.10 Choosing a Sequence	204
7.20 The Section	206
7.30 Subdividing a Section into Smaller Units	207
7.31 Referring to Smaller Units	209
7.32 Interlocked Units	210
7.33 Undesignated Units	214

7.40	Grouping Sections into Big Levels	219
7.50	Using Definitions	221
7.60	Arranging and Drafting Commonly Used Provisions	224
7.61	Short Title	224
7.62	Authorization of Appropriations	227
7.63	Severability and Non-severability	228
7.64	Applicability or Effective Date	228

Chapter 8: Using the Right Style

8.00	Introduction	233
8.10	The Style of the Early Congresses (Style of 1789)	234
8.20	Appropriations Style	235
8.30	Traditional Style	237
8.40	Revenue Style	238
8.50	Modified Revenue Style	238
8.60	Code Style	239
8.70	Variations and Mavericks	239

Chapter 9: Affecting and Amending Other Laws

9.00	Introduction	243
9.10	How Courts Reconcile Statutes	244
9.20	Repealing a Law	246
9.30	Amending a Law	248
9.31	The Cut-and-Bite Method (Striking and Inserting)	248
9.32	The Restatement Method (Amending to Read as Follows)	251
9.33	Writing Amendatory Instructions Effectively	251
9.34	Redesignations	252
9.35	The Ratification Doctrine	252
9.40	Affecting without Amending	254
9.41	Notwithstanding Any Other Provision of Law	255
9.50	Attempting to Bind Future Congresses	257
9.51	Attempting to Authorize Future Congresses	261

9.60 Referring to Other Law	261
9.61 Incorporating Other Laws by Reference	263
9.70 Avoiding Damage to the Statute Book	267

Chapter 10: Working in, and Working with, the Executive Branch

Chapter 10: Working in, and Working with, the Executive Branch	269
10.00 Introduction	271
10.01 Drafters Who Are “More Than Drafters”	272
10.02 Drafters Who Draft Regulations	273
10.10 The Role of the President in Legislation	273
10.11 Agencies and Tensions within the Executive Branch	274
10.12 Ways in Which Agencies Interact with Congress	276
10.13 Who Is Your Client?	278
10.20 Overview of the Office of Management and Budget (OMB)	279
10.21 OMB’s Organizational Units	279
10.22 OMB’s Major Functions	280
10.30 Relationship between Legislative Proposals and Budget Submissions	283
10.31 The Annual Cycle (<i>Circular No. A-11</i>)	285
10.40 Legislative Coordination and Clearance (<i>Circular No. A-19</i>)	287
10.41 Submission of Legislative Program by Agency	288
10.42 Submission of Proposed Legislation by Agency	289
10.43 Coordination and Clearance of Proposed Legislation by OMB	290
10.44 Agencies with Legislative “Bypass” Authority	291
10.50 Choosing Strategies for Developing Proposals	291

Appendices

Appendix One: The Impact of Information Technology on Drafting

Appendix One: The Impact of Information Technology on Drafting	297
App. 1.00 Introduction	297
App. 1.10 Instant Bills: The Impact of Information Technology (IT) on Legislative Drafting in Canada	298

Appendix Two: Suggestions for Further Reading	313
App. 2.00 Introduction	313
App. 2.10 Books	313
App. 2.20 Journals and Periodicals	315
App. 2.30 Articles	316
Appendix Three: Useful Web Sites	321
App. 3.00 Introduction	321
App. 3.10 Federal Drafting Offices and Related Sites	321
App. 3.20 State and Local Drafting Offices and Related Sites	321
App. 3.30 Foreign and Multinational Drafting Offices and Related Sites	324
App. 3.40 Manuals and Guides	325
App. 3.50 Non-Governmental Organizations	325
App. 3.60 Other Online Resources	326
Appendix Four: The Legislative Process— A Working Example	327
App. 4.00 Introduction	327
App. 4.10 Key Legislative Documents Depicting the History of Financial Services Modernization Legislation in the 106th Congress	328
App. 4.11 Bill as Introduced in the House	330
App. 4.12 Bill as Reported	332
App. 4.13 Banking and Financial Services Committee Report	336
App. 4.14 Banking and Financial Services Committee Supplementary Report	338
App. 4.15 Commerce Committee Report	340
App. 4.16 Special Rule from the Rules Committee	344
App. 4.17 Rules Committee Report	348
App. 4.18 Statement of Administration Policy (House)	350
App. 4.19 Legislation as Passed the House	352
App. 4.110 Legislation as Received in the Senate	354
App. 4.111 Legislation as Introduced in the Senate	356
App. 4.112 Senate Committee Report	358
App. 4.113 Statement of Administration Policy (Senate)	360

App. 4.114	Legislation as Passed the Senate	362
App. 4.115	Legislation Received in the House from the Senate	363
App. 4.116	Side-by-Side Comparative Print	364
App. 4.117	Conference Chair's Letter to Conferees	365
App. 4.118	Conference Committee Amendment Proposed	366
App. 4.119	Conference Report	367
App. 4.120	Joint Explanatory Statement	368
App. 4.121	Special Rule from the Rules Committee for Consideration of the Conference Report	370
App. 4.122	Enrolled Measure	374
App. 4.123	Public Law	375
Appendix Five: Positive Law and Non-Positive Law		377
App. 5.00	Introduction	377
App. 5.10	List of Titles of the United States Code	378
App. 5.20	The Code as Positive Law: Title 1	380
App. 5.30	The Code as Non-Positive Law: Chapter 9 of Title 2	391
Appendix Six: Concerning Birds and Ponies, Poultry and Rabbits		395
App. 6.00	Introduction	395
App. 6.10	<i>Regina v. Ojibway</i>	397
App. 6.20	The "Rabbit Bill"	399
Appendix Seven: The Federal Legislative Measures— Some Examples		403
App. 7.00	Introduction	403
App. 7.10	A Bill	404
App. 7.20	A Private Bill	405
App. 7.30	A Simple Resolution	407
App. 7.40	A Concurrent Resolution	409
App. 7.50	A Joint Resolution	411
App. 7.60	A Joint Resolution Proposing a Constitutional Amendment	412

Appendix Eight: The Federal Drafting Styles— Some Examples	415
App. 8.00 Introduction	415
App. 8.10 The Style of 1789	416
App. 8.20 Appropriations Style	420
App. 8.30 Traditional Style	423
App. 8.40 Revenue Style	425
App. 8.50 Modified Revenue Style	427
App. 8.60 Code Style	429
Appendix Nine: Executive Branch Materials	433
App. 9.00 Introduction	433
App. 9.10 OMB Circular No. A-19	434
App. 9.20 OMB Circular No. A-11	457
App. 9.30 Executive Order 12866	458
App. 9.40 Executive Order 12988	469
Appendix Ten: A Drafting Practicum	477
App. 10.00 Introduction	477
App. 10.10 Sample Letter to Drafter	478
App. 10.20 Initial Draft	479
App. 10.30 Discussion Draft	483
Appendix Eleven: The Constitution of the United States	487
App. 11.00 Introduction	487
App. 11.10 The Constitution of the United States	488
Back of the Book	
Table of Cases	571
Table of Constitutional Provisions	579
Table of Acts	581
Table of Statutes at Large	583
Table of Public Laws	584
Table of U.S. Code Sections	585
Index	587