

Reading, Passage, and Enactment

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Research References

- U.S. Const. art. I § 7
- 4 Hinds §§ 3364–3481
- 7 Cannon §§ 1027–1083
- 7 Deschler Ch 24 §§ 11–16
- Manual §§ 104, 105, 396, 397, 497, 498, 573–577, 830–833

§ 1. In General; Stages in Passage

The various steps in the legislative process begin with the introduction of a bill (and the “first reading”) and include its referral to committee, committee consideration, the reporting of the measure to the House, and consideration and debate in the House or the Committee of the Whole (where the “second reading” occurs). These matters are covered elsewhere in this work. See INTRODUCTION AND REFERRAL; COMMITTEES; COMMITTEES OF THE WHOLE; and CONSIDERATION AND DEBATE. The checklist below focuses on the steps that follow the ordering of the previous question on a bill through the enactment of the bill into law.

- Previous question ordered on bill and all amendments to final passage.
Note: When the previous question is ordered, debate is terminated and the House then votes first on any pending amendment or amendments reported from the Committee of the Whole. If the previous question is not ordered, the

bill and any amendments thereto are open to debate and amendment. See PREVIOUS QUESTION.

- Demand for separate vote on amendments adopted in the Committee of the Whole.

Note: A demand for a separate vote in the House on an amendment adopted in the Committee of the Whole is in order following the Speaker's announcement that the previous question has been ordered (see *Manual* § 337), but such separate votes are not actually taken until after the House votes on the remaining amendments en bloc. 89–1, July 9, 1965, p 16280. A Member cannot demand a separate vote on an amendment *rejected* in the Committee of the Whole.

- Vote on amendments en bloc.
- Separate vote on amendments on which separate votes have been demanded in the order of appearance in the bill. *Manual* § 337. See also AMENDMENTS.

- Question on engrossment and third reading (by title only).

Note: This is normally a *pro forma* question. Engrossment is the printing of the measure on special paper, and the “third reading” requires merely a reading of the title. *Manual* § 830. The question is ordinarily approved automatically by unanimous consent but a record vote is in order and a negative vote rejects the bill. On Senate bills the question is put on the third reading, but the question on engrossment is not put since such bills are engrossed by the Senate. Engrossment generally, see § 6, *infra*. Any amendment to a preamble of a joint resolution should be made after engrossment and pending the third reading. *Manual* § 414.

- Motion to recommit.

Note: A Member opposed to the bill may offer a motion to recommit the measure to committee. He may offer a simple motion to recommit (which if adopted stops further consideration of the bill) or a motion to recommit with instructions. *Manual* § 787. Only one proper motion can be offered. See REFER AND RECOMMIT. Ordinarily, the instructions are to the committee to report the bill back to the House “forthwith” with an amendment.

- Previous question on motion to recommit.

Note: Amendments to the motion cannot be offered if the previous question on the motion has been ordered. *Manual* §§ 787, 788. This is in accordance with the House rule giving a higher privilege to the motion for the pre-

vious question than to the motion to amend. *Manual* § 782. If the previous question is rejected, and an amendment is offered, the previous question is again moved following disposition of the amendment.

- Vote on motion to recommit (as amended or not).
Note: If recommitted, reported back “forthwith” with amendments, and amendments are agreed to, the vote recurs on engrossment and third reading.
- Question on passage of bill.
Note: As a general rule, after a bill is passed there can be no further alteration of it in any way. On rare occasions, by vacating the proceedings following the amendment stage (by unanimous consent), a further amendment may be considered. The motion to reconsider may also be used to revisit passage or a step leading thereto. See RECONSIDERATION. And the Clerk may be authorized to make changes in the engrossed copy by unanimous consent. *Manual* § 500.
- Amendments to title of bill.
Note: Amendments to the title are not in order until after the bill itself is passed, and are not debatable. *Manual* § 822.
- Motion to reconsider.
Note: While a motion to reconsider is pending, the bill cannot be sent to the Senate.
- Motion or unanimous-consent request to lay the motion to reconsider on the table.
Note: The *pro forma* motion or unanimous-consent request to table the motion to reconsider is used to preclude subsequent motions to reconsider, and it is the accepted parliamentary mode of making the vote in question final. In practice, the two motions are often made simultaneously. 8 Cannon § 2784. The Speaker himself often performs this perfunctory role, as when he declares, after the announcement of a vote, “without objection, a motion to reconsider is laid on the table.” Deschler Ch 23 § 34. Generally, see RECONSIDERATION.
- Transmittal of bill to Senate.
Note: After passage of a bill in the House, the engrossed copy is attested by the Clerk of the House and transmitted to the Senate.
- Consideration of bill by Senate.
- Return of bill to House.

Note: If a House bill is passed by the Senate without amendment, the bill when messaged to the House is at once enrolled under the supervision of the Committee on House Oversight. *Manual* § 697a. See § 10, *infra*. If returned with amendment, the bill may be referred to the House committee having jurisdiction, although such amendments are often considered directly in the House by unanimous consent, by motion to suspend the rules, or under a special order. When Senate amendments need not be considered in the Committee of the Whole, they are laid before the House directly from the Speaker's table. See SENATE BILLS; AMENDMENTS BETWEEN THE HOUSES.

- Consideration of Senate amendments in the House.

Note: When taken up by the House, Senate amendments are considered by unanimous consent or pursuant to a special rule or a motion to suspend the rules. Senate amendments are agreed to, disagreed to, or agreed to with amendment. *Manual* § 528–528d. For precedence of the various motions, see SENATE BILLS; AMENDMENTS BETWEEN THE HOUSES.
- House-Senate conference.

Note: If there is disagreement between the two Houses on any amendment, a conference may be sought by one House and agreed to by the other. A committee of conference consisting of managers on the part of the House and Senate then meets to resolve the disagreement. *Manual* §§ 530–556. See CONFERENCES BETWEEN THE HOUSES.
- Submission of conference report.

Note: The committee of conference having met, a report embodying their recommendation is submitted to the House and the Senate.
- Adoption of conference report.

Note: Approval by the House and Senate of the conference report and mutual agreement to any amendments in disagreement constitutes final congressional approval of the bill. The two Houses act seriatim on the report, that House agreeing to the conference normally acting first. However, a conference report must be acted on as a whole, and either agreed to or disagreed to in its entirety. Rejection of a portion of a conference report under a special procedure permitting that vote results in rejection of the entire report. If the conferees disagree on certain numbered amendments, they are submitted to each

Chamber individually and acted upon separately. Every amendment must be agreed to in identical form by both Houses before congressional action on the bill is complete. See CONFERENCES BETWEEN THE HOUSES.

- Enrollment of bill.
Note: A bill that is finally passed by both Houses is enrolled by the House in which it originated—that is, it is printed on a special paper under the supervision of an enrolling clerk. After its accuracy has been approved by the Committee on House Oversight, an enrolled bill is reported to the House and Senate, where it is signed by the Speaker and Vice President, respectively. *Manual* § 697a. See § 10, *infra*.
- Delivery of bill to the President for approval or veto.
Note: An enrolled bill, having been signed by the Speaker and Vice President, is delivered to the White House for Presidential approval. The President has 10 days (excluding Sundays) in which to sign the bill or veto it by returning it to the originating House, with his objections. See also VETO OF BILLS.
- Passage of bill over Presidential veto.
Note: A veto override requires an affirmative two-thirds yeas and nays vote, a quorum being present, in each Chamber. If a vote to override a veto succeeds in the originating House, the measure is sent to the second House. If the veto is overridden there by a two-thirds vote, the bill becomes law without the President's signature. *Manual* § 109.
- Deposit of measure in National Archives.
Note: When an enrolled bill is signed by the President or enacted over his veto, it becomes a public law and is sent to the National Archives and published in the *Statutes at Large*, an annual volume that compiles all bills that become law. If passed by the two Houses over the President's veto, it is transmitted to the Archivist by the House last acting on it.

§ 2. Readings

The reading of a bill is an essential, although unobtrusive, step in its passage (Deschler Ch 24 § 11). The First Congress adopted a rule requiring three separate and distinct readings of each bill brought before the House. 4 Hinds § 3391.

The modern rule provides that a bill or joint resolution must be read three times, the first time by title, the second time in full, and the third time

by title. Rule XXI clause 1 (*Manual* § 830). The second or full reading is frequently waived by unanimous consent, under suspension of the rules, or by special rule from the Committee on Rules (*Manual* § 831). The three readings referred to in Rule XXI are to be distinguished from the procedures involved in reading a bill for amendment. See AMENDMENTS. In practical terms, the “first reading” in the Committee of the Whole is the second reading in full contemplated by the rule while the reading for amendment by paragraphs or sections is the second actual reading in Committee of the Whole.

Reading of papers in debate, see CONSIDERATION AND DEBATE.

§ 3. — First Reading

Under Rule XXI clause 1, the first reading of a bill in the House is by title only. *Manual* § 830. Formerly, a bill was read the first time by title at the time of its introduction before the House; but since 1890 all bills have been introduced by filing them with the Clerk (placing them in the bill “hopper” at the rostrum). 4 Hinds § 3391. Today, the titles of all bills introduced are printed in the Journal and Record, thus carrying out the real purposes of the first-reading rule. *Manual* § 831.

§ 4. — Second Reading

Generally

The second reading of a bill—to be in full—normally occurs when it is first taken up for consideration in the Committee of the Whole; although it is called the “first reading” in Committee of the Whole, the reading for amendment by paragraphs or sections is the second actual reading in Committee of the Whole. 95–1, Apr. 28, 1977, p 12635.

When considered in the House alone, bills are read the second time—in full—when taken up for action (4 Hinds § 3391), although such reading is often dispensed with by unanimous consent. 97–2, June 24, 1982, pp 15168, 15172. The Clerk and not the Speaker or Chairman of the Committee of the Whole reads bills on second reading. *Manual* § 428. If consideration of the bill is not completed on the day it is called up, it is read by title when called up on subsequent days.

Demanding a Reading in Full; Dispensing With Readings

In general, any Member may demand a full reading of a bill before general debate thereon begins, provided the bill has not previously been read. 7 Deschler Ch 24 § 11.1 (note). In practice, however, verbatim readings are usually dispensed with by unanimous consent (95–2, May 17, 1978, p

14147), by suspension of the rules, or pursuant to a special rule providing for the consideration of the bill (Deschler Ch 24 § 11; *Manual* § 830). Special rules of this nature are now common practice.

It has been held that a motion to dispense with the reading of a bill in full is not in order. 8 Cannon §§ 2335, 2436. But a motion to suspend the rules and read by title only has been permitted. 7 Cannon § 1057. And the House can dispense with the reading in Committee of the Whole by motion if the motion is made privileged, as when reported from the Committee on Rules. Deschler Ch 24 § 11.1 (note).

Measures Subject to Reading in Full

The rule (Rule XXI clause 1) requiring a reading “in full” refers only to “bills and joint resolutions,” but a reading in full should extend to all concurrent and simple resolutions as well, when taken up for consideration in the House. 95–2, July 12, 1978, p 20494. Unless the reading is dispensed with, it is the text of the measure as originally introduced which is read. Proposed committee amendments are not included in this reading. Deschler Ch 24 § 11. Even when a substitute amendment has been reported to the House, it is the original bill that must be read unless dispensed with by unanimous consent. 7 Cannon § 1054.

Interruption of Reading

The reading of a bill may be interrupted by the presentation of a matter of higher privilege, such as the reception of a message, a question of privilege, or the arrival of the time designated for adjournment. See 5 Hinds § 6448 (reading interrupted by presentation of conference report).

§ 5. — Third Reading

The third reading of a bill is by title only under Rule XXI clause 1 and comes after the order for engrossment, and before the question is put on passage of the bill. *Manual* § 830. The Speaker states: “The question is on the engrossment and third reading of the bill.” This is a *pro forma* question that is routinely put and routinely approved by voice vote just before the measure itself is put to a vote. However, the yeas and nays may be ordered on the question of engrossment and third reading. 86–1, Aug. 31, 1959, p 17404. And if the question is put to a vote and decided in the negative, the bill is considered rejected. 4 Hinds § 3420. If this reading is omitted and the House passes the bill, the vote is subject to a motion to reconsider in order to remedy the omission. 4 Hinds § 3406.

At one time, a Member could demand a reading *in full* of the engrossed copy, but this procedure was stricken from the rules in 1965 (Deschler Ch 24 § 11).

§ 6. Engrossment of House-passed Bills

After a bill has passed the House, the Clerk prepares a certified copy for transmission to the Senate. This copy is the official copy of the measure as passed by the House, and is referred to as the “engrossed” copy. Engrossment is the process by which a bill is printed on special paper under the supervision of the Clerk of the House. House-passed measures or House amendments to Senate measures are engrossed on distinctive blue paper. The Clerk attests to the engrossment, and his signature gives rise to the presumption that the bill was correctly engrossed. 4 Hinds § 3428. Senate bills and amendments are engrossed on white paper and bear the signature of the Secretary of the Senate. A limited number of the blue and white engrossments are printed for official use of the House and the Senate and are the prints used by conferees in working out their agreements.

The engrossment of a House-passed bill is under the control of the House, not of the Committee of the Whole. Thus, a unanimous-consent request relating to the engrossment of a bill is properly made in the House following the passage of the bill and is not in order in the Committee of the Whole. 92–1, June 4, 1971, p 18049.

Engrossed bills are to be distinguished from “enrolled” bills; after a bill has passed both the House and the Senate, an “enrolled” bill is prepared on parchment for the signatures of the Presiding Officers of the two Houses, and for transmittal to the White House for the President’s approval. See § 10, *infra*.

§ 7. — Correcting Errors in Engrossment

Prior to Transmittal of Bill to the Senate

Where the House has not messaged its legislative action to the Senate, the House may, by unanimous consent, authorize the Clerk to make technical corrections in the engrossment of a House-passed bill. This procedure may be used, for example, to direct the Clerk to correct or change the table of contents, to amend or strike out cross references (Deschler Ch 24 § 12.12), or to change section numbers and make other technical changes (Deschler Ch 24 § 12.10). See also 91–2, June 4, 1970, p 18415; 93–1, June 28, 1973, p 22103. The unanimous-consent procedure may also be used to authorize the Clerk to make designated substantive changes in the engrossment of a bill just passed by the House, but the Chair may require that they

be read by the Clerk before entertaining the unanimous-consent request. 99–1, Feb. 27, 1985, p 3888; 99–1, June 27, 1985, p 17875.

The engrossment of House amendments to Senate bills that have not been messaged to the Senate may likewise be corrected by unanimous consent, the Clerk being directed to make the necessary change. Deschler Ch 24 §§ 12.8, 12.9, 12.11. Thus, in one instance, by unanimous consent, the Clerk was authorized to correct the engrossment of a House amendment to a Senate bill passed on the preceding day to reflect the adoption in Committee of the Whole of an amendment that was inadvertently not reported to the House. 94–1, May 7, 1975, p 13363. The same procedure may be used to correct the engrossment of a House amendment to a Senate bill by deleting a provision inadvertently included in the measure voted on. 99–2, Oct. 9, 1986, p 30102.

After Transmittal of Bill to Senate

After a bill has been messaged to the Senate, any corrections must be initiated by requesting the Senate to return the bill. By resolution, the House requests the Senate to return the bill and authorizes the Clerk to reengross the bill with specified changes. Deschler Ch 24 § 12.5; 92–1, Nov. 17, 1971, p 41798. Where both Houses have acted on the measure, a concurrent resolution is required to effect changes in the final enrollment. Deschler Ch 24 § 12.6. A resolution in the House requesting the return of a bill of the Senate to correct an error made by the Clerk in preparing the engrossment of a House amendment was treated as a question of privilege under Rule IX. 3 Hinds § 2613; 97–2, Oct. 1, 1982, p 27172.

§ 8. — Correcting Printing Errors; “Star Prints”

The engrossed copy of a bill may be “star printed” (that is, reprinted with a star to indicate the reprinting) to rectify a Government Printing Office typographical error. This procedure is designed to substitute a reprinted bill correcting the error and showing the exact form in which the bill was actually passed. Deschler Ch 24 § 12.1.

The star print procedure is appropriate to correct GPO printing errors in a bill up until such time as both Houses have acted on the measure. Thereafter, a concurrent resolution is used to correct printing errors. Deschler Ch 24 § 14.7 (note).

§ 9. Transmittal of Bills Between the Houses

A bill having passed one House and been engrossed and attested, it is transmitted to the other House by message. Deschler Ch 24 § 12.1. And it

is possible for one House to message the other to return a bill for the correction of errors or otherwise. 3 Hinds § 2613; 4 Hinds §§ 3460–3465. A request of the Senate for the return of a bill is treated as privileged in the House, and must be presented to the House for consideration. 86–1, Sept. 14, 1959, p 19715. The request may be disposed of by unanimous consent or by motion. 91–2, Sept. 9, 1970, p 30850; 93–1, July 10, 1973, p 23027. The question is put to the House without debate (91–2, Dec. 29, 1970, p 43776) unless debate is permitted under a reservation of the right to object (95–1, Aug. 3, 1977, p 26538). See POINTS OF ORDER; PARLIAMENTARY INQUIRIES. The House may by unanimous consent agree to a request of the Senate for the return of a Senate bill even where the bill has been referred to a House committee. 86–2, Jan. 21, 1960, p 1022; 91–1, July 10, 1969, p 19095.

§ 10. Enrollment of Bills Passed by Both Houses

When a bill or joint resolution has passed both Houses, the papers are delivered to the House that originated the measure, and a copy—called the “enrolled bill”—is prepared. If the bill originated in the House, it is enrolled under the supervision of the Committee on House Oversight. *Manual* § 697a. The enrollment is printed on distinctive paper under special supervision of the enrolling clerks of the House or the Senate. Deschler Ch 24 § 14.1. This printing requirement (1 USC § 106a) may be waived by the enactment of a joint resolution (99–1, Dec. 10, 1985, pp 35741, 35742), or, during the last six days of the session, by the adoption of a concurrent resolution (99–1, Dec. 16, 1985, p 36577). The enrolled bill is signed by the Presiding Officers of the House and the Senate and is delivered to the President for his approval. See §§ 11–14, *infra*. If approved by the President, the measure is sent to the National Archives. 1 USC § 106a.

It has been held that when an enrolled bill has been signed by the President, its validity cannot be questioned on account of the pendency of a motion to reconsider, the signing of the enrolled bill by the Speaker and Vice President being complete and unimpeachable evidence of its passage. See *Field v Clark*, 143 US 650.

§ 11. — Committee Approval; Certification and Signing

Approval and Certification

A House-enrolled bill must be approved as to form and accuracy by the Committee on House Oversight (*Manual* § 697b), although this requirement has on rare occasions been waived by unanimous consent (4 Hinds § 3452). In addition, House-enrolled bills are certified by the Clerk as having origi-

nated in the House. Senate enrollments are delivered to the House after examination and certification by the Secretary of the Senate. Deschler Ch 24 § 15.

Signing

Enrollments are signed first by the Speaker and then by the President of the Senate. 4 Hinds § 3429. In early Congresses, the Speaker could not sign an enrolled bill in the absence of a quorum. 4 Hinds § 3458. Today, under a rule adopted in 1981, the Speaker has standing authority to sign enrolled bills even if the House is not in session (*Manual* § 624), and bills passed at one session may be signed by the Speaker at the next session (7 Cannon § 1075).

Signing by the Speaker Pro Tempore

A Speaker pro tempore elected by the House (2 Hinds § 1401), or whose designation by the Speaker has received the approval of the House (2 Hinds § 1404; 6 Cannon § 277), signs enrolled bills (Rule I clause 7), but a Member merely called to the Chair during the day (2 Hinds § 1399; 6 Cannon § 276), or designated only by the Speaker (2 Hinds § 1401), does not exercise this function.

§ 12. — Corrections in Enrollment

Generally; Authorizing Corrections Before Enrollment

The Clerk of the House may be authorized by concurrent resolution to make certain corrections in the enrollment of a House bill. 7 Cannon § 1068; 87–2, Oct. 1, 1962, p 21574; 88–1, Dec. 17, 1963, p 24823. The authorizing resolution may be agreed to by one House even before the bill to be corrected has passed the other House. In one instance the House agreed to a concurrent resolution correcting the enrollment of a joint resolution prior to the consideration of a conference report on that measure. 99–1, Dec. 11, 1985, pp 35957, 35958.

Corrections made in this manner often involve nothing more than spelling errors (87–2, June 14, 1962, p 10501), or a correction in the title of a bill (91–2, Mar. 5, 1970, p 6193). In one case, however, the resolution authorized the Clerk, in the enrollment of a House bill, to make extensive technical corrections and to delete a provision contained in the conference report which was outside the scope of the differences committed to conference. 93–2, Aug. 20, 1974, pp 29216–18.

Corrections in enrolled bills are normally carried out by the House that originated the bill, but the authorizing resolution may originate in either House. Thus, the House may originate a concurrent resolution directing the

Secretary of the Senate to make corrections in the enrollment of a Senate bill. 95–2, Oct. 14, 1978, p 38319.

Authorizing Corrections After Enrollment

The correction of a bill, even after its enrollment, may be ordered by concurrent resolution of the two Houses. 4 Hinds § 3451; 7 Cannon § 1041. If the enrolled bill has not been signed, the resolution may simply direct the Clerk to reenroll the bill with a correction. Deschler Ch 24 § 14.14. If the enrolled bill has been signed, the two Houses by concurrent action may authorize the rescission or cancellation of the signatures and a reenrollment (4 Hinds §§ 3453–3459; Deschler Ch 24 § 14.13), and in the same way the signatures may be canceled on a bill prematurely enrolled (4 Hinds § 3454). See also Deschler Ch 24 §§ 15.12, 15.13. The resolution may not only rescind the action of the Speaker and President of the Senate in signing the bill, but may direct the Clerk to reenroll the bill with certain changes or provide for its return to the Senate. Deschler Ch 24 §§ 14.9–14.11.

Correction or Recall of Bills Delivered to the President

Corrections or changes in enrolled bills which have been delivered to the White House but not signed into law have traditionally been effected by way of concurrent resolution, considered by unanimous consent, requesting the return of the bill and vacating the signatures of the Speaker and the President of the Senate. The resolution may direct a reenrollment with corrections by the Clerk of the House or Secretary of the Senate, whichever is appropriate. 4 Hinds §§ 3507, 3508; Deschler Ch 24 §§ 16.1–16.4. Bills corrected under this procedure are resubmitted to the President for his approval. However, in one instance, a concurrent resolution was used to request the recall of a bill from the White House, to rescind the signatures of the two Presiding Officers, and to postpone the bill indefinitely. Deschler Ch 24 § 16.5.

The use of concurrent resolutions to recall a bill to correct an error is appropriate only with respect to bills that have not been signed, or presumed not to have been signed, by the President. 4 Hinds § 3507 (note). Once the bill has been signed, it becomes law and changes in it can only be effected by amending the measure pursuant to the passage of a bill or joint resolution. Thus, where the President signed a bill from which a section had been inadvertently omitted during enrollment, the Congress immediately adopted a joint resolution amending the law and inserting the omitted section. Deschler Ch 24 § 14.19.

Consideration of Resolution

Concurrent resolutions making corrections in an enrolled bill or in its enrollment are not privileged for consideration and are normally considered by unanimous consent. 92–2, Mar. 8, 1972, p 7573; 92–2, Oct. 5, 1972, p 34064. If an objection to the consideration of the resolution is made, the resolution may be considered under suspension of the rules (93–2, Aug. 5, 1974, p 26796), or be made privileged by a special rule reported from the Committee on Rules (93–2, Dec. 13, 1974, p 39596). Such a resolution may also be taken up pursuant to a special rule from the Committee on Rules “hereby” adopting that resolution. 100–2, May 4, 1988, p 9865.

§ 13. Delivery of Measures to the President

Bills

The Constitution requires that every bill which passes the House and the Senate must be presented to the President of the United States for his approval. U.S. Const. art. I § 7. In early Congresses, a joint committee took enrolled bills to the President (4 Hinds § 3432), but in the later practice the chairman of the committee in each House having responsibility for the enrollment of bills also has the responsibility of presenting the bills from that House to the President. Such presentation is recorded in the Journal. *Manual* § 577.

Enrolled bills pending at the close of a session have at the next session of the same Congress been ordered to be presented as if no adjournment had taken place. 4 Hinds §§ 3487, 3488. Enrolled bills signed by the Presiding Officers at one session have been sent to the President and approved at the next session of the same Congress. 4 Hinds § 3486. And bills enrolled in one Congress have been presented to the President and been signed by him after the convening of the next Congress. *Manual* § 577.

Joint Resolutions

A joint resolution is a bill so far as the processes of Congress are concerned (4 Hinds § 3375), and, with the exception of joint resolutions proposing amendments to the Constitution (5 Hinds § 7040), all joint resolutions are sent to the President for his approval. *Manual* § 397; 4 Hinds § 3483. That joint resolutions proposing amendments to the Constitution need not be submitted to the President has been settled since the earliest Congresses. Such joint resolutions, after passage by both Houses, are presented to the Archivist (1 USC § 106b).

Concurrent Resolutions

It has been the uniform practice of the Congress, since the organization of the government, not to present concurrent resolutions to the President for his approval, and to avoid incorporating in such resolutions any matter of strict legislation requiring such presentation. They have been used merely to express the sense of Congress on a given subject, to adjourn for longer than three days, or to accomplish some purpose in which both Houses have a common interest, but with which the President has no concern. Such resolutions have “never embraced legislative provisions proper and hence have never been deemed to require executive approval.” 4 Hinds § 3483. See also *Manual* § 396.