



# Quill Project

Pembroke College Oxford

Model and Data-Entry Guide

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# The Quill Project

The Quill Project exists to model formal processes of negotiation that have resulted in the creation of a text. 'Formal' processes are those that involve a set of rules and conventions governing how text should be created, amended, and finally agreed. Over the last 300 years, constitutions, legislation, and international treaties have all been created using some variation of Parliamentary procedure. Although the details of the rules used by each group vary by time and place, some general principles are common to all such processes.

- It should be clear at any given moment exactly what is under discussion.
- It should be clear when the appropriate moment exists to make suggestions on a particular point.
- There should be at least two opportunities to debate any substantive point.
- It should be clear when a decision has been taken.
- It should be clear at any stage what text has been agreed and what text has not.

The records kept as part of this process are intended to facilitate this process, and the Quill platform exists to help make those records more intelligible to later readers by recreating the context within which particular proposals have been made and decisions taken and by providing tools to understand the overall character and progress of negotiations.

The Quill Project models these negotiations by paying attention to four particular types of action: changing membership of committees, proposals to introduce or change documents under discussion, proposals relating to the management of the process of negotiation, and decisions taken upon those proposals.

The Quill project also emphasizes scholarly commentary and making available other resources necessary to interpret the context and nature of proposals and decisions.

At time of writing, the Quill Project website does not allow new projects to be begun without the agreement of the project's director, Dr Nicholas Cole. This is because of the project's limited capacity to provide technical support to work with different projects and our desire to publish only the highest quality digital editions. However, we welcome proposals for new projects.

## About This Guide

This guide to data entry for the Quill platform is based on the experiences of the Quill team in entering the records of the United States Constitutional Convention of 1787 into the platform. The secretary of the Convention and diarists such as James Madison recorded every amendment to the text, allowing us to reconstruct the evolution of the texts of the Convention in full and to build a highly complete timeline of the (circa 4,000) procedural events of the Convention.

The records of document negotiations are not always so complete. For the two longest-running committees of the Convention, minutes were kept, leaving a play-by-play account of negotiations including all amendments to the text. For all of the other subcommittees, the only records remaining were of the documents referred into the committee and the documents referred out: no record could be found of the process of amending, debating, and voting that created the new documents. This guide will attempt to provide suitable approaches for both types of record.

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### Quill as a Model

The platform *models* negotiations. This model has been designed to mirror as closely as possible the behaviour of legislative bodies and quasi-legislative assemblies. However, like all models, it involves a certain amount of simplification. The model has been designed to be as generic as possible, and the designers have resisted the temptation to create special cases. Rather, they have preferred a data-model and interface that encourages consistency by resisting the temptation to offer too many different ways to capture proceedings. This is important, since it not only encourages consistency within projects, but helps to ensure that models of different negotiations will be comparable.

In particular, the model emphasizes those actions and events that alter the state of texts, and clearly separates out proposals to amend text from decisions to adopt that text. The platform models the logical structure of a negotiation, and some confusion can arise in the minds of new users of the platform. For this reason, it may sometimes be the case that what appears to be a single 'event' in a set of minutes in fact needs to be represented as more than one event object within our model.<sup>1</sup> For example, on 17th August 1787, there is a note in the Constitutional Convention records that:

Mr. Ellsworth was willing to vary his motion so as to read, "or without it when the legislature cannot meet."<sup>2</sup>

This does not seem to have been contentious and is represented in the platform as an amendment of his original motion. Although no vote is recorded, the editors added a vote adopting this amendment. This correctly models the situation: an amendment was proposed and agreed to. In theory, it might have been

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<sup>1</sup> Typically, this is the case for minor and uncontroversial amendments to a document. The Quill Platform is capable of capturing amendment events that are instantly adopted as single events, but this facility is deliberately disabled in all current projects.

<sup>2</sup> See quick-jump e2754 at [www.quillproject.net](http://www.quillproject.net)

objected to. The mindset that needs to be adopted by those doing data-entry on a Quill project, therefore, is that the timeline of 'events' recorded is a record of the logical sequence of decision-making, not a minute-by-minute account of proceedings or a simple transcription of the records. A single 'debate' event might occupy much of the time of a session, while a series of decisions taken to adopt or reject particular language might pass in moments.

## Before You Begin

There is some preliminary work that needs to be done before you can begin modelling a negotiation.

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### Gather Resources

This guide is intended to help those wishing to use the Quill Project to model a process of negotiation. Therefore, before getting started, you will need to ensure that the records for the project are such that they capture (or would allow you to recreate) the initial texts of a negotiation, the proposals made, and votes taken.

To locate these sources, it may be helpful to begin with Google/search engine to get a brief overview of what is out there, where records are located, what is easily accessible, and who you need to contact. Compile a list of historical societies, libraries, archives, etc. to contact and begin emailing and calling.

Once you locate hard-copy sources, ask if there are any high-resolution scans or microfilm scans you can have access to or whether you can take photographs of the manuscripts. Having images to refer to will be helpful during the transcription process and throughout the modelling. It is also worth asking whether historical societies or libraries know of any records at other institutions that could be useful. Once you've located these resources, it is important that you have the relevant permissions necessary to use these records and to publish them to your intended audience.

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### Transcription

If the records you have compiled are not in a format that can be copied and pasted from, the next step is to begin transcription. There are a few ways to go about this.

- I. You can divide the source material into sections and assign each section to a student or team member. That person is responsible for entering images of the source material into an OCR. The OCR, though helpful, is not completely accurate, and the output will require proofreading and comparing with the original text so that the necessary corrections can be made. The transcriptions should match the original text verbatim (including misspellings) and attempt to maintain intentional formatting decisions made by the text's author.

- II. If the previous transcription method is too time-consuming, another option is to budget for a transcription service.

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## Sharing Project Resources

It's a good idea to have a project file share where you post relevant project information that can be accessed by all members of the project. In addition to scans and transcriptions of the resources, it is helpful to have a spreadsheet of links to online resources, not only so they can be easily located by project members but also so these links can be added to the project as resource collections.

When several people are working on the same project, it becomes difficult to maintain formatting and editorial standards. For this reason, it is helpful and time-saving to keep a running list of style and editorial conventions to be used throughout the project. This running document could include, for example, document naming conventions, description formatting rules, or instructions on what to do if you come across a gap in the notes.

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## Training

It is up to the project lead to decide how to train students or new project members in how to use the Quill platform. However, the Utah team has an efficient training process that might serve as a guideline. UVU uses a three-day training plan to introduce new project members to various elements of the platform.

- I. The first day is focused on familiarising new users with the Quill iconography, e.g. what the different icons mean, how the platform looks and how to navigate it, and how negotiations are organized.
- II. The second day allows new project members to see how events are added to a timeline. A new member sits with an existing team member and watches how events are added so that they can see what information is needed for each type of event as well as how to translate written records into a digital model. This demonstration would ideally take place in a test scenario that is set up for such purposes.
- III. The final training stage is to let the new members model a test negotiation. Ultimately, the best way to learn to use the Quill platform is through hands-on experience. This test negotiation could be a day or two from the records you're working on, for example. Then, an experienced team member should walk through this test model with the new team member and discuss issues or questions.

This training plan, should you follow it, can be tweaked to fit your time needs. If your students and project members work full time, all three stages of this plan could presumably fit within one full workday.

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## User Accounts in the Quill Platform

Once the sources have been gathered, the transcriptions completed, the file share created, and the team members trained, it is time to create user accounts. In the top right corner of [quillproject.net](http://quillproject.net) is a 'Register' button that allows you to sign up for an account. Within the platform, users can be assigned different roles that provide them with different permissions.

The Quill platform features a fine-grained permission system that can be adjusted to the needs of particular projects.

As standard, Negotiation objects define the following user roles:

### *User*

A user can view the material within this Negotiation, even if it is hidden from public view. He/she cannot make any changes to the data stored about it.

### *Contributor*

Contributors can input most types of data related to the Negotiation and its timeline but may be restricted from potentially destructive operations that could result in inconsistent data being stored.

### *Editor*

An editor has access to the full range of data-entry tools.

### *Senior Editor*

A senior editor can set the public visibility of the Negotiation, can control whether data-entry involves strict checks for consistency and can use potentially destructive tools to fix errors in the timeline.

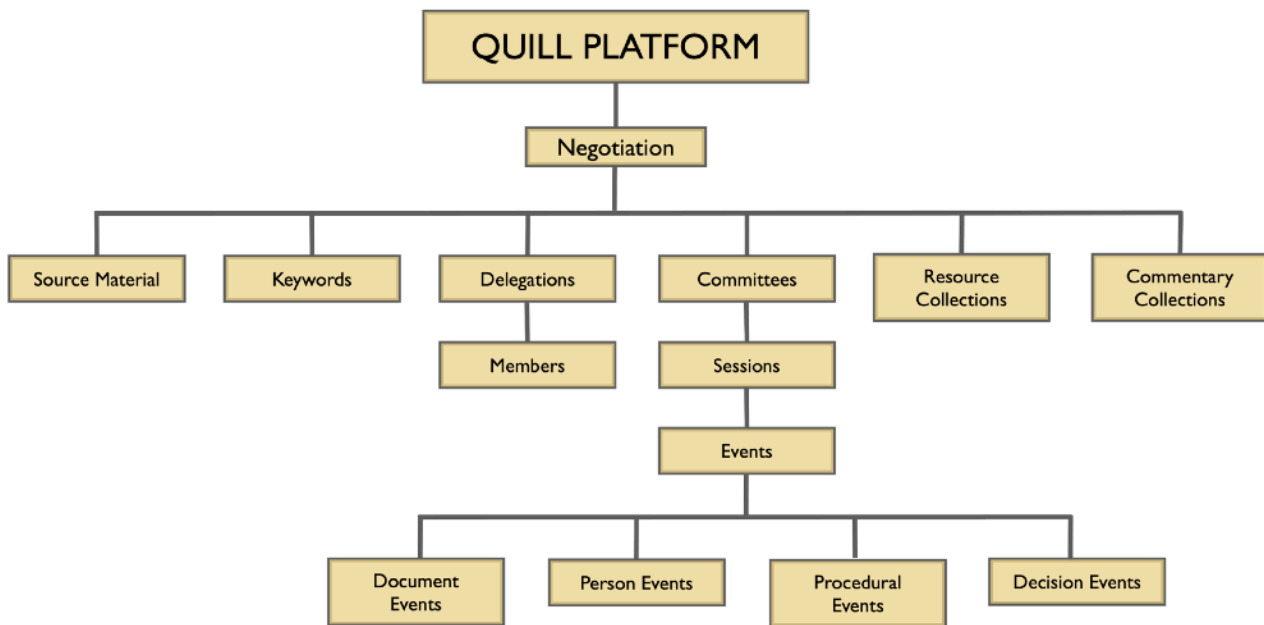
An analogous set of user-roles exists for Commentary and Resource collections.



# Top-Level Objects Stored by the Quill Platform



## The Negotiation

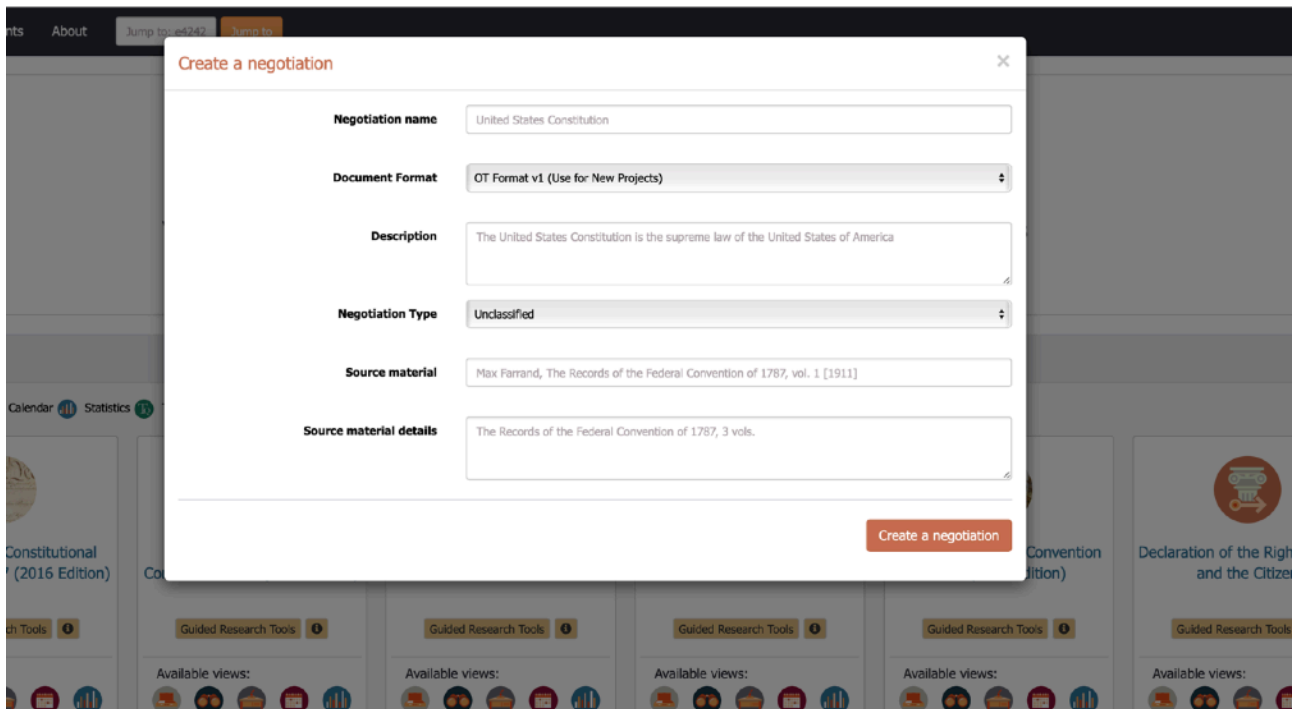


Projects within the Quill Platform are grouped as ‘Negotiations’, reflecting the our emphasis on the process by which a final text is agreed. The Negotiation object created for your project will store within it both information that allows the timelines of the negotiation to be viewed and visualized and also other information that is necessary to understand the records being presented.

Editors viewing the  ‘Full Record’ of the Negotiation will be able to add a number of pieces of information.

## Setting up a Quill Project

On the Quill Library page, select 'Create a Negotiation'. The dialogue box that displays will allow users to enter basic information about the negotiation, such as the name, a description of the negotiation, and the project's source material. For the 'Document Format', select 'OT Format' from the dropdown.

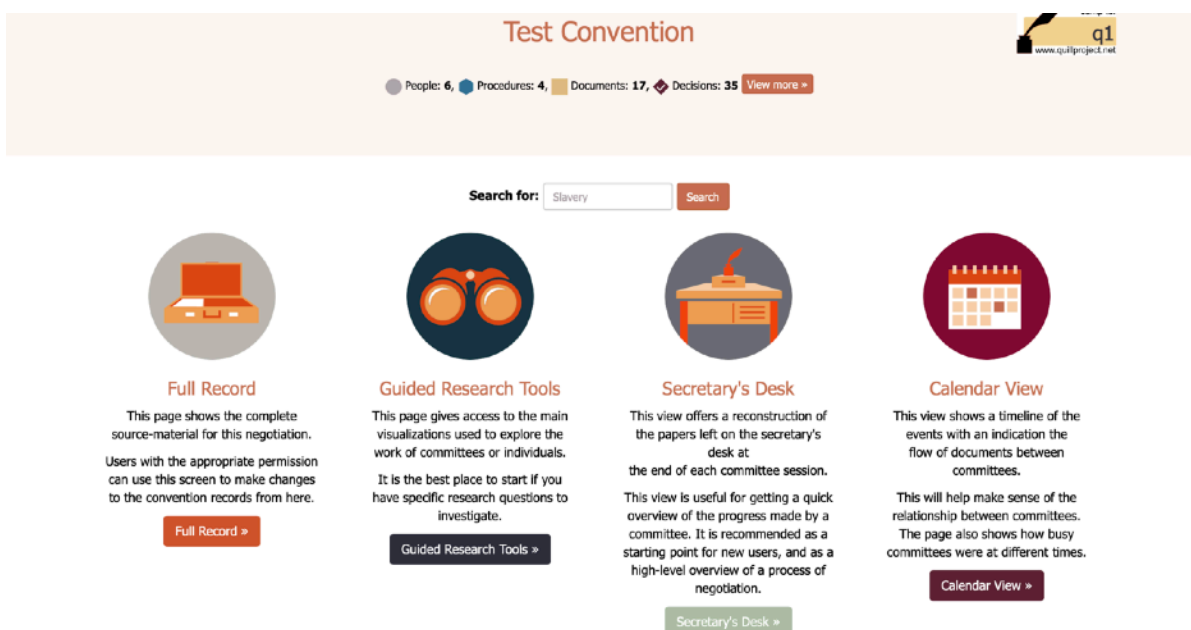


The screenshot shows a 'Create a negotiation' dialog box with the following fields:

- Negotiation name:** United States Constitution
- Document Format:** OT Format v1 (Use for New Projects)
- Description:** The United States Constitution is the supreme law of the United States of America
- Negotiation Type:** Unclassified
- Source material:** Max Farrand, The Records of the Federal Convention of 1787, vol. 1 [1911]
- Source material details:** The Records of the Federal Convention of 1787, 3 vols.

A 'Create a negotiation' button is located at the bottom right of the dialog box.

Once the negotiation has been created, you will be directed to the project home page. This page offers various ways of viewing the information you will enter throughout the course of the project. To get started, Select the 'Full Record' view.



The screenshot shows the 'Test Convention' project home page with the following elements:

- Search for:** Slavery
- Statistics:** People: 6, Procedures: 4, Documents: 17, Decisions: 35
- Navigation Options:**
  - Full Record:** This page shows the complete source-material for this negotiation. Users with the appropriate permission can use this screen to make changes to the convention records from here.
  - Guided Research Tools:** This page gives access to the main visualizations used to explore the work of committees or individuals. It is the best place to start if you have specific research questions to investigate.
  - Secretary's Desk:** This view offers a reconstruction of the papers left on the secretary's desk at the end of each committee session. This view is useful for getting a quick overview of the progress made by a committee. It is recommended as a starting point for new users, and as a high-level overview of a process of negotiation.
  - Calendar View:** This view shows a timeline of the events with an indication the flow of documents between committees. This will help make sense of the relationship between committees. The page also shows how busy committees were at different times.

## Source material

One of the first pieces of information on the 'Full Record' view is a list of source materials. It is necessary to have entered source materials before you begin to build timelines.

Source material (21): <span style="float: right;">Add a source</span>		
2019 Editors	Franklin Papers (Max Farrand, 1911)	McHenry's Notes (Max Farrand, 1911)
Appendix A (Max Farrand, 1911)	Hamilton's Notes (Max Farrand, 1911)	Official Journal (Max Farrand, 1911)
Appendix B (Max Farrand, 1911)	King's Diary (Max Farrand, 1911)	Paterson's Notes (Max Farrand, 1911)
Appendix D (Max Farrand, 1911)	Lansing's Notes (Joseph Strayer, 1939)	Pierce's Notes (Max Farrand, 1911)
Bearly Papers (Max Farrand, 1911)	Library of Congress	Pinckney's Notes (Max Farrand, 1911)
Committee of Detail Documents (William Ewald and Lorraine Updike Toler, 2011)	Madison's Notes (Max Farrand, 1911)	Supplement to the Records of the Federal Convention (James Hutson, 1987)
Committee of Detail Papers (Max Farrand, 1911)	Mason's Notes (Max Farrand, 1911)	Yates's Diary (Max Farrand, 1911)

Many projects will just have a single source, but some will reflect material drawn from a number of different sources. For example, the 1787 Constitutional Convention records consist of both the official journal of proceedings and a number of private journals kept by participants. It is also helpful to have a source material entitled 'Editorial', as it will allow you to clarify any editorial decisions you make in the timeline. However, limit these editorial decisions to those which are absolutely necessary for a user's understanding of the material.

When entering details about particular events, you will be asked to select which of the sources is the key source for the event that you are describing. The list kept here can be added to at any time during the project.

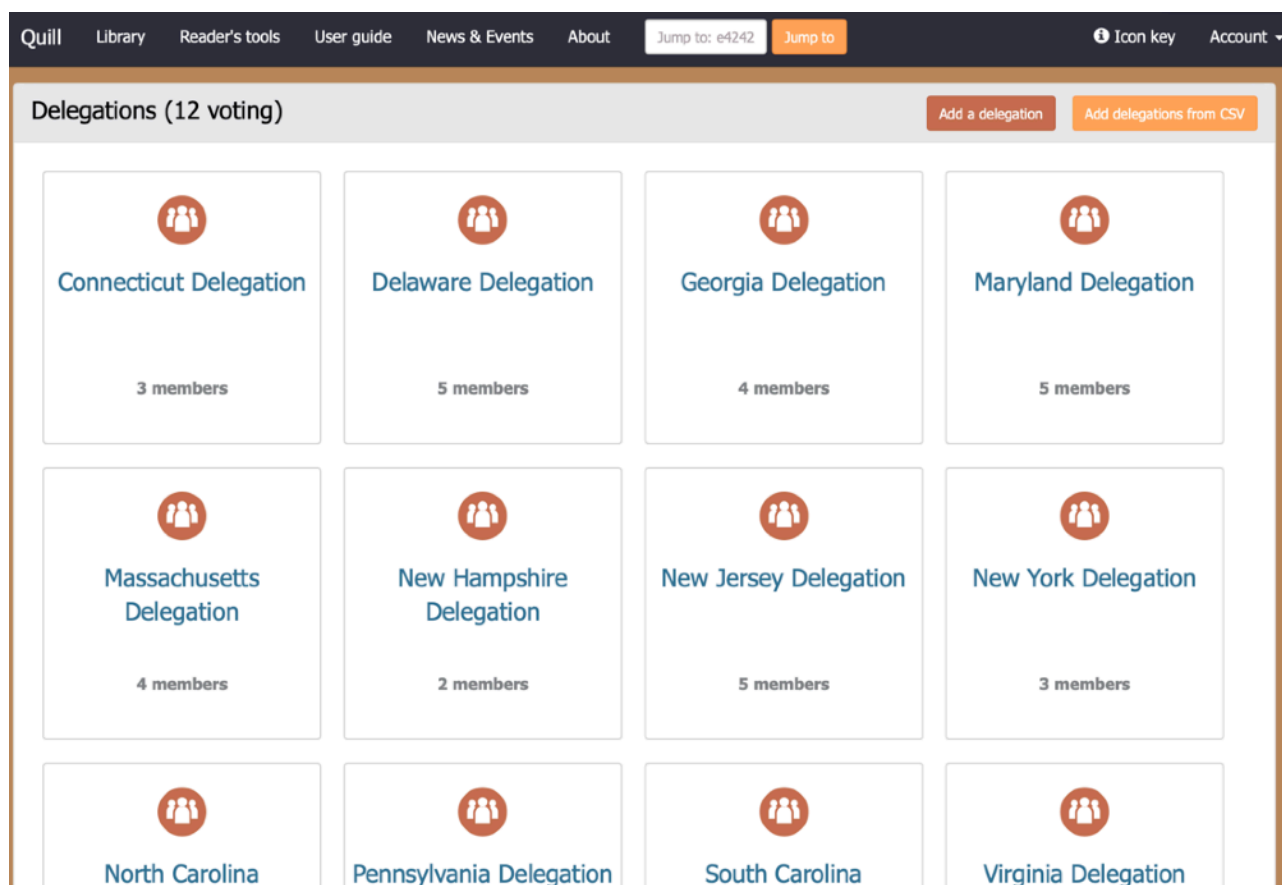
The screenshot shows a form titled "Add an event" with a dropdown menu for "Event type" set to "Person joining". The "Source material" dropdown is open, showing a list of source materials with "Official Journal (Max Farrand, 1911)" selected. Other source materials listed include Madison's Notes, Yates's Diary, King's Diary, Pierce's Notes, Paterson's Notes, Hamilton's Notes, Pinckney's Notes, Mason's Notes, Committee of Detail Papers [Wilson], 2016 Editors, Franklin Papers, Appendix D, Library of Congress, Appendix B, and McHenry's Notes.

## Delegations

Once you've entered the source materials, add any relevant delegations. The people involved in a Negotiation are listed in this section, divided into delegations. This list is a record of everyone who has been a member of a delegation throughout the negotiation, rather than part of the timeline. It can be added to at any time in the project.

Members of the negotiation can be organized in a number of different ways – by state, by party, etc. The project editors should use their best judgement in determining the most logical way to represent delegations for their project. For example, in model of a UK Parliamentary debate, it would be illogical to

represent the MPs as divided by the geographic constituencies they represent, as that would mean adding over 600 delegations with one member each. Rather, it makes more sense to divide them by members of the House of Commons and members of the House of Lords. The members that are added to the delegations are the members that can be represented as 'joining' the timeline later on.



To create a delegation, click the 'Add a delegation' button. This will allow you to enter the names of the members in that delegation, and thereby create delegate profiles that can be linked to the events, documents, or speeches they're associated with. Delegates cannot be deleted from a delegation if they have been linked to any events.

Lastly, there is an option on the 'Add a delegation' box that allows you to create a 'Non-voting delegation.' Adding a non-voting delegation entitled something like 'Offices of the Negotiation' allows you to represent members who played a role at the negotiation and whose actions you would like to capture but who didn't have the capacity to vote. Such persons would include the Clerk, Chaplain, Doorkeeper, etc.



Quill Library Reader's tools User guide News & Events About Jump to: e4242 Jump to Icon key Account

Committees (14) Add a committee

### The Convention

Visualize Full Details  
Full Details and verified

Created on: 1787-05-14 00:00:00  
Dissolved on: 1787-09-17 00:00:00  
Description: The main chamber of the Constitutional Convention, consisting of all delegates.

55 members  
98 sessions  
199 keywords tagged  
28, 70, 98, 1  
59, 859, 20, 350, 0  
770, 260, 23, 97, 35, 0  
266, 32

### Rules Committee

Visualize Full Details  
Full Details and verified

Created on: 1787-05-25 00:00:00  
Dissolved on: 1787-05-28 00:00:00  
Description: Committee charged with creating the rules and standing orders to govern meetings of the Convention.

3 members  
2 sessions  
15 keywords tagged  
0, 3, 1, 0  
2, 0, 0, 1, 0  
0, 0, 0

### Committee of the Whole House

Visualize Full Details  
Full Details and verified

Created on: 1787-05-30 00:00:00  
Dissolved on: 1787-06-09 00:00:00  
Description: Committee consisting of all delegates to the Convention.

49 members  
16 sessions  
161 keywords tagged  
4, 49, 1, 0  
5, 125, 4, 70, 0  
94, 26, 2, 16, 27, 0  
30, 2

### First Committee on Representation

Visualize Full Details  
Full Details and verified

Created on: 1787-07-02 00:00:00  
Dissolved on: 1787-07-03 00:00:00  
Description: Committee consisting of a deputy from each state, charged with finding a suitable method of representation in both houses of the legislature.

11 members  
1 sessions  
68 keywords tagged  
0, 11, 1, 0  
1, 2, 1, 1, 2, 0  
2, 1, 1, 0, 0, 0  
1, 0

### Second Committee on Representation

Visualize Full Details  
Full Details and verified

Created on: 1787-07-06 00:00:00  
Dissolved on: 1787-07-07 00:00:00  
Description: Committee charged

### Third Committee on Representation

Visualize Full Details  
Full Details and verified

Created on: 1787-07-09 00:00:00  
Dissolved on: 1787-07-09 00:00:00  
Description: Committee consisting

### Committee of Detail

Visualize Full Details  
Full Details and verified

Created on: 1787-07-24 00:00:00  
Dissolved on: 1787-08-21 00:00:00  
Description: Committee charged

### Committee on State Debts and Militia

Visualize Full Details  
Full Details and verified

Created on: 1787-08-18 00:00:00  
Dissolved on: 1787-08-20 00:00:00  
Description: Committee consisting

After creating delegations and adding their respective members, you can now create committees.

This is a list of each committee that was part of the U.S. Constitutional Convention. Most Negotiations or similar processes will feature a Committee that represents the whole Negotiation and a series of subordinate committees. When it comes to creating Legislation, however, some negotiations occur in a bicameral body, where the main action occurs in two main committees.

Committees can be added at any point throughout a project, either up front or as you encounter them in the notes.



Sessions (98) Add a session

**14 May 1787**

Date appointed for start of Convention. Only a few delegates present.

[Visualize](#) [Full Details](#)

22 keywords attached

👤 0, 👤 3, 👤 0, 👤 0

👤 0

📄 0, 📄 0, 📄 0, 📄 0

📄 0, 📄 0

🔍 1, 🔍 0, 🔍 0, 🔍 0

🔍 0, 🔍 0, 🔍 0, 🔍 0

⚙️ 1, 🗨️ 0

**15 May 1787**

Several delegates arrived.

[Visualize](#) [Full Details](#)

18 keywords attached

👤 0, 👤 7, 👤 0, 👤 0

👤 0

📄 0, 📄 0, 📄 0, 📄 0

📄 0, 📄 0

🔍 1, 🔍 0, 🔍 0, 🔍 0

🔍 0, 🔍 0, 🔍 0, 🔍 0

⚙️ 1, 🗨️ 0

**16 May 1787**

One delegate arrived. Meeting time altered.

[Visualize](#) [Full Details](#)

13 keywords attached

👤 0, 👤 1, 👤 0, 👤 0

👤 0

📄 0, 📄 0, 📄 0, 📄 0

📄 0, 📄 0

🔍 2, 🔍 0, 🔍 0, 🔍 0

🔍 0, 🔍 0, 🔍 0, 🔍 0

⚙️ 2, 🗨️ 0

**17 May 1787**

Several delegates arrived.

[Visualize](#) [Full Details](#)

10 keywords attached

👤 0, 👤 3, 👤 0, 👤 0

👤 0

📄 0, 📄 0, 📄 0, 📄 0

📄 0, 📄 0

🔍 1, 🔍 0, 🔍 0, 🔍 0

🔍 0, 🔍 0, 🔍 0, 🔍 0





⚙️ 1, 🗨️ 0

Within each committee is a list of sessions, which record the dates and times when committees met. It is within these sessions that you will enter events and construct the timeline of the negotiation. Sessions can be added at any point throughout a project, though to avoid tangling up or confusing the timeline, it is best to add the sessions in chronological order as you work through the records.

There are two ways of viewing a session: the ‘Visualize’ view and the ‘Full Details’ view. ‘Visualize’ displays the view that will display to the public once the project is published and provides a visual representation of how the individual events interact with one another. ‘Full Details’ is the editing view. In order to build timelines within a session, click on this viewing option.

# Entering Events

Once you've set up your project, you're ready to start entering events.

Within the Quill Platform an event represents a discrete moment or activity — such as  a person joining a committee,  a document being created,  an amendment being proposed, or  a vote being taken.


Humans are not machines, and even in quite formal settings, pedantic points of procedure may be overlooked. Thus, an uncontentious change may be recorded in a set of minutes as if the proposal and agreement were a single action. The Quill Platform encourages editors to show the *logical* sequence of events, however. Such an event would be recorded in the Quill platform as two events: a proposal and a (presumably unanimous) decision.






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## Types of Events





Events are  entered on a timeline within each committee session.


There are four broad types of events:



 Document Events affect or relate directly to the texts of the documents under consideration by the Negotiation. Events of this type include:


-  Creating a new document
-  Proposing an amendment on a document
-  Debating a specific proposal
-  Importing a suggested amendment from another committee
-  Copying a document from another committee

 Person Events relate to the individuals who make up a committee. They are used to track membership of a committee. Events of this type include:

-  A person joining a committee (note: in most models this refers to committee *membership* rather than presence)
-  A person leaving a committee (see comment above)
-  A person being elected to a position
-  An attendance record being taken

 Procedural Events relate to the running of a committee. These include:


-  A procedural motion (this may contain a subdecision, to allow some complex situations to be modelled)
-  A debate on a procedural motion

 Decision Events record the decisions made by a committee. These include votes on documents, amendments, and procedural motions. These include:

-  Accepting a proposal

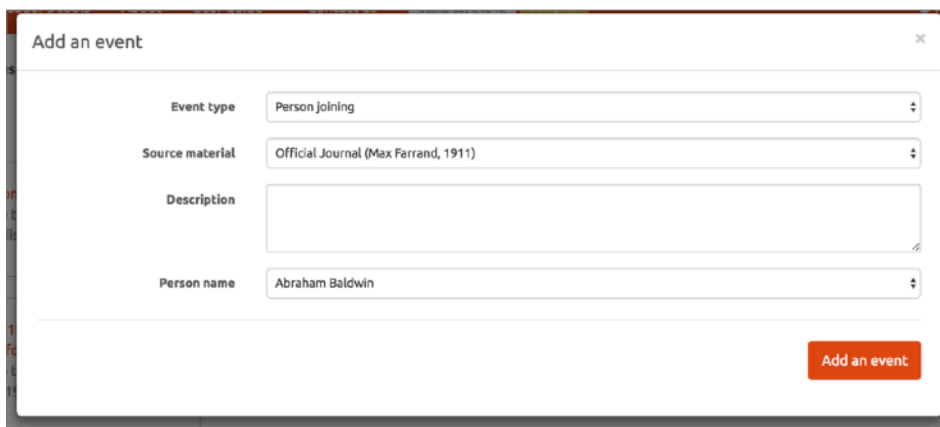
- ✦ Rejecting a proposal
- ✦ Dropping a proposal (useful to mark a proposal as simply superseded by events, without being formally rejected)
- ✦ Referring a document or amendment to another committee
- ✦ Postpone a decision
- ✦ No objection (used to indicate that a point of order was consented to without an active decision being made)
- ✦ Any other kind of vote (useful in bringing agreed or rejected proposals back into consideration)

The Quill Platform uses these events to create reconstructions of the state of the texts available to committee members at any given time.

Determine the session you wish to edit and click 'Full Details.' Within the session, click the 'Add an Event' button  to add an event. A dialog box will be displayed that is used to select the type of event and the information about it. Different types of events allow different information to be entered into the dialogue box. However, there are a few fields that are common across all event types.

To add an event:

- As you read through the primary sources, determine any action occurring within the Negotiation that bears upon the procedure or text-building. For some negotiations, such as the U.S. Constitutional Convention, this will mean breaking down the entirety of the source text, verbatim, into events. However, for negotiations, such as the U.S. Bill of Rights, which are intermixed with debates on other topics, editors will have to determine which portions of the notes are relevant to the negotiation and which are not.
- Identify the type of event that most logically encapsulates that information and select that event type from the dropdown list.
- Select the source material. For events that propose text, the source material should be the source from which the proposed text derives. Often times, the source for the text and the source for the description are the same. But in the instance that the proposed text and the description text are from different sources, include a parenthetical citation in the description that indicates where the description text comes from. For events that do not propose text, the source material is the source from which the description text derives.





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## Descriptions

The description box should quote the primary source from which an event is taken. It can also contain any crucial explanation by the editors as to the interpretation of that source. However, any explanation that is not necessary for all readers should be added as a separate commentary item. Project editors should ensure a consistent approach is taken to this.

All events should have descriptions. If there is no appropriate text from the sources to be used as a description for a particular event, include an editorial description that gives some context as to what is being represented in the timeline. This will aid readers in keeping track of what is happening in the timeline.

An example of an editorial description is as follows: [Editor's note: Per the Programme Order, the Committee considered Clause I.]

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## Creating Documents

A document should be created when a single individual or a committee proposes a set of resolutions, rules, messages, petitions, or legislation standing apart from any previous documents.

Note that committees do not usually start from a blank sheet of paper, but from some plan, outline, or other draft document, frequently a report from another committee. Typically, they then work through this line by line — the first document acting as an agenda while the second is written, i.e. as the committee adopts or rejects the resolutions proposed in the original report. The first document remains unchanged, while the second reflects the debate as it takes place.

For this reason, Quill typically represents each report under discussion twice.

- The first document is the original, including all of the resolutions as first proposed.
- The second is a working document – a blank document to which the resolutions are added individually as resolutions and amendments are agreed. This second version is included because parliamentary process dictates that document proposals are debated and voted on in parts, one resolution (or article) at a time. For example, the first major document proposed in the Constitutional Convention of 1787 was the Virginia Plan. The Plan consisted of 15 resolutions. In Quill, when the Virginia Plan is first proposed, the editors created a new document with the text in its entirety. Then, they added a blank document, and as they worked through the timeline, amended the blank document to include individual articles as they were discussed in the Convention.

In fact, this reflects the reality of the committee situation. Sitting on the secretary's table (or distributed to all members) would be a plan, outline, or committee report, and the secretary (at least in many pre-word-processor scenarios) would then copy out a new version of the document as each part was agreed to.






Editors should adopt a consistent naming scheme that makes the relationship of these documents clear, though the platform does not enforce one. For the 2016 presentation of the Federal Convention's records, the editors named the working document with the suffix '[Resolutions]'. A naming scheme such as '[working draft]' might also be appropriate.

Of course, other ways of working are possible. If a committee really is simply amending a document passed to it, and not working through it line by line, it might be possible to avoid the creation of the ‘working document’ version and simply amend the original. Editors will need to make this decision carefully. The basic rule to follow is that if a plan is debated by sentence or line by line, a second ‘working document’ will usually allow for a simpler and more accurate model of the events. Conversely, a document that is close to a final draft which is only modified in small ways may not require a ‘working document’.

### *Document Subtypes*

Not all document events in a timeline will necessarily pertain to the piece of text being negotiated. For instance, a committee may send a message to the Convention, or the Convention may draft a list of rules. These scenarios would be represented in the platform as documents.

From July 2019 the Quill Platform made available a number of document subtypes which can be used to distinguish particular types of document. These are currently:

-  Legislation
-  Resolutions
-  Petitions
-  Messages
-  Rules/Orders of Business

It is sometimes difficult to determine whether a proposed motion should be entered into the platform as a document or as a procedural motion. A helpful tip is that if the motion falls into one of these subtypes or proposes text of some kind, it is most likely a document rather than a procedural motion.

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## Amending Documents

Negotiated texts are developed by amending draft documents according to parliamentary process. When the sources record a motion to amend a document, the motion should be copied into the ‘description’ box of the ‘amendment’ event, and the text of the document below edited to reflect the amendment.

To propose a document amendment, add a new event and select the ‘Propose a document amendment’ event type. From the ‘Document name’ dropdown, select the base document being amended. The various proposals to that base document will then display beside ‘Proposal to be amended’, and you can choose whether you wish to amend the base document itself or a previously proposed amendment to that document. Once the proposal to be amended is selected, that proposal’s text will display in the text boxes below. The box labelled ‘Initial text’ shows the text of the document as agreed at that point in the timeline. The platform does not allow users to edit this text. However, the ‘New Text’ box duplicates that text but allows for editing. In this box, enter the text of the proposed amendment or alter the text as the amendment specifies. Name the proposal, indicate the proposers (if known), and click ‘Add an event’.

When adding amendments, it is important to read ahead in the sources in order to determine whether the clauses of a resolution are voted on individually, as this determines how you would represent the amendments. Consider the Virginia Plan in the Constitutional Convention of 1787. Each ‘resolution’, or

article, of the document was taken up and considered individually. Very often, each clause of the resolution would then be taken up, debated, and voted on individually.

If a resolution is **only voted on once** (i.e., the entire resolution is agreed to, rejected, or postponed in one vote), simply add the entire text of that resolution in a single amendment event on the base document.

Longer resolutions will usually be debated clause by clause. In the Quill platform, we have created a base amendment to represent a single resolution, with the subclauses of that resolution added one by one as a series of amendments to the base amendment.

There are two ways to represent amendments, and the choice between them should reflect the nature of the debate.

The first is to use a **blank amendment** as the base. This might be called 'Article I' or 'First Resolution'. This amendment would contain no text except a number or heading ('I.' or 'Article I', as in the United States Constitution). The text would be added as a series of sub-amendments entitled 'Article I: First Clause,' etc. Choose this method when the relevant section was debated clause by clause.

Another method would be to include the **entire text of the resolution as a base amendment**. This may be the preferred method if the committee debates the text of the resolution as a whole.

But committees may change their approach mid-stream. They might begin debating a section as a whole and only in the middle of a debate split it into clauses. In such a case, first add the whole resolution as a base amendment. At the point that the committee changes its approach and chooses to **vote only on one clause**, the motion to vote on this clause alone should be represented as an **amendment event removing the rest of the text** of the resolution, leaving only the individual clause. If there is no formal vote approving the new procedure, an **editorial vote** should then be added to confirm the reduction of the resolution to a single clause. An editorial vote is, essentially, a vote which is not indicated in the source material but is necessary to represent in order to portray the procedure being followed. To add an editorial event, add a normal vote event with 'editorial' as the source material. After this, the clause can be voted on as usual.

Exactly how to represent a committee changing its approach in this way, however, does leave room for editors to choose subtly different approaches.

- If the committee chooses to **split** the amendment into two or more clauses after debating it as a whole, the best way to retain the hierarchy of amendments is to insert an editorial amendment and vote to **remove all the text** from the base amendment (the whole resolution), and then to **propose the clauses separately** as individual amendments to this base.
- If preferred, there is also the option to **drop the original amendment**, propose a blank amendment with the same name, and add the clauses separately as individual amendments to the new, blank amendment.

One of the more complex amendments to arise in the Constitutional Convention of 1787 was the **motion to strike out text which had not yet been adopted** into the working document. In other words, committees would take up pieces of text for debate and then move to reject them. Where committees vote to strike out pieces of text which are not yet part of the working document, an

amendment event should be added including the text to be struck out. A **procedural motion** should then be created, including an additional decision to reject this amendment, which can then be agreed to by an affirmative vote. The reason for the use of the procedural motion here is so that the vote in the affirmative or negative in the platform mirrors the language used by the text, which will be less confusing for readers and editors alike.

For those wondering whether alternative ways of modelling this eventuality should be considered: there are alternative strategies available, but none of them are satisfactory. Including an additional amendment to remove the text under consideration results not only in an additional object in the timeline to represent the removal of the text but an additional vote to adopt both the removal of the text and the base amendment. This results in a cluttered timeline. A procedural motion alone without the amendment suggesting the text fails to model the logical procedure in question — the committee working from its draft text *did* consider the text that is being removed, and this should be reflected in the platform.

Occasionally the committees of the Constitutional Convention would **move to vote on a clause which had already been agreed to** as part of a larger amendment. This was essentially a question of whether to keep the text or to remove it and can be modelled as an amendment and a vote.

- While whole amendments can be added or removed from the text through a **reconsider** vote, the procedure to vote on pieces of text which only formed part of an amendment event is slightly more convoluted.
- This kind of event can be represented by an editorial amendment and vote which removes the piece of text in question, followed by an amendment putting the text back in, in which the motion to agree to the text should be quoted. The committee can then vote to accept or reject the text in question.

Where a committee seems to have begun by considering whole paragraphs and then appears to have switched to debating clause by clause, the most faithful way of modelling this decision-making process may be to ‘drop’ the larger amendment (see voting, below) and continue with smaller, more specific amendments.

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## ◆ Decision Types

Note: Older versions of this manual referred to ‘voting’ types, but the Quill model formally tracks decisions, rather than (strictly) votes. In most debates, some decisions are made at speed, and perhaps even without a formal vote at all. The rules of debate, however, will usually make it clear that a decision has been made, even by default, simply by virtue of the fact that the time to object has passed.

Seven types of decision are available to the Quill user: ‘adopt’, ‘no objection’, ‘reject’, ‘drop’, ‘postpone’, ‘refer’, and ‘other’.

- ◆ **Adopt** and ◆ **reject** are self-explanatory options.
- ◆ **Drop** decisions should be used when the proposer of an amendment withdraws their proposal or editorially when a proposed amendment is clearly neither adopted, rejected, postponed, nor under further consideration. It is most often used by the editors to remove clutter from the platform when a particular proposal is no longer relevant, even if it has not been formally adopted. For example, entirely

contradictory language may have been agreed, or the section to which an amendment pertained may have

been removed.

- **No Objection** decisions function as **adopt** decisions but are the analogue of ‘drop’ decisions. They should be used to mark moments when an opportunity to object (perhaps to some decision by the chair to move onto a particular item of business) has passed without objection. They should not be used in place of **adopt** votes to mark active decisions, even those made implicitly. In spite of the name, they should not be used to mark decisions actively described as ‘nem. con.’ votes, since those are (in effect) unanimous and active decisions. As a general rule, they should not be used for marking decisions on document events, but rather to capture the non-objection to things like taking up a particular item of business, the saying of prayers, and other items that arise. Typically, the correct voting record type for these decisions will be ‘chairman/other’.
- **Postpone** decisions will not change the text or the amendment list: they simply represent a decision to leave a question until later, perhaps deliberately deferring a decision forever while avoiding making an active decision to vote against it. If there is a motion to postpone which is then debated or rejected, or for which you know the proposers, you may wish to represent the motion as a procedural motion with an additional decision to postpone, followed by a vote to agree to that motion. It is for editors to decide on a consistent approach to this choice.
- **Refer** decisions allow documents to move between committees: once a document has been referred, it can be imported into a different committee, where it can be debated, amended, and voted on. Note that a vote to refer a document will have the same effect as agreeing to the document (considering it completed) in the original committee; in that committee, the document will be removed from the list of pending proposals, and can no longer be amended or voted on. It is partly for this reason that documents should not be referred and copied from one day to the next in the same committee.
- **Other** decisions behave in the same way as ‘postpone’ votes in that they do not change the text or the list of pending amendments. An ‘other’ vote, however, does reintroduce a proposal into the list of proposals that can be voted on or amended. It is most frequently used (together with the ‘reconsider’ event type below) to bring previously rejected proposals back in to consideration. However, it can also be used to amend documents or proposals that had previously been agreed. Because an ‘other’ vote brings documents back into consideration in order to be debated or amended, once an amendment has been made, the proposal that the ‘other’ vote has brought back into consideration will sometimes need an editorial vote to return it to the status of a proposal that has been decided.

A last and slightly different type of vote is the **reconsider** decision, which forms its own event type. This event type can change the text in a single event by turning an ‘adopt’ vote into a ‘reject’ vote or vice versa – it can put rejected or dropped proposals back into the list of pending proposals, or reject text already adopted into a document.

- Often, however, in the Constitutional Convention of 1787, committees would ‘reconsider’ pieces of text in order to debate them further. In this case, the best vote type to use within the ‘reconsider’ event was the **other** vote: this would take a piece of adopted, rejected, or dropped text and place it into the list of pending proposals so that debate events could be attached to it.

Once each of the clauses of a resolution or article has been agreed to, **a vote should be included to agree to the resolution or article as a whole** (“as amended”). To use the example of the Constitutional Convention of 1787, sometimes the record would mention this vote, and sometimes it would not, although it soon became clear that the entire section had been agreed to.



## Debate Events

Debate events do not affect the text of a document. They simply record the content of discussions and the names of the delegates who spoke in debate.

All debate events must be **attached to a proposal**, whether a document, an amendment, or a procedural motion — they cannot stand alone. It is therefore important to read into the records and consider carefully which proposal a given speaker is debating. Where it is clear that speakers are making a point without discussing a particular proposal, it may be useful to represent this as a **procedural motion** similar to ‘giving notice’.

In entering the records of the Constitutional Convention of 1787, it was sometimes **unclear whether a speaker was making a formal motion**, informally proposing a solution to a problem, or simply expressing an opinion. The decision whether to represent this as a motion to amend a document, a procedural motion, or a debate event must come down to the individual text and the discretion of the editor.



## Procedural Motions

Use procedural motions for events which do not affect the text under negotiation.

**Adjournments** are the most common procedural motion. In the Constitutional Convention of 1787, every session ended with a motion to adjourn followed by a vote.

**Changes to the order of business** can often be represented as procedural motions. In the Constitutional Convention of 1787, delegates often ‘gave notice’ that they would like to discuss a particular question in the following session. This was a request to the secretary and president to put this question on the agenda for that session — a change to the order of business.

- Some changes to the order of business might be represented as document amendments. Early in the Constitutional Convention, the Rules Committee drafted a document, ‘Proposed rules and standing orders for the Convention’: when the Convention decided to change one of these rules, regarding its hours of operation, Quill represented this as a document amendment and vote.
- Where there is no such relevant document, changes to the orders of business should be represented as procedural motions.

**Postponements** can be represented as procedural motions.

- When an amendment is postponed without being officially taken up or debated, it may be best to represent the postponement simply as procedural motion, rather than putting the text in as an amendment and then voting to postpone it. Such a vote is a decision to alter the order of business.
- Where there is a motion to postpone consideration of a piece of text (already represented as an amendment event or not) and a vote on that motion, this should be represented as a procedural motion followed by a vote. For example, ‘It was moved and seconded to postpone the second clause of article I. The motion passed in the affirmative - Ayes-10; Noes-1.’ If the amendment to be postponed is already represented as an amendment event, put in the postponement as an ‘additional decision’ within the procedural motion, and then vote to adopt or reject the procedural motion.

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## Roll-Call Events

In the drafting of certain constitutions, a session may have opened with a ‘roll-call’, establishing which persons and which delegations were present at any given session.

To add a roll-call event to a particular session, users should follow the usual procedure for adding an event, selecting ‘attendance record’ in the drop-down event menu. Within this attendance-record event, users can choose to record the attendance of either individual ‘persons’ or ‘delegations’. They can then mark these persons/delegations as either ‘present’ or ‘absent’. Users can also select ‘uncertain’ if specific attendance details are not clear from the records of a negotiation. Further comments can be added when necessary. These attendance details will then appear as a roll-call event on the session details view.

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## Editorial Events

As far as possible, all events added to the Quill timeline should be based on primary source evidence. Nonetheless, it is sometimes necessary to add editorial events — that is to say, decisions that were not explicitly described in the sources, but that must be inferred to make logical sense of the proceedings and to allow the computer to generate its reconstruction of the text.

The most common editorial events in the Constitutional Convention of 1787 were **motions to adjourn** and their accompanying votes. While it soon became clear that every session of every committee would end with a motion to adjourn or a motion to rise and a vote on that motion, these were not always recorded by the secretary of the Convention. The Quill team therefore entered them editorially to reflect the procedural practice of the time.

It was also often necessary to add editorial **votes**. There were several reasons for this:

- The Quill platform can only change text if an amendment has been created and voted on. Due to our **hierarchy of amendments**, we would often add clauses to a document as amendments to larger subsections, such as articles or resolutions. In order to add these clauses to the document, both the individual clause and the larger subsection would have to be voted on (i.e., two vote events would have to be added). Often, however, the Constitutional Convention would only vote once, and yet expect the text to be adopted into the overall document, not simply the larger subsection. Here, an editorial vote would have to be added.
- Sometimes the records will show **informal changes to the text**: particularly towards the end of the Constitutional Convention, large and small changes would be made to the text without a vote being recorded. Nonetheless, due to the way the Quill platform operates, a vote must be included in order for the changes to be adopted into the text.

Examples of **editorial amendments** can be found in the section on amending documents.



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## Moving Between Committees

In the Constitutional Convention, as in other parliamentary processes, **subcommittees** were used to come up with solutions to highly contentious or highly technical issues. Moreover, the Convention implemented a kind of quasi-bicameral system, whereby an original draft was debated first in the 'Committee of the Whole' (or lower chamber), and an amended version of that draft was debated again by the delegates sitting 'in Convention' (the upper chamber).

In both cases, documents were moved from one committee to another. Once a committee had finished its work, it would **refer a report** — which could take the form of a complete draft document or a set of suggestions for amending another document — back into the main Convention. To move a report from one committee to another, a **refer vote** would be used in the originating committee, followed by a **copy document event** in the receiving committee.

Refer and copy events should be used in tandem so that a proposal is visualized as being sent out of one committee and into another. These event types should not be used within a single committee to refer documents from one day to the next.

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## Committee Reports

Subcommittees would often write their reports as a series of suggestions to the main Convention as to how to amend the principal draft document under consideration. An important question was **whether to treat the report as a whole** (to create a working-document version and take up each of its proposals in the context of the report), and then to insert all of the proposals agreed to into the principal document; or to insert each proposal as an amendment into the principal document as it was taken up.

This largely depended on whether there was a vote, once all of the individual proposals had been debated, to **adopt or reject the report as a whole**. If such a vote can be found in the record, the report should be treated as a unit, and voted on in its entirety at the end; if not, the changes suggested by the report may be added as individual amendments to the principal document.

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## Incomplete Records

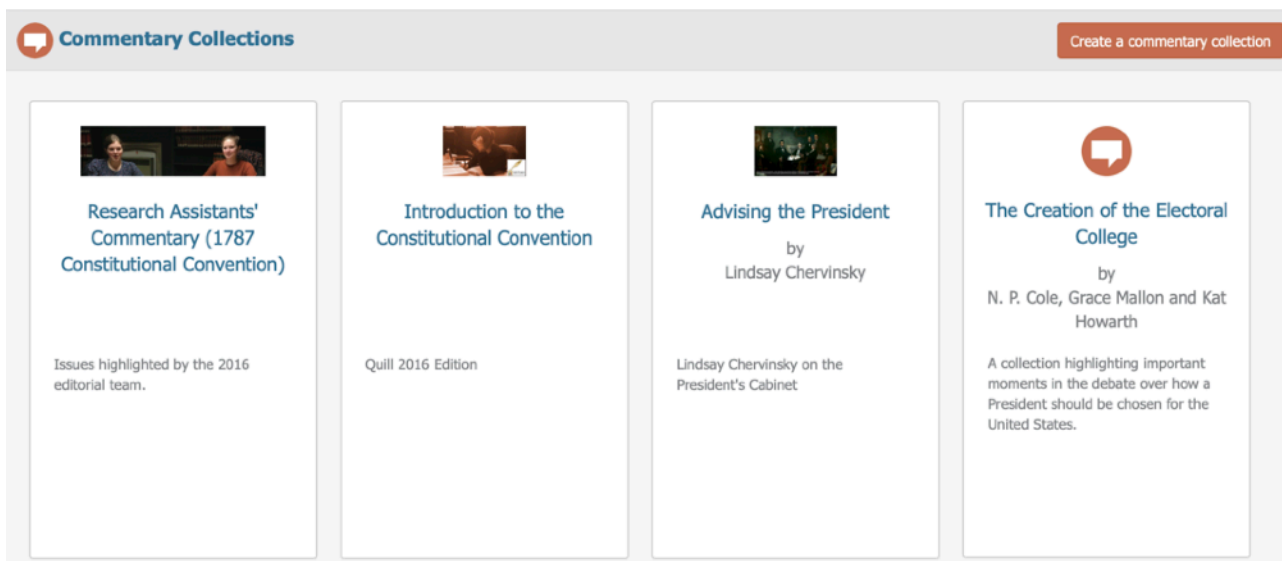
While the records of the Constitutional Convention allowed us to reconstruct, to a high degree, the entire process of negotiating the text, there were points at which our only clues to the evolution of the documents were drafts of the documents themselves: there was **no record of the process** by which the documents were changed, only the several drafts. The Committee of Detail was the most important example of this.

Our principal clues to the different stages in the evolution of the documents were markings on the manuscripts which had in turn been marked by the editor of the printed document collection. The source



editions indicated where text had been added and crossed out and marked those changes in different handwritings by using different symbols to mark the text. Using these suggestions, we would model for each document three or more layers of editing. We would start by removing all later changes to the text, for a base version; then, as an amendment, we would input a version of the document with changes made by James Wilson of Pennsylvania; then, as a further amendment, changes by South Carolina delegate John Rutledge. Because the platform calculates the differences between the texts, in the **markup** visualization, it was then possible to view clearly how the document changed with the addition of each individual editors' notes.

## Commentaries



**Commentary Collections** Create a commentary collection

**Research Assistants' Commentary (1787 Constitutional Convention)**  
Issues highlighted by the 2016 editorial team.

**Introduction to the Constitutional Convention**  
Quill 2016 Edition

**Advising the President**  
by Lindsay Chervinsky  
Lindsay Chervinsky on the President's Cabinet

**The Creation of the Electoral College**  
by N. P. Cole, Grace Mallon and Kat Howarth  
A collection highlighting important moments in the debate over how a President should be chosen for the United States.

The Quill platform supports commentaries by editors. Commentaries are comprised of supplementary information about an event in the timeline – for example, relevant historical information or a piece on the particular difficulties in researching a certain moment in the timeline – that is not immediately relevant to understanding the progression of events in the timeline. In this way, commentaries differ from editorial notes.

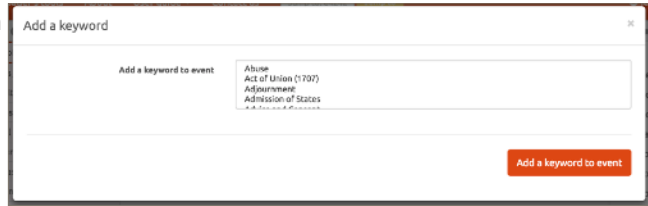
Commentaries must be attached to timeline events (amendments, debates, votes, and procedural motions): this is designed to keep a close focus on the records. An individual commentary can be attached to only one event in the timeline.

To create a commentary, you must first create a Commentary Collection. On the Library page, scroll down to the commentaries section and click 'Create a commentary collection'. In the box that appears, enter the necessary details of the collection and click 'Create Collection'.

Now that you've created a project commentary collection, you can begin adding commentaries. To do so, select the event in the 'Details view' you wish to add a commentary to. At the bottom of its description field is a grey button that says 'Add a commentary'. When you click this button, a box will appear, and you will be asked to specify the name of the collection the commentary will be a part of and to name the commentary itself. In the 'Content' field, insert the text of the commentary. A helpful tip is to type out the commentary in a word processor that checks for grammar and spelling and then copy and paste the text into Quill.

# Keywords

Particular ideas or problems can be tracked in a given negotiation by attaching keywords to relevant events. Keywords may also be used to track similar themes between negotiations. Keywording strategies are beyond the scope of this document. The Quill Platform itself gives editors and senior editors the ability to oversee and enforce particular approaches to keywording. These strategies should be discussed during the initiation of a project and reviewed during it. The advice of the Quill project's core team should be sought.



# Progress Tracking

If there are multiple people on your team responsible for data entry, it might helpful to create a 'Progress Tracker.' An important thing to bear in mind is that, in order to accurately capture the way documents move and change throughout a negotiation, events must, in most cases, be entered into the platform chronologically. However, two people entering data at the same point in the timeline at once can cause issues in how document text builds, something that can be painful and time-consuming to correct. For this reason, it is essential that team members are not working on top of each other. To avoid this, you could use a progress tracker (pictured below).

	4	5	6	7	8	11	12	13	14	15	16	18	19	20	21	22	23	25	26	27	28	29	30
Convention	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Committee of the Whole																							

April																									
	1	2	3	4	5	8	9	10	11	12	13	15	16	17	18	19	20	22	23	24	25	26	27	29	30
Convention	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Committee of the Whole	X	X	X			X	X	X	X			X	X	X		X	X	X	X	X		X	X	X	X

May							
	1	2	3	4	6	7	8
Convention	X	X	X	G	X	X	X
Committee of the Whole		X					

Article																											
	1 (II)	2 (I)	3 (X)	4 (XI)	5 (XXIII)	6 (IV)	7 (VII)	8 (III)	9 (VI)	10 (IX)	11 (XX)	12 (XV)	13 (XVI)	14 (XII)	15 (XIV)	16 (XVII)	17 (X)	18 (VIII)	19	20	21 (XII)	22	23	24 (XXI)	25 (XXIV)	26 (XX)	27 (XXII)
Preliminary Work	X	X	X	X	X	X	X					X		X	X												
Committee of the Whole	X	X	X	X	X				X							X	X										
Third Reading	X	X	X	X	X							X					X										
C&A	X	X	X	X	X							X															
Final Consideration	X	X	X	X	X																						
E&E	X	X	X		X																						

- Antony = J
- Christopher = C
- Edward = G
- Erica = E
- Mary = M
- Matt = R
- Kiana = K
- Joseph = S

This is an example of a progress tracker created by the UVU team for one of their projects. For each month of the negotiation, they've created a table with the committees in the first column and dates they have records for in the first row. The blacked out cells are dates when a committee did not meet. Then, they've created a table with the various articles that were considered in the first row and the stages they

passed through throughout the negotiation in the first column. As you can see, some prep work must be done in order to create such a project tracker. Finally, at the bottom, there is a key that assigns each team member an initial that that team member will enter into a cell in the tracker to indicate that he or she is working on entering that moment in the records into the Quill platform.

The project tracker would be uploaded into the file share, so that project members can keep track of what has been done and who is working on which session. In the example above, a team member can see everything that needs to be completed and the furthest point in the debates that have been reached. Team members can go to the next available cell in the spreadsheet and fill it with their allocated initial to indicate to all team members that he or she is working on that day. Another team member could then look at the spreadsheet and see that someone is working on that day and then take up the next day of debates. In the scenario that a team member gets stuck and cannot continue entering events in the session they're working on until someone working in a previous session creates a certain document or event, that team member can look at the spreadsheet, see who is working on that session, and ask them to add the event that they need to continue. Then, when a day has been completed, fill the cell with an X. It is important that this type of progress tracker be able to be updated in real time so that team members can see who is working on what at any given time.

# Quill Markdown

At certain places throughout the website Quill will accept Markdown instead of plain text. Note that this is currently available for commentary entries and for blog posts and other text resource objects. It is not available for the documents stored as Document Events in the timeline.

Markdown was originally specified by John Gruber (<http://daringfireball.net/projects/markdown/>). It is a slightly formalized version of the formats used by text-only writers of email.

It has since become a common way to allow users to add styling to websites without needing to write HTML. As with most implementations, the Quill version of Markdown has some differences from the Markdown. Some features (such as footnotes) are needed by Quill but were not needed by John Gruber. Others that he specified have been disabled for security reasons.

Markdown	Rendered as
*text here*	<i>italics</i>
<u>text here</u>	<i>italics</i>
**text here**	<b>bold</b>
<u>text here</u>	<b>bold</b>
<a href="http://google.com">http://google.com</a>	Links will be made clickable automatically if no alternative text is supplied.
[Link Text]( <a href="http://google.com">http://google.com</a> )	A clickable link with specified text
[Link Text] .....	An alternative way to specify links is to put just the [text] marker in the paragraph, and specify the meaning of the link on a new line, either at the end of the paragraph or at the end of the document. Note that the [text] should be a unique label.
[Link Text]: <a href="http://google.com">http://google.com</a>	
[^1] ....	Footnotes are specified with a marker in the text that begins with ^. The actual text following can be any unique label, although numbers are intuitive. The label must be unique.
[^1]: footnote text	The footnote text can be specified either on a new line at the end of the paragraph or at the end of the whole document.
> quoted paragraph	> at the start of a paragraph indicates that it is quoted.  Optionally, every line of the paragraph can begin with >  > just like quoted text > used to do do in > old-fasioned email.


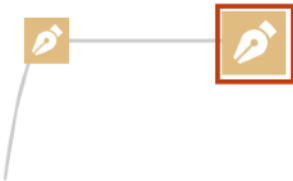

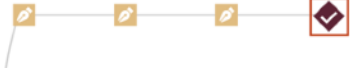
## Worked Example

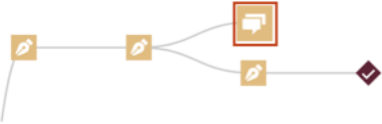
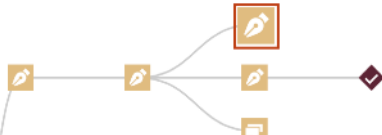

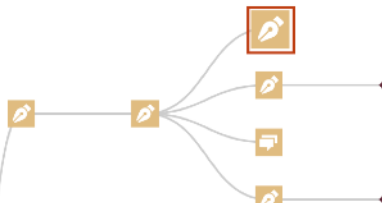
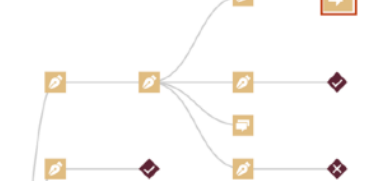
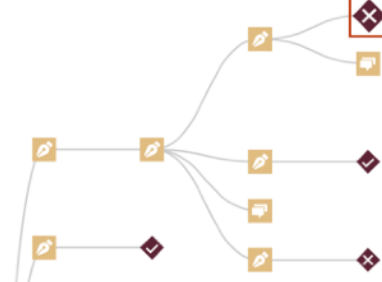
The following worked example is taken from 2016 version of The Records of the 1787 Constitutional Convention, 9th August 1787. It can be found at [quillproject.net](http://quillproject.net), Session s111, starting at event e2424.

The Convention at this point was working from a report from a subcommittee. This is represented in the platform as ‘Report of the Committee of Detail’. As they worked through each section, the agreed text is added to a document called ‘Report of the Committee of Detail [resolutions].’

The section here presented a number of difficulties. The material from the Official Journal and Madison’s Notes needed to be interleaved, since they did not preserve exactly the same details. Typically, at this point, the text was debated article by article and section by section, but halfway through the debate of the first section, a decision was taken to suspend that procedure and divide the section further for the purposes of debate. This was relatively complicated to represent.

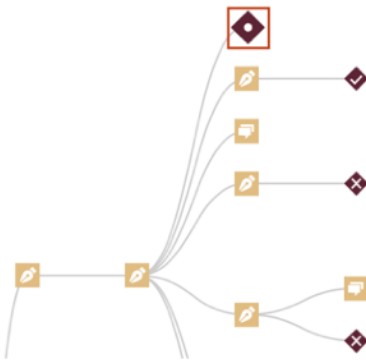
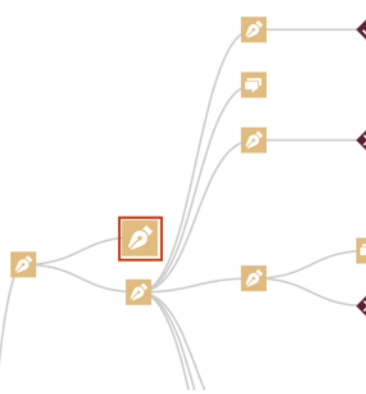
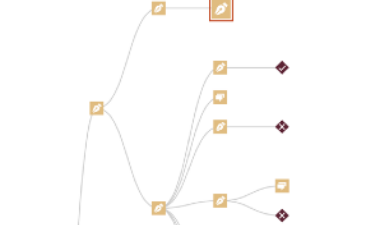

Readers are advised to consult the events on [quillproject.net](http://quillproject.net), taking special note of the ‘Document Complexity Tree’ and the ‘Proposed Text’ that the platform presents for each event.


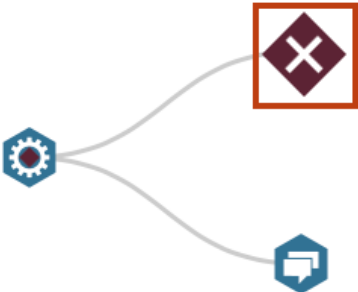
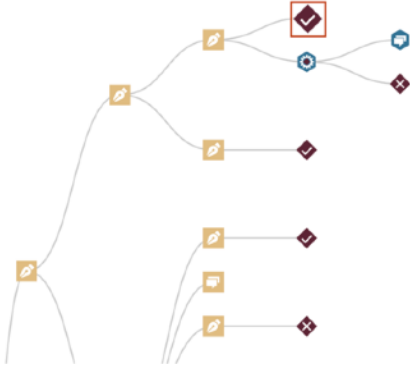
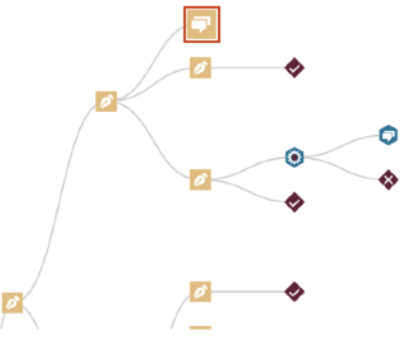
Text in the Journal or Madison’s Notes	Represented in Quill	Further Notes
‘Art. V. sect. 1. taken up.’	<b>e2422</b> As the Convention would debate each section and then vote to accept or reject it as a whole, the start debate of section V is simply an amendment on the base document adding ‘V.’ to the text.	
‘Art. V. sect. 1. taken up.’	<b>e2423</b> A sub-amendment adding in the text that the Convention was discussing: ‘Sect. 1. The Senate of the United States shall be chosen by the Legislatures of the several States. Each Legislature shall chuse two members. Vacancies may be supplied by the Executive until the next meeting of the Legislature. Each member shall have one vote.’ This text is copied over from the Report of the Committee of Detail document.	
‘It was moved and seconded to insert the following words in the third clause of the 5 article after the word “executive” ’	<b>e2424</b> This is represented as an amendment on e2423.	
‘which passed in the affirmative.’	<b>e2425</b> The committee adopted the amendment proposed in e2424.	


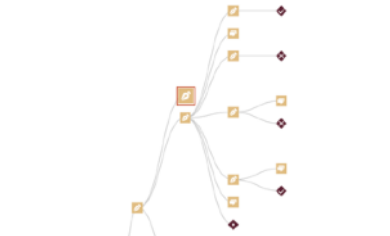
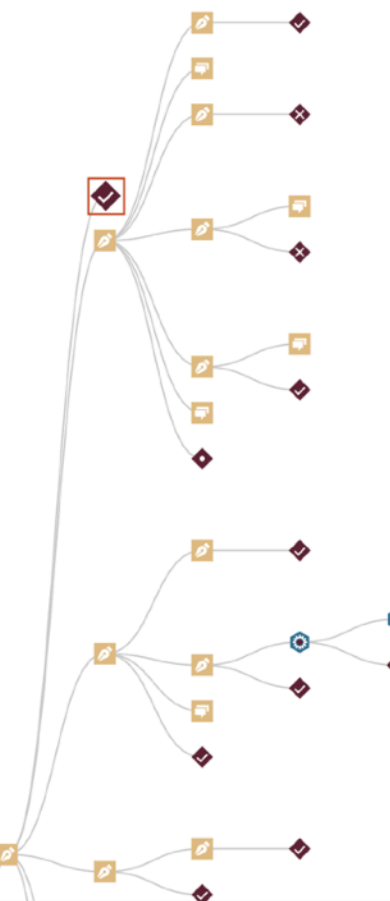
Text in the Journal or Madison's Notes	Represented in Quill	Further Notes
<p>'Mr. Wilson objected to vacancies in the Senate being supplied by the Executives of the States. It was unnecessary as the Legislatures will meet so frequently. It removes the appointment too far from the people; the Executives in most of the States being elected by the Legislatures. As he had always thought the appointment of the Executives by the Legislative department wrong: so it was still more so that the Executive should elect into the Legislative department.' etc.</p>	<p><b>e2426</b> There was then a period of debate, relating to the section (e2423).</p>	
<p>'It was moved and seconded to strike out the 3rd clause of the 1st section of the 5. article.'</p>	<p><b>e2427</b> This is a motion to strike out text that is already under discussion – and so is a proposal to amend the text.</p>	
<p>'which passed in the affirmative [sic] [Ayes — 1; noes — 8; divided — 1.]</p> <p>Editors' note: As Farrand remarks in a footnote, the Journal is clearly mistaken here: Madison confirms that the motion was rejected.'</p>	<p><b>e2428</b> The proposal to strike out the text is rejected.</p>	
<p>'It was moved and seconded to add the following words to the 3rd clause of the 1st section of the 5 article, namely,</p> <p>“unless other provision shall be made by the Legislature”.'</p>	<p><b>e2429</b> another amendment to the text of the first section (e2423).</p>	
<p>'Mr. Elseworth. He was willing to trust the Legislature, or the Executive of a State, but not to give the former a discretion to refer appointments for the Senate to whom they pleased.'</p>	<p><b>e2430</b> a debate event to e2429, but not a proposal to change text.</p>	
<p>'It was moved and seconded to add the following words to the 3rd clause of the 1st section of the 5 article, namely,</p> <p>“unless other provision shall be made by the Legislature”</p> <p>which passed in the negative [Ayes — 4; noes — 6.]'</p>	<p><b>e2431</b> here, the event at e2429 is rejected.</p>	

Text in the Journal or Madison's Notes	Represented in Quill	Further Notes
<p>'It was moved and seconded to alter the 3rd. clause in the 1st section of the 5. article so as to read as follows, namely, "vacancies happening by refusals to accept resignations or otherwise may be supplied by the Legislature of the State in the representation of which such vacancies shall happen or by the executive thereof until the next meeting of the Legislature".'</p>	<p><b>e2432</b> another amendment on the first section (e2423).</p>	
<p>Mr. Govr. Morris this is absolutely necessary. otherwise, as members chosen into the Senate are disqualified from being appointed to any office by sect. 9. of this art: it will be in the power of a Legislature by appointing a man a Senator agst. his consent, to deprive the U. S. of his services.'</p>	<p><b>e2433</b> a debate event to e2432.</p>	
<p>'It was moved and seconded to alter the 3rd. clause in the 1st section of the 5. article so as to read as follows, namely, "vacancies happening by refusals to accept resignations or otherwise may be supplied by the Legislature of the State in the representation of which such vacancies shall happen or by the executive thereof until the next meeting of the Legislature"</p> <p>Which passed in the affirmative.'</p>	<p><b>e2434</b> the vote that goes with e2432.</p>	
<p>'Mr. Randolph called for a division of the Section, so as to leave a distinct question on the last words, "each member shall have one vote". He wished this last sentence to be postponed until the reconsideration should have taken place on sect. 5. Art. IV. concerning money bills. If that section should not be reinstated his plan would be to vary the representation in the Senate.</p> <p>Mr. Strong concurred in Mr. Randolphs ideas on this point.'</p>	<p><b>e2435</b> There was then some discussion about whether separate votes should be taken on different parts of this section. The debate is represented as a debate event.</p>	



Text in the Journal or Madison's Notes	Represented in Quill	Further Notes
<p>Editor's note: Madison writes, 'Mr. Randolph called for a division of the Section, so as to leave a distinct question on the last words, "each member shall have one vote".'</p>	<p><b>e2436</b> The record indicates that the section was subsequently divided, with votes taken separately on each part. This is represented as the original section-amendment (e2423) being dropped and a new working amendment proposed. To represent this in the platform, the text of the section is dropped and reintroduced as two separate amendments.</p>	
<p>Editor's note: Madison writes, 'Mr. Randolph called for a division of the Section, so as to leave a distinct question on the last words, "each member shall have one vote".'</p>	<p><b>e2437</b> Now that e2423 (the original amendment representing all of the first section of Article 5) has been dropped, along with all of its sub-amendments, this amendment introduces just the section number. The two sections of the divided clause will be added as amendments on this event. There was a choice to be made here. The editors could have decided to omit this step and add the amendments directly under the e2422 amendment. The reason for introducing additional complexity is because this is a controversial section with extensive debate, and this step preserves the hierarchy of the discussions, allowing the moment when the whole section is finally agreed to be captured (see e2445 and e2446). Even more importantly, it allows the debate at e2445 to accurately point to the section as a whole. It was this last consideration that confirmed the decision to include the <b>e2437</b> step.</p>	
<p>Editor's note: Madison writes, 'Mr. Randolph called for a division of the Section, so as to leave a distinct question on the last words, "each member shall have one vote".'</p>	<p><b>e2438</b> Now that e2423 (the original amendment representing all of the first section of Article 5) has been dropped, along with all of its sub-amendments, this amendment introduces Article 5's first three clauses.</p>	
<p>'On the motion to agree to the three first clauses of the 1st section of the 5th article  it passed in the affirmative'</p>	<p><b>e2439</b> The first three clauses and Article 5 are agreed.</p>	

Text in the Journal or Madison's Notes	Represented in Quill	Further Notes
<p>Editor's note: The last clause of Article V, section 1 was now under discussion.</p>	<p><b>e2440</b> Like e2438, this is an amendment on event 2437.</p>	
<p>'It was moved and seconded to postpone the consideration of the last clause in the first section of the 5. article.'</p>	<p><b>e2441</b> The second part of the first section of Article 5 was controversial, and a proposal was introduced to 'postpone' discussion. Had this vote passed in the affirmative, it would have been simple to represent it here as a vote to postpone. But it passed in the negative, so it has to be represented here more fully — a procedural motion, with a sub-decision to postpone debate. There followed an extensive debate on matters of procedure, which is represented as <b>e2442</b>. The motion failed, which is represented as <b>e2443</b>.</p>	
<p>'On the question to agree to the last clause in the 1st section of the 5. article  it passed in the affirmative.'</p>	<p><b>e2444</b> The committee agreed to the clause.</p>	
<p>'Mr. Randolph then gave notice that he should move to reconsider this whole Sect: 1. Art. V. as connected with the 5. Sect. art. IV. as to which he had already given such notice.'</p>	<p><b>e2445</b> If the decision had not been taken at e2437 to represent the divided section 1 as three separate events — e2437 (containing only the section number), e2438 (the first clauses) and e2440 (the controversial final clause) — it would have been impossible to have this debate event point accurately at the complete text as it had been agreed.</p>	

Text in the Journal or Madison's Notes	Represented in Quill	Further Notes
<p>Editor's note: Since the Convention now turned to section 2, it may be assumed that section 1, as amended, was now tacitly agreed.</p>	<p><b>e2446</b> At this point, e2437 (with the two sub-amendments now agreed) needed to be marked as approved so that its text would be incorporated into the Article 5 part of the document. Here, then, is an 'editorial' vote marking the point at which section 1 was agreed.</p>	
<p>Art. V. sect. 2d. taken up.'</p>	<p><b>e2447</b> This amendment adds the text from section 2 of article 5. Cf e2432.</p>	
<p>.....</p>	<p><b>There follows a series of events relating to sections 2, 3, and 4.</b></p>	
<p>Editor's note: The Convention now moved on to Article VI: it may be assumed that those parts of Article V which had been agreed were added to the working document.</p>	<p><b>e2476</b> There is no vote approving the whole of Article 5 as amended. However, there is sufficient evidence in the text that such a vote would have taken place, as that seems to have been standard practice. Even if a vote was not formally taken, the revised Article 5 must have been tacitly approved at this point. Either way, the platform requires a decision to accept it in order to take that text into the working document.</p>	

## Representing Less Than Logical Records

In general, the platform should be viewed as a way to *model* a negotiation — not necessarily a literal representation of votes taken. In practice, committees may omit votes on uncontroversial issues that their rules and orders of business technically require. For the most part, these silent, obscured decisions can be represented as decision events. Sometimes, however, committees behave in ways that need careful handling to avoid confusing future users. A case in point is the ‘motion to strike out’ text that has not yet been agreed to the document. It is being ‘struck out’ in the sense that it is not being included in the new draft.

### Example

On the 17th July 1787, the Constitutional Convention was discussing the ninth resolution of the Virginia Plan. It had already agreed the text:

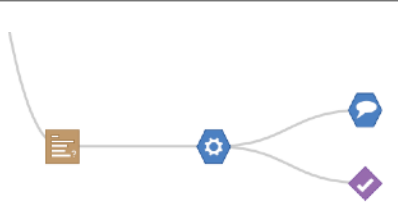
9. Resolved that a national Executive be instituted to consist of a Single Person to be chosen by the National Legislature, with power to carry into effect the national laws; to appoint to offices not otherwise provided for

The next part of the text to come under discussion was the phrase: ‘to be ineligible a second time;’ The official journal states, ‘It was moved and seconded to strike out [these words]’. This motion was carried.

How should this be represented for the reader?

### Correct Approach

The editors of the 1787 Convention adopted the following:

quillproject.net object	Event type	
e1942	Document Amendment proposing the words ‘to be ineligible a second time;’	
e1943	Procedural Motion with a subdecision to reject e1942	
e1945	A vote to accept e1943	

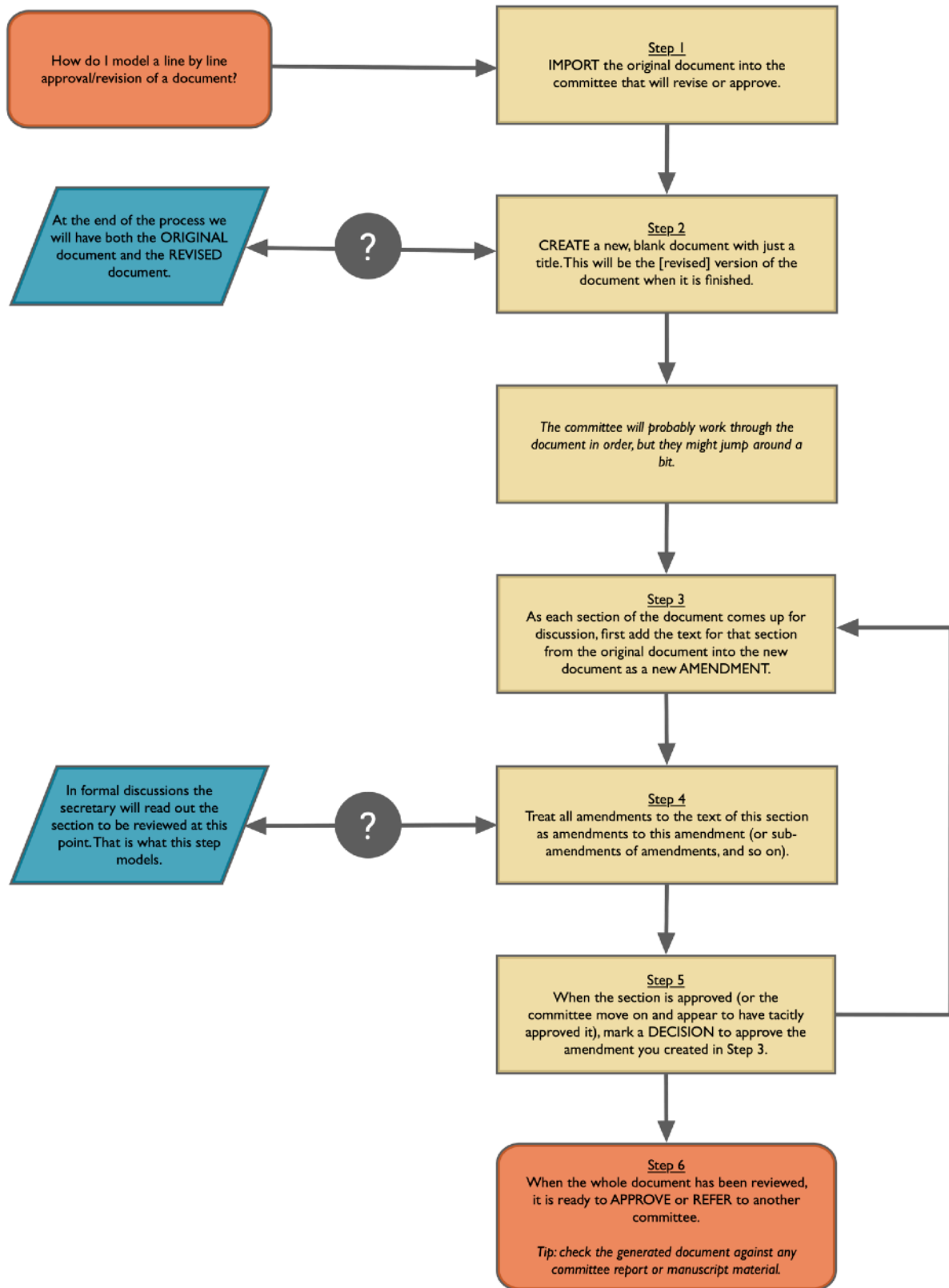
### Rejected Approaches

Logically, the Convention simply rejected e1942. This could have been represented as such (i.e without e1934 and changing the type of e1945 from ‘accept’ to ‘reject’). However, representing this simply as a decision to reject the proposal would in a confusing experience for the user — a decision to reject text is shown, but the journal describes a motion passing in the affirmative. The representation above allows the visualization to more closely match the wording of the minutes at this point. To put it another way: the members of the Convention themselves thought they were voting in the affirmative for a motion *not to include* a particular phrase in the new draft. Representing this as a decision to ‘reject’ the text in question would have resulted in a display that would have looked to the user like a mistake. The use of a Procedural Motion event at e1943 allows the record to be read more naturally.

The motion to strike out might have been represented as a child amendment of e1942, but this would have resulted in a confusing display and probably the insertion of a ‘drop proposal’ decision event to remove the proposals from the lists of items under consideration. This, again, would have been confusing for the user.

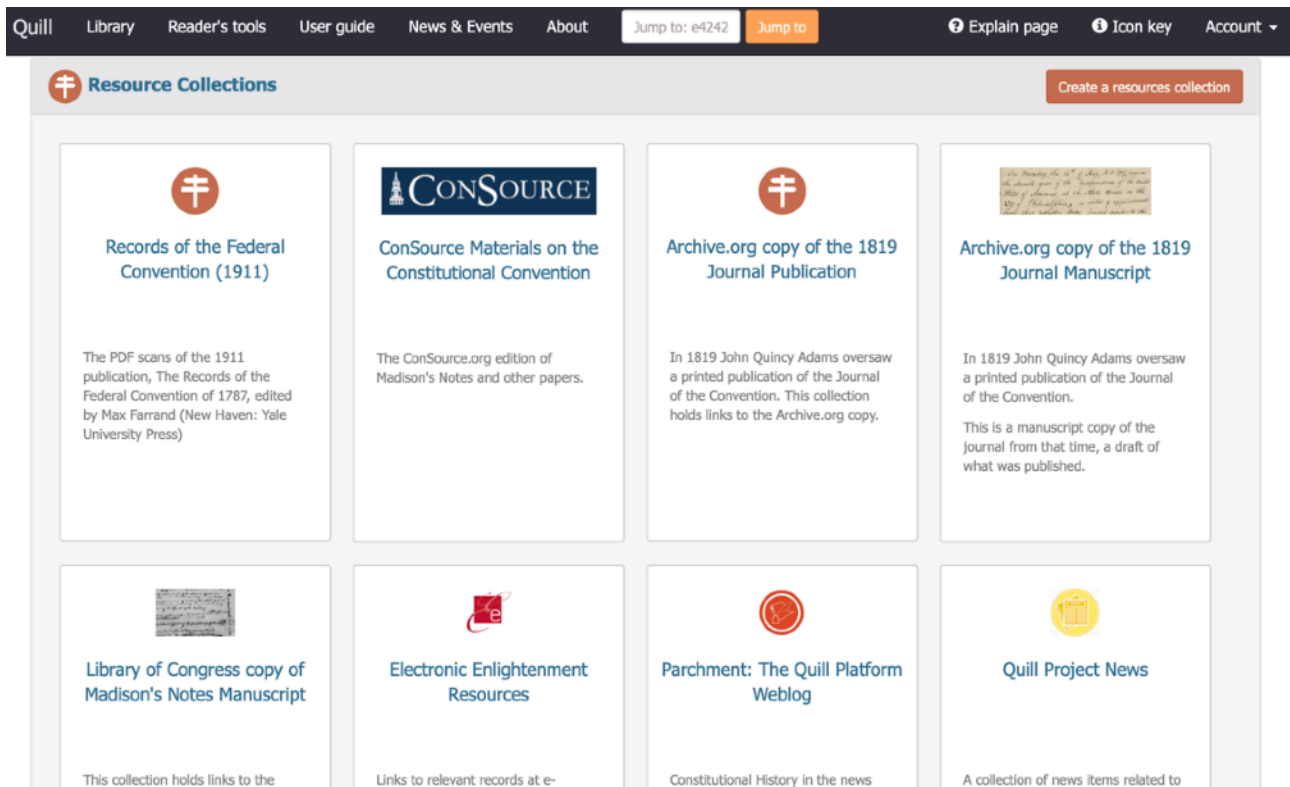
# The Two-Document Method

The following diagram represents the two document method of capturing line-by-line revisions:





# Resource Collections



Resource Collections are stored separately from the Negotiation objects. Each collection can contain text, images, or links, and each item can be associated with an arbitrary number of other objects throughout the platform. So, for example, manuscript images (that might be relevant to more than one project) can be stored as a collection. Resource Collections can also be configured as a blog-like display.

Resource Collections or individual Resource Items within a collection can be linked to specific sessions and events. Linking a resource to a session will link it to every event within that session, whereas linking a resource to an individual event will link it only to that event.

To create a Resource Collection, click the 'Create a resources collection' button on the Library page and fill in the appropriate information. Once you've created the collection, you can begin adding individual resource items. To do so, go into the resource collection and click the 'Add' button that corresponds with the type of item you wish to add: text, link, binary file, multiple binary files, or text with image. Provide the appropriate details in the text boxes and click 'Create item'. Note that the item will not display to users until the 'Approve for publication' box is checked.

To link a resource collection or resource item to a session or event, select the 'Details view' of the session to which you wish to add the collection or item. If you want to add a resource collection or item to the entire session so that it attaches to every event in the session, click the red button at the top of the page that says 'Attach a resource collection or a resource item' and select the Collection Name and the specific



resource item from the dropdown lists. If you wish to attach the entire collection, check the box that says 'Attach entire collection.'

If you wish to attach a resource collection or resource item to an individual event, select that event from the timeline in the 'Details view', and at the bottom of the description field, click the grey button that says 'Attach a resource item'. Follow the same instructions as above. Following this step will attach the resource only to the events you specify.

## Final Steps

### Cleanup

An important step in ensuring a project is ready for publication is to proofread everything, from event descriptions to document text to commentary collections. The purpose of this final read-through is not only to check for spelling and grammar errors but also to make sure that a standardized style has been used throughout the project when it comes to things like document naming conventions, formatting of editor's notes, etc.

### Document Tracking

The screenshot displays a document tracking interface. At the top, a horizontal timeline shows a sequence of events represented by icons: a purple square with a question mark, a purple square with a checkmark, a brown square with a question mark, a blue gear, a purple square with a checkmark, and a purple square with a question mark. Below the timeline, a list of document entries is shown, each with a corresponding icon and a title. The titles include: 'REJECT\_PROPOSAL Tucker's Amendment to the H...', 'PROPOSE\_DOCUMENT\_AMBI Gerry's/Carroll's Amendment...', 'REJECT\_PROPOSAL Gerry's/Carroll's Amendment...', 'ADOPT\_PROPOSAL Report of the Committee of U...', 'PROPOSE\_DOCUMENT\_AMBI Report of the Committee of U...', 'ADOPT\_PROPOSAL Report of the Committee of U...', 'PROCEDURE Motion to Rise and Report Pri...', 'ADOPT\_PROPOSAL Motion to Rise and Report Pri...', and 'REPORT\_PROPOSAL Report of U...'. Below the list, there is a section titled 'Explore the event' with tabs for 'Details', 'Document complexity', 'Related events', 'Document complexity radial', and 'Branch development'. The 'Details' tab is selected, showing two entries for 'Report of the Committee of the Whole, Date: 1789-08-18 11:00:00'. Each entry includes 'People: None' and a list of keywords: 'Several United House Congress According States Order Amendments'.

In keeping with Quill's interest in how the texts of foundational documents were created – including the various drafts that preceded the final document – the last important step in any Quill project is to do some document tracking. Document tracking is, essentially, tracing each major document throughout the negotiation to ensure that it has been referred and copied in the correct places.

If you utilized the 'Progress tracker' strategy mentioned above, you will have a list of each committee a given document passed through during the negotiation, which will make it easier for you check that each document is represented entering and leaving the correct committees at the correct moments in Quill.



If you did not adopt this strategy, it will be particularly helpful to refer to the 'Related events' tab (pictured above) in the event details. What you'll want to do to is look through the timeline for any 'refer' decisions, read the description to determine where the document should be referred, and click the 'related events' tab in the event details to check that the document was copied into the correct place.

The example above shows a vote that referred the Report of the Committee of the Whole to the House of Representatives. The 'Related events' tab shows all the events that are directly tied to this vote. In this case, the only event that is directly tied to this vote is that the document was copied into the House of Representatives.

This tab is available for each event in the timeline, but it is especially helpful for following how documents move among committees, and by extension, this step in the proofing process.

Once you've verified that all the documents have navigated the appropriate committees correctly, you are likely ready to go live. At this point, reach out to the Quill home team to discuss next steps.

# Appendix I : Modelling the UK Parliament

## Introduction to Modelling the UK Parliament

A note on this guide: This guide was prepared for interns modelling the European Withdrawal Acts 2019 and 2020, but would be widely applicable to modelling any legislation passing through the UK Parliament. The parliamentary procedure and quotes from Erskine May outlined in this guide are taken from the 24<sup>th</sup> edition from 2011. Earlier and later editions contain some changes that may bear upon your project. In familiarizing yourself with the procedure followed in a given parliamentary session, consult the edition of Erskine May that was the current edition at the time the negotiation was occurring.

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### Background

Proposed pieces of legislation are known in Parliament as ‘bills.’ Bills must pass through a series of stages in order to become law, and an understanding of these stages is important when it comes to modelling parliamentary debates in Quill.

A bill can begin in either the House of Commons or the House of Lords and must pass through three readings, a committee stage, and a report stage before being referred to the other house for consideration, where it must also pass through three readings, a committee stage, and a report stage. The bill is then sent back to the originating house so it can consider the amendments made by the preceding house. For example, if the bill originated in the House of Commons, it would, after it passed through the necessary stages, be sent to the House of Lords to be read, considered, and amended. Any amendments made in the House of Lords must be approved by the House of Commons, so after the bill passes through the necessary stages in the Lords, it is sent back to the Commons. The Commons would then adopt or reject the Lords’ amendments or make counter-proposals to their amendments. The bill would then be sent back to the Lords so that they could consider the Commons’ changes. This procedure would continue until both Houses agree to the text with no changes. Though formally called the ‘consideration of amendments’ stage, this procedure is colloquially called ‘ping-pong’, because of the rapid movement of the bill between chambers.

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### Bills Beginning in the House of Commons

#### **Introducing a Bill/First Reading**

According to established Parliamentary procedure, a member wishing to present a bill for consideration should, though it is not absolutely necessary, give notice to the Speaker of his or her intent to do so. The bill will then be set down on the Order of Business for a specific day. On that day, the Speaker will call the member in charge of the bill, who will present a ‘dummy bill’ to the Clerk. The Clerk will then read the short title of the bill out loud. For Government bills, or bills created by the majority party, the dummy bill will have already been provided to the Clerk by the Public Bill Office. And when the member in charge of

the bill is called by the Speaker, that member will move for its presentation. The Clerk will then read the title of the bill. This is considered the bill's **first reading**. The Speaker will then ask the member presenting the bill to name a day for the second reading, and the bill is then added to the Order of Business for that day and ordered to be printed.

There are other ways to introduce bills in the House of Commons (see Erskine May), though the way outlined above – in adherence to Standing Order 57(1) – is by far the most common.

## Second Reading

When that day arrives, the bill is called in its turn. The member in charge of the bill (or a member acting on his or her behalf) moves '**That the bill be now read a second time.**' Members may debate the merits of the bill, other solutions to the bill's object, how it was introduced to the house, etc. At this point, any member who especially objects to the second reading may move a **reasoned amendment** to the motion for the second reading. A reasoned amendment is, essentially, a motion to amend the statement 'That the bill be now read a second time' by striking out all the words following 'That' and replacing them with other words. For example, following David Davis' motion for the second reading of the European Union (Withdrawal) Bill, Keir Starmer proposed a reasoned amendment. The amendment text read,

'I beg to move,  
to leave out from 'That' to the end of the Question and add 'this House respects the EU referendum result and recognises that the UK will leave the EU, believes that insisting on proper scrutiny of this Bill and its proposed powers is the responsibility of this sovereign Parliament, recognises the need for considered and effective legislation to preserve EU-derived rights, protections and regulations in UK law as the UK leaves the EU but declines to give a Second Reading to the European Union (Withdrawal) Bill because the Bill fails to protect and reassert the principle of Parliamentary sovereignty by handing sweeping powers to Government Ministers allowing them to bypass Parliament on key decisions, without any meaningful or guaranteed Parliamentary scrutiny, fails to include a presumption of devolution which would allow effective transfer of devolved competencies coming back from the EU to the devolved administrations and makes unnecessary and unjustified alterations to the devolution settlements, fails to provide certainty that rights and protections will be enforced as effectively in the future as they are at present, risks weakening human rights protections by failing to transpose the EU Charter of Fundamental Rights into UK law, provides no mechanism for ensuring that the UK does not lag behind the EU in workplace protections and environmental standards in the future and prevents the UK implementing strong transitional arrangements on the same basic terms we currently enjoy, including remaining within a customs union and within the Single Market.'

The question put on reasoned amendments is '**That the amendment be made,**' and if agreed, the bill is effectively killed. If rejected, the question is then put on the motion for the second reading.

## Committee Stage

If the second reading is agreed by the house, the bill moves into the **committee stage**, where amendments may be proposed, and each clause must be agreed individually. In most cases, this stage of consideration takes place in a public bill committee, although in certain cases – most notably, bills of significant constitutional importance – bills may be considered in a **Committee of the Whole House**.

### *Behaviour in Committee*

The rules observed by a committee are the same as those followed in a general house debate. Similarly, the committee is bound by the house's decision on the second reading and cannot amend the bill in a way that is destructive of its principle.

In a Committee of the Whole, the **Chairman of Ways and Means** or one of the **Deputy Chairmen** takes the chair. The person in the chair has the power to select amendments, new clauses, schedules, etc. from the tabled amendments to be proposed to the bill.

And unlike in the general House debates, members can speak more than once in the Committee of the Whole.

### *Consideration of Bill Text*

Bills are typically considered in the following order: clauses, new clauses, schedules, new schedules, preamble, title. However, a motion can be made to consider the bill in a different order. This motion is known as a **'programme motion.'**

### *Amendments*

It is common practice to give notice of an amendment. This is known as **'tabling'** the amendment. Notices of amendments are printed and circulated throughout the House on blue sheets the day after they are tabled. On the day the bill is to be considered in committee, the amendments are marshalled on a white amendment paper in the order in which the text of the bill is to be considered. Preference is given to amendments which propose text over amendments that merely strike out text and are grouped on the amendment paper accordingly. Otherwise, amendments are ordered (if they refer to the same point in the bill) in the order in which they were handed in, except for amendments made by the member in charge of the bill, which take precedence over all other amendments offered in the same place.

On the amendment papers, above the text of each amendment, is a list of names. These are the names of the members who support that amendment. In order to prevent identical amendments appearing on the amendment papers, the names of the first six members who propose the same amendment are listed above the amendment text. Members who support the amendment are listed below and to the right of the first six names.

As mentioned above, the chair has the power to select amendments to be considered in committee. He or she selects amendments from the list of tabled amendments, and these amendments are arranged in groups

according to their subject matter and the order in which the clauses of the bill are to be considered. In committee, the chairperson will call on the member who has tabled the first amendment of those the chairperson has selected for discussion. This amendment is the **leading** amendment, in other words, the amendment from this group that will be voted upon (in most cases). That member can now move his or her amendment. After an amendment has been moved, the chair reads it, states its location in the bill, and puts the question, '**That the amendment be made.**' Typically, the chair will call the selected amendments in the order on the amendment paper. However, though the chair may select many amendments for consideration, he or she does not necessarily '**call**' – or put the question on – all of them. The chair will often allow debate to range over several related amendments in order to prevent repetition in the debate later on as well as to ascertain which of the selected amendments the house wishes to vote separately on. But it is not uncommon for the chair to call only one or two of the selected amendments.

When the selected amendments have been considered, or when the chair deems that a clause has been sufficiently considered, he or she puts the question '**That the clause stand part**' or '**That the clause as amended stand part.**' If agreed, the clause will become part of the bill.

It is also possible that the amendments the chair selects for consideration be grouped with debate on the 'clause stand part' question for a particular clause. The same is true of new clauses and new schedules.

#### *New Clauses*

Amendments that are not directly relevant to a clause under consideration can be proposed as **new clauses**. In theory, according to written parliamentary procedure, amendments are intended to clarify existing clauses, not replace them. By that principle, if a member wishes to substitute a new draft for an existing clause, the house must reject the question that the clause stand part, propose the alternative new clause, and then adopt it. This, however, is a cumbersome bit of procedure, and in practice, an alternative new clause is grouped with the existing clause it would replace.

New clauses are typically considered after the original clauses of the bill have been decided on, unless the committee decides otherwise. Unless a motion has been made to consider them in a different order, the new clauses are considered in the order in which they appear on the amendment papers. The member in charge of a new clause '**brings up**' the clause, and it is read the first time. He or she then moves that the clause be read a second time. If the committee agrees to the second reading, it can propose amendments to the new clause. After amendments to the new clause have been considered, the question is put '**That the clause be added to the bill**' or '**That the clause as amended be added to the bill**'.

It is important to note, especially for Quill's purposes, that '[t]he decision on where in the bill a new clause, if agreed, is to be inserted is not a decision for the committee, but is left to be settled between the Member in charge of the bill and the Public Bill Office, which is responsible for reprinting the bill as amended' (Erskine May, 2011, p. 582).

#### *Schedules*

**Schedules** often relate to particular clauses in the bill and give specific information about how that clause will be carried out. The question put on schedules is '**That this schedule [as amended] be the**

**[first/second/etc.] schedule to the bill**'. New schedules are considered in the same way as new clauses: brought up, read the first time, read the second time, amended, and added to the bill.

### *Preamble*

Because the **preamble** to a bill is subject to change depending upon the amendments made to the bill, it is implicitly postponed until after the clauses and schedules have been considered. The question put on the preamble is **'That this be the preamble of the bill.'**

## Report Stage

When a bill has been entirely considered in committee, it must then be considered by the House. This is known as the **report stage**. The Chair proposes, **'That I do report the bill without amendment (or, as amended) to the House.'** If this question is agreed, he or she leaves the Chair, and the Speaker resumes it. The bill is then reported to the House, usually by a government Whip.

If the bill has been reported from the Committee of the Whole and has not been amended, the third reading is ordered immediately or on a future day. If amendments have been made, the Speaker requests that the member in charge of the bill appoint a future day for the bill to be considered. The bill will then be reprinted before the next stage.

In the report stage, the bill is not considered clause by clause, as it is in the committee stage, though the House follows the same procedures for giving notice of amendments. The entire bill may be considered at once, and new clauses, schedules, and amendments may be proposed. The order of consideration in the report stage is: new clauses, amendments to clauses, new schedules, amendments to schedules. However, the House may move to consider the bill in a different order.

Additionally, members may speak only once to the same question.

When amendments to the bill have been considered, the Speaker calls upon the member in charge of the bill to name a day for the third reading. Typically, the third reading follows immediately.

## Third Reading

The question for the third reading follows the same procedure as that for the second reading. Members may debate the merits of the third reading and propose amendments to the motion for a third reading (reasoned amendments). Debate at the third reading is limited to the bill's contents, and amendments must be made verbally.

If the bill passes the third reading, it is recorded in the Votes and Proceedings as passed, and the bill is then referred to the Lords.

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## Bills Beginning in the House of Lords

Bills must pass through the same bill stages in the Lords as they do in the Commons, though as designated in the Lords' Standing Orders, no two bill stages may be undertaken on the same day except in extenuating circumstances. The convention is to wait two weekends between the first reading and the debate on the second reading; 14 days between the second reading and the committee stage and the committee stage and the report stage; and three days between the report stage and the third reading.

### Introducing a Bill/First Reading

Lords may present bills without notice or leave to do so. To present a bill, a Lord will rise after oral questions and read the bill's long title. He or she will then move for the first reading, and the question will be immediately put from the **Woolsack** (the seat of the Lord Speaker). As the contents of the bill have not been read, and the Lords do not yet know specifics of what the bill entails, the question for the first reading almost always passes without debate. The bill is immediately ordered to be printed.

The Lord in charge of the bill gives notice of the dates for the subsequent bill stages. Although, unlike the Commons, the dates of bill stages are subject to motions by any member of that House, as bills are considered to be 'in the possession of the House' as a whole once they have been introduced.

### Bills Brought in from the Commons

Once a bill that originated in the House of Commons has passed all of its stages, a clerk carries it to the House of Lords. The clerk informs the Lords that the bill has passed in the Commons, and the Chief Whip moves the first reading. Once the first reading is agreed, the bill is ordered to be printed. Additionally, a Lord will take charge of the bill, and this Lord is responsible for moving the second reading.

### Second Reading

Once the Clerk reads the notice for the second reading, the member in charge of the bill moves the second reading. The question '**that this bill be now read a second time**' is put, and the Lords have opportunity to debate. If a Lord opposes the second reading, he or she may move an amendment that '**this House declines to give the bill a second reading.**' That amendment can also include a **reasoned amendment**. Lords may also move amendments that function to put their reasons for supporting the second reading on the record. If an amendment opposing the second reading passes, the bill is rejected. But if such an amendment fails, the question is then put on the second reading.

## Committee Stage

Once the second reading is adopted, the bill enters the committee stage. In the House of Lords, the committee stage is undertaken in a Committee of the Whole or a Grand Committee. In the Lords committee stage, each clause and schedule must, as in the Commons, be ordered to stand part of the bill.

### *Amendments*

As in the Commons, amendments must be tabled. All tabled amendments on a given day are printed on a daily sheet with a maximum of four supporters' names above it. The amendments are not numbered at this point. Two days before the bill is considered in committee, the amendments are organized in the order that they pertain to the bill, numbered, and published the next day as a '**marshalled list**'. Marshalled lists are published for each day of the committee stage. New amendments and amendments that have been altered are printed on the marshalled list with a star beside them.

Unlike in the House of Commons, all amendments in the Lords' marshalled list are called (except in cases of pre-emption), and the question put on amendments is '**that this amendment be agreed to**'. In the House of Lords, a group of amendments can be moved *en bloc* if they are listed consecutively on the marshalled list and relate to the same clause or schedule. However, though a group of amendments may be moved at once, they must be voted upon separately.

### *Procedure in Committee*

As in the House of Commons committee stage, Lords may speak more than once to a motion in committee.

When the notice has been read for the committee stage, the Lord in charge of the bill moves '**That the House do not resolve itself into a committee upon the bill**'. Opposition to this motion may be signified with a **reasoned amendment** or a motion to postpone the committee stage. If the committee stage lasts more than one day, the motion on following days is '**That the House do now again resolve itself into a committee upon the bill**'.

The Committee of the Whole is presided over by a chairperson rather than the Lord Speaker, and the chairperson holds all the powers and duties of the Lord Speaker in a House sitting. Once the House has agreed to resolve into the committee, the Lord Speaker leaves the Woolsack.

The chair first puts the question that the title of the bill be postponed and then that the preamble be postponed. Then, the clauses of the bill are considered in order. The chair calls amendments to each clause, and once they have been considered, puts the question that the clause stand part.

Schedules are considered after the clauses they pertain to, and are amended in the same way as clauses.

The Committee of the Whole cannot adjourn consideration of the bill to a future day. If the consideration of the bill is not completed, the Committee must make a motion to resume the House sitting, and the bill is considered further on a future day.



When the committee stage is complete, the chair moves to report the bill to the House and that the House resume. If there have been no amendments to the bill, the Lord in charge of the bill can move that the report be received and that the House move on to the third reading. However, it is more common that, even when the bill has not been amended in committee, it is amended on report.

## Report Stage

If the bill was amended in committee, the report stage cannot take place on the same day. On a subsequent day, the Lord in charge of the bill moves '**that the report be now received**'. A reasoned amendment may be moved in opposition to the motion.

Once the motion is agreed to, amendments are called in the usual way. Amendments are tabled, marshalled, and grouped as they are in the committee stage.

The question that clauses and schedules stand part is not put on report. For this reason, if a Lord wishes to omit a clause from the bill, he or she must move an amendment to that effect.

On report, a Lord (aside from the Lord in charge of the bill) may not speak to more than once to an amendment without the leave of the House.

## Third Reading

Once the report stage is finished, it is moved '**that this bill now be read a third time**', a motion that is usually taken without debate. Some bills require the Queen's or Prince of Wales's consent, and this consent is signified at this point.

Once the motion for the third reading has been agreed, amendments may be moved in order to clarify any uncertainties in the bill or improve the drafting. Once the amendments have been disposed of, the motion '**that this bill do now pass**' is moved. This motion can be debated, and reasoned amendments may be moved to it. When the bill passes, it is sent to the Commons for their consideration.

## Ping Pong

When the Lords have passed a bill that originated in the Commons, the former House returns the bill to the Commons with a message that the bill was agreed with amendments and that the Lords require the Commons' agreement. The amendments are listed in a separate document which is enclosed with the bill.

## Consideration of Lords Amendments

In this stage, the Speaker calls the Lords amendments one by one. The Commons may either propose an amendment to the Lords amendment or move '**That this House agrees (or disagrees) with the Lords in the said amendment**'. Notice is usually given for amendments and motions to disagree. If a motion to disagree with a Lords amendment is negated, the amendment is effectively agreed to.

If the Commons agrees with all of the Lords amendments, the former House sends a message to the latter informing them accordingly, and the bill then awaits Royal Assent. However, if the Commons wishes to disagree to any Lords amendments, they have a few options. The Commons can (1) simply disagree to the amendment or (2) amend the amendment by omitting words, substituting words, or inserting words. They may (3) agree to an amendment with a consequential amendment of their own. In other words, they may agree to a Lords amendment with the condition that the Lords accept a Commons amendment that is consequential upon the original Lords amendment. They may (4) disagree to the Lords amendment and substitute an amendment in lieu. They may (5) divide a Lords amendments into parts to be voted on separately. Finally, they may (6) agree to a Lords amendment but the words proposed to be inserted may be moved to another part of the text.

If the Commons disagrees to a Lords amendment but offers no alternate proposal, a select committee must be appointed to draft reasons for disagreement. This is not necessary if the Commons offers an alternative proposal.

The Commons then sends the Lords a message communicating their conclusions in considering the Lords amendments. Once the bill is returned to the Lords, the House must consider the Commons (1) reasons, (2) amendments, and (3) consequential amendments. For (1), the Lords may choose to (a) not insist on their amendment, (b) not insist on their amendment but propose an amendment in lieu, or (c) insist on their amendment and give a reason. For (2), the Lords may (a) agree the Commons amendment, (b) disagree and give a reason, or (c) propose further amendments to or in lieu of the Commons amendments or make consequential amendments. For (3), the Lords options are the same as in (2). The Lords then send the Commons a message communicating their conclusions and desiring concurrence if necessary.

If the Lords do not insist on their amendments or agree to any Commons amendments, they send a message to the Commons indicating as much, and the bill proceeds to Royal Assent.

If agreement has not been reached in the Lords, the Commons will create an order based on the Lords message and either consider it immediately or assign further consideration for a future day.

This process could, in theory, continue indefinitely, but, in practice, attempts are made at a compromise. A bill is usually lost in the case of '**double insistence**', where one House insists on its amendment and the other insists on its disagreement to that amendment.

## Royal Assent

Once the bill has been agreed by both Houses, it awaits Royal Assent. To achieve this, the Lord Chancellor submits to the Queen a list of bills ready for Royal Assent. The Houses are usually informed of Royal Assent separately. In the Commons, the Speaker will say, '**I have to notify the House, in accordance with the Royal Assent Act 1967, that the Queen has signified her Royal Assent to the following Acts [and Measures]**', which he then lists. The Clerk of the Parliaments then endorses the Acts with the customary formula, though this is spoken or recorded in Hansard.

Royal Assent may be signified in the Lords at any convenient time. The same words are used as in the Commons.

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## Bill Stages Overview

First reading → second reading → committee stage → report stage → third reading → referred to other house → first reading → second reading → committee stage → report stage → third reading → consideration of amendments (ping pong) → royal assent

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## Useful Terms

**Clauses:** part of a bill. A bill is made up of individual clause which may be debated separately in Parliament. Any clause can be removed or amended – and new clauses may be added – before a bill is passed.

**Committee of the whole House:** a House of Commons committee comprised of all MPs. A Committee of the whole House is sometimes used instead of a Public Bill Committee for some or all of a Bill's committee stage in the Commons. When the House sits as a committee it is chaired by the Deputy Speaker/Chairman of Ways and Means from a seat at the Table of the House. Committees of the whole House are favoured for Bills of constitutional or ethical importance and for parts of the annual Finance Bill.

**Committee stage:** where a bill is considered line-by-line and is normally the next stage after a Bill's second reading. It is an opportunity for changes to be made to the wording or for new clauses to be added. In the Commons this task is normally done by a small number of MPs in a Public Bill Committee. Occasionally it is done in the Chamber by a Committee of the whole House, as is usual in the Lords.

**Division:** divisions are used for counting those in favour or against a motion when there is a vote in the House of Commons or the House of Lords. The House literally divides, with members choosing to file through one of two lobbies on either side of the Chamber where they are counted and their names recorded

**Erskine May:** Thomas Erskine May's guide to parliamentary practice is properly entitled 'A treatise on the law, privileges, proceedings and usage of Parliament' but is commonly referred to as Erskine May... It is generally held to be the most authoritative reference book on Parliamentary procedure.

**First Reading:** formal introduction of a Bill to the House of Commons or the House of Lords. The Bill is not debated at this stage, but a date for its Second Reading in that House is set, a bill number is allocated and an order is made for it to be printed.

**Give way:** term used by MPs who want to interrupt an MP who is speaking in the House of Commons. An MP cannot intervene when another MP is speaking to the House unless that MP allows it by giving way. There is no equivalent phrase in the House of Lords although some former MPs occasionally still use the term.

**Hansard:** the Official Report, edited verbatim report of proceedings in both the House of Commons and the House of Lords

**Motion:** proposal put forward for debate or decision in the House of Commons or House of Lords. A motion must be proposed (moved) before any debate or vote can take place in Parliament.

**Order paper:** also known as the Order of Business, in the House of Commons is published each sitting day and lists the business of the House and business for sittings in Westminster Hall. It shows items such as questions, motions, business, notices of committees, announcements and lists of future business.

**Ping pong:** refers to the to and fro of amendments to Bills between the House of Commons and the House of Lords

**Point of order:** appeal to the Chair or Speaker for clarification or for a rule on a matter of procedure in the House of Commons. The MP must explain their reasons for believing the rules of the House to have been broken and the Speaker decides whether it is a valid point of order or not.

**Programme order:** a motion restricting time for one or more stages of a bill

**Public bill:** proposed changes to the law as it applies to the population in general

**Report stage:** Bill stage following its Committee Stage. The whole House, either the House of Commons or the House of Lords, reviews the amended form of the bill and can make further progress.

**Royal Assent:** Monarch's agreement that is required to make a Bill into an Act of Parliament. While the Monarch has the right to refuse Royal Assent, nowadays this does not happen; the last such occasion was in 1707, and Royal Assent is regarded today as a formality.

**Schedule:** part of a Bill or Act that appears after the main Clauses in the text. They are often used to spell out in more detail how the provisions of the Bill are to work in practice.

**Second Reading:** the first opportunity for a Bill to be debated in either House and is the stage where the overall principles of the Bill are considered.

**Standing orders:** written rule which regulate the proceedings of each House

**Table (tabling):** the act of formally putting forward a question, a motion or an amendment in the Commons or the Lords. Members do this by submitting it to the procedural clerks by hand, post, or digitally. The item will then appear in the next day's business papers, etc.

**Third Reading:** one of the Bill stages and the final opportunity for the Commons or Lords to decide whether to pass or reject a bill in its entirety

\*Definitions from the parliament.uk Glossary and the Guardian's Glossary of Parliamentary Terms

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## Useful Phrases

Clause stand part

That the amendment be made

Called

Selected

Ordered to stand part

# UK Parliament: Data Entry

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## Gathering Resources

To find resources about a bill in Parliament, visit [www.parliament.uk](http://www.parliament.uk). On the menu banner at the top of the page, hover over the 'Parliamentary business' tab and select 'Bills & legislation' from the dropdown.

On this page, select the bill you are attempting to model, whether it is one of the 'Bills before Parliament' or 'Bills in previous sessions'. If you are modelling a bill that is currently before Parliament, click this option. You will be directed to a page with all the bills before Parliament in the present parliamentary session. If you are modelling a bill from a previous session, you will be directed to a page listing previous parliamentary sessions. Once you select a session, you will be directed to a list of the bills that were before Parliament in that session. Select the appropriate one.

Once you have selected the bill you wish to model, you will be taken to a page with information about that bill, including the type of bill, sponsors, House in which it originated, bill documents, etc. It is helpful to review this information.

In the left-hand column, there will be a tab named after the bill you are modelling. Under this tab, select 'Bill stages'. This will provide you with the dates on which this bill reached each major milestone in the consideration process. This will tell you how to set up your negotiation, e.g. on which date to begin your timeline, when the various sessions took place, etc.

Under the same bill tab, select 'Bill documents.' This will take you a page with links to parliamentary publications related to the bill. Here, you will find the text of the bill as originally introduced, as well as amendment papers and other relevant documents.

Per parliamentary procedure, MPs who wished to propose an amendment to a bill must submit their proposed amendments to the Speaker's table in writing before the debate is scheduled to occur. These amendments (on blue sheets) are compiled, numbered, and circulated to the MPs prior to the debate.

Under the 'Amendment Papers' heading are these amendment documents, which are comprised of all of the amendments that had been tabled up until that date.

MPs would also be given a second type of amendment document (on white sheets). These documents are linked under the 'Public Bill Committee and report stage proceedings: Commons' heading and are, essentially, a consolidated list of amendments that have been selected and compiled according to their relevance to the subjects of discussion on that day. In most cases, these documents and the amendments included therein will be grouped according to clause. This document would serve as a rough agenda for the debate on that day.

**A good thing to keep in mind when modelling the record is that all of the text from the Hansard entries listed on the 'Bill Stages' page will end up in the Quill timeline.**

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## House of Commons: First Reading

Refer to the [Bill Stages](#) page on Parliament.uk (link on the 'Resources' page in your packet). This page provides dates and links to the corresponding Hansard entry for each sitting on a Bill. To begin modelling the first reading, click on the link to the Hansard entry for the first reading.

Often, first readings are given without debate, though that is not always the case. To model the presentation of the bill, create a new document (legislation subtype) with the text of the bill as introduced. Title this document [Name] Bill as Introduced. The description text will read something like 'Presentation and First Reading (Standing Order no. 57)...Bill read the First time; to be read a Second time tomorrow and printed with explanatory notes'. However, you will include the text as it appears in Hansard for your project.

Erskine May dictates that the question on the bill's first reading, the order for printing, and the appointment of a future day for the second reading are taken together in one stage. So create a procedural motion entitled 'Motion for the First Reading, Printing, and Appointment for Second Reading'. Add an 'other' subdecision to the motion, and then adopt it.

Typically, after the first reading is agreed, the House will adjourn. Adjournment is almost always the result of a motion to adjourn, though Hansard does not always record such a motion. Such a motion, however, is implied. Represent this motion - whether explicit or implied - as a procedural motion entitled '[Implied] Motion to Adjourn' and adopt it.

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## House of Commons: Second Reading

On the day for the second reading, an MP will move 'That the Bill be now read a Second time.' Represent this motion by creating a new 'resolution' document. This motion may, at first glance, seem more suited to a procedural motion. However, because this is a motion to which amendments can be, and often are, moved, it works better as a document. Title this document 'Motion for a Second Reading'. The document text will be the text of the motion ('That the Bill be now read a Second time.').

If someone moves an amendment to the motion, create a 'propose document amendment' event. Amendments to a motion for a second reading entail striking out all of the words after 'that' in the original motion and substituting them with different words. For an example, see e110199.

Read the debates in Hansard and create debate events which correspond to the appropriate motion. At this stage, the debates will most likely pertain to the motion for the second reading rather than the amendment.

At times, the Speaker may interject in a debate to impose time limits on speeches or call the House to order. Represent these interjections as procedural motions ('Limit on Back-Bench Speeches', 'Call to Order', etc.) and adopt them with a decision by 'chairperson/other'.

To conclude the debate on the amendment and motion for a second reading, the Speaker will put the question 'That the amendment be made.' Represent this question as a procedural motion entitled 'Motion

that the Amendment Be Made' with an 'adopt' subdecision. Then, adopt or reject the amendment as the record dictates. If the amendment is rejected, the Speaker will put the question 'That the Bill be now read a Second time.' Similarly, represent this as a procedural motion entitled 'Motion for a Second Reading' with an 'adopt' subdecision on the original motion document. Then adopt or reject the procedural motion as the record dictates.

If the motion for the second reading is adopted, the House will decide upon a programme motion. Create a new 'resolution' document with the proposed programme motion as the document text. Title the document 'Programme Motion'. If the House proposes a Money Resolution or a Ways and Means Resolution, follow the same procedure. Then adopt or reject the motion as appropriate.

If the programme motion is agreed, the bill will be committed. In other words, the bill will leave the House and enter the Committee. Whether the bill will be committed to a select committee or a Committee of the Whole will be specified in the programme motion. For the Brexit bills, however, the bill will go to a Committee of the Whole. Using the programme motion as a guide, create a procedural motion entitled 'Motion to Commit the Bill to a Committee of the Whole'. Add a 'Report/refer' subdecision on the procedural motion that links to the 'Bill as Introduced' document. Adopt or reject the motion as appropriate. If the motion is adopted, the bill document will leave the House of Commons.

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## House of Commons: Committee Stage

At this point, you will switch to the Committee of the Whole (Commons) and begin modelling there. The first thing you must do is copy in the bill document that was referred from the House of Commons. To do so, create a 'Copy a document' event. Select 'House of Commons' from the 'Committee name' dropdown, and the session when the document was referred from the 'Session date' dropdown. The documents may take a moment to load in the 'Document name' dropdown, but once they do, select the Bill as Introduced document. Copying this document into the Committee demonstrates the documents passage from the House to the Committee so that the Committee could consider and amend it.

In a typical Quill model, we would use the 'two document' method you read about in the Quill Data Entry guide. The procedure for the two document method is that for documents that are considered clause by clause, we would create a document with the full text (the document you just copied into the Committee would be an example of this). Then we would create a blank base document onto which we would propose clauses and amendments as they came under consideration in the record. However, in a modern negotiation, there can be so many amendments that representing them in this way is not intuitive. Rather, for Parliamentary negotiations, we take a different approach which attempts to capture the process of tabling amendments.

Create a blank legislation document entitled 'Bill as Amended in Commons Committee Stage'. For the body of the text, put '[Bill as Amended on Commons Committee Stage]' at the top, followed by numbers for the clauses and schedules. It is important to note that if at any point you create a blank document to a Quill timeline and attempt to amend it later, it will cause text corruption. For this reason, always add document text, even if it's just a title in square brackets.



Add the bill as introduced as the ancestor document.

Propose the long title/preamble and each original clause and schedule onto this document individually. In other words, propose an amendment to the document you just created with the text of the title and preamble. Then, propose a separate amendment with the text of Clause 1, and so on.

Once you have finished adding the original clauses and schedules, refer to the amendment papers. You can find the amendment papers for that session on parliament.uk on the 'Bill documents' page (link on the 'Resources' page in your packet). Add all of the amendments as individual amendment events to the original clauses and schedules in the order that they appear on the papers. If an amendment is tabled on a day that the Commons did not sit to discuss the bill, add that amendment in the next official sitting.

Once you've added all of the amendments, refer to Hansard to begin modelling the debate. In the House of Commons, the amendments are not considered in number order. An MP will move an amendment - the leading amendment - and the chairperson will group with this amendment other amendments that would have a similar effect on the text of the bill. These moments in the record are easy to locate because the MPs follow a sort of script. The MP moving the leading amendment will say something like, 'I beg to move that the clause be read a second time' or 'I beg to move [the amendment]'. The chairperson will respond, 'With this it will be convenient to discuss the following...' and then list a group of amendments. To represent the motion for second reading on a new clause or the moving of an amendment, create a procedural motion called 'Motion that New Clause X Be Read a Second Time' or 'Amendment X Moved', whichever is appropriate. If the leading amendment is a new clause, add an 'Other or Reject' subdecision; if it is an amendment, add an 'Other' subdecision. A motion that Amendment X be moved (but not a motion that a new clause be read a second time) is usually followed by a 'no objection' vote.

To model the chairperson's selection of amendments, add a procedural motion entitled 'Grouping of Amendments'. Add an 'other' subdecision for every amendment in the list. These subdecisions represent those amendments being put forward for consideration. This motion will, in most cases, be followed by a 'no objection' vote.

Then, read through the debates, creating debate events that link to the corresponding amendments.

After some discussion, the question will be put, 'That the amendment be made.' Represent this question as a procedural motion ('Motion that Amendment X Be Made') with an 'adopt' subdecision. If the House agrees to the amendment, add an 'adopt' decision to the procedural motion. This will cause the amendment text to be incorporated into the bill. If the House rejects the amendment, add a 'reject' decision. Repeat this process for each of the leading amendments.

The consideration of the Brexit bills in the Commons follows a programme motion. When the allotted time for considering amendments to a clause runs out, the chair will put the question 'That the Clause stand part.' Add a procedural motion ('That Clause X Stand Part') with an 'accept or reject' subdecision on the entire clause. Then, adopt or reject the procedural motion as appropriate.

Repeat these steps as necessary.

If many amendments are made to the bill during this stage, there will likely be some editorial changes to reflect new numbering of subclauses, punctuation changes to facilitate understanding, etc. At the end of the stage, propose an amendment with the text as it is presented in the next stage to account for these editorial changes. In this case, for example, at the end of the Commons Committee stage, propose a document amendment with the text of the bill as it presented to the House on Commons Report. If no amendments are made on a stage, this step is not necessary.

Each Committee sitting ends with the Committee moving to rise. This procedure is not always recorded in Hansard. In the event that the motion to rise is not in the record, create an implied motion. To do so, add a procedural motion with the title 'Implied Motion to Rise' and agree it.

To keep the timeline tidy and facilitate data entry, it is useful in the House of Commons to drop the amendments that were grouped with the leading amendment but not voted upon. They can be dropped with an 'Implied Motion to Drop the Amendments that Were Not Called'. Add a procedural motion with 'drop' subdecisions for all the relevant amendments and then adopt it. This will remove those amendments from the dropdown lists during data entry.

Once you've modelled all the Committee sittings, the bill as amended in Committee must be referred back to the House. To do this, add a 'report/refer' vote, and then in the main House, add a 'Copy document' event.

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## House of Commons: Report Stage

The Report stage occurs back in the main House. As you've read in your guide, the Commons does not consider the bill clause by clause on Report. For this reason, you do **not** have to propose the clauses and schedules individually and then propose the amendments onto them. Rather, once you've copied in the report from the Committee, add a new legislation document entitled 'Bill as Amended in Commons Report Stage'. Select the Bill as Amendment in Commons Committee Stage as the ancestor document. For the text of the document, add the text of the bill as amended in Committee. You can find this text on the Bill Documents page under the 'Bills' heading. If there were no amendments made in Committee, the text is the same as it was when introduced.

Refer to the amendment papers and individually propose onto the document all the amendments that were tabled up to the session.

Once you've added all of the amendments, refer to Hansard to begin modelling the debate. The structure of the debate (e.g. leading amendments, grouping of amendments, debates, etc.) is the same on Report as on Committee.

Then, read through the debates, creating debate events that link to the corresponding amendments.

Like at the end of the Committee stage, propose an amendment with the text of the Bill as presented on Third Reading in order to account for the editorial changes to the bill after the Report stage is concluded.

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## House of Commons: Third Reading

As the third reading takes place in the House, often immediately following the conclusion of Report, there is no need to refer and copy the bill as amended on Report, as you did in previous stages.

An MP will move that 'That the Bill be now read a Third time'. Represent this as a new 'resolution' document, as like the second reading, this motion can be amended. There will likely be some debate on the motion, which is modelled in the usual way. Then, if someone proposes a reasoned amendment to the motion, propose an amendment to the motion, changing the proposed text as the record indicates.

Represent the question 'That the amendment be made' as a procedural motion entitled 'Motion that the Amendment Be Made'. Add an 'adopt' subdecision to the procedural motion. Then, adopt or reject the amendment according to the record.

Then add a procedural motion entitled 'Motion that the Bill Be Now Read the Third Time' with an 'adopt' subdecision. Adopt or reject the motion according to the record.

Once the third reading is agreed, the bill must be referred to the House of Lords. To do this, add a 'report/refer' vote on the bill as amended on Commons Report.

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## House of Lords: First Reading

Copy the Bill as Amended in Commons Report Stage into the House of Lords.

The first reading is not usually opposed in the House of Lords, and so there is no record of a motion and agreement in Hansard. However, to represent this procedure, add a procedural motion entitled 'Motion that the Bill Be Read the First Time and Printed', with an 'other' subdecision on the Bill as Amended on Commons Report. Adopt the procedural motion.

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## House of Lords: Second Reading

On the day of the second reading, create a new 'resolution' document ('Motion for the Second Reading'). Model the debates and any reasoned amendments to the motion as you did in the House of Commons. In the event of a motion to withdraw the amendment, create a procedural motion ('Motion to Withdraw the Amendment') with a 'drop' subdecision on the amendment. In the House of Lords, if there is no formal opposition to the motion under consideration, that motion is considered to be agreed. So if the reasoned amendment is withdrawn or rejected, there is no longer any formal opposition to the motion, and it is adopted. However, there will be a note of this in Hansard, which will say something like, 'Bill read a second time and committed to a Committee of the Whole House.' Represent this simply as a vote to adopt the motion for second reading.

Then, refer the Bill as Amended on Commons Report to the Committee of the Whole (Lords).

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## House of Lords: Committee Stage

The Lords Committee stage begins like the Commons Committee stage. After you copy in the Bill as Amended in Commons Report Stage, create a new legislation document with the title 'Bill as Amended in Lords Committee Stage'. Add the bill as introduced to the Lords (i.e. the Bill as Amended in Commons Report) as the ancestor document. For the text of the document, add '[Bill as Amended on Lords Committee Stage]' at the top, followed by numbers for the clauses and schedules.

Propose the long title/preamble and each original clause and schedule onto this document individually. In other words, propose an amendment to the document you just created with the text of the title and preamble. Then, propose a separate amendment with the text of Clause 1, and so on.

Once you have finished adding the original clauses and schedules, refer to the amendment papers (called Marshalled Lists in the Lords) for that session and add the amendments as amendment events to the original clauses and schedules in the order that they appear on the Marshalled List.

In the Lords, the question is not put that each individual clause stand part. For this reason, if a Lord opposes a clause, he or she will table their intention to oppose that that clause stand part of the bill. Doing so prevents the clause from automatically being taken into the bill once all of its amendments have been considered. To represent this procedure, add a procedural motion entitled 'Motion to Oppose that Clause X Stand Part' with an 'other' subdecision. These motions can be dropped once the clause is accepted or rejected.

Once you've added all of the amendments, refer to Hansard to begin modelling the debate. In the House of Lords, tabled amendments are compiled into a Marshalled List, with the amendments arranged in the order in which they pertain to the text. The Lords do not select and group amendments like the Commons, but consider each tabled amendment in number order. New Marshalled Lists are printed for each sitting to include any new amendments that have been tabled or existing amendments that have been altered. In theory, these new or altered amendments should have a star beside them on the Marshalled List to make them easy to spot. However, this is not always the case, and you will have to compare each new Marshalled List with the previous one in order to find the new amendments. Add new amendments in the first session after they are tabled. If an amendment is withdrawn on the Marshalled List, drop that amendment in the first session afterwards. See s4670 for an example.

To move an amendment, create a procedural motion with an 'other' subdecision entitled 'Amendment X Moved'. In most cases, amendments will be moved with no objection, in which case, you would immediately create a 'no objection' decision event. In some rare cases, someone will attempt to move an amendment that is out of order, and someone will object. In this case, add a reject decision.

Then, read through the debates, creating debate events that link to the corresponding amendments.

Once an amendment has been deemed sufficiently debated, the mover of the amendment will decide whether they wish to withdraw their amendment or put it to a vote. In the former instance, the Lord will 'beg leave to withdraw the amendment'. This is a procedural motion ('Motion to Withdraw Amendment X') with a subdecision to 'drop' the amendment. This is usually followed by an 'adopt' decision. In the latter

instance, the Lord will say he or she wishes to ‘test the opinion of the House’. This is also a procedural motion (‘Call for a Division on Amendment X’) with an ‘other’ subdecision on the amendment. This is usually followed by an ‘adopt’ decision made by ‘Chairperson/other’.

If the records say that an amendment was not moved, drop it at that point in the timeline.

In instances where opposition to a clause has been tabled, the House must make a decision on that clause. To represent this, add a procedural motion (‘Motion that Clause X Stand Part’) with an ‘Accept or Reject’ subdecision. This motion will be debated as normal. And once the House has considered whether the clause should stand part, drop the ‘Intention to Oppose that Clause X Stand Part’ procedural motion that you created earlier from the Marshalled List. Then adopt or reject the clause as appropriate.

In instances where no opposition to a clause has been tabled, that clause will be tacitly taken into the bill once all of its amendments have been considered. For this reason, there will not be a note in Hansard that the clause has been adopted. However, we must still represent the clause being taken into the text. To do so, add a decision event with an editor’s note explaining that the clause as amended was taken into the text of the bill.

Repeat this procedure until all of the amendments have been disposed of. If many amendments are made to the bill during this stage, there will likely be some editorial changes to reflect new numbering of subclauses, punctuation changes to facilitate understanding, etc. At the end of the stage, propose an amendment with the text as it is presented in the next stage to account for these editorial changes. In other words, the text of the bill as it is presented on Report. If amendments have been made in the Committee, this amended text will be found on the Bill Documents page under the heading ‘Bills’. If no amendments are made on a stage, this step is not necessary.

Once the Committee has agreed upon the text, it will refer the document back to the main House. Add a ‘report/refer’ vote and copy the document into the House of Lords.

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## House of Lords: Report Stage

The Report stage occurs back in the main House. As you’ve read in your guide, the Lords does not consider the bill clause by clause on Report. For this reason, you do **not** have to propose the clauses and schedules individually and then propose the amendments onto them. Rather, once you’ve copied in the report from the Committee, add a new legislation document entitled ‘Bill as Amended in Lords Report Stage’. Select the Bill as Amendment in Lords Committee Stage as the ancestor document. For the text of the document, add the text of the bill as amended in Committee. You can find this text on the Bill Documents page under the ‘Bills’ heading. If there were no amendments made in Committee, the text is the same as it was when introduced.

Refer to the marshalled lists and individually propose onto the document all the amendments that were tabled up to the session.

Once you've added all of the amendments, refer to Hansard to begin modelling the debate. The Lords consider every amendment on Report just as they do in Committee. Then, read through the debates, creating debate events that link to the corresponding amendments.

Like at the end of the Committee stage, propose an amendment with the text of the Bill as presented on Third Reading in order to account for the editorial changes to the bill after the Report stage is concluded. If no amendments are made on a stage, this step is not necessary.

Sessions on Report, as they take place in the main House, end with a motion - explicit or implied - to adjourn. If the House does not adjourn immediately after they consider the bill, check the 'Contents' tab of that day's Hansard record, select the last entry in the list and scroll to the bottom to find the adjournment time.

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## House of Lords: Third Reading

If changes were made to the bill during Report, a new version of the bill is printed for the Third Reading. However, at this stage, the House does not consider the bill clause by clause. Any amendments are for the purpose of tidying up the bill, and they are still considered in the order in which they pertain to the text. Create a new document ('Bill as Amended on Lords Third Reading') with the text of the bill as agreed on Report. For the ancestor document, select 'Bill as Amended on Lords Report'.

If the bill requires the Queen's or Prince of Wales' consent, this consent will be signified before the motion for Third Reading. The language used for the Queen's consent is something like: 'I have it in command from Her Majesty the Queen to acquaint the House that Her Majesty, having been informed of the purport of the [bill], has consented to place her prerogative and interest, in so far as they are affected by the Bill, at the disposal of Parliament for the purposes of the Bill.' Represent this as a procedural motion ('Queen's Consent') followed by a 'No objection' vote.

Before the House begins to consider any amendments on Third Reading, there will be a motion 'That the Bill be read a third time.' Represent this as a procedural motion with an 'Other' decision on the 'Bill as Amended on Lords Third Reading'.

Refer to the Marshalled Lists and propose the amendments.

Once you have added the amendments, refer to Hansard to move amendments and add the debates as you did for previous stages.

Once the House has considered all of the amendments on Third Reading, the Lord in charge of the bill will move 'That the Bill do now pass.' Add this motion as a 'resolution' document ('Motion that the Bill Do Now Pass'), as this motion is subject to amendments. As with motions for second or third readings, a Lord may move an amendment to this motion by striking out all the words after 'That' and substituting new words. If a Lord proposes an amendment to this motion, add it as you've done previously.

If any amendments were proposed to the motion that the bill pass, the Speaker will, once the debate has concluded on that amendment, move 'That the amendment be agreed to.' Represent this as a procedural

motion ('Motion that the Amendment Be Agreed To') with a subdecision to adopt the amendment. Record the debate and votes on this motion and any amendments.

Once the bill is agreed, refer it to the Commons for the Ping Pong stage.

In the next bill stage, the Commons will consider each amendment agreed by the Lords. On the Bill Documents page for the Bill on Parliament.uk, refer to the document entitled 'Lords Amendments to the Bill' under the 'Bills' heading. Use this text to create a new document in the timeline entitled 'Lords Amendments to the Bill.' Refer this document to the Commons as well.

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## Ping Pong: Commons

Copy in the Bill as amended in the Lords and the list of amendments agreed in the Lords. If the Lords proposed many amendments to the Bill, the Commons will determine a programme motion at this time. If the Commons creates a programme motion, create a document entitled 'Programme Motion' with the proposed order for the document text. Adopt or reject the programme motion as appropriate.

Create a new document entitled 'Commons Consideration of Lords Amendments (Ping Pong)'. For the document text, write '[Amendments to the Bill as Agreed in the Commons]'. Then, propose each of the Lords Amendments onto this document.

Once you've proposed each of the Lords Amendments to the document, refer to the Amendment Paper entitled something like 'Commons Consideration of Lords Amendments.' Propose each of these amendments to the Lords Amendments you just added. If, on the amendment paper, the Commons tables an intention 'To move, That this House disagrees with the Lords in their amendment', represent that as a procedural motion entitled 'Intention to Disagree with Lords Amendment X'. Add a subdecision to reject that amendment.

The Commons does not number its amendments on the amendment papers at this stage, but rather, assigns them a letter in parenthesis on the right-hand margin of the page.

If the Commons proposes an amendment a Lords amendments, propose the amendment to the appropriate Lords amendment and title it 'Commons Amendment (x) to Lords Amendment X.' If the Commons proposes an amendment in lieu of a Lords amendment, propose an amendment to the appropriate Lords amendment that strikes out the Lords amendment and inserts the Commons amendment in its place.

If some MPs propose an amendment in lieu of a Lords amendment, other MPs may still propose amendments to the Commons amendment in lieu. These amendments will be labelled with lowercase Roman numerals in parentheses on the right-hand margin of the page.

Once you added all of the amendments and intention to disagree events, refer to Hansard to begin modelling the debates.

The House of Commons has power over the House of Lords to decide on matters of taxes and public spending. This is known as 'financial privilege', and if the Commons may exercise this privilege over any of Lords amendments, the Speaker would signify which amendments at this point. Represent this as a procedural motion ('Notification of Financial Privilege') with 'other' subdecisions on each of the named amendments and agree it with a 'no objection' vote.

Previously, you likely tabled some procedural motions, per the Commons amendment papers, to signify an intention to disagree with a Lords amendment. When that opposition is formally moved (in Hansard, 'I beg to move, That this House disagrees with Lords amendment x'), create a procedural motion entitled 'Motion to Disagree with Lords Amendment x' with an additional decision to adopt the 'Intention to Disagree' proposal.



# Appendix II : Style Guide

About this guide: The original text should always be reproduced faithfully, maintaining, for example, misspellings, contractions, and underlinings. This guide is to ensure consistency of approach to the presentation of editors' comments, annotations, and other metadata.

In so far as possible, the Quill style will follow Oxford University house style. Please refer to the full style guide, available [here](#). Other considerations, important exceptions and common issues are highlighted below.

## Spelling

- Within each project, spelling of editors' comments, annotations or other metadata should follow a consistent standard.
- The nature of the Quill database requires us to accept both US and British English. Projects modelled by partner institutions in the US will use US English. Please refer to *The Merriam-Webster Dictionary* (Merriam-Webster, 2016). Projects modelled through Quill at Oxford will use British English. Please refer to *The Concise Oxford English Dictionary* (OUP, 2011).
- To minimize some of the distinctions of contemporary US and British style, Quill will follow OUP and use -ize/-ization rather than -ise/isation. These are the forms preferred by the OED in all editions. Thus 'realize', and 'contextualize' (in line with US Spelling), but 'analyse', 'programme' (except in the cases of computer programs), 'traveller', 'centre', 'defence', 'advice' (noun), 'advise' (verb). The new third edition of the OED prefers 'connection' to 'connexion'. We accept that change with regret.
- A quick guide is here: [https://en.wikipedia.org/wiki/Oxford\\_spelling](https://en.wikipedia.org/wiki/Oxford_spelling)

## Titles

- Use title case for the titles of all documents, proposals, events, motions, etc. Although contrary to house style, this provides clarity for users when viewed in the list of events.
- Minimize brackets in titles (unless part of the original source).

## Editorial Notes

- Editorial notes and additions should appear in square brackets to distinguish them from text drawn from the original source material.

## Quotations

- Information drawn from source material listed in the 'source' field should be entered into the Description box without quotation marks (except where they appear in the source). Editorial notes will always be distinguished from the quoted material by square brackets.
- Quotations from other sources should appear in quotation marks with the source clearly identified, and lengthy quotations should be evaluated for inclusion in a separate *Additional Description* entry for that event. Quotation marks should be used consistently within each project. US-based projects may prefer double quotation marks (""), and UK-based projects single quotation marks in line with national printing conventions. As long as consistency is maintained, either is correct within a given project.

## Dates

- Dates should be spelled out in full where possible in the form DD Month YYYY. Where dates are abbreviated, we use the form YYYY/MM/DD to provide clarity between US and British conventions.